

SHELTER AND MASS CARE

I. PURPOSE

This annex provides for the protection of the population from the effects of hazards through the identification of shelters and minimal guidance for the upgrading and stocking of such shelters. It provides for the execution of assigned emergency tasks through the coordination of the various social service agencies.

II. SITUATION AND ASSUMPTIONS

A. Situation

Many types of emergencies could occur which would require activation of the Shelter/Mass Care Organization. The sheltering, feeding and meeting of personal needs of individuals coping with snow, ice, windstorms, tornadoes, utility failure, fire and explosion, hazardous material spills, terrorism, and enemy attack (Ohio Statewide Allocation Plan – MAPB-90-Shelter & Evacuation) may well require more personnel and resources than normally available.

The Muskingum Valley American Red Cross (ARC) has designated facilities within the county, which could be used as shelters. Written agreements are on file in the ARC Office for all of these facilities.

B. Assumptions

Experience has shown that under local emergency conditions, a high percentage (50% or more) of evacuees will seek shelter with friends or relatives rather than go to established shelters. Thus, the ARC does not have to plan for the sheltering and feeding of the entire affected community in such circumstances. The Shelter Team must decide how many shelter spaces to provide, based on the population involved.

III. CONCEPT OF OPERATIONS

A. General

1. Ultimate responsibility for sheltering evacuated citizens rests with local government.
2. ARC officials are directly responsible for organizing shelter services in cooperation with the Department of Human Services and the County EMA.
3. Nationally, the ARC has been designated as the agency to operate shelter facilities during natural disasters.
4. Shelter officials will coordinate with EOC officials in order to provide protective actions necessary to limit the exposure of sheltered residents to nuclear, biological or chemical materials while in the shelters. (Refer to Annex M, paragraph III. B. for General Operating Procedures. And Annex O)

5. Other non-profit or governmental agencies in the county including the Morgan County Department of Human Services, the Mental Health and the Salvation Army, and others, may assist in shelter operations.

B. Notification and Warning of the General Public

When people are advised to evacuate, instructions on appropriate reception centers and/or shelter/mass care feeding facilities will be disseminated by the Morgan County EMA through:

1. Emergency public information broadcasts over local radio/TV stations.
2. Door-to-door notification by emergency services personnel working in the area to be evacuated.
3. Neighborhood-by-neighborhood announcements from emergency vehicles with public address systems.

C. Reception Centers

1. The purpose of a reception center is to register evacuees and assign them to specific shelter/mass feeding locations.
2. Upon arrival at reception center, evacuees will:
 - a. Be monitored for contamination if nuclear, biological or chemical materials are involved in the incident. If the vehicle and/or occupants are contaminated they will be directed to the nearest decontamination point.
 - b. Complete ARC registration form and be directed to assigned shelter/mass feeding locations.
3. The ARC provides management staff for reception centers, mass feeding facilities and shelters.
4. Pertinent evacuee information will be provided to evacuees from the Public Information Officer through the Red Cross.

D. Designation of Shelters

1. In peacetime, shelters will be designated by the ARC using facilities for which signed agreements are on file.
 - a. Specific shelters have been designated and the ARC will notify local officials of shelter locations for relay to the media and the Emergency Alert System.
 - b. Evacuees will be assigned to shelters by the ARC based upon the safe location of the structure and the living facilities available at the shelter. Once a facility has been selected and the shelter is activated, signs will be displayed outside the shelter for easy identification.

- c. Evacuees with access to recreational vehicles will, whenever possible, be accommodated at campground facilities within the area. (See Tab 3).
 - d. Shelters nearest but external to the hazard area will be reserved for housing essential workers and their families.
- 2. In the event of a nuclear attack situation, shelters offering protection from radiological fallout will be designated from the National Facility Survey (NFS) printout on file at the County EMA Office.
 - a. In the event that the above-mentioned shelters should prove to be insufficient to house the required number of evacuees, upgradeable facilities identified in the NFS will be designated.
 - b. In the event that shelters providing protection from radiological fallout would prove to be inadequate, instructions on the development of expedient fallout shelters will be provided to the general public through all available media outlets.

E. Mass Feeding

- 1. The ARC is primarily responsible for mass feeding operations. ARC regulations and procedures entitled Emergency Services-Mass Feeding will govern mass feeding operations. Mass feeding facilities will be established and identified.

F. Crisis Marking of Shelters

The local chapter of the ARC has signs made up and stored at the ARC Office. Upon shelter activation, signs will be displayed outside the shelter for easy identification by evacuees.

- 1. Additional bedding and some food supplies may be on hand at local schools and churches. Deficits will be made up through agreements on file at the local ARC Office. See Fallout Shelter Stocking, Tab 1, to this Annex.
- 2. In the event of nuclear attack relocation, each relocating family from the risk area will be instructed to bring sufficient bedding and clothes for the immediate family, special medicines, and food for at least the first three days. (See Appendix 5 to the Emergency Public Information Annex.)
- 3. The risk area will share the responsibility for resource supply when requirements in host area exceed capabilities.

H. Radiological Instruments Kits

In order to maintain contamination-free shelters and prevent the exposure of personnel within the jurisdiction, radiological monitoring kits have been dispersed to the county and are located within Morgan County. This equipment will be transported to necessary locations at the time a radiological incident occurs.

I. Phases of Emergency Management for Shelter/Mass Care

1. Mitigation

- a. Determine hazard vulnerabilities of the county.
- b. Prepare and execute agreements with building owners to guarantee access to facilities during emergencies.
- c. Prepare and execute agreements with restaurants, fast food chains, and grocery stores for the provision of emergency mass feeding.
- d. Develop a public information program to make citizens aware of availability and locations of shelters.

2. Preparedness

- a. Yearly review and update of shelter resource lists.
- b. Notification of and coordination with agencies and organizations identified in Shelter/Mass Care list about possible need for services and facilities.
- c. Preparation of plans and SOPs for shelters.
- d. Preparation of Shelter Management Kits.
- e. Provision of training for managers, staffs and radiological personnel for shelters.

3. Response

- a. Selection of shelters in accordance with:
 - 1) Hazard vulnerability considerations.
 - 2) Locations in relation to evacuation routes.
 - 3) Services available in facilities.
- b. Evacuees are assigned according to the capacities and fixtures (bathrooms, showers, kitchens, etc.) available at the shelters.
- c. Open and staff shelters.
- d. Coordinate with EOC staff to insure that:
 - 1) Communications are established.
 - 2) Routes to shelters are marked.
 - 3) Appropriate traffic control systems are established.
- e. Distribution of Shelter Kits and supplies as necessary.
- f. Display shelter identification signs at shelter locations.

- g. Make public announcements about shelter availability and locations through PIO.
- h. Maintain records of financial expenditures and shelter supply use.
- i. If necessary, coordinate with EOC for radiological support of shelters.

4. Recovery

- a. Keep shelters operational as long as necessary.
- b. Arrange for return of evacuees to home.
- c. Deactivate unnecessary shelters.
- d. Clean and return shelters to original condition.
- e. Define the need for more shelters and supplies. Exhausted supplies should be replaced.

IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. Organization

The ARC will relocate to the EOC upon its activation. All aspects of activating, staffing, and running shelters will be coordinated through this individual.

B. Assignment of Responsibilities

1. ARC Coordinator

- a. Appoint Shelter Managers.
- b. Review shelter listings annually.
- c. Ensure training of shelter managers.
- d. Review supplies procedures for shelters.
- e. Establish public information and education programs in conjunction with ARC.
- f. Activate and deactivate shelters, as needed.
- g. Provide communication capabilities.
- h. Arrange with local health, mental health, and social service agencies to provide support personnel.
- i. Develop a policy concerning pet care at shelter facilities.
- j. Designate support staff as needed.
- k. Develop/review plans for Shelter/Mass Care.
- l. Morgan Metropolitan Housing Building
- m. MR/DD Building
- n. Morgan County High School
- o. All county schools (Jr. High / K-6)

2. Department of Human Services

- a. Assist the ARC by providing staff to operate and manage shelters.

- b. Administer the food stamp program for qualified applicants.
 - c. Provide emergency assistance to qualified applicants.
 - d. Administer Aid for Dependent Children (ADC) program for qualified applicants.
 - e. Administer Medicaid Program for qualified applicants.
3. Salvation Army
- a. Assist the ARC in the provision of staff to operate shelters.
 - b. Provide mobile canteen services for disaster victims/emergency workers.
 - c. Provide emergency clothing to victims.
 - d. Provide disaster counseling to victims.
4. Morgan County Emergency Management Agency
- a. Coordinate with ARC for updates and maintain current printout of shelters.
 - b. Arrange for training of radiological monitors for shelters.
 - c. Assist the ARC in the development of public information and education programs regarding sheltering/mass care.
5. Health and Medical Organizations
- a. Provide medical teams to shelter locations for ill/injured shelterees.
 - b. Distribute exposure-inhibiting drugs, vaccines, and other preventatives as necessary.
 - c. Provide Emergency Medical Services units for emergency transport to hospitals and other medical facilities.
 - d. Provide hospital services for the critically ill/injured.
 - e. Deploy triage/medical teams to incident area.
 - f. Perform water sample testing to insure potable water supply.
 - g. Provide health related information on health/medical related issues.
6. Considerations for Shelter Managers
- a. Staff and operate shelters.
 - b. Provide individual and family support services at shelter sites.
 - c. Develop registration and inquiry procedures.
7. Considerations for Local Law Enforcement Officials
- a. Provide security and law enforcement for shelters and vehicles of evacuees.

- b. Provide traffic control during movement to shelters.
 - c. Provide alternate communications for shelters through their mobile units.
 - d. Assist private suppliers in delivering shelter supplies.
8. Considerations for Local Fire Officials
- a. Survey shelter sites for fire safety.
 - b. Advise about fire security during operations.
 - c. Train selected evacuees to serve on shelter fire suppression teams.
 - d. Provide for decontamination of victims at the shelter.
9. Considerations for Public Works Department
- a. Inspect shelter sites for serviceability, or structural soundness (i.e., after an earthquake)
 - b. Maintain water supplies and sanitary facilities at shelter sites during emergencies.
 - c. Direct crisis upgrading of shelters.

V. DIRECTION AND CONTROL

- A. During the preparedness and mitigation phases of emergency management, the local Morgan County Emergency Management Director is responsible for initiating shelter plan development with the ARC.
- B. The ARC will coordinate their sheltering activities with Morgan County EMA and will determine the extent of assistance needed from other governmental and non-profit organizations with respect to the shelter functions.

VI. CONTINUITY OF GOVERNMENT

- A. The line of succession for the Shelter/Mass Care Coordinator is:
 - 1. Red Cross Director
 - 2. Board Chairman
 - 3. Emergency Services Coordinator
- B. (Department of Human Services) Refer to Tab 11, Procedures for the Relocation & Safeguarding of Vital Records in the Basic Plan and Tab 3, Procedures for the Protection of Government Resources, Facilities, and Personnel in Annex N, Resource Management.

VII. ADMINISTRATION AND LOGISTICS

- A. Training will be coordinated with the Morgan County Emergency Management Director in cooperation with the Red Cross.

- B. Material support will be coordinated with the Morgan County Emergency Management Director and the ARC.
- C. Shelter Managers are responsible for developing their shelters. The ARC will approve these SOPs before they are used.
- D. Shelter Managers are responsible for completing the following documents: Shelter Inventory Form and Shelter Log.
- E. The Communications Officer will maintain a record of the telephone numbers of the shelters.
- F. Plans for the Communications Officer, as needed, will maintain fixed and/or mobile radio communications between the shelters and the EOC.
- G. Information on the food supplies, water, sanitary facilities, clothing, bedding and related shelter supplies will be maintained by the ARC.
- H. The ARC is assigned the responsibility to acquire and store the following forms for future use:
 - 1. Registration forms.
 - 2. Shelter Occupancy Reports.
 - 3. Shelter Site Survey Reports.
 - 4. Site Use Agreement Forms.
 - 5. Event Log forms.
 - 6. Meal, supply use and expenditure reports.

VIII. PLAN DEVELOPMENT AND MAINTENANCE

- A. ARC is responsible for reviewing this annex and submitting new/updated information to the Morgan County Emergency Management Director with all necessary changes and revisions. Changes will be made when deficiencies are identified through drills, exercises, and actual occurrences.
- B. The Morgan County EMA Director will coordinate, publish and distribute this annex and will forward all revisions to the appropriate organizations.
- C. All involved agencies (ARC, Salvation Army, Department of Human Services) are responsible for developing and maintaining departmental SOPs, mutual aid agreements, personnel rosters including 24-hour emergency notification telephone numbers and resource inventories.

IX. AUTHORITIES AND REFERENCES

- A. Authorities
 - 1. Department of Human Services
 - a. Public Law 91-606, Disaster Relief Act of 1970

- b. Public Law 93-288, The Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988, as amended.
 - c. Ohio Revised Code Chapter 5101 and 327
 - d. Ohio Administrative Code Chapter 5101, Sections 1-19
 - e. Ohio Department of Human Services 1974 Public Assistance Manual
2. American Red Cross
- a. Public Law 4, January 5, 1905
 - b. Public Law 93-288, The Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988, as amended.
 - c. Statement of Understanding between the Federal Emergency Management Agency and the American National Red Cross, October 1, 1997
 - d. Statement of Understanding between the Federal Emergency Management Agency and the American National Red Cross, March 1983.
 - e. Red Cross Emergency Management Regulations and Procedures are specified in the Series 3000 Disaster Manual.
3. Salvation Army
- a. Charter of May 12, 1899 (Amended April 26, 1957)
 - b. Statement of Understanding between the Salvation Army and the American National Red Cross, August 12, 1994

B. References

Ohio Statewide Allocation Plan – NAPB (Evacuation & Shelter) dated March 1990
 CPG 2-8 – Sheltering & Care Operations
 CPG 2-20 – Life Support Operations in Shelters

X. ADDENDUMS

- Tab 1 – Reception & Care Centers
- Tab 2 – Campgrounds & Parking Areas for Recreational Vehicles
- Tab 3 – Sheltering/Feeding Facilities
- Tab 4 – Survey & Agreement Form for Potential Shelters

XI. AUTHENTICATION

Date

American Red Cross

Date

Morgan County Job & Family Services

Date

Morgan County EMA

Date

Morgan County Sheriff

Date

Six County Mental Health

Date

Salvation Army

Date

Public Information Officer

Date

Morgan County Health Commissioner

FALLOUT SHELTER STOCKING

I. INTRODUCTION

Public fallout shelter supplies furnished by the federal government in the early 1960's have exceeded their shelf life and are no longer usable. Therefore, in accordance with directives issued by the Defense Civil Preparedness Agency (DCPA) in 1976, local shelter supplies should be removed and disposed by the County EMA. As a result, shelterees must provide their own food and supplies, supplemental by other sources when practical.

II. PROCEDURE

Shelter stocking conditions will vary depending on the prevailing situation. Conditions include:

A. Increased Readiness Stocking

During a period of international tension or increased readiness, or in the beginning of an evacuation as directed by the President, crisis stocking of fallout shelters from commercial or other sources will begin.

B. Expedient Stocking

This is the type of situation caused by an attack with little or no warning and the community shelter plan (CSP) would have to be implemented, as there would be no time to evacuate. In such a case, every effort will be made to complete shelter stocking under increased readiness. In addition, general public will be instructed to bring supplies from home.

C. Peacetime Stocking

Stocking of fallout shelters under these conditions is not expected to be funded by FEMA, largely because of the lack of an obvious threat, cost of supplies, and short shelf life of most food items that require periodic replacement.

III. PLANNING FOR SHELTER STOCKING DURING HABITATION

A. Moving the general public to shelters will require advance planning for stocking. Such planning fits into two basic categories.

1. Special Planning

a. During the crisis buildup period, the emergency manager, under the authority of the County Commissioners will obtain and stock the Emergency Operating Center (EOC) with many special items needed by the EOC staff and for special purposes. These include:

- 1) Radiological instruments beyond those already on hand that is designated for monitoring reporting stations and shelters.

- 2) Porta-mobile and other types of transceivers for shelter radio communications.
 - 3) Durable plastic bags and containers; e.g., buckets, 5-to-10 gallon cans, barrels to store water and ensure sanitary storage and disposal of human waste, and trash.
 - 4) Flashlights and extra batteries.
 - 5) Fire extinguishers.
 - 6) Decontamination equipment and clothing.
 - 7) Extra bedding and cots.
- b. Many of these items can be pre-positioned in designated shelters to make the shelter more livable.
2. Life-Support Planning
- a. Shelter stocking from local sources will include the following life support needs:
 - 1) Water
 - 2) Food
 - 3) Sanitation equipment and supplies
 - 4) Medical supplies
 - 5) Sleeping and entertainment supplies
- B. Procedures regarding life support planning are:
1. Life-Support Team
 - a. Water: Survival without food is possible for two weeks if sufficient water is available. The minimum amount of water required during shelter habitation is three and one-half gallons for each identified shelter space. Long-term storage presents many problems; therefore, the emergency manager and the shelter manager, in stocking during an emergency buildup, will requisition the following items on a priority basis.
 - 1) Durable plastic bags of various sizes to use as liners to hold water in buckets 30 gallon containers (trash/garbage cans), barrels, etc. These items are found in grocery, hardware, and department stores; floral nurseries; feed stores, and others.
 - 2) Garden hoses for filling water containers, along with hand trucks or dollies to transport the containers. These are in the same locations as plastic bags and containers.

- 3) Chlorinating supplies are recommended for disinfecting either a small or large volume of water. Household bleaches can be used effectively and are available in most locations. Normally, clear water can be disinfected by addition ½-teaspoon household bleach to five gallons or one quart to 1500 gallons. The dosage would be doubled for cloudy water. Water purification tablets may also be used and are in pharmacies and sporting goods stores.
- b. Food: The shelter manager, in selected food from local sources, should consider if cooking facilities would be available. For this reason, canned goods, crackers, whole grain cereals, and juices should be priority items as they are easy to transport, store and prepare.
- 1) Frozen foods are highly perishable and should be avoided unless they can be consumed within the first day or two of shelter habitation. This also applies to dairy products and other items that require refrigeration.
 - 2) Other foods that should be avoided are those high in protein and fat. Such food can result in kidney irritation or constipation unless large amounts of water are consumed or at least eight glasses per person per day.
 - 3) Alcoholic beverages or other items containing alcohol cannot be classed as food, and under no circumstances should these items be requisitioned, nor allowed in the shelter.
- c. Sanitation supplies: The health and well being of shelter occupants will depend on extreme care being given to shelter cleanliness. Maintaining adequate sanitation standards will be a major problem if normal water supplies are not available. Regular restroom facilities, for example, cannot be used if water is not available. An alternative facility and method of disposal of waste must be devised. This can be accomplished with drums or garbage cans fitted with plastic liners, which can then be sealed and stored for disposal after the shelter stay. Other sanitation items available in most locations include:
- 1) Household disinfectants and/or other chemicals used in boats and recreation – vehicle holding tanks.
 - 2) Air freshener sprays or bottled wicks, Pine Sol, and Mr. Clean-type products.
 - 3) Brooms, spray cleaners, packaged towels and toilet tissue.
 - 4) Mops and buckets if adequate water supply are available.
 - 5) Rubbing alcohol and other similar products.

- 6) Baby diapers, sanitary napkins, cosmetics, and other personal items must be brought to the shelter by those using them.
- d. Medical supplies: Most sickness will be minor and can be cured with basic medications. First aid and an extra supply of bandages and antiseptics should be priority items, as well as medicines to treat headaches, diarrhea, constipation, and some respiratory problems. Chronically ill people should be advised to bring their own medicines.
 - 1) Medical personnel assigned to the shelters and the emergency medical service liaison at the EOC will advise the shelter officer about requisitioning additional supplies of a more specific nature.
 - 2) Under no circumstances should narcotics be requisitioned for shelter use, nor should they be allowed to be brought to or used in the shelter.
- e. Miscellaneous items: There are numerous things that fall in this category, all of which can help make shelter living more comfortable. These include:
 - 1) Bedding, sleeping bags, cots, eating utensils, extra clothing for cleanliness and warmth, games, reading material, musical instruments, transistor radios, and extra batteries.
 - 2) Hand tools are helpful for minor repair or need to construct special items.
 - 3) Sheltered will be instructed to bring these and other items through public announcements before and during movement to shelter.

RECEPTION & CARE CENTERS

- 1. National Facility Survey (NFS) at the Morgan County EMA Office.
- 2. ARC has listing of only Shelters not Reception & Care Centers.

CAMPGROUNDS & PARKING AREAS FOR RECREATIONAL VEHICLES

- A. Campgrounds - Private
 - 1. Cotter's Camping and Cottages, Ohio Route 78, Glouster, Ohio
- B. Mobile Home Parks
 - 1. Morgan Meadows Mobile Home Park, 6745 N. Ohio Route 669 NW, McConnelsville, Ohio

C. Fairgrounds

1. Morgan County Fairgrounds, Ohio Route 376, McConnelsville, Ohio

D. State Parks

1. Burr Oak State Park Campgrounds, Ohio Route 78 and County Route 14/108A, Glouster, Ohio

SHELTERING/FEEDING FACILITIES

Deerfield Township

1. Morgan West Elementary School, 9675 W. St. Rt. 37, Malta, Ohio

Windsor Township

1. Morgan South Elementary School, 355 St. Rt. 792, Stockport, Ohio

Morgan Township

1. Morgan High School, Ohio Route 376S, McConnelsville, Ohio
2. Morgan East Elementary School, 4365 N. St. Rt. 376, McConnelsville, Ohio
3. MRDD, Ohio Route 376S, McConnelsville, Ohio
4. Morgan Jr. High School, 820 Riverside Drive, McConnelsville, Ohio

Fallout shelters will be found in the National Facility Survey (NFS) listing on file with the County EMA office.

SURVEY & AGREEMENT FORM FOR POTENTIAL SHELTERS

1. Name of facility _____
2. Type of structure (school, church, etc.) _____
3. Location: _____
4. Capacity of building for normal use _____
5. Cook and feeding facilities? Yes _____ No _____
6. Toilet facilities? Male _____ Female _____
7. Sewer system: Septic system _____ Municipal Plant _____
8. Water supply: Well _____ Municipal _____ Other _____
9. Does the facility have an emergency generator? Yes _____ No _____
10. What fuel is used for cooking? _____
11. Bathing facilities Showers _____ Lavatories _____ Other _____
12. Is the building mechanically ventilated? Yes _____ No _____
13. How is the building heated? Coal ___ Oil ___ Gas ___ Electric ___ Other _____
14. What refrigeration is available? _____
15. Is there a large room or area, such as a gym or multi-purpose room that could be used as a sleeping dormitory if cots were provided? Yes _____ No _____

If so, describe the room (size, type of floor, windows, ventilation, etc.)
16. Are telephones available? Yes _____ No _____
If so, telephone(s) number _____

17. Would any of your regular staff serve on a voluntary basis to help operate the facility if it were used as a shelter during an emergency?

Administrative _____ Health _____ Maintenance _____ Custodian _____ Other _____

18. Names and telephone numbers in order or priority, to contact in an emergency.

1. _____
2. _____
3. _____

19. Is this building subject to flooding? Yes ____ No ____

If so, please explain _____

20. List any conditions of use imposed by the owner. _____

We, the undersigned owner/officers/administrators, having authority to enter into such agreements, do agree to make the above-described building available as a shelter during any declared or extreme emergency and under the conditions described by us in Item 20.

Name

Name

Title

Title

PROTECTIVE SHELTER IN RESPONSE TO THREAT OF NUCLEAR ATTACK

I. PURPOSE

To establish procedures for the protection of a portion of the population of Morgan County. Morgan County has also been designated as a host county should crisis relocation be implemented. This will be accomplished by:

- A. Directing residents, transients, and, if crisis relocation has been implemented, relocates to the best available fallout protection.
- B. Informing the population of proper self-protection actions.
- C. Supporting the sheltered population within the limitations imposed by the post-attack environment.
- D. Releasing the population from shelter when the effects of nuclear attack no longer constitute a significant hazard.

II. SITUATION AND ASSUMPTIONS

A. Situation

1. Population to be protected

- a. Residents: the county resident population at risk is approximately 3,300. Distribution of the population based upon the 2000 census is Center, Meigsville, and Windsor Townships.
- b. Relocates: Since Center, Meigsville, and Windsor Townships are located within the 2-PSI damage radii, evacuation to Athens County is recommended as the only responsible population protection choice. In-place sheltering is to be employed for the remainder of Morgan County. The County should not receive relocates from other counties.

B. Assumptions

1. Sheltering Modes

Increased readiness actions will be carried out so that Morgan County officials can be prepared to implement either of two shelter modes:

- a. In-place (CSP): In this posture, only the residents of Morgan County and a number of transients would require sheltering. In-place actions are generally based on short warning time.
- b. Relocated Mode (CRP) as defined, “this is the mode designated to move people from perceived “risk” areas.” Generally, relocation actions will not be directed until determined prudent or necessary because of a deteriorating world political situation.

2. Implementation of evacuation and sheltering plans and final preparation will be supported by the “Surge Program.” The objective of the Surge Program is to rapidly improve capabilities for survival and recovery from nuclear attack over an indeterminate period of threat (but generally less than six months). Guidance from FEMA and financial assistance may be available during a surge period to assist in refining the plans, and preparing shelters and EOCs.

III. CONCEPT OF OPERATIONS

Shelter activity and preparedness (peacetime/response/post attack) actions are carried out during three clearly defined time phases. Of these three phases, the second one, the Response Phase consists of two activity periods: Increased Readiness Period and Attack Period. The Increased Readiness Period is basically an acceleration of actions not accomplished during the peacetime phase and specific actions required in preparation for the reception of relocates. Actions essential to each phase of operation should be thoroughly reviewed and understood by the EOC staff and supporting personnel prior to implementation of the plan.

A. Operational Phases

1. Response Phase

- a. Increased Readiness Period: This phase begins when Morgan County officials are advised by State or Federal officials to implement increased readiness activities.
 - 1) Initiate fallout shelter stocking.
 - 2) Initiate fallout shelter marking.
 - 3) Recruit shelter managers.
 - 4) Accelerate shelter manager training.
 - 5) Assign shelter managers as training is completed.
 - 6) Make preparations for shelter upgrading.
 - 7) Initiate shelter-upgrading program on arrival of relocates, in necessary.
- b. Attack Period: This period begins when an attack warning is received or detonations are either observed or confirmation is received that detonations have occurred. Actions taken in this time frame will be dependent upon the cause factor initiating the period.
 - 1) Move the resident population (and relocates if under CRP mode) into shelter.
 - 2) Conduct expedient shelter stocking for shelters not previously stocked until completion or the arrival of fallout.
 - 3) Move emergency workers into shelter when fallout arrives.

- 4) Maintain in-shelter posture until officially terminated by State or Federal officials or until lowered radiation levels as determined by local monitoring would indicate that it is safe to emerge.
2. Post Attack/Recovery Phase: This phase begins when information is received from State or Federal officials that the Attack Period of the Response Phase is terminated. Prior to final termination of the Attack Period, residual radiation levels may be such as to permit sheltered to leave shelter for controlled periods to perform critical tasks. Actions to be taken during the Post Attack Phase are:
 - a. Make shelter emergency decisions based on radiation levels.
 - b. General clean up of shelter facilities.
 - c. Release of relocated to return to home area.
 - d. Return of remaining shelter stocks and supplies to designated receiving point.
- B. Protective Sheltering Policy
1. To the extent possible, protective sheltering in public shelter for the residents of Morgan County will be in facilities with protection of Category 2 or better. Where it has been necessary to allocate resident to Category 1 shelter, a shelter-upgrading program will be attempted, time permitting. Shelter allocation will remain the same regardless of whether the in-place (CSP) mode or relocated (CRP) mode has been implemented.
 2. Movement to shelter will begin immediately upon an announcement to the public of either:
 - a. Receipt of an attack warning through the established warning, network, or confirmation that nuclear detonation has occurred.
 3. Residents who will use their home basements for shelter should use the time between the initial warning and the arrival of fallout to improve their basement protective capability. Residents who will use public shelter should move to the shelter and use the intervening time to improve the shelter protective capability, as possible. Monitoring personnel who will advise the EOC of the arrival of the fallout will conduct local radiological monitoring. The Morgan County EMA Director will warn the residents of fallout arrival by the most expeditious means and direct residents to take shelter.
 4. Once residents and relocated have taken shelter subsequent movement to other shelter should not be attempted, except for a situation which would make shelter totally untenable or result in a condition which would constitute or result in a greater hazard to the sheltered than would movement to another shelter. The decision of both the need and the advisability to move would jointly rest with the Shelter Manager. Except

for extreme emergency, a decision to move would have to be coordinated with the ARC and the Radiological Coordinator in the EOC.

5. This appendix for Morgan County provides for the allocation of population (resident and relocated) to shelter without regard to race, sex, color, or national origin.

C. School Children

Children in school should be picked up by parents for sheltering as a family unit, if time and circumstances permit. Children not picked up will be moved to the closest public shelter.

D. Shelter Resources

An updated survey to identify protective shelter facilities was accomplished in the county in October 1980. The Morgan County Director of Emergency Management maintains a completed listing of all existing and upgradeable shelter facilities.

1. Existing Public Shelter: The National Shelter Survey Printout lists 67 – Fallout Protection facilities with a total of 5,981 spaces. By protection category, there are:

Category 2+ (PP 40-100+)	2,299 spaces
Category 4+ (PP 100-149)	3,682 spaces

2. Home Basement Shelter: An analysis of home basements demonstrated that most home basements have the capability to provide at least Category 1 (PT 20-39) level protection. Additionally, the protective capability of most basements can readily be improved. In order to assure that sufficient shelter is available for the resident and relocated population of Morgan County, maximum use of home basements is planned. Techniques for upgrading home basements are contained in the Emergency Public Information Packet maintained by the Morgan County EMA Director and will be published during crisis periods. Refer to Citizen Instructions for Nuclear Attack.

3. Upgradeable Public Shelter: The National Shelter Survey identifies public fallout shelters; however, buildings may also identify which could provide protection after being laboriously upgraded. Refer to the Guide for Increasing Local Government Civil Defense Readiness During Periods of International Crisis, Illustrations of Sheltering Upgrading Techniques, SLG-100, May 1990, Federal Emergency Management Agency.

- a. In-place mode (no crisis relocation): Since there is not sufficient protective shelter in Morgan County, a mandatory shelter-upgrading program is needed. However,

during an increased readiness period, consideration could be given to improving existing shelter capabilities through an upgrade program on those facilities identified in the Reception & Care Printout of the National Shelter Survey as upgradeable, or other facilities.

- b. Relocated Mode (crisis relocation implemented): Upon implementation of crisis relocation, an upgrading program must be established to insure sufficient protective shelter for the relocated. Use of the National Shelter Survey's Reception & Care Printout to identify upgradeable shelter is recommended.

4. Emergency Operations Center

The Emergency Operations Center is located at M&M Fire Department on the second floor in McConnelsville, Ohio, 43756. There is a protective area with a PF of 40 or better with upgrade, and shelter operations will be directed from this area. Should the primary EOC become untenable, an alternate will be activated, which is located at Morgan County Health Department, 4275 N. Ohio Route 376 NW, McConnelsville, OH 43756.

E. Shelter Criteria

- 1. Protection Factor: Although the availability of shelter space dictates the use of Category 1 (PT 20-39) shelter spaces, these spaces should be upgraded to the extent possible in the time frame available between attack and fallout arrival.
- 2. Shelter Size: To make maximum use of available Category 2+ shelter spaces for the resident and relocated populations, there is no minimum requirement established for shelter size in Morgan County.

F. Shelter Options

- 1. Residents: In the event a shelter situation develops in Morgan County, residents should take one of the following actions:
 - a. Those having home basements with minimal wall exposure/these areas may provide PT 20 or better should plan on sheltering in their basement improving their shelter capability through upgrading as time and available material will permit.
 - b. Those not having home basements should seek shelter with neighbors, friends, or relatives who have sufficient space in such a basement that is referred to in a. above.

- c. Those not having access to any home basements providing a protection factor of PP 20 or better should travel to public shelter in the location designated for them.
 - d. A last resort action would be to construct expedient shelter following instructions contained in Emergency Information Packets which will be provided to and published by the local newspaper and in pamphlets available from the Morgan County EMA Director.
2. Relocated (CRP Implemented): Will move from their reception and care facility (if not a shelter) to their assigned fallout shelter facility.

G. Special Use Facilities

Certain facilities within the county have been designated for special use purposes. Special use purposes are defined as: health and medical; local government; law enforcement; fire and rescue; and such special purpose needs as determined by local government on an individual basis.

H. Travel Considerations

There are not enough homes with home basement spaces to provide shelter protection for the entire population of the county. Consequently, a number of both urban and rural residents will have to shelter in public shelters. An allocation of existing “best spaces available” has been made to insure sufficient public shelter spaces for the residents and relocated population who will need to travel to areas where public shelter is available.

- 1. Travel Time: Morgan County’s distance from various projected strike areas, which will produce fallout in the county, introduces a considerable variance in time projections for the arrival of fallout after actual strikes have occurred. Variables in weapons size or wind conditions could greatly affect fallout arrival time. Fallout arrival will be determined by radiological detection procedures (Reference: Radiological Protection, Annex H)
- 2. Travel Mode: In urban areas, travel to shelter could be on foot. Provisions will be made for movement of the aged and infirmed. Rural residents must drive to shelter facility areas.

IV. ORGANIZATION AND RESPONSIBILITIES

A. Organization

The shelter/mass care organization in Morgan County will consist of an ad hoc committee supported by the local Morgan County EMA Director, Morgan County Department of Human Services, ARC and various

volunteer organizations. The EMA Director will provide overall coordination. A suggested functional organization and some basic tasks are:

1. EMA Director
 - a. Be advised on overall shelter operations.
 - b. Advise the Commissioners, Township Trustees or Mayors on shelter matters.
 - c. Recruit potential Fallout Shelter Managers.
 - d. Institute an accelerated Fallout Shelter Manager Training Program.
 - e. Be advised on stocking of food in public and relocated fallout shelters.
 - f. Assist the Radiological Coordinator in distribution of radiological equipment.
 - g. Insure potable water is provided to each facility and monitor distribution of radiological equipment.
 - h. Coordinate residents (public shelter and relocated assignments to fallout shelters).
 - i. Conduct Shelter Marking Program.
 - j. Monitor the upgrading program and recommend priorities.
 - k. The RDO will provide crisis training to radiological monitors so that all designated public fallout shelters are covered.
2. ARC
 - a. Maintain current fallout shelter listings.
 - b. Manage overall shelter operation from EOC.
 - c. Designate and assign trained managers and staff for all public shelters.
 - d. Coordinate shelter-upgrading program with the Public Works Coordinator.
 - e. Implement and coordinate the shelter stocking and marking programs.

B. Responsibilities

Actions that must be taken in other functional areas are contained in other annexes to this plan.

V. DIRECTION AND CONTROL

Direction and Control will follow those procedures outlined in Annex A of the Direction and Control Annex.

VI. CONTINUITY OF GOVERNMENT

Not used. See Section VI. of the Shelter/Mass Care Annex.

VII. ADMINISTRATION AND LOGISTICS

A. Administration

Accurate records will be maintained covering the acquisition and use of food items and all other materials used in supporting the fallout shelter operations. These records will be the primary source of information to substantiate reimbursement to local retailers and for requests for cost sharing made to State and Federal government.

B. Logistics

An on-going inventory of supplies needed for a protective shelter period will be maintained to assure equitable distribution of supplies and to support any re-supply action from outside sources. Federal planning includes a re-supply action during an increased tension period from wholesale sources normally supplying businesses in Morgan County. Federal distribution of commodity stockpiles will not occur until a Post Attack Period.

VIII. PLAN DEVELOPMENT AND MAINTENANCE

Not used. See Section VIII. Of the Shelter/Mass Care Annex.

IX. AUTHORITIES AND REFERENCES

A. Authorities

Not used. See Section IX. A. of the Basic Plan and Section IX. A. of the Shelter/Mass Care Annex.

B. References

Ohio Statewide Allocation Plan (Evacuation & Shelter Plan) dated March 1990.

X. ADDENDUMS

Attachment 1 – Protective Shelter Considerations Under In-Place and Relocated Modes

Attachment 2 – Shelter and care Service Organizational Chart

Attachment 3 – Reception and Care Services

PROTECTIVE SHELTER CONSIDERATIONS UNDER IN-PLACE AND RELOCATED MODES

BEST AVAILABLE SHELTER – This type shelter is used for the community Shelter Plan where the option is only to provide immediate protection in existing facilities. Upgrading of the facility to improve the protection factor will not occur because of the available time.

KEY WORKER SHELTER – Shelter used for the protection of essential workers near their place of employment, yet outside the blast zones. This now may very well include the expedient shelters located on industrial property where key workers would be protected. (These shelters have a capability as high as 50 pounds per square inch overpressure, and therefore must be specifically engineered and constructed.)

SPECIAL FACILITIES – These include mines, caves and tunnels.

SPECIAL USE FACILITIES – These include the above plus Emergency Operating Centers where only direction and control individuals would be sheltered, not the general public.

Nursing Homes or other care facilities, where the patients are sheltered at 35 sq. ft. per bed and staff at 15 sq. ft. This also includes jails, where only prisoners are sheltered and institutions for the criminally insane and mentally ill.

CONGREGATE CARE FACILITY – Any facility (usually public) where individuals can be housed with heat (if seasonally required) and sanitation. Space is allocated at the rate of 40 sq. ft. per person.

SHELTER UPGRADING - The ability to improve the protection factor of a facility to meet the minimum requirements of PF-40. May be accomplished by the use of soil, cinder blocks, water, wood, etc. Upgrading is to be considered only for basements and first stories of facilities capable of supporting the increased loads. For most areas, these facilities are listed as part of the Reception and Care Printout of the National Shelter Survey.

EXPEDIENT SHELTERS – The immediate development of a shelter of any means possible using the available materials at hand, this could include digging a trench (I-shaped), digging under slab house foundations, improving shelter in a workshop or basement area under tables, etc.

HOME SHELTER – The use of basement, cellars ground floors and interior hallways to provide a shelter environment. Basements and cellars will provide the best environment.

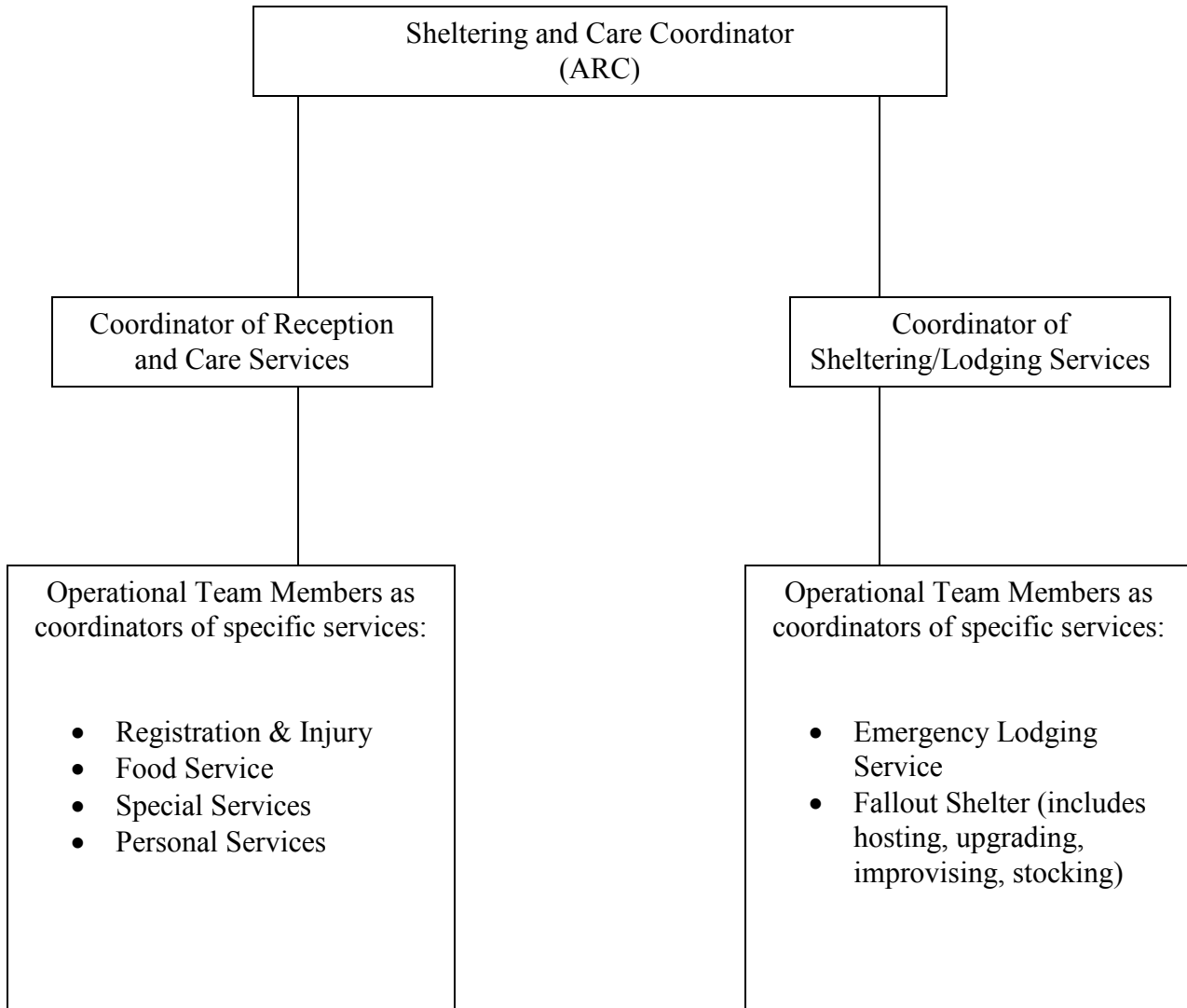
PRIORITY USE OF SHELTERS – The use of the highest category of shelters first down to the use of the lowest category last. Protection Factor Category – 4 is the highest category recorded on the National Shelter Survey's Fallout Shelter Printout, category 0 is the lowest. This means to use those shelters that will provide the most protection first before assigning individuals to less protected buildings.

CRISIS MARKING – The development of a plan in the peacetime phase that tells how to identify and mark fallout shelters during an increased readiness period, or a short buildup period.

CRISIS STOCKING – The development of a plan in the peacetime phase that tells how to stock food and water and other essential supplies in fallout shelters during an increased readiness period. Refer to CPG 1-19.

REALLOCATION OF RESOURCES – The movement of risk area resources to places outside the 2 PSI zone and/or the allocation of those same resources to host zones, i.e., health personnel, fire fighters, police, food, transportation – these are just a few examples.

SHELTER & CARE SERVICE ORGANIZATION CHART



RECEPTION AND CARE SERVICES

1. Registration and Inquiry Service for a Nuclear Attack Emergency

Registration and Inquiry personnel would be needed at each Reception Center congregate care facility, and public fallout shelter. Facility supervisors or managers could recruit assistants from the resident and evacuated populations and instruct them on the proper procedures. The following points should be remembered.

- a. Registration and Inquiry would be a major task. Large numbers of evacuees would move into a community's congregate care facilities and, along with the reception area residents, into public fallout shelters.
- b. The Registration and Inquiry Service is the first step in the sheltering and care process. Consequently, it provides the input for all other services. This is especially true in a nuclear attack emergency where protracted care must be provided.
- c. Registration and Inquiry Service will be instrumental in facilitating the transition between congregate care facilities and public fallout shelters.

2. Food Service for a Nuclear Attack Emergency

Several factors affect the delivery of feeding services if an emergency involves the threat or occurrence of a nuclear attack:

- a. There will be many people to feed and they will include not only resident populations but evacuees as well. This will severely strain local resources.
- b. The length of time the population will need feeding services will be longer than in other disaster situations. This period may be at least 2-3 weeks, depending on radiation levels.
- c. Feeding sites will be transferred to the fallout shelters themselves where the protected population will have no more than 10 sq. ft. per person for the duration of residence. Space will be limited.
- d. Normal food distribution systems will be interrupted or eliminated, requiring either the development of alternative food distribution systems or considerable stockpiling of resources – both food and water in public fallout shelters.

3. Special Services for a Nuclear Attack Emergency

During an evacuation, the Special Service operational team would direct evacuees requiring special care to the appropriate facilities and help those facilities adjust to delivering special services for a greatly expanded patient population.

The arrival of radioactive fallout shortly after the evacuation would necessitate that the Special Services function work with the Fallout Shelter Service

(identified below) to allocate nearby shelters to residents and staffs of Special Services facilities and provide staff and transportation services to patient populations or handicapped groups as they move into the shelter. Assistance would also be provided to institutions to determine what medicines, equipment, and other items should be moved to the shelter with the residents.

4. Personal Services for a Nuclear Attack Emergency

During a threatened or impending nuclear attack, large numbers of evacuees would move into mass care centers and group fallout shelters. Local residents would also relocate to public fallout shelters.

Maintaining the morale and providing Personal Services would be a cooperative effort involving the Shelter Manager and staff. This confinement will most likely be in close quarters and possibly in semi-darkness for 2 weeks or more, in area with heavy fallout. This will be a very difficult period for sheltered who will be worried about the effects of the attack, about friends and relatives sheltered elsewhere, and about the post attack environment. Personal Services will be invaluable in providing activity programs to minimize high levels of anxiety.

The function of the Personal Services team will be to assist in keeping the sheltered population physically and mentally alert, preparing them for shelter emergencies and participating in the national recovery effort, and offering instruction on survivability and the future. Such activities will raise morale; help sheltered to cooperate and socialize; reduce the feelings of fear, anxiety, and grief; and serve to control undesirable and disruptive behavior.

SHELTERING AND LODGING SERVICES

1. Fallout Shelter Service

Implementing the fallout shelter service function is entirely the responsibility of the reception area community, although assistance from the evacuated hazard area population may be expected, HENCE, COORDINATION WITH THE HIGH-HAZARD AREA GOVERNMENT BECOMES VERY IMPORTANT.

- a. A nuclear attack and fallout hazard further requires extensive planning for mass care and shelter operations, including:
 - 1) Determining availability of fallout shelters.
 - 2) Upgrading basements in private homes.
 - 3) Encouraging voluntary basement sharing where basements are scarce.
 - 4) Disseminating information on stocking food, medications, and other supplies in home shelters.
 - 5) Allocating residents to public fallout shelters at 10 sq. ft. per person of usable space; and
 - 6) Stocking public fallout shelters with food and water; medical, sanitation, and other supplies; and ventilation and radiological monitoring equipment.