



NEW JERSEY SHELTERING TASK FORCE RECOMMENDATIONS January 2020



American Red Cross
New Jersey Region



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EXECUTIVE SUMMARY

HISTORY

The New Jersey State Sheltering Task Force (STF) was established to evaluate and assess emergency evacuation sheltering capacity, identify gaps, and prepare recommendations to strengthen preparedness, response and recovery efforts for sheltering in each county. *Sheltering is primarily a local government function for which the State provides resource support and coordination during large scale incidents.* The STF is chaired by the Department of Human Services, and includes members of the New Jersey Office of Emergency Management, the Departments of Agriculture, Education, and Health, the Office of Homeland Security and Preparedness, the Office of the Governor and the American Red Cross.

To develop these recommendations, the STF conducted meetings in each of the 21 counties and several large urban areas with the Emergency Management Coordinator and county, municipal and volunteer agencies that support emergency sheltering. These meetings enabled best practices and support needed from State agencies and allied partners. The collective observations of the STF members, along with information provided by the counties, resulted in recommendations focused on planning guidance, addressing gaps in shelter operations (such as staffing, training, feeding etc.), and facility needs. The goal of these recommendations is to provide uniform guidance and to leverage partnerships across the state to assist local governments with their shelter planning and operational needs.

RECOMMENDATIONS

The original STF recommendations report was submitted to Governor Christie's office in December 2016 for review and approval. The "Recommended Minimum Guidelines for Evacuation Shelters" were approved in 2017 and were disseminated to the counties. The original report and recommendations have been modified slightly to account for changes after the issuance of the original report. The twenty (20) recommendations, as summarized below, are organized into three categories: Guidance and Planning, Shelter Staffing, and Public Awareness. The complete text of the recommendations, as well as a summary table indicating priority ratings, target date for completion and relevant agencies to support implementation for each recommendation, are included in the accompanying report.

Guidance and Planning

1. Identify recommended minimum guidelines for shelters.
2. Enhance shelter planning support to county and municipal government.
3. Create or use a pre-existing internet portal to share processes, agreements, contracts and best practices related to sheltering.
4. Implement Host-State Agreements with other States to shelter NJ residents.

5. Work with the legislature as appropriate on sheltering legislation, develop and issue policies to clarify the roles and responsibilities of municipalities, counties, and the State during large scale evacuation shelter operations, and enable County Offices of Emergency Management to consolidate local resources and planning.
6. Designate county-wide evacuation zones for reception centers and shelters.
7. Evaluate and revise state-level evacuation plans.
8. Create both intra- and inter-county sheltering guidance
9. Seek and apply for grants/funding sources consistent with at risk populations.
10. Clarify expectations of the Red Cross and The Salvation Army (TSA).
11. Utilize regional coalitions and/or healthcare stakeholders to provide guidance for Medical Needs Shelters.
12. Identify and resolve resource gaps at local and county shelters by cataloging and developing pre-scripted missions. (Requests for pre-identified resource needs.)
13. Assist municipalities and counties with the development of feeding plans.

Shelter Staffing

14. Examine the possible training of State, county and local government employee volunteers as shelter staff through the State's existing "State Employee Response Team" (SERT) or other locally developed program.
15. Develop cadre of volunteer shelter staff.
16. Re-establish Dept. of Education and Office of Higher Education initiatives and programs to seek solutions for staffing and facility shortfalls.
17. Evaluate FEMA contracts to support Personal Assistance Services (PAS).
18. Revise/develop/support standardized and accepted sheltering training curriculum.
19. Each County OEM Coordinator should identify coordinators for mass care/sheltering, health, and animal concerns.

Public Awareness

20. Manage public expectations by promoting the recommended minimum guidelines for shelters.

CONTINUING ACTIVITIES

As part of the collaborative effort to address the issues identified in the report and implement the recommendations, the STF is conducting additional assessment meetings in urban areas and has established three subcommittees to focus on Staffing, Facilities and DAFN (Disabilities and Access and Functional Needs) related matters. The STF and the associated subcommittees meet regularly to address these recommendations and develop solutions to the issues raised by our county partners. Members of the STF are also collaborating with the State Evacuation Task Force to develop county evacuation zones in a coordinated planning process.

**NEW JERSEY SHELTERING TASK FORCE
RECOMMENDATIONS
FULL REPORT**

BACKGROUND/OVERVIEW

The New Jersey Sheltering Task Force (STF) was created and convened in 2014 in order to assess shelter capacity at the local level, to identify any gaps in sheltering capabilities and, if so, to propose solutions that strengthen emergency sheltering capability throughout the state. The STF is presently composed of representatives from the following state departments/agencies and organizations:

- Department of Human Services, Chair - NJDHS
- Office of Emergency Management - NJOEM
- Department of Health - NJDOH
- Department of Agriculture - NJDA
- Office of Homeland Security and Preparedness - NJOHSP
- Department of Education - NJDOE
- American Red Cross- Red Cross
- Office of the Governor (including the Governor's Office of Recovery and Rebuilding)

This document summarizes the key observations and recommendations of the STF.

Pursuant to the State Emergency Operations Plan (SEOP) as well as Directives 100 and 102, emergency sheltering is primarily a local government function, for which the state provides resource support and coordination during large scale incidents. The state sheltering strategy is based upon a tiered approach that builds capacity and capability within the county of residence, and scales up to (i) adjacent counties; (ii) host-counties in non-impacted areas of the State; and (iii) ultimately Host-State evacuation and sheltering. In order to evaluate statewide capacity, the STF requested that each county complete a *County Mass Care Capability Profile* (CMCCP) that provided detailed information about its respective sheltering plans and operations. The CMCCPs were analyzed and consolidated to determine any statewide gaps in capacity for evacuation, post impact, medical needs, and animal sheltering.¹

The STF also held meetings in each of the 21 counties, as well as several large urban areas, with the Emergency Management Coordinator and county, municipal, and volunteer agencies that support emergency shelter planning and response. These meetings served two purposes: they enabled the STF to better understand and clarify the data reported in the CMCCP; and they

¹ For purposes of these recommendations, the term "evacuation shelter" refers to a short term, pre-impact shelter that provides minimal services, and the purpose of which is to function as a safe haven until 24-48 hours post-impact. "Post impact shelters" serve as short-term to longer-term shelters for the general population (including DAFN populations) and provide an increased level of assistance, services, and resources. A "Medical Needs Shelter" (MNS) is a location in a shelter area or stand-alone location for evacuees with chronic health and/or minor medical condition(s) requiring oversight by medical professionals.

served as an open forum to assist the STF in understanding the challenges faced by county and local governments in providing emergency sheltering for their residents, including those residents with disabilities and access and functional needs (DAFN), and their animals/pets.

The main areas of discussion at the county STF meetings included:

- the processes utilized in shelter operations;
- shortfalls and challenges;
- successes and best practices; and
- support needed from state agencies and allied partners.

The collective observations of the STF members, along with information reported in the CMCCPs, generated preliminary findings and associated recommendations in key areas related to planning, guidance, shelter operations (staffing/feeding), and facility needs. Following input from the Executive Leaders² and key agency representatives, the STF has modified and finalized its recommendations as set forth below. As part of this collaborative effort to address identified issues and implement the recommendations, the STF is conducting additional assessment meetings with large urban areas.

OBSERVATIONS

As noted above, emergency sheltering is a local responsibility. Due to variations in financial, human, and material resources available at the local level in New Jersey's 21 counties and 565 municipalities, shelter planning and operations differ widely from community to community. Demographics, financial constraints, and varying levels of local preparedness may create challenges to the identification of and access to adequate shelter facilities, generator support, shelter staffing and management, availability of training programs and volunteer recruitment, animal sheltering, etc.

Many local governments and stakeholders have demonstrated an impressive capability to shelter their residents, but some communities are challenged to adequately plan for and implement shelter operations. The effectiveness of county-wide shelter planning and operations is impacted by varying levels of local support. Because of these variations, there are concerns with regard to the adequacy of emergency preparedness among neighboring communities, which present challenges to emergency planning and response efforts, and can deplete resources for the host community.

² As defined in the State Emergency Operations Plan (SEOP), the Executive Leaders group is comprised of Cabinet members and heads of key State departments and agencies. The Executive Leaders provide advice and guidance during significant incidents, and represent their respective New Jersey Emergency Support Functions (NJESFs) during consultations with the Governor, the State Director of Emergency Management and the SEOC Command.

While each county faces unique challenges, the most common issues expressed by municipal and county shelter and emergency management staff include:

- need for guidance, planning, and identified expectations;
- shortage of staffing to support general shelter operations, as well as Medical Needs Sheltering and animal sheltering;
- need for appropriate shelter facilities that can provide necessary services for extended sheltering operations including generators/adequate power supply;
- feeding of shelter occupants.

Many counties requested that the state provide guidance for evacuation and post impact shelters to enable coordinated planning, public messaging, and resource allocation. Several counties noted that they were unable to access the appropriate decision-makers for faith-based and community-based organizations to provide assistance with shelter staffing, and they requested assistance at the state level. Additionally, many counties expressed concern and frustration regarding the establishment of Medical Needs Shelters (MNS), as well as, providing appropriate assistance for individuals with disabilities or access and functional needs (DAFN). Although the counties recognize the benefit of establishing co-located MNS and have been provided with guidance documents and templates in this regard, many are unable to do so due to lack of personnel and coordination with the local medical community. Likewise, there is a shortage of Personal Assistance Services (PAS) during times of disaster. Concerns about insurance (e.g. liability, malpractice, workers compensation) further complicate staffing shortfalls.

The observations and recommendations of the STF reflect and address concerns expressed at the assessment meetings and include other relevant and pertinent information available to its members through other similar workgroups and planning initiatives.

Continuing Efforts

The STF has formed three subcommittees in an effort to address specific challenges that have been identified. The three subcommittees focus on: (i) shelter staffing; (ii) shelter facilities; and (iii) sheltering individuals with disabilities and others with access and functional needs. The subcommittees are a multi-agency effort, with representatives from state partners, NGOs, disability advocacy groups, and county representatives nominated by the New Jersey County Emergency Management Coordinators Association (NJCEMCA), who will work collaboratively to develop solutions to the challenges related to these areas of sheltering.

RECOMMENDATIONS

The STF developed twenty (20) recommendations set forth below and suggested relevant agencies, classified by Emergency Support Function (ESF)³, to facilitate their implementation. Each recommendation has been assigned a priority rating and a target date for completion. Any impediments to implementation should be documented and brought to the attention of the Executive Leaders.

The recommendations of the STF follow and are categorized under the following headers:

- Guidance and Planning
- Shelter Staffing
- Public Awareness

GUIDANCE and PLANNING

1. ***Identify recommended minimum guidelines for evacuation, post impact, and animal shelters.*** The adoption and dissemination of recommended minimum guidelines establishes a baseline for support of local sheltering operations; sets uniform expectations on the part of all stakeholders (e.g. the general public, local governments, NGOs, etc.); and may mitigate some of the challenges faced by the counties and state government in anticipating demand and resource requirements. Also, the guidelines should enable more effective and efficient response and coordination with all levels of government including federal partners and other community based organizations. County and municipal shelters may provide additional resources and services beyond the recommended minimum; however, the state only will provide assistance – equitably among requestors - to the level of the recommended minimum guidelines.
 - a. *Recommended Minimum Guidelines for Evacuation Shelters* (Note: in 2017, the Recommended Minimum Guidelines for Evacuation Shelters were released; the guidelines are attached to this document.)
 - b. Recommended minimum guidelines for post impact shelters will be developed.
 - c. Recommended minimum guidelines for animal sheltering will be established for the following categories: most common pets, large animals, and exotic animals.

Supporting Partners: ESF 6 (NJ DHS), ESF 8 (NJ DOH), ESF 11 (NJ DA), ESF 5 (NJ OEM).

Target Dates: Recommended Minimum Guidelines for Evacuation Shelters:

³ The SEOP describes the basic mechanisms and structure by which various State departments/agencies and allied partners mobilize resources to support response activities. The SEOP uses an Emergency Support Function (ESF) approach, grouping the types of assistance which most likely would be needed under fifteen NJESF Annexes. The NJESFs represent response capability across the whole community, and are designed to mirror the Federal ESF format to enhance coordination. Each NJESF is led by one or more primary agency with assistance from supporting agencies, and is overseen by a coordinator. Appendix 1 identifies the major functions, the coordinator and the primary agencies for each NJESF.

(Completed); Recommended Minimum Guidelines for Post Impact Shelters three (3) months, and Animal Shelters: to be completed within six (6) months.

2. ***Enhance shelter planning assistance to county and municipal government shelter operations.*** Because sheltering is a local responsibility, shelter planning currently is decentralized, and reflects the unique hazards, resources, challenges, and capabilities of each county/municipality. Focused planning in shelter operations would improve coordination, regionalize support, and provide the benefit of advanced technology during large scale disasters. Key state departments and agencies that support sheltering, such as NJOEM, NJDHS, NJDOH, NJDA, and OHSP, should provide more planning assistance to county and municipal shelter operations pre-incident by identifying potential shortfalls in resources, analyzing potential shelter demand, and locating larger capacity shelter facilities that are sustainable during power outages and capable of supporting DAFN evacuees, as well as MNS operations. Enhanced consultation offered by the state to assist county and municipal shelter operations may increase capacity and capability locally to support the overall strategy of sheltering people as close to their homes as possible. Planning support should include:
 - a. Review capability shortfalls of resources for each county in a Category 1 hurricane scenario. (Note: this step has been completed.)
 - b. Review potential regional shelter locations to support minimum of 200 residents in a Category 1 hurricane scenario to include:
 - i. ADA compliance
 - ii. Pet shelter support
 - iii. Medical Needs capability
 - iv. Self-sustaining during power outages (Note: steps i.-iv. have been completed)
 - c. Identify and map regional shelter locations, capabilities and surrounding support services (e.g. Big Box stores, health facilities, pharmacies, etc.).
 - d. Identify groups of potential shelter volunteers, matching volunteers with shelters.
 - e. Conduct analysis on potential shelter population demographics and anticipate shelter needs.
 - f. Identify areas of significant DAFN populations.

Supporting Partners: ESF 5 (NJOEM), ESF 6 (NJDHS), ESF 8 (NJDOH), ESF 11 (NJDA), NJOHSP. Target Date: Planning support has commenced, and is an on-going effort with no termination date.

3. ***Create or use a pre-existing internet portal to share processes, agreements, contracts, and best practices related to sheltering, including but not limited to:***
 - a. Inventory control, reordering and accessibility of food supplies.

- b. Guidance documents for reimbursements (food usage, staff hours, etc.).
- c. Generator support for mass care facilities.
- d. Guidance documents and sample templates for shelter facility agreements, mutual aid, pharmacy and other service agreements, MOU/MOAs, etc.

Supporting Partners: ESF 6 (NJ DHS), ESF 5 (NJ OEM), NJOIT. Target Date: to be completed within one (1) year.

4. ***Implementation of Host-State Agreements with other States to shelter New Jersey residents.*** In the event of a catastrophic disaster impacting New Jersey, it may be necessary to evacuate large portions of the populace to areas outside the state. This is extremely important due to the fact that New Jersey is the most densely populated state in the nation, and the narrow geography will exacerbate the impact of heavy rain and winds from a hurricane. New Jersey should develop host-state agreements with neighboring states including, but not limited to, Pennsylvania and New York.

Supporting Partners: ESF 6 (NJ DHS), ESF 5 (NJ OEM), ESF 11 (NJ DA), NJ OHSP. Target Date: planning has been initiated; agreements to be completed within one (1) year.

5. ***Work with the legislature as appropriate on sheltering legislation, develop and issue policies to clarify the roles and responsibilities of municipalities, counties, and the state during large scale evacuation shelter operations, and enable the County Offices of Emergency Management to consolidate local resources and planning among their respective municipalities.***

- a. Regionalize shelter planning and operations to include all municipalities and at-risk populations within the political boundaries of each county.
 - i. Develop a system to provide maximum utilization of human, financial and material resources.
 - ii. Create a tiered structure that supports a process whereby mass care operations for certain levels of incidents can and will be managed by municipalities/counties.
 - iii. Leverage the planning capabilities and resources of the large urban areas within each county, while enabling the County OEMs to facilitate additional support as needed to those areas.

Supporting Partners: ESF 6 (NJ DHS), ESF 5 (NJ OEM), Red Cross. Target Date: to be completed within 18 months.

6. ***Designate county-wide evacuation zones for reception centers and shelter locations.*** The assignment of evacuation zones provides several significant benefits to the sheltering strategy. The public messaging of evacuation becomes more precise as specific

evacuation areas are defined in order to provide greater direction to the general public. Establishing evacuation zones also aids shelter planning. NJOEM and NJDOT, working with FEMA and the US Army Corps of Engineers (USACE) has established an Evacuation Task Force for the development of a state evacuation planning strategy. In response to preliminary recommendations of the STF that the establishment of evacuation zones should be incorporated into the state evacuation plans, the Evacuation Task Force has met with each county to identify evacuation zones. The next steps will include GIS mapping and public messaging.

Supporting Partners: ESF 1 (NJDOT), ESF 5 (NJOEM). Target Date: planning has commenced; to be completed within 18 months or sooner depending upon completion of the Evacuation Task Force's current planning efforts.

7. ***Evaluate and revise all existing and draft state-level evacuation plans for the movement of people and animals within and out of the state.*** Sheltering strategy is directly linked to evacuation planning. The STF appreciates that the Evacuation Task Force has begun planning for this initiative, and it looks forward to coordinated planning between both task forces.

Supporting Partners: ESF 5 (NJOEM), ESF 1 (NJDOT), ESF 11 (NJDA). Target Date: as soon as possible.

8. ***Create both intra- and inter-county sheltering guidance.***

- a. *Create intra-county sheltering guidance that can be used to develop agreements that are compliant with FEMA Public Assistance Program requirements and enable the recovery of costs⁴.* The question of mutual aid agreements (MAA) was raised at every county meeting. It became apparent that few, if any, sheltering MAAs between municipalities and counties are implemented. Counties and several municipalities requested a standard template for MAAs. The recently expired inter-county MAA can serve as a model, and was implemented successfully in several presidentially declared disasters. The Task Force recommends that the inter-county MAA be renewed and serve as a model for the counties to develop a statewide intra-county sheltering agreement template. Services provided through mutual aid must be supported by a formal, written agreement in order to be eligible for reimbursement.

Supporting Partners: ESF 5 (NJOEM), ESF 6 (NJ DHS), ESF 8 (NJDOH), NJCEMCA. Target Date: to be completed within six (6) months.

⁴ In the event of a Presidential disaster declaration, 75% or more of the documented costs of emergency work may be reimbursed by FEMA through the Public Assistance program. Reimbursable expenditures include Category A expenses for debris removal, and Category B protective measures such as sheltering, security, and other related expenses.

- b. *Create a detailed inter-county sheltering checklist to assist the counties with inter-county host-shelter planning.* State agencies and allied partners that support sheltering should create a detailed checklist of items that the counties can incorporate into inter-county MAAs and host-county MOUs. This task is being undertaken by the STF Facilities Working Group.

Supporting Partners: ESF 5 (NJOEM), ESF 6 (NJ DHS), ESF 8 (NJDOH), NJCEMCA.

Target Date: to be completed within six (6) months.

9. ***Seek and apply appropriate and necessary grant and potential funding sources in a proportional manner consistent with the population at risk in each county and at the state level for all Mass Care, MNS, and animal shelter planning, preparedness, and response issues.*** The Task Force recommends that funding for shelter planning and mass care needs should be provided based on the proportion of population at-risk, based upon the Hazard Vulnerability Assessment (HVA), in each county. Priority for disbursement of grant funds should be directed toward municipalities with a higher projected need for sheltering.

Supporting Partners: ESF 5 (NJOEM), ESF 8 (NJDOH), NJOHSP. Target Date: to be completed within 18 months.

10. ***Clarify expectations for the Red Cross and The Salvation Army (TSA) in support of county and municipal shelter operations through MOUs.*** Clarity is needed to determine the level of support that can be expected from the Red Cross and The Salvation Army. It is recommended that municipalities and counties review and update existing ARC or TSA agreements annually or create new agreements that outline current needs. Defining Red Cross support for non-Red Cross shelters alleviates confusion and may identify additional resources.

Supporting Partners: Red Cross, The Salvation Army. Target Date: to be completed within nine (9) months.

11. ***Utilize regional coalitions and/or healthcare stakeholders to provide guidance for Medical Needs Shelters.*** The healthcare community in New Jersey continues to prioritize Medical Needs Sheltering as an important planning initiative. Accordingly, regional coalitions with strong participation of all healthcare stakeholders will ensure that the planning and operations of Medical Needs Shelters are strengthened, enhanced, and inclusive of any resident seeking medical sheltering during a disaster.

NJDOH has undertaken numerous initiatives to support MNS and encourage local partnerships to address the MNS issues with their stakeholders. The use of the local partnerships in this manner is recommended to enhance and operationalize the MNS

capabilities at the municipal/county level. The templates, plans, and other assistance already provided by NJDOH will assist in the development of possible legislation, waivers of regulations, and emergency actions required during a disaster to facilitate MNS operations.

Supporting Partners: ESF 8 (NJDOH). Target Date: On-going and re-evaluated annually.

- 12. Identify and resolve resource gaps at local and county shelters through cataloging and developing pre-scripted missions.*** In an on-going planning process to support local sheltering efforts and identify commodity shortfalls prior to a disaster or emergency, pre-scripted missions can be created by the counties with guidance from NJDHS and NJOHSP. In accordance with SEOC procedures, pre-scripted missions should be submitted through E Team and will be assessed and disbursed based upon the commodities available. NJOHSP has shelter commodity supply packages ready for deployment on short notice. These pre-packaged supplies, which contain shelf-stable meals and water, blankets, hygiene kits, and shelter administration supplies, support approximately 5000 shelterees for 72 hours and can be requested through E Team.

Supporting Partners: ESF 6 (NJDHS), NJOHSP. Target Date: as soon as possible.

- 13. Assist municipalities and counties with the development of feeding plans.*** During the assessment meetings, feeding shelter occupants was identified as a concern and additional planning and guidance was requested. The Department of Human Services has taken steps to engage partners in the development of a multi-agency feeding plan. Staff will meet with municipal and county representatives to help coordinate their mass care plans.

Supporting Partners: ESF 6 (NJDHS), The Salvation Army, Red Cross, Target Date: On-going.

SHELTER STAFFING

14. Examine the possible training of State, county and local government employee volunteers as shelter staff through the State's existing "State Employee Response Team" (SERT) or other locally developed program.

- a. Each county identified the lack of shelter staffing as a major obstacle in sustaining shelter operations. In-state personnel resources (volunteer and paid) currently available at the local level to support shelter staffing are limited. Moreover, volunteers and local employees living in the areas of impact might not be able to respond if they are personally impacted by an emergency. A suggested solution is to develop programs to utilize government employees who volunteer as shelter staff to augment local shelter operations. Efforts should be made to create or utilize programs that meet standards for federal reimbursement. The STF Staffing work group is coordinating with the Civil Service Commission to review and recommend avenues to better utilize "government workers," at all levels of government, for all disaster work, including sheltering.

Supporting Partners: ESF 6 (NJ DHS), ESF 5 (NJ OEM), Civil Service Commission. Target Date: to be completed within nine (9) months.

- b. Increase awareness and utilization of N.J.S.A. 11A:6-11.1 that, in part, provides up to ten (10) days paid leave for state employees who are Red Cross disaster volunteers. Municipal and county governments should be encouraged to enact similar policies, consistent with the aforementioned statute, to enable local government employees to have similar coverage for shelter support. Collaborate with the Red Cross to develop a plan for increasing participation in this program by outreach to government employees about volunteerism. The STF Staffing Working Group is actively working to develop a program to incorporate volunteer government workers into mass care roles. This includes plans for recruitment, training and retention.

Supporting Partners: Governor's Office of Volunteerism, Red Cross. Target Date: as soon as possible.

15. Develop a cadre of volunteer staff for general population and animal shelters. Engage the Governor's Office of Volunteerism to encourage volunteerism through:

- a. Outreach to major faith-based and community-based organizations (FBO, CBO), non-governmental organizations (NGO) and volunteer organizations active in disasters (VOAD).
- b. Implementation of statewide, multi-media campaigns to encourage people to participate in Citizen Corps programs such as CERT (Community Emergency Response Team), CART (County Animal Response Team), MRC (Medical Reserve

Corps), DRCC (Disaster Response Crisis Counselors), or join other volunteer organizations operating in the State such as AmeriCorps and New Jersey Voluntary Organizations Active in Disasters (NJVOAD) organizations.

- c. The STF Staffing Working Group is actively working with our NGO partners as well as NJVOAD to develop a cadre of citizen responders to support all mass care operations. This includes faith based organizations (FBOs), Community Based Organizations (CBOs) and members of the public with an interest to serve.

Supporting Partners: Governor's Office of Volunteerism, ESF 11 (NJDA). Target Date: implement as soon as possible, and initiate statewide campaigns within six (6) months.

- 16. Re-establish Department of Education and Office of Higher Education initiatives and programs to engage local boards of education, school employees, and staff and students of colleges and universities as solutions to staffing and facility shortfalls throughout the state.*** The Department of Education and the Office of Higher Education are capable of providing valuable assets in sheltering. This includes the utilization of facilities, acquisition of expendable supplies, and a potential source for shelter staff. The Task Force requests that points of contact with these two entities should be established to assist in the planning process, and serve as potential advisory members to the Sheltering Task Force. The STF Staffing Working Group is actively engaging local school boards to develop a "best practices" document for utilization of school personnel in shelter environments. Plans are being developed to engage institutes of higher education in the development of clubs or organizations that would support local, county or state sheltering operations in their communities.

Supporting Partners: Department of Education, Office of Higher Education, Red Cross. Target Date: as soon as possible (Designation of a Point of Contact is completed for NJDOE).

- 17. Evaluate the applicability of utilizing FEMA contracts to support Personal Assistance Services (PAS) within New Jersey to augment any PAS Programs.*** The utilization of FEMA PAS contracts would provide additional assistance to individuals with Disabilities and Access and Functional Needs (DAFN) in addition to contracts being developed by the State. In addition, the Medical Reserve Corps (MRC) is offering a training program for MRC to provide PAS support during sheltering operations.

Supporting Partners: ESF 6 (NJ DHS), Medical Reserve Corp, Red Cross. Target Date: on-going

18. *Revise, develop, and support delivery of standardized and accepted human and animal sheltering training curriculum.*

- a. Promote and facilitate delivery of standardized training curricula for human and pet sheltering, and feeding operations by appropriate agencies with subject matter expertise.
- b. Ensure that the State Multi-Year Training and Exercise Plan (MYTEP) incorporates sheltering as a capability for mass care support agencies to test periodically in State level exercises.

Training for shelter workers requires a coordinated communication process. To accommodate the needs of shelter staff and CART volunteers, training programs for all aspects of sheltering should be offered with more frequency, be more conveniently located, and/or offered in a greater variety of formats (e.g. class room setting, online, pre-recorded, etc.). The publication and advertisement of sheltering and CART training will enable interested individuals to acquire the training. Additionally, a standardized format for training would benefit interested individuals and provide a consistent application of standards. HSEEP (Homeland Security Exercise and Evaluation Program) compliant exercises for sheltering would provide an opportunity for practicing and would identify gaps in planning. Agencies that support the mass care function should participate in the planning and development of any State level exercises that test the sheltering capability. The STF Staffing Working Group is developing tiered, minimum training standards for all identified shelter workers.

Supporting Partners: ESF 6 (NJ DHS), ESF 11 (NJDA), ESF 5 (NJOEM Training and Exercise Unit), Red Cross. Target Date: initial phases to be completed within nine (9) months.

19. *Each County OEM Coordinator should identify an ESF 6 Coordinator, an ESF 8 Coordinator, and an ESF 11 Coordinator from a county department most appropriate for the mission of the ESF.* Many county coordinators are serving in multiple roles during an incident, including as the leads for ESF 6 and 11. It would be beneficial to have a designated staff person coordinate each of these important functions. Additionally, from a pre-incident planning perspective, having dedicated county staff coordinate these functions enhances the county's capability to provide on-going planning support. The Task Force requests that NJOEM work with county OEMs to identify appropriate county staff for these critical functions.

Supporting Partners: ESF 5 (NJOEM), NJCEMCA. Target Date: to be completed within six (6) months.

PUBLIC AWARENESS

20. Manage public expectations by promoting the minimum recommended guidelines for

shelters. A statewide information and messaging operation regarding emergency evacuation and sheltering should be developed to educate residents about the process, identifying supplies that evacuees should/should not bring to shelters, and the level of responsibility and self-care expected of shelter occupants during their stay. The information also should encourage residents to plan or seek other emergency accommodations such as staying with family and friends outside the impacted area. This recommendation provides two periods for completion:

- a. Outreach efforts should be focused on promoting evacuation and shelter tips to include development of personal preparedness plans and identification of alternative accommodations. If no other accommodations are available and sheltering is the only option, then provide recommendations on what to bring to a shelter. Initiate a targeted hurricane evacuation public education campaign each year for hurricane season.

Supporting Partners: ESF 15 (NJOEM, Governor's Office). Target Date: on-going

- b. Develop a more expansive initiative to utilize public service announcements and social media. As a starting point, target communities most impacted by natural disasters. Education should occur in multiple venues, accommodate diverse audiences, and initiate programs similar to the fire safety programs in elementary schools, as an example.

Supporting Partners: ESF 15 (NJOEM, Governor's Office). Target Date: initial phases should be completed within nine (9) months.

| Recommendation | Priority | Supporting Partners | Timeframe for Completion |
|---|---------------------|--|---------------------------------|
| Guidance and Planning | | | |
| 1. Identify recommended minimum guidelines for evacuation, post impact, and animal shelters | Evacuation High | ESF 6 (NJDHS), ESF 8 (NJDOH), ESF 5 (NJOEM) | Completed |
| | Post Impact High | ESF 6 (NJDHS), ESF 8 (NJDOH), ESF 5 (NJOEM) | three (3) months |
| | Animal High | ESF 11 (NJDA), ESF 5 (NJOEM) | six (6) months |
| 2. Enhance shelter planning assistance to county and municipal government shelter operations | Normal | ESF 5 (NJOEM), ESF 6 (NJDHS), ESF 8 (NJDOH), ESF 11 (NJDA), NJOHSP | On-going; no termination date |
| 3. Create or use pre-existing internet portal to share processes, agreements, contracts, and best practices | Normal | ESF 6 (NJDHS), ESF 5 (NJOEM), NJOIT | one (1) year |
| 4. Implementation of Host-State Agreements with other States to shelter New Jersey residents | Normal | ESF 6 (NJDHS), ESF 5 (NJOEM), ESF 11 (NJDA), NJOHSP | one (1) year |
| 5. Support the development of policies to clarify the roles and responsibilities of municipalities, counties, and the state during large evacuation shelter operations, and enable the County Offices of Emergency Management to consolidate local resources and planning among their respective municipalities | Normal | ESF 6 (NJDHS), ESF 5 (NJOEM), Red Cross | 18 months |
| 6. Designate county-wide evacuation zones for reception centers and shelter locations | Normal | ESF 1 (NJDOT), ESF 5 (NJOEM) | 18 months or sooner |
| 7. Evaluate and revise all existing and draft state-level evacuation plans for the movement of people and animals within and out of the state | Normal | ESF 5 (NJOEM), ESF 1 (NJDOT), ESF 11 (NJDA) | as soon as possible |
| 8.a. Create intra-county sheltering guidance that can be used to develop agreements that are compliant with FEMA Public Assistance Program requirements and enable the recovery of costs | Normal | ESF 5 (NJOEM), ESF 6 (NJDHS), ESF 8 (NJDOH), NJCEMCA | six (6) months |
| 8.b. Create a detailed inter-county sheltering checklist to assist the counties with inter-county host-shelter planning | Normal | ESF 5 (NJOEM), ESF 6 (NJDHS), ESF 8 (NJDOH), NJCEMCA | six (6) months |

| <i>Recommendation</i> | <i>Priority</i> | <i>Supporting Partners</i> | <i>Timeframe for Completion</i> |
|--|-----------------|---|--|
| <i>9. Seek and apply appropriate and necessary grant and potential funding sources, in a proportional manner consistent with the population at risk in each county and at the state level for all Mass Care, MNS, and animal planning, preparedness, and response issues</i> | <i>Normal</i> | <i>ESF 5 (NJOEM), ESF 8 (NJDOH), NJOHSP</i> | <i>18 months</i> |
| <i>10. Clarify expectations for the Red Cross and The Salvation Army in support of county and municipal shelter operations through establishment of MOUs</i> | <i>Normal</i> | <i>Red Cross, The Salvation Army</i> | <i>nine (9) months</i> |
| <i>11. Utilize regional coalitions and/or healthcare stakeholders to provide guidance for Medical Needs Shelters</i> | <i>High</i> | <i>ESF 8 (NJDOH)</i> | <i>On-going and re-evaluated annually.</i> |
| <i>12. Develop Pre-Scripted Missions in order to support local sheltering capacity and capabilities</i> | <i>Normal</i> | <i>ESF 6 (NJ DHS), NJOHSP</i> | <i>as soon as possible</i> |
| <i>13. Assist municipalities and counties with the development of feeding plans</i> | <i>High</i> | <i>ESF 6 (NJ DHS), The Salvation Army, Red Cross</i> | <i>on going</i> |
| <i>Shelter Staffing</i> | | | |
| <i>14.a. Examine the possible utilization of government employees (municipal, county, and state) as shelter staff and determine their volunteer capacity</i> | <i>High</i> | <i>ESF 6 (NJ DHS), ESF 5 (NJOEM), Civil Service Commission</i> | <i>nine (9) months</i> |
| <i>14.b. Increase awareness and utilization of N.J.S.A. 11A:6-11.1</i> | <i>High</i> | <i>Governor's Office of Volunteerism, Red Cross</i> | <i>as soon as possible</i> |
| <i>15. Develop cadre of volunteer staff for general population and animal shelters</i> | <i>Normal</i> | <i>ESF 11 (NJDA), Governor's Office of Volunteerism</i> | <i>six (6) months</i> |
| <i>16. Re-establish Department of Education and Office of Higher Education initiatives and programs to engage local boards of education, school employees, and staff and students of colleges and universities as solutions to staffing and facility shortfalls throughout the state</i> | <i>High</i> | <i>Department of Education, Office of Higher Education, Red Cross</i> | <i>as soon as possible</i> |
| <i>17. Evaluate the applicability of utilizing FEMA contracts to support Personal Assistance Services (PAS) within New Jersey to augment any PAS Programs</i> | <i>Normal</i> | <i>ESF 6 (NJ DHS), MRC, Red Cross</i> | <i>on-going</i> |

| Recommendation | Priority | Supporting Partners | Timeframe for Completion |
|---|-----------------|--|---------------------------------|
| <i>18. Revise, develop, and support delivery of a standardized and accepted human and animal sheltering training curriculum</i> | <i>Normal</i> | <i>ESF 6 (NJDHS), ESF 5 (NJOEM Exercise and Training Unit), ESF 11 (NJDA), Red Cross</i> | <i>nine (9) months</i> |
| <i>19. Each County OEM Coordinator should identify an ESF 6 Coordinator, an ESF 8 Coordinator, and an ESF 11 Coordinator from a county department most appropriate for the mission of the ESF</i> | <i>Normal</i> | <i>ESF 5 (NJOEM), NJCEMCA</i> | <i>six (6) months</i> |
| Public Awareness | | | |
| <i>20.a. Manage public expectations by promoting the recommended minimum guidelines for evacuation shelters through a State-led public relations/education campaign</i> | <i>High</i> | <i>ESF 15 (NJOEM, Governor's Office)</i> | <i>on-going</i> |
| <i>20.b. Utilize public service announcements, social media, and target communities more likely to require evacuation during hurricane season</i> | <i>Normal</i> | <i>ESF 15 (NJOEM, Governor's Office)</i> | <i>nine (9) months</i> |

| STATE OF NEW JERSEY RECOMMENDED MINIMUM GUIDELINES FOR EVACUATION SHELTERS | |
|--|--|
| <i>An Evacuation Shelter is a short-term place to seek refuge that is safe, sanitary and secure until a determination is made that it is safe to return home or transition to longer-term sheltering. An Evacuation Shelter must be ADA accessible. This document does not cover post-impact sheltering.</i> | |
| <i>The recommended minimum guidelines are set forth in the table below, however it is a part of the operational obligation to continually assess needs of the shelter population.</i> | |
| Feeding Hydration Snacks | <ul style="list-style-type: none"> • (2) Meals per 24-hour period per person, during regular meal times if possible. This requirement can be met through a combination of fresh food, shelf stable meals, liquid nutritional supplements and prepackaged labeled snacks to accommodate food allergies, diabetes, etc. • Water will be provided on a continual basis • Snacks will be available 24 hours per day |
| Basic First Aid Emergency First Aid Space Requirements Disaster Counseling Durable Medical Equipment (DME) | <ul style="list-style-type: none"> • Basic first aid will be available on a continuous basis. • Emergency first aid will be available on a continuous basis with 911 access. • 20 sq. ft. per person, up to 60+ sq. ft. per person for DAFN as needed • (1) Disaster counselor per shelter • Procedure that provides access to DME to support Access Functional Needs |
| Staffing | A 4 person staff to <i>open</i> the shelter; unless to prevent loss of life when only 1-3 people are available to open the shelter; maintain staffing as required |
| Cots | <ul style="list-style-type: none"> • 10% of shelter population, based on necessity with priority for DAFN |
| Sanitation Requirements | <ul style="list-style-type: none"> • (1) Toilet for every (20) persons • (1) Non-electric dependent hand washing lavatory for every (20) persons • Routine trash collection, removed from person spaces |
| Security | (1) Trained Security Staff Person; if not law enforcement, then must have phone and radio access to EOC or local law enforcement to address security concerns, and must also notify local law enforcement that the shelter is operational |
| External Communication Internal Communication Reporting Requirement | <ul style="list-style-type: none"> • Provide alternative means of communication such as radio or RACES to provide updates and report issues on shelter operations • Mechanism to provide information to residents periodically to report shelter rules/routine and event status • Report head counts (2) times per 24-hour period (noon and midnight) |
| Registration Process | Minimum information required (including those who need to self-report) [see annexed table]; If accepting pets, include a pet registration form |
| Unaccompanied Minors | Appropriate procedures for unaccompanied minors |
| Pet Sheltering | Capability for sheltering pets on site or at another identified proximal location |
| Facility | Capability for stand-by power generation or identified contingency plans for access to critical power support |

**SHELTER REGISTRATION INFORMATION
(MINIMUM INFORMATION REQUIRED)**

| | | | |
|---|--|--|--|
| Name: | | Age of Person Registering; | |
| Number of family members registering with you (including self): | | Address: | |
| Additional family member names: | | | |
| Is anyone above required to report with government agencies? | Circle one: No Yes If yes, name(s): | Does anyone listed above have pressing medical issues/allergies? | Circle one: No Yes If yes, name(s): |

Appendix 1: New Jersey Emergency Support Functions (NJESFs)

| NJESF | Primary Functions | NJ Coordinator | NJ Primary Agency |
|--------------------------------------|--|--|--|
| 1 – Transportation | <ul style="list-style-type: none"> • Coordinate transportation resources • Restore/Recover transportation infrastructure • Establish movement restrictions | NJDOT Emergency Management Coordinator | NJDOT |
| 2 – Communications | <ul style="list-style-type: none"> • Support and coordinate communications and warning systems • Oversee communication resources and services required for county and local emergency operations | NJOEM Communications Bureau Chief | NJOEM |
| 3 – Public Works and Engineering | <ul style="list-style-type: none"> • Coordinate emergency response and recovery activities to enable timely repair/restoration of critical infrastructure • Support and facilitate debris management activities | NJDEP Emergency Management Director | NJDEP NJOHSP |
| 4 – Firefighting | <ul style="list-style-type: none"> • Coordinate firefighting activities • Support wildland, rural, and urban firefighting operations | NJDCA Division of Fire Safety, State Fire Marshal | NJDCA Div. of Fire Safety NJDEP Forest Fire Service |
| 5 – Emergency Management | <ul style="list-style-type: none"> • Coordinate resource support for local/county response activities and maintain situational awareness • Operate the State Emergency Operations Center (SEOC) | NJOEM Preparedness Bureau Chief | NJOEM |
| 6 – Mass Care/ Emergency Assistance | <ul style="list-style-type: none"> • Implement support for sheltering, feeding, commodities distribution, human/social services support, • Support aid/services for people with access and functional needs • Coordinate reunification activities | NJDHS Emergency Management Director | NJDHS |
| 7 – Logistics & Resource Support | <ul style="list-style-type: none"> • Provide incident logistics planning, management, and sustainment capability • Coordinate external resource requests, including EMAC, State mutual-aid, and Federal resources | NJOEM Preparedness Bureau Support Services Unit Head | NJOEM |
| 8 – Public Health & Medical Services | <ul style="list-style-type: none"> • Monitor and coordinate resource support for public health effects of an incident, including support of local medical needs sheltering (MNS) • Coordinate mass fatality/casualty support • Coordinate programs support for the access and functional needs population | NJDOH, Assistant Commissioner, PHILEP Division | NJDOH |

| | | | |
|--|--|---|---|
| 9 – Search & Rescue | <ul style="list-style-type: none"> • Provide life-saving assistance • Coordinate and conduct search and rescue operations | NJOEM Emergency Response Bureau Chief | NJOEM NJSP Special Operations Section and Field Operations Section |
| 10 – Hazardous Materials | <ul style="list-style-type: none"> • Coordinate support for hazardous materials (chemical, biological, radiological, etc.) response • Support environmental cleanup | NJDEP Emergency Management Director | NJDEP NJSP Hazardous Materials Response Unit |
| 11 – Agriculture | <ul style="list-style-type: none"> • Coordinate preparedness and response activities for animal and plant diseases • Oversee supplemental feeding resources • Provide training and support for County Animal Response Teams (CART) | NJDA Emergency Management Coordinator | NJDA |
| 12 – Energy | <ul style="list-style-type: none"> • Assess energy system disruption, supply, demand, and requirements for restoration • Facilitate petroleum access for emergency response activities | NJBPU Division of Reliability and Security Director | NJBPU |
| 13 – Public Safety & Security | <ul style="list-style-type: none"> • Coordinate law enforcement support for impacted area • Establish perimeter security and access control | NJDLPS Attorney General | NJDLPS: Office of Attorney General Division of Criminal Justice Division of State Police |
| 14 – Disaster Recovery | <ul style="list-style-type: none"> • Provide social/economic community impact assessment • Provide long-term community recovery assistance to local governments and the private sector • Analyze and review mitigation program implementation | NJOEM Recovery Bureau Chief | NJOEM |
| 15 – External Communications and Intergovernmental Relations | <ul style="list-style-type: none"> • Prepare and disseminate notifications, warnings, and emergency information • Monitor and maintain social media • Coordinate intergovernmental relations | NJOEM Public Information Officer | NJOEM Governor's Office: Office of Communications Office of the Chief of Staff |