



**Report
On
2015 Regional Listening
Sessions on Sheltering**

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Written by: Dawn Brantley, ADAC

Sheltering Coordinator

Virginia Department of Emergency Management

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Digital Enclosures:

- 1 US Census Disability, Transportation Dependence and LEP Data rev 03182014
- 2 Inland Host Sheltering Program Memorandum of Agreement
- 3 Charlottesville Albemarle Shelter Operations Handbook _ final narrative _ 2014.docx
- 4 Charlottesville Albemarle Shelter Operations Handbook _ Appendices _ final _ 2014.doc
- 5 Charlottesville Albemarle Forms Catalog_final_2014.pdf

Executive Summary

Purpose

Between November 2015 and January 2016, Dawn Brantley, Sheltering Coordinator for the Virginia Department of Emergency Management (VDEM), conducted a series of listening sessions on sheltering in Virginia. These sessions were coordinated through the VDEM Regional Coordinators and included representatives from emergency management, voluntary organizations, Departments of Social Services and Health, disability service organizations, animal control officers and others. The purpose of conducting the sessions was:

- To share the aggregated feedback from meetings and reports on sheltering collected from 2008 through 2015,
- Seek any additional input, particularly from stakeholders not previously engaged in sheltering discussions,
- Solicit ideas, tools and resources from the localities,
- Discuss VDEM’s goals for the statewide sheltering strategy,
- And present potential solutions being considered for discussion and feedback.

Events

Listening sessions were conducted on the following dates and at the following locations:

Region 1	Richmond	November 9, 2015
	Blackstone	November 12, 2015
Region 2	Winchester	November 23, 2015
	Culpeper	December 16, 2015
Region 3	Charlottesville	November 4, 2015
	Farmville	November 5, 2015
Region 4	Marion	December 9, 2015
Region 5	Norfolk	January 7, 2016
	Williamsburg	January 14, 2016
	Tappahannock	January 19, 2016
	Eastern Shore	January 5, 2016
Region 6	Salem	December 8, 2015
Region 7	Fairfax	December 3, 2015

Regional Listening Sessions by the Numbers

ATTENDEE CATEGORY	TOTAL NUMBER OF ATTENDEES IN CATEGORY
Local emergency managers	63
Local Department of Social Services	44 (13 Directors, 5 Deputy Directors)
VA Department of Social Services	Attended every event except Region 6
VDEM	11
VDH	31
Disability service agency or organization	22

Higher education	20
Animal control officer or volunteer in animal-related capacity	18
American Red Cross	26
Other voluntary agencies, non-animal related	10
CEOs or CAOs	3
School district representatives	7 (1 Superintendent)
Building official or building code expert	14
Law enforcement	11 (2 Police Chiefs)
Other healthcare	14
Unknown/Other	14 (2 Planning District Commission representatives)
TOTAL ATTENDANCE	338

Mass Care Task Force

During the Regional Listening Sessions Dawn Brantley discussed the establishment of a Mass Care Task Force (MCTF). Since then, the Commonwealth has had several disasters impact the Commonwealth and Dawn Brantley deployed with FEMA to support post-tornado disaster recovery in Mississippi. These events delayed establishment of the MCTF. VDEM is now moving forward with establishing the task force. The task force will have local representatives from across the state including community stakeholders. Local input and guidance is critical to ensuring the Commonwealth develops a comprehensive strategy that is effective statewide.

Revised Tasks and Timeline

Due to the disaster activities and Ms. Brantley’s deployment with FEMA, the timeline for strategy development has been adjusted. The tasks and follow up have been slightly modified as well. Further adjustments will be made as necessary due to emergency events impacting the Commonwealth.

What	Anticipated Due Date	What is the follow up to stakeholders and partners?
Establish Mass Care Task Force.	June 1, 2016	1. Email notification of taskforce launch, membership, purpose, and plan of work. Request representative(s) from each member agency and organization.
Develop draft statewide sheltering strategy.	Dec 30, 2016	1. Provide draft strategy to Virginia Department of Emergency Management (VDEM) and Virginia Department of Social Services (VDSS) for review and

		approval.
Provide draft strategy for review and revision.	Jan 1, 2017 – March 30, 2017	<ol style="list-style-type: none"> 1. Provision of new strategy to state, regional, local and community stakeholders for review and revision. 2. State partner meetings to provide opportunities for discussion and input. 3. Regional meetings to provide additional opportunities for discussion and input.
Submit final draft of statewide sheltering strategy to VDEM leadership for review and approval.	April 30, 2017	<ol style="list-style-type: none"> 1. Once draft is approved by VDEM, VDEM will submit to Secretary of Public Safety and Homeland Security for approval. 2. Sheltering Coordinator will receive notification of approval or need to revise. 3. Once the final version of the sheltering strategy is approved, it will be presented to state, local, and regional partners and stakeholders.
Begin implementation of strategy and development of necessary support programs.	June 30, 2017	

The visuals provided during the Regional Listening Sessions are included in this report. If you have any questions or concerns, please contact Dawn Brantley at 804-332-3432 or dawn.brantley@vdem.virginia.gov.

Aggregated Input

On the following pages VDEM has compiled all of the statements made or questions asked by participants of the 13 Regional Listening Sessions conducted November 2015 through January 2016. Some input statements may appear in more than one topic category because the statements relate to more than one topic, for example funding and emergency backup power.

In some cases, questions initially answered during the sessions are listed here with expanded answers based upon research after the session. Please note that localities should follow-up with local counsel on questions of local authority, as those areas are beyond the scope of VDEM. Also, several questions are still undergoing review by the appropriate agency; such answers will be provided in a future addendum.

This input will be used to guide development of the statewide sheltering strategy and to identify other issues that the Commonwealth and localities need to address related to sheltering. In order to reflect accurately the comments made during the listening session, VDEM has attempted to reproduce herein the comments of session attendees. As such, the statements represent the views of the commenter, and VDEM makes no representation regarding the comments.

ALTERNATIVES TO SCHOOL BUILDINGS FOR SHELTERS

Several localities are partnering with faith-based organizations or utilizing Parks & Recreation facilities but most localities are currently planning to use schools. This creates difficulty when a locality is impacted because schools need to reopen quickly post-event to help the community and households recover and to help children regain a sense of normalcy. Additionally, most localities are understandably unwilling to close their schools to provide sheltering during an event that does not impact their locality. This reluctance makes it difficult for localities to enter into sheltering mutual aid agreements or for the Commonwealth to expand the Inland Host Sheltering Program. The need to identify non-educational facilities for local and regional sheltering was common across the Commonwealth.

***Event(s) where the statement was made is provided in parenthesis.*

Concerns identified:

- If using community colleges for regional sheltering, would still have to shut down large portions of the school to provide the shelter. (Farmville)

Ideas and suggestions identified:

- Identification of additional shelter locations should be done using floodplain management because shelter locations today might not be a good location for the next storm. (Tappahannock)
- Two Ruritan facilities and a church are used in Highland County for sheltering; no schools are used. (Salem)
- Identifying buildings other than school buildings would be beneficial. (Salem)
- Investigate the possibility of using Base Realignment and Closure (BRAC) facilities (Norfolk); Fort A.P. Hill, Pickett and Lee (Tappahannock; Blackstone)
- Leverage Community Services Bureau day center resources, non-governmental organization (NGO) facilities, and public/private partnerships. (Culpeper)
- Prince William County has moved shelters out of schools and has utilized a variety of options since. There are pros and cons to every option. (Fairfax)
- Community colleges may be able to be used for regional shelters. Regional locations could include utilization of community colleges. (Blackstone, Charlottesville)
- There is great potential in using community colleges because they have areas that aren't used for classes - common areas. (Farmville)
- Could potentially use empty shell [vacant] buildings (Blackstone)
- 4H centers could be used because they have sleeping quarters (Blackstone); Consider using Abingdon and other 4H Centers. (Marion)
- Faith-based groups may be able to provide shelter space. (Blackstone)
- Consider using the Southwest Virginia Training Center (Blackstone)
- Consider using state parks (Blackstone)

Questions:

- What state buildings can be used by a locality as a shelter? (Tappahannock)
 - Answer (Dawn Brantley, VDEM): We are not sure, but are actively working on identifying buildings that could potentially be used as shelters and will go from there.
- Is there discussion about long-term housing non-school options? (Fairfax)
 - Answer (Dawn Brantley, VDEM): Yes. Long term housing is a recovery function and will focus on locating long-term temporary housing (rentals, manufactured homes, group housing sites, etc) for individual households when their sheltering needs are anticipated to go beyond 30 days.
- Would love to gather ideas for non-educational facilities for shelters. Can the state help with this? (Fairfax)
 - Answer (Dawn Brantley, VDEM): Yes. I suggest you work with your VDEM regional coordinator to identify these types of facilities within your region. This may necessitate a more regional approach to local sheltering. Consider recreation facilities, park facilities, and faith-based partnerships. If you are going to partner with a church for sheltering, be aware that their buildings are not subject to Title II or III of the ADA, but your locality is. This means the building may not be accessible but your service will have to be.
- To what extent can long term care facilities (LTCFs) be considered as a resource? (Marion)
 - Answer (Dawn Brantley, VDEM): They should not be considered a resource. Impacted LTCFs will more likely create a substantial burden on your medical system and sheltering program. If they are not impacted, their resources are generally fully tasked with daily operations.

Follow Up Tasks

None identified.

AMERICAN RED CROSS

The American Red Cross (ARC) has historically been the voluntary agency partner for sheltering across the country. However, recent years have shown a dramatic decline in capabilities and even questions about the finances of the ARC. Conversations and opinions expressed at the Regional Listening Sessions related to the ARC were not entirely positive. When a locality shared a positive experience with the ARC, they typically had a strong local chapter. Most localities expressed serious concerns with relying upon the ARC for meeting local needs and with VDEM partnering with the ARC for the sheltering strategy.

***Event(s) where the statement was made is provided in parenthesis.*

Concerns identified:

- With regard to the American Red Cross (ARC), pet sheltering is one of the issues, regulations dealing with volunteers; there are a dozen stumbling blocks. Unless they are bringing a bus load of volunteers, it will be extremely difficult for them to manage the volunteers. ARC has said that if [state staff or other volunteers] have not been through our volunteer process, [ARC] cannot use them (Williamsburg)
- There is a good reason to have vetting and training of some kind [for volunteers], whether it is the ARC or the state creates their own. We want to make sure we aren't taking un-affiliated volunteers and putting them in the shelter. VDH stated they would not do that, but the issue is that ARC is not willing to accept other volunteers or staffing unless they meet ARC credentials. (Williamsburg)
- ARC is no longer the "go to" training source for shelter training and we need to recognize this. (Williamsburg)
- There may be a lack of ARC volunteers. We have noticed a decline in numbers. (Salem)
- The first 24 hours the ARC is going to run shelters. Help will be in short supply after 24 hours. (Salem)
- Determining if a shelter is an ARC or locality shelter is an issue. (Salem)
- State staff cannot assist with staffing an ARC shelter. (State)
- If we have an ARC shelter, we need to look at how VDEM can work with ARC to resolve the staffing support issue. (Salem)
- There is a lack of willingness by state employees to train and work with ARC. (Salem)
- Local emergency managers need to review their EOP annually and reach out to the ARC each time in case things need to be adjusted. (Farmville)
- Halifax County opened a warming shelter but wanted to have it open all night. ARC would not staff because shelters open all night must meet shelter criteria for services and facilities. CERT ended up having to staff it. Local DSS said it can't help if it is a warming shelter. (Farmville)
- Many times the MOU between a locality and ARC specifies taking over shelters at 72 hours. However, DSS then says during an event that they can only staff for 24 hours. This leaves ARC rushing to get staff to the shelter. (Farmville)

Ideas and suggestions identified:

- Partner with ARC when looking at shelter sites. (Blackstone)
- ARC partnered with a local Center for Independent Living (CIL) and veteran agencies for durable medical equipment resources. Suggested utilizing the various lending closets across the state. (Charlottesville)

Tools and Resources identified:

- ARC has online shelter training and will come to do mock set up, hands on training at no cost and regardless of memorandum of understanding (MOU) with ARC. (Farmville)

Questions:

- What is the relationship between the ARC and localities? If localities want help, do they need to know ARC standards? What is the process for getting assistance from the ARC? (Farmville)
 - Answer (Dawn Brantley, VDEM): Excellent questions. For the first, the answer is 'it depends'. Some localities seem to have strong, positive relationships with the ARC when there is a strong, involved local chapter. If you are going to partner with ARC, it is definitely helpful to understand their capabilities, requirements, processes and standards. These should be clearly outlined in their documentation. As for the process for getting assistance, there needs to be a memorandum of agreement (MOA) in place IN ADVANCE of the event for sheltering assistance. Please contact your ARC regional representative to have these discussions.

Follow Up Tasks

Dawn Brantley will send out the table that explains the types of ARC shelters and associated financial and operational considerations.

BUILDING CODES

Building codes are an important consideration when selecting a shelter facility and when identifying retrofits required to harden an existing structure. Building code standards have recently changed for new structures identified as emergency shelters but existing structures are not required to retrofit the buildings to meet the new code guidelines. These codes need to be considered when constructing new school or recreation facilities that may be used in sheltering locally, but working through the politics of the life-safety related needs versus the increased costs, beautification considerations, and green initiatives is almost always a tremendous struggle.

In addition to building codes, ADA requirements for facility accessibility are equally as important. Throughout the Listening Session series, Dawn Brantley was repeatedly told that because the shelter will be located in a school, the emergency manager knew the facility was ADA compliant. In speaking with the Department of Education and looking at the related court cases over the past few years, that is a faulty assumption and could result in accessibility issues that prevent equal access to buildings, programs and services. **The most prevalent issue identified was funding for assessments, ADA site surveys, and retrofits.**

***Event(s) where the statement was made is provided in parenthesis.*

Concerns identified:

- Wind loads are a greater concern and need than architectural barriers and ADA compliance. (Norfolk)
- Localities need help funding retrofits and assessments. (Norfolk)
- Because building codes are constantly changing, it is assumed that none of the schools in Fairfax County identified as shelters meet the current code. This remains a constant challenge. (Fairfax)
- ADA site surveys - ARC has completed some in the region, but all shelters likely will need a survey. (Culpeper)
- Some shelters require retrofits to be ADA and building code compliant and this requires the budget to execute it. (Fairfax)
- Localities need funding for shelter surveys, ADA compliance, and retrofitting. (Fairfax)

Ideas and suggestions identified:

- The building codes in Virginia are being revised, so this is the time to start proposing changes in defining shelters. This is an 18 month process, will be late 2017 when the new codes are published. (Williamsburg)
- It seems logical that the state should do some type of sheltering survey, rather than having the locals compete and fight for money independently to do this. It seems like some standard inspection/process/review would be a good idea. (Williamsburg)
- The state should provide building assessments. (Norfolk)
- Involve building code officials in the shelter location decision. (Culpeper)

- Licensing and inspection of group homes and congregate care facilities should be aligned with plan review and they should be required to have generators. (Blackstone)

Questions:

- Is there an engineering review of structures used for sheltering? (Tappahannock)
 - Answer (Dawn Brantley, VDEM): Engineering assessments of local buildings should be available through the locality. All facilities currently used for state managed shelters are colleges and universities. Those assessments are conducted by either an onsite building official or by the Commonwealth Building Code Official. VDSS funds annual temporary occupancy permits to reassess state managed shelter facilities without their own building officials.
- Who is responsible for the structural stability of buildings? (Tappahannock)
 - Answer (Dawn Brantley, VDEM): The owner of the building. Dawn Brantley will follow up with the State Building Code Official for additional information.
- Do occupancy and fire codes need to be adhered to when using a school or church building as a shelter? (Blackstone) Is there a regulation that prevents faith based organizations from keeping people over night? (Winchester)
 - Answer (Dawn Brantley, VDEM): Typically when this concern is raised, it is in reference to fire code. Please follow up with your local building and fire code officials.
- Is the state working on defining appropriate facilities for sheltering? (Williamsburg)
 - Answer (Dawn Brantley, VDEM): Yes, we are working on definitions of shelters, identifying appropriate types of facilities for state-level sheltering, and examining building codes related to sheltering. We will share what we are doing with localities and you are welcome to use this work to guide your own efforts.
- What was the grant used by James City County for their assessments of shelters? (Tappahannock)
 - Answer (Dawn Brantley, VDEM): State Homeland Security Grant Program

Follow Up Tasks

- Dawn Brantley will follow up with the State Building Code Official for additional information on responsibility for structural integrity.
- Dawn Brantley will follow up with the State Fire Marshall's office for an answer on codes that would prevent churches from sheltering overnight.
- Dawn Brantley will follow up on getting involved in the building code discussion.

DISABILITY INTEGRATION AND LIMITED ENGLISH PROFICIENCY

Disability integration and ADA compliance was a tremendous concern and was prevalent across the Commonwealth. Frequently, when asking the participants to identify what they need assistance with related to ADA compliance, the answer was “everything!” **The key issues identified were training, education, and resources such as durable medical equipment.**

***Event(s) where the statement was made is provided in parenthesis.*

Concerns identified:

- ARC has completed some ADA site surveys in the region, but all shelters likely need a survey. (Culpeper)
- A concern was expressed about shelterees who use wheelchairs because of the amount of assistance required if those individuals do not bring their caregivers with them. (Eastern Shore)
- Elderly and other citizens are under the impression they are simply to go to the hospital for sheltering even if physically healthy. (Farmville)
- There is a need to clarify or define level of care and reasonable expectations regarding capabilities and resources. (Charlottesville)
- There is a need for certified language resources and in-person interpretation. Costs are a concern. (Charlottesville)
- Locations, regulations, costs associated, volunteers/staffing (Charlottesville)
- There is a need for training in shelters for providing language assistance (Charlottesville)

Ideas and suggestions identified:

- Paratransit needs should be considered in this plan. There is no paratransit outside of Roanoke. If buses are not running, paratransit is not either. (Salem)
- Need to find a way to supplement rural paratransit resources like those available in Winchester and Shenandoah. (Winchester)
- There needs to be a better understanding of the laws and regulations concerning what you can/cannot do when opening a shelter. They need some kind of guidelines. (Salem)
 - From Dawn Brantley, VDEM: <http://www.ada.gov/shleterck.htm>
- Would like to have a Getting It Right conference in Region 6. (Salem)
- Would like to have mobile device translators and signage with translated languages. (Salem)
- Just in time training when opening a shelter would be helpful (Salem, Tappahannock); Provide training for shelter staff in access and functional needs (AFN) and ADA compliance (Blackstone, Charlottesville); Need training on difference between pets and service animals and guidance on the topic (Fairfax).
- Would like information on legal requirements, ADA compliance, and sheltering. (Salem)
 - From Dawn Brantley, VDEM: <http://www.ada.gov/pcatoolkit/toolkitmain.htm>
- Need a 'punch list' that can be checked off when opening. (Salem)
 - From Dawn Brantley, VDEM: <http://www.ada.gov/shleterck.htm>

- Would like a good definition, recommendations and guidance. (Tappahannock)
 - From Dawn Brantley, VDEM: <http://www.ada.gov/pcatoolkit/toolkitmain.htm>
- If a county/city does not have an ADA Coordinator, this type of emergency operations center position could be filled by members of the community who already have experience in the area. (Tappahannock)
- Bariatric cots and supplies are needed (Culpeper); Medical beds and cots are needed (Blackstone)
- Need a list of resources that a local government should provide for ADA compliance including lists of different supplies and links to suppliers and other resources. (Fairfax)
- Personal caregivers should be invited to participate in training. (Blackstone)
- Better demographic data is needed and should be at the census block level. (Blackstone)
 - From Dawn Brantley, VDEM: See attached pdf *US Census Disability, Transportation Dependence and LEP Data rev 03182014* for an example of the types of data available through the Census Bureau. This data can be mapped and is available in many locations at the census tract level. Once mapped, a locality can define an impact area and see the types of disabilities, languages and transportation dependent populations in the impact area.
- Centers for Independent Living (CILs) in the region are working with local emergency managers in Bath County to provide training before disasters. (Winchester)
- Work with local disability service organizations to build relationships prior to an event. (Charlottesville)
- ARC partnered with a local CIL and veteran agencies for durable medical equipment resources. (Charlottesville)

Tools and resources identified:

- Many CILs maintain lending closets that can be a good resource for providing durable medical equipment in shelters. (Salem)
- Community Services Bureaus can provide trained staff, vehicles, supplies and equipment. (Culpeper)
- Parks and Recreation has vehicles available for use. (Winchester)

Questions:

- Can you please send out the code/requirements for waiver or removal of paperwork for admitting people with disabilities (why it is a violation)? (Williamsburg)
 - Answer (Dawn Brantley, VDEM): This requirement comes from federal regulations requiring localities and states to provide equal access to programs and services and to provide that access in the most integrated setting appropriate for that individual.
- Must caregivers be provided by the local shelter? (Salem)
 - Answer (Dawn Brantley, VDEM): If there is a need and a caregiver cannot be provided by the individual, then yes, a care provider must be provided to them to ensure equal access to the sheltering program.
- Do all of the shelters need to be ADA compliant or can there be just one? (Salem)

- Answer (Dawn Brantley, VDEM): This is a complex answer but, in general, not EVERY shelter needs to provide every support or service. The measure used by courts is not a percentage or static number. The courts have stated that when viewed *in its entirety*, the program must be equally accessible to people with disabilities. If you have only two shelters and one is completely accessible and your program is accessible, then 50% of your shelters are accessible. If your locality has 32 shelters and one is accessible, then that is an entirely different story. A critical part of this is communicating to the public which shelters are accessible and what services are available at which shelters.
- Are there guidelines relating to those who are housed in the shelter as helpers? (Salem)
 - Answer (Dawn Brantley, VDEM): [*This is referring to care providers or care givers.*] Care providers would be shelter clients/residents just like everyone else if they need to use the shelter. They should be allowed to stay overnight if that is needed or allowed to leave and come back if that is what is needed. NEVER separate a shelter client from their care providers regardless of whether that care provider is family or someone who has been hired.
- What are the requirements related to service animals? (Tappahannock, Marion) Are rabies certificates required for service animals? (Marion) What about companion animals? (Marion) How do we distinguish between a service dog and a pet? (Farmville) What is a service animal? How do we identify service animals? What tasks do service animal provide? Do they have to show evidence it is a service animal, rabies vaccine proof? What are the local laws related to service animals? (Charlottesville)
 - Answer (Dawn Brantley, VDEM):
 - Service animals are covered under multiple federal regulations and must be allowed to accompany shelter clients wherever the public is allowed to go. Service animals are defined by the ADA as a dog or a miniature horse. Virginia has not chosen to expand that definition for the Commonwealth.
 - A companion animal is not a service animal.
 - There are no requirements for registration or certification of service animals and you may not require proof of vaccinations, proof of any kind to 'show' that this is a service animal.
 - You may ask only two questions: Is this animal needed for a disability? What tasks does it perform related to the disability? Note that you may NOT ask what the person's disability is or ask them to demonstrate the tasks.
 - Service animals must be housebroken and remain under the control of their owner/handler. If it is having housebreaking issues, you may request removal of the service animal but please keep in mind that the animal may be stressed or ill. If it is not under the control of the owner (aggressive, barking, playing and running around the shelter...), you may also request removal of the service animal. The owner is also responsible for the care and maintenance of the service animal.
 - Your local legal department would be able to give you a specific answer as to whether your locality has local laws related to service animals.

- http://www.ada.gov/service_animals_2010.htm
- What personal care services are needed and how do we properly provide them? (Blackstone)
 - Answer (Dawn Brantley, VDEM): The needed services will vary by individual. Develop a process for identifying the needs during registration and a process for meeting those needs through a contract with a personal care agency(ies) or through a volunteer program like the Functional and Access Needs Support (FANS) Team. Keep in mind that not just anyone can provide this care. There is training and education required to do this appropriately and safely. Contact me if you would like information on the FANS Team program.
- What is the liability related to a Functional and Access Needs Support (FANS) Team providing personal care services in a shelter?
 - Answer (Dawn Brantley, VDEM): If your locality is going to consider a program like the FANS Team, you need to work with your local legal department for their answer and to engage them in the development of this program.
- Are there resources and training available? (Winchester)
 - Answer (Dawn Brantley, VDEM): Yes, see below.
 - <http://www.ada.gov/pcatoolkit/toolkitmain.htm>
 - <https://www.firstrespondertraining.gov/ntecatalog/EMI#anc-search-results>
 - <http://www.jik.com/disaster-plan.html>
- How do we locate individuals with access and functional needs in case of an emergency? Should we do an access and functional needs database? Registry program? At state level? (Charlottesville)
 - Answer (Dawn Brantley, VDEM): I do not recommend doing a registry. They are ineffective, create unreasonable expectations in the registrants' minds, discourage registrants from personal preparedness, and are inexpensive and difficult to maintain.

I recommend that emergency planners and managers focus on the *what* instead of the *who*. The disability community has been telling us and continues to say that they do not support registries. It is not possible to identify even a majority of the individuals in your community. If you focus on identifying the types of needs your residents have (see the US Census attachment for an idea of what's available), you can actually be confident that you know what to prepare for. For example, which of the following is more helpful?

- I have four people registered in this impact area and they have given us the following information:
 - Resident 1: Lives alone, hearing impaired, slow moving
 - Resident 2: Dizzy spells
 - Resident 3: Spinabifida, meningitis, scoliosis, neuropathy, paraostomy
 - Resident 4: Left side weakness

- I know that I have 1,246 people in the impact area with mobility disabilities so I need to ensure that my shelter has an accessible ramp and that there are clear pathways throughout the shelter. Paratransit will need to be provided for evacuations and we will need to provide messaging about shelter accessibility, requesting paratransit, and what services are available at the shelter.

The second one focuses on the needs so that you can operationalize the needs and plan for your residents with disabilities. The first just gives you a list of diagnoses and symptoms that don't particularly help you plan. If you would like assistance with data gathering for your locality, please contact me.

- Is there a site with the legal requirements?
 - Answer (Dawn Brantley, VDEM): <http://www.ada.gov/pcatoolkit/toolkitmain.htm>

EMERGENCY BACKUP POWER

Backup power capabilities are a need across the state. Backup power at shelters has been identified in multiple class action settlements and the New York City court case as a requirement for ADA compliance. Backup power is also critical during extreme weather to maintain HVAC, for shelter feeding, and to support medical care for individuals with medical needs. A key issue with funding is the belief that generators and maintenance contracts are not allowable expenses for federal grant programs, which is true of some federal grants but funding is, in fact available.

***Event(s) where the statement was made is provided in parenthesis.*

Concerns identified:

- One concern is medical needs that require back up power. A solution might be stand alone plug in towers. (Charlottesville)
- There is tremendous need for back-up power and money for generators. (Richmond)
- Dominion will not allow shelters to be listed as Tier 1 for priority restoration; currently shelters are Tier 3 or 4. (Norfolk)
- Generators for shelters are a concern. Back up fuel for the duration of the event also needs to be considered. (Fairfax)
- Shelter surveys have been done (for generator installation) but generator capacity or systems the generator supports may not be known. (Fairfax)
- Tried to purchase generators thru grants but most federal grants will not allow generator purchase. (Marion)
- Backup power is a critical issue across the state. (Winchester)
- Some localities believe that they would not get generators from the state quickly enough to provide power to shelters. (Winchester)

Ideas and suggestions identified:

- If a shelter facility is on a municipal water system, it will need a generator. (Williamsburg)
- The Governor has a 3 year solar initiative and has a goal of putting 30% of state facilities on solar power. Dawn Brantley, VDEM, is proposing inclusion of facilities capable of being used as regional shelters. VDEM is in the information gathering stages of that discussion. (Williamsburg)
- Consider regional pooling of funds for regional sheltering power needs (Charlottesville)
- Financing for alternative fuel sources is currently done using third party funding. For larger shelter facilities, this may need to be looked at as an option. (Fairfax)
- Building codes should require group homes to have generators. (Blackstone)
- Need Dr. Stern to initiate a national level discussion regarding the inability to purchase generators with federal grant funds. (Norfolk)
- A planning assumption should be that the generator covers emergency stuff only. (Fairfax)

Follow Up Tasks

- Dawn Brantley will follow up with Dominion on Tier levels and restoration of power to shelters.

Following the listening sessions, Dawn Brantley discussed grant funding of backup power with VDEM's Recovery and Mitigation Staff. Generators, generator quick connects, and other backup power sources are federally grant fundable under the Hazard Mitigation (HMGP) and the Pre-Disaster Mitigation (PDM) Grant Programs. Under HMGP, generators and quick connects can be funded as long as the grant project is "consistent with the goals and objectives identified in the local or Tribal Mitigation Plan for the jurisdiction" and "provided they are cost effective, contribute to a long-term solution to the problem they are intended to address, and meet other program criteria". If stand alone generator projects cannot be determined to be cost effective, they can potentially be funded under the 5 Percent Initiative. HMGP funds are only available when a federal disaster declaration is received. Funding through the PDM does not require a declaration and allows for generator-related equipment purchases that directly relate to the hazard being mitigated and are part of a larger project. Maintenance and fuel for generators are not eligible expenses for grant funding. VDEM Recovery and Mitigation staff recommends localities use grant funding for installation of quick connects rather than generators because of the significant difference in cost and benefit. A locality would then be able to contract with a private company to provide a generator to any shelter location with a quick connect when needed.

Link to the grant guidance and other supporting information:

<http://www.fema.gov/media-library/assets/documents/103279>

For additional information, please contact Matt Wall at 804-897-9973 or matthew.wall@vdem.virginia.gov

FAITH-BASED ORGANIZATIONS

Faith-based organizations can be good community partners in preparedness, response and recovery. Several localities throughout the Commonwealth are currently working with area churches in various ways to make them a part of the emergency management team. Possibilities for partnership include feeding, sheltering, donations management, recovery assistance such as rebuilding or debris removal, and sites for points of distribution. **A key difficulty, however, is that faith-based organizations are not required to comply with Title II or III of the ADA and there have actually been instances of churches stating they would discriminate against certain residents.**

***Event(s) where the statement was made is provided in parenthesis.*

Concerns identified:

- Several issues with faith-based locations include no requirement to be ADA compliant and potential issues with discrimination. (Tappahannock)

Ideas and suggestions identified:

- There is a need to engage the faith based community (Richmond); possible partnerships with faith-based volunteer groups (Winchester).
- It is important to have a more formal approach regarding faith-based organizations. They have resources that are needed and are a great help, however they need training, so we need to take a more formal approach to this. (Salem)

Follow Up Tasks

None identified.

FUNDING

Money is important, especially when local emergency managers are over tasked and underfunded. Funding was discussed at each session to try and identify the most urgent and pervasive needs across the Commonwealth. **The key needs identified were retrofits to shelter facilities and emergency backup power.**

***Event(s) where the statement was made is provided in parenthesis.*

Concerns identified:

- Some shelters require retrofits to be ADA and building code compliant and this requires the budget to execute it. Need funding for shelter surveys, ADA compliance, and retrofitting. (Fairfax) Need help funding retrofits and assessments. (Norfolk)
- It is hard for rural areas to make an argument for purchasing resources they know they will probably never use. It's a battle and then if they do need it and don't have it, the emergency manager is blamed. (Farmville)
- There is tremendous need for back-up power and money for generators. (Richmond)
- There is a need for more money to provide training to shelter staff and conduct background investigations on the shelter staff. (Richmond)

Ideas and suggestions identified:

- Consider regional pooling of funds for regional sheltering power needs; Joint planning integration of funding, staffing, training resources (Charlottesville)
- Clarify trigger points or levels of cost to forecast cost/thresholds. (Charlottesville)
- Catastrophic level cost is less of a concern as opposed to local or regional level. (Charlottesville)
- It seems logical that the state should do some type of sheltering survey, rather than having the locals compete and fight for money independently to do this. It seems like some standard inspection/process/review will be a good idea. (Williamsburg)
- Need Dr. Stern to initiate a national level discussion regarding the inability to purchase generators with federal grant funds (Norfolk)
- Financing for alternative fuel sources is currently done using third party funding. For larger shelter facilities, may need to look at this as an option. (Fairfax)
- Clearly outline in the application process what the localities need to provide. Grants sometimes need a 50/50 match for large items which is difficult for the localities. (Winchester)

Questions:

- How would reimbursement work when a shelter is not in the impacted area? (Williamsburg)
 - Answer (various respondents): You might want to look into memorandums of agreement (MOA)s in advance of the event (between the communities involved). This will help fill the gaps that might exist. We were able to put in a generator in a facility in Greenville. This is the same thing that James City County (JCC) and city of

- Hampton entered into. Suggest that it is worked out beforehand because it took a long time to get VDEM, JCC, and city of Hampton legal approval.
- Who is responsible for paying the operating costs of a state managed shelter? Local government?
 - Answer (VDSS): The Commonwealth pays the costs of state managed shelter operations.

Follow Up Tasks

Dawn Brantley will send the city of Hampton and James City County emergency managers a copy of the Inland Host Sheltering Program MOA.

IDENTIFYING SHELTER FACILITIES

This section looks at both currently identified local facilities and the identification of additional facilities. **The key issues were defining shelter types and the insistence upon only identifying shelters in relation to hurricanes instead of taking an all hazards approach to shelter identification.**

***Event(s) where the statement was made is provided in parenthesis.*

Concerns identified:

- We need to be careful when defining “what do you want the shelter for” and “when do you want the shelter”. If flooding is not expected, why can’t we use the building? The ARC and Hurricane Evacuation Study criteria is black and white, there is no gray. Dawn Brantley, VDEM, agreed and added that if a shelter is not identified as a pre-landfall shelter, it has not been included in assessments of shelter locations and capacity. If it is not a pre-landfall shelter, it could be used for other events. (Williamsburg)
- There is no overnight shelter space in Emporia. (Blackstone)
- If a shelter facility is on a municipal water system, it will need a generator. (Williamsburg)

Questions:

- Is the state working on defining appropriate facilities for sheltering? (Williamsburg)
 - Answer (Dawn Brantley, VDEM): Yes, we are working on definitions of shelters, identifying appropriate types of facilities for state-level sheltering, and examining building codes related to sheltering. We will share what we are doing with localities and you are welcome to use this work to guide your own efforts.
- Can maps be produced and shared that clearly show local shelters, regional shelters, and State Managed Shelters? (Salem)
 - Answer (Dawn Brantley, VDEM): Some localities do not want their shelter locations shared with anyone else. This can be done, but localities would be, of course, allowed to 'opt in' or 'opt out'.

Follow Up Tasks

None identified.

INFORMATION SHARING

Information sharing includes software for situational awareness and the process of sharing information such as open shelter information. **Two key issues identified were clearly explaining what needs to be reported when and implementing a common operating platform.**

***Event(s) where the statement was made is provided in parenthesis.*

Concerns identified:

- Concerned about intelligence and interoperability (Salem)
- Concern expressed about the 10,000 questions that locals get from the VEOC during activations about shelters. Localities need to know how to report, when, and what. (Norfolk)

Ideas and suggestions identified:

- From a locality point of view, I would like to see who is operating the shelter. Clearly indicate that this is a “Chesapeake Run Shelter” or an “ARC Shelter” because there will be different policies, procedures, and regulations. In terms of follow up, it will be extremely important to know who ran it. VEOC needs to verify with a locality before sharing the data. (Williamsburg)
- A real-time common operating platform is needed such as software or phones. Need a cohesive software platform. (Salem)
- Common technology systems that work together among agencies and jurisdictions are necessary to facilitate reunifications. (Fairfax)

Tools and resources identified:

- Near Southwest Preparedness Alliance's (NSPA) current platform, VHASS, is a good example and can be utilized within the region by localities. (Salem)
- NSPA can provide conference call capability and WebEx in order to bring everyone together. Can provide coordination and capacity for up to 100 participants. (Salem)

Questions:

- Is anyone managing the EWA Phoenix system? (Williamsburg)
 - Answer (Frank Williamson, VDSS): EWA Phoenix is a system that was contracted years ago to support a presidential inauguration that has been modified and made available to localities to manage shelter operations. Not all localities are signed up or use it. If they use it, the information is held independently on a locality-specific site within the state system. The State is trying to obtain funds so that VDSS can coordinate with the VDH Office of the Chief Medical Examiner (OCME) to use EWA Phoenix within Family Assistance Centers and for reunification. EWA Phoenix is not used across the state and does not interface with WebEOC although with appropriate coding within WebEOC this can be done. Funding is being sought for

- programming changes to allow for greater flexibility for communication between locals and the states.
- Comment (Bruce Sterling, VDEM): Concern is that if we only request shelter information twice a day, the process is dynamic and we may have to come back and request more information if there is a desire for up to date information. EWA Phoenix should be utilized. The challenge is that it would need to be a statewide initiative for it to work effectively.

Follow Up Tasks

None identified.

LEGAL

Legal issues and questions came up at every listening session. Many of these questions were not answered at the time because they require an answer from the OAG's office for state level issues or the local legal department for local issues. **The key concerns identified were ADA compliance, sex offenders, and legal requirements for opening a shelter.**

***Event(s) where the statement was made is provided in parenthesis.*

Concerns identified:

- Firearms being brought to shelters (Culpeper)
- Liability for doing something wrong that could result in personal injury (Charlottesville)
- Several issues with faith-based locations including no requirement to be ADA compliant and potential issues with discrimination. (Tappahannock)
- Roles in emergency situations, acting beyond CERT policy. (Charlottesville)
- There needs to be a better understanding of the laws and regulations concerning what you can/cannot do when opening a shelter [*This is related to disability integration*]. They need some kind of guidelines. (Salem)
 - From Dawn Brantley, VDEM: <http://www.ada.gov/shleterck.htm>
 - From Dawn Brantley, VDEM: <http://www.ada.gov/pcatoolkit/toolkitmain.htm>

Ideas and suggestions identified:

- Would like information on legal requirements, ADA compliance, and sheltering. (Salem)
 - From Dawn Brantley, VDEM: <http://www.ada.gov/pcatoolkit/toolkitmain.htm>
- Need a 'punch list' that can be checked off when opening (for ADA compliance).
 - From Dawn Brantley, VDEM: <http://www.ada.gov/shleterck.htm>

Questions:

- Why is duty to care for a Refuge of Last Resort (ROLR) different from a shelter? The concern is that if you open up a ROLR, what services are expected or required to be provided? (Williamsburg)
 - Answer (Kate Hale, JCC): ROLRs come from maritime law. If people are out on the road, what do we do with them? Its entire purpose is nothing more than to provide people an option other than remaining in a vehicle during a storm that may flood. There are no requirements, but could create liabilities for local government and misinformation for the public. Could impact evacuation/timing decisions. People may hedge their bets that these ROLRs are out there. It is continuously confused with shelters.
- We have been told that there are contracts to assist, but do we need to have laws that there are penalties for contractors that do not show up. Are there penalties for that? (Williamsburg)

- Will the Attorney General’s office provide a formal opinion on allowing guns and sex offenders into shelters that can be used as guidance by local governments? (Richmond)
- What about restraining orders as they relate to two people in the shelter? (Marion)
- Do people serving food to shelterees or evacuees need a food handler's permit to serve the food? (Marion)
 - Additional Information from VDH: An inspection of the food prep area will need to be made by Health Department Environmental Health (EH) personnel in shelters. For example, in State Managed Shelters that are in colleges that have a kitchen where food for shelterees will be prepped or provided, the facilities are inspected by EH routinely. However, using Richard Bland as an example, the Baptist group that was/is to provide food had to be inspected by EH when that college was exercised several years ago. VDH is checking on if a food handler’s permit is necessary any time food is handled and prepared, even if it is for an emergency shelter.

Follow Up Tasks

None identified.

*****NOTE: The Office of the Attorney General can ONLY advise the Commonwealth and cannot provide legal guidance or advice to localities. Thus, localities are directed to seek the advice of their local counsel on legal issues.***

MEDICAL SHELTERING

Medical sheltering relates only to individuals with acute medical needs and NOT to individuals with disabilities. Medical shelters are an important part of the sheltering strategy because they help avoid creating or magnifying a medical surge event and because individuals who require clinical care before or after an event typically cannot be cared for in a general population shelter. Medical shelters may be a completely separate shelter or they may be a separate area within or adjacent to a general population shelter. **The key issues identified were staffing, a clear identification of scope of license, and roles for medical and public health staff within the shelter.**

***Event(s) where the statement was made is provided in parenthesis.*

Concerns identified:

- There are no medical shelters on the Eastern Shore and limited Medical Reserve Corps on the Eastern Shore. (Eastern Shore)
- Concerns include roles, regulations, expectations, FEM support for local and state medical sheltering, scope of license vs. scope of care, types and number of staffing, and continued training. (Charlottesville)
- Need to reduce double booking of state staff (VDSS and VDH). (Charlottesville)
- Medications are a concern, particularly for those with mental health medications. (Salem)

Ideas and suggestions identified:

- Strongly advocate for medical protocol of some sort. ARC and EMS protocols exist, but ARC protocols are too broad. Whose rules do people follow for medical protocol in a shelter regarding what they can or cannot treat, standing orders. This clearly falls on VDHs shoulders, but is needed. (Williamsburg)
- Need to identify the capabilities of the medical and general staff, not just the number of personnel needed, but also what skills are needed to address the necessary scope of care in a shelter. (Fairfax)
- Need to address congregate facilities in the shelter strategy. (Fairfax)

Follow Up Tasks

None identified.

SHELTER STAFFING

Staffing was the most common and critical need identified during these listening sessions. This is entirely consistent with the previous reports, assessments and discussion conducted over the past several years. **Concerns about the reliability of the ARC, the need for DSS staff to get back to their regular work as quickly as possible, and identification of additional staffing options were the key needs and issues identified.**

***Event(s) where the statement was made is provided in parenthesis.*

Concerns identified:

- Concerning the ARC, pet sheltering is one of the issues, regulations dealing with volunteers, a dozen stumbling blocks. Unless they are bringing a bus load of volunteers, it will be extremely difficult for them to manage the volunteers. ARC has said if [state staff or other volunteers] have not been through our volunteer process, [ARC] cannot use them. (Williamsburg)
- There is a good reason to have vetting and training of some kind [for volunteers], whether it is the ARC or the State creates their own. We want to make sure we aren't taking un-affiliated volunteers and putting them in the shelter. VDH – we would not do that, but the issue is that ARC is not willing to accept volunteers unless they meet ARC credentials. (Williamsburg)
- Questions [about SMS] have been out there for a long time with no real answers. The biggest concern is staffing resources; equipment some concern. (Salem)
- The first 24 hours the ARC is going to run shelters. Help will be in short supply after 24 hours. (Salem)
- Planning for security at local level plus expectations for law enforcement as well as type/level of sheltering. (Charlottesville)
- Concerns include: ARC reorganization, state specific staffing/deployment, accurate/true numbers need to be involved in planning to prevent doubling or assumptions (Charlottesville)
- It could be challenging for an outside manager to come into a new sheltering site. *(This is in relation to the deployable shelter staff concept)*. (Richmond)
- There is a need for more money to provide training to shelter staff and conduct background investigations on the shelter staff. (Richmond)
- Local DSS says it is not their responsibility to staff the shelters; it is the ARC's responsibility. (Salem)
- DSS will say that they are in charge and not the ARC. When the shelter is needed, DSS says they do not have staff and to go to the ARC. CERT teams have had to run shelters in the past. (Farmville)
- Shelter management training is needed, staffing is short. VDEM's 1/2 day training may bridge gaps. (Salem)
- Emporia has staffing concerns because they share DSS with Greensville County. (Blackstone)

- Locally-initiated regional shelters are not really an option for other localities on Eastern Shore to send staff to a regional shelter because there is no staff. (Eastern Shore)
- Primary staffing is CERT and they are volunteers so not sure they could staff during a large event. (Winchester)
- Short staffed just with warming shelters and ARC is unable to help. (Farmville)
- Concerns include: roles, regulations, expectations, FEMA support for local and state medical sheltering, scope of license vs. scope of care, types of staffing, number of staffing, and continued training. (Charlottesville)
- Need to reduce double booking [of state staff]. (Charlottesville)
- Roles in emergency situations, acting beyond CERT policy. (Charlottesville)
- DSS staff recalled having issues once an emergency has begun. There may be a difference in the number of staff needed and planned for versus the number of staff able to reach the shelter. Goes back to policy issues at higher level. Training required, ability to attend training. (Charlottesville)

Ideas and suggestions identified:

- California does 'mission packaging' of state staffing and resources (Norfolk)
- Prince George's Emergency Coordinator offered as a best practice that all of Prince George's county staff is assigned to the EOC or a shelter during emergencies and this is included in their job description (Richmond)
 - Annual training is provided
 - 250 non-responders in addition to 25 DSS staff
 - 4 shifts/ 8 hours each
- Suggestion to use volunteers from Community Animal Response Teams (CARTs), Community Emergency Response Teams (CERTS), Medical Reserve Corps (MRCs) and other volunteer organizations for staffing. (Richmond)
- State staff from VDEM during events would be very helpful. State supplied resources, too. (Salem)
- Utilize volunteers from other jurisdictions. (Fairfax)
- Identify other agencies that can be trained and available to help staff. (Charlottesville)
- Job tasks and duties need to be clearly stated as well as level of staffing. (Charlottesville)
- Charlottesville/Albemarle County has a disaster volunteer network within their region to leverage resources when day to day operations are displaced. (Charlottesville)

Questions:

- Who is going to staff the SMS? (Salem, Tappahannock)
 - Answer (Dawn Brantley, VDEM): Virginia Department of Social Services and Virginia Department of Health state-level (not local) staff along with several other state agencies.
- Would state-staffed shelter teams be able to work at a shelter "hands-on" or is it managing the shelter?

- Answer (Dawn Brantley, VDEM): The concept would be that the staff provided through the state would be able to do either, depending upon the request from the locality.

Follow Up Tasks

None identified.

PET SHELTERING

Pet sheltering is a separate section because it presents its own unique challenges. Pet sheltering was identified as a challenge across the Commonwealth. **The key issues identified were supplies, staffing, and training.** Dawn Brantley also observed that many localities did not include their Animal Control Division in the planning prior to an event or the involvement was cursory. This is not documented in the notes but was evident during the listening sessions and in subsequent one-on-one discussions with attendees.

***Event(s) where the statement was made is provided in parenthesis.*

Concerns identified:

- Animal care is an issue. If the event is regional supplies will be used up quickly. (Salem)
- Need supplies and staffing, training (1 day in-person), guidance and assistance. (Salem)
- Training in pet sheltering would be beneficial for the Middle Peninsula. (Tappahannock)
- In a smaller scale event, pet sheltering can be taken care of but the region hasn't been challenged on a larger scale to know the real gaps. (Fairfax)
- Schools did not want co-located pet shelters due to concerns unknown to the local emergency managers. A recommendation was made to reach out to the new superintendent to start new discussions about co-location of a pet shelter. (Eastern Shore)
- Local pet sheltering capabilities are a concern. (Charlottesville)
- Proximity of the pet shelter to the people shelter is an important consideration. (Charlottesville)
- Concerns include pet sheltering logistics and legality. (Charlottesville)

Ideas and suggestions identified:

- There may be potential for partnering with the Humane Society for pet sheltering. (Tappahannock)
- CART teams could be used for pet shelter staffing. (Tappahannock)
- Localities would benefit from state guidance on pet sheltering. (Norfolk)
- Create an animal sheltering component that is scalable for regional operations including the identification and location of supply trailers and housing trailers, teams to manage supplies, MOUs for resources, resource typing, ability to access resources through WebEOC, and determine if higher education has existing pet sheltering capacity and capability. (Culpeper)

Tools and resources identified:

- VA State Animal Response Team can provide training to local governments for pet sheltering. (Blackstone)
- There is a VDACS conex box located on the Eastern Shore. (Eastern Shore)
- This region doesn't have a CART program but does have 175 crates of various sizes and medical supplies. (Winchester)

Questions:

- Why aren't we using Florida's model for pet sheltering? (Norfolk)
 - Answer (Dawn Brantley, VDEM): *This question came from a local emergency planner.* That is a question for localities. Each locality decides how it wants to address pet sheltering. If you feel Florida has a great pet sheltering model, you should incorporate that into your locality's plans. The state cannot and will not *require* localities to use a specific model in their local planning.

Follow Up Tasks

None identified.

PUBLIC INFORMATION

***Event(s) where the statement was made is provided in parenthesis.*

Ideas and suggestions identified:

- 211 is an underutilized resource that we have available. (Salem)
- We need public outreach and education on shelters and what to expect when being in a shelter, rules of the shelter, services provided, what is not provided and also education on other options. (Norfolk)
 - From Dawn Brantley, VDEM: Something produced at the state level could only provide very general and broad information since sheltering resources and operations vary dramatically at the local level.

Follow Up Tasks

None identified.

SHELTER TYPING

Shelter typing refers to providing a clear, consistent definition of the types of shelters (warming center, cooling center, refuge of last resort, evacuation center, emergency shelter, etc) and clearly defining what services and resources are required or expected to be provided at each.

Ideas and suggestions identified:

- Explore the options for establishing a baseline for the types of services provided at shelters. (Fairfax)
- Chesterfield County uses the libraries as a comfort centers. These can be a cooling center and allows people the ability to charge phones and medical equipment. Food trucks can be brought in if needed. Resources can be provided to people who don't necessarily need an overnight shelter. (Richmond)
- Powhatan County has an MOU with the YMCA to provide showers called power and shower stations. (Richmond)

Questions:

- What is the definition of types of shelters we are talking about? (Fairfax)
 - Answer (Dawn Brantley, VDEM): There are as many definitions of shelter types as there are localities in Virginia. Common definitions of shelter types are important, particularly when trying to create a statewide strategic approach to sheltering. The Mass Care Task Force will be defining shelter types and localities will be encouraged, but not required, to adopt those definitions. We will be using national standard definitions whenever possible.

Follow Up Tasks

None identified.

SHELTERING, GENERAL

This section covers everything related to sheltering that is not addressed elsewhere in this document.

***Event(s) where the statement was made is provided in parenthesis.*

Concerns identified:

- Greenville is an Inland Host Sheltering Program participant. If they were used as a host shelter site, there would not be space for local residents. (Blackstone)
- Typically migrants will occupy shelters on the Eastern Shore. (Eastern Shore)
- We can get food from restaurants if needed but they are closed in bad weather. (Marion)
- There are 16,000 people in Frederick and they have enough cots for 150 people. (Winchester)
- Smaller areas are overrun and short staffed. (Farmville)
- In Fluvanna, needed to use school busses for transportation but the schools were never invited to the table. (Farmville)
- Planning for security at local level plus expectations for law enforcement as well as type/level of sheltering. (Charlottesville)
- "Less cruise ship, more life boat". (Charlottesville)

Ideas and suggestions identified:

- Provide education on the sheltering system, expectations and things to consider. (Norfolk)
- Hopewell and Prince George are moving toward a regional sheltering approach. (Blackstone)

Tools and resources identified:

- Middle Peninsula (Gloucester and Middlesex Counties) is developing a regional sheltering plan and the local emergency managers are willing to share when complete. (Tappahannock)
- Charlottesville has a comprehensive guidebook for sheltering and is willing to share it with the other localities and state. (Charlottesville)

Question:

- What options are available (in Region 1 South) if students need to be sheltered off campus? (Blackstone)
 - Answer (Dawn Brantley, VDEM): Dawn Brantley advised the individual to reach out to the local emergency manager on this.
- What is legal and what is mandated to be provided at each shelter? (Farmville)
 - Answer (Dawn Brantley, VDEM): At a federal level, ADA requires equal access to sheltering programs and services, including emergency shelters. FEMA has provided guidance, but not regulations. The PETS Act requires state and local emergency

preparedness operational plans *take into account the needs* of individuals with household pets and service animals before, during and after a disaster but does not require a pet shelter.

The ARC has national standards for their shelters but outside of ARC requirements and ADA, there are not sheltering “requirements” for local shelters such as ‘you must provide cots’ or ‘you must have XX square feet per person’.

The Code of Virginia at § 2.2-222.1 provides that the Secretary of Public Safety and Homeland Security shall be responsible for the coordination and development of state and local shelter, evacuation, traffic, and refuge of last resort planning. The Secretary shall ensure that jurisdictions and subdivisions of the Commonwealth have adequate shelter, evacuation, traffic, and refuge of last resort plans to support emergency evacuation in the event of a man-made or natural disaster. To that end, the Secretary shall direct VDEM to monitor, review, and evaluate on a cyclical basis all shelter, evacuation, traffic, and refuge of last resort plans to *ensure they are feasible and suitable and can be implemented with available resources.*” (Emphasis added.)

The Virginia Code also addresses the authority of the Governor and a political subdivision to prohibit firearms to ensure public safety in places designated as emergency shelters. See Code of Virginia § 44-146.15(3). Liability protections for emergency services activities, including the voluntary provision of real estate for sheltering purposes is found in Code of Virginia § 44-146.23. VDSS has standards for their State Managed Shelter Plan but these do not apply to local shelters.

VDEM will be creating a site that provides links to guidance documents from FEMA, ARC, and other creditable sources.

- By law, is local DSS responsible for sheltering? (Farmville)
 - Answer (Dawn Brantley, VDEM): Questions regarding the responsibility of the local DSS should be addressed by counsel to the local DSS.
- Where does FEMA fall into this?
 - Answer (Dawn Brantley, VDEM): FEMA does not do sheltering but does control many grant opportunities that can be used for enhancing sheltering programs. FEMA also has mass care and disability integration subject matter experts that are available for guidance and discussions.

Follow Up Tasks

- Dawn Brantley will email out the Charlottesville guidebook.
- VDEM will create a shelter resource/information page on their website that will provide links to reliable, relevant information about ADA compliance, shelter typing, and shelter resourcing and staffing guidance.

STATE MANAGED SHELTER PLAN

The State Managed Shelter (SMS) Program has been a topic of frustration and confusion in most, if not all, reports, assessments and discussions conducted throughout the past few years. SMSs were discussed at every listening session and the Virginia Department of Social Services provided staff support to all but one session to ensure they could address concerns and answer questions. **The key issues identified by local agencies were a lack of communication and cooperation on the part of VDSS and a lack of confidence in the feasibility of the plans as written. These concerns were common across the Commonwealth as was a general confusion about and lack of understanding of the plans.**

***Event(s) where the statement was made is provided in parenthesis.*

Concerns identified:

- Unless the state has a resource pool to arrive at the SMS, The College of William and Mary does not have the resources to assist. If we are looking at a regional sheltering capability, I don't see how we can do that without local resources to get it done. (Williamsburg)
- The timeframes for SMSs are set up in such a way as to preclude us from accessing resources. By the time that we can define if we truly need them, it is too late for the response. (Williamsburg)
- There was concern about scaling an SMS down and leave working with the Virginia Information Technology Agency (VITA) to provide IT support. (Richmond)
- Questions [about SMS] have been out there for a long time with no real answers. The biggest concern is staffing resources but equipment is also a concern. (Salem)
- [Patrick Henry College] turned in all of the information as requested for shelter needs. They have been working on the process since 2006 regarding [generator] switches. The tabletop exercise went nowhere fast. (Salem)
- If an SMS is opened, resources cannot be pulled from the local shelter. (Blackstone)
- Need clarification on the SMS process so that there is no confusion at the local level. (Blackstone)
- Clarification of Virginia State Police (VSP) role in a SMS is needed since the SMS plan states they are responsible for security, but they have other responsibilities that are a priority. (Blackstone)
- If there is an evacuation of Hampton Roads, the people who are evacuated will also need to be sheltered. (Blackstone)
- State's SMS plan calls for a specific number of VSP troopers but the troopers would be occupied with assisting in the areas hit by the disaster. (Farmville)
- State's SMS plan calls for 3 Longwood Police Officers but the resources are limited to two patrolling officers. (Farmville)
- Moving people through Virginia by routes 460 or 6 would congest those roads and if car problems occur, they are stuck in the middle of nowhere in unfamiliar areas. (Farmville)
- Higher education institutions are considered shelters (Longwood), but locals are confused about the details. There is now paperwork indicating that Old Dominion is to evacuate to

Longwood. There is a lack of information for citizens and miscommunication with the state and its citizens. (Farmville)

- Harrisonburg VSP office stated the state managed shelter plan calls for 36 troopers. However, 75% of his troopers would be wherever landfall is and not available. Harrisonburg VSP is also concerned that troopers will be pulled away from security duties for menial tasks like unloading. (Charlottesville)
- Traffic control is a big concern. (Farmville)
- Longwood had requested someone from VDSS come to do a community presentation to answer citizens' questions about the SMS. However, it never happened. Everyone at Longwood, up through the vice president, thought the shelter was only for ODU students. There is a lot of miscommunication and lack of information between the state level and the citizen level. Emergency managers at local and higher education are caught in middle and feel like "targets". (Farmville)
- Assistance in dismantling the shelter will be needed. (Farmville)
- Localities and higher education have been told that pets left behind after an SMS has closed become the responsibility of the locality. That can't happen because the locals don't have the resources to take in more animals. (Farmville)
- A parking area identified for the SMS at Longwood will turn to mud when it rains and cars will sink. The parking garage is not available because it's already full. (Farmville)

Ideas and suggestions identified:

- Would really like to see VDEM become more involved to help address the very real concerns that the university has. (Salem)

Questions:

- Who is responsible for paying the operating costs if an SMS is opened? Local government? (Richmond)
 - Answer (VDSS): The Commonwealth pays the costs of state managed shelter operations.
- Who is going to staff the SMS? (Salem, Tappahannock)
 - Answer (Dawn Brantley, VDEM): A combination of VDSS, VDH, and other state agency staff. No local staff will be expected to staff it.
- Should we be thinking about being a regional shelter? (Salem – Virginia Tech representative)
 - Answer (Dawn Brantley, VDEM): Possibly. We have not yet determined exactly what the strategy will be, but our higher education institutions, particularly those already designated as SMSs will be engaged in the development of the new strategy. This is critical because we want to ensure whatever strategy is adopted and implemented is effective for you and the localities.
- Is the state moving away from state managed shelters? (Blackstone) How does the new strategy connect with the State Managed Shelter plan? (Fairfax)
 - Answer (Dawn Brantley, VDEM): We have not yet determined exactly what the strategy will be but we will be evaluating how SMSs most effectively fit into the

strategy, any revisions that may need to be made, and how we can take full advantage of all the great work that has been done by VDSS without limiting the strategy development.

- Does Route 6 have a gas station that has generator backup? (Farmville)
 - Answer (Dawn Brantley, VDEM): I have no idea. I will see if I can find out.

Follow Up Tasks

- Dawn Brantley will follow up and find out remaining unanswered questions from Patrick Henry and work with VDSS to get them the answers.
- Dawn Brantley will try and determine if there is a gas station on Route 6 that has generator backup.

STRATEGIC APPROACH

This section includes all the concerns, ideas and questions related to the development of the statewide strategy in general. **Some key issues identified include the need for the Commonwealth to help with sheltering evacuees; helping close the deficit in shelter staffing; and the need to clearly and correctly define the questions, needs, and outcome goals of the strategy.**

***Event(s) where the statement was made is provided in parenthesis.*

Concerns identified:

- Lane reversal and evacuation of Hampton Roads area could pose a problem to the Middle Peninsula's shelters. (Tappahannock)
- Concerned about having space for evacuees on Northern Neck and Middle Peninsula. (Tappahannock)
- There needs to be some honest discussion with the schools about getting engaged in shelter planning. (Norfolk)
- If SMS is not implemented and evacuees are sheltered by a locality, that locality would need to be reimbursed for staff and resources. (Blackstone)
- Supplies currently located on the Eastern Shore are strictly for Tangier Island and any county that uses them when there is a need must replace any items removed. (Eastern Shore)
- Logistical issues will arise with staffing, resources, etc. especially with a no-notice event on the Eastern Shore. (Eastern Shore)
- The biggest gap in Southwest VA outside of the small facilities we have for sheltering is that we don't have anything else. (Marion)
- More transient people and those driving through need to be sheltered rather than local residents. (Marion)
- Most shelters in Southwest VA open due to winter storms, but how do you get there to open them? (Marion)
- The National Capital Region (NCR) evacuation plan did not include ROLRs and there was never any priority from NCR or in the Region on addressing ROLRs. This is a concern because after 9-11, hotels and motels around region stayed occupied for up to 10 days and after an aircraft went into a no fly zone in NCR, they were full again. (Winchester)
- The region could not provide resources to support NCR evacuation to ROLRs in their region. (Winchester)
- May need to have a conversation with local/regional DSS and ARC to discuss what is best for Region 2. (Winchester)
- Rural counties have difficulties traveling across the county during and after disasters. This makes it difficult to share resources or participate in a regional shelter. (Farmville)
- There are competing needs for local DSS during and after disaster events. (Farmville)
- We need more training on available state resources. (Farmville)

- It could be challenging for an outside manager to come into a new site. (Richmond)
- State staff cannot help staff an ARC shelter. If we have an ARC shelter, we need to look at how VDEM can work with ARC to resolve the staffing support issues. (Salem)
- There is a lack of willingness of state employees to train and work with ARC. (Salem)
- DSS staff recalled having issues once an emergency has begun. There may be a difference in the number of staff needed and planned for versus the number of staff able to reach the shelter. Goes back to policy issues at higher level. Training required, ability to attend training. (Charlottesville)

Ideas and suggestions identified:

- Conex boxes are being re-organized from 5 different boxes with the same assets, to 5 boxes with the combined assets. You may be able to put it all in one place, but the supplies should be broken down further; ideally about 100 person sections/trailers. (Williamsburg)
- Would like the state to distinguish between sheltering our own versus looking at a regional evacuation, where we can expect to be overrun from needs of people that are not from within our community. We can deal with our local needs but dealing with the excess of people is the issue. If we don't start separating out and quantifying, looking more realistically, when we have outside evacuees come into our community. This is the problem the region faces. (Williamsburg)
- Q: Would it be helpful if the state opened a shelter to address the outside evacuees while the locality took care of their own people? Answer from group: It would be extremely helpful. (Williamsburg)
- If we keep doing the same thing, we will continue to get the same results. We need to change the whole concept. Maybe a brainstorming session to re-consider all of the things we have been discussing. With a tiered shelter approach (hurricane, nuclear power station, terrorist event, etc.) we will come up with a lot of solutions. We need to narrow the focus to those things that are truly challenging to us, but clarify what those issues are. A gigantic statewide evacuation is where the problems lie, so look at re-defining what it is that we are talking about. Identify true gaps versus overstated gaps. (Williamsburg)
- Coordinate with North Carolina and other states. (Williamsburg)
- There should be some state leadership and more requirements should be put on localities to handle their own issues. We keep going back to locals who don't want to address the big issue even with the Governor identifying this as a big need. (Williamsburg)
- If it is going to be a regional event, we need to discuss it. If it goes beyond that then there is another tier and we need to break these out. We can't keep lumping them all together anymore than we can lump together strategy, tactics, and logistical issues. We need to start breaking this down into rational components and then we can start looking at solutions. (Williamsburg)
- Part of the NCR evacuation plan is to bring people out of Washington DC into Virginia. It would be good to have someone at the NCR that was intimately involved in the planning to be involved in this process. (Williamsburg)
- A strategy that augments local sheltering to achieve what? You have to keep asking the question until you know what you want to achieve. You have to keep asking until you get to

the central point of why this is important. We need to know first what we want to accomplish. (Williamsburg)

- There are multiple plans across the board of all entities and they need to be standardized. (Salem)
- Need to identify buildings with capacity, resources and staffing on the Northern Neck and Middle Peninsula but there are not many buildings in the area that have any capacity. (Tappahannock)
- California does 'mission packaging' of state staffing and resources. (Norfolk)
- Need the state to help initiate and promote planning partnerships with school districts. (Norfolk)
- Provide sample MOUs between localities and school districts. (Norfolk)
- Cache shelter resources and staff similar to the state radio cache system. (Culpeper)
- Building code and ADA issues need to be captured for the shelter strategy. (Fairfax)
- Explore the options for establishing a baseline for the types of services provided at shelters. (Fairfax)
- Need to address congregate facilities in the shelter strategy. (Fairfax)
- Incorporate healthcare coalitions in planning meetings. (Fairfax)
- Bring in experts to share their experiences rather than asking questions about what we do at the local level. (Fairfax)
- Convenience stations (not gas stations) as day use shelters because they can provide showers in the morning and charging for electronic devices and access to health care but have no overnight accommodations. (Blackstone)
- Consider use of cell phones in shelters for privacy; use of restrictions in general public areas. (Blackstone)
- Site location should be seriously considered. Four sites in Hopewell have been built in floodplain and that will have a direct impact on sheltering. (Blackstone)
- Need to ensure coordinated resource allocation. (Blackstone)
- Locally initiated regional shelters may be the most practical option for Region 1. (Blackstone)
- Buy in from the top [at the locality level] is needed for the new strategy. (Blackstone)
- Sheltering responsibilities should be in the job descriptions for state employees outside of just VDSS. (Blackstone)
- Pre-staging of commodities to support a sheltering operation needs to occur on the Eastern Shore due to the potential isolation of the DelMarVa region. (Eastern Shore)
- The only options for a larger regional shelter are Eastern Shore Community College, schools, and potentially churches. (Eastern Shore)
- State-initiated regional shelters would be the best option on the Eastern Shore after local shelters. (Eastern Shore)
- May need to work with Delaware and Maryland to identify facility options on the north end of the Shore. (Eastern Shore)
- It would be beneficial to localities for state to provide staff. (Marion)
- Deployable resources would be beneficial to localities. (Marion)

- A basic needs package like the one that includes toilet paper and basic needs should be packaged for 3-4 days worth of supplies and not just one day as it has been done in the past. This requires residents to come back day after day. (Marion)
- Need to coordinate regionally because funding and resources at the local level will not meet the needs. (Winchester)
- Every state agency needs to agree on the regions. (Winchester)
- Pre-stage shelter supply centers in the regions or sub-regions. (Winchester)
- This region uses a tiered approach to sheltering with ARC providing hotels for up to 50 people before opening a shelter. The process is reversed when starting to move into recovery/demobilization. (Winchester)
- Need assistance in the area of case management. (Winchester)
- Soft facilities such as tents could be moved around the state for large scale events. (Winchester)
- Possible partnerships with faith-based volunteer groups. (Winchester)
- Deployable staffing and resources will be helpful to Region 2. (Winchester)
- There needs to be a specific transition point and plan for transitioning from local/state to ARC. (Farmville)
- Communications needs to be addressed. (Farmville)
- Need detailed information about what type of staff is needed or provided. (Farmville)
- VDEM and localities need to be more connected with planning and assigning roles. (Farmville)
- Hotels need to help meet the needs. (Farmville)
- Know how to ask or how to identify locality needs in order to request regional/state assistance. (Charlottesville)
- Will need regional guidance on access to state or statewide mutual aid resources. (Charlottesville)
- Clarification of thresholds [for requesting state assistance and resources] (Charlottesville)
- Suggestion to use volunteers from CART, CERTS, MRCs and other volunteer organizations for staffing. (Richmond)
- Would really like to see VDEM become more involved to help address the very real concerns that the university has. (Salem)
- Involve building code officials in shelter location decision. (Culpeper)
- Regional locations: Utilization of community colleges for regional shelters. (Charlottesville)
- Identify other agencies that can be trained and would be available to help staff. (Charlottesville)

Tools and resources identified:

- Hampden Sydney College suggested there may be a facility on campus that could be used as a charging center or day use shelter. (Blackstone)
- Centers for Independent Living have not previously been engaged in planning but do have some lendable items, can assist survivors with the transition from shelter to home,

understand the needs and resources, and can provide technical assistance to help ensure ADA compliance. (Marion)

- Mecklenburg has a good program and is organized to give out the specific resources needed. (Farmville)

Questions:

- What is the timeframe for requesting these [deployable staff and resources]? When activated, or when the need is identified (i.e., at the beginning of hurricane season)? (Williamsburg)
 - Answer (Dawn Brantley, VDEM): We have not yet determined exactly what the strategy will be and what teams or resources will be included as a part of that. I understand that the need may be anticipated before the VEOC is fully activated in notice events or before the need actually exists. For example, you may know that you will potentially need a generator before a winter storm hits. We certainly do not want to wait until the need is critical and urgent (i.e., waiting until the storm hits and power goes out but we can't get to you to deliver the generator). These are things that will be incorporated into the strategy and associated processes and procedures. With Dr. Stern's firm belief that the VEOC should be leaning forward and that our job is to support you at the local level, I am confident that we will be able to work out a process that enables localities to identify anticipated needs and request resources accordingly.
- How would reimbursement work when a shelter is not in the impact area?
 - Answer (various respondents): You might want to look into memorandums of agreement (MOA)s in advance of the event (between the communities involved). This will help fill the gaps that might exist. We were able to put in a generator in a facility in Greenville. This is the same thing that James City County (JCC) and city of Hampton entered into. Suggest that it is worked out beforehand because it took a long time to get VDEM, JCC, and city of Hampton legal approval.
- How long would a regional shelter be opened and operated? (Tappahannock)
 - Answer (Dawn Brantley, VDEM): No mandatory timeframes or time limits have been or will be set.
- Matt Wall, VDEM, made suggestions for sheltering on HUD grant. Can you email out? (Norfolk)
 - Answer (Dawn Brantley, VDEM): Yes.
- Why isn't the Department of Education more involved in telling schools what they should be doing or are required to do? Are schools autonomous? (Norfolk)
 - Answer (Dawn Brantley, VDEM): Localities should discuss autonomy with their local school board.
 - Answer (VAB school district rep): [Autonomy] varies and depends upon leadership.
- How does the new strategy connect with the State Managed Shelter plan? (Fairfax)
 - Answer (Dawn Brantley, VDEM): We have not yet determined exactly what the strategy will be but we will be evaluating how SMSs most effectively fit into the strategy, any revisions that may need to be made, and how we can take full

advantage of all the great work that has been done by VDSS without limiting the strategy development.

- What is the definition of types of shelters we are talking about? (Fairfax)
 - Answer (Dawn Brantley, VDEM): There are as many definitions of shelter types as there are localities in Virginia. A common definition of shelter types is important, particularly when trying to create a statewide strategic approach to sheltering. The Mass Care Task Force will be defining shelter types and localities will be encouraged, but not required, to adopt those definitions. We will be using national standard definitions whenever possible.
- Is there a goal, a shelter number that the state is trying to achieve? (Fairfax)
 - Answer (Dawn Brantley, VDEM): The planning percentage we will be using for determining our target sheltering capacities and capabilities is 10% of the impacted population. So when we look at Hampton Roads as a worst case scenario example, the total population is approximately 1,700,000. If 25% are impacted, we need to be able to work together, localities and the state, to shelter 42,500 people. Looking at the more likely scenario, if we need to be able to support a regional event that impacts southwest Virginia, we may need to plan to assist with a regional shelter for several hundred people. As you can see, there is no single number we can plan for because we don't know when, why or where we will need to assist. Our goal is to determine the most efficient and effective way to support and enhance local and regional sheltering. I don't know exactly what that will look like today, but it may involve a goal of training 500 state staff members in various shelter staff positions to deploy to local or regional shelters. It may mean a goal to create 10 assistive technology kits and a method for distributing them on demand. Stay tuned!
- Is there discussion regarding training of state and other staff to fulfill requests and needs in the local shelters? (Fairfax)
 - Answer (Dawn Brantley, VDEM): Yes. And we are looking at more than just VDSS staff.
- Do you plan on researching any hotels or motels for use as shelters? (Marion)
 - Answer (Dawn Brantley, VDEM): Yes, sort of. We know that people would prefer a hotel to a shelter. The state is probably not going to pay for individual hotel rooms or rent out a hotel because it's just not cost effective. If the state is involved in sheltering, there will be a lot of people needing shelter and it would be more fiscally responsible to open a traditional type of shelter. What we will be doing is working with the hotels and motels to develop a system for identifying available hotel rooms, those that are accessible and those that accept pets, and creating a way to disseminate that information quickly to the public.
- Would the state takeover or just augment the staffing? (Winchester)
 - Answer (Dawn Brantley, VDEM): That would be up to the locality. Some localities may need additional staff to work under their management and control of the shelter while other localities may prefer just to hand the shelter staffing over to the state so that their staff can focus on recovery.
- How do CERT volunteers get covered if they are hurt? (Winchester)

- From OAG: Please consult with the local attorney for the locality in which the CERT is based for advice on this issue.
- From Dawn Brantley, VDEM: Here is a link to a document from VDH regarding the codes for liability for volunteers. Many of the included codes cover public health and EMS actions, but take a look at the State Government Volunteers Act and discuss with your local attorney.
<http://www.vdh.virginia.gov/mrc/wtmrc/documents/2014/pdf/Legal%20Liability%20for%20Volunteers.pdf>
- From VDH: Medical Reserve Corps (MRC) volunteers are not covered by Worker's Compensation; the only exception is if a locality is willing to pay for it. MRC volunteers do have liability coverage when they are performing under VDH's direction; it is the same as state employees (*Code of Virginia* §44-146.23). People frequently confuse liability with Worker's Compensation

Workers Compensation

In most cases MRCs would not fall under workers compensation in the Commonwealth. Coverage could be provided if:

- A locality may decide to provide MRCs workers compensation after adoption of a resolution pursuant to *Code of Virginia* § 65.2-101. This would apply only to MRCs acting in the same locality as the local government.
- VDEM requests MRC assistance and the MRCs are responding at the request of VDEM. MRCs would then be deemed to be employees of VDEM for purposes of the Virginia Workers Compensation Act and could be eligible for Workers Compensation. *Code of Virginia* § 65.2-101 (1) (m) (1).
- If MRCs are deployed by Virginia under an EMAC their coverage would be as described under the Workers Compensation Act's definition of "employee".

Workers Compensation is provided when members of the Office of the Civilian Medical Reserve Corps Federal Deployment cadre are responding to a federal response. (<http://www.medicalreservecorps.gov/MRCDeployment/FAQ/LegalProtections>).

- Was there a 2003 mandate that shelters have to be open 72 hours before ARC can go in or one that took sheltering away from ARC and gave it to local DSS? (Farmville)
 - Answer (Dawn Brantley, VDEM): Please consult the attorney who represents your local DSS.
- Where is the state getting all the manpower? (Farmville)
 - Answer (Dawn Brantley, VDEM): There are many options already in place for supporting staffing needs: EMAC, ARC, and the Adjunct Emergency Workforce. There may even be the possibility of utilizing statewide mutual aid. We are going to look at

- each of these options and plan to create a process that is flexible and capable of pulling trained staff from a number of these options.
- What is the planning percentage that should be used for anticipating sheltering needs? (Farmville)
 - Answer (Dawn Brantley, VDEM): 10%
 - How will the state prioritize who will get resources? Will bigger cities get more? Sooner? (Farmville)
 - Answer (Dawn Brantley, VDEM): Prioritization will definitely need to occur, particularly for the most limited resources. I cannot tell you today what the criteria or process will be but I can tell you that we will be addressing that during the development of the strategy.

Follow Up Tasks

- Dawn Brantley will discuss timeframes for requesting conex supplies with VDEM Logistics and will provide a response.
- Localities are encouraged to contact their local counsel about the autonomy of schools and coverage for volunteers working in their locality or other localities.

TRAINING

Training needs were identified at most of the listening sessions. **The most common training needs were for disability integration and shelter management.**

***Event(s) where the statement was made is provided in parenthesis.*

Concerns identified:

- ARC is no longer the "go to" training source for shelter training and we need to recognize this. (Williamsburg)
- Shelter management training is needed, staffing is short. VDEM's 1/2 day training may bridge gaps. (Salem)
- Training in pet sheltering would be beneficial for the Middle Peninsula (Tappahannock)
- We need more training on available state resources. (Farmville)
- Training needs in shelters for language assistance (Charlottesville)

Ideas and suggestions identified:

- Would like to have a Getting It Right conference in Region 6. (Salem)
- Just in time training (JITT) [for disability integration] when opening a shelter would be helpful (Salem, Tappahannock); JITT for ADA compliance and AFN would be very helpful (Winchester); JITT needs for shelter staffing, federal regulations, hands on training needed as well as guidelines, delivery strategies, consider length of training or possibly combination training, online lecture plus hands on (Charlottesville)
- Bring in experts to share their experiences rather than asking questions about what we do at the local level. (Fairfax)
- Shelter set up JITT would be helpful (Salem)
- Would like to have shelter training or at least an outline of training topics, i.e., train on these things. (Norfolk)
- Need training on difference between pets and service animals and guidance on the topic. (Fairfax)
- JITT is imperative and needs to be standardized across the board. If ARC does it one way in Fairfax, it needs to be the same in southwest Virginia. (Marion)
- Break up training instead of expecting 2 full days. Could also consider making it an online training. (Farmville)

Questions:

- Is there discussion regarding training of state and other staff to fulfill requests and needs in the local shelters? (Fairfax)
 - Answer (Dawn Brantley, VDEM): Yes. And we are looking at more than just VDSS staff.

Follow Up Tasks

None identified.

OTHER

***Event(s) where the statement was made is provided in parenthesis.*

Tools and resources identified:

- Around 2008 there was a required survey that was submitted to VDEM by localities regarding shelter needs. Survey was required by VDEM but seems to have gotten sucked in to a black hole at the state. (Salem)
- Near Southwest Preparedness Alliance is working on a trailer with supplies that could be used by localities as a resource, however if called for, there may not be a driver to deliver it. (Salem)

Questions:

- How is the state using modeling and simulation information regarding mass evacuation of the tidewater area? (Williamsburg)
 - Answer (Bruce Sterling, VDEM): We get our numbers from the hurricane evacuation study. What has been done historically have been maps showing worst case scenario flooding, and we have used this graphic to evacuate during a storm which results in an over-evacuation. The hurricane evacuation study is being updated and instead of using the worst case scenario is looking at the impacts from storm approaching from different directions. This will reduce the footprint of necessary evacuations. This will also allow us to look at facilities that may be used that were excluded historically due to the way the evacuation maps were developed. This is an 18 month project.
 - Follow up question: Do you know if this new study will be able to model wind speed inland?
 - Answer (Bruce Sterling, VDEM): No just looking at storm surge.
- What resources are available for recovery housing? (Norfolk)
 - Answer (Dawn Brantley, VDEM): The answer to that is 'it depends'. What is your local or regional recovery plan and what are the identified resources? What resources are available day-to-day? For state-declared events, the Virginia Disaster Housing Task Force will be activated if there is a need for recovery housing support to localities or for state-provided housing recovery resources. Resources available through or from the state may include group home sites, Community Development Block Grant funds, or assistance working with non-profits or the private sector to secure resources and support. There is never a guarantee of a federal individual assistance (IA) declaration and recovery housing is a local responsibility that the state may be able to assist with; as such, each locality should not plan to wait on FEMA and should activate their recovery plan as soon as the need is identified while alerting the state to unmet housing needs as quickly as possible.
- Is it a requirement for nursing home and assisted living facilities to share their plans with local emergency managers? If yes, why are we only seeing a few each year? How are they getting licensed without a review? (Norfolk)

- Answer (VDH representative): Yes it is a requirement. I don't know why you aren't seeing more. They don't come to the VDH emergency planner; they go to a different department within VDH.
- Additional information from VDH: Assisted Living Facilities are the responsibility of VDSS. VDH's Division of Licensure and Certification has a checklist to use when they inspect Long Term Care Facilities and they do check to see if there is an emergency plan, but it is my understanding they do not get a copy to retain. Licensure and Certification does not read or collect the plan and nothing happens if they do have a plan. If they do not, they are 'written up'. Review of the plans is the responsibility of the local emergency manager but no state agency is required to or responsible for ensuring these plans are submitted to the local emergency manager.
- Is it possible to get VDH to forward plans they have for nursing homes and assisted living facilities? (Norfolk)
 - Additional information from VDH: See above – VDH does not review or collect plans.

Follow Up Tasks

- Dawn Brantley will find out what this 2008 survey was and locate the data to include in strategy development.

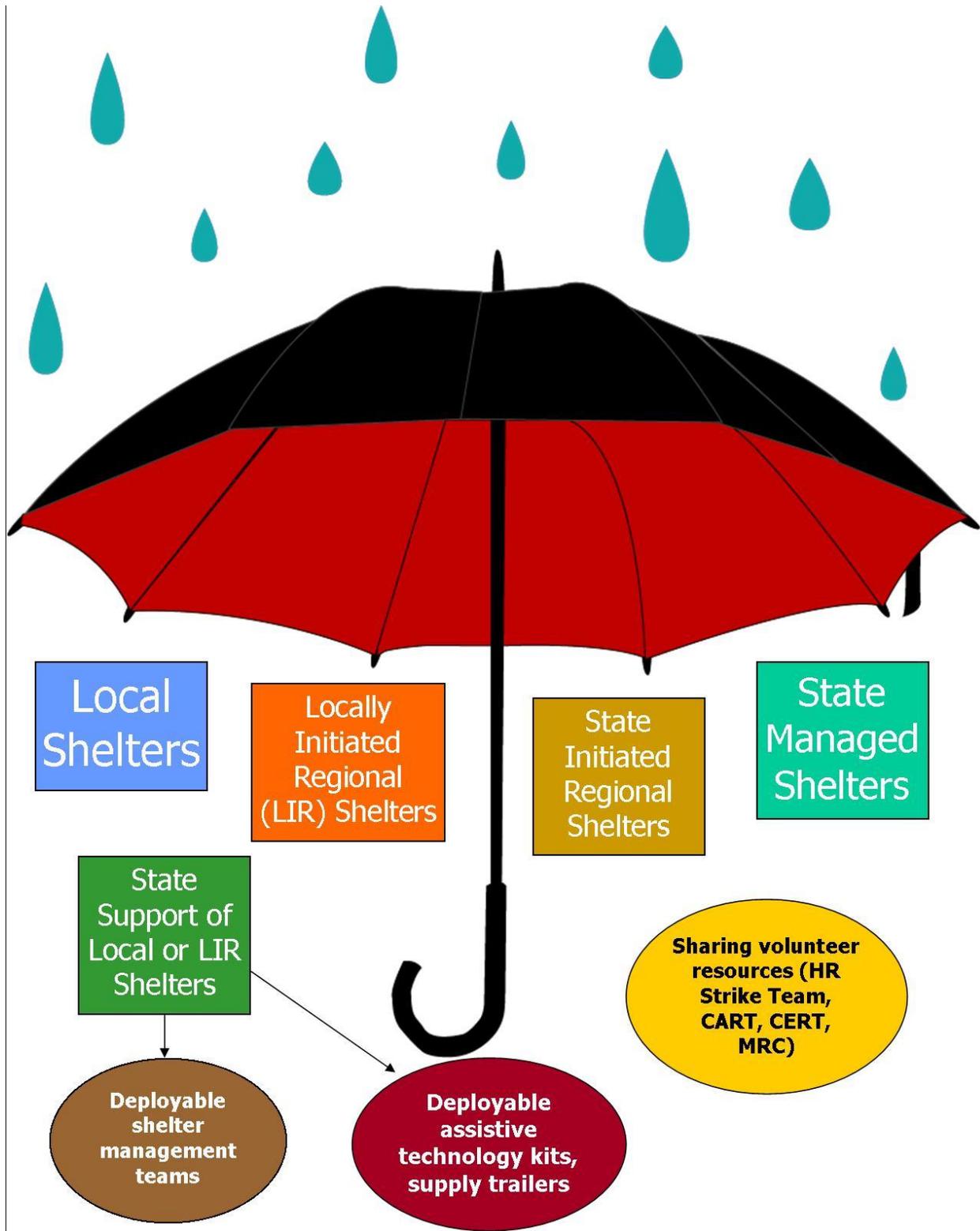
Non-Strategy-Related Sheltering Issues Identified

These issues were identified at the listening sessions but are not directly related to the development of the statewide sheltering strategy. These issues will need to be addressed:

1. Funding for backup power including assessments, purchasing generator or solar arrays, installation of generator or solar arrays, and maintenance (pages 11-12).
2. Need Dr. Stern to initiate a national level discussion regarding the inability to purchase generators with federal grant funds (pg. 11).
3. Funding for ADA site surveys and retrofits (page 12).
4. Licensing and inspection of group homes and congregate care facilities should be aligned with plan review and they should be required to have generators (page 13).
5. Training and education for localities on ADA compliance, disability integration and limited English proficiency (pages 14-18, 25, 45).
6. Clearly outline in the application process what the localities need to provide. Grants sometimes need a 50/50 match for large items which is difficult for the localities (page 20).
7. Concern expressed about the 10,000 questions that locals get from the VEOC during activations about shelters. Localities need to know how to report, when, and what (page 23).
8. A real-time common operating platform is needed such as software or phones. Need a cohesive software platform. (page 23)
9. Common technology systems that work together among agencies and jurisdictions are necessary to facilitate reunifications. (page 23)
10. Legal concerns related to sheltering in general (pages 25-26):
 - a. We have been told that there are contracts to assist, do we need to have laws that there are penalties for contractors that do not show up. Are there penalties for that? (Williamsburg)
 - b. Will the Attorney General's office provide a formal opinion on allowing guns and sex offenders into shelters that can be used as guidance by local governments? (Richmond)
 - c. What about restraining orders as they relate to two people in the shelter? (Marion)
 - d. Do people serving food to shelterees or evacuees need a food handler's permit to serve the food? (Marion) *See answer from VDH on page 27.*
 - e. Firearms in shelters (Culpeper)
 - f. Possible state code or executive order mandating local DSS staffing shelters.
11. Training for localities on pet sheltering (page 45).
12. Identification of process for submission and review of long term care facility emergency plans (page 46-47).

Attachment 1: Regional Listening Session Visuals

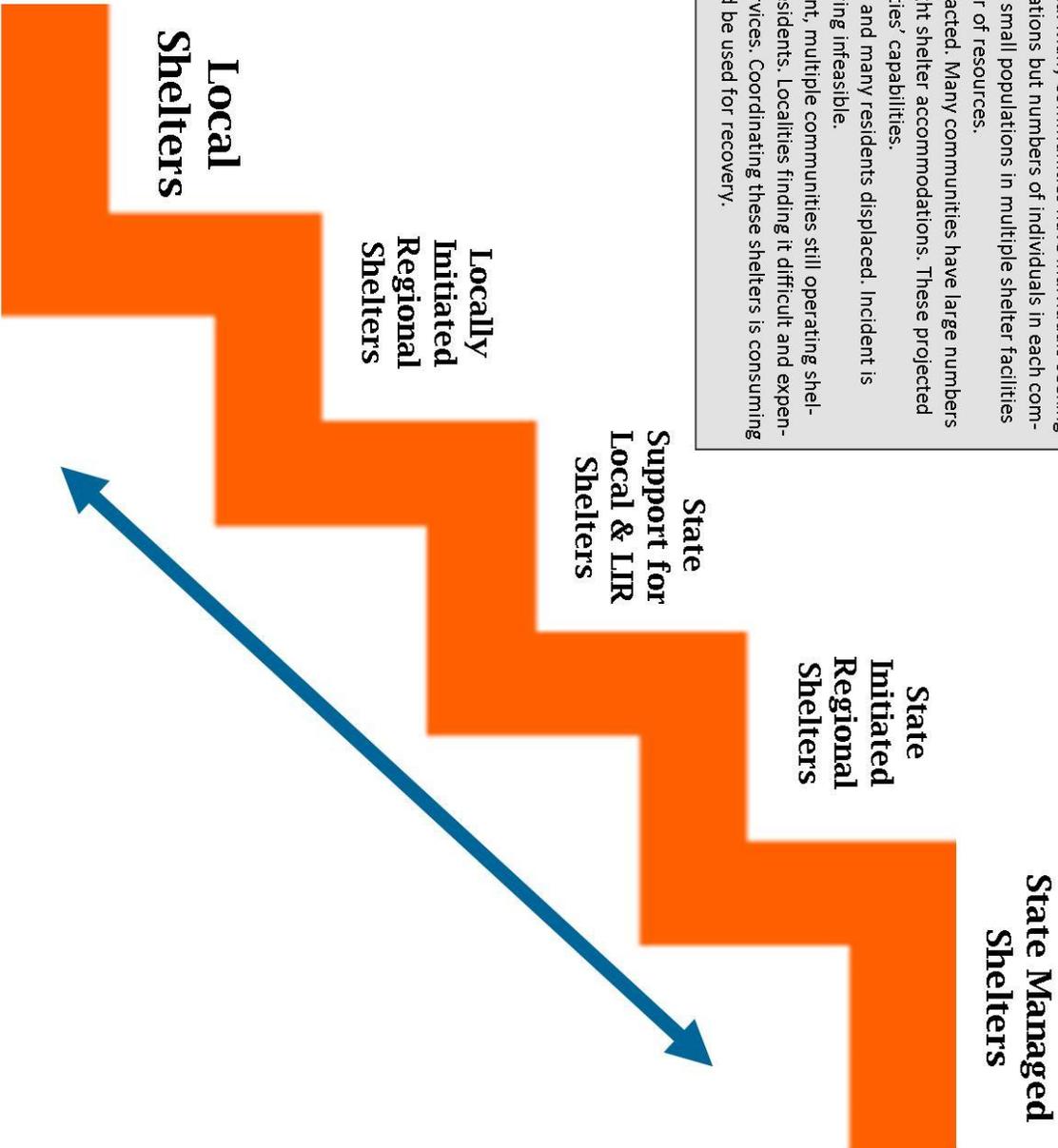
<p>Purpose:</p> <p>Develop and implement a statewide sheltering strategy that addresses the gaps and concerns related to sheltering at the local, regional, and state levels by efficiently utilizing state and regional resources to augment and enhance local capacity and capabilities.</p>
<p>Process:</p> <p>Step 1: Identify gaps and concerns. Step 2: Aggregate and analyze identified gaps and concerns. Step 3: Evaluate best practices and lessons learned in other states. Step 4: Seek input and ideas from local and regional partners and stakeholders. Step 5: Develop the new statewide sheltering strategy and send for review to state, regional and local partners and stakeholders. Step 6: Implement final, approved strategy.</p>
<p>Payoff:</p> <p>Establishment of a statewide strategy that supports the localities and meets the needs of the Commonwealth's citizens and visitors.</p>



Situations Requiring a Coordinated Shelter Strategy

-Adapted from Massachusetts Statewide Mass Care and Shelter Coordination Plan

1. Several communities impacted. Many communities have individuals seeking overnight shelter accommodations but numbers of individuals in each community very small. Sheltering small populations in multiple shelter facilities would require a great number of resources.
2. Several communities are impacted. Many communities have large numbers of individuals seeking overnight shelter accommodations. These projected needs exceed local communities' capabilities.
3. Many communities impacted and many residents displaced. Incident is catastrophic and local sheltering infeasible.
4. Several weeks after an incident, multiple communities still operating shelters with small numbers of residents. Localities finding it difficult and expensive to continue providing services. Coordinating these shelters is consuming resources and staff that could be used for recovery.



Who	Does What	By When	What is the follow up?
Dawn Brantley	Establishes Mass Care Taskforce	Jan 15, 2016	<ol style="list-style-type: none"> 1. Email notification of taskforce launch, membership, purpose, and plan of work
Mass Care Taskforce	Develops statewide sheltering strategy	May 27, 2016	<ol style="list-style-type: none"> 1. Provide draft strategy to VDEM, VDSS, Secretary's Office for review and revision
Dawn Brantley	Provides draft strategy for review and revision	June 1 - Aug 30, 2016	<ol style="list-style-type: none"> 1. Provision of new strategy to state, regional, local and community stakeholders for review and revision 2. State partner meetings to provide opportunities for discussion and input. 3. Regional meetings to provide additional opportunities for discussion and input.
Dawn Brantley	Submits final draft of statewide sheltering strategy to VDEM for approval	September 30, 2016	<ol style="list-style-type: none"> 1. Notification of approval or need to revise 2. If approved, final version of strategy provided to state, local, and regional partners and stakeholders.