

# North Central Texas Shelter Framework

June 2016

This framework is intended to provide guidance and is not prescriptive or comprehensive. The actions described in this framework are not necessarily completed during every incident, nor is every activity that may be required described in this plan. Federal, state and local agency personnel should use judgment and discretion to determine the most appropriate actions at the time of the incident. The guidelines provided in this framework are not intended to override local or regional plans, but should complement those planning activities.

This framework does not prohibit any jurisdiction from implementing additional requirements or operating procedures within that jurisdiction.

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## Preface

The North Central Texas Shelter Hub Framework is designed to outline how the region will coordinate the arrival, transportation and the designated placement of evacuees who are sheltered in the North Central Texas area during an evacuation from the Texas coast, the State of Louisiana or other instances where a mass evacuation may occur.

This plan complies with Homeland Security Presidential Directive 5 (HSPD-5) and Presidential Policy Directive 8 (PPD-8) and takes into account the needs of the whole community. The state and organizations involved operate within the principles of the National Incident Management System (NIMS) in support of the National Response Framework (NRF).

## Using this Document

**This document is part of the regional sheltering effort. This section explains how this annex integrates with the framework and how and where to find additional supporting information.**

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This document is not designed to be read from cover to cover. Use this page as a navigation tool to help quickly find the information you need.

Start here for general background information, goals and assumptions **4**

Find decision-making guidance and timelines here **10**

Turn here for checklist of each agency's responsibilities **13**

When you see a reference arrow (↗), look at the bottom of the page for a hyperlink to additional information from the State of Texas.

For a list of acronyms and explanation of common terms for use alongside this document, please visit **the State of Texas Acronyms and Terms (STAT) Book.**<sup>↗</sup>

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<sup>↗</sup> **State of Texas Acronyms and Terms (STAT) Book**

This document is designed to integrate vertically with state, local, regional and federal plans.

## **Overview and Purpose**

**Successful operation of the North Central Texas Shelter Hub relies on the effective coordination between multiple levels of government. This plan defines a standard approach to providing shelter hub operational support.**

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### **Goal**

To facilitate the communication and coordination of shelter operations when jurisdictions in the North Central Texas area are requested to shelter evacuees from outside of their jurisdiction.

### **Audience**

- Texas Emergency Management Council representatives.
- State Operation Center personnel.
- Disaster District Committee Chairs.
- Local jurisdictions with sheltering responsibilities.
- The State of Louisiana-GOHSEP.
- Other evacuation stakeholders.

### **Planning Assumptions**

- The State of Texas State Operations Center requests the activation of shelter hub operations.
- Evacuees may come from outside the North Central Texas area.
- Evacuees will arrive into the Metroplex by various transportation methods, including personal vehicles.
- Point to point shelter agreements may be present in the Dallas – Fort Worth area.
- Successful local shelter operations may require assistance from the State of Texas.
- The shelter hub framework requires a minimum of 24-36 hours to be fully operational.
- Evacuees will arrive with service animals and pets.
- This plan outlines guidelines for emergency sheltering, not temporary housing, with phased repatriation back to areas closer to impacted areas.

## Concept of Operations

**This section outlines the functional strategies by which the North Central Texas Shelter Hub is supported by Disaster District 4 Garland/Hurst, state partners, and other agencies or jurisdictions involved in shelter hub operations in the North Central Texas Region.**

Successful shelter hub operations require a complex coordination of city, county, state, non-profit and private sector partners. Coordinated operation of the shelter hub system allows for the equitable distribution of individuals requiring sheltering across the region, the effective use of resources and the ability of jurisdiction(s) to operate in coordination with statewide partners.

Shelter hub operations are successful when:

- Activation procedures of the shelter hub system are clearly outlined and understood.
- Regional operational strategies are understood.
- Shelter evacuee placement decisions are made according to pre-existing strategies.
- Effective communication tools are used to coordinate the flow of information across all layers of government.

Three operational strategies are outlined in this document to facilitate successful operations of the North Central Texas shelter hub system.

Strategy 1 – Define the shelter hub framework support processes.

Strategy 2 – Define an operational strategy for regional coordination.

Strategy 3 – Decision-making support for the distribution order of evacuees

The strategies described above are designed to be used by the state or DDCs and do not override local policies, procedures or plans.

## **Strategy 1: Define the shelter hub framework support process.**

**This section describes the activities of DDCs leading up to the activation of the Mesquite Reception Center, the Vehicle Replenishment Point and support from other organizations.**

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The State of Texas State Operations Center (SOC) may activate the Mesquite Reception Center located in and operated by the City of Mesquite. This activation may come from the SOC in the form of a mission tasking via WebEOC. In order to prepare for activation of the reception center, several important tasks must take place before a mission tasking is issued.

Those tasks include:

- Opening lines of communication between all DDCs.
- Notifying DFW Airport and Dallas Love Field of the intent to shelter in North Texas.
- Polling local jurisdictions current shelter capacity.
- Establishing operational battle rhythms and an evacuee distribution order.

The State of Texas SOC may also request activation of the Vehicle Replenishment Point (VRP) to restock and refuel buses after evacuees have been transported to shelter locations. The VRP would be located in and operated by the City of Arlington in conjunction with state and/or private resources. This activation may come from the SOC in the form of a mission tasking via WebEOC. Prior to activation of the VRP, the City of Arlington must make space available for the arrival of state and/or private transportation resources.

The diagram on the next page is designed to display some of the major components of Strategy1: Define shelter hub framework support process.

<b>Host Jurisdictions</b>	<b>NCT DDCs</b>	<b>SOC</b>
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Tropical Event Threatens Texas coast

Initiate communications with coastal DDCs

Create Incident in WebEOC

Establish Texas and SOC battle rhythm

Establish North Central Texas battle rhythm

Request shelter availability from counties in each DDC AOR

Notify DFW and Love Field airports

Counties request shelter availability from cities in their respective county

Counties receive shelter availability and create county "batting order"

DDCs receive shelter availability and "batting order" from counties

Develop evacuee distribution roster

Continue monitoring the situation

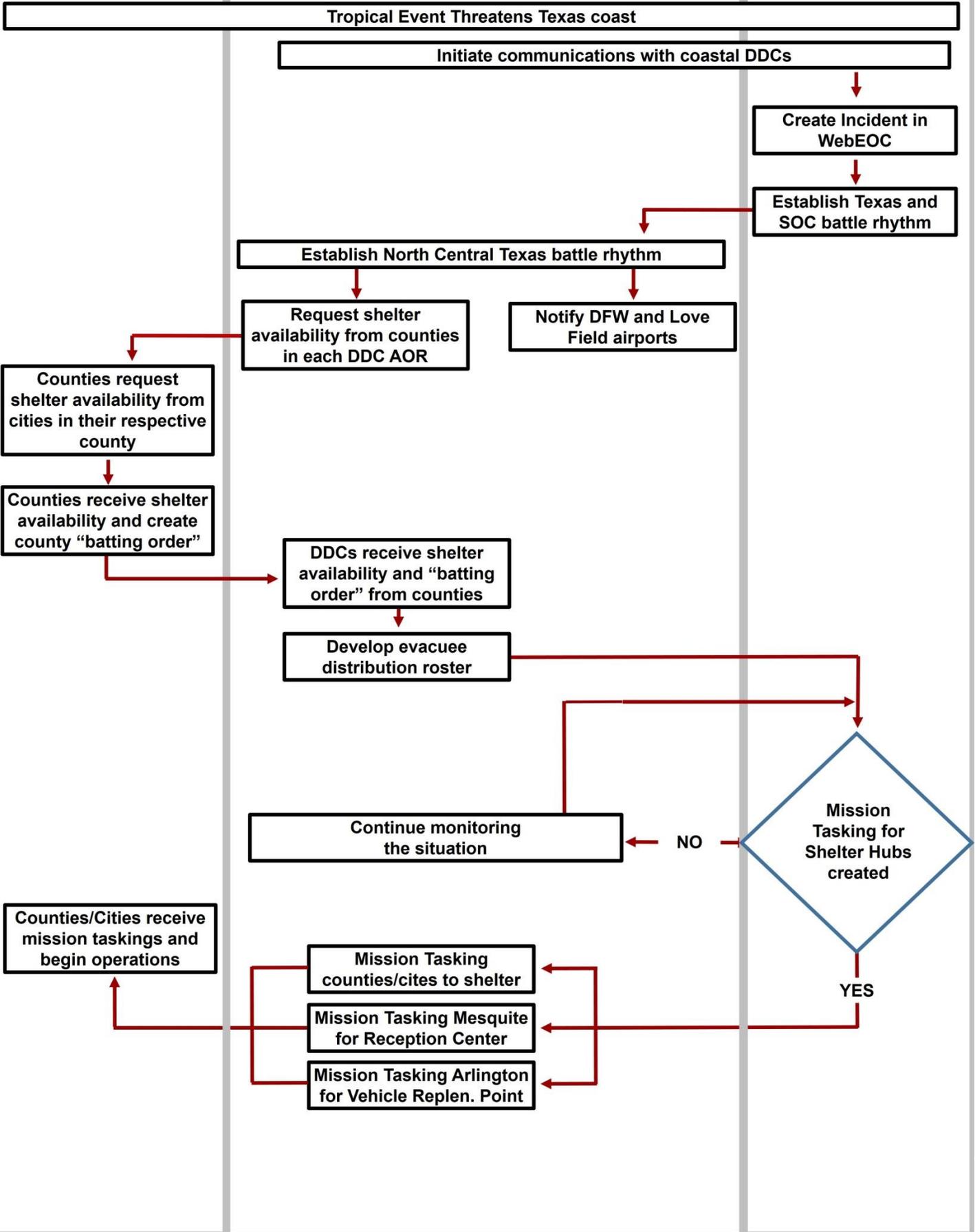
Mission Tasking for Shelter Hubs created

Counties/Cities receive mission taskings and begin operations

Mission Tasking counties/cities to shelter

Mission Tasking Mesquite for Reception Center

Mission Tasking Arlington for Vehicle Replen. Point



## **Strategy 2: Define an operational strategy for regional coordination.**

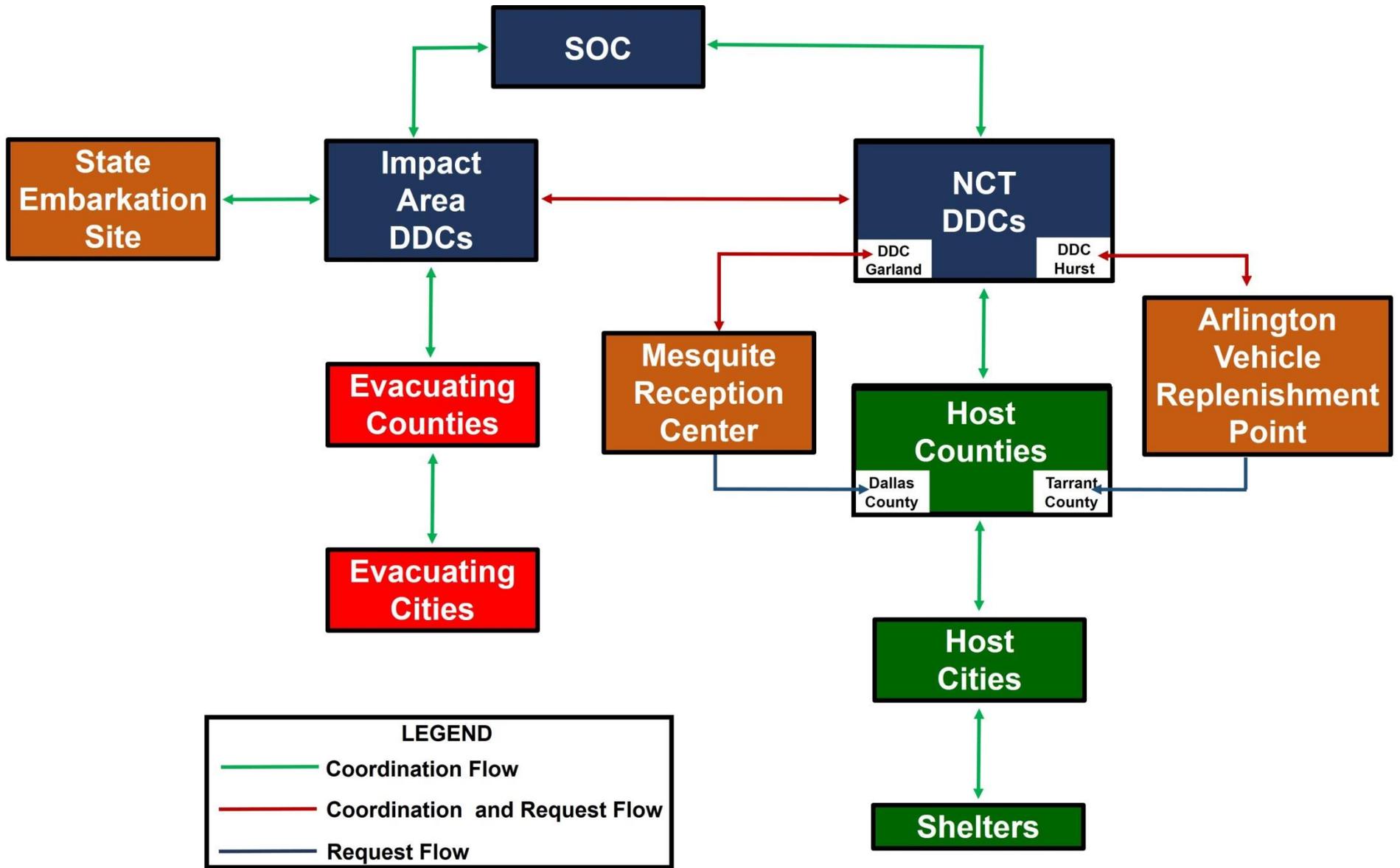
**This section gives an overview of how organizations involved coordinate during active sheltering operations in North Central Texas.**

When evacuees depart a state embarkation site or evacuated area, they will move toward the Dallas-Fort Worth Metroplex to the Mesquite Reception Center. Disaster District Committee 4 Garland and Hurst will work to support the operations of the local jurisdictions.

Below is a list of pre-defined processes to outline communication and coordination channels when shelter operations have been activated in the north central Texas region.

- DDCs Hurst and Garland will coordinate with one another
- DDC liaisons will be provided from Hurst to Garland and from Garland to Hurst.
- DDC 4 Garland and DDC 4 Hurst coordinate with the American Red Cross, Texas Military Department and other support organizations as necessary and required by the operation.
- DDCs coordinate with the State Operations Center.
- DDC 4 Garland coordinates with evacuating jurisdictions laterally and working through the SOC.
- All DDCs will coordinate with their respective counties.
- All counties will coordinate with the jurisdictions within their respective geographic boundaries.
- The Mesquite Reception Center coordinates information with DDC 4 Garland and will request resources from the state through Dallas County.
- The Vehicle Replenishment Point in Arlington coordinates information with DDC 4 Hurst and will request resources from the state through Tarrant County.
- Evacuees arriving by plane to Dallas Love Field or DFW International Airport will be transported directly to sheltering jurisdictions via state-provided busses.
- A regional Joint Information System (JIS) will be activated as needed.

The diagram on the next page explains how organizations involved coordinate with each other during active shelter operations in North Central Texas.



## **Strategy 3: Decision making support for the distribution order of evacuees.**

**The section below outlines decision making processes and factors for shelter opening and closing methodology.**

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Based on county prioritization, the following principles should be considered:

- Based on expected inflow, the DDC may request shelters “ramp up” and prepare to open for surge capacity. As a shelter is opened, the DDC will request the next shelter on the “batting order” to ramp up until the DDC confirms from the state that evacuation efforts are complete.
- Available large capacity shelters closest to the Mesquite Reception Center, Dallas Love Field, and/or Dallas-Fort Worth International Airport will be opened before smaller or more distant shelters, as appropriate
- Self-sufficient shelters (those that require limited or no state resources to open) will be opened first to maximize resource availability.
- Balance shelter locations and burden.
- When an open shelter accepts self-evacuees and processes them into their operations, they will maintain accurate counts of all evacuees taking shelter and report such to the county and DDC. The DDC will ascertain available shelter space remaining from an open shelter before making additional distributions to it.

Guiding thoughts on shelter closing/collapsing methodology will be:

- Collapse shelters within a county first as evacuees begin to return home
- Collapse smaller shelters into larger open shelters within the region.
- Collapse shelters from outlying areas into metro areas as appropriate.
- Make every effort to limit the number of times an evacuee is moved from shelter to shelter. The goal is to move an evacuee only once.
- Jurisdictions are requested to provide 24 hour notice prior to closing a shelter

The schedule below includes expected events; the list is not prescriptive and will be implemented based on sound situational awareness and event driven requirements.

Approximate Time	Event	Trigger Point	Responsible Agency
H-120	Hurricane threat detected (Category 3 or greater)		
	DDC 4 Garland & Hurst initiates coordination/communication with coastal DDCs and the SOC		TDEM-DDCs/SOC
	WebEOC incident established	Yes	TDEM-SOC
	DDC 4 Hurst and Garland establish coordinated battle rhythm (NCT Battle Rhythm)	Yes	DDCs/Local Jurisdictions
H-102	SOC requests DDC's to poll for regional shelter availability	Yes	TDEM-SOC
	DDC's request county EMC's to poll local jurisdictions		DDCs
H-96	NDMS Patient Rostering and Evacuation Plan to DFW Hospitals begins	Yes	TXDHS/SHS/HHS
H-72	State of Texas activates the Mesquite Reception Center through STAR	Yes	TDEM-SOC
	State of Texas activates Vehicle Replenishment Point through STAR	Yes	TDEM-SOC
	State of Texas activates initial shelter facilities through STAR	Yes	TDEM-SOC
H-64	Counties return shelter availabilities		Local Jurisdictions
	DDCs ask counties to develop county-specific shelter populating order		DDCs

H-56	Counties return their county-specific shelter populating order to DCs		Local Jurisdictions
	DDC liaisons activated to respective DDCs		DDCs
H-54	DDC 4 Hurst communicates shelter population order to DDC 4 Garland		DDC Hurst
	DDC 4 Garland (in coordination with 4 Hurst) determines area shelter populating order		DDCs
H-52	Pre-identified State resources will be in-region and operational	Yes	TDEM-SOC
	DDC 4 Garland publishes regional shelter population order	Yes	DDC Garland
H-48	Air Evacuation begins	Yes	TDEM/FEMA
	Mesquite Reception Center operational, begins receiving evacuees	Yes	City of Mesquite
	First shelter open, ready to accept evacuees	Yes	Local Jurisdictions

# Assignment of Responsibilities

This section specifies the responsibilities of stakeholders with capabilities during the duration of shelter hub operations.

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Jurisdictions, agencies and organizations that support shelter hub operations response may be perform the general tasks listed below.

## General Responsibilities

General Responsibilities Checklist	
Complete	Task
<input type="checkbox"/>	Determine staff requirements.
<input type="checkbox"/>	Identify specific personnel who can fill extended emergency duty positions in required positions. Ensure that the number of personnel identified is adequate.
<input type="checkbox"/>	Train representatives in accordance with NIMS requirements and ensure that these representatives are made aware of the capabilities of their parent organization to provide assistance and support and be prepared to provide recommendations.
<input type="checkbox"/>	Ensure appropriate action guides and standard operating guides are developed and maintained.
<input type="checkbox"/>	Develop and maintain contact lists and notification procedures.
<input type="checkbox"/>	Develop and maintain procedures for identifying, locating, committing, deploying and accounting for agency emergency support resources.
<input type="checkbox"/>	Assist with fulfilling intrastate and interstate mutual aid when possible.
<input type="checkbox"/>	Provide situational and operational status reports in accordance with existing procedures and/or as requested by the primary agency.
<input type="checkbox"/>	Support and coordinate functional needs support services.

## Agency/Organization Responsibilities

Responsibilities are organized by stakeholder into preparedness, response and recovery phases. Some agencies provide personnel and/or equipment, while other agencies offer knowledge and expertise in working with response agencies, the vendor community, or commercial organizations or associations in supplying services, or in restoration of disrupted services.

### Disaster District Committee (DDCs)

DDC Responsibilities				
Complete		Phase	Task	Type
<input type="checkbox"/>			Coordinate with DDCs on sheltering operations	
<input type="checkbox"/>			Provide liaison to DDCs when requested	
<input type="checkbox"/>			Provide liaison to Mesquite Reception Center or Arlington Vehicle Replenishment Point when requested	
<input type="checkbox"/>			Coordinate with local jurisdictions within geographic boundaries	
<input type="checkbox"/>			Coordinate with SOC	
<input type="checkbox"/>			Coordinate with evacuating districts	
<input type="checkbox"/>			Activate the DDC when necessary	

### City of Mesquite

City of Mesquite Responsibilities				
Complete		Phase	Task	Type
<input type="checkbox"/>			Operates the Mesquite Reception Center	

### City of Arlington

City of Arlington Responsibilities				
Complete		Phase	Task	Type
<input type="checkbox"/>			Acquire VRP location with adequate space in preparation for arrival of private/State resources.	

## State Operations Center (SOC)

SOC Responsibilities				
Complete		Phase	Task	Type
<input type="checkbox"/>			Create incident in WebEOC.	
<input type="checkbox"/>			Initiates STAR to NCT facilities.	

## Mass Care/ Volunteer Agency Active in Disasters

VOAD/ Mass Care Responsibilities				
Complete		Phase	Task	Type
<input type="checkbox"/>			Provide mass care liaison to the DDC upon request.	
<input type="checkbox"/>			Support local shelter operations in accordance with local agreements and upon request.	

# Authority

Strategic planning guidance and authorities governing the enactment and implementation of this annex are summarized below.

Statute	Authority Relevance	Link
<p>Section 418.050, Texas Government Code</p>	<p>Allows for reentry of areas previously evacuated because of a disaster or threat of disaster.</p> <p>Reentry procedures may vary for different types of disasters.</p> <p>Phased reentry plan shall:</p> <ul style="list-style-type: none"> <li>- Recognize the role of local emergency management directors in making decisions regarding the timing and implementation of reentry plans for a disaster.</li> <li>- Provide local emergency management directors with sufficient flexibility to adjust the plan as necessary to accommodate the circumstances of a particular emergency.</li> </ul> <p>Develop a reentry credentialing process and include its use in the reentry plan.</p> <p>The Texas Department of Public Safety shall provide support for the credentialing process.</p>	<p><a href="http://www.statutes.legis.state.tx.us/Docs/GV/htm/GV.418.htm#418.050">http://www.statutes.legis.state.tx.us/Docs/GV/htm/GV.418.htm#418.050</a></p>
<p>Section 418.117, Texas Government Code</p>	<p>If the assistance of a person who holds a license, certificate, permit, or other document qualification in a professional, mechanical, or other skill is requested by a state agency or local government entity under the system, the person is considered licensed, certified, permitted, or otherwise documented in the political subdivision in which the service is provided as long as the service is required.</p>	<p><a href="http://www.statutes.legis.state.tx.us/Docs/GV/htm/GV.418.htm#418.117">http://www.statutes.legis.state.tx.us/Docs/GV/htm/GV.418.htm#418.117</a></p>
<p>Chapter 508 Texas Health and Safety Code</p>	<p>The commissioner of public health or a health authority may, with respect to an area quarantine imposed under this chapter, exercise any power for a response to the introduction of an environmental or toxic agent into the environment under this section that is authorized by Section 81.085 for a response to an outbreak of a communicable disease.</p>	<p><a href="http://www.statutes.legis.state.tx.us/Docs/HS/htm/HS.508.htm">http://www.statutes.legis.state.tx.us/Docs/HS/htm/HS.508.htm</a></p>
<p>Chapter 778, Texas Health &amp; Safety Code</p>	<p>Whenever any person holds a license, certificate, or other permit issued by any state party to the Compact evidencing the meeting of qualifications for professional, mechanical, or other skills, and when such assistance is requested by the receiving party state, such person shall be deemed licensed, certified, or permitted by the state requesting assistance to render aid involving such skill to meet a declared emergency or disaster, subject to such limitations and conditions as the governor of the requesting state may prescribe by executive order or otherwise.</p>	<p><a href="http://www.statutes.legis.state.tx.us/Docs/HS/htm/HS.778.htm">http://www.statutes.legis.state.tx.us/Docs/HS/htm/HS.778.htm</a></p>

## Maintenance and Changes

This section describes the process by which this document will be maintained and updated.

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### Development and Maintenance

This plan is developed and maintained by the North Central Texas Regional Sheltering Working Group comprised of stakeholder entities having a role in regional mass care operations.

The NCT Shelter framework will be reviewed annually before May 1 and or following a real world/exercise activation. All reviews and updates will be at the discretion of the North Central Texas Regional Sheltering Working Group.

### Record of Change

CHANGE NUMBER	DATE OF CHANGE	CHANGE MADE	INITIALS AND DATE ENTERED
1	April-May 2016	Full plan review and update	NCT Working Group

### **For More Information**

For more information on this framework contact Irish Hancock at [irish.hancock@arlingtontx.gov](mailto:irish.hancock@arlingtontx.gov) or Carrie Little at [clittle@plano.gov](mailto:clittle@plano.gov)

General questions should be directed to Rafael Reyes, District Coordinator (DDC 4 Hurst, Texas Division of Emergency Management, [Rafael.Reyes@dps.texas.gov](mailto:Rafael.Reyes@dps.texas.gov))

**[www.txdps.state.tx.us/dem/Preparedness/plansUnit.htm](http://www.txdps.state.tx.us/dem/Preparedness/plansUnit.htm)**