YORK COUNTY CIVIL DEFENSE OPERATIONS PLAN

SUPPLEMENT B

SHELTER MANAGEMENT GUIDANCE

I. Reference

Federal Civil Defense Act as amended.

Pennsylvania Statutes relating to Civil Defense (P.L. 28, P.L. 37, P.L. 42 and P.L. 47).

Pennsylvania Emergency Operational Plan as amended.

County of York Civil Defense Emergency Operations Plan 1969.

II. Scope

This guidance is limited primarily to those functions related to the reception of people at the shelter facility, their protection and care, up to the time of departure from the shelter into the post-disaster environment.

This guidance will include management, communication, radiological monitoring, safety, supply and maintenance, feeding, sleeping, health, sanitation, information and training.

III. Organization

(Annex 1, 2 and 3)

For effective organizational control the County is sub-divided into twelve (12) Shelter Complex Areas.

The number of Shelter Managers and Assistants necessary to direct and control shelter operations will vary considerably, depending upon the shelter, the availability and competency of the shelter leadership and the environment.

IV. Staffing

Shelter Managers will be primarily composed of public employees if available or volunteers, who shall be appointed by the County Civil Defense Director, upon the recommendation of the Complex Area Directors.

Staff Assistants and Unit Leaders will be appointed by the Shelter Manager from available shelter population.

Shelter Complex Area Directors will maintain a current roster of each Shelter Staff within their respective area. Where shelters lack necessary management personnel, such personnel will be assigned during a period of increased tension, should one occur, or will be recruited from shelter occupants by Shelter Complex Directors if necessary.

Staff $\land ssistants$ and Unit Leaders will be appointed by the Manager from available shelter population.

V. <u>Duties</u> and Responsibilities

Shelter Managers will function as an extension of the County Government within the shelter and will supervise shelter operations until organized units of the County Government can resume direction of the County recovery effort.

Primary responsibility for shelter operations will be exercised by the Shelter Complex Area Headquarters, under the direct control of the local Shelter Manager.

Entry into shelters shall be expedited in an orderly manner. Shelterees shall be permitted to bring into the shelter only those items which would increase shelter habitability and create no extra management problems.

Special health foods and medicines should be retained by the shelterees unless it is desirable to turn them over to the shelter management for safekeeping. General purpose items will be turned into general supply for later reissue.

Each Shelter Manager shall be the final authority in Shelter Policy and Operations within their respective shelters.

 $\underline{\text{Each Shelteree}}$ $\underline{\text{will}}$ $\underline{\text{be registered}}$, data secured will include the following:

Family name and given names, age, sex, martial status and home address of family members in the shelter.

Disability, special dietary requirements, illness or injury requiring medical care or treatment.

Names of absent members of the immediate family and their probable location. (This information will be used for locating missing or separated family members during the Post-Shelter Period).

A complete schedule for Shelter activities will be established.

A 24-hour watch and shelter log will be maintained.

Smoking will be controlled, and prohibited if deemed necessary.

Food and water inventory, preparation and distribution shall be closely controlled by the management.

Health, sanitation and safety rules shall be enforced.

VI. Shelter Operations

Certain task functions, must be accomplished during the in-shelter phase. The more important functions are as defined herein:

Atmosphere and Temperature Control

A livable environment must be maintained during the shelter occupancy period. Effective temperature is a composite measure of temperature, humidity and air movement. At a given effective temperature with sufficient air movement, the environment might be quite comfortable. However, with no perceptible air movement and high humidity, the same effective temperature would be considerably uncomfortable. If body temperatures rise, about 2° F above normal, action will be taken to relieve the situation through air exchange or by moving all or part of the sheltered group to another part of the building for a short period. Similar action should be taken whenever it appears that there is a build-up of excess amounts of carbon dioxide. This can be assumed if a number of persons complain of shortness of breath, dizziness or nausea which cannot readily be attributed to other aspects of the shelter environment.

Radiological Defense

Shelter radiation kits have been stocked in most of the licensed shelters. Where possible, radiological monitors have been assigned to shelters. Instructions for maintenance and operation of radiological monitoring instruments are located inside each kit. There is a little need for elaborate decontamination supplies and equipment in shelters. Simple procedures to brush or wash away, radio active fall-out particles should suffice, detailed decontamination procedures are contained in the radiological monitoring handbook stocked with each shelter monitoring kit. If trained monitors are not available in the shelter, directions in the "Handbook for Radiological Monitors" will enable the untrained person to perform most of the radiological monitoring operations.

Communications

When telephones are available and operable, their use will be limited to the contact of Shelter Complex Area Headquarters or County Emergency Operations Center.

A (Battery Powered) radio receiver is necessary to receive emergency broadcasts of information and instructions. Continuous monitoring of the EBS should be maintained. Broadcast Monitors should log all pertinent information and relay urgent information to the shelter manager.

Messages for dispatch will be limited to those authorized by the shelter manager. Messages should be limited to emergency reports, information and requests, and contact will be maintained only with the Shelter Complex Area Headquarters or the County EOC.

Safety

Shelter Safety Operations include: Fire Prevention and Control, Maintenance of Order, Enforcement of Shelter Rules, and Emergency Escape and Rescue.

<u>Fire Prevention Measures:</u> All available fire fighting equipment should be collected from all parts of the building. Fire fighting operations should be directed by Fire Department Personnel whenever they are available. Prevention and training measures should include:

Instructions in fire prevention and fire fighting procedures.

Control of smoking.

Instructions concerning potential fire hazards such as combustible materials, faulty electrical equipment, wiring, outlets and switches.

Removal of hazardous combustibles and repair or neutralization of faulty electrical equipment and wiring.

Establishment of a 24-hour fire watch and frequent inspection of the shelter.

Fire Control Measures

Extinguish wood, paper, cloth or rubbish fires with water or sand.

Electric current should be turned off immediately when a fire originates from such a source. The fire may then be fought with sand or dry chemical extinguishers.

Extinguishers with a vaporizing liquid such as carbon tetrachloride and chlorobromethane give off toxic fumes and must not be used in the shelter. If extinguishers of this type are found in the shelter, they should be removed or measures taken to assure their proper use.

Determine the cause of any fires which might occur and bring it to the attention of the shelter population in order to prevent a recurrence.

Maintenance of Order: Primary responsibility for maintaining law and order throughout the County during the in-shelter phase, as during all phases of a Civil Defense emergency, will rest with the Police. However, while in shelter Police personnel will support the Shelter Manager, who is the official representative of the County Government. Wherever possible, a shelter security team should be established by the shelter manager, manned by Police personnel if available. In most cases, movement control police will be able to assume in-shelter duties upon completion of the populations movement to shelter. Police personnel who were deployed for movement operations will in effect follow the population into shelters.

In-Shelter Police Functions include:

Protecting life and property.

Providing for the detention of persons who have committed serious crimes until transfer to an appropriate facility is possible.

Enforcing rules and regulations.

Preventing unauthorized exit from shelter.

Moving people out of shelter at the termination of the shelter ${\tt period}_{\:\raisebox{1pt}{\text{\circle*{1.5}}}}$

If qualified law enforcement personnel are not available, public safety functions should be assigned to physically fit and stable personnel.

Procedures should be established to:

Delinate areas for community groups, sick bay, administration, supply etc.

Enforce shelter rules and acceptable standards of individual and group conduct.

Personal possessions, such as <u>weapons</u> (except those in possession of law enforcement personnel), <u>flammable materials</u> (canned heat, ether or alcohol), electrical appliances, and easily spoiled foods will be disposed of, or secured by shelter management. Disturbances, conflicts and disorders may be prevented or minimized by:

Periodic checks to prevent waste of food, water, or other supplies.

Regular patrolling, particularly in large and multi room shelters.

Immediate and forceful corrective action, particularly in the case of serious violations such as assaults, revolt against authority etc.

Keeping the sheltered population informed of existing conditions.

Emergency Escape and Rescue: Whenever fire, structural weakness or collapse, or other conditions threaten the safety of the sheltered population, the shelter manager may order the evacuation of the shelter. Safety personnel will be prepared to direct this movement. The EOC or Shelter Complex Area Headquarters will be notified if such action is required.

If the evacuation of the shelter becomes necessary:

Persons will be directed to the best available fall-out protection. Exits, routes and destination must be clearly defined and announced.

In the event that a shelter will be uninhabitable permanently, persons will be directed to take with them whatever supplies they can carry. If the evacuation is likely to be temporary, persons will be directed to the best available fall-out protection in the vicinity until conditions can be corrected and the shelter safely reoccupied.

Persons subjected to radio-active fall-out, outer garments will be discarded or throughly shaken or brushed in a covered location as far from the shelter area as possible. If shower facilities are available and usable, and there is an adequate supply of water for this purpose, persons requiring decontamination should use these facilities.

Rescue work will be primarily directed toward unblocking exits, releasing persons trapped within the shelter, shoring and reinforcing the shelter, or providing emergency escape exits if regular exits are not usable.

VII. Supply

Basic stocks of food, water, medical, sanitation and radiological supplies are normally provided in licensed fall-out shelters. If a shelter is not provisioned, supplies may be available elsewhere in the building.

Equipment and supplies for the shelter will be inventoried and safeguarded. Items brought into the shelter and which contribute to the welfare of the shelter population will be pooled with the shelter supplies.

Special health foods, medicines and other personal items should be retained by individuals unless it is desirable to turn them over to management for storage and safekeeping. Supplies which are to be retained under central storage, should be collected during shelter entry or as soon thereafter as possible.

Food, water, medical supplies, instruments and tools will be kept under surveillance and should be issued only to the appropriate shelter leaders and not directly to individuals. Strict controls will be maintained to minimize waste and to assure equitable distribution of available supplies.

Daily status reports will be made to the shelter manager to determine the need for any changes in distribution procedures. This report will include the amount of each item on hand, the amount used, the amount remaining at the end of the day, and the length of time the supply should last at the current usage rate.

VIII. Medical and Sanitation

To assure the most effective use of the medical and sanitation shelter kits, it is essential that procedures be established for their use. These procedures should be developed and prescribed jointly by those persons responsible for directing medical and sanitation operations and those responsible for security of shelter supplies.

Medical and sanitation operations will include:

Establishment and Operation of a Sick Bay: As soon as possible after shelter entry operations begin, the shelter manager will direct the establishment of a sick bay in an isolated area of the shelter, if possible. He may institute a daily sick call schedule to provide for the less urgent needs of the shelter population. Selected persons may be recruited from the shelter population to assist medical personnel in such tasks as setting up cots, cleaning equipment, preparing splints and the like.

Establishment and Maintenance of Sanitation Standards

Sanitation Standards: One of the more important tasks of shelter management will be to maintain the general health level of the sheltered population, with the limited amount of medical and sanitation supplies and the closely contained shelter environment. There is always the threat of spreading contagious diseases. Preventive sanitation measures are mandatory. Instruction in basic hygiene should be included in the in-shelter training program.

Toilet Areas

Sanitation kit toilets should be set up in corners of relatively isolated sections of the shelter. If possible, there should be separate facilities for men and women. When using these facilities, children under six years should be accompanied by an adult in order to maintain cleanliness and avoid accidents. Existing sanitary facilities may be used if damage to community sewerage and water systems does not prevent it.

Shelter managers should direct sanitation personnel to make regular inspections of toilet facilities, supervise the disposal of filled waste containers, and set up empty commodes. If possible, filled commodes should be moved to a separate room or to the most isolated section of the shelter until they can be moved outside.

Shelter floors should be kept clean of waste materials. If required, sanitation personnel should request assistance from law enforcement personnel in enforcing sanitation regulations.

Handling the Dead: Bodies of persons who die in shelter should be moved away from the occupied portion of the shelter and be placed in unused rooms, upper floors, or outside the shelter for later removal or burial.

IX. Feeding

Although healthy persons can do without food for a considerable length of time, however, a food supply of each shelter is important to permit people to meet the demands of shelter living.

Basic Food Rations: The food ration provided for licensed shelters consists of approximately 10,000 calories of food per shelter space. The food consists of survival biscuits, crackers or bulgur wafers, and a carbohydrate supplement packed in weather resistant fiberboard cases containing either two 5 gallon cans or six $2\frac{1}{2}$ gallon cans. Any, or a combination of the food items, may be located in any given shelter.

Special Foods: Special foods brought into the shelter should not require cooking. Temperature of food will soon equal the temperature of the shelter. It may be desirable to turn over personal stocks of special foods to shelter management for safekeeping.

Conservation of Food and Water

Conservation of food and water will require strict control of distribution and a continual campaign against waste.

Until the fall-out situation can be assessed, the first day's ration will consist of 750 calories of food and one quart of water per person. Adjustments will be made to increase or decrease this ration when the fall-out situation and probable duration of shelter stay has been determined. Persons will not be given more food than they can consume at a given time.

Scheduling Meals

Even if the food supplies are very limited, it is desirable to serve meals on a regular schedule. It is recommended that shelter management try to distribute five or six servings throughout the day in conjuction with serving of water.

This may take the form of (1) five to six equal servings throughout the day, or (2) three larger servings at hours corresponding to normal mealtimes and two or three smaller amounts between meals mid-morning, mid-afternoon, and before lights out.

Space consideration will dictate where people are fed, as shelters will be too crowded to provide separate eating area, where federally supplied food rations are the only food provided, there is no need for separate feeding areas.

The food ration will be based on a daily allotment of calories as determined by the Shelter Manager.

Food Sanitation and Hygiene

To minimize the threat and spread of disease, it is necessary to take precautionary measures in the preparation and serving of food. Distribution of individual rations and immediate disposal of waste will be a required sanitation procedure. Precautionary measures will include health inspections of feeding personnel, particularly the cleanliness of their hands. Use of plastic, paper or gloves for distribution of food should be mandatory.

Empty containers and waste food should be dumped into plastic bags or other containers after each meal and stored until it is safe to remove them to the outside. If only federal survival supplies are needed, there should be little problem of food waste.

Sleeping Arrangements

Sleeping arrangements in public shelters while austere, must be carefully considered and planned. The Federal provisions placed in shelters do not include sleeping equipment. The sheltered population must sleep on the floor, using their personal effects as pads or covering. Floor pads may be made by utilizing empty fiberboard food boxes. Blankets, air mattresses or portable cots should be allowed inside the shelter if there is enough space. Shelter management will not interfere with personal use of these items unless they are urgently needed for the sick or infirm, or if they create a morale problem.

Sleeping Space

It is the responsibility of the shelter manager to plan and allocate space to provide the most comfortable and manageable sleeping arrangements. The most compact and sanitary sleeping arrangement is head to foot sleeping.

Within groups, persons should be separated on the basis of sex, age and marital status. Single men may be separated from single women by the simple expedient of placing the men at one end of the sleeping area and women at the other, with family groups inbetween.

Bedding

Clothing may have to serve as bedding in the absence of blankets. Persons should be encouraged to lend their extra clothing to those in need.

Sleeping Hours

If only a single open space is available, all people will observe the same sleeping hours. The lowest possible noise and light levels should be enforced during the period.

Unit and section shelter leaders will be held responsible for sleeping arrangements, use of blankets, extra clothing for bedding, etc., within the space assigned to their groups.

XI. Information, Training, Recreation, and Religious Activities

Information and Training

The success of the shelter management will largely depend upon the cooperation, understanding and support of the sheltered population. This response can best be obtained by keeping the people informed concerning the situation within the shelter and when appropriate and known, the National, State and Local situation.

Shelter management is responsible for training the sheltered population in such areas as: shelter rules, regulations, and safety precautions, responsibilities of shelter management and the shelter population, the probable post-attack environment and recovery plans, and acceptable attitudes and relationships.

Recreation

A diversified recreation program, appropriate to both sexes and all age groups, is desirable. Preferences of the sheltered population should be observed whenever possible, but vigorous and strenuous activities should be discouraged in order not to raise the temperature of the shelter and to avoid stimulating appetites for food and water. Friendly competition can do much to build morale and make shelter living more tolerable.

Religious Activities

It is important that provision be made for religious activities, a period should be set aside each day for those who wish to worship or hold religious discussions.

If a clergyman is not present in the shelter, the best qualified layman should plan and conduct spiritual activities. Those selected may be useful in assisting the shelter management with problems involving emotionally disturbed persons. Spiritual activities within the shelter should reflect the thinking and wishes of the shelter population.

BOARD OF COMMISSIONERS

P. JOSEPH RAAL President

Director of Civil Defense

PERMISSIBLE RADEF DOSE AND DOSE RATE

DOSE AND DOSE RATE: Except in an instance of severe necessity when a command decision must be obtained operations will be conducted only in locations where the radiation intensity has been determined to be no greater than 10 r/hr by qualified monitor, or monitors using instrumentation.

THE PERMISSIBLE RADEF DOSE will be the responsibility of the existing government authority, on advice of the Chief of Health Services, or his representative. The Directors of Complex Areas and Shelter Managers will be responsible that their personnel do not exceed the established Permissible RADEF Dose.

In an instance of severe necessity, when a Command Decision must be obtained, the operation will be executed only by personnel who volunteer after being informed of the hazards, and possible consequences.

YORK COUNTY CIVIL DEFENSE OPERATIONS PLAN

SUPPLEMENT B - ANNEX 3

DAILY SCHEDULE FOR SHELTERS

TIME	ACTIVITIES
0700	Reveille
0730	Receive breakfast rations
0800	Eat breakfast
0830	Clean-up
0900	Sick call
0930	Training session or group meeting or continuation of sick call or recreation
1000	Water and biscuit break
1030	Training session
1100	Training session - Ongoing education for children
1130	Free time for quiet activities
1200	Receive lunch rations
1230	Eat lunch
1300	Clean-up
1330	Information and training session - Nap for children
1400	Information and training session - Ongoing education
1430	Emergency drills
.500	Water and biscuit break
530	Recreational activities
.600	Recreational activities
.630	Free time for quiet activities
700	Receive dinner rations
730	Eat dinner
800	Clean-up
830	Daily briefing
900	Training session
930	Planned recreational activities
000	Planned recreational activities

TIME	ACTIVITIES	
2030	Free time for quiet activities	
2100	Free time for quiet activities	
2130	Water and biscuit break	
2200	Free time for quiet activities	
2230	Prepare for sleep	
2300	Lights out	

YORK COUNTY CIVIL DEFENSE OPERATIONS PLAN

SUPPLEMENT B - ANNEX 2

SHELTER SUPPLIES

	ISIONED BY GOVERNMENT			DESIRABLE SUPPLEMENTARY ITEMS
 Food and Water crackers, water supplement (16 space); water 	ers and car	bohydrat	Ingredients for baby formulas, special food for dietary problems, variety of easy to store and prepare foods. Food heating equipment, disposable paplates, utensils and cups. Canned liquids, such as fruit juices soups. Extra water for cooking, washing, and decontamination.	
 Medical and Sa medical care i each kit). 	nitation (n shelter	instruct are cont	ions on ained in	Special medicines
e. MEDICATION	UNIT	KIT A (65 per- sons)	KIT C (325 per- sons)	
Acetylsalicyli acid tablets USP, 5 gr., 500's (aspir USP, 5 gr., 1000s,(aspir	, in) bottle	1	3	
Cascara Sagrad. ext., tablets (laxative), 1 4 gr., 100s	3	1	6	
Eugenol, USP, 1 oz. (tooth- ache remedy)	bottle	1	1	
Eye, nose (and ear) drops, 1/2 oz.	bottle	3	18	
N.F., 1 qt. (dilute for rubbing alcoh		1	6	
Kaolin and pect mixture, 1 pt (diarrhea med cine)	in.			

	ONED BY			DESIRABLE SUPPLEMENTARY ITEMS
MEDICATION (continued)	UNIT	KIT A	KIT C	
Kaolin powder, 40 grams, (alter- native items)	bottle	3	16	
Pencillin G, tabl USP, 250,000 un 100s	ets, its, bottle	2	12	
Petroleum, white, USP, 1 lb. (pe- troleum jelly)		1	3	
Phenobarbital tab USP, 1/2 gr.,				
500s USP, 1/2 gr., 1000s	bottle	1	3	
Soap, surgical, 1-3/4 oz., with 2% hexachloro- phene	cake	6	36	
Sodium bicarbonate USP, 1 1b. (bak- ing soda) USP	e	1	2	
Sodium chloride, USP, 1 lb. (tab: salt)		1	2	
Sulfadiazine table 7-1/2 gr., 500s 7-1/2 gr.,1000s	ets:	1	3	
Tablet, water puri	-			
50s b. DRESSINGS	bottle	2	12	
Bandage, gauze, roller, 2" x 6	UNIT	KIT A	KIT C	
yd., 12s Bandage, muslin, triangular,	pkg.	1	6	
37x37x52"	each	1	6	
Cotton, purified, 1 lb. Pads, gauze, surgical, 4x4", 200s	pkg pkg.	1	6	

PROVISION THE GOVE				DESIRABLE SUPPLEMENTARY ITEMS
MEDICATION (continued)				
c. OTHER	UNIT	KIT A	KIT C	
Applicator, wood, cotton tipped cmd, 1/2" x 6" 100s	pkg.	1	6	
Depressor, tongue wood, 100s	, box	1	3	
Forceps, splinter tweezer, 3-1/2"	,	1	1	
Pin, safety, 1-1/2", 12s	pkg.	3	12	
Scissors, pocket, straight, 4" double blunt	each	1	3	
Syringe, fountain plastic and attachment	each	1	1	
Thermometer, human clinical, oral, stubby bulb, with case		1	4	
d. SANITATION				
Two sizes are furn supplies for 25 c; 50 spaces.	nished-Ki paces, ar	t III w	with IV for	
	SK III	TYPE SK	. IV	
Paper, toilet tissue	5 rolls		rolls	Shallow pans and germicidal solution for hand washing.
Seat, commode, plastic	1 each	1	each	
Opener, can, hand-operated	1 each	1	each	
Pads, sanitary, heavy	1 dozen	2	dozen	Infant supplies.
Pads, sanitary, regular	2 dozen	3	dozen	Paper towels, disposable washcloth packets, deodorants, mouthwash, facial
Gloves, polyet- hylene	1 pair	1	pair	tissues.
Spout, dispensing, water	1 each	1	each	

-	PROVISION THE GOVE		DESIRABLE SUPPLEMENTARY ITEMS		
	SANITATION (continued)	SK III	SK IV		
	Tie-wires, bag closures	1 each	1 each	Trash cans, brooms, mops, dust pans, ash trays, plastic and paper bags, cog and	
	Cups and Lids	35 each	70 each	wheel type can opener.	
	Commode chemical, liquid, bottle	1 pt. ea.	1 qt. ea.	Dry-bulb thermometers, humidity indicator	
	Commode chemical, granular, packet	6 each	12 each		
	Bag-liners, poly- ethylene, commod	e 1 each	l each		
	Instruction Sheet	1 each	1 each		
	Fiberboard Boxes	2 each	2 each		
	Fiber Drum	1 each	1 each	Clothes brushes, shower facilities, raincoats, tarpaulins (plastic, cloth	
	Kits, one per 50-1 (a "Handbook for R	, ooo sherter	spaces		
4.	is contained in each instruments and the Safety (fire protect rescue)-none.	ch kit descr eir use).	ibing the	Pails of sand and/or water, stirruptype water pumps, dry chemical fire extinguishers, tools (mmers, pliers, wrecking bars, screwdrivers, wrenches, saws, rope, shovels, jacks, flashlights, and batteries	
_	is contained in earninstruments and the Safety (fire protection rescue)-none.	ch kit descreir use).	ibing the	water pumps, dry chemical fire exting- uishers, tools (mmers, pliers, wrecking bars, screwdrivers, wrenches, saws, rope, shovels, jacks, flashlights, and batteries Battery powered or transistor radio, telephone and two-way radio, bettery	
	is contained in each instruments and the Safety (fire protect	ch kit descreir use).	ibing the	water pumps, dry chemical fire exting- uishers, tools (mmers, pliers, wrecking bars, screwdrivers, wrenches, saws, rope, shovels, jacks, flashlights, and batteries	
j.	as contained in earlinstruments and the Safety (fire protective rescue)-none. Communications-none Sleeping equipment-	ch kit descreir use). ction, law a	ibing the	water pumps, dry chemical fire exting- uishers, tools (mmers, pliers, wrecking bars, screwdrivers, wrenches, saws, rope, shovels, jacks, flashlights, and batteries Battery powered or transistor radio, telephone and two-way radio, bettery	
j.	is contained in earlinstruments and the Safety (fire protecting rescue)-none. Communications-none	ch kit descreir use). ction, law a	ibing the	water pumps, dry chemical fire exting- uishers, tools (mmers, pliers, wrecking bars, screwdrivers, wrenches, saws, rope, shovels, jacks, flashlights, and batteries Battery powered or transistor radio, telephone and two-way radio, battery powered megaphones, Blankets, sleeping bags, mats, air mattresses, cardboard sheets, cots.	