1. **Concept of Operations**
   1. The Displacement/Mass Care phase is marked by mass care being mobilized and conducting operations throughout an incident to establish shelters and provide other services, but greater emphasis is placed on these activities during the Mass Care phase. During this phase, the evacuating jurisdictions communicate with the host jurisdictions to coordinate numbers and types of evacuees, shelters for them, and potential length of evacuation. Not every evacuation necessitates a robust mass care operation; it is most commonly conducted during long-lasting events. During shelter-in-place operations, mass care may consist of mobile commodity distribution or the establishment of hubs for evacuees to obtain food, water, and information during evacuations that last hours instead of days.
   2. *Key Elements*
      1. Mass Care
         1. Shelters
         2. Coordination with Host Jurisdictions
            1. Number of Evacuees
            2. Type of Evacuees
            3. Length of Evacuation
         3. Shelter-in-Place
            1. Mobile Commodity Distribution
            2. Hubs

Food

Water

Information

* + 1. Phased Re-Entry
       1. Access Level 1 (AL-1) Emergency Response
          1. Emergency Zone is unstable – Emergency Services and authorized support personnel only.
       2. Access Level 2 (AL-2) Response Support
          1. Emergency Zone being stabilized – Key Resources for relief, assessment, stabilization.
    2. Operational Objectives, Priorities, and Critical Considerations
       1. Life-safety and Incident Stabilization
          1. Objectives will be influenced by issuing either evacuation or shelter-in-place orders. These objectives should consider all of the following Critical Considerations:
* Accessibility
* Children and Accompanied Minors
* Homeless Populations
* Individuals with Access and Functional Needs
* Household Pets and Service Animals
* Tourist Populations
* Mass Care and Sheltering Services
* Hospitals and Residential Medical Facilities
* Correctional Facilities
* Fuel Management
* Traffic Management
* Tracking/Evacuee Accountability
  1. *Community Lifelines*
     1. During the Displacement/Mass Care phase a jurisdiction has been fully impacted by an incident. A full assessment of lifelines should be conducted to determine statuses and capabilities. Lifelines will range from Stable (green), Stabilizing (yellow), Unstable (red), and Unknown (gray),



Figure - Community Lifelines example

* 1. *Core Capabilities*

| **Core Capabilities** | |
| --- | --- |
| **Planning** | Conduct a systematic process engaging the whole community as appropriate in the development of executable strategic, operational, and/or tactical-level approaches to meet defined objectives. |
| **Public Information and Warning** | Deliver coordinated, prompt, reliable, and actionable information to the whole community through the use of clear, consistent, accessible, and culturally and linguistically appropriate methods to effectively relay information regarding any threat or hazard, as well as the actions being taken, and the assistance being made available, as appropriate. |
| **Operational Coordination** | Establish and maintain a unified and coordinated operational structure and process that appropriately integrates all critical stakeholders and supports the execution of Core Capabilities. |
| **Infrastructure Systems** | Stabilize critical infrastructure functions, minimize health and safety threats, and efficiently restore and revitalize systems and services to support a viable, resilient community. |
| **Critical Transportation** | Provide transportation (including infrastructure access and accessible transportation services) for response priority objectives, including the evacuation of people and animals, and the delivery of vital response personnel, equipment, and services into the affected areas. |
| **Environmental Response/Health and Safety** | Conduct appropriate measures to ensure the protection of the health and safety of the public and workers, as well as the environment, from all hazards in support of responder operations and the affected communities. |
| **Fatality Management Services** | Provide fatality management services, including decedent remains recovery and victim identification, and work with local, state, tribal, territorial, insular area, and Federal authorities to provide mortuary processes, temporary storage or permanent internment solutions, sharing information with mass care services for the purpose of reunifying family members and caregivers with missing persons/remains, and providing counseling to the bereaved. |
| **Logistics & Supply Chain Management** | Deliver essential commodities, equipment, and services in support of impacted communities and survivors, to include emergency power and fuel support, as well as the coordination of access to community staples. Synchronize logistics capabilities and enable the restoration of impacted supply chains. |
| **Mass Care Services** | Provide life-sustaining and human services to the affected population, to include hydration, feeding, sheltering, temporary housing, evacuee support, reunification, and distribution of emergency supplies. |
| **On-Scene Security, Protection, and Law Enforcement** | Ensure a safe and secure environment through law enforcement and related security and protection operations for people and communities located within affected areas and also for response personnel engaged in lifesaving and life-sustaining operations. |
| **Operational Communications** | Ensure the capacity for timely communications in support of security, situational awareness, and operations, by any and all means available, among and between affected communities in the impact area and all response forces. |
| **Public Health, Healthcare, and Emergency Medical Services** | Provide lifesaving medical treatment via Emergency Medical Services and related operations and avoid additional disease and injury by providing targeted public health, medical, and behavioral health support and products to all affected populations. |
| **Situational Assessment** | Provide all decision makers with decision-relevant information regarding the nature and extent of the hazard, any cascading effects, and the status of the response. |

* 1. *Critical Tasks*

| **Planning** | |
| --- | --- |
| **Critical Task I.D.** | **Critical Task Description** |
| **1** | Develop operational plans that adequately identify critical objectives based on the planning requirement, provide a complete and integrated picture of the sequence and scope of the tasks to achieve the objectives, and are implementable within the timeframe contemplated in the plan using available resources. |

| **Public Information and Warning** | |
| --- | --- |
| **Critical Task I.D.** | **Critical Task Description** |
| **2** | Deliver credible and actionable messages to inform ongoing emergency services and the public about protective measures and other life-sustaining actions, and facilitate the transition to recovery. |

| **Operational Coordination** | |
| --- | --- |
| **Critical Task I.D.** | **Critical Task Description** |
| **2** | Enhance and maintain command, control, and coordination structures consistent with the National Incident Management System (NIMS) to meet basic human needs, stabilize the incident, and transition to recovery. |

| **Infrastructure Systems** | |
| --- | --- |
| **Critical Task I.D.** | **Critical Task Description** |
| **1** | Decrease and stabilize immediate infrastructure threats to the affected population, to include survivors in the heavily damaged zone, nearby communities that may be affected by cascading effects, and mass care support facilities and evacuation processing centers with a focus on life-sustainment and congregate care services. |
| **3** | Provide for the clearance, removal, and disposal of debris. |

| **Critical Transportation** | |
| --- | --- |
| **Critical Task I.D.** | **Critical Task Description** |
| **1** | Establish physical access through appropriate transportation corridors and deliver required resources to save lives and to meet the needs of disaster survivors. |
| **2** | Ensure basic human needs are met, stabilize the incident, transition into recovery for an affected area, and restore basic services and community functionality. |
| **3** | Clear debris from any route type (i.e., road, rail, airfield, port facility, waterway) to facilitate response operations. |

| **Environmental Response/Health and Safety** | |
| --- | --- |
| **Critical Task I.D.** | **Critical Task Description** |
| **1** | Identify, assess, and mitigate worker health and safety hazards, and disseminate health and safety guidance and resources to response and recovery workers. |
| **2** | Minimize public exposure to environmental hazards through assessment of the hazards and implementation of public protective actions. |

| **Fatality Management Services** | |
| --- | --- |
| **Critical Task I.D.** | **Critical Task Description** |
| **1** | Establish and maintain operations to recover a significant number of fatalities over a geographically dispersed area. |
| **2** | Mitigate hazards from remains, facilitate care to survivors, and return remains for final disposition. |

| **Logistics and Supply Chain Management** | |
| --- | --- |
| **Critical Task I.D.** | **Critical Task Description** |
| **1** | Mobilize and deliver governmental, nongovernmental, and private sector resources to save lives, sustain lives, meet basic human needs, stabilize the incident, and transition to recovery, to include moving and delivering resources and services to meet the needs of disaster survivors. |
| **2** | Enhance public and private resource and services support for an affected area. |

| **Mass Care Services** | |
| --- | --- |
| **Critical Task I.D.** | **Critical Task Description** |
| **1** | Move and deliver resources and capabilities to meet the needs of disaster survivors, including individuals with access and functional needs. |
| **2** | Establish, staff, and equip emergency shelters and other temporary housing options (including accessible housing) for the affected population. |

| **On-Scene Security, Protection, and Law Enforcement** | |
| --- | --- |
| **Critical Task I.D.** | **Critical Task Description** |
| **1** | Establish a safe and secure environment in an affected area. |
| **2** | Provide and maintain on-scene security and meet the protection needs of the affected population over a geographically dispersed area while eliminating or mitigating the risk of further damage to persons, property, and the environment. |

| **Operational Communications** | |
| --- | --- |
| **Critical Task I.D.** | **Critical Task Description** |
| **1** | Ensure the capacity to communicate with both the emergency response community and the affected populations and establish interoperable voice and data communications between Federal, tribal, state, and local first responders. |
| **2** | Re-establish sufficient communications infrastructure within the affected areas to support ongoing life-sustaining activities, provide basic human needs, and a transition to recovery. |

| **Public Health, Healthcare, and Emergency Medical Services** | |
| --- | --- |
| **Critical Task I.D.** | **Critical Task Description** |
| **1** | Deliver medical countermeasures to exposed populations. |
| **2** | Complete triage and initial stabilization of casualties, and begin definitive care for those likely to survive their injuries and illnesses. |

| **Situational Assessment** | |
| --- | --- |
| **Critical Task I.D.** | **Critical Task Description** |
| **2** | Deliver enhanced information to reinforce ongoing lifesaving and life-sustaining activities, and engage governmental, private, and civic sector resources within and outside of the affected area to meet basic human needs, stabilize the incident, and transition to recovery. |

1. **Responsibilities**

| Response | Critical Task I.D. | Activity/Action | Organization(s) Involved |
| --- | --- | --- | --- |
| Planning | 1 | Establish Additional Shelter Operations to Meet Identified Needs |  |
| Public Information and Warning | 2 |
| Operational Coordination | 2 |
| Infrastructure Systems | 1 |
| Critical Transportation | 2 |
| Environmental Response/Health and Safety | 1, 2 |
| Logistics and Supply Chain Management | 1, 2 |
| Mass Care Services | 1, 2 |
| On-Scene Security, Protection, and Law Enforcement | 2 |
| Operational Communications | 2 |
| Public Health, Healthcare, and Emergency Medical Services | 1, 2 |
| Situational Assessment | 2 |
| *Operational Coordination* | *2* | *Example: Regularly provide updates to and receive updates from activated evacuation sites (e.g., evacuation transportation sites, Reception Centers) and other facilities.* | *Emergency Management, Human Services* |
| *Situational Assessment* | *2* |
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| Operational Coordination | 2 | Coordinate with Host Jurisdiction (Evacuation) |  |
| Critical Transportation | 2 |
| Environmental Response/Health and Safety | 1, 2 |
| Logistics and Supply Chain Management | 1 |
| Mass Care Services | 1, 2 |
| On-Scene Security, Protection, and Law Enforcement | 2 |
| Public Health, Healthcare, and Emergency Medical Services | 1, 2 |
| Situational Assessment | 2 |
| *Operational Coordination* | *2* | *Example: Communicate situation updates to and from the EOC, especially for pass-through and host communities and other impacted jurisdictions.* | *Emergency Management* |
| *Situational Assessment* | *2* |
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| Planning | 1 | Establish Mobile Commodity Distribution (Shelter-in-Place) |  |
| Public Information and Warning | 2 |
| Operational Coordination | 2 |
| Infrastructure Systems | 1, 3 |
| Critical Transportation | 1, 2, 3 |
| Environmental Response/Health and Safety | 1, 2 |
| Logistics and Supply Chain Management | 1, 2 |
| Mass Care Services | 1 |
| On-Scene Security, Protection, and Law Enforcement | 2 |
| Operational Communications | 1 |
| Situational Assessment | 2 |
| *Critical Transportation* | *2* | *Example: Ensure persons with access and functional needs, and pet populations have suitable supplies (meet basic human needs).* | *Emergency Management, Human Services* |
| *Logistics and Supply Chain Management* | *1* |
| *Mass Care Services* | *1* |
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| Planning | 1 | Establish Hubs for Food, Water, and Information (Shelter-in-Place) |  |
| Public Information and Warning | 2 |
| Operational Coordination | 2 |
| Critical Transportation | 1, 2, 3 |
| Environmental Response/Health and Safety | 1, 2 |
| Logistics and Supply Chain Management | 1, 2 |
| Mass Care Services | 1 |
| On-Scene Security, Protection, and Law Enforcement | 2 |
| Operational Communications | 1 |
| Situational Assessment | 2 |
| *Planning* | *1* | *Example: Ensure signage is clear and well posted and service information is regularly updated.* | *Emergency Management, Human Services* |
| *Public Information and Warning* | *2* |
| *Mass Care Services* | *1* |
| *Operational Coordination* | *2* | *Example: Coordinate resource distribution to community hubs and Community Points of Distribution.* | *Emergency Management, Parks Department* |
| *Logistics and Supply Chain Management* | *1* |
| *Mass Care Services* | *1* |
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| Planning | 1 | Access Level 1 – Emergency Response Activities |  |
| Public Information and Warning | 2 |
| Operational Coordination | 2 |
| Infrastructure Systems | 1, 3 |
| Critical Transportation | 1, 2, 3 |
| Environmental Response/Health and Safety | 1, 2 |
| Fatality Management Services | 1, 2 |
| Logistics and Supply Chain Management | 1, 2 |
| Mass Care Services | 1, 2 |
| On-Scene Security, Protection, and Law Enforcement | 1, 2 |
| Operational Communications | 1, 2 |
| Public Health, Healthcare, and Emergency Medical Services | 1, 2 |
| Situational Assessment | 2 |
| *Planning* | *1* | *Example: Evaluate response objectives and collectively develop priorities and strategic direction; address policy issues and future protective action recommendations.* | *Emergency Management, Law Enforcement, Fire Services, Public Works, Elected/Appointed Officials* |
| *Operational Coordination* | *2* |
| *Situational Assessment* | *2* |
| *Critical Transportation* | *1* | *Example: Clear transportation routes to the extent that it provides at least minimal access.* | *Public Works* |
| *Infrastructure Systems* | *1* |
| *Infrastructure Systems* | *3* | *Example: In response to notification of environmental hazards, provide overall mobilization, management of assessment, and coordination and support of Environmental Health activities through demobilization.* | *Fire Services (HAZMAT Team), Private Sector* |
| *Environmental Response/Health and Safety* | *2* |
| *Logistics and Supply Chain Management* | *2* |
| *Fatality Management Services* | *1* | *Example: Conduct scene evaluation, document, and remove fatalities from scene.* | *EMS, Coroner* |
| *On-Scene Security, Protection, and Law Enforcement* | *1* | *Example: Assess for immediate rescue needs, for remaining safety and security threats, and initiate security operations. Identify and implement protective actions for high priority key facilities or resources that may require heightened security.* | *Law Enforcement* |
| *Situational Assessment* | *2* |
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| Planning | 1 | Access Level 2 – Response Support Activities |  |
| Public Information and Warning | 2 |
| Operational Coordination | 2 |
| Infrastructure Systems | 1, 3 |
| Critical Transportation | 1, 2, 3 |
| Environmental Response/Health and Safety | 1, 2 |
| Fatality Management Services | 1, 2 |
| Logistics and Supply Chain Management | 1, 2 |
| Mass Care Services | 1, 2 |
| On-Scene Security, Protection, and Law Enforcement | 1, 2 |
| Operational Communications | 1, 2 |
| Public Health, Healthcare, and Emergency Medical Services | 1, 2 |
| Situational Assessment | 2 |
| *Infrastructure Systems* | *1, 3* | *Example: Conduct infrastructure site assessments.* | *Public Works, Energy Providers, Law Enforcement, Fire Services, Dam Owners, Hospitals* |
| *Situational Assessment* | *2* |
| *Critical Transportation* | *1, 3* | *Example: Provide the capabilities to enter affected areas and/or areas where a hazard may still exist.* | *Public Works, Fire Services, Law Enforcement* |
| *Environmental Response/Health and Safety* | *1* |
| *On-Scene Security, Protection, and Law Enforcement* | *1* |
| *Infrastructure Systems* | *1* | *Example: Conduct damage assessments and determine the safety of transportation routes.* | *Public Works, Emergency Management* |
| *Environmental Response/Health and Safety* | *1, 2* |
| *Situational Assessment* | *2* |
| *Operational Communication* | *2* | *Example: Re-establish communications infrastructure (internet connections, satellite reception, communications towers, etc.)* | *All Departments, Private Sector* |
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