



**DEPARTMENT OF THE AIR FORCE
HEADQUARTERS AIR FORCE PERSONNEL CENTER
RANDOLPH AIR FORCE BASE TEXAS**

26 Jun 02

MEMORANDUM FOR FAMILY READINESS PROGRAM MANAGERS

FROM: HQ AFPC/DPPTF
550 C STREET WEST, SUITE 11
RANDOLPH AFB TX 78150-4713

SUBJECT: Air Force Repatriation Guide for Family Support Centers

Air Force Family Support Centers (FSC) play a critical role when DoD personnel are repatriated to safehaven locations. Family Support professionals greet and assist repatriated families at the airport, maintain weekly contact and provide support while the families are in safehaven status, and ease the transition back to the departed or designated location. The challenges and frustrations these families face are more manageable due to the dedication, compassion, and professionalism of FSC staffs.

During the past several years we have seen an increasing number of authorized and/or ordered departures of DoD personnel from hot spots around the world. Since 9/11 we have seen even more authorized and ordered departures of families from OCONUS locations. Family Readiness NCOs/Program Managers, FSC staff, and Reserve Family Readiness Directors have played a key role in assisting these families.

This guide provides information on the repatriation process, roles and responsibilities, and points of contact. We suggest you print out the guide and put it in a three-ring binder--you will notice it is broken down into 10 tabs. Included in this guide are tools to help you provide compassionate and professional assistance to families in need. We encourage you to adapt the guide to your base program--include graphics, plans, and information specific to your installation. The information included in this guide focuses on individual family repatriation procedures and not a mass Repatriation Processing Center. In the rare instance that a Repatriation Processing Center is activated, FSC functions are similar to the FAC. Of course, the repatriation process is not a science and you will find that flexibility is the key to successfully assisting families.

If you have any questions or comments about this guide please contact your MAJCOM Family Readiness program manager.

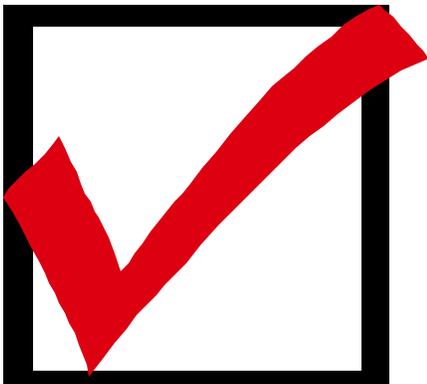
//SIGNED//

PEGGY RAYFIELD
Family Matters Operations

For Your Information...

Roles and Responsibilities

The Personnel Readiness Center (PRC), Family Matters Operations, MAJCOM Family Matters, and FSCs each have a role during a repatriation contingency. Some contingencies are very brief but some families may be in safehaven status for up to 180 days. Readiness NCO follow-up with repatriated families and weekly updates continue until the family returns or relocates to a designated location.



Repatriation Roles and Responsibilities

Family Matters Operations (HQ AFPC/DPPTF)

- Contact, report and arrange required support through MAJCOM/FSCs
- Arrange for an FSC rep to meet families being repatriated at the initial CONUS embarkation point and at the final Safehaven destination
- Ensure FSCs maintain contact with repatriation families
- Ensure MAJCOMs/FSCs provide weekly updates on the families
- Provide weekly updates to HQ AFPC/DPWRC, AFFAM, FORSCOM, and MAJCOM Family Matters

Family Support Center (FSC)

- Contact all evacuees in the Safehaven area and provide support
- Ensure the family is met at the airport
- Brief the family on services available and provide with the Family Matters Ops toll free number (866)299-0596 and the entitlements message (provided by DPPTF)
- Ensure the DD 2585 is properly filled out and collected at first contact with family
- FAX completed DD 2585 to DPPTF (DSN 665-3385) on the duty day following the families arrival
- Maintain regular contact with the family and provide weekly updates to MAJCOM and DPPTF on family well-being, assistance provided, and date of last contact
- Identify and raise emerging FSC issues to appropriate military and civilian agencies

Personnel Readiness Center (PRC) (HQ AFPC/DPWRC)

- AF POC for accountability of AF personnel/family members repatriated to the U.S. (Active Duty, Guard, Reserve, and Civilians)
- Capture the number of personnel/family members potentially affected by a situation which warrants an evacuation
- Identify and provide subsequent follow-on support required by AF personnel who are evacuated and then repatriated to a CONUS/OCONUS Safehaven location
- Update the DMDC central database with info from the DD 2585
- Provide weekly updates to Air Staff and FORSCOM on the status of repatriated families
- Help solve/work issue pertaining to the affected families

MAJCOM FAMILY MATTERS

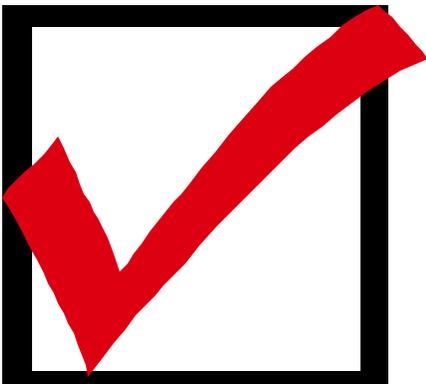
- Coordinate evacuation/repatriation information with FSCs
- Provide weekly updates or ensure FSCs provide weekly updates on repatriated families to DPPTF
- Provide DPPTF with current MAJCOM and FSC emergency contact information for repatriation and family readiness issues

For Your Information...

Repatriation Process

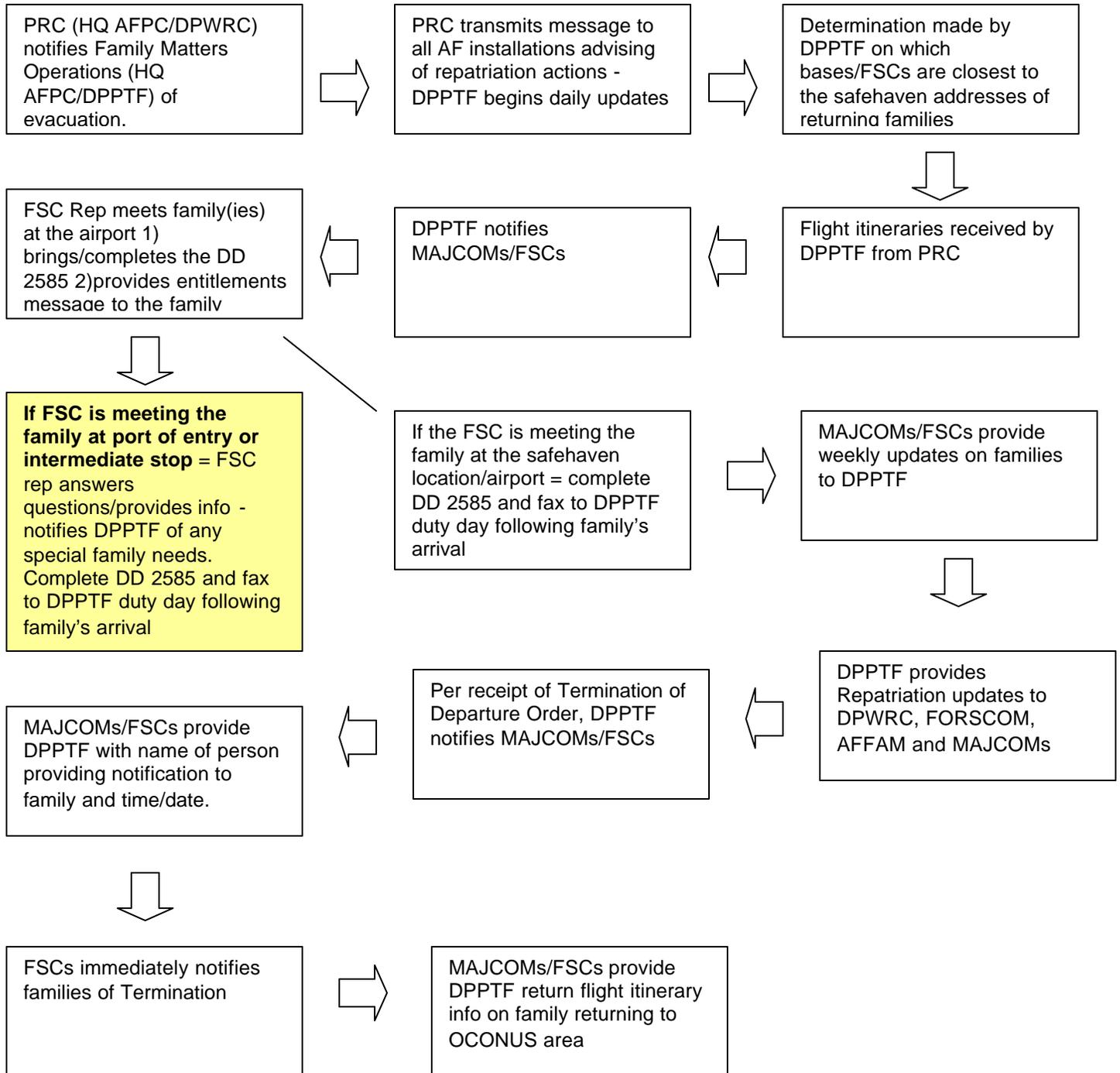
Only one contingency in 1998 involved the establishment of a Joint Reception Coordination Center (JRCC)/Repatriation Processing Center, where all repatriated families in-processed upon arrival in the U.S. at one location. Since the need for a JRCC is rare, it is important to understand how to repatriate individual families. This chart illustrates the process when families DO NOT pass through a JRCC.

Depending on the situation, notification of an arriving family may be very short-notice and information on the family may be sketchy. Each FSC should have procedures in place to respond quickly to a repatriation contingency.



REPATRIATION PROCESS

If a Joint Reception Center (JRC) is not initiated

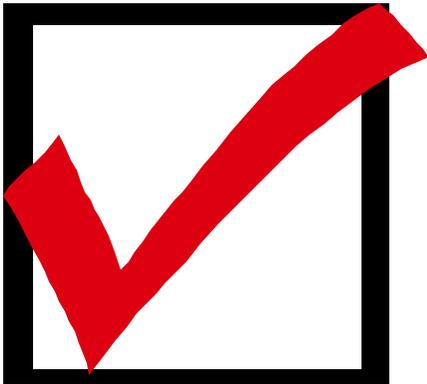


For Your Information...

Personnel Readiness Center (PRC)

The PRC is the AF's executive agent for repatriation and safehaven operations. When the PRC is activated, it will include as a minimum the following members:

- Personnel Readiness Branch (oversight)
- AFPC Call Center
- Financial Management Operations
- Assignments and Procedures Branch
- Civilian Career Management Branch
- Family Matters Operations



HQ AFPC PERSONNEL READINESS CENTER (PRC) OPERATIONS

The PRC is part of the Air Force Manpower and Personnel Readiness Center (MPRC) network. It is activated in conjunction with the Air Force Operations Group (AFOG), at the direction of the commander AFPC, or the Director of Personnel Accountability (HQ AFPC/DPW). When activated, the PRC becomes an extension of the AFPC/CC'S staff, organized to manage crisis situations.

Upon activation all correspondence concerning the crisis flows into and out of the PRC. Any organization requesting AFPC assistance should address their questions to the PRC. During normal duty hours the PRC staff coordinator or NCOIC can be reached at DSN 665-2020. After duty hours, contact DSN 665-2020 OR 1(800)435-9941.

HQ AFPC/DPW is the functional manager of the PRC. The core staff comes from within DPW with all other directorates providing representatives.

The PRC is there to assist installation commanders in any way possible on all issues affecting personnel. It serves as a focal point for commanders in the event personnel are evacuated and communications have been damaged or impaired. In these situations the PRC will act as a central point of contact to pass on information from an installation's command authority to its personnel.

The PRC creates database files for all personnel assigned to an installation threatened by natural disaster. The files are used to aid in the accountability of AF personnel. When evacuated, personnel contact the PRC for information. Their location, emergency phone number, etc., is captured for use by HQ AFPC or their command authority. Captured information is used in the event assignments must be accomplished, to inform family of the individual's status, etc., and most importantly to account for all personnel.

As the situation dictates, the commander may feel it necessary to order the stop movement of personnel. The PRC facilitates this process.

1-800-435-9941 has been established for all Air Force personnel to use in crisis situation to report their location and obtain information about their installation. This number should be provided to all personnel, Active, Guard, Reserve, and Civilian.

The coordination between and installation's command authority and HQ AFPC/PRC is key in ensuring accountability of all personnel and to keep personnel informed of events at their home station.

POC Is HQ AFPC/DPWRC, 1(800)435-9941, DSN 665-2020, or E-mail: afpc.prc@randolph.af.mil

For Your Information...

POCs & Web Sites

Family Matters Operations (HQ AFPC/DPPTF) is the liaison between the FSC/MAJCOMs and the PRC and many other AF and DoD representatives.

When families are evacuated they are provided the toll free numbers for each of the services (AF families are provided the PRC 800 number). However, due to the confusion at the time of the evacuation, FSCs may also need to provide families with these numbers.



REPATRIATION POCS AND WEB SITES

Family Matters Operations	DSN 665-4448
HQ AFPC/DPPTF	(210)565-4448
Air Force Personnel Center (AFPC)	Toll free (866)299-0596
	FAX - DSN 665-3385
	(210)565-3385
Personnel Readiness Center (PRC)	DSN 665-2020
HQ AFPC/DPWRC	(210)565-2020
Air Force Personnel Center (AFPC)	(800)435-9941 (24 Hour)
Army	1-800-851-7607
Marines/East Coast	1-800-336-4663
Marines/West Coast	1-800-253-1624
Navy	1-888-227-3832

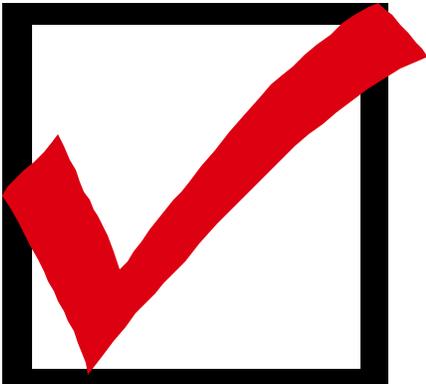
Useful Web Sites

AF Family Support Operations - Family Readiness http://www.afpc.randolph.af.mil/transition/famred.htm	Provides links to Repatriation Forms, Deployment Checklist, Disaster Guide, FEMA, Red Cross, and more.
Army Noncombatant Repatriation Operations https://freddie.forscom.army.mil/default-s.htm	Info on repatriation sites, safehaven entitlements for military and civilian family members.
Repatriation Forms (DD Form 2585) and Instructions http://web1.whs.osd.mil/icdhome/ddeforms.htm	Able to download forms in different formats.
ODCSPER Home Page http://www.odcspcr.army.mil/default.asp?pageid=52f	Joint Plan for DoD Noncombatant Repatriation accessible at this site.

For Your Information...

Checklist

This Repatriation Checklist was created by the 11th Wing FSC. Feel free to modify to meet your needs.



REPATRIATION CHECKLIST

Sponsor's Name:
Branch of Military:
Purpose of Evacuation:
From What Country:
When:
Family Information:
Interpreters required:
Administration Support Necessary:
Players:
Transportation: Comm / Mil Air <div style="text-align: center;">POV</div>

Paperwork prepared: DD Form 2585 completed in two copies. Forward one copy to AFPC – Peggy Rayfield (DSN 665-4448) - FAX DSN 665-3385

Preparation:

- Preliminary meetings with FSC Director/Deputy Director to obtain/give updates from Randolph, as needed.
- Itinerary/schedule of events
 - POV/GOV
 - Air
 - Arrive:

- Time:
- Airline:
- Flight Number:

- Depart:
 - Time:
 - Airline
 - Flight Number

Leadership Consultation

- Coordinate with Community Action Information Board (CAIB) and other base agencies
- Establish contacts
- Communication procedures and FAMNET
- Volunteer Management
- Staff Education

Action:

Leadership Consultation (FSC Director and/or Deputy Director)

- MSS/CC
- SPTG/CC
- Wing/CC

Coordinate with CAIB

- Medical
- Family Advocacy/Mental Health
- Air Force Aid Society
- Child Development Centers
- Morale, Welfare, and Recreation
- Chaplain
- Legal
- Social Actions
- Security Police
- American Red Cross

Coordinate with other base personnel

- Base Supply
- Transportation
- Base Dining Facilities, BX, Commissary
- Housing
- Logistics

- Finance
- Communications
- Military Personnel Flight

Establish Contacts

- Federal Emergency Management Association (FEMA) – General Information 24 hours a day – (202) 646-2500
- American Red Cross
- American Legion
- Department of Veterans Affairs
- Local Chamber of Commerce
- Places of worship
- Hotels/Motels/Restaurants
- Kennels/Veterinarians
- Temporary Storage Facilities/U-Haul
- Civic Groups
- Mental Health
- Children’s Services
- Schools
- Communication/ FAMNET
- Method of obtaining and disseminating information about the evacuation and the population being evacuated.
 - FSC is in communication loop – Director and Deputy
 - Communication flow will be upward/downward and lateral
 - Use ONLY most current updates to continue processes

FSC to FSC – POCs - Director and Deputy Director

FSC will host incoming calls – may need volunteer services to assist

Volunteer Management

- Family Life Coordinator is POC
- Provide volunteers with identification and parking passes
- Screen volunteers to determine their skills
- Maintain a volunteer log for proper recognition. Is should include names, addresses, hours worked and telephone numbers.

Staff Education

- Review of plans
- Review of Issues
- Base communications and FAMNET issues

Greeting Family

- Completion of paperwork
- Transportation arrangements
- Lodging arrangements

Follow Up

- Weekly updates or more often as needed
- Provide family with updated information on repatriation status
- Notify AFPC with family update by Thursday each week
- Enroll family in Hearts Apart program as necessary

Closure

- Follow instructions of AFPC on paperwork for family
- Ensure family reaches Safe Haven or returns to unit of assignment

*** NOTES ***

For Your Information...

DD Form 2585

It is critical that HQ AFPC/DPPTF receive the DD Form 2585 (Repatriation Processing Center Processing Sheet) for each repatriated family. Families may have the form completed and ready to be collected when you meet them at the airport, but most often that has not been the case. Be prepared to take this form with you to the airport and assist the family in completing the form.

If the family is not processing through a Repatriation Processing Center, they only need to complete Sections I, II, and III (pgs. 5-7). Don't bother to give the family the instruction pages (1-4) they will only complicate things. The completed form must be faxed to HQ AFPC/DPPTF (DSN 665-4448) the next duty day after the family arrives.

This form can be found at <http://web1.whs.osd.mil/icdhome/DDEFORMS.HTM> and a link to this site can also be found on the AFPC Home Page. See section Tab 6 for web sites.

DD Form 2585 TIPS:

- fill out as much of the form as you can prior to meeting the family
- highlight the areas the family needs to input
- if the parent is fatigued from the trip, do as much as you can to assist by asking questions, then filling in the form for them

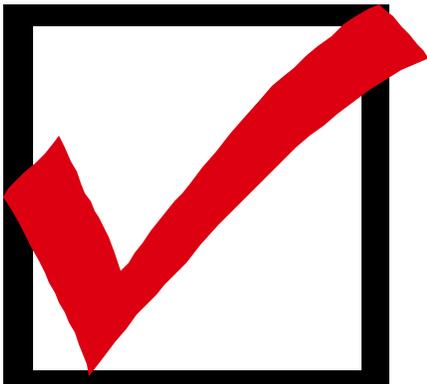
PUT A SAMPLE DD Form 2585 HERE

For Your Information...

Entitlements

This is a boilerplate message on entitlements information for authorized/ordered departures for 2002. An Entitlements Message for evacuated AF military and civilian family members will be published for each contingency.

When there is not a Repatriation Processing Center, HQ AFPC/DPPTF will provide you with a copy of this message. Be sure to 1) provide the family with a copy, 2) provide your base finance office with a copy.



SAMPLE ENTITLEMENTS MESSAGE

P R 061937Z MAR 02
 FM DA WASHINGTON DC//DAPE-JRCC//
 TO RUEASRB/CDRFORSCOM FT MCPHERSON GA//AFOP-OC/AFAG-PFM//
 RUCCBWF/BUPERS WASHINGTON DC//PERS 66F/OC//
 RUEACMC/CMC WASHINGTON DC//MHF//
 RHMFIUU/CMC WASHINGTON DC//MHF//
 RUDIDFA/DFAS JW WASHINGTON DC//F/M//
 RUEAHOP/CDRPERSCOM ALEXANDRIA VA//TAPC-PLO//
 RHMFIUU/CDRPERSCOM ALEXANDRIA VA//TAPC-PLO//
 RUCJACC/USCINCCENT MACDILL AFB FL//J1/J3//
 RUEAHQA/HQ USAF WASHINGTON DC//DPFX/DPFJO/DPFC//
 RHMFIUU/HQ USAF WASHINGTON DC//DPFX/DPFJO/DPFC//
 RHWRAAA/HQ AFPC RANDOLPH AFB TX//DPW/PRC/MSFM/DPPTF/DPP//
 RUMIAAA/USCINCSO MIAMI FL//J1/J3//
 RUEKDIA/DIA WASHINGTON DC//DHR-1//
 RHHMUNA/USCINCPAC HONOLULU HI
 RUFGCIN/USCINCEUR VAIHINGEN GE//J1/J3/J4//
 AIG 4581
 AIG 7405
 AIG 7406

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AIG 7446

AIG 8106

RUFGCIN/AIG AIG 8626

INFO RUEHC/SECSTATE WASHINGTON DC
 RUENAAA/CNO WASHINGTON DC//N1/N3/N5//
 RHMFIUU/CNO WASHINGTON DC//N1/N3/N5//
 RUEAHQA/HQ USAF WASHINGTON DC//DP/XO//
 RHMFIUU/HQ USAF WASHINGTON DC//DP/XO//
 RUEKJCS/CJCS WASHINGTON DC//J1//
 RUEKJCS/SECDEF WASHINGTON DC//ASD-FMP/SOLIC//
 RUEKJCS/USDP-CCC WASHINGTON DC
 RULSJGA/COMDT COGARD WASHINGTON DC//G-WPM-2/ODP//
 RUEACMC/CMC WASHINGTON DC//PPO//
 RHMFIUU/CMC WASHINGTON DC//PPO//
 RUEADWD/DA WASHINGTON DC//DAMO-ZA/DAPE-ZA/DAPE-PRR-C/DALO-TSP/D
 APE-JRCC/DAPE-PRO//
 RUENAAA/ASSTSECNAV FM WASHINGTON DC//FMB//
 RHMFIUU/ASSTSECNAV FM WASHINGTON DC//FMB//
 RUEAHOT/PER DIEM TVL AND TRANS ALW COMTE ALEXANDRIA VA
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SECTION 01 OF 03

SUBJ: ENTITLEMENTS FOR PERSONNEL WITHDRAWING FROM MADAGASCAR

REF A: SECSTATE MSG DTG 012209Z MAR 02, SUBJ: AUTHORIZED DEPARTURE FROM MADAGASCAR

REF B: OASD (FMP) MEMORANDUM, SUBJ: AUTHORIZED DEPARTURE FROM MADAGASCAR DATED 06 MAR 02.

ATTENTION: DO NOT USE ENTITLEMENTS FUND CITES LISTED ON THE HEADQUARTERS, DEPARTMENT OF ARMY, DCSPER NONCOMBATANT EVACUATION OPERATION WEBSITE--THESE ARE OLD. USE FUND CITES THAT APPEAR BELOW IN PARAGRAPH 3.B.BELOW. **PLEASE GIVE MESSAGE WIDEST DISSEMINATION TO FAMILY SUPPORT PERSONNEL.** THIS MESSAGE CONSISTS OF FIVE SECTIONS:

SECTION 1: APPLICABILITY
 SECTION 2: MILITARY NON-COMMAND SPONSORED DEPENDENTS
 SECTION 3: MILITARY COMMAND SPONSORED DEPENDENTS
 SECTION 4: CIVILIAN NON-EMERGENCY ESSENTIAL PERSONNEL AND ELIGIBLE
 DEPENDENTS
 SECTION 5: POINTS OF CONTACT
 SECTION 1: APPLICABILITY.

A. THIS MESSAGE ADDRESSES EVACUATION ENTITLEMENTS PERTAINING TO MILITARY COMMAND SPONSORED DEPENDENTS (SEE SECTION 2 FOR NON-COMMAND

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SPONSORED DEPENDENTS), DOD CIVILIAN NON-EMERGENCY ESSENTIAL PERSONNEL AND ELIGIBLE DEPENDENTS AFFECTED BY THE 01 MAR 02 SECSTATE AUTHORIZED DEPARTURE FROM MADAGASCAR. THIS MSG DOES NOT DISCUSS TRAVEL AND TRANSPORTATION ALLOWANCES FOR MILITARY MEMBERS DIRECTED TO DEPART THE OVERSEAS AREA ON LOCALLY FUNDED TDY ORDERS (SEE JOINT FEDERAL TRAVEL REGULATION, VOL 1 (JFTR), CHAP 4).

B. IF SECSTATE DESIGNATES A SUBSEQUENT MOVE TO "DESIGNATED PLACE", THOSE ENTITLEMENTS WILL BE ADDRESSED IN A SEPARATE MESSAGE. SPONSORS WHO PREFER THAT THEIR DEPENDENTS GO TO AN OCONUS SAFEHAVEN MUST SUBMIT A REQUEST FOR WAIVER THROUGH THEIR SERVICE/AGENCY COMMAND CHANNELS AND SERVICE PERSONNEL HEADQUARTERS TO OSD (P-R) FOR DETERMINATION. THE REQUEST CAN BE MADE TELEPHONICALLY OR IN WRITING; JUSTIFICATION OF OCONUS SAFEHAVEN LOCATION MUST BE PROVIDED AT THE TIME OF REQUEST TO ENSURE THAT ADEQUATE CARE OF DEPENDENTS CAN BE PROVIDED. DEPENDENTS MUST BE ADVISED THEY WILL HAVE LIMITED ACCESS TO MILITARY FACILITIES/SERVICES AT THEIR SELECTED OCONUS LOCATIONS. COMMAND SPONSORSHIP DOES NOT TRAVEL WITH THE DEPENDENTS TO THE OCONUS LOCATION. DEPENDENTS MUST COMPLY WITH THE COUNTRY'S VISA REQUIREMENTS (JFTR, PAR. U6003-B2).

C. STOP MOVEMENT IS ORDERED EFFECTIVE 01 MAR 2002. TRAVEL TO PAGE 05 RUEADWD4197 UNCLAS MADAGASCAR FOR ALL NON-EMERGENCY ESSENTIAL EMPLOYEES AND DOD DEPENDENT PERSONNEL IN ALL CATEGORIES IS SUSPENDED EFFECTIVE 01 MAR 2002. DEPARTMENT OF STATE HAS AUTHORIZED CONUS AS THE SAFEHAVEN LOCATION. THIS AUTHORITY REMAINS IN EFFECT UNTIL THE STATE DEPARTMENT TERMINATES THE DEPARTURE. SECTION 2: MILITARY NON-COMMAND SPONSORED DEPENDENTS.

A. NON-COMMAND SPONSORED MILITARY DEPENDENTS ARE AUTHORIZED TRANSPORTATION TO A SAFEHAVEN OR DESIGNATED PLACE (WHICHEVER THE AUTHORITY AUTHORIZING OR ORDERING THE EVACUATION DESIGNATES APPROPRIATE) IF LOCATED AT THE MEMBER'S OCONUS PDS WHEN THE EVACUATION IS AUTHORIZED OR ORDERED (JFTR, PAR. U6004-G). A NON-COMMAND SPONSORED DEPENDENT IS NOT ENTITLED TO ANY PER DIEM/SAFEHAVEN ALLOWANCES.

B. NON-COMMAND SPONSORED MILITARY DEPENDENTS WHO HAVE BEEN TRANSPORTED TO, DIVERTED TO, OR RETAINED AT AN OCONUS SAFEHAVEN INCIDENT TO AN EVACUATION WILL BE FURNISHED TRANSPORTATION TO THE MEMBER'S PDS FROM THE SAFEHAVEN WHEN USD(P-R) HAS AUTHORIZED THE

DEPENDENTS OF DOD MEMBERS, AND THE SECRETARIAL PROCESS HAS AUTHORIZED THE DEPENDENTS OF NON-DOD MEMBERS, TO RETURN TO THE MEMBER'S PDS (JFTR, PAR. U6004-I2).

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C. NON-COMMAND SPONSORED MILITARY DEPENDENTS WHO HAVE BEEN TRANSPORTED TO A SAFEHAVEN IN CONUS INCIDENT TO AN EVACUATION WON'T BE FURNISHED TRANSPORTATION TO THE MEMBER'S PDS FROM THE SAFEHAVEN EXCEPT WHEN AUTHORIZED OR APPROVED BY THE USD(P-R) FOR THE DOD SERVICES AND THE SECRETARIAL PROCESS FOR THE NON-DOD SERVICES. (JFTR, PAR. U6004-I2).

SECTION 3: MILITARY COMMAND SPONSORED DEPENDENTS

A. SAFEHAVEN ENTITLEMENTS FOR MILITARY DEPENDENTS ARE EXPLAINED IN DETAIL IN THE JFTR, CHAP 6 WHICH IS THE FINAL AUTHORITY ON EVACUATION ENTITLEMENTS. THESE ENTITLEMENTS INCLUDE THE FOLLOWING:

(1) TRANSPORTATION EXPENSES AND TRAVEL PER DIEM FROM THE TIME THE DEPENDENTS DEPART THE EVACUATION SITE UNTIL THEY REACH THEIR SAFEHAVEN LOCATION. THIS INCLUDES TIME SPENT PROCESSING THROUGH A REPATRIATION SITE, IF DESIGNATED. REIMBURSEMENT IS LIMITED TO ALLOWABLE TRAVEL TIME (EXCLUDES PERSONAL TRAVEL TIME).

(A) COMMAND SPONSORED DEPENDENTS 12 YRS AND ABOVE WILL EACH RECEIVE UP TO THE FULL APPLICABLE PER DIEM RATE, CHILDREN UNDER 12 YRS WILL EACH RECEIVE UP TO 50% OF THE LOCAL PER DIEM RATE (JFTR, PAR. U6005-C). NOTE: PER DIEM FOR DAYS OF DEPARTURE/RETURN ARE COMPUTED IAW JFTR, PAR. U4125-A3A.

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(B) IF THE DEPENDENTS CHOOSE TO TRAVEL FROM THE PORT OF ENTRY TO THEIR SAFEHAVEN LOCATION VIA RENTAL VEHICLE, ONLY MALT IS REIMBURSABLE (SEE JFTR, PAR. U5105-B1 FOR RATES).

(2) SAFEHAVEN ALLOWANCES ARE BASED ON THE LOCAL PER DIEM RATE AND BEGIN THE DAY THE DEPENDENTS REACH THEIR AUTHORIZED SAFEHAVEN LOCATION. SAFEHAVEN ALLOWANCES CEASE UPON THE EARLIEST OCCURRENCE OF ANY OF THE FOLLOWING EVENTS:

(A) TERMINATION OF THE DEPARTURE; OR

(B) INITIATION OF EVACUEE(S) RETURN TRAVEL TO SPONSOR'S DUTY STATION OR TRAVEL TO A DESIGNATED PLACE; OR

(C.) INITIATION OF SPONSOR'S TRAVEL TO NEXT PERMANENT DUTY STATION (PDS)/RETIREMENT/SEPARATION DESTINATION; OR

(D) A MAXIMUM OF 180 DAYS FROM THE DATE THE DEPENDENTS REACH THEIR AUTHORIZED SAFEHAVEN LOCATION.

(3) PER DIEM CONSISTS OF TWO SEPARATE ALLOWANCES: ONE FOR LODGING, AND ONE FOR MEALS AND INCIDENTAL EXPENSES (M&IE). THE LODGING ALLOWANCE IS PAID FOR COMMERCIAL QUARTERS AND MUST BE DOCUMENTED BY

A RECEIPT SHOWING THE DAILY RATE OF LODGING. REIMBURSEMENT FOR LODGING IS NOT AUTHORIZED IF DEPENDENTS STAY WITH FRIENDS/RELATIVES EVEN IF MONEY IS PAID, EXCEPT WHEN DEPENDENTS RENT LODGING FROM A

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SECTION 02 OF 03

FRIEND/RELATIVE WITH A BONA FIDE WRITTEN LEASE AND THE FRIEND/RELATIVE DOES NOT JOINTLY OCCUPY THE LEASED LODGING. TAXES FOR LODGING IN THE U.S. AND U.S. TERRITORIES AND POSSESSIONS ARE CONSIDERED A SEPARATE REIMBURSABLE EXPENSE. NOTE: TRAVEL ADVANCES

SHOULD BE BASED ON ACTUAL LODGING COSTS TO AVOID OVERPAYMENT. FOR EVACUATIONS OVER 30 DAYS ACCRUAL VOUCHERS SHOULD BE FILED TO ENSURE PROPER PAYMENT OF ENTITLEMENTS (JFTR, PARS. U6005-D, U6013-A).

(A) FIRST 30 DAYS AFTER ARRIVAL AT THE FINAL SAFEHAVEN LOCATION: UP TO THE FULL LOCALITY RATE FOR EACH DEPENDENT 12 YEARS AND OLDER; UP TO 50% OF THE LOCALITY RATE FOR EACH DEPENDENT UNDER 12 YEARS.

(B) DAYS 31 THRU 180: UP TO 60% OF THE LOCALITY RATE FOR EACH DEPENDENT 12 YRS AND OLDER; UP TO 30% OF THE LOCALITY RATE FOR EACH DEPENDENT UNDER 12 YRS.

(4) LOCAL TRAVEL IN AND AROUND SAFEHAVEN: FLAT RATE OF \$10 PER DAY FOR ONE; \$15 PER DAY FOR TWO; AND \$20 PER DAY FOR THREE OR MORE FAMILY MEMBERS. RECEIPTS ARE NOT REQUIRED (JFTR, PAR. U6006).

(5) TWO MONTHS ADVANCE MILITARY PAY WHEN AUTHORIZED BY THE SPONSOR. (REPAYMENT BY THE SPONSOR BEGINS THE FIRST DAY OF THE MONTH FOLLOWING PAYMENT OF THE ADVANCE, AND MUST BE PAID BEFORE THE SPONSOR'S SEPARATION/RETIREMENT) (JFTR, PAR. U6013-C).

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(6) FAMILY SEPARATION ALLOWANCE - TYPE R - \$100 PER MONTH EFFECTIVE THE DATE DEPENDENTS ARE SEPARATED FROM THE MILITARY MEMBER BY ORDERS (DOD FMR, VOL. 7A, TABLE 27-5).

(7) FAMILY SEPARATION HOUSING ALLOWANCE - OVERSEAS HOUSING ALLOWANCE

LOCAL PER DIEM RATE (PERSONAL TRAVEL IS EXCLUDED). FOR TRAVEL FROM THE PORT OF ENTRY TO THEIR SAFEHAVEN LOCATION VIA RENTAL VEHICLE, ONLY PCS MILEAGE IS REIMBURSABLE.

(2) SUBSISTENCE EXPENSE ALLOWANCE (SEA) IS BASED ON THE LOCAL PER DIEM RATE AND BEGINS THE DAY AFTER ARRIVAL AT THE AUTHORIZED SAFEHAVEN LOCATION. SEA WILL CEASE AT THE EARLIEST OF THE FOLLOWING DATES: AT THE END OF 180 DAYS; THE AUTHORIZED (ORDERED) DEPARTURE IS TERMINATED; THE EVACUEE(S) COMMENCE(S) RETURN TRAVEL TO POST; THE

SPONSOR COMMENCES TRAVEL TO A NEW DUTY STATION OR SEPARATES. THE FAMILY MAY CHOOSE ONE OF THE FOLLOWING OPTIONS:

(A) COMMERCIAL RATE (REQUIRES RECEIPTS FOR COMMERCIAL LODGING) - FIRST 30 DAYS: THE FIRST EVACUEE UP TO 100% OF THE LODGING PORTION PLUS 100% OF THE MEALS AND INCIDENTAL EXPENSES (M&IE) PER DAY. EACH ADDITIONAL EVACUEE 18 AND OVER 100% M&IE AND EACH EVACUEE UNDER 18 IS 50% M&IE. DAYS 31-180: THE FIRST EVACUEE UP TO 80% OF THE LODGING PORTION PLUS 80% M&IE; EACH ADDITIONAL EVACUEE 18 AND OVER 80% M&IE AND EACH EVACUEE UNDER 18 IS 40% OF M&IE OR

(B) NON-COMMERCIAL RATE (RECEIPTS ARE NOT REQUIRED); FIRST 30 DAYS: THE FIRST EVACUEE A FLAT 10% OF LODGING PORTION PLUS 100% M&IE; EACH EVACUEE 18 AND OVER 100% M&IE AND EACH EVACUEE UNDER 18 50% M&IE.

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FINAL SECTION OF 03

DAYS 31-180: THE FIRST EVACUEE AND EACH EVACUEE 18 AND OVER 80% M&IE (NO LODGING ALLOWANCE) AND EACH EVACUEE UNDER 18 IS 40% OF M&IE.

(3) THIRTY DAYS ADVANCE PAY FOR EMPLOYEES WHO EVACUATE, WHEN AUTHORIZED. AUTHORIZATION MUST INCLUDE THE SPONSORS PAY ROLL NUMBER, FUND CITE, AND PAYMENT MUST BE TAKEN WITHIN THE FIRST 30 DAYS AFTER THE EVACUATION.

(4) EVACUEES MAY SHIP UP TO 350 LBS OF UNACCOMPANIED BAGGAGE PER ADULT AND 175 LBS PER CHILD UNDER 12 YEARS OF AGE. TOTAL NTE 1,000 LBS. IF UNABLE TO SHIP UNACCOMPANIED BAGGAGE BECAUSE OF CIRCUMSTANCES BEYOND THE EVACUEE'S CONTROL, AN UNACCOMPANIED BAGGAGE

ALLOWANCE MAY BE AUTHORIZED TO HELP DEFRAY THE COST OF ITEMS NORMALLY SHIPPED THAT MUST BE PURCHASED. THE FLAT AMOUNTS PER FAMILY ARE ONE EVACUEE \$250; 2 EVACUEES \$450; AND 3 OR MORE EVACUEES \$600. FAMILIES ARE FINANCIALLY RESPONSIBLE FOR THE MOVEMENT OF PETS

TO AND FROM THE THEATER. TRANSPORTATION OF PETS AT GOVERNMENT EXPENSE IS NOT AN ENTITLEMENT. SHIPMENT OF A POV IS NOT AUTHORIZED, BUT TRANSPORTATION ALLOWANCE IS AUTHORIZED FOR LOCAL TRAVEL: \$10 PER DAY FOR ONE; \$15 PER DAY FOR TWO; \$20 PER DAY FOR THREE OR MORE FAMILY MEMBERS. IF OFFICIALS DETERMINE THAT THE DEPENDENTS WILL NOT

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RETURN TO EVACUATED AREA, THEY WILL BE NOTIFIED OF SUCH AND AUTHORIZED THE SHIPMENT OF THEIR HHG'S/POV. THIS WILL REQUIRE AN AMENDMENT TO THE ORIGINAL ORDERS. UPON RECEIPT OF THE HHG'S, SAFEHAVEN BENEFITS WILL BE TERMINATED IF NOT ALREADY TERMINATED PER

SUBPARAGRAPH (2) ABOVE. CIVILIAN EMPLOYEES MAY BE ENTITLED TO SEPARATE MAINTENANCE ALLOWANCE. IF THE DEPENDENT(S) ELECT(S) TO MOVE TO THE SPONSOR'S NEXT PERMANENT DUTY STATION (PDS) BECAUSE OF IMMINENT CHANGE OF STATION, THEY MAY ELECT TO DEPART UNDER PCS

ORDERS IN LIEU OF AUTHORIZED/ORDERED DEPARTURE ORDERS. IF PCS ORDERS ARE USED, NO SUBSISTENCE EXPENSE ALLOWANCES ARE PAYABLE.

C. FUND CITATION(S) TO BE USED ON ORDERS (DD FORM 1610) FOR ELIGIBLE DOD CIVILIAN DEPENDENT TRAVEL AND SUBSISTENCE ALLOWANCES WILL BE PROVIDED BY SERVICE/DOD AGENCY POCs REFERENCED IN SECTION 5. THIS CITE IS FOR DOD NON-EMERGENCY ESSENTIAL EMPLOYEES AS WELL AS ELIGIBLE DOD CIVILIAN DEPENDENTS.

D. THE INTENT OF THIS PARAGRAPH IS TO ENSURE EQUITY ACROSS THE SERVICES AND DOD AGENCIES. THE ALLOWANCES AND ENTITLEMENTS OUTLINED IN THIS PARAGRAPH APPLY TO ALL NON-EMERGENCY ESSENTIAL EMPLOYEES AND ALL ELIGIBLE DEPENDENTS. E.THESE ENTITLEMENTS DO NOT APPLY TO LOCAL UNITED STATES CITIZENS

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WHO DON'T HAVE OFFICIAL U.S. GOVERNMENT EMPLOYMENT, INCLUDING, BUT NOT LIMITED TO, AMERICANS WITH PRIVATE BUSINESS OR ORGANIZATIONS, TEACHERS RECRUITED BY LOCAL AMERICAN-SUPPORTED SCHOOLS, FULBRIGHT GRANTEES, AND INDIVIDUALS WITH CONTRACTS TO WORK FOR THE FOREIGN HOST GOVERNMENT; OR LOCALLY HIRED AMERICAN CITIZENS WHO WORK FOR THE U.S. GOVERNMENT BUT WHO DON'T HAVE AN AGREEMENT FOR RETURN TRANSPORTATION TO THE UNITED STATES AT GOVERNMENT EXPENSE.

SECTION 5: POINTS OF CONTACT

POINTS OF CONTACT FOR ENTITLEMENTS ARE:

ARMY: MILITARY: LTC VICTOR BOSKO (703) 692-5045 DSN 222-5045
 CIVILIAN: MR. DARRYLL SMITH (703) 325-4945 DSN 221-4945
 NAVY: MILITARY: MR. COTTON BOWEN (703) 695-3322 DSN 225-3322
 CIVILIAN: MS. MYLECHIA MIDDLETON (202) 764-0749 DSN 764

0749

AIR FORCE: MILITARY: MSGT TAMRA MILLER (703) 697-0682 DSN 227-0682
 CIVILIAN: DR. MIKE IMPHONG (703) 614-9370 DSN 224-

370

USMC: MILITARY: LT COL CHRISTOPHER SHARP (703) 784-0295 DSN
 278-0295
 CIVILIAN: MS. GWEN FLEMING (703) 784-9379 DSN 278-9379

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MILITARY DEPENDENTS WHO RETURN TO CONUS OR THOSE WHO ARE RESTRICTED FROM ENTERING THE ENDANGERED AREA BY A STOP MOVEMENT ORDER SHOULD CONTACT THE RESPECTIVE SERVICE/DOD AGENCY POINT OF CONTACT:

- (1) ARMY - FORSCOM DEPENDENTS SPT: 1-800-851-7607
- (2) NAVY - NAVY PERSONNEL COMMAND: 1-888-227-3832
- (3) AIR FORCE -AF PERSONNEL CTR: 1-800-435-9941
- (4) MARINE CORPS-QUANTICO MCB: 1-800-336-4663
- (5) JOINT RECEPTION COORDINATION CENTER: 1-888-825-4880

THESE NUMBERS MAY OR MAY NOT BE MANNED 24 HOURS A DAY. DEPENDENTS SHOULD LEAVE THEIR NAME, A SHORT MESSAGE AND A PHONE NUMBER WHERE THEY CAN BE REACHED. A SERVICE REPRESENTATIVE WILL RESPOND AS SOON AS POSSIBLE. UPON REACHING THEIR FINAL SAFEHAVEN DESTINATION, ALL EVACUEES SHOULD CONTACT THEIR RESPECTIVE POC ABOVE AND MAINTAIN THAT

CONTACT THROUGHOUT THE SAFEHAVEN PERIOD. B. ELECTRONIC VERSIONS OF THE JFTR AND JTR ARE AVAILABLE ON THE

INTERNET AT [HTTP://WWW.DTIC.MIL/PERDIEM](http://www.dtic.mil/perdiem).

BT

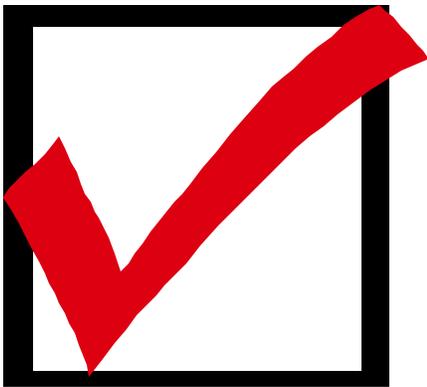
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For Your Information...

Annex H

The Joint Plan for DoD Noncombatant Repatriation is the official operational guide for repatriation issues. Annex H prescribes the Family Support policies and Family Center responsibilities for all services. The Joint Plan can be found at

<http://www.odcsper.army.mil/default.asp?pageid=52f>



ANNEX H TO JOINT PLAN FOR DOD NONCOMBATANT REPATRIATION
FAMILY SUPPORT POLICIES AND FAMILY CENTER RESPONSIBILITIES

1. SITUATION.

a. General. In planning for and executing evacuation and repatriation operations, and throughout the entire safehaven period, DoD Family Centers play a significant role in the support of families.

b. Authority. See Basic Plan.

c. Assumptions. See Basic Plan.

d. Support Agencies. Service Family Centers will provide assistance to all DoD families (military and DoD civilian employee), regardless of Service affiliation.

e. Coordinating Departments/Commands/Agencies. See Basic Plan.

2. MISSION. Provide humanitarian assistance for DoD/NonDOD civilian employees DoD/NonDoD family members, affected by an authorized/ ordered departure from an overseas country throughout the entire safehaven period.

3. EXECUTION.

a. Concept of Operation. OCONUS Family Centers assist in the development of Theater evacuation plans and prepare DoD families for an eventual evacuation. CONUS Family Centers provide essential services during the repatriation operation, and local assistance and aide when families reach their safehaven/final destination.

b. Responsibilities.

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(1) The Office of the Deputy Chief of Staff for Personnel, Army will provide basic information on what families can expect during an evacuation and repatriation operation - personal responsibilities (documents required for repatriation and entitlements), entitlements and assistance that will be available and who is authorized to entitlements via the ODCSPER web page and training films.

(2) During the actual operation and throughout the safehaven period, the Office of the Assistant Secretary of Defense for Family Support will coordinate with Service representatives to inform them of situational developments.

(3) Family Center personnel in the endangered country, upon notification of a potential evacuation, will commence evacuation-specific family assistance and ensure steps are taken to minimize possible hardships to families.

(4) During the repatriation operation, Family Center personnel at the designated Site will:

(a) Coordinate with private sector organizations (Red Cross, Salvation Army, USO etc.) to provide augmentation support, temporary necessities (clothing, food, child care, etc.) financial aide, interpreters, and emotional support for the families.

(b) Organize and train volunteers and interpreters to act as sponsors for families during processing. Training by the Family Support Center will include training on the Repatriation Automated Tracking System. Sponsors will ensure that families check-in at appropriate processing points so they receive appropriate entitlements and necessary assistance (See Checklist in Annex D, Appendix 3). They will also assist families in correctly filling out DD Form 2585/Repatriation Processing Center Processing Sheet (See Samples at Annex D, Appendix 7).

(c) Establish a point of contact (name, phone number) for the repatriated family at the Family Center nearest the family's intended safehaven/final destination. If time is

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limited, at a minimum, personnel will provide families with a copy of the Family Information Packet and annotate the appropriate phone number for follow-on support at the family's intended safehaven/final destination. A listing of installation/base Family Centers is available on the Family Support Intranet.

(5) Families who have been affected by a stop-movement order will be directed by their point of contact in the Theater to contact their Service/DoD Agency representative at the Joint Reception Coordination Center (JRCC) in the Pentagon at 1-888-825-4880 for initial assistance and instructions. The JRCC will coordinate initial processing (orders and financial assistance) through the designated Service Family Centers listed in Appendix 1 of this annex. These Support Centers will refer the family to a local Family Center for further assistance.

(6) Upon reaching their safehaven/final destination, families will contact the local installation/base Family Center. Family Center personnel will ensure that families are kept apprised of current situational information, conduct family support meetings, if appropriate, coordinate services offered by the Red Cross, Salvation Army, USO and other private organizations desiring to assist evacuees, and forward updated addresses and phone numbers of the families to the designated Service Family Support Headquarters in Appendix 1 of this annex.

c. Coordinating Instructions. See Basic Plan.

4. **ADMINISTRATION AND LOGISTICS.** Basic information on safehaven benefits will be provided on the Army ODCSPER home page under NEO/Repatriation at www.odcsper.army.mil/dape/pr/pro/neo/neo.asp. ODCSPER also has training films, available upon request, to acquaint families with repatriation operations and also on how to fill out DD Form 2585/Repatriation Processing Center Processing Sheet. Information pertaining to the current operation will be disseminated via the Military Assistance Program (MAP) Family Center Intranet.

5. COMMAND AND COMMUNICATION. See Basic Plan.

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APPENDIX 1 TO ANNEX H (FAMILY SUPPORT OPERATIONS)
DESIGNATED SERVICE FAMILY CENTERS

- JOINT RECEPTION COORDINATION CENTER
ADDRESS: DAPE-JRCC
300 ARMY PENTAGON
Washington, DC 20310-0300
PHONE 1-888-825-4880 C: (703) 697-2186, DSN: 227-
- ARMY: US ARMY FORCES COMMAND
ADDRESS AFAG-FM
1711 Hardee Avenue, S.W.
BUILDING 200, Marshall Hall
Fort McPherson, GA 30330-1062
PHONE 1-800-851-7607; C:(404) 669-6797; DSN: 367-
- NAVY: COMMANDER, NAVY PERSONNEL COMMAND
ADDRESS PERS-660
Building 768
NSA Millington, TN 38055-6600
PHONE 1-888-227-3832; C:(901) 874-4329; DSN: 882-
- AIR FORCE: AIR FORCE PERSONNEL CENTER
ADDRESS AFPC-PRC
550 C Street, West, Suite 15
RANDOLPH AFB, TX 78150-4717
PHONE 1-800-435-9941; C:(568) 652-3483; DSN: 665-
- MARINES/WEST COAST: DIR OF FAMILY SERVICES
ADDRESS MARINE CORPS BASE
BOX 555016
CAMP PENDLETON, CA 92055-5016
PHONE 1-800-253-1624
- MARINES/EAST COAST: DIR OF FAMILY SERVICES
ADDRESS MARINE CORPS BASE
HQMCC DC
2034 BARNETT AVE
QUANTICO MARINE CORPS BASE, VA 22134-5012
PHONE 1-800-336-4663

- COAST GUARD: US COAST GUARD
ADDRESS CMDT G-WPW
2100 2d Street S.W.
WASHINGTON DC 20593-0001
PHONE C: (202) 267-1329

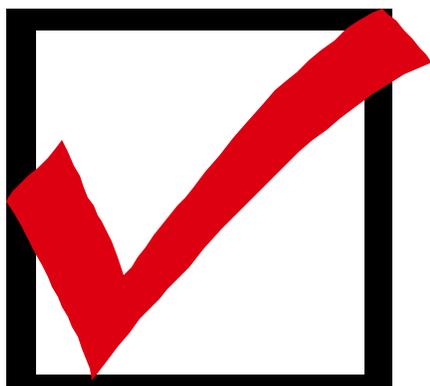
* DoD Agency and Army Corps of Engineers personnel should contact the JRCC.

TAB 9 Coversheet

For Your Information...

Terminology

The following are terms that are commonly used during repatriation and NEO contingencies.



TERMINOLOGY

The following terms and definitions are taken from the Joint Plan for DoD Noncombatant Repatriation:

1. Authorized Departure. The voluntary departure at government expense of uniformed dependents, nonessential DoD civilians and their families, families of essential DoD civilians, and DoDDS staff and/or faculty to an announced safehaven. Return also is at Government expense. Once evacuated, however, there is no return until the DoS/competent authority terminates the evacuation.
2. Designated Place. Location selected by evacuated military dependents as the place where they will establish a permanent residence when it has been determined by competent authority that their return to the permanent duty station will not take place or is not expected to take place in the near future.
3. Dependents. Family members of household, as defined in Joint Federal Travel Regulation (JFTR), Volumes 1 and Joint Travel Regulations Volume 2 for military and civilian sponsors.
4. Evacuation. The authorized or ordered departure of noncombatants from a specific area by the DoS, DoD, or the appropriate U.S. military commander. This refers to the movement from one area to another in the same or different countries. The evacuation is caused by unusual or emergency circumstances and applies equally to command- or noncommand-sponsored dependents.
5. Joint Reception Coordination Center (JRCC). Established by the Department of the Army as the designated DoD Executive Agent for the repatriation of noncombatants, with the assistance of other Military Departments and DoD Agencies. The JRCC ensures DoD personnel and noncombatants receive adequate assistance and support for an orderly and expedient debarkation, movement to final destination in the United States, and appropriate follow-on assistance at the final destination. The JRCC is also responsible for keeping not only the Defense establishment but all Federal Agencies informed about the evacuation and repatriation operation.
6. Noncombatants.
 - a. U.S. citizens who may be ORDERED to evacuate by competent authority include:
 - (1) Civilian employees of all U.S. Government Agencies and their dependents, except as noted in subparagraph 6.b.(1), below.
 - (2) Military personnel of the U.S. Armed Forces specifically designated for evacuation as noncombatants.
 - (3) Dependents of members of the U.S. Armed Forces.
 - b. U.S. (and non-U.S.) citizens who may be AUTHORIZED or ASSISTED in evacuation (but not necessarily ordered to evacuate) by competent authority including:
 - (1) Civilian employees of the U.S. Government Agencies and their dependents, who are residents in the country concerned on their own volition, but express the willingness to be evacuated.

(2) Private U.S. citizens and their dependents.

(3) Military personnel and dependents of members of the U.S. Armed Forces short of an ORDERED evacuation.

(4) Designated aliens, including dependents of persons listed in paragraph 6.a., above, as prescribed by the DoS.

7. Noncombatant Evacuation Operations. Operations directed by DoS, DoD or other appropriate authority wherein noncombatants are evacuated from areas of danger overseas to safehavens overseas or to the United States. NEO is complete when the noncombatants have arrived at the DoS designated safehaven.

8. Ordered Departure. Departure directed by DoS to designated safehavens with implementation of the theater CINC NEO plan. When directed, ordered departure is mandatory for DoD family members. Failure to comply is at the risk of adverse personnel action, e.g., loss of command sponsorship.

9. Repatriation. The procedure where American citizens and their families are officially processed back into the United States subsequent to an evacuation. Evacuees are also provided various services to ensure their well-being and onward movement to their final destination.

10. Safehavens. A place to which noncombatants under the U.S. Government's responsibility may be evacuated during an emergency. A location within or outside the United States to which noncombatants are authorized to travel for the purpose of temporarily remaining there until they are authorized to return to the location from which evacuated, or until they are authorized to travel to their final destination. Safehavens are normally designated by the DoS, in coordination with the DoD.

11. Third Country National (TCN). A non-U.S. direct-hire employee employed by a U.S. Government Agency in a country where the employee is not a citizen.

12. U.S. Citizen Civilian Employee. A civilian employee of the Government of the United States who is a U.S. citizen with permanent residence in the U.S.

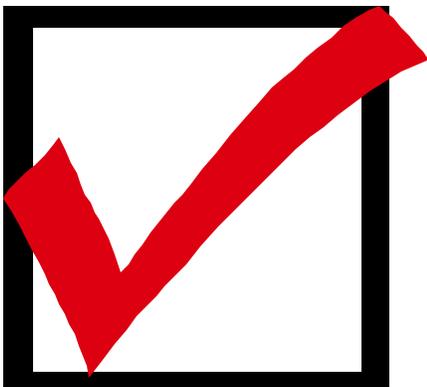
TAB 10 Coversheet

For Your Information...

Family Readiness Guide - Vol III: Family Evacuations

The Family Readiness Guide, Volumes I, II, and III can be found on FAMNET. These are posted to the Family Readiness Forum.

Volume III, Family Evacuations, is included here to provide general information on evacuations. Although some of the information is dated, it provides a solid overview.



FAMILY READINESS
VOLUME III: FAMILY EVACUATIONS

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INTRODUCTION

PURPOSE OF THE MANUAL

The goal of the manual is to provide the Family Support Center with information, suggestions, and ideas that are based on past evacuation experiences. With this, FSCs will be better prepared to participate in evacuation planning and to respond to family needs during an evacuation. The manual is not intended to predict every scenario that may arise nor the proper procedure for meeting every family need. Furthermore, the manual can not define the roles and responsibilities of base agencies during an evacuation since they will vary from base to base. In every situation, however, an essential element for readiness is a combined effort from all base agencies.

BACKGROUND

Evacuations may be necessary as a result of either man-made or natural disasters. Natural disasters include hurricanes, tornadoes, earthquakes, volcanoes, and typhoons. Man-made disasters include toxic spills, industrial accidents and nuclear/enemy attack. In any disaster, it is essential that families be well prepared to evacuate and that base agencies are prepared to provide evacuation relief services. Within the Air Force, Family Support Centers (FSCs) have only recently been involved both in preparing families to evacuate and providing the post-disaster services that they require.

Interviews conducted with personnel involved in the evacuations of Clark Air Base and Homestead Air Force Base demonstrated that the FSC was often responsible for addressing and meeting family needs during the entire course of the evacuation. Resources were mobilized on the base and in the local communities to ensure that evacuees' basic needs were provided. The multiplicity of needs during these evacuations was enormous and a challenge to all service providers involved. One lesson learned from these evacuations was the necessity for improved family evacuation readiness. Preparedness for disaster relief has been shown to mitigate the negative consequences associated with evacuation and can assist communities in handling a variety of crisis situations.

It is the aim of this manual to assist the FSC to work with the base in achieving evacuation readiness and preparing to play an essential role at any stage of an evacuation. In order to diminish the negative effects of an evacuation, readiness requires individual and base preparation, availability of comprehensive relief assistance, and attention to long-term recovery. For a Family Support Center, this translates into educating families, preparing to meet evacuees' basic needs, and preparing to address long-term recovery issues. In this manual preparedness and planning, as well as response and recovery

issues, are addressed for each stage of an evacuation. The FSC's role in each of these areas can best be understood in context of the research and lessons learned at each stage.

PREPARATION AND PLANNING

Disaster management research has shown that pre-disaster planning is a primary method of mitigating negative post-disaster effects. Preparedness not only fosters an individual's sense of well-being and confidence in their capacity to cope with emergency situations (Myers, 1988), but it also enables community service providers to diminish the stress that results from disaster-related dislocations (Tierney, 1988; Perry, 1985). Consequently, a primary focus of this manual is on community preparedness to support families during evacuations.

Prior civilian evacuations have also demonstrated that individuals may hesitate to evacuate because they lack knowledge of evacuation procedures and plans (Tierney, 1988). Disaster preparedness can be difficult to achieve due to a community or individual's belief that disaster is unlikely in their geographic area. In order to attain disaster readiness, an entire community must be resolved to confront the issues of preparedness. Preparedness education must occur before a disaster, be delivered by authoritative and credible persons, and be significant to individuals' lives (Myers, 1988). Attaining evacuation readiness and awareness will limit the amount of physical, social, and emotional damage a disaster may cause and will additionally facilitate the recovery of affected personnel.

Responding to a disaster also requires planning because it entails mobilization of community agencies to provide assistance to evacuees. Responding to a disaster is a challenging undertaking. Providing for the myriad needs of evacuees can only be accomplished through comprehensive community cooperation (Waeckerle, 1984). Past evacuations have demonstrated that Family Support Centers played a key role in coordinating for the reception of evacuating families and provision of their needs. Because an evacuation occurs quickly, the Family Support Center must be well prepared for any possible scenario resulting from an evacuation. Successful evacuations have benefited from the ability of the family support system to skillfully coordinate services and meet evacuees' needs.

Disaster response research has shown that:

> *A well planned response is distinguished by an ability to provide timely aid and services to survivors of a disaster.* The responding community should strive to become a therapeutic community by providing reliable social support. Social support will give evacuees the proper environment for recovery and will diminish the stress associated with evacuation (Bolin, 1988).

> *Factual and timely information must be provided to evacuees.* Difficulties in obtaining accurate and clear information from a credible source heighten the evacuees' fears and destroy their confidence in persons charged with protecting them and their property (Perry, 1985). Lack of accurate communication can also initiate rumors that can further serve to undermine evacuees' sense of well-being.

PSYCHOLOGICAL EFFECTS OF DISASTER/RESPONSE AND RECOVERY ISSUES

In general, disaster intervention research has shown that most people who experience a disaster rarely exhibit extreme panic or psychological problems (Bolin, 1988). Populations most at risk for experiencing disaster related problems include those who have been exposed to high levels of physical destruction, violence or death and those with a history of psychological disorders. These populations have occasionally exhibited the "disaster syndrome," mild shock occurring post-disaster or persistent grief reactions. However, most disasters can only be associated with mild transient symptoms such as depression, anxiety, and sleeping or physical disorders (Perry, 1985). The factors that influence the potential reactions to disasters derive from the following sources:

> **Separation** - Families must evacuate as an assembled unit or be convinced that their family members are in no physical danger (Perry, 1985; Bolin, 1988). Stress will be accentuated if families are separated.

> **Duration, intensity, and scope of disaster** - The amount of damage caused by a disaster and the extent of violence survivors were exposed to influences the negative effects of a disaster. If a disaster is unanticipated, life-threatening, or is potentially recurring, the survivors are more susceptible to experiencing psychological effects (Bolin, 1988; Perry, 1985). Evacuations that occur after the disaster will naturally add to evacuees' stress whereas those occurring pre-disaster will minimize stress.

> **Disruptions and loss** - The disruptions associated with an evacuation may include grieving, role changes, relocation, rebuilding both physically and emotionally, preparing claims, and financial hardship. Even though the loss of a home or property is less debilitating than the loss of human life, it can still produce high levels of stress and anger because of the negative impacts on individuals' lives (Murphy, 1984). The more loss associated with a disaster the greater potential for grieving.

> **Community characteristics** - If evacuees can not obtain services and social support, evacuation can be an overwhelming experience. Communities with a strong social system including friendship and kin networks, community participation, community preparation for disaster, and rehabilitative institutions can aid in reducing stress during an evacuation. At all phases of an evacuation a good support structure can mitigate the effects of disaster-related stress (Bolin 1988).

> **Evacuee characteristics** - Existing mental health problems coping ability and grief reactions are individual characteristics which can influence the potential effects of a disaster on each individual (Perry 1985). Individuals will all react differently to an evacuation. Within affected populations, special needs should be identified and addressed. For families and individuals that are already experiencing mental, emotional, or financial problems an evacuation can exacerbate these conditions.

Service providers during an evacuation must be aware of two types of stress: that which produces obvious symptoms of psychological distress and that which doesn't. Because most disaster survivors are not likely to experience the former type of stress, intervention strategies with disaster survivors have mainly focused on helping people develop coping skills. Helping people manage their everyday problems is a key to limiting the "invisible" stress caused by disasters (Quarantelli and Baisden, 1981).

Provided support structures are intact and preparation has diminished the negative consequences of a disaster, few long-term effects are common. Disaster does not usually affect an individual's interaction or communication skills. Any long-term effects will most likely be associated with the special populations discussed above. Potential long-term effects that may arise in these populations include:

> **Post Traumatic Stress Disorder** - This disorder has rarely appeared in survivors of natural and man-made disasters. It can affect an individual by increasing anxiety and can create difficulties with communicating, functioning, and with substance abuse.

> **Inability to establish coping strategies** - If survivors can not effectively establish coping strategies they are likely to vent any stress, anger, and grief at other family members, thereby increasing potential incidence of domestic abuse.

Recovery does not end when a disaster is over. Survivors have an emotional need to talk about the event and to have their feelings heard. Physical reconstruction of a community can create additional stresses for the individuals involved. Thus, the support and outreach provided by human services workers should not stop when the disaster appears to be over (Bolin, 1988). To fully recover from a disaster both the community and the individual must take recovery actions. Most individuals, contrary to myth, are well-prepared to begin rebuilding both their communities and their lives after a disaster (Tierney, 1988; Kramer, 1989; Tranter, 1989). On a community level, organizations must work together to restore basic services and rebuild damaged properties. Planning and leadership are essential for community renewal. Leadership in particular has an important role in mobilizing community resources and talents.

FSC AUTHORITY AND RESPONSIBILITY

The responsibility of Air Force Family Support Centers to provide assistance during evacuations is a recent addition to FSC mandated tasks. DoDI 1342.22 for Family Centers states that family centers are the principal source of assistance and support to families during evacuation. The type of support and assistance that FSCs can provide during an evacuation has evolved over the past few years. Evacuations such as Fieri Vigil, Clark AB and Hurricane Andrew, Homestead AFB, and the return of evacuees to Incirlik AB have helped to further refine the role of the FSC in an evacuation and the specific activities an FSC may be responsible for during all stages of an evacuation.

Responsibility for all of the mechanics of an evacuation, however, is not the responsibility of the FSC. Evacuations are the responsibility of many agencies at many levels of the Air Force. In order to better understand where

FSCs fit into an evacuation, public laws, Department of Defense Instructions, and Air Force Instructions which describe in detail responsibility and authority of the FSC during evacuation contingencies are outlined below.

PUBLIC LAW

Public Law (P.L.) 99-145, Military Family Act of 1985, approved Nov. 8, 1985, established the Office of Family Policy under the Assistant Secretary of Defense for Force Management and Personnel. Law also outlines employment opportunities for military spouses, youth sponsorship programs, relocation assistance, and reporting of child abuse. Additionally, law transfers the Military Family Resource Center from the Office of the Assistant Secretary of Defense for Health Affairs to the Office of the Assistant Secretary of Defense for Force Management and Personnel.

Public Law (P.L.) 101-189, Defense Authorization Act of 1989 requires the Secretary of Defense to establish a relocation assistance program. The secretaries of each military department, under regulations prescribed by the Secretary of Defense, shall provide relocation assistance, through military relocation assistance programs. Legislation requires the provision of comprehensive destination area information relocation counseling, settling-in services; interactive automated information system; and annual reports to Congress on usage and impact of relocation assistance programs on quality of life, retention and productivity.

DoD JOINT PLAN

Joint Plan for DoD Noncombatant Repatriation establishes the responsibility of DoD for repatriating DoD noncombatants to include DoD military personnel, civilian employees, and their dependents. Repatriation services encompass ensuring the well-being of American citizens as they are evacuated from an overseas location until they reach their final destination. Established the Department of the Army as the executive agent for DoD Repatriation Plans and Operations.

DEPARTMENT OF DEFENSE

DoDD 1342.17, 30 Dec 88, Department of Defense Directive on Family Policy establishes policies, assigns responsibilities, and prescribes procedures on family policy for DoD military personnel and their families. (See Appendix A)

DoDI 1342.22, 30 Dec 92, Department of Defense Instruction on Family Centers establishes policy guidance for the implementation of Family Centers within the Department of Defense. (See Appendix A)

DoDI 1338.19, Department of Defense Instruction on Relocation Assistance Programs establishes policy, assigns responsibilities and prescribes procedures for implementation and use of relocation assistance programs. (See Appendix A)

AIR FORCE

AFI - , (supersedes AFR 30-7), Air Force Instruction on Family Support Centers (See Appendix A)

AFI- , (supersedes AFR 30-56), Air Force Instruction on Relocation Assistance Programs (See Appendix A)
AFI 10-216, Air Force Instruction on Evacuations (See Appendix A)

These laws and instructions will help the Family Support Center better understand their responsibility and authority for providing assistance to families during evacuations.

MANUAL ORGANIZATION

The manual was developed based on the model of a large-scale evacuation. A large-scale evacuation has four stages, diagrammed below, which have been defined as:

> **Evacuation** - Departure from a base due to disaster

> **Intermediate Stops** - Bases where evacuees may stop for several hours while enroute to a safe haven or final destination. This stop typically does not include an overnight stay.

> **Safe Havens** - Bases where families will be staying until they move to their final destination or return to the evacuated base.

> **Final Destinations** - Return to the evacuated base or relocation to a new base.

The manual covers two areas. The first area reviews evacuation-specific preparation activities that the FSC must conduct to achieve readiness for an evacuation situation. The second area describes family assistance activities that need to be conducted during each stage of an evacuation. In order to actually formulate a plan for providing family assistance anytime during an evacuation, the FSC must integrate the material covered in the two areas.

PREPARATION

The first section of this manual is devoted to providing strategies to prepare for each stage of evacuation. It discusses strategies for coordinating with other base agencies to formulate plans and ideas for gaining leadership support. It also discusses FSC activities that must be expanded to include evacuation readiness such as volunteer management, staff education, and communication procedures.

EVACUATION STAGES: EVACUATING BASE, INTERMEDIATE STOP, SAFER HAVEN, FINAL DESTINATION

The following sections of the manual are organized according to the stages of an evacuation. Within each section the services needed by evacuating families are discussed, as well as stress management and long-term support issues. Strategies for meeting these needs and information that may be useful at each stage are presented. It is important to keep in mind, however, that any evacuation is likely to create unique problems and issues for families. The FSC's ability to be flexible, to communicate with leadership, and to cooperate with other service providers is the key to providing effective evacuation relief services.

During the evacuation process each Family Support Center involved plays a different role. A FSC can be located at the evacuating base, or may receive evacuees. A receiving base can function as an intermediate stop, a safe haven, a final destination or a combination of these three. In some evacuation situations there will not be an intermediate stop and evacuees will be sent directly to a safe haven or a final destination. The multiple roles that a FSC may encounter add to the dynamic characteristic of evacuation planning. In planning for evacuations and using this manual it is important to remember:

> Evacuation plans can not address every scenario and must therefore be flexible and simple

> Evacuation preparation and planning should be continuous and should change over time to reflect knowledge gained from experience

> Evacuation planning needs to address both the individuals to be served and the agency collaboration that must be achieved to provide services

Although the manual has been organized according to an evacuation scenario that involves travel/transport to other locations, specific sections may be used for other types of evacuations such as:

> **Partial/local evacuations** - In this scenario travel/transport to a distant location is not required. Some base housing may be destroyed. In these situations the FSC will be involved in providing services to families who have experienced damage or loss to their home. These services will encompass providing material assistance as well as emotional and mental support. The FSC should be prepared to address family needs outlined in the intermediate stop, safe haven and final destination sections of the manual. Even if families have not evacuated, the destruction that can be caused by a flood, tornado, or hurricane will warrant the provision of almost all of the services addressed in this manual.

> **Evacuation with casualties** - Family Support Centers should use the Crisis Response to Casualty Situations Manual and the Evacuation Manual jointly.

> Non-combatant evacuations - These evacuations will follow the general format of the evacuation manual but will also involve family separation issues. Non-combatant evacuations may involve needs identified at each stage, particularly the intermediate stop.

SOURCES

The manual was developed from the following sources:

- > **Interviews** - Interviews were conducted with Family Support Center Staff and Human Service Providers involved in the evacuations of Homestead AFB and Clark AB.
- > **Disaster management literature** - An annotated bibliography of disaster related articles which complement the manual and provide additional in-depth information on the effects of disaster and service provider intervention, is found in Appendix C.
- > **Workshop** - A workshop was conducted with representatives from HQ USAF/DPPH and base representatives from FSCs, medical, and mental health areas.

ACKNOWLEDGMENTS

Many people contributed their knowledge of evacuation situations in reviewing and developing this manual. Participants of the Family Readiness Workshop, in particular, provided critical direction and input throughout the manual's development. Attending the workshop were LtCol Steve Tallant and Maj Brenda Thompson from the Family Matters Office, HQ USAF/DPPH; LtCol Bill Black, Family Practice Clinic, Eglin AFB; LtCol Bob Anderson, 325th MedGroup, Tyndall, AFB; Ms CeCe Medford, FSC Director, RAF Lakenheath; and Ms Linda Brown, FSC Director, Eglin AFB. Although Maj Bill Kieffer from Yokota AB and Ms. Lilian Cassidy and her staff from the FSC at Tyndall AFB did not attend the workshop, they contributed significantly to the review of the manual. The invaluable feedback and contributions of these individuals are greatly appreciated.

READINESS FOR EVACUATIONS

PLANNING FOR EVACUATION SITUATIONS

When evacuation begins, there is no time to define the role of the Family Support Center and other service agencies. Without prior planning and preparation evacuees may not receive all of the assistance that they need. This would add unnecessary stress to evacuees as well as frustrate service providers who are capable of providing a wide range of family assistance. Because most disasters happen with little or no warning, preparation and planning are the key for providing family assistance during evacuations.

Past experience has shown that the better prepared a base's support system is for an evacuation, the less added stress families experience. The purpose of this section of the manual is to describe the fundamental planning activities a FSC should accomplish in order to prepare for an evacuation. These activities will establish a good foundation for meeting any family evacuation need. The activities encompass two major areas. First, the FSC must interface with base leadership, community agencies, and other base agencies in order to assess resources, designate responsibilities, and create networks. Second, the FSC must redefine some of its regular activities such as volunteers, support groups, and information and referral in the context of an evacuation.

Whether a base will be evacuated or receive evacuees, the following areas comprise the foundation of any planning:

- > Leadership consultation
- > Coordination with FAIB and other base agencies
- > Establishing contacts
- > Communication procedures and FAMNET
- > Volunteer management
- > Staff education

LEADERSHIP CONSULTATION

Advising leadership on the benefits of family readiness for evacuations is perhaps the best way to obtain the services families need. Leadership plays a critical role in evacuations and can determine how families' needs are met and the overall impact of the evacuation experience.

Strategies for leadership consultation may include the following:

- > Use of a brochure on evacuation to inform leadership on the importance of prior planning and coordination of family services
- > Use of examples of prior evacuation scenarios to demonstrate the role the FSC did play, and to discuss problems and issues that arose for families
- > Arranging meetings with leadership to discuss the importance of establishing the FSC's role prior to an evacuation and the importance of establishing coordination among service providers in an evacuation.

Forums for leadership consultation with either installation commanders, first sergeants, chief's groups and or staff officers may include the following:

- > One-on-one meetings
- > Breakfast or lunch meetings
- > Conferences or meetings on family issues

Leadership consultation should also include meeting with informal leadership positions such as service clubs and service associations on the installation.

COORDINATE WITH THE FAMILY ACTION/INFORMATION BOARD (FAIB)

Past experience has shown that the Family Support Center plays a key role in coordination of family assistance services during an evacuation. The FSC will therefore need to play an active role in formulating plans for family assistance during evacuations. The variety of services needed during an evacuation will also require the FSC to promote inter-agency cooperation and to conduct any planning in conjunction with staff from the following agencies:

- > Medical
- > Mental Health
- > Air Force Aid Society
- > Child Development Centers
- > Morale, Welfare, and Recreation
- > Chaplain
- > Legal
- > Social Actions

It will also be beneficial to include agencies that are involved in emergency assistance:

- > BEAT - Base Emergency Assistance Team
- > Security Police
- > Emergency or Disaster Preparedness, both civilian and military
- > American Red Cross

Leadership will help advise the FSC on the best way to coordinate with other service providers. The FAIB is the ideal forum for organizing the family support system to plan for families' needs during an evacuation scenario. The FAIB benefits from having leadership support and having the authority to define the responsibilities and roles of support agencies during an evacuation.

COORDINATE WITH OTHER BASE PERSONNEL

During an evacuation, many base agencies will provide services to families. The FSC should become familiar with these offices and the potential support they can provide to both evacuees and to the FSC during a contingency situation.

- > Base Supply
- > Transportation
- > Base Dining Facilities, PX, Commissary
- > Housing
- > Logistics
- > Finance
- > Communications
- > Military Personnel Flight

These personnel can help with managing and obtaining resources and equipment for a variety of family needs. For instance, base transportation might provide transportation to evacuees to a FSC-sponsored program, support group or a town-meeting. The communications squadron can help arrange for extra telephones to be set up to field incoming calls from concerned relatives. The housing office may be involved in coordinating shelter for evacuees. Base supply may be helpful in procuring needed items and in storing donations.

Although the FSC is only one player in an evacuation, as a central point of contact for Air Force families the FSC is obligated to know the entire range of services available to families, service providers, and offices that have resources and skills that can assist wide-scale relief efforts.

ESTABLISH CONTACTS WITH NATIONAL AND LOCAL AGENCIES

Obtain Information from Disaster Related -Agencies

To be prepared for an evacuation a list of local agencies and federal agencies that are experts in disaster relief will be useful to the FSC and to families. Not only can these agencies provide direct services to military families, but they are also a good resource for information.

National/Local Disaster Agencies

Federal Emergency Management Association (FEMA) - General information 24 hours a day. Telephone: (202) 646-2500

American Red Cross - Service to Military Families Division, 2025 E St, NW, Washington, DC 20006. Telephone: (202) 728-6400. On a case-by-case basis responds to needs of military families. Local Red Cross offices will also play a critical part in any evacuation.

Civilian Disaster Coordination - Most communities have a Disaster Preparedness Office or an Emergency Preparedness Office.

Military Organizations

American Legion - P.O. Box 1055, Indianapolis, IN 46206. Telephone: (317) 635-8444. Provides financial and other assistance to military members and their families.

Department of Veterans Affairs (VA) - 810 Vermont Ave, NW, Suite 817, Washington, DC 20420. Telephone: (202) 233-3951. The VA provides various monetary benefits to eligible veterans. They also maintain a list of Family Support Centers and can coordinate with local FSCs and Red Cross Offices.

Non-Commissioned Officers Association (NCOA) - NCOA International Headquarters, 10635 Interstate Highway 35N, San Antonio, TX 78233. Telephone: (512) 653-6161. Serves military members and their families. Provides assistance with claims.

Establish Community Liaisons

It is also recommended that FSCs are knowledgeable about community services capable of assisting evacuees or donating services during a disaster. The influx of families to a receiving base requires assistance with the provision of services. Contact with these agencies should be made prior to an evacuation scenario. Outreach to civilian community agencies before an evacuation will cement their support during the evacuation.

Community Agencies

Local Chamber of Commerce - For a variety of needs and donated services.

Places of Worship - Churches, synagogues and other religious institutions in the local area are a good source of donations and volunteers.

Hotels/Motels/Restaurants - These organizations may provide discounted services to evacuees.

Kennels/Veterinarians - These organizations can help with handling evacuees' pets.

Temporary Storage Facilities/U-Haul - These organizations can help for relocation and transportation needs of evacuees' belongings.

Civic Groups - Fraternal organizations and charitable organizations are experts in managing donation drives and providing volunteer services.

Mental Health - Your community mental health agencies and professionals can be contacted to provide assistance in outreach, support groups, and volunteer services. (Include licensed psychologists, counselors, and social workers.)

Children's Services - The Cooperative Disaster Child Care Program is an inter-faith disaster response program that focuses on providing children respite care, support and comfort after a disaster. The center works in conjunction with the Red Cross and FEMA and has trained volunteers available across the nation. P.O. Box 188, New Windsor, Maryland 21776. Telephone: (410) 635-8734 disaster.

Schools - Local schools can assist in meeting students' needs after a disaster.

COMMUNICATION PROCEDURES/FAMILY NETWORK

In order to effectively provide evacuation services, a FSC must have established methods of obtaining and disseminating information about the evacuation and the population that is being evacuated. The first step in obtaining information is to make sure that the FSC is in the communication loop during an evacuation. This includes communication from both installation leaders and agencies as well as local disaster agencies. Having done this the FSC will benefit from having reliable and up-to-date information throughout the evacuation.

Second, the FSC must be able to communicate with other FSCs. FAMNET is an essential means of transmitting information during an evacuation. The FSC should ensure that an adequate number of staff are trained in the use of FAMNET. A guide to the procedures for using FAMNET has been established and should assist in its use. Each FSC should plan for how they will use FAMNET during an evacuation. During an evacuation, traditional communication means may be destroyed or non-operational. FAMNET is one potential option for communication.

Third, the FSC will receive many calls from concerned relatives or will need to place calls to stateside family members if dependents are evacuated from an overseas military base. The potential increase in communications needs will require both equipment and personnel to staff the phones.

VOLUNTEER MANAGEMENT

At any base, volunteers may be needed to assist evacuating families. The FSC, in addition to their regular volunteer banks, should be ready to call on local organizations for additional volunteer resources. Both on and off base groups are a source of volunteers. Contacts established with services clubs will also help in obtaining volunteers during an evacuation. Volunteers can assist the FSC in many areas and will be invaluable to the family support system in a large scale contingency situation. To manage volunteer resources these areas should be addressed:

- > Have a central point of contact for volunteers (the volunteer resource program should be considered).
- > Provide volunteers with identification and parking passes to facilitate their entry onto the base.

- > Screen volunteers to determine their skills and where they can be most useful; identify special skills, training, or language abilities.

- > Maintain a volunteer log so that volunteers can be properly recognized after the evacuation. It should include names, addresses, hours worked and telephone numbers.

Volunteers needed during an evacuation include, but are not limited to the following areas. Depending on their skills, volunteers can be used in almost any area of disaster relief. Before you solicit volunteers, however, you should have a good idea of where you will place them.

- > Interpreters
- > Child care providers
- > Support/therapy group facilitator
- > Telephone monitors/information providers
- > Transportation providers
- > Refreshment providers/servers
- > Logistical support- distributing/processing donations
- > Administrative support

Volunteers need training. Evacuation training can be a section of regular training programs and should occur before an evacuation. Training for volunteers should include:

- > Familiarity with base services available to evacuees
- > Familiarity with logistics; procedures for logging hours, signing-in, and obtaining entrance to the base
- > Familiarity with stress and grief associated with evacuations
- > Procedures for medical emergencies, problems with evacuees, and issues that should be referred to appropriate staff
- > Task specific training (i.e. working databases, answering phones, etc.)

Volunteers who are not trained specifically in assisting families in crisis should be assigned tasks that they will be able to accomplish with little supervision or assistance such as managing donations, transportation, and serving refreshments. During an evacuation be aware that the evacuees will most likely want to be involved in helping. Involving evacuees in projects to help themselves, will facilitate their recovery from disaster. Evacuees can be involved in managing and distributing donations and helping each other with childcare and transportation. Evacuees will be ready to help at different times, depending on their stage of recovery and the coping strategy they have adopted.

STAFF EDUCATION

A key to readiness is staff education. During a contingency situation, all members of the FSC staff will be involved in providing evacuation specific services. As experts in family needs and services the FSC staff will be looked to for guidance during an evacuation. If the FSC is not internally prepared for an evacuation it will make external coordination with the base and local community very difficult. Staff should be informed and involved in all aspects of preparation and planning. Main areas of training may include:

- > A review of evacuation plans from AF level to base level
- > A review of plans established by the FAIB for family assistance during an evacuation
- > A review of issues evacuees face including grief, stress, loss and readjustment to a community
- > Base communications and organization during an evacuation (inducing FAMNET)

Training may be conducted through workshops, brown bag lunches, or through informational lectures or briefings. Brochures developed for this manual on disaster effects and AF family services available during evacuations may be useful for training purposes. Training should also include an exchange of information between all family service providers on base to include any previous experience with contingency situations and any expertise in assisting families in crisis.

PLANNING TO BE COMPLETED BY EVACUATING BASES

Planning for evacuation is extremely important for every FSC. The FSC needs to address these areas to plan for assisting families at an evacuating base.

LEADERSHIP CONSULTATION ISSUES

Past experience has shown that families rely on the FSC for information during an evacuation. Consequently, it is imperative that FSCs are well integrated into the evacuation plans of a base. Specific issues that need to be addressed with leadership include the following:

Leadership Support

- > Incorporate family issues into evacuation plans
- > Include FSCs in the communication loop during an evacuation
- > Invite FSCs to give presentations and briefings on family readiness for evacuations at commander's calls, family days, and orientation programs
- > Incorporate FSCs into base evacuation exercises

Leadership Action

- > Provide families with accurate and timely information to dispel rumors and fears during an evacuation
- > Respect families' and children's needs for personal safety and safety of their pets during an evacuation to diminish loss and grief

OBTAIN EVACUATION PLANS

An important step in preparation for providing family assistance in an evacuation is to learn about existing evacuation plans. Educating Family Support Center staff on plans and procedures will enable the FSC to provide critical information in the event of an evacuation. Regulations at Air Force and MAJCOM level have been discussed in the first section of this manual and should be reviewed in addition to local and installation specific plans. These plans will demonstrate the responsibilities of base, government and local agencies and will therefore help clarify the role of the FSC. This will also prevent duplication of efforts. Since several agencies may be involved in evacuation efforts, it is suggested that the FSC contact:

- > Disaster Preparedness Office or Plans Office (XO) for information on base evacuation plans
- > Local Red Cross for information on local disaster plans
- > Civilian disaster preparedness offices or emergency preparedness offices to learn about evacuation procedures
- > FEMA or the American Red Cross to learn about federally declared emergencies

REVIEW EVACUATION PLANS WITH FAIB

Once plans have been obtained, the FSC working with the Family Action/Information Board (FAIB), can review evacuation plans and develop a list of information that should be included in an evacuation plan for the family support system.

Issues to be discussed with the FAIB include:

- > Are family issues included in evacuation plans?
- > Are family support agencies involved in communication loops during an evacuation?

- > Can family support needs and services be clarified in the plans to include the sponsoring agencies?
- > Can an addendum be made to plans to include a specific section on family assistance?

If the FAIB determines that a plan should be established, it can either be an addendum to the existing base evacuation plan or a new plan.

EDUCATE FAMILIES ON EVACUATIONS

The FSC is chartered to provide education to families. With regard to evacuations, this translates into family readiness. While the FSC will not be responsible for all disaster and evacuation education it will likely be involved in the coordination of family evacuation readiness briefings and programs. The appropriate time to provide information to families on evacuation readiness is during orientation programs at the base. Subsequently, families can be refreshed through brochures, news articles, and briefings at family days or similar events.

BRIEFINGS

Briefings can be used to provide families and service members with current information on disaster readiness. Briefings will enable the FSC to disseminate information to a large group of people. Key topics for family readiness are listed below:

- > Review all potential disasters for your geographic area (sources for this topic include FEMA, Red Cross, weather office)
- > Review disaster procedures for each of these situations including location, capacity, and strength of local shelters (sources for this topic include the plans office and base or civilian emergency management offices)
- > Review the family checklist of items to bring during an evacuation
- > Provide a list of contacts for information during an evacuation
- > Discuss the effects of an evacuation on children and families (sources for this topic include mental health and medical staff)
- > Discuss the services the Air Force will provide to evacuated members

BROCHURES

Another method for educating families is through an informational brochure. A brochure can serve as a quick reference for families during an evacuation. Past experience has shown that families did not know what to bring when they evacuated. A brochure that contains an evacuation checklist is an ideal way to provide families with timely, accessible information on evacuating.

NEWS ARTICLES

The base newspaper is an ideal place for short readiness articles prior to a disaster season. Specific tips for families on preparation activities could be displayed in a short checklist.

PLANNING TO BE COMPLETED BY RECEIVING BASES

Family Support Centers at receiving bases will be in a key position to provide multiple services to evacuees. Planning for evacuee reception needs to address the following areas.

LEADERSHIP CONSULTATION ISSUES

Evacuations involve more than relocation. The loss of home and community can have a devastating effect on children and adults. Financial problems after a disaster can lead to an increase in family violence and substance abuse. By making families' needs a priority during the evacuation process, leadership can significantly reduce the negative long term

effects of disaster and maintain the health and stability of Air Force families. Specific issues for leadership to address as a receiving base include:

Leadership Support

- > Encourage the coordination of base agencies required for evacuee reception planning

Leadership Action

- > Facilitate family needs for housing, food, clothing, and respite child care at receiving bases
- > Allow evacuated members sufficient time for filing claims, re locating, and rebuilding their lives
- > Allow service members input on their final destination to give them control over their lives
- > Allow return to the evacuated base in order to provide closure to the grieving process

REVIEW FAMILY ASSISTANCE ACTIVITIES FOR RECEIVING BASES

Outlines of specific needs at intermediate stops, safe havens, and final destinations are outlined in section IV of this manual. These outlines were developed from experiences during actual evacuations. While FSCs were not solely responsible for each service listed, they were often responsible for coordinating and setting up these services. Each FSC should use these outlines to assist in developing evacuation reception plans. The outlines can be modified according to each base's particular situation.

Attached with each outline is a matrix worksheet that can assist FSCs to identify resources to implement each service. This worksheet can be brought to the FAIB to use in developing actual evacuee reception plans or can be used as a reference to implement services during an evacuation.

COORDINATE WITH FAIB TO ESTABLISH EVACUEE RECEPTION PLANS

The FAIB can coordinate all service providers needed to prepare an evacuation reception plan. The evacuee reception plan should be comprehensive. It should include services provided at an intermediate stop, a safe haven, and a final destination. The plan should designate which agencies are responsible for providing particular services.

While developing these plans each FSC and/or FAIB should keep in mind the potential variability in:

- > The number of families evacuated
- > The length of time evacuees are at any stage
- > The level of destruction associated with the evacuation

At a minimum, planning should include the following:

- > Review of existing plans so that services are not duplicated
- > Identify key personnel/agencies to provide services
- > Identify procedures to augment staff through community volunteers and the larger military community
- > Identify the protocol for securing various physical resources

As a receiving base, a FSC is acting as an "expanding agency," an agency that must expand to meet the many needs of evacuees. Contact with the American Red Cross and other disaster relief agencies that are experts in "expanding" to meet the needs of people affected by natural disasters can assist the FAIB and FSC in preparing for evacuee reception.

CHECK-IN INFORMATION

At each receiving base, check-in should be conducted after the basic needs of evacuees are met. In addition, check-in should be minimal and should not become an additional source of stress to evacuees. While the FSC will not be responsible for check-in, they can obtain information on families through check-in. At an intermediate stop where evacuees are staying for a short period of time and are likely to be tired, the FSC may simply want to get an overall count of evacuees broken out by evacuees with special needs, children, and elderly family members (if this information is not available through other means). If a longer stay is anticipated or time and circumstances permit, the check-in procedure can include the use of a simple response card or intake form to capture necessary information from evacuees and to assess their needs. Information that will be helpful is provided below.

- > Evacuees' name and dependents
- > Relative or contact of evacuee
- > Special needs of evacuee
- > Location/phone number where evacuee can be reached

All efforts should be made to reduce the amount of forms evacuees need to fill out. If information is available through other sources, it should not be part of a check-in procedure.

The next four sections of the manual describe specific activities for assisting families during each stage of an evacuation. These sections are intended to assist the FAIB and FSC in identifying specific areas that should be included in a contingency plan for family evacuations.

EVACUATION

PROVIDING ASSISTANCE AT EVACUATING BASES

In the event of an actual evacuation, the Family Support Center Staff will be involved in evacuating their own families as well as assisting in the evacuation of the base. The FSC should make sure that the role they play in the evacuation does not preclude them from attending to their own families' needs. Depending upon the type of evacuation and the amount of time associated with it, the FSC may be involved in any or all of the following areas:

- > Coordination with receiving bases
- > Leadership consultation
- > Information and referral

COORDINATE WITH RECEIVING BASES

Because an evacuation involves multiple bases, inter-FSC communication is very important. The most efficient means of communicating essential information is via FAMNET. Prior to evacuation, the FSC at the evacuating base should activate the use of FAMNET. Usually, a special conference board can be set up to relay information on evacuation and evacuee information needed by FSCs. Through FAMNET, receiving bases can be alerted to the arrival of families and be prepared to meet special needs these families will have. Information that is useful to send to receiving bases may include:

- > Number of families, children, persons being evacuated
- > Special needs of families: medical, pets, financial
- > Any information on the evacuation that may assist service providers at the receiving base

Once FAMNET has been activated, receiving bases can continue to pass information to successive stops. FAMNET can greatly reduce the amount of information needed at check-in. If FAMNET is not available, other means for sending information are:

- > Telephone
- > Fax

LEADERSHIP CONSULTATION

Both before and during the evacuation, the FSC is likely to be involved in providing guidance and assistance to families. Close contact with leadership on the specific plans for evacuation is vital to keep families well-informed and up-to-date. FSCs should focus on obtaining evacuation information from leadership so that they are knowledgeable about the location of safe havens and mode of transportation available, and are able to assist with directions. Policies on taking pets, amount of baggage allowed, and evacuation procedures should be communicated to families as early as possible.

INFORMATION AND REFERRAL

Interpreters

Non-English speaking family members, in particular, may be confused and frightened by an evacuation. The FSC should attempt to make sure these spouses are contacted and know how to evacuate. Additionally, the FSC will need to have interpreters for non-English speaking family members throughout the evacuation.

Information/Outreach

During the evacuation, providing as much information as is available to families will give them some control over the situation. Distribution of checklists for evacuations should be increased if time permits. Distributing checklists through the workplace or at frequently visited base services is an ideal method of ensuring each family receives information on what to bring. The Family Support Center will most likely be one of the last agencies to evacuate. To the extent possible, the FSC should assist families with information and help.

Since many families will be located some distance from the base, the FSC needs to be concerned with getting information to all families served by the base. This information can be disseminated through the workplace or through local television and radio. One successful method has been a television advertisement that gave a toll-free number for military families to obtain information.

INTERMEDIATE STOPS

PROVIDING ASSISTANCE AT INTERMEDIATE STOPS

Intermediate stops are bases where evacuees may stop for several hours while enroute to a safe-haven or final destination. Intermediate stops are a critical phase in the evacuation process. Families have departed a disaster site and have had their lives extremely disrupted. At this stage families first need to have their immediate physical comforts provided for and secondly need to be able to feel as comfortable and unstressed as possible. Providing the "comforts" of home will help combat some of the stress related with evacuation. After basic needs have been taken care of evacuees need to be emotionally supported. Providing information to the evacuees is important at this stage. Answering evacuees' questions about where they are going and what happens next will relieve excess anxieties. Service providers available to intervene with stressed evacuees are also necessary at an intermediate stop. Children also need support and this can be accomplished by providing them with toys, a play area, and caregivers to pay attention and listen to them.

Actual services provided to families will be determined by the length of time the evacuees are at an intermediate stop. Thus, it is up to the discretion of the base leadership and family support agencies at an intermediate stop to determine the degree of services that are practical to provide. An outline of intermediate stop services and a matrix for identifying service providers can be found on the following two pages. These items can be used as a starting point for intermediate stop planning.

OUTLINE FOR DEVELOPING AN INTERMEDIATE STOP PLAN

I. Organization and Communication

1. Leadership consultation
2. Receiving information on evacuees
3. Check-in

II. Meeting Family Needs

1. Activate volunteer resources
2. Food and drink
3. Clothing
4. Personal hygiene items
5. Other needs
6. Pet needs

II. Services

1. Medical care
2. Mental health
3. Financial assistance

IV. Information and Referral

1. Status updates to evacuees by leadership
2. Interpreters

Assessing Your Resources at the Intermediate Stop

This worksheet will help you to identify resources available on and off base to provide evacuation services, determine agencies that should be involved in evacuation planning, and determine agencies with whom contacts should be established. Check each box that corresponds to service providers available in your area. You may add other service providers, services.

ORGANIZATION AND COMMUNICATION

LEADERSHIP CONSULTATION

Beginning with the actual implementation of an evacuation reception plan, leadership must be consulted to help FSCs provide direct services to families. Conversely, FSCs must communicate to leadership the evacuating families' needs.

RECEIVING INFORMATION ON EVACUEES

The Family Support Center should ensure that it is notified of any incoming evacuees. Protocol should be established for leadership to inform the FSC of incoming evacuees as soon as possible. Other ways the Family Support Center can be notified is by the evacuating base's FSC, through messages, or through any other base information system or procedure. (Note: A personnel tracking system that is being developed for the Air Force will be very useful during an evacuation scenario and should provide a FSC with all information required.) Information that is useful to obtain from any source, if possible, includes:

- > Number of people coming to base
- > Length of time they will remain
- > Special needs

With this information, the FSC, in conjunction with other family assistance providers, can implement a plan for receiving the evacuees and providing direct services to families.

CHECK-IN

It is beneficial to obtain the names of arriving service members and/or their families at any post-evacuation stop. Check-in, however, may not always be feasible at an intermediate stop. If time permits a check-in, family support personnel can alert receiving bases of specific family needs via FAMNET and verify the number of evacuees. Additionally, check-in will facilitate tracking down service members for any messages or communications intended for them. Check-in should only capture information that is not available elsewhere.

MEETING FAMILY NEEDS

VOLUNTEER RESOURCES

At an intermediate stop, volunteers may be needed to provide assistance to serve refreshments, distribute clothing/personal hygiene items, deliver messages to incoming evacuees, or help with check-in. Volunteers can also be considered to provide child care, entertain and play with children and allow parents needed respite. Volunteers can also help manage donations and assist with administrative support.

FOOD/DRINK

Evacuees may have gone without food and drink for several hours upon reaching an intermediate stop. The services squadron on base should be involved in providing food and drink. The Red Cross is also an excellent agency to contact for providing refreshments at an intermediate stop. The commissary is another resource for food. Food should be ready when evacuees arrive and should consist of a full hot meal. Food should be obtained for babies, children, elderly family members, and people with special diets. Baby formula, bottles, and food are a must. In general, a selection of food will be useful to meet the needs of all including foods with no salt, sugar, or fat and foods that are soft and bland. Straws for children and disabled family members are useful. If pets have also been evacuated, their food and drink needs will also need attention.

CLOTHING

Evacuees may be traveling from a different climate and may not have appropriate or extra clothing. Coordination with base agencies and other local agencies is necessary to provide this service at an intermediate stop. Clothing should include infant, children, and adult clothing.

HYGIENE ITEMS

Similar to clothing, many families may not have basic products such as toothpaste, toothbrush, soap and feminine hygiene products. Comfort packs for evacuees should be provided and should include items for children and adults. Babies will require powder, lotion, wipes, and diapers. Elderly family members may also need protective undergarments and denture products. The FSC should work with the base exchange, hospital, or Red Cross to address this need. Also, to the extent possible, the base should consider providing these items free of charge or at minimal cost.

OTHER SUPPLIES

Blankets and pillows should be available for all evacuees. "Mental health supplies" should also be available to include:

- > coloring books, games, and toys for children
- > play areas for children
- > lounge areas
- > rest areas with mats, cribs, etc.
- > recreational supplies for adults - books, games, magazines
- > meditation, relaxation, and music tapes
- > mental health literature on trauma and grief

PET NEEDS

At the intermediate stop, you may need to address needs of pet owners. Besides food and care, if evacuation involves international travel, quarantine may be required. In this situation, pet owners will need to be given information, kennels will need to be procured, and methods for reuniting with the pet will need to be established.

SERVICES

MEDICAL CARE

Medical staff can assist families by dispensing mild medications for travel sickness, pain, or other ailments. If there is a medical emergency, FSC staff and other service providers should be familiar with the procedures for notifying base medical personnel.

MENTAL HEALTH

Trained mental health providers can assist the evacuation process through identification of any critical mental distress among family members. A mental health provider at an intermediate stop can assist evacuees and support providers with tips on managing stress.

FINANCIAL ASSISTANCE

Families may not have access to their finances once evacuated from their home base because financial institutions in the evacuated area are closed. The base finance office should be available to provide information on pay and to disburse pay advances. The Air Force Aid Society officer should be available in addition to the American Red Cross. It is vital that evacuees can obtain cash for their expenses.

INFORMATION AND REFERRAL

STATUS UPDATES

Perhaps the most critical need of evacuating families at an intermediate stop is to know where they are going next and in general, what is happening. A leadership representative from either the evacuating base or the receiving base should provide evacuees with an informal status update. Utilizing someone in a leadership position will help to dispel rumors and possibly relieve some of the fear and anxiety that can be associated with an evacuation. Providing this information can be accomplished through a briefing, a town meeting or an informal statement made by a leadership representative.

INTERPRETERS

Interpreters are needed for any unaccompanied non-English speaking family members.

SAFE HAVENS

PROVIDING ASSISTANCE AT SAFE HAVENS

The safe haven is a base where families will be staying until they move to their final destination or return to the evacuated base. Again, the length of time that families will be staying at a safe haven can vary. The safe haven is a family's home away from home. At the safe haven, families will need many more services than at an intermediate stop. In planning for a role as a safe haven, the means of providing services for any number of evacuees should be addressed.

Safe havens also provide an opportunity for families to recover from the shock of evacuation and disaster. Although the FSC will be involved in providing material needs and services to families, it is also important that families begin to regain a sense of self-sufficiency. By keeping families well informed of the evacuation situation and of the services that are available to them, they will begin to regain a sense of control and should take the initiative to start reorganizing their lives.

On the following two pages an outline for developing a safe haven plan and a matrix for identifying service providers for safe haven needs are presented. These items can be used as a starting point for planning.

OUTLINE FOR DEVELOPING A SAFE HAVEN PLAN

I. Organization and Communication

1. Check-in
2. Leadership consultation
3. FAMNET

II. Meeting Family Needs

1. Volunteer resources
2. Donations
3. Food and drink
4. Clothing
5. Personal hygiene products
6. Temporary housing assistance
7. Respite dependent care
8. MWRS services
9. Pet care
10. Communication to relatives
11. Other needs

III. Services

1. Legal personnel
2. Medical care
3. Mental Health
4. Financial Assistance

IV. Information and Referral

1. Town meetings
2. Relocation assistance
3. Interpreters

V. Providing Long-Term Support

1. Grieving and Loss
2. Support Groups

Assessing Your Resources at the Safe Haven

This worksheet will help you to identify resources available on and off base to provide evacuation services, determine agencies that should be involved in evacuation planning, and determine agencies with whom contacts should be established. Check each box that corresponds to service providers available in your area. You may add other service providers, agencies or services.

ORGANIZATION AND COMMUNICATION

CHECK-IN

At this point, families may be staying on or off base in temporary housing. The need for check-in and obtaining a local address for evacuated families is imperative. Not only will this enable the FSC to contact these families for important meetings and information, but it will allow any information and messages the family may receive to be passed on. Check-in should require minimal written forms and should not ask for information that is available elsewhere. Every effort should be made at check-in to inform families of the services that are available to them during an evacuation. The FSC should also ensure that each family receives outreach and has their needs assessed. Through outreach and needs assessment the FSC can prevent any family from missing out on available assistance and services.

LEADERSHIP CONSULTATION

Leadership consultation continues to be very important with the increase in services for the evacuated families. The FAIB should be actively implementing plans and seeking resolutions to any issues that surface. Leadership support is necessary to ensure that these issues do not become crises and that services are provided to evacuees efficiently and effectively.

FAMNET

FAMNET should continue to be used to pass information to evacuees and to prepare for their needs. Evacuees may not be arriving simultaneously, hence FAMNET can prove invaluable for alerting the FSC of each incoming group.

MEETING FAMILY NEEDS

VOLUNTEER RESOURCES

Volunteers can be critical at a safe haven base. In addition to providing child care, refreshments, transportation, and information on base services, volunteers can also help to meet many other needs of evacuees. At a safe haven base, the FSC will likely be open for longer hours and have a great demand for services. Volunteers can help with the needs of evacuees.

A brochure outlining services available to evacuees through the Air Force and where they can go to receive these services can be found in Appendix B.

DONATIONS

Safe Havens are the longest temporary stops during the evacuation process. Thus, safe haven bases are faced with providing services to meet families' most basic needs. Base agencies must be prepared to distribute items such as clothing, food, and personal hygiene items.

FSCs may help by being a point of contact for any donation drive. As a POC they can directly communicate families' material needs. It is likely that the FSC will be contacted by agencies that want to donate services for evacuees. The FSC should be aware of the kinds of donations it can accept and should be aware of any items needed by evacuees. The FSC can also assist in arranging drop off areas, obtaining volunteers for handling donations, and distributing the donated goods to evacuated families.

FOOD

In some situations, particularly overseas, the addition of several hundred or thousand people to a base population may cause shortages in food and other essential materials. Therefore, there may be a need to ration supplies. In AFR 30- 56, the Air Force instruction on Relocation Assistance Programs, the installation commander may authorize service members and their dependents use of appropriated fund dining halls to relieve undue financial hardship. In an evacuation scenario, the commander of the safe-haven base may consider authorizing the use of dining facilities for evacuated families.

Other sources for food may come from the Red Cross, on-base groups, and community organizations. Vouchers for emergency food may also be obtained through the Air Force Aid Society officer. It is necessary that funds are available to make sure evacuees can obtain their needs.

WATER

Similar to food, drinking water may be in short supply and need to be rationed if evacuees substantially increase the population of the base. Limiting bathing and extraneous use of water may be necessary in these situations.

CLOTHING

Many families do not adequately plan for an extended or permanent leave from their homes and do not have enough clothing or clothing appropriate for the climate. The installation should ensure people have access to clothing or funds for the purchase of clothing. Donated clothing may also be available for evacuees.

PERSONAL HYGIENE ITEMS

Refer to Intermediate Stop for a discussion of these needs. At the safe haven, evacuees should be provided with a comfort kit upon arrival that contains essentials. These items may also be available through donations.

TEMPORARY HOUSING

Temporary housing will be needed for evacuating families. Possible sources include VOQ VAQ house sharing, hotels, and motels. If there is not adequate local housing available, tents or hangars may be used. Overseas bases with limited housing may need to have housing donated from military families. The base's Housing Office can play a key role in assisting evacuees locate temporary housing.

RESPIRE DEPENDENT CARE

Evacuating service members and their spouses will be very busy during their stay at the safe haven. Rebuilding and reorganizing their lives will require many visits to base service providers. Providing respite dependent care during evacuees' stay at a safe haven will help the parent(s) or caregivers accomplish the tasks associated with evacuation/relocation. Respite dependent care will also help children cope with the dislocation of evacuation by allowing them to be with other children and resume a regular routine.

MORALE, WELFARE, RECREATION AND SERVICES (MWRS)

Another means of relieving family stress are recreation services provided through MWRS. Youth activities are valuable diversions for children and teens from the stressful and frightening experiences they are going through. Free or low-cost recreational activities such as movies, sports, and games can also allow families a chance to leave their temporary quarters, to enjoy each other's company, and to relax.

PETS

If evacuees brought pets, special accommodations will need to be made. Evacuees can either be housed in locations that allow pets or arrangements with local kennels can be made. Base leadership can help with contract arrangements if boarding pets is necessary. Quarantine may also be an issue at safe havens. Other ideas for pet care include volunteer pet sitters. Pet food can also be included in donation drives if needed.

COMMUNICATION

Evacuated families will want to contact relatives living elsewhere. Service members should be allowed to make telephone calls free-of-charge at the earliest possible time to these relatives. The establishment of a telephone line for these purposes can be done with the assistance of base communications staff. The telephone area should be at a central location that is accessible to all evacuated service members. Other options for family communications include utilizing:

- > Red Cross services
- > Telegrams
- > Faxes
- > FAMNET
- > Donated services from a local telephone company

The FSC should also expect many extended family members to be calling regarding the status of evacuees.

OTHER NEEDS

Rental vehicles and temporary storage facilities may also need to be procured for evacuees. Rental cars will provide families with transportation and the means to visit relatives or final destination bases if necessary. U-hauls and

storage facilities may be necessary for relocation needs and if it is possible to return to the evacuated base to reclaim personal possessions.

SERVICES

LEGAL CLAIMS

Service members and their families will likely be extremely worried about their property at the evacuated base. Legal personnel should be available to discuss with evacuees their rights and to guide them through the claims process.

FINANCIAL ASSISTANCE

Financial assistance in the form of low or no interest loans is critical at this point. Evacuated families will have expenses at the safe-haven and will need finances. The Air Force Aid Society officer should evaluate the need for no interest loans to service members and their families. Financial assistance may also come from the government. The finance office will need to assist families with pay and develop a method for distributing pay to evacuees. The FSC can assist with providing addresses or phone numbers obtained during check-ins.

MEDICAL CARE

Every effort should be made to facilitate the use of medical services by evacuated service members and their families. It is likely that families will not have access to their medical records. Medical staff should be alerted to any special medical needs of incoming evacuated families. They should also be aware of the potential for domestic violence which can arise in an evacuation.

MENTAL HEALTH

While prior experience with natural disasters and evacuations in the military and civilian sector have shown that the majority of potential mental health related problems will not occur until approximately 3 to 6 months after the event, mental health staff should be available and present for any necessary intervention, especially if the characteristics of the disaster and the affected population are at risk for high stress. Mental health personnel should always be available for stress management and emotional support for both evacuees and service providers.

INFORMATION AND REFERRAL

TOWN MEETINGS

Evacuated service members and their families should be regularly informed of the state of the evacuated base. Failure to do this can lead to an excessive amount of rumors, particularly concerning looting. Communications to evacuated families can be in the form of briefings, newsletters, or town meetings. Any means of transmitting information should be in an easily accessible location and at a time that is convenient for all evacuating families.

In past evacuations, the town meeting has been an excellent means of communicating information to evacuees and also allowing them to air their needs and issues. The town meeting is beneficial because it allows the group to be active participants in their situation and not passive recipients. Town meetings can be a forum to initiate support groups, address particular problems with claims or services, and plan for the final destination.

RELOCATION ASSISTANCE

If the evacuated base is no longer habitable, the evacuation is the beginning of a relocation for all families affected. Many of the services offered by the FSC to help families relocate under normal circumstances, will also be needed by the evacuating families. These services include information on moving costs and entitlements, housing costs and availability, legal assistance, schools, child care, employment opportunities, and any other information on the final destination location. The FSC should develop kits for relocating evacuees that describe the new area and services available. The FSC will assist with connecting relocating evacuees with sponsors. Close coordination with the FSCs where evacuees will be relocating to can facilitate the relocation process. FSCs will also coordinate with base leadership for evacuees to have priority receiving temporary housing for house-hunting trips or on their arrival at the new base.

SERVICE MEMBER INPUT

The FSC can recommend to leadership that to the extent possible, service members have input on where they are stationed. This may be accomplished through MPC working closely with evacuees to identify available positions and expediting the paperwork. Experience in the Clark AB and Homestead AFB evacuations has shown that this can boost the morale of the evacuating service members.

PROVIDING LONG TERM SUPPORT

GRIEVING AND LOSS ASSOCIATED WITH EVACUATIONS

Evacuation and the associated disaster is a traumatic event in the lives of children and adults. After the evacuation has occurred the primary stress associated with evacuation is loss. The loss may range from minimal to extreme. Types of loss associated with an evacuation can be:

- > Loss of material possessions, some cherished and irreplaceable
- > Loss of home and community
- > Loss of pets
- > Loss of friends and neighbors

Support providers and base leadership should be aware of the effects of these losses on evacuating families. Evacuees may need time FOR values clarification so that they are not overwhelmed by the loss. Values clarification activities can be explained in a brochure, presented in a briefing, or discussed at a support group. Children can be particularly devastated by the loss of a pet who is akin to a family member. The loss of a family member, relative or friend is more stressful than the loss of material possessions. The stages of grieving accompanying loss that families may experience are:

- > **Shock and denial** - People may not believe the disaster occurred. They may deny the reality that their home or community has been destroyed.
- > **Anger** - Evacuees may be angry that they were involved in the evacuation. Anger may also be directed at authority or leadership if services are untimely, difficult to receive, or poorly organized.
- > **Depression** - Evacuees may be overwhelmed and depressed by the losses they have suffered and the tremendous amount of work they need to do.
- > **Acceptance** - This stage indicates that evacuees have come to terms with their situation.
- > **Hope** - This stage can be fostered by the establishment of a supportive community. Evacuees will be able to envision resuming their lives.

Characteristics or actions of persons experiencing grief and loss related to evacuation and disaster can include:

- > Loss of purpose, motivation or interest
- > Irritability and restlessness
- > Withdrawal or solitude
- > Changes in eating or sleeping patterns
- > Increase in substance use/abuse
- > Exaggerated reactions
- > Physical symptoms such as shortness of breath or chest pains

These characteristics are extreme and should be considered very serious if they impair a person's ability to function. Under these circumstances mental health professionals should be called on to intervene and provide special treatment.

A very small percentage of disaster survivors will experience such severe impairment. The majority will suffer mild stress and depression which does not interfere with normal functioning. While it may be impossible to identify mild grief reactions, any efforts to provide emotional support can make a difference to evacuees. All service providers should

watch evacuees for signs of stress and be willing to offer emotional support through informal talks or referrals to counseling services and support groups.

An important part of the grieving process for evacuating families is to return to the evacuated base, even if it is uninhabitable. Seeing their old home and community will allow families to say good-bye, accept their loss and bring closure to the event. If service members and/or their new families will not return to the evacuated base, some sort of remembrance ceremony or gathering commemorating the end of the base is appropriate. Particularly if families are leaving for final destination bases, such an event will give them a chance to say good-bye to friends.

SUPPORT GROUPS

Coping with the effects of disaster is difficult to do alone. **Mutual support or "self-help" groups** can provide informal settings for evacuees to encourage and support each other. These groups allow disaster survivors to see themselves through another's eyes. In self-help support groups, evacuees can work through their reactions and find positive ways to cope with the evacuation scenario. Support groups can be tailored to address many needs. They can be initiated by anyone who desires support and should be facilitated by someone who has experienced the disaster/evacuation. Self-help support groups may be formed by units or by any group of evacuees.

Depending on the amount of time families have at a safe haven, support groups can be established to meet their need to talk through the experience, compare their reactions with others, and give and receive empathy. Specific groups for children or special populations can also be established. While the FSC will not likely run support groups, it is part of the FSC's responsibility to encourage and facilitate support groups. One way to do this is to train potential support group leaders and provide them with materials on running support groups.

Steps for setting up a support group are listed below. The FSC at the safe haven should help wherever they can to facilitate the establishment of a support group.

Location - Should be comfortable, large enough, accessible, and with adequate parking. Several options are churches, community or recreation centers, homes, and lounges/conference rooms.

Time - Should be convenient to all.

Child care - Every effort should be made to provide child care for adult support groups, and for infants. Children's groups can also be conducted concurrently with adult's groups.

Facilitator - a facilitator should be committed to the support group for its duration. A support provider or leader from the evacuated base may be a good group facilitator.

Outreach - Let people know about the group, advertise through posters, flyers, or base and local media. Tell people when, where, who, and why and give them a contact.

Agenda - The organizer/facilitator should introduce the purpose of the group, talk about their experience and encourage others to do the same. The next meeting time should be set and a period for questions and answers should be allowed. Telephone numbers can be exchanged. Seating should be in a circle or around a table if possible. Have name tags available but optional. Refreshments are a good idea. Provide handouts on relevant information.

Other installation service providers such as medical, mental health, or chaplains may have expertise in leading therapeutic support groups. Therapeutic support groups can be formed for long-term recovery issues and for disaster reactions that are causing difficulties in functioning. The local mental health community will have many resources for therapeutic support group facilitators.

Informal support may also be provided through the chapel and activities that involve all evacuees. MWRS activities as described previously can give evacuated families time to get together, share experiences, and offer each other support.

FINAL DESTINATIONS

PROVIDING ASSISTANCE AT FINAL DESTINATIONS

Final destinations for evacuees can be either a new base or return to the evacuated base. In either case, services provided at the final destinations are essential to the families rebuilding their lives. The final destination is also the location where families will most likely show signs of stress related illness associated with the disaster and evacuation. Thus, evacuees still require support and services at final destinations.

Depending on whether an evacuated family relocates to a new base or returns to the home base, planning is needed at either location. The following page presents an outline that addresses the services that are specific to each scenario. This outline, as well as the matrix that follows it, can be used as a starting point for final destination planning.

OUTLINE FOR DEVELOPING A FINAL DESTINATION PLAN

I. Organization and Communication

1. Leadership role in community renewal
2. Augmenting staff (home base)
3. Receiving evacuees (other than home base)

II. Meeting Family Needs

1. Food
2. Clothing
3. Temporary housing
4. Furnishings
5. Transportation

III. Services

1. Community service assessment (home base)
2. Legal assistance
3. Financial assistance
4. Medical care
5. Mental health

IV. Information and Referral

1. Town meetings (home base)
2. Relocation assistance (other than home base)

V. Providing Long Term Support and Community Outreach

1. Community outreach
2. Support groups
3. Maintaining contact with other evacuees

Assessing Your Resources at the Final Destination

This worksheet will help you to identify resources available on and off base to provide evacuation services, determine agencies that should be involved in evacuation planning, and determine agencies with whom contacts should be established. Check each box that corresponds to service providers available in your area. You may add other service providers, agencies or services.

ORGANIZATION AND COMMUNICATION

LEADERSHIP'S ROLE IN COMMUNITY RENEWAL

At the final destination, leadership is essential in encouraging and motivating evacuees to continue with their lives and/or rebuild their communities. A time of grieving is necessary but a time for resuming regular routines should commence at the final destination.

If it is determined that personnel will return to the evacuated base, base support providers should organize themselves for the return and provide leadership with information on family needs. Basic needs should be accessible for returning personnel. Support providers should be among the first to return to the evacuated base to ensure that a service structure is in place.

AUGMENTING STAFF

After returning to the evacuated base, service providers will also be rebuilding their lives and coping with the effects of disaster. It is highly recommended that the base consider obtaining relief staff in the following areas:

- > Medical and mental health personnel
- > Legal
- > Family Support Center staff
- > Chaplain

These relief personnel can come from another base. It may be useful to use support providers from a safe haven base, if available, who are already familiar with the population and some of its needs. It is crucial that base leadership understands the need for relief teams and takes steps to obtain extra staff for service providers. Consultation with leadership on the scope and length of time relief teams are needed should be planned prior to return to the evacuated base.

Procedures for obtaining relief staff may require the installation commander to work through their MAJCOM. In turn, MAJCOMs may be in contact with FSCs involved in evacuations to assess their needs for staff augmentation. This procedure should be clarified prior to an evacuation.

RECEIVING EVACUEES

If evacuees are relocating to new bases, the final destination base Family Support Center should be aware of the number and should arrange to contact these people immediately after their arrival. FAMNET should continue to be used to pass on information regarding evacuating families. Leadership should be contacted and a special effort should be made to acknowledge the evacuees' arrival as distinct from a regular relocation. This will ensure that time off for legal claims and issues particular to the evacuees is granted.

MEETING FAMILY NEEDS

ASSESSING NEEDS

Needs addressed and provided for at safe havens may all need to be provided at the final destination base as well. Please refer to the safe haven section for additional information on providing food, water, clothing, respite day care, and MWRS services. Depending upon the amount of destruction to their household goods, families may be in immediate need of clothing and food. Families whose final destination base is not the home base will also be in need of clothing, food, and anything else destroyed in the disaster. The FSC can assess the needs of evacuees and coordinate with base, local, and national agencies to obtain these items.

HOUSING

Providing for accommodations should be handled by base leadership and staff. Coordination with the base housing office will assist families in finding new housing or temporary housing.

FURNISHINGS

Evacuated personnel may have lost part or all of their household goods. Efforts should be made to ensure that children's furniture is available such as:

- > High chairs

- > Car seats
- > Playpens
- > Cribs

Since military members may be unable to afford new furnishings pending the settlement of their claims, basic necessities such as beds, pots and pans, tables and chairs should be made available, if possible, through a lending closet or donations. The American Red Cross also has disaster assistance for basic furniture and household goods replacement.

TRANSPORTATION

In the absence of personal owned vehicles, evacuees may require rental vehicles until finances or claims are settled or vehicles are recovered or repaired. Evacuees may also require special on and off base transportation services if they do not have vehicles of their own.

SERVICES

FINANCIAL WORKSHOPS

Providing financial workshops at the final destination will help military members and their families adjust to the financial burden that may have occurred due to the evacuation. Helping families avoid serious debt yet allowing them to obtain material necessities can be achieved through solid financial information and planning. Family Support Centers can assist families in finding creative and low-cost options for entertainment, furnishings, clothing, and food. The FSC's Personal Financial Management Program (PFMP) is an ideal vehicle for providing financial workshops.

FINANCIAL ASSISTANCE

Along with financial planning, families may still require financial assistance. The AFAS Officer should be ready to assist these families and should also be referring families to the FSC financial workshops/ planners. The finance office should also be available for military pay problems and issues.

LEGAL CLAIMS

Legal will need to continue assisting families in the mediation of their claims.

MEDICAL CARE

Medical staff will need to provide care for the evacuees as well as be alert for signs of stress-related symptoms in evacuated personnel or signs of domestic violence.

MENTAL HEALTH

Mental health staff will need to be alerted to the potential for increased stress and Post Traumatic Stress Disorder.

INFORMATION AND REFERRAL

TOWN MEETINGS

Families will require accurate and up-to-date information on the services available to them on base as well as through national or local relief efforts. Keeping informed of these services can be achieved through maintaining contact with installation disaster leadership as well as local and national disaster services. The town meeting is an excellent way for leadership and service providers to set the stage for rebuilding the community. Town meetings should reflect the pertinent issues of families at any given time. Brochures developed on the effects of disaster as well as the services available to Air Force families can be handed out at town meetings (see Appendix B). Return to an evacuated base can be very stressful, and attention to the needs of the community is very important.

RELOCATION

At a new base, families will require relocation services. Families will need their relocation needs to be combined with the services they require as evacuees.

MAINTAINING CONTACT WITH OTHER EVACUEES

Every effort should be made to establish a means for evacuees to contact other members of their squadrons or community who were also evacuated. Particularly in evacuations where families cannot return to the home base, being able to keep in touch with other members of their community will be a continuing source of support and help them adjust to their new lives.

PROVIDING LONG TERM SUPPORT AND COMMUNITY OUTREACH

OUTREACH

Past experience shows that the effects of a disaster related incident often appear 3-6 months after the incident has occurred. Outreach on the effects of disaster is warranted at the final destination to identify potential needs and intervene where appropriate. Outreach could be performed through a briefing, distribution of pamphlets on disaster stress, or informal contact with base medical and mental health workers. At the final destination, outreach should also be focused on schools and daycare centers that evacuated children attend. Additionally, information should be disseminated throughout the community to the largest extent possible when returning to the evacuated base. Everyone should be aware of the stages of grief, symptoms of stress, and readjustment issues as well as the base services available to address these issues. Options for outreach include:

- > On base outreach to support providers and leadership via briefings, workshops, and distribution of literature. This outreach should alert support providers to symptoms of stress and provide strategies for stress management.
- > Outreach to schools and daycare centers can be provided through briefings, informal talks with teachers, or distribution of literature.
- > Outreach to the community can be made through base newspaper articles, local media, and provision of literature. If returning to an area that experienced a disaster, the local community mental health organizations will likely be involved in providing outreach and should be contacted.
- > The brochure developed on disaster effects in Appendix B is a useful tool for outreach information.

SUPPORT GROUPS

Support groups should be approached as described in the Safe Haven section of the manual. At the final destination, support groups will likely be more important as people have the time to process the event and begin to realize the full impact of the event on their lives. Issues that may require specific attention in support groups or in FSC sponsored workshops include:

- > **Grief** - Families will still be grieving over 10SB6- and changes associated with an evacuation.
- > **Family Violence** - Preventive education on child and spouse abuse can help deter a rise in family violence. Support groups may be important in addition to information on how to handle stress.
- > **Stress** - Whether it stems from finances, loss, or trauma related to a disaster, stress can affect an entire family. Managing stress will be key for all persons involved in a disaster and evacuation.
- > **Readjustment to Community** - Families may require support for adjusting to a new community or rebuilding a damaged community.

CONCLUSION

Through readiness, the stress of family evacuations can be minimized for both evacuees and evacuation service providers. The Family Support Center, as evidenced in past evacuations, can expect to play a key role in encouraging family evacuation readiness. This role requires the FSC to participate in preparing families for evacuation and in

coordinating the service agencies that are involved in providing evacuation relief services. The variables associated with an evacuation, however, will make evacuation readiness a challenge.

Planning for evacuations can not cover every scenario. Instead, evacuation planning must be flexible enough to meet any disaster. This manual has provided a comprehensive guide to information, services, and activities that were needed during previous evacuations. It will be helpful for FSCs to use these sections to understand the evacuation process and family needs at each stage. These sections do not specify the roles of any base agencies but they do contain ideas and suggestions for implementing services. It is up to each base to determine exactly how services will be provided during an evacuation. The outlines for developing plans can easily function as a starting point for evacuation planning.

The first section of this manual on preparation and planning identifies general activities that must be accomplished to provide a solid basis for evacuation readiness. These activities, if engaged in, will increase a FSC's ability to be flexible when an evacuation actually occurs. Many of the activities are familiar to FSC staff and are already a part of their day to day functioning. Thus, in preparing for evacuations, the FSC will realize that many steps are already in place. A brief review of the critical activities for evacuation readiness include:

- > Consult Leadership - Leadership must be aware of family issues during an evacuation. Brochures developed in this manual and issues raised in each section can be relayed to leadership to make sure that they are ready to address family needs during an evacuation.
- > Coordinate with base agencies - To provide any services, coordination between base agencies is essential. From transporting donated goods to providing respite care, base agencies need to be prepared to work together during an evacuation.
- > Establish contacts with non-base agencies - The resources available in the local community can only be mobilized if prior contact has been established.
- > Provide Education - Families can be well prepared for any evacuation through education.
- > Educate Staff - Service providers can also be better prepared to fulfill their roles through education.
- > Use FAMNET and Volunteers - These two resources will be important to use in an evacuation.

Clearly, the activities listed above are activities familiar to the FSC. Conducting these activities with an additional focus on family evacuation needs will ensure that FSCs are able to respond to any evacuation scenario.

Overall, the information in this manual and strategies for performing various activities coupled with the FSC's flexibility will provide the tools for evacuation planning. Each FSC, in turn, will be able to apply its unique experiences, resources, and skills to this manual in order to achieve evacuation readiness.

APPENDIX A: REGULATIONS AND INSTRUCTIONS

APPENDIX B: TOOLS

PUBLICATION AND VIDEO LISTS

PUBLICATION LISTS:

- > Related materials, publications and organizations that are relevant to disaster and evacuation readiness

BRIEFING OUTLINES:

- > Outline for Evacuation Readiness Briefings
- > Outline for Town Meetings

BROCHURES AND BOOKLETS:

- > "Family Evacuations: A Guide for Leadership and Service Providers"
- > "Preparing Your Family for an Evacuation: Planning Ahead"
- > "Coping with Disaster and Evacuation: Understanding the Emotional Effects of Disaster and Displacement on Service Members and Their Families"
- > "Getting Help During an Evacuation: A Guide for Air Force Service Members and Their Families Who Have Been Evacuated"

PUBLICATIONS

Many valuable materials are available from Federal Emergency Management Agency (FEMA), the American Red Cross, and disaster relief agencies. Below are materials that may be useful in conjunction with this manual.

Note: All FEMA publications can be ordered from the following address (please include full title, quantity, item number, and your complete address):

FEMA
P.O. Box 70274
Washington, DC 20024

FEMA also provides a more detailed catalog of publications on specific disasters. Write to the above address for the Emergency Preparedness Materials Catalog.

All American Red Cross publications can be ordered by calling your local Red Cross Chapter and ordering by title, stock number, and quantity.

All other publications can be ordered as specified.

BROCHURES AND PAMPHLETS

A Guide to Federal Aid in Disasters

FEMA - Pub. # DAP-19, limit 100
(Handbook, 1990)

Provides an overview of federal aid during disasters and the process for Presidential declared emergencies.

Are You Ready?

FEMA- Pub. # H-34, Limit: 500
(96 page illustrated handbook, 1991)

Provides disaster guidelines for citizens.

Emergency Preparedness Checklist

FEMA and the American Red Cross FEMA Pub. # L-154, Quantity: package of 25
(four page brochure, 1991)

A checklist of preparedness activities for families.

Family Survival Guide

The American Red Cross Stock # 329195, Cost: 50/each
(32 page booklet)

Provides awareness and safety information and preparedness activities for disasters.

Risks and Hazards, a State by State guide

FEMA Pub. # FEMA-196, Limit: 1

Gives state-by-state information on both natural and man-made hazard potentials.

When You Return to a Storm Damaged Home

FEMA Pub # DAP-16
(nine page booklet, 1986)

Provides instructions for entering and cleaning up a disaster damaged home.

Your Family Disaster Plan

FEMA and The American Red Cross FEMA Pub. #L-191 (English) #L-191S (Spanish)
 (four page brochure, trifolds)
 Provides guidelines for families to establish a disaster plan.

Your Family Disaster Supplies Kit

FEMA and The American Red Cross FEMA Pub. #L-189 (English) #L189S Spanish)
 (four page brochure, trifolds), Quantity: package of 25
 Provides a checklist of supplies for a disaster supplies kit. Covers storage and maintenance of the kit.

We're There When You Need Us - American Red Cross Disaster Services

The American Red Cross Stock # ARC 4450, Quantity: package of 25 (brochure, 1990)
 Explains role and services of the Red Cross during a disaster.

Coping with Children's Reactions to Earthquakes and Other Disasters

FEMA Pub # FEMA - 48 (English) # FEMA - 66 (Spanish), Limit: 150 (eight page pamphlet, 1986)
 Gives parents and teachers tips for dealing with children's fears and anxieties during a disaster.

Conducting Disaster Education Activities in Your Community Fact Sheet

The American Red Cross Stock # ARC 4461F
 (fact sheet, 1991)
 Explains the purpose of a disaster education workshop offered by American Red Cross.

Disaster: Helping Your Child Cope

Cooperative Disaster Child Care Program
 (four page brochure)
 To order write: Cooperative Disaster Child Care Program, P.O. Box 188, New Windsor, Maryland 21776
 Provides tips for parents and caregivers for working with children after a disaster.

MATERIALS*Emergency Preparedness USA*

FEMA Pub. # HS-2, Limit: 1
 (home -study course)
 Course to develop personal emergency preparedness plans.

Talking Points for Disaster Education Presentations

The American Red Cross Stock # ARC 4461T, Quantity: package of 10 (package of notebook materials, 1991)
 To work in conjunction with family preparedness brochures listed above.
 These points can be used in briefings or similar activities.

Speaker's Kits: Family Disaster Plan, Why Prepare?, and Disaster Supplies Kit

FEMA Pub # K 64, Limit: 1
 60 slides per presentation
 A slide presentation/speaker's kit to be used with each family preparedness brochure for presentation purposes.

VIDEO*The Red Cross is Ready - When the Time Comes*

The American Red Cross Stock # Video- ARC 2290
 (nine minutes, 1989)

Explains the role of the Red Cross in disasters. Designed for general audiences.

When Disaster Strikes

FEMA Pub. # FEMA - 79, limit 1
(20 minutes, 1990)

Describes how local groups and national agencies work together to prepare for and respond to disasters. Emphasizes importance of individual and community preparedness.

Your Family, Out of Harm's Way

The Weather Channel, Cost: \$25.00 Purchase, \$5.00 Rent
(22 minutes 1991)

To order write: Education Coordinator, The Weather Channel, 2600
Cumberland Parkway, Atlanta, GA 30339 (specify teachers guide, tape
format 3/4" or 1/2" VHS)

Gives preparedness tips on natural disasters. A Teacher's Guide is also available for this video.

REFERENCE SOURCES

The following organizations provide more publications and information on emergency preparedness.

FEMA National Emergency Training Center

Learning Resource Center
16825 South Seton Avenue
Emmitsburg, MD 21727

Access to books, periodicals, and materials.

National Safety Council

444 N. Michigan Avenue
Chicago, IL 60611

Access to pamphlets and articles related to preparedness and response to disasters.

Consumer Information Center

Pueblo, CO 81009

Catalog includes materials on disaster preparedness.

Natural Hazards Research and Applications Information Center

University of Colorado
Institute of Behavioral Science, #6
Boulder, CO 80309

Access to a publications catalog and a free research service on hazards and disaster-related subjects.

BRIEFING OUTLINES

Outline for Evacuation Readiness Briefings

Purpose: The purpose of this outline is to provide topics for briefing service members and their families on evacuation readiness. Several agencies may be involved in providing information and presenting sections of the briefing. The briefing specifies actions a family can take to prepare themselves for an evacuation as well as general information on evacuations. This briefing outline is divided into three sections: general evacuation information, preparation, and evacuation procedures. The briefing should be tailored to the specific needs of your area and families.

Preparation: A group planning session comprised of major installation family support representatives will help to prepare for an evacuation readiness briefing. Community representatives should also be included as appropriate. When selecting speakers for various sections of the briefing remember to choose credible persons who are experts in the subject area they are presenting. For instance, representatives from the disaster preparedness office should speak on disaster procedures. The installation commander would be an ideal speaker on base specific evacuation procedures.

Publicity: Publicity should be provided for an evacuation readiness briefing. Ideas for placing notices include unit newsletters, base newspapers, daily bulletins, and flyers. Briefings can also get publicity by being featured as part of another program such as a readiness day or a safety awareness week.

Materials: A handout on information that is presented in the briefing. A handout for evacuation readiness should include:

- > Base and local emergency procedures for natural disasters
- > Television and radio stations that broadcast emergency information
- > Location of shelters
- > NEO procedures for overseas bases

Supporting documentation that an attendee can use as reference materials for topics covered in the briefing. Materials may include:

- > Family checklist for evacuations
- > Red Cross brochures developed in the area on specific disasters
- > Directory of FSC services*
- > Any disaster or NEO brochures/information developed at your installation

**These materials are in Appendix B of the Family Evacuation manual.*

Objectives:

- > Explain disasters prevalent in the geographic area and explain evacuation procedures for the local community
- > Explain evacuation procedures specific to the military community (NEO, safe havens, shelters, etc.)
- > Review preparation activities for any disaster/evacuation
- > Provide information on Air Force services during an evacuation

A. General Evacuation Information

This section provides information on disasters and local evacuation procedures. This information can be gathered from your base disaster management office, the local Red Cross and weather services.

Talking Points:

Describe the disasters that are indigenous to your area

1. Disasters can occur any place and at any time.
2. List natural disasters common to your area such as hurricanes. Also, include nuclear/wartime and NEO events as examples of man-made disasters.

Disaster and evacuation procedures for your area

1. In the US the National Weather Service issues severe weather warnings which are broadcasted over radio and television. Describe what the types of warnings mean and where you can get information in your area.
2. Describe what methods are used on base to warn of disasters, e.g. sirens, pyramid alert systems, etc.

3. Explain the peacetime shelters on base and where you can find the location of shelters off base.
4. Describe NEO procedures.
5. Describe evacuation routes in your community.

B. Evacuation Preparedness

This section can be tailored to the disasters most likely to occur in your area. Use of the family evacuation plan provided with this manual and any Red Cross family Planning brochures will assist in discussing this topic. Additionally, if you are at an overseas base, you may want to address NEO situations and the specific preparation procedures for these evacuations.

Research has shown that many people are skeptical about disasters happening to them. One way of countering this skepticism is to provide examples of disasters that have occurred in your area or statistics on the frequency of disasters. Another possible method for relaying the necessity of preparation is to discuss the difficulties families can encounter without preparation. For instance show what happens to Family A who is prepared and Family B who is not prepared.

A possible method for presenting this information is through audience participation on what to bring and how prepared they are for a disaster. Supplies and handouts can be useful to refer to during this presentation. This type of exercise can skillfully demonstrate how little most of us are prepared for disasters.

Talking Points:

Emergency Supplies

1. There are seven basics to stock for an emergency:
 - > Food
 - > Water
 - > First aid kit
 - > Clothing
 - > Important documents
 - > Special needs
 - > Tools and Equipment
2. Store equipment in airtight bags and easy to carry containers
3. Every six months rotate food and water and other necessary supplies, based on shelf-life

Prepare a Family Plan

Does your family know what to do in the case of an emergency?

1. Review procedures such as emergency numbers, teaching children to dial the phone, etc.
2. Establish places to meet inside and outside the house
3. Establish a neighbor to go to if parents are not home
4. Location of emergency supplies
5. Non-local points of contact
6. Permanent addresses and phone numbers. Make sure that people know your permanent address and that you know friends' and families' permanent addresses so that you are able to keep in touch

7. Discuss separation during an evacuation and procedures to reunite with the family
8. Location of main valves for water, gas, and electricity and how to turn off

C. Evacuation Procedures

This section discusses what happens in an evacuation. The purpose of this section is to familiarize families with the procedure the USAF has for large scale evacuations. It might be useful to present an illustrative scenario such as Clark AFB or Homestead AFB.

Talking Points:

What to do in an evacuation:

1. Review procedures during an evacuation; give people an idea of the different evacuation scenarios - pre-impact or post-impact and the differences between the two
2. Follow instructions
3. Bring emergency supplies and wear sturdy clothing.
4. If you have time turn off main valves and secure home
5. Remain calm

If you have special needs call the Family Support Center or local Red Cross (translators, transportation, etc.)

Steps of an evacuation:

1. Review flow chart provided in the Family Evacuation manual (Page 8)
2. Remind families to get in touch with the nearest military installation or American Red Cross if they are separated from the AF community

Services that are available during an evacuation:

1. Review what happens during and after an evacuation
2. Review the services available for AF families in the Family Evacuation manual
 - > Basic needs - housing, food, medical, etc. will be first priority
 - > Financial assistance - AFAS
 - > Legal assistance - aid in filing claims
 - > Material assistance - clothing, furnishings, etc. if loss is experienced
 - > Emotional support/stress management - review stress, symptoms associated with an evacuation/disaster
 - > Relocation services
3. Review possible assistance provided from local and national relief agencies

D. Conclusion

Talking Points:

What have families found helps during an evacuation?

1. Being prepared - knowing evacuation procedures and having supplies and important documents on hand

2. Having an optimistic outlook - viewing the evacuation as a challenge and yourself as capable of coping

3. Taking advantage of support - the resources available in the military community can meet everyone's evacuation recovery needs

Outline for Town Meetings

- Purpose:** The purpose of this outline is to identify the components of a town meeting. The outline can be used for planning and coordinating a town meeting at any stage in the evacuation process as well as establishing an agenda for the town meeting.
- Objective:** The objective of the town meeting is to provide evacuees with as much information as possible and to answer any questions they may have. The town meeting is a time for evacuees to air their problems and frustrations and for the community to find solutions.
- Publicity:** It is important that all evacuees are able to attend town meetings. Information to be disseminated includes date, time, and location of town meeting. Remember, evacuees may be scattered throughout the geographic area. In addition, all staff who are providing services to evacuees should be aware of town meetings.
- Flyers can be created and posted at busy areas, offices where evacuees are likely to visit, or hotels/lodging where evacuees are staying. Base publications can run a notice for the town meeting, and local radio and media can provide public service announcements on town meetings.
- POC:** A POC for town meetings should be established. In past evacuations the Family Support Center has coordinated town meetings. Having a POC for town meetings will ensure that they are well organized.
- Location:** The location should be large enough to accommodate all evacuees and at an accessible area. Coordinate with base facilities to use theaters, conference areas, or large spaces. Coordinate with local hotels and convention centers if these areas are more accessible.
- Logistics:** The following services need to be organized/coordinated for the town meeting.
- Transportation** - Buses should be made available to transport evacuees.
- Child Care** - Child care should be available during the town meeting.
- Audio/Visual** - Audio visual equipment should be arranged for the town meeting.
- Representatives:** Representatives from the following agencies should attend the town meeting to give updates and answer any questions.

Base leadership - Leadership from both the evacuated base and, if applicable, the receiving base should be at the town meeting.

Legal/AG
Finance and Accounting
Hospital
Mental Health Services
Air Force Aid Society
Family Support Center
Housing Office
Military Personnel Flight
Base Child Development Services
School Board
MWRS

Format: A loose agenda should be established for the town meeting. The POC can begin the town meeting by briefly outlining the topics to be covered. Items to include in the town meeting are:

Status Update from Leadership - This should be near the beginning of the town meeting. Receiving the latest information from a credible leadership position will be of primary importance to the evacuees.

Presentations on Base Services - This may be as brief as each representative indicating hours of service and location of their facility or it can encompass a presentation to address specific needs, for instance, how to file a claim, how to obtain access and manage finances, or how to enroll children in school for a temporary time.

Question and Answer Period - This can follow each presentation by service providers or can stand on its own, with representatives answering questions relevant to their service areas.

Topics: Topics for town meetings will vary at each stage of the evacuation. Potential issues at each stage are outlined below:

Intermediate Stop - Credible information is key at this stage in order to foster evacuees' confidence in leadership. Evacuees should be informed about where they will be going, how long they will be staying, what has happened at the disaster site, and the overall evacuation plan. Evacuees will also need information on who to go to if they have a problem. This will require a quick review of services available. At an intermediate stop, a town meeting will be beneficial if it is conducted immediately after arrival of each group of evacuees. If this is done, the town meeting can also serve as an orientation and inform people on procedures for obtaining refreshments, hygiene items, contacting relatives, etc. During NEOs, intermediate stops may be airports. Evacuees' need for information is still critical and should be adjusted to this situation.

Safe Haven - Safe haven town meetings will serve many purposes. An essential item to discuss at each town meeting, of course, is the status of the evacuation. Evacuees need to know, at the earliest time about return to the home base and final destinations. Credible information should also be provided on services and assistance available to evacuees. Depending on the time involved at the safe haven the following three areas will need to be addressed chronologically:

Services - Beyond services available both on and off base, evacuees should be able to solve problems they are encountering with housing, pay and finances, and legal issues or claims. In order to do this, representatives from various service agencies need to be present to talk about their particular services.

Mental health issues - Information on children's and adults' reactions to loss and the grieving process should be presented. Members of the mental health community can also conduct stress reduction activities, values and other appropriate interventions for the group. Town meetings will not be able to function as support groups but further resources such as support groups, counseling services, etc. should be identified at town meetings.

Preparation for final destination - This issue encompasses many areas. First, evacuees will want to know when and if they will be returning to the home base. If evacuees will be returning to the home base as a final destination they should be involved in planning for the return and any rebuilding or community activities that will commence at the return. If the return to the home base is only symbolic or to collect household items, evacuees should be made aware of policies regarding this return trip and be able to voice their opinions on the policy. Evacuees should also be involved in the end of their home base, etc.

Final Destination - If the final destination is the home base, town meetings will need to address issues of rebuilding the community, and obtaining services, financial assistance and material assistance. Town meetings should also address mental issues since return to a devastated site can be very stressful and overwhelming. Since buildings may be destroyed, town meetings can be vital to providing people with addresses and locations of service agencies and base facilities.

If the final destination is to a new base, town meetings can be conducted if a large evacuee population is present. Town meeting issues at a new base should focus on obtaining financial, legal, and material assistance and on relocation and readjustment issues. Members of base service agencies should be present to introduce themselves to evacuees and discuss ways they are able to help.

Note: At no time in a town meeting should representatives or leadership deny evacuees information. Evacuees may already be angry and refusing information or giving no explanation for policies will only increase their anger and frustration with leadership. Town meetings need to empower evacuees by providing them with credible information, voiced commitment to resolve problems, and the opportunity to give input on the situation.

APPENDIX C: ANNOTATED BIBLIOGRAPHY

DISASTER MANAGEMENT

Comprehensive emergency management is a complex process that involves much planning by and coordination among service providers and disaster relief agencies. Both of these articles describe the necessity of creating a clear contingency plan. The first task in emergency management is identifying the actors at every level. A knowledge of disaster management agencies at local, state, and national levels is critical.

The second step in disaster management is to develop a classification scheme for different types of disasters. Any disaster response must be tailored to the type of disaster and the population that was affected. Perry defines disasters by their duration and whether the resulting evacuation is pre-or post-impact. Being able to classify a disaster will help you to recognize what kinds of services and involvement are needed. For instance, Waeckerle describes that disaster responses vary in size depending on the extent of disaster damage:

- > Small, contained disasters may require only local emergency and medical personnel. Needs will be minimal.
- > Larger disaster areas may need a response made up of more than one regional municipality and will include more recovery issues and intervention.
- > Large-scale disasters may necessitate the involvement of state and federal authorities. These disasters will require much material assistance and recovery assistance.

The larger the disaster, the more agencies are needed to provide services to disaster victims and the more coordination is needed among service agencies.

The third step in disaster management can be seen as identifying resources. Waeckerle suggests that a knowledge of the allotment of resources as well as the different kinds of resources that are needed is necessary. Knowledge of the allotment of resources will help planners identify areas where augmentation and outside support is needed. Knowledge of existing resources will help planners know the extent of resources available immediately after a disaster.

Since the extent and types of disasters which might occur can differ greatly, planning for disasters can be difficult. The article outlines the key response elements which must be taken into consideration when planning a response:

- > Good communications
- > Adequate supplies and equipment
- > Organization and training of personnel (including volunteers)
- > Centralized leadership which can survey the needs of a disaster area and manage the overall response to the incident

Perry stresses that planning can not anticipate the multiple issues that arise during a disaster. Instead, planning must be flexible and generic, continuously updated, and should address both organizational issues and public needs. He reiterates the need for individual and community preparedness and for establishing inter-agency coordination.

To be successful, disaster planning must also take into consideration aspects of the response that go beyond logistics of providing basic needs. A critical need that disaster victims, and especially evacuees, have according to Perry is public confidence in crisis leadership. Information from credible sources is necessary to obtain the evacuated population's confidence and to discourage rumors. Also at stake is the behavior of human service agencies. The more organized and coordinated service providers are, the easier evacuations proceed and the more faith the public has in the emergency management system.

An equally important need of disaster victims is attention to their recovery and emotional support needs. Service providers must be aware of both long- and short-term effects of disaster/evacuation. Similar to Bolin, Perry finds that in the short term, negative effects of the disaster are largely mitigated by the development of the therapeutic community. The overwhelming helping response that emerges after a disaster counteracts any negative effects. Long term effects, Perry finds, are infrequent and there is no research to prove that disasters are correlated with serious psychological disorders. Rather, long-term effects are related to the characteristics of the disaster, the preparedness of the community, and the community's ability to sustain support linkages throughout the disaster.

A disaster response effort may go through multiple phases, defined by Perry as:

- > Initial response
- > Search and rescue efforts
- > Triage process of assessing the allocation of medical services
- > Casualty-collection points
- > Emergency departments and hospitals
- > Transportation
- > Record keeping
- > Post-disaster actions

Planning and coordination are required at each stage and will help in preventing negative disaster reactions and long-term recovery problems in victims.

STRESS AND LOSS ASSOCIATED WITH EVACUATIONS

Stress in an evacuation is a result of a human interaction with an environmental event. The stressor in an evacuation can either be the threat of disaster, the disaster itself, or the resulting loss and damage. The stressor has a psychological aspect both before and after the event. For instance, the anticipatory time before a natural disaster will cause psychological stress and the response after the disaster will also involve psychological stress. Stress is a process that involves:

- > Anticipation of stressor
- > Awareness of danger
- > Mobilization to confront stress or
- > Success or failure in adaptation

Stress elevates the body's activity and thus has a physical aspect. Severe stress can emotionally or physically disrupt a person's ability to function.

In general, a person's response to stress entails an appraisal of the situation and an evaluation of response choices. Through an analysis of what the situation represents and what you are capable of doing you select a coping strategy. Coping strategies are an essential element of responding to stress. Preventive and intervention strategies by the mental health community to strengthen and help people develop coping strategies are a key to making stress manageable during an evacuation.

The properties of the stressor have a large impact on a person's response. During a natural or man-made disaster, a cataclysmic event, the stressor has a powerful and universal impact. This type of event requires effort on the part of the people affected to maintain effective coping skills. An initial response to a cataclysmic event is a freezing, dazed or shocked reaction. Coping is difficult during this period. After the event, the population can more effectively confront the harm and loss experienced. In recovering from a disaster, people are comforted by the fact that the worst is over and things will gradually improve. The greater the ability of the community to dissipate and resolve the problems associated with a disaster the less of a long-term effect it will have on the affected population.

The second stressor that people experience in a disaster is a personal stressor related to loss of family members or a pet. Loss of a pet is addressed in a separate section in this bibliography. Loss of a person is addressed in the Casualty and Crisis Readiness Manual annotated bibliography. Both of these types of losses will cause high levels of stress. A principal mediating factor for any kind of loss is support from others. This support involves several dimensions:

- > Esteem support - feeling better about ourselves
- > Informational support - getting information from social interaction
- > Social companionship - support through shared activities
- > Instrumental support - assistance for immediate physical needs

In dealing with loss of personal possessions and community it is essential that individuals are able to assess the loss realistically and move towards recovery. The ability to do this is dependent on the ability to develop coping strategies. In turn, coping is facilitated by mediating stress and appropriate mental health interventions.

STRESS AND INTERVENTION

These articles describe disaster interventions. Disaster intervention is different from the traditional approaches used by service providers. In order to better understand the effects of disasters and the appropriate interventions to take, you must have a knowledge of crisis situations. Crisis situations can result from different pressures:

- > An environmentally produced situation An individual's appraisal of a situation as traumatic can lead him/her to behave as if in a crisis situation
- > An extreme decision making moment in which an individual faces a difficult choice can become a crisis
- > A critical role transition such as marriage or pregnancy may become a crisis situation for certain individuals

Characteristics of a crisis situation common to most definitions include:

- > Acute onset rather than chronic
- > Behavior change that is usually less effective (inability to cope)
- > A reported inner state of helplessness
- > Evidence of extreme physical tension
- > Perception of the situation as traumatic

Understanding how crisis resolution progresses will assist disaster support providers and help them determine appropriate intervention techniques at the disaster scene. Crisis resolution can be understood within the framework of the phases of psychological reaction that disaster victims experience (Cohen):

- > Impact
- > Recoil
- > Reorganization

It will also help to understand the effects of loss on disaster victims. Loss after a disaster can include:

- > Possessions, familiarity, neighborhood
- > Symbolic meaning
- > Financial independence
- > Life

Intervention methods exist which can contribute to effective crisis coping both before and after a crisis event. Kathleen Tierney (in Gist) emphasizes that effective intervention is based on understanding community behavior during the stages of pre-disaster, disaster response, and disaster recovery. She concludes that the most effective mental health intervention involves interaction at all stages and offers recommendations for mental health providers.

Intervention can diminish the negative effects of disaster if it occurs throughout the disaster. When the threat of a potential crisis event can be calculated, anticipatory interventions can be used to diversify existing coping strategies. One anticipatory intervention that is often cited in disaster research is education and awareness. Diana Garaventa Myers (in Gist) describes the effectiveness of public education for preparedness as a pre-disaster intervention. Myers emphasizes the importance of preparedness education in enabling people to develop coping skills and to diminish the negative impact of disasters. The better prepared people are for disasters the better they will be able to handle the situation.

After the disaster has occurred, Cohen states that an intervention model is needed to guide mental health practitioners in planning their response to crisis. Intervention management includes formation of an initial action plan to create a small network to direct the servicing of the traumatized population. Communication with larger volunteer and

government relief agencies and an interchange of ideas and information between groups of caregivers are part of an intervention strategy. Next, information should be gathered concerning the extent and characteristics of the crisis event and the population that it affected. Robert Bolin's analysis of the determinants of stress during a disaster found that the characteristics of the disaster contributed to the resulting reactions. These characteristics include:

- > Scope
- > Duration
- > Violence
- > Forewarning
- > Population characteristics

For instance the more damage that an area incurs the more grieving is evidenced in the surviving population. In conjunction with the disaster characteristics, the nature of the individual's and community's response to the disaster also help determine the overall negative impact. Koshes also emphasizes the importance of a good support service system. He emphasizes that training exists for mental health providers on the treatment of victims of disasters but not on the management of disasters. Mis-management of disasters can have ramifications on the mental health of the affected population. To manage disasters, a thorough understanding of the public's response is necessary. The media has perpetuated a series of disaster myths which have no basis such as:

- > Panic
- > Dependency of victims
- > Mass hysteria/looting

Rather, any stress that is caused by a disaster will be related to its scope and magnitude, pre-existing socio-economic and psychological characteristics of the affected community, and the social support that develops to assist victims. High-stress disaster incidents involve:

- > Little forewarning
- > Low preparation
- > Fatalities
- > Large scale damage and/or recurrence potential

High-stress evacuation incidents include:

- > Family separation
- > Mis-managed evacuations
- > Inadequate temporary lodgings
- > Isolation from affected community

Symptoms resulting from high stress are age specific and can surface as physical, behavioral or emotional.

Koshes outlines specific mental health responses to disasters. During a disaster, mental health providers should focus on giving feedback to leadership on mental health needs, ensuring access to basic needs and aid programs for victims, and giving all involved in the disaster space to vent feelings. Specific interventions immediately after a disaster, according to Cohen, first require the provision for their physical needs and comforts. Afterwards, victims may require contact with mental health personnel who are specially trained to deal with trauma, mourning, loss and other relevant crisis issues. Support linkages made by both the individual (kinship, neighborhood, etc.) and the community (inter-agency, local-national) will strengthen coping skills and help mitigate negative long-term effects.

During the disaster, Koshes reminds us, specific interventions should also be aimed at support workers to include:

- > Monitoring workers for decreasing effectiveness
- > Rotation/augmentation of workers
- > Adequate rest and breaks for workers

After the disaster all workers should be debriefed, given a chance to critique the event, educated on stress reactions, and be formally recognized.

At the post-disaster stage, care givers must recognize that many mental health services needed by the traumatized population may not become evident until months after the crisis or disaster situation. After a crisis situation, intervention needs to continue. Participatory interventions such as support groups are particularly effective at this stage and can be used to give people coping techniques after a stressful event has occurred.

Careful planning and utilization of these intervention strategies by public officials, policy makers, and service providers can help reduce the negative results from crisis situations. Koshes states the need for policy efforts for disaster management should be taken to ensure mental health providers are included in all phases of planning and implementation of disaster relief.

The following two articles describe specific studies conducted on survivors of disasters.

Individuals who had experienced bereavement or large property loss during the volcanic eruption of Mt. St. Helens, Washington were compared to controls in an experimental study using standardized measures and interviews. The study focused on individuals with a presumed dead friend or relative, individuals with a known dead friend or relative, individuals who lost their permanent homes, individuals who lost a vacation home, and individuals who experienced no loss from the volcanic eruption. The author hypothesized that individuals experiencing higher levels of stress would have poorer health than individuals experiencing lower levels of stress in the order in which they are listed above. The results of the study indicated that the bereaved subjects experienced significantly greater levels of stress and mental health problems, but suffered no significantly different levels of physical problems. Individuals who lost their homes reported high stress levels, but did not have significant levels of mental health problems, somatization, depression, or physical health.

This article describes a three-year study that was conducted to evaluate the delivery of mental health services in large scale disasters in the United States. The purpose of the study was to systematically study the types and degrees of mental health services that were needed in previous disaster settings. The study uncovered important variables and hypotheses to be considered in the future. The two major directives of the study were: 1) to discover what conditions are associated with the provision of mental health services following a disaster, and 2) to discover what types of mental health services are provided.

The results indicated that many of the problems experienced by individuals receiving mental health services were not a result of the disaster itself, but were caused by problematic social, economic, and psychological conditions following the disaster. Thus, the types of mental health services required after a disaster expand to include a wide array of service agencies of which traditional mental health services is only a part. The author provides a model of specific characteristics of mental health services offered after a disaster.

FAMILY ISSUES

Bolin's article uses a five phase theory of disaster that families experience which includes: the pre-disaster period, the warning stage, an unorganized response to impact, a period of relief and rehabilitation, and the long-term post-disaster equilibration stage.

Cousin's article discusses the first three phases of disaster and highlights different techniques which may be employed to help individuals prepare for and maintain a sense of control during disasters. The informative details of the article are interspersed with personal accounts of disaster experiences and survival. The author emphasizes the importance of creating a Family Emergency Plan and employing a positive attitude towards surviving disasters such as storms, earthquakes, or other unpredictable emergency situations. Guidelines for formulating a Family Emergency Plan include:

- > Identification of safe areas in the home and household exits for quick escapes
- > Selection of a central location where family members can reunite if separated
- > Selection of a contact person for extended family members and friends to contact after a disaster
- > Instruct family members how to shut off main valves during an emergency (water, gas, electricity)
- > Locate the nearest emergency shelter and medical center for disaster aid and discuss location with family members

- > Maintain a three-day supply of food, clothing and other important items to prepare for disasters

During an unorganized response to a disaster, panic reactions can put a person physiologically and psychologically in great danger. Extreme panic overworks the heart and can catastrophically lead to a heart attack. Panic may impair one's ability to make the calm and rational decisions that are needed to improve one's chances of survival. A positive reaction to disaster situations includes calmness and self-reassurance such as focusing on one's high statistical chance of survival, which gives an individual a sense of control over an overwhelming situation. Individuals who cope the best during a disaster view the situation as a challenge, rather than a defeat. An important activity for disaster survivors is to get involved with a group of other survivors and not to become isolated or withdraw. Reaching out to others is helpful to the survivors and to the helping individual because it breaks down the barriers of isolation and replaces them with social support.

The book by Bolin focuses on the last two stages of relief and rehabilitation and the period of long-term post-disaster equilibration that families of Vernon and Wichita Falls, Texas underwent after surviving tornadoes. Bolin subscribes to the sociological orientation of disaster recovery which views the family as the basic unit of social organization; individual families may respond differently to disaster depending on the interaction patterns and interrelationships of family members with each other.

The chapters of this book focus on how recovery is achieved by family units and how assistance and aid contribute to recovery. Pre-impact characteristics of different types of families are considered and their role in recovery and the usage of aid resources is analyzed. Family characteristics that were studied include:

- > Size
- > Age
- > Occupation
- > Socio-economic status
- > Previous disaster experience

Bolin's study of family reactions to disaster focuses on the utilization of aid resources during recovery; some families rely heavily on kin-group resources and other families rely on public programs during recovery. The study conducted by Bolin investigates the relationship between different family characteristics and the utilization of different types of aid.

CHILDREN'S ISSUES

The articles by Figley and Lystad highlight the special attention and treatment that children may require after a traumatic situation such as a disaster or the death of a parent. Lystad emphasizes that the reactions of child disaster victims result from the experience of an unusually stressful event and not from an underlying pathology. Both authors describe the specialized reactions to trauma that children display which require the alertness of parents, teachers and practitioners. The reactions to disaster outlined by Figley and Lystad may be divided according to the age-group of the child:

- > **Preschoolers** commonly exhibit behaviors such as crying, thumbsucking, loss of bowel/bladder control, fear and worry about strangers and separation, regression, sleep disturbances, and restitutive play/compulsions
- > **Elementary** school-age children display behaviors such as frequent headaches or somatic complaints, depression, fears and worries, withdrawal, sleep disturbances, fantasy, school problems, anger and aggression, guilt and self-deprecation, regression and separation anxiety, and restitutive play/compulsions
- > **Adolescents** demonstrate behaviors such as frequent headaches or somatic complaints, depression, fears and worries, withdrawal, sleep disturbances, fantasy, school problems, anger and aggression, guilt and self-deprecation, personality changes, intellectualization, anxiety, and acting out

Children's coping mechanisms may differ from the adaptive behaviors which adults utilize. Figley outlines and defines specific coping responses which children may use in response to disaster.

- > **Crying** - brings attention to pain that children are experiencing
- > **Withdrawal** - children may remove themselves physically or psychologically from reminders of the stressful situation

- > **Fantasy** - children may use active fantasies to pretend that they are in a different situation or they are a different person
- > **Sublimation** - children may become engrossed in some other activity such as video games as a reaction to stressful situations
- > **Sleep** - long periods of sleep or long naps may function in helping children escape from disasters and feel safe
- > **Feigning illness** - children may pretend to be sick or develop a psychosomatic sickness in response to a disaster; sickness draws special attention to children and excuses them from the normal expectations of school and parents
- > **Regression** - children revert to outgrown behaviors from previous developmental phases such as thumbsucking and bedwetting
- > **Acting out** - attention is gained by purposely violating school or household rules
- > **Altruism** - children become extremely helpful and thoughtful to other family members to generate positive attention and appreciation
- > **Identification with aggressor** - children involved in an ongoing traumatic situation such as child abuse may identify with or defend the perpetrator
- > **Anticipation** - focusing on future traumatic events and disaster possibilities helps children plan for future disaster situations
- > **Humor** - children may use different forms of humor as a distraction from the stressful event
- > **Denial** - the refusal to accept or believe that a stressful situation has occurred children are able to temporarily avoid the costs of a disaster situation.

Figley also highlights the special attention and treatment that children require after a traumatic situation. Children may display their reactions to trauma differently than adults do, requiring alertness and sensitivity from practitioners and parents to their symptomatology. Special therapies and considerations are suggested to help a child overcome his/her traumatic experience.

The preferred treatment for children recovering from traumatic experiences is treatment within the family system, or family therapy that contains child-focused elements in order to include the child. Professionals recommend that child disaster victims be treated in the family unit because children need the emotional support from a stable and caring family member during their treatment. Indeed, immediate treatment and counseling services to child disaster victims can curtail the development of post-traumatic stress disorder symptoms. This principle underscores the importance for disaster support workers to seek out the victims, rather than waiting for the disaster victims to solicit services.

Preventative measures which take place in anticipation of a disaster are an even better means of treatment. Community and school workers can use an array of coloring books, games, and educational tools to encourage the development of coping behaviors before a disaster has occurred. Therapeutic activities for different age-groups of child disaster victims are discussed which may be utilized as prevention and intervention strategies.

PET LOSS

The loss of a pet is the loss of someone you love. A pet owner forms a strong bond of friendship with a pet and will naturally experience grief over its loss. The nature of grief associated with the loss of a pet has many commonalities with other forms of grief, as listed below:

- > It is a time of psychological crisis and extreme stress
- > Feelings are new, different, and very powerful
- > There is a physical dimension which may manifest itself in headaches, sleep and eating disorders, etc.

> The loss produces anxiety and feelings of loneliness and abandonment

The stages of grief also follow the same distinct pattern found in psychological studies. These stages are:

> **Shock** - accompanied with denial of reality

> **Reaction** - a search for finding meaning and understanding

> **Grief management** - during this stage thoughts of the lost pet are overwhelming and can be accompanied by guilt, anger, and irritation

> **Reorientation** - strong feelings begin to diminish and a desire to fill the void left by grief begins

During an evacuation, it may be particularly difficult for pet owners who left behind pets to overcome the guilt they feel for leaving the pet behind. They may also have extreme anger at authorities who did not permit them to bring the pet.

The factors that influence the loss of a pet are the following:

> Age and gender of owner

> Emotional attachment to pet

> Situation of the pet owner

The situation of the pet owner in an evacuation is an exceedingly important factor. It is most likely that the pet owner is already experiencing stress from the other disaster crises that coincide with the loss of a pet. This will multiply the stress associated with the loss of a pet.

Overcoming grief from the loss of a pet can take a long time. Mourning is a natural response to the loss of a loved one. The pet owner should realize that it is acceptable to mourn for a lost pet and should try to allow themselves to talk about and display their grief. Managing grief during the grieving process can be handled constructively by engaging in some of the following activities.

> Trying to understand what the pet meant will help the pet owner understand the void that it left behind. Pets can represent loyalty and protection from loneliness. The loss of a pet will also mean the end of many routines - exercising, playing, petting, and caring.

> Accepting grief and permitting one's self to express the grief. Some may want to repress or escape the grief for a time. However, any emotion is valid and can help you to eventually accept the loss and the reality that your pet is gone. Finding someone to talk to and to share feelings with is also an essential part of expressing grief.

> Settling guilt is important. Everyone makes mistakes and is less than perfect. Unresolved guilt can torment a person.

> Funerals and/or rituals to mark the loss of the pet give the pet owner an accepted forum to display grief and to receive support from friends.

> Concluding grieving at a specific point is important. The pet owner must eventually decide that the grieving period is over and begin to think positively.

Children experience grief differently from adults. It is most important to let children experience grief and not try to overly console or protect them from the situation. In the case of pets children are able to form much stronger emotional bonds than we think. They are also able to remember a lot about a loved pet. The way that we allow children to experience loss can be a valuable learning experience for the losses that are inevitable during life. Children's reactions to the loss will be similar to adults but will be more pronounced. Children will likely experience more guilt feelings because their

rationality is not as developed as adults. During an evacuation this guilt may become extreme since they escaped the disaster and their pet didn't. This is one of the reasons that in all cases pets should be evacuated if possible.

To help children grieve and mourn, a parent should be honest and understanding. The following suggestions will make it easier for your child to accept grieving:

- > Answer questions honestly and in terms that the child can understand. Emphasize that some things are beyond our control.
- > Avoid explanations that mask the situation such as the pet is sleeping, left us, etc. that may cause other anxieties to arise such as a fear of sleep.
- > Allow children to express their emotions and grief as crazy as they seem. Don't tell children not to cry or worry.
- > Try to involve children in activities such as remembering the pet, talking about the pet, planning a burial service, etc. to help them work through their grief.
- > Tell the child's teacher about the loss. This will allow the teacher to be tolerant of grief reactions and they can pass on information about the child's coping to parents. Teachers can also help by making grief a study area for the class.
- > Listen to your child. Having a friend who listens is important.

In the case of evacuation, a person or a family may be forced to leave the pet behind who is still alive. Leaving the pet may appear to be a choice, and thus guilt, self-reproach, and anger can follow. If the evacuation is voluntary, but no other option can be found for the pet it is likely that the grieving process will entail much emphasis on settling guilt and forgiving one's self. In this scenario it is necessary to understand that pets do not feel the emotional bonds toward us that we feel towards them. If the separation is involuntary, extreme anger may result. Anger will most likely be directed at authorities and in the case of a child could be towards their parents or authorities in general.

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APPENDIX D: BASE CONTINGENCY PLAN