

MCKINLEY COUNTY, NEW MEXICO  
EMERGENCY OPERATIONS PLAN

ANNEX L: Shelter and Mass Care

DOCUMENT DATE: March 2, 2022

**For Official Use Only**



## **JOINT RESOLUTION**

**COUNTY OF MCKINLEY**  
Resolution No. APR-22-051

**CITY OF GALLUP**  
Resolution No. \_\_\_\_\_

**Establishing a multi-jurisdictional consolidated plan to address the need to shelter and care for human and animal populations of McKinley County during an emergency or disaster that requires an evacuation of a designated area of the county until a sense of normalcy can be restored.**

**WHEREAS:** Disasters and emergencies can occur at any time and without warning. Whenever this occurs it is the responsibility of local government(s) to lessen the impacts to the jurisdiction(s) and their citizens.

**WHEREAS:** McKinley County is responsible for government services and emergency response in the non-tribal unincorporated areas of the county.

**WHEREAS:** The City of Gallup is responsible for government services and emergency response within the jurisdictional boundaries of the incorporated city.

**WHEREAS:** Emergencies may overwhelm local government capability and/or transcend jurisdictional boundaries so that inter-governmental cooperation is essential to protect lives and property and fill the immediate needs of residents: sheltering, feeding, debris removal on roads for the continuation of emergency services, and the restoration of public services.

**WHEREAS:** An emergency may require the authorities and resources of both McKinley County and the City of Gallup to meet the shelter and care needs of the citizens of either or both jurisdictions.

**WHEREAS:** The City of Gallup and McKinley County have executed a *Joint Powers Agreement for Animal Control* that establishes the Gallup-McKinley County Animal Control Authority to jointly administer animal management, control and animal shelter functions.

**THEREFORE BE IT RESOLVED** by the McKinley County Board of Commissioners and The City of Gallup Council as follows:

- McKinley County and City of Gallup elected officials agree to adopt the McKinley County Joint Shelter and Mass Care Plan (the "JSMC Plan"), Annex L to the McKinley County Emergency Operations Plan, and agree to the policies, procedures, and responsibilities therein.

**BE IT FURTHER RESOLVED** by the McKinley County Board of Commissioners and the City of Gallup Council as follows:

- In an emergency or disaster that requires emergency shelter and mass care resources, the McKinley County Emergency Manager and/or the City of Gallup Emergency Manager are authorized to activate the Joint Shelter and Mass Care Plan (McKinley County Emergency Operations Plan, Annex L) independently or in conjunction, to open one or more shelters, and jointly to provide support and coordinate resource requests.

**THIS JOINT RESOLUTION** regarding the McKinley County Joint Shelter and Mass Care Plan is passed and approved in open meeting(s) of the parties on the date indicated by each date signed below.

**MCKINLEY COUNTY BOARD OF COMMISSIONERS:**

\_\_\_\_\_  
Billy Moore, Chairperson

DATE: \_\_\_\_\_

**ATTEST:**

\_\_\_\_\_  
Jacqueline K. Sloan, County Clerk

**CITY OF GALLUP:**

\_\_\_\_\_  
Louie Bonaguidi, Mayor

DATE: \_\_\_\_\_

**ATTEST:**

\_\_\_\_\_  
Alfred Abeita, City Clerk

## RECORD OF DISTRIBUTION

Department/Agency	Name/Title	Copies	Date Distributed
McKinley County OEM			
McKinley County Manager's Office			
McKinley County Board of Commissioners			
McKinley County Attorney			
McKinley County Fire and EMS			
McKinley County Sheriff's Office			
City of Gallup Emergency Management			
City of Gallup Mayor's Office			
City of Gallup Manager's Office			
Gallup McKinley County Schools			
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New Mexico State Police District 6			
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Apache County Emergency Management			
Navajo Nation Department of Emergency Management			
Pueblo of Zuni Emergency Management			
Gallup Indian Medical Center			
Rehoboth McKinley Christian Health Care Services			



McKinley County, New Mexico  
Emergency Operations Plan  
Annex L: Joint Shelter and Mass Care Plan

March 2, 2022

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McKinley County, New Mexico  
Emergency Operations Plan  
Annex L: Joint Shelter and Mass Care Plan

March 2, 2022

## I. Purpose and Scope

This is a joint plan developed by McKinley County and the City of Gallup to protect the health and safety of the human and animal populations of the city and county during an emergency or disaster requiring evacuation until conditions in the evacuated area are restored to a sense of normalcy.

Corresponding references from the FEMA Emergency Support Functions (ESFs) and the New Mexico Department of Homeland Security and Emergency Management Local Emergency Operations Plan Crosswalk Review are provided in Appendix 1 to Annex L.

### A. Definitions

**Mass Care** is the capability to provide immediate shelter (congregate and non-congregate); feeding centers; basic first aid; bulk distribution of needed items and emergency supplies; support to adults and children with disabilities and others with access and functional needs; services to owners and their household pets, service and assistance animals; reunification of adults and children; and related services and mass evacuee support.

**Shelter** is an accessible facility set up to provide comfort, food, water, information, and sleeping accommodations to meet the immediate disaster-caused needs of individuals, families, and communities. All services are programmatically and physically accessible to all clients.

**Congregate Shelter** is generally provided in large open settings that provide little or no privacy in facilities that normally serve other purposes such as schools, churches, community centers, and armories.

**Non-Congregate Shelter** provides alternatives for incidents when conventional congregate sheltering methods are unavailable or overwhelmed or inappropriate due to social-distancing requirements. Non-congregate shelter may be needed when longer-term temporary sheltering is required. Typically, facilities that are used to provide a higher level of privacy than conventional congregate shelters are hotels, dormitories, converted buildings, or staying with friends or family, and other facilities with private sleeping spaces but possibly shared bathroom/cooking facilities.

## B. Purpose

The purpose of this JSMC Plan is to provide for mutual cooperation and assistance between McKinley County and The City of Gallup in managing any emergency or disaster that requires evacuation of a designated area of the county regardless of jurisdictional boundaries between the County and the City. The plan includes provisions for the rescue, evacuation, transportation, shelter, and recovery of both people and animals within the City of Gallup and the non-tribal areas of McKinley County, New Mexico. The plan is intended to ensure the humane care and treatment of animals during emergencies to minimize the loss of life and/or suffering of pet owners due to insufficient care for pets.

## C. Scope

This plan encompasses authorities and resources of both McKinley County and The City of Gallup. Tribal governments are responsible for government services including emergency response on tribal lands. Navajo Nation relies on local chapters, the smallest unit of local governance within the Navajo Nation, to provide emergency shelter and assistance to tribal members living on tribal land.

The coordinated planning process for this Annex included subject matter experts from The City of Gallup and McKinley County as well as the New Mexico State University Cooperative Extension, the New Mexico Livestock Board, the New Mexico Department of Game and Fish, the USDA National Resources Conservation Service, and East Mountain CERT. A reference list of subject matter experts who participated in the development of this JSMC Plan is provided in Appendix 2 to Annex L.

## D. Authorities

- Pets Evacuation and Transportation Standards Act (PETS Act), P.L. No. 109-308, §4, 120 Stat. 1725 (2006) -- 42 U.S.C.A. §§ 5196 - 5196d, ensures that local plans address "the rescue, care, shelter, and essential needs of individuals and their pets and animals prior to, during, and following a disaster or emergency" (see PETS Act at congress.gov).
- Robert T. Stafford Disaster Relief and Emergency Assistance Act (the Stafford Act), 42 USC 5170b, 42 USC 5192.
- FEMA Disaster Assistance Policy DAP9523.19 identifies costs eligible for reimbursement related to Pet Evacuations and Sheltering following a declared major disaster or emergency.
- Americans with Disabilities Act (ADA) of 1990, 42 USC 1201 *et seq.*, implementing regulations at 28 CFR § 36.104, requires that people with disabilities are allowed to bring their service animals into all public areas of a facility.
- Gallup Metro Animal Control Ordinance, Ord. 2012-10, November 13, 2012.

- Animal Control Ordinance, McKinley County Ordinance No. JUL-18-004, August 7, 2018.
- Joint Powers Agreement for Animal Control City of Gallup & McKinley County, approved by New Mexico Dept. of Finance and Administration, May 25, 2016, effective July 1, 2016, designed to protect the safety, health and welfare of all the citizens of Gallup and McKinley County by joint administration of animal management, control, and animal shelter functions.

## II. Situation and Assumptions

McKinley County is a large, rural, sparsely populated county with a total area of 5,455 square miles that includes adjoining reservations and "checker board" lands of the Navajo and Zuni Indian Nations. About 30% of the population lives in the county's only incorporated municipality, City of Gallup.

### A. Situation

The *McKinley County Threat and Hazard Identification and Risk Assessment (THIRA)* of 2018 was updated in February, 2021, to identify ten (10) natural, human caused, and hybrid threats/hazards that are the most likely to threaten the health and safety of citizens of the County, shown in the table below:

Priority/ Category	Threat/Hazard	Probability/ Frequency
1. Technological	Infrastructure Interruption	High
2. Natural/Human	Wildland/Urban Interface Fire	High
3. Natural	Drought	High
4. Natural	Severe Weather (incl. Winter Weather)	High
5. Natural	Flash Flood	High
6. Natural/Human	Public Health Emergency	Medium
7. Technological	Hazardous Materials Release	Medium
8. Human Caused	Active Shooter/Hostile Event	Medium
9. Human Caused	Terrorism	Low
10. Natural	Geological Activity	Low

According to the U.S. Census, in April 2020 the human population of the county was 72,902, including an estimated 10,277 people with disabilities from all causes.

Animals include household pets, service and assistance animals, agricultural animals/livestock, wildlife, and other animals including exotics, zoo animals, animals used in research, and animals housed in congregate settings such as shelters, rescue organizations, breeders, and sanctuaries (FEMA, Emergency Support Function #11). It is estimated that there are over 15,000 pet-owning households in McKinley County along with hundreds of cows and calves on ranches and thousands of horses, other livestock, and a variety of wildlife. An informal survey of animal populations in McKinley County is provided in Appendix 3 to Annex L.

Companion animals (pets), livestock, and non-domesticated (wild) animals may be affected by all types of natural and human-caused emergencies and disasters. All forms of severe weather represent a particular hazard for ranch animals. Flash floods are seen by subject matter experts as less of a threat to animals in the rural areas but can overwhelm urban flood control measures in the population centers and represent a hazard for household pets. Forested areas are most likely to be affected by wildland fires which could threaten wild animal populations in the Cibola National Forest in the southern part of the county.

Animals affected by emergencies or disasters may require evacuation, search and rescue, capture, identification, sheltering, feeding, transporting, and medical assistance. Animal emergency services also may include treatment of injuries, diagnosis and control of animal diseases, and proper disposal of animal carcasses.

## B. Assumptions

- Each jurisdiction participating in the JSMC Plan is responsible for developing and maintaining its own Emergency Operations Plan and related policies and procedures to fulfill their responsibility for the health and safety of the citizens within their jurisdiction.
- City of Gallup and McKinley County are members of the State of New Mexico Intrastate Mutual Aid System (IMAS); tribal governments in the county have not opted to adopt resolutions to become members of IMAS.
- Local governments will exhaust their available resources before requesting additional aid from state or federal emergency assistance programs.
- The safety and security of all mass care responders is priority.
- In an emergency requiring evacuation, many people in the evacuated area will find shelter on their own using their own resources.

- Some survivors and households who require sheltering will arrive at the shelter without medical equipment, medical prescriptions and/or supplies, personal assistance services (caregivers), and personal protective equipment (PPE).
- Animals may be injured, lost, abandoned, or die during or after an emergency or disaster.
- Human lives may be at risk or lost due to the refusal of owners to evacuate without their pets or livestock.
- Individuals are responsible for developing and carrying out emergency response plans for their families that include emergency preparedness for the animals in their household.
- Human Shelters identified in this plan will be approved by Red Cross through site surveys and operated by personnel who have completed shelter management training.
- To the extent practical, animal evacuation and sheltering should be conducted in conjunction with human evacuation and sheltering efforts.
- Animals should be sheltered near their owners.
- Local city and county regulations regarding requirements for and permitting of kennels and shelters may be suspended in an emergency and superseded by FEMA requirements for emergency shelters.
- In a pandemic situation, government authorities are responsible for establishing and enforcing health and safety measures and guidelines including screening, quarantining, social distancing, and stay at home orders in an effort to monitor, mitigate and prevent the further spread of illness.
- Natural, technological, or human-caused disasters may occur concurrently within a pandemic event.
- When a disaster occurs concurrently with a pandemic, congregate sheltering will not always be advisable due to social distancing or isolation/quarantine requirements.
- Insufficient quantities of PPE for both workers and survivors may stop or impede response activities.

### III. Concept of Operations

Activation and implementation of the JSMC Plan depends upon inter-governmental cooperation and coordination. McKinley County and City of Gallup Emergency Managers have primary responsibility for activating the JSMC Plan.

In accordance with an October 2010 Memorandum of Understanding between the American Red Cross and the Federal Emergency Management Agency (FEMA), the American Red Cross serves as co-lead for the mass care component of FEMA Emergency Support Function (ESF) #6, Mass Care, Emergency Assistance, Housing, and Human Services.

## A. Shelter Operations

The *Shelter Field Guide* (FEMA P-785) provides comprehensive and detailed guidelines related to all aspects of sheltering from determining whether or not a shelter is necessary to extensive pre-planning considerations to procedures for opening a shelter and ongoing shelter operations to finally closing a shelter. The document provides detailed checklists and coaching aids as well as links to a variety of additional resources. The *Shelter Field Guide* is available through the McKinley County Office of Emergency Management.

The primary shelter facilities at Red Rock Park in Gallup will be utilized for both human and animal shelters. In accordance with the ADA, service animals will be permitted in the human congregate shelter, but pets will not be allowed in the human shelter. Pets will be sheltered in a separate but co-located pet shelter overseen by Gallup Animal Control Division and the Humane Society. County and City Emergency Managers will work with Gallup Animal Control Division personnel to ensure implementation of the Federal Pet Evacuation and Transportation Act. McKinley County and City of Gallup expect to work closely with the Red Cross to schedule and coordinate site surveys of the planned congregate shelter facilities for people, pets, and livestock, to ensure that the spaces are adequate and comply with Red Cross requirements.

The American Red Cross is expected to take over responsibility for shelter operations after reasonable set-up and deployment time of up to 48 hours. Jurisdictions participating in this Plan are responsible for registering evacuees and operating shelters in accordance with Red Cross guidelines until such time as Red Cross arrives and assumes responsibility for shelter operations. Initial shelter operations pending Red Cross arrival include responsibility for sufficient personnel to provide administration and evacuee registration, security, EMS, and animal care. The City of Gallup has documents to facilitate shelter operations based on Red Cross guidelines. Emergency managers and/or EOC personnel will coordinate shelter operations with on-scene responders and off-site support agencies.

### 1. Essential Care

The authority having jurisdiction (AHJ) will coordinate with local partners, businesses, and Voluntary Organizations Active in Disaster (VOADs), or utilize individual policies governing purchases to meet basic needs for supplies such as food, water, blankets, diapers, and hygiene supplies.

In the case of McKinley County, the *EOP Annex I, Donations and Volunteer Management*, provides a list of local partners and VOADs such as the Community Pantry and Goodwill Gallup which may help with donations. The Gallup McKinley County School District operates a mobile food trailer that may help provide food. The Baptist Convention of New Mexico (BCNM) Disaster Relief Program provides trained volunteers and has available a mobile shower, mobile laundry, and mobile child care.

The *McKinley County Emergency Finance and Payroll Policy & Procedure* provides a restricted fund available to the Emergency Manager for emergencies and provides a mechanism by which resources may be ordered in collaboration with the McKinley County Procurement and Finance Departments.

In general, the Public Information Officer(s) will be responsible for providing the general public with messages and information related to the availability and location of shelters. The PIOs will use press releases, public service radio announcements, telephonic or social media networking applications, interviews, news and media briefings to provide critical information to the general public. The *McKinley County EOP, Annex C, Information, Appendix 2*, contains pre-scripted message formats to inform the general public about shelter locations under various circumstances such as hazardous material incident or severe weather.

## **2. Populations with Special Considerations**

City of Gallup and McKinley County shelter facilities comply with the Americans with Disabilities Act (ADA) Standards for Accessible Design. The City of Gallup and McKinley County will work with the Red Cross to carry out site surveys of identified shelter facilities to certify that they meet Red Cross standards.

In accordance with pre-existing MOUs with McKinley County, Gallup Express buses and Gallup-McKinley County School District School Buses used for emergency transport are accessible in compliance with ADA guidelines.

Where possible, McKinley County will work with its partners to ensure that emergency public information is presented in ways that can be utilized by all individuals in the County. The Public Information Officer (PIO) should identify the immediate needs for communication with any special needs populations through the use of alternative means of communication including text messages, email, Public Radio service announcements and reverse 911 systems (CodeRED) that incorporate TTY messages. McKinley County expects to call upon the New Mexico Emergency Operations Center for resources in cases where translators and interpreters for people with special communication needs are not available locally.

Law Enforcement will be responsible for unaccompanied minors until the New Mexico Children, Youth, and Families Department can take over responsibility for their care and safety.

When evacuees from domestic violence shelters require special protection, the Emergency Manager(s) and/or EOC will coordinate with the New Mexico Coalition Against Domestic Violence to locate shelter in another jurisdiction such as Roberta's Place in Grants.

In cases where evacuees have been exposed to hazardous materials such as dangerous chemicals, infectious waste, or other physical contaminants, the first responders and on-scene EMS will work with subject matter experts to determine the level of screening and decontamination needed before admission to a shelter to keep the shelter free of contaminants.

## B. Shelter and Mass Care Pandemic Planning

The Coronavirus (COVID-19) Pandemic of 2020-2021 and the likelihood of future pandemics have made it necessary to consider the special measures that may be required in an effort to prevent the spread of pandemic illness in locations conducting congregate sheltering such as homeless shelters and congregate emergency shelters. Such measures may include creating quarantine and isolation areas with dedicated staff and PPE, temporary barriers (e.g., privacy screens), and adapted cot spacing. Planning will include alternate options such as sheltering in place or non-congregate shelters such as hotels or motels, renovated facilities or campgrounds.

Traditional shelter space will be reduced drastically as a result of social distancing requirements. With respect to social distancing measures that may have been put in place in Gallup and McKinley County, it may not be advisable or possible to set up congregate shelters when the environment is heavily impacted by a pandemic. Under any circumstances it is recommended that both city and county work closely with and follow the guidance of local and state public health departments.

The *Mass Care/Emergency Assistance Pandemic Planning Considerations Guide* (FEMA, June 2020) provides comprehensive guidance for scenarios involving a pandemic only and a concurrent pandemic and disaster event. The guidelines include a decision tree for requesting federal resources that emphasizes utilizing all local resources first, and in an appendix to the Guide, an outline of how a mass care/emergency assistance resource request is processed.

The Guide also has a detailed appendix which covers congregate and non-congregate sheltering, medical support to shelters, and a link to CDC cleaning requirements. An appendix on feeding includes USDA feeding programs and the use of shelf-stable meals to supplement initial feeding requirements or as the primary option for feeding if other wrapped meal options are not available.

The Guide includes detailed appendices on services to household pets, service and support animals; distribution of emergency supplies for non-congregate sheltering and shelter in place; and mass evacuee support. Links are provided to many useful websites including American Red Cross, Centers for Disease Control and Prevention, and World Health Organization.

The *MCEA Pandemic Planning Guide* and containing the appendices noted above is available through the McKinley County Office of Emergency Management.

The Centers for Disease Control and Prevention have made available a number of pandemic planning documents at [cdc.gov/coronavirus](https://www.cdc.gov/coronavirus). The CDC *Public Health Emergency Planning During COVID-19 Sheltering* guidelines are available through the McKinley County Office of Emergency Management.

## C. Survivor and Family Services

In addition to basic shelter, survivors and families may need a variety of support services during and in the immediate aftermath of an emergency or disaster. These services may include relocation, reunification, family assistance, comprehensive information services, and resiliency support. MCOEM is in the process of developing a plan for how to provide needed survivor and family services during and after an emergency or disaster and expects to have the plan completed by June 2022.

## D. Animal Emergency Services

The **Gallup Animal Control Division** has primary responsibility for overseeing animal emergency services in the event of an emergency or disaster. Animal emergency services may entail rescue, evacuation, identification, transportation, shelter and feeding, minor medical care, and recovery and reunification. Household pets may be stranded or abandoned. Livestock may need to be evacuated from low-lying areas in event of a flood or out of harm's way in the event of wildfire or traffic accident.

Medical care or euthanasia and disposal of animal carcasses may be needed for animals affected by an emergency or disaster. The **New Mexico Highway Department** has equipment for removal of carcasses from State-maintained roadways that could be utilized for carcass removal in other areas in emergencies. McKinley County Road Department and Gallup Street Department have heavy equipment that could be requested to remove carcasses in certain situations. **Gallup Animal Protection** is qualified to euthanize small animals such as dogs and cats, and they transfer carcasses to the NWNMRSWA Landfill in Thoreau for disposal.

### 1. Animal Rescue Services

Animal rescue services are limited in McKinley County. The Gallup Animal Control Division may provide pet rescue services as resources permit. Law enforcement may assist in coordinating evacuation of pets with appropriate jurisdictional animal control. The McKinley County Sheriff's Office can remove cattle on roadways or railroad tracks or threatening life or property.

Although some city and county personnel are trained in technical rescue of large animals, these rescues can require equipment not available in McKinley County. Socorro County has some

technical large animal rescue equipment such as glides, lances, and large tripod that can be requested through IMAS but would take several hours to arrive.

Some animal emergency services are available through the following volunteer:

**DeeAnn Leyba** is available 24/7 at cell number 505.870.1716 to provide services for large animals only throughout the whole of McKinley County. Services include evacuation and transport to shelter and help with re-entry to transport animals back to home. Resources include stock trailers and trucks to accommodate a maximum of 6-8 horses and 14 head cows. Fenced pasture is available to shelter up to 20 horses and 40 cows. Hay for feed will be available for purchase at a discounted rate.

The **Wildlife Management Division of the New Mexico Dept. of Game and Fish** in Santa Fe, phone number 505.476.8000, is the contact for emergency and disaster issues involving wild animals.

## **2. Animal Sheltering**

**Red Rock Park** in Gallup is the primary designated congregate shelter for household pets and livestock in Gallup. The Park can house 800 - 1000 large livestock and up to 100 smaller animals or pets in cages.

**McKinley County Humane Society** is expected to provide oversight of animal care for both livestock and pets housed in the Red Rock Park congregate shelter. The Humane Society finds homes for unadopted animals, and they could care for and find homes for unclaimed animals after a disaster.

The Gallup Animal Control Division (Animal Protection) and co-located Humane Society facility at 1273 Balok Street is a congregate shelter facility with the capacity to house up to 50 small animals. Occupancy varies, and space may or may not be available during an emergency. This facility also has a pen that could shelter a few horses and cows. Animal Control can provide up to 125 mobile kennels (collapsible cages) to house small animals at other locations.

The Gallup Animal Control Division in conjunction with the McKinley County Emergency Manager or the City of Gallup Emergency Manager (whichever has primary responsibility) will determine if additional personnel, equipment, or special expertise are needed to facilitate animal emergency services.

People who require shelter for pets are expected to bring cages for the pets where possible. Depending on the circumstances of the emergency or disaster, owners of animals in congregate shelters may be required to provide food, water, husbandry, and exercise for their animals while they are in emergency shelters. In other cases, owners may be required to pay a set daily fee for

animal care in the facility. In any case, owners may be required to pay additional fees for veterinary care for sick or injured animals.

Before unloading the animal(s), owners of household pets and livestock seeking animal shelter at any designated safety zone or congregate shelter facility will be required to complete an animal shelter registration form with contact information to facilitate reunification. Animals will require proper individual identification before admission to designated shelter-in-place locations or

congregate shelters. Methods of identification may include legible brands, ear tags, ear or lip tattoos, spray paint, microchip or other electronic ID or properly attached back tag.

## IV. Organization and Assignment of Responsibilities

In general, the City of Gallup will have primary responsibility for the response to emergencies within the City's jurisdiction, with McKinley County providing support. Similarly, McKinley County will have primary responsibility for the response to emergencies in the non-tribal unincorporated areas of the County, with City of Gallup providing support. City of Gallup and McKinley County will share responsibility for managing and operating shelters jointly. When an incident impacts both jurisdictions, the City of Gallup and McKinley County will work together to coordinate the response.

When local sheltering is not practical for any reason, the Emergency Managers will work with the State of New Mexico Emergency Operations Center and utilize IMAS to locate and identify sheltering resources in other jurisdictions.

### A. Local Shelter Resources

The City of Gallup ***Red Rock Park Shelter*** in Gallup has space to shelter 200 people with 32 showers and at least 10 male and 10 female bathrooms. Kitchen facilities are available.

The City of Gallup ***Larry Brian Mitchell Recreation Center Shelter*** in Gallup is available for overflow or small shelter operations. This gym facility has space to shelter 100 people and has 100 cots available on site for deployment. The facility has 2 male and 2 female showers and 2 male and 2 female bathrooms. No kitchen facilities are available.

The City of Gallup Emergency Manager or designee requires a minimum of three (3) hours lead time to open and set up a shelter. A McKinley County request to open one or both City of Gallup shelters may be made verbally or in writing, but verbal requests must immediately be documented and time-stamped in writing through text backed up by email or other written means.

The ***Gallup-McKinley County School District*** may open any school in the county to serve as a shelter in accordance with a pre-existing MOU with McKinley County. Only the McKinley County emergency manager or designee is authorized to open any shelter located in a Gallup-McKinley

County School District school facility.

The *McKinley County Shelter Trailer* is a portable trailer that contains cots and supplies for 500 people.

In accordance with pre-existing MOUs with McKinley County, *Gallup Express and Gallup-McKinley County School District School Buses* are available to provide transport to locations throughout the county.

## B. Emergency Operations Center (EOC)

McKinley County Office of Emergency Management (MCOEM) is responsible for activating and operating the *Emergency Operations Center (EOC)* as needed to coordinate support and resources in emergencies and disasters.

The primary McKinley County Emergency Operations Center (EOC) is co-located with the McKinley County Metro Dispatch Authority (MCMDA) facility at 2215 Boyd Ave., Gallup, New Mexico. In the event that the primary EOC must be re-located, McKinley County and the City of Gallup maintain a backup EOC at City Fire Station #1 located at 1800 So. Second Street, Gallup, New Mexico.

## C. Community Organizations

MCOEM also is responsible for planning and implementing community outreach to provide the public with education and information about individual preparedness responsibilities as well as plans in place for emergency evacuation, shelter, and reunification for animals.

Local non-profit organizations such as churches and civic clubs as well as private sector businesses may respond spontaneously to an emergency or disaster requiring sheltering and mass care. Non-governmental organizations (NGOs) may donate help and supplies when called upon without necessarily relying upon pre-existing MOUs or other formal agreements, but the ability of local voluntary organization staff and volunteers to support mass care and emergency assistance functions will be strained and may be further curtailed due to the disaster affecting them and/or their family members.

Jurisdictions should provide NGOs and community groups with pandemic-related guidance and include those organizations in planning to help facilitate their support of survivors.

## V. Logistics

Following initial activation of the JSMC Plan, the Emergency Operations Center (EOC) under the direction and guidance of the EOC director will coordinate procurement, deployment and tracking of resources to support the shelter(s). The EOC coordinates information and requests for resources during all types of emergency situations. Statewide resources are accessible via IMAS as well as informal mutual aid agreements with other jurisdictions.

Costs of assistance may be reimbursable from funds budgeted by the requesting jurisdiction for this purpose or through state and federal disaster assistance programs as long as the provider has the option to donate the assistance.

State assistance may be available if a local government has:

1. Exhausted all local resources including those available through the Intrastate Mutual Aid System (IMAS);
2. Chief elected official declares an emergency or disaster or notice of intent to declare;
3. Declaration or notice of intent to declare is submitted to the New Mexico Emergency Operations Center (NMEOC) within 72 hours of the event.

The New Mexico Disaster Assistance Program (DAP) may be implemented to provide financial or technical assistance to an impacted community. Requirements for applications are provided in detail in the *2018 New Mexico Disaster Assistance Program Guide* available through the McKinley County Office of Emergency Management.

Federal assistance may become necessary when the impacts of a disaster or emergency overwhelm the resources of the State and local governments. Information on the Presidential Disaster Declaration process and associated relief programs can be found at: [www.fema.gov/disaster-declaration-process](http://www.fema.gov/disaster-declaration-process). Before, during and after an emergency, all incidents must be documented. Preservation of essential records is the responsibility of the Emergency Managers or their designees.

## VI. Plan Development and Maintenance

The McKinley County Emergency Manager is responsible for coordinating the development and evaluation of this Annex in collaboration with the City of Gallup Emergency Manager. Following each activation of the JSMC Plan, an after-action review will be carried out to evaluate the effectiveness of the Plan and make recommendations for revision and improvement as needed. The McKinley County Emergency Manager is responsible for a review and update of this Annex every two years in collaboration with the City of Gallup Emergency Manager.

The McKinley County Emergency Manager is responsible for ensuring that this Annex is exercised

every five years in collaboration with the City of Gallup Emergency Manager. Exercising this Annex is integrated with the overall planning of the McKinley County multi-year Integrated Preparedness Plan (IPP) and may be combined with exercising other Annexes of the McKinley County Emergency Operations Plan that pertain to the same core capabilities.

Appendix 1 to Annex L:  
References

## Corresponding FEMA Emergency Support Functions (ESFs)

**Emergency Support Function (ESF) #6, Mass Care, Emergency Assistance, Housing, and Human Services**, encompasses evacuation, sheltering, feeding, emergency first aid, and other emergency services for household pets and service animals, including collecting and providing information on victims to family members.

**Emergency Support Function (ESF) #11, Agriculture and Natural Resources**, provides for the safety and well-being of household pets, service animals, large animals and zoo animals during an emergency response or evacuation situation, encompasses response to animal and agricultural health issues, ensures that animal/veterinary issues in natural disasters are supported and ensures delivery of an effective "one health" response that integrates human, animal and environmental health.

## Corresponding State Crosswalk

The numbered items listed below are selected for relevance from the total of 135 items required by the State of New Mexico in the New Mexico Department of Homeland Security and Emergency Management Local Emergency Operations Plan Crosswalk Review.

#55. Identify and describe the actions that will be taken to identify, open, and staff emergency shelters, including temporary reception centers while waiting for shelters to open officially.

#56. Describe the agencies and methods used to provide essential care (e.g., food, water, medical care) to promote the well-being of evacuees throughout the entire process.

#57. Describe the agencies and methods used to provide care and support for institutionalized populations (e.g., long term care and assisted living facilities, group homes), individuals with disabilities, and others with access and functional needs (e.g., medical and prescription support, personal assistance services, durable medical equipment, consumable medical supplies, childcare, transportation [including accessible transportation], foreign language interpreters), including their caregivers.

#58. Describe how the jurisdiction will ensure physical and programmatic accessibility of shelter facilities, effective communication using multiple methods, full access to emergency services, and reasonable modification of programs or policies where needed.

#59. Identify and describe the actions that will be taken to ensure that the Americans with Disabilities Act Accessibility Guidelines govern shelter site selection and operation.

#60. Describe the method for ensuring adequate shelter space allocation is provided for children, as well as individuals with disabilities and others with access and functional needs who may need additional space for assistive devices (e.g., wheelchairs, walkers).

#61. Identify and describe the actions that will be taken to provide alternate shelter accommodations for evacuees from domestic violence shelters.

#62. Describe how shelters coordinate their operations with on-scene and other off-site support agencies (e.g., expected numbers evacuated, emergency medical supports).

#63. Describe how shelters keep evacuees informed about the status of the disaster, including information about actions evacuees may need to take when returning home.

#64. Describe the method by which necessary developmentally appropriate supplies (e.g., diapers, formula, and age appropriate foods), staff, medicines, durable medical equipment and supplies that would be needed during an emergency for children with disabilities and their special health care needs will be addressed.

#65. Identify and describe the actions that will be taken to notify or inform the public about the status of injured or missing relatives.

#66. Describe the methods used to identify, screen, and handle evacuees exposed to the hazards posed by the disaster (e.g., infectious waste, polluted floodwaters, chemical hazards) and the methods used to keep the shelter free of contamination.

#67. Describe arrangements in place with other jurisdictions for receiving their assistance in sheltering, including providing shelters when it is not practical locally (e.g., there are no available shelters or staff support).

#68. Describe the agencies/organizations and methods for providing feeding services both within the shelter facilities and at other identified feeding sites or mobile feeding operations.

#69. Describe the plans, methods, and agencies/organizations responsible for the distribution of emergency relief items (e.g., hygiene kits, cleanup items, infant care supplies).

#70. Identify and describe the actions that will be taken to identify and address the general public's "unmet needs" during the disaster.

#71. Describe the mechanisms or processes for provision of emergency child care services.

#72. Describe the mechanisms or processes for handling and providing for unaccompanied

minors in shelters.

#73. Describe what plans are in place to ensure that the Federal Pet Evacuation and Transportation Act of 2006 will be implemented.

#74. Identify and describe the actions that will be taken for pre-disaster inspections and development of agreements for each congregate household pet facility.

#75. Identify how human only and pet only shelters will be coordinated.

#76. Describe how human shelters which allow pets will be managed.

#77. Describe the partnership between the jurisdiction's emergency management agency, the animal control authority, the mass care provider(s), and the owner of each proposed congregate household pet sheltering facility.

#78. Identify and describe the actions that will be taken to assess and provide animal care services (e.g., remove and dispose of carcasses, rescue/recover displaced household pets, provide emergency veterinary care) and the individuals/agencies used in this process (veterinarians, animal hospitals, Humane Society).

#112. Identify and describe the actions that will be taken to assess and provide animal care services (e.g., remove and dispose of carcasses, rescue/recover displaced livestock, provide emergency veterinary care, treat endangered wildlife) and the individuals/agencies used in this process (e.g., veterinarians, animal hospitals, state department of natural resources).

#130. Describe how public statements on shelter capacity and availability will be updated as people/animals are coming to shelters.

Appendix 2 to Annex L:  
Subject Matter Experts

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Appendix 3 to Annex L:  
Animal Populations in McKinley County

**1. Household Pets**

A household pet is a domesticated animal such as a dog, cat, bird, rabbit, rodent, or turtle that is traditionally kept in the home for pleasure rather than for commercial purposes, can travel in commercial carriers, and can be housed in temporary facilities. Household pets do not include reptiles (except turtles), amphibians, fish, insects/arachnids, farm animals (including horses), and animals kept for racing purposes (FEMA Disaster Assistance Policy DAP9523.19).

The American Veterinary Medical Association's *U.S. Pet Ownership and Demographics Sourcebook* provides a formula based on the number of households which can be used to estimate the number of household pets in McKinley County using the 2013-2017 American Community Survey count of 26,193 households in the county:

$$\begin{aligned} 26,193 \times .589 &= 15,428 \text{ pet-owning households} \\ &\times .534 = 8239 \text{ dogs} \\ &\times .598 = 9226 \text{ cats} \\ &\times .126 = 1944 \text{ birds} \end{aligned}$$

**2. Service Animals**

A service animal is any guide dog, signal dog, or other animal individually trained to provide assistance to an individual with a disability including, but not limited to, guiding individuals with impaired vision, alerting individuals with impaired hearing to intruders or sounds, providing minimal protection or rescue work, pulling a wheelchair, or fetching dropped items (FEMA DAP9523.19).

Service animals are not pets and may not be separated from the individual with a disability or other access and functional need, and they should be permitted anywhere the public goes (FEMA Emergency Support Function #11; Americans with Disabilities Act, 42 USC 1201 *et seq*).

The American Veterinary Medical Association (AVMA) recognizes Emotional Support Animals (ESAs) and Therapy Animals as categories of assistance animals. The AVMA Public Policy/Animal Welfare Division provides detailed information on these animal categories in "Assistance Animals: Right of Access and the Problem of Fraud," available online at [www.avma.org](http://www.avma.org).

**3. Agricultural Animals/Livestock**

Subject matter experts estimate that half of the non-tribal land in McKinley County is comprised of numerous small cattle ranches of 20-50 cows and calves. There are four or five mid-sized ranches

with 100-200 cows and no large ranches with more than 300 cows. Some of the cattle ranches will have working horses, but many ranchers use ATVs and UTVs for work instead of horses. On the other hand, estimates indicate that ranchers and private landowners in rural areas keep thousands of horses in the county for pleasure and recreational purposes such as rodeo and trail riding. There are no reported instances of a need for rescue of neglected or abused horses in McKinley County.

Other livestock in the county include a few goats and sheep, a handful of pigs, and some chickens, but large populations of sheep would be concentrated in the tribal areas. There is not much farming in the county, although there are some "center-pivot" irrigated farmlands in the Bluewater Lake area.

#### **4. Wildlife and Other Animals**

Estimates indicate fairly large healthy populations of elk, deer, bear, turkey, and cougar in the Cibola National Forest and other forested areas, wildlands and open spaces. There is a wolf sanctuary in the Candy Kitchen area with an estimated 64 canines. An eagle sanctuary in Zuni houses an estimated 21 rescued eagles.

The U.S. Fish and Wildlife Service has instituted a 10j Rule designation for the reintroduction and propagation of Mexican Grey Wolves and lists the roaming area of McKinley County as all area south of I-40. The Fish and Wildlife Service would have information on how many packs are in or near McKinley County.

#### **5. Endangered Species**

McKinley County has not designated any protected species. However, according to the New Mexico Ecological Services Field Office, 13 species of mammals, birds, fish, and arthropod-invertebrates are listed in various sensitive categories. Of these, the Southwestern Willow Flycatcher (bird) and Black-Footed Ferret (mammal) are endangered and at risk of extinction. The Mexican Spotted Owl is threatened and inhabits a designated critical habitat. Other species are threatened and likely to become endangered, are species of concern, or are candidates proposed but not yet listed.

The Mexican Grey Wolf is listed and is being actively reintroduced. Part of the designated space for the 10j Rule experimental population is all lands south of I-40 in Arizona and New Mexico. McKinley County is partly made up of land south of I-40.

#### **6. Animal Injury and Disease**

Animal disease outbreaks are hard to predict. Although there are no identified outbreaks in McKinley County at the time of this writing, an outbreak of vesicular stomatitis has been detected in horses in New Mexico and may be headed our way.

The New Mexico Veterinarian's office provides alerts to potential outbreaks. Disease issues may require triage and treatment of sick or injured animals to include quarantining and containment activities, cleaning and disinfection, traffic control in and out of quarantined areas, euthanasia, and disposal sites for emergency disposal of diseased carcasses.