

ESF 6 – Mass Care, Housing and Human Services

Purpose

This Emergency Support Annex (ESF) describes the actions required to provide temporary shelter and humanitarian assistance to people affected by a disaster. Specifically, ESF-6 addresses:

- Mass care operations (shelter, food and other essential human needs)
- Short and long term housing resources
- Emergency and disaster assistance for individuals and families
- Special needs population groups

Shelters addressed in this Emergency Support Annex (ESF) are for human habitat only. Animals (with the exception of Service Animals) are not allowed in public shelters. Sheltering for animals is addressed in ESF-11 Agriculture and Natural Resources.

Short term Crisis Shelters

A short term crisis, such as localized flooding or a wildfire situation may necessitate the activation of expedient shelters within the county or cities. These shelters would be opened for a brief period of time in order to assemble people in response to a situation that would have a quick response.

A short term shelter would be defined as any building capable of sheltering people for less than 8 hours. An example would involve one opened during weather conditions where evasive action is necessary for a limited period of time.

Long term Shelters

Long term shelters would be needed to shelter people for extended periods of time (more than 8 hours) as a result of situations that would take longer to resolve. Suitable shelters must include kitchen facilities, adequate parking, handicapped accessibility, numerous bathrooms, telephones and multiple areas for gathering.

Scope

This ESF Annex is designed to provide a flexible organizational structure capable of meeting the varied requirements of many emergency scenarios with the potential to require activation of the Emergency Operations Center (EOC) and implementation of the Sumner County Emergency Operations Plan (SuCoEOP).

ESF #6 is a functional annex to the SuCoEOP and to the extent possible, information contained in other sections of the SuCoEOP will not be repeated in this ESF Annex.

Policies

This ESF Annex applies to all agencies with assigned emergency responsibilities as described in the SuCoEOP.

Concept of Operations

General

Mass Care, housing and human services operations will be coordinated from the Sumner County Emergency Operations Center (EOC). In Sumner County, it is the responsibility of the local public health agency (Sumner County Health Department) to ensure the care and sheltering of populations with special needs. Mass care activities for those capable of basic life functions or those with family or other persons who can assist individuals with special needs fall under the responsibility of the American Red Cross: Wichita Midway-Kansas Chapter. The American Red Cross – WMK Chapter (ARC) may also activate an Emergency Coordination Center (ECC) at another location. Close coordination will be maintained between the two sites.

When requested, the ARC will send a liaison to the Sumner County EOC to ensure close coordination and joint decision-making. If needed, other support agencies will also be asked to report to the EOC to assist with ESF-6 activities.

The ARC will work closely with local and county government agencies in the EOC to manage mass care, housing and human services operations and provide overall coordination of the activities associated with ESF-6.

On-going human services assistance may be coordinated from a location determined suitable by the ARC and the other volunteer agencies involved in administering long-term housing and human services programs.

Close coordination will be maintained among the many volunteer agencies providing human services assistance to avoid duplication of some services and a lack of others.

Organization

Damage assessment information will dictate the type and scope of mass care operations required. The EOC Team and the ARC Liaison will gather information regarding people displaced by the event to assist in determining the number of shelters to open and where they should be located.

In addition to the type and scope of the disaster, other factors in determining the number of shelters and their locations will be accessibility, transportation, security, staff and supplies. The ARC Liaison in the EOC will work closely with the EOC Team to determine shelter needs and identify capabilities based on the specifics of the emergency situation.

If the situation dictates, potential shelters will be given priority in damage assessments to expedite the provision of mass care services. The ARC Liaison will coordinate with the Sumner County EOC to ensure mass care facilities have priority for safety inspections.

Mass care operations will continue until those displaced by the incident obtain other temporary housing or return to their homes. In most cases, mass care services are provided for less than one week. Although in most cases, the Salvation Army will not activate shelters in Sumner County, they may be called upon in catastrophic emergencies to open and operate shelters.

The Salvation Army and other volunteer groups may provide food, water, cots and other essential emergency items. These groups will work closely with the County EOC to identify individuals and families in need of assistance, as well as appropriate methods of distribution. The ARC will provide daily, overall direction of mass care operations, including the assignment of personnel and ensuring that requests for assistance are met, documented and prioritized.

Sumner County Emergency Operations Plan

Additionally, the ARC will ensure registration, tracking, feeding, restocking and other related shelter activities are accomplished. The ARC is responsible for first aid level of care only. Care that is required above that level will not be provided at one of the mass care shelters.

Operation of the shelters will be in accordance with ARC standard operating procedures. Direct shelter control and management is the responsibility of the Shelter Managers. Each Shelter Manager will be responsible for managing their individual shelter while coordinating activities with the ARC Liaison in the EOC.

Shelters will be selected on the basis of suitability of the facility and its location within the county. Factors such as a sufficient area for sleeping, restrooms, showers, kitchen facilities, parking and accessibility for persons with disabilities will be considered. The decision as to which shelter(s) will be activated in a particular situation will be coordinated with the ARC, Sumner County Emergency Management, and the cities and the organizations providing the facilities.

In the event of a disaster with the potential for contaminated victims who may be seeking shelter, a hazardous materials team, Health Department or Emergency Medical Technician (EMT), or other appropriately trained county or city representative will be sent to the shelter to screen evacuees. Those found to be contaminated will be isolated in a separate holding area until properly decontaminated or transported elsewhere for decontamination and/or treatment.

Security will be provided by the Sheriff's Department (unincorporated areas), city police (incorporated areas), or the shelter facility's own security personnel.

The structural integrity of emergency shelters and other emergency facilities will be determined by each city having jurisdiction and by the Inspection Department of the Sumner County Planning & Zoning Department.

The ARC Liaison and the EOC Team will coordinate with available volunteer agencies to ensure feeding operations can be accomplished in shelters. Feeding will be based on sound nutritional standards and will include provisions to meet the requirements of disaster victims with special diets.

Shelter management teams will be responsible for the cleanliness of kitchens, restrooms and sleeping areas, and the disposal of trash. Additional resources such as portable toilets, etc. should be requested through and coordinated with the EOC.

Reception operations will be carried out in accordance with ARC standards (ARC 3000 Series): The shelter management team will be responsible for registering and tracking shelter residents, and ensuring appropriate privacy with respect to their use of the shelter.

If appropriate, the EOC will request outside resources to support mass care operations, including those of other jurisdictions, the State and Federal government and/or the private sector.

In coordination with the EOC, the ARC will determine if and when it is appropriate to consolidate shelters, as well as when shelters should close. Shelters will be deactivated in accordance with ARC operating procedures.

Although special facilities (i.e., nursing homes, residential care facilities, hospices, etc.) should be able to care for their own populations, if dictated by the situation, the Sumner County Health Department will provide assistance in opening and maintaining shelters for those with special needs.

Sumner County Emergency Operations Plan

Once shelters are activated, the ARC Liaison and the ESF-15 Public Information and External Communications Coordinator will ensure that information regarding shelter availability, locations, items to bring, etc., is released. The dissemination of public information will be carried out in accordance with ESF-15 Public Information and External Communications.

Housing and Human Services

Emergency clothing, as well as hygiene, comfort, and emergency clean-up items, will be provided as dictated by the incident. Support in this area will be provided by the Salvation Army, ARC, other area volunteer agencies and if necessary, from the private sector.

Initial humanitarian assistance (food, clothing, first aid, crisis counseling, emergency clean-up assistance, etc.) will be provided by the ARC, Salvation Army and other volunteer groups. If necessary, support in this area will be requested from the private sector. Information on Disaster Resource Agreements and Memorandums of Understanding for Sumner County can be found in ESF-7 Resource Management.

The Volunteer and Donations Management function will be closely coordinated with mass care operations to facilitate the use of donated goods and volunteer labor to support ESF-6 activities. For more information, see ESF-7 Resource Management.

The ARC will operate a Disaster Welfare Information (DWI) system to report on victims statuses and assist with family reunification. Information regarding individuals residing in the affected area will be collected and provided to authorities and immediate family members. If appropriate, the ARC will work closely with agencies providing mental health services when relaying information to family members.

Both stationary and mobile feeding operations will be considered based on the needs of the situation. In addition to the numerous volunteer agencies with emergency feeding capabilities (e.g., Salvation Army Canteens, Southern Baptists Mobile Kitchens, etc.), the ARC and/or the County may contract with local private food providers to supplement feeding operations for those affected by the disaster. The Sumner County Health Department will assist in securing resources for general inspections of all feeding stations.

Every effort will be made to provide crisis-counseling services to people affected by the disaster. Trained mental health counselors are available through the Sumner Mental Health Agency. In addition numerous volunteer organizations have the ability to provide both faith-based and non-faith-based disaster counseling services.

If necessary, sites will be established within the affected area for bulk distribution of emergency relief items to meet the urgent needs of disaster victims. The ARC, Salvation Army and other volunteer organizations will coordinate the bulk distribution of emergency relief supplies.

The Sumner County Economic Development Department and the Sumner County Appraiser's Office will work with the ARC to identify housing resources for individuals and families permanently displaced by the event. Available Section 8 housing resources will be identified through agencies such as Kansas Mid-Cap.

When the situation dictates, the County will request State and Federal assistance to provide housing and human services programs to individuals and families affected by the disaster. These programs are described in detail in ESF-14 Long-term Community Recovery and Mitigation. If the situation warrants activation of the National Response Plan, the ARC North Central Kans. chapter will work closely with its State and Federal counterparts to ensure appropriate resource coordination and support.

Sumner County Emergency Operations Plan

The American Red Cross – WMK chapter has shelter agreements in-place with public and private facilities listed in the Attachments to this ESF including suitable government facilities. If county or municipal owned facilities are opened as shelters, they will be managed and operated by the ARC.

ARC shelters may not be able to accommodate special populations, especially in the beginning of a disaster.

With this in mind, those responsible for special populations should be prepared to activate their own emergency shelter plans.

Only service animals will be allowed in ARC affiliated shelters. Every attempt will be made to provide information on animal shelter and care resources available to individuals and families with pets in need of temporary housing resources. For large scale events, the County will rely on local and state chapters of the Veterinary Medical Association and the Humane Society to help coordinate pet shelter activities, and on the County Extension Office and other farm-related agencies or organizations for issues regarding livestock.

Churches, special population provider agencies and other volunteer groups may wish to implement emergency assistance programs to meet disaster related humanitarian needs. To help ensure timely and equitable services are provided following a major event, the Salvation Army and the ARC will work closely with volunteer organizations active in the County to coordinate the provision of human services programs.

The Mass Care, Housing and Human Services Coordinator and the other agencies supporting ESF-6 activities are critical members of the EOC Team and will work within the EOC structure described in ESF-5 Emergency Management.

The ARC will keep records on the number of shelters, shelter residents, meals served, supplies used, supplies ordered, etc., and ensure this information is available in a timely manner to the EOC. To the extent possible, the ARC will use the capabilities of the Crisis Information Management System (CIMS) to document ESF-6 activities.

Forms and documentation for mass care operations (i.e., registration, inventory, inspection, tracking, etc. forms) have been developed and are maintained by the American Red Cross: Wichita Midway- Kansas Chapter. The administrative regulations and guidance used by the ARC to conduct mass care activities are contained in the Disaster Services Program – ARC 3000 Series. Every effort will be made to manage mass care operations using the procedures described in this guidance.

The ARC will maintain a comprehensive, up-to-date, countywide list of shelters and capabilities. The ARC will work with the Sumner County Emergency Management Department to ensure this information is available in the EOC.

Cots, blankets, clothing and other comfort items will be furnished by the ARC, Salvation Army and other volunteer agencies with logistical assistance from the EOC.

Notifications

The Sumner County Emergency Management Director will notify the ESF-6 Coordinator of EOC activations and request that representative's report to the EOC to coordinate ESF-6 activities. This is typically accomplished by radio broadcast, digital pager or telephone contact.

As additional EOC staffing needs become apparent, other support and partnering agency personnel may be asked to report to the EOC to assist with transportation activities.

Actions

Preparedness

- Implement a public education campaign regarding the importance of having a family disaster plan and 72-hour preparedness kit.
- Identify and inspect suitable shelter facilities.
- Develop and test emergency plans and procedures.
- Train personnel to perform emergency functions.
- Participate in Emergency Management training and exercises.

Response

- Open, staff and manage shelters.
- Identify and provide temporary housing resources.
- Provide representatives to the County EOC and work within the EOC structure to meet mass care, housing and human services needs.
- Make suitable accommodations for special needs populations.

Recovery

- Provide public information regarding safe re-entry to damaged areas.
- Continue to work closely with the EOC to support on-going activities.
- Identify and provide long-term housing resources.
- Form a long-term recovery assistance team to help ensure individuals and families affected by the disaster continue to receive assistance for serious needs and necessary expenses.
- Participate in after action critiques and reports.
- Make changes in standard operating procedures and this ESF Annex to improve future operations.

Prevention

- Participate in the hazard identification process and take steps to correct deficiencies in the mass care, housing and human services function.
- Implement a public education campaign regarding the importance of having adequate homeowners and renters insurance.

Direction and Control

Either an Incident Commander or an appropriate city or county official will determine the need for opening shelters and commencing mass care operations based on the situation. The opening of shelters will be coordinated with the Sumner County Emergency Management Agency. Emergency Management will work with the affected cities, the American Red Cross: Wichita Midway- Kansas Chapter, and the organization(s) providing the facilities to coordinate the opening of shelters in the county.

Responsibilities

All tasked agencies will:

- Develop applicable standard operating procedures, guidelines and/or checklists detailing the accomplishment of their assigned functions.
- When requested, deploy a representative to the EOC to assist with ESF-6 activities.
- Provide ongoing status reports as requested by the Mass Care, Housing and Human Services Coordinator.
- Maintain updated resource inventories of supplies, equipment, and personnel resources, including possible sources of augmentation or replacement.
- Document all costs and expenses associated with response and recovery activities taking care to clearly separate disaster related work from daily work in the event that State and Federal reimbursement becomes available.
- Maintain up-to-date rosters for notifying personnel and 24-hour staffing capabilities.
- Perform other emergency responsibilities as assigned.

Public Health

- Provide disease surveillance and containment
- Assist in ensuring environmental surety in mass care facilities.

Mental Health

- Deploy personnel to provide crisis counseling services to those affected by the event
- Make trained staff available to provide mental health services in shelters and at various assistance centers.

School Districts

- Provide facilities to serve as shelters, as well as equipment and personnel to support ESF-6 activities.

Salvation Army

Provide various disaster services including but not limited to:

- Fixed and mobile feeding sites
- Mental health services, childcare, clothing and emergency clean up
- In catastrophic events, provide emergency shelter assistance
- Screen, place and manage emergent (spontaneous) volunteers and establish a donations management operation
- Serve as liaison to government officials and agencies

Special Needs

The terms "special needs," "special care," "frail" and "special needs population" have become interchangeable phrases used to describe both a segment of the population and the equipment or services which they require to meet the demands of daily living. These needs are over and above the needs of the population as a whole.

While it is recognized that the term "special needs" can mean different things to different people, individuals with special needs could include any one or combination of the following requirements:

- Attendant medical care/continuous health care support;
- Special bed care and/or special toileting arrangements;

- Life support equipment;
- Significant supportive nursing care (e.g. kidney dialysis);
- Assistance in performing activities of daily living or have health conditions that require care, monitoring or support that they cannot manage for themselves in a disaster shelter or evacuation shelter;
- Physician-ordered observation, assistance or maintenance or custodial care;
- Skilled care due to recent surgery and/or medical treatment;
- Limited mobility (cannot sleep on a cot);
- Special equipment or services that are normally found in a hospital;
- Those who may be a threat to themselves or others due to mental impairment or psychological disturbance and;
- Institutionalized population members (e.g. prisons/jails).

Ideally, people staying in Red Cross shelters are able to care for themselves and are self-sufficient in the shelter setting. Shelter clients may be accompanied by caregivers and are encouraged to do so especially if the client receives contracted services from an agency. Individuals with controlled, pre-existing illnesses, residents in adult day care homes and family care homes, clients of home care or hospice who are capable of performing activities of daily living may seek shelter with the Red Cross provided they do not meet the definition of special needs outlined above.

Local Role

The American Red Cross: Wichita Midway-Kansas Chapter is responsible for compiling lists of and securing agreements for shelter locations. Sumner County Emergency Management assists in this effort by identifying potential shelter locations and maintaining a database of these locations.

Shelter populations usually consist of individuals who are self-sufficient and need little assistance or care. The American Red Cross: Wichita Midway- Kansas Chapter does not have sufficient staff to set up or man shelters and will rely heavily upon the Regional ARC for assistance. The ARC will provide "normal" services to special needs shelters that may be opened by the Sumner County Health Department or individual agencies such as food service, hygiene kits, etc.

Information regarding the location and numbers of clients served for special needs will be transmitted to the EOC along with other pertinent information each morning.

Federal Role

Special needs sheltering at the national level is a responsibility of the Department of Health and Human Services, the lead agency for ESF-8. The Red Cross is a support agency to HHS under the National Response Plan and will perform a support role if requested.

The Red Cross will not manage special needs shelters, which are also being referred to as "alternate care facilities", at the national level during a disaster in which all or part of the National Response Plan has been activated.

Administration and Support

Support

Requests for emergency assistance will be resolved at the lowest level direction and control facility with appropriate response resources capabilities. Unresolved assistance requests will normally flow upward from cities to the county, and/or field deployed command posts to the Sumner County EOC, from there they will be requested from responsible representatives in the State Emergency Operations Center (SEOC), and as required to other states or the federal government for assistance support.

Agreements and Understandings

All agreements and understandings entered into for the purchase, lease, or otherwise use of equipment and services, will be in accordance with the provision of laws and procedures.

The Proclamation of a Local Disaster Emergency issued by the Board of County Commissioners and a State Disaster issued by the Governor may suspend selected rules and regulations that affect support operations. The primary agency will determine the specific impact of the situation and inform the ESF group members.

Status Reports

The primary agency will maintain status of all outstanding assistance requests and unresolved ESF-related issues. This information will be summarized into periodic status reports and submitted in accordance with applicable operating procedures.

Expenditures and Recordkeeping

Each ESF agency is responsible for establishing administrative controls necessary to manage the expenditure of funds and to provide reasonable accountability and justification for federal reimbursement in accordance with the established guidelines.

The first source of funds for expenditures by agencies in response to an emergency, imminent disaster, or recovery from a catastrophic incident, is to be from local budget funds such as the County General Fund.

Critiques

Following the conclusion of any significant emergency event/incident or exercise, the primary agency representative will conduct a critique of the group activities during the event/incident/exercise.

Support agencies will provide written and/or oral inputs for this critique and the primary agency representative will consolidate all inputs into a final report and submit it to the Sumner County Emergency Management Director.