



EMERGENCY SUPPORT FUNCTION #6 MASS CARE



COORDINATING AGENCIES: Guernsey County Emergency Management Agency
Department of Job & Family Services

PRIMARY AGENCIES: Salvation Army
American Red Cross
Department of Job & Family Services

SUPPORT AGENCIES: Guernsey County Health Department
Guernsey County Senior Citizens Center
Guernsey County M.R.D.D.
Guernsey County Children Services
Guernsey County Public Information Officer
Area Agency on Aging
Metro Housing
Guernsey County Citizens Corps
Cambridge A.R.E.S.
Guernsey County Fire Departments
Guernsey County Law Enforcement Agencies
Guernsey County EMS Agencies
Guernsey County School Districts
Mental Health & Recovery Services Board
Volunteer Organizations Active in Disasters
Area Church Organizations

I. Introduction

Many types of emergencies could occur which would require activation of the Shelter/Mass Care Organization. The sheltering, feeding, and meeting the critical needs of individuals coping with all hazards may well require more personnel and resources than normally available.

Experience has shown that under local emergency conditions, a high percentage (50% or more) of evacuees will seek shelter with friends or relatives rather than go to established shelters. Thus, the Shelter/Mass Care agencies do not have to plan for the shelter and feeding of the entire affected community in such circumstances. The Shelter Team must decide how many shelter spaces to provide, based on the population involved.

A. Purpose

The purpose of this Emergency Support Function is to coordinate and report on activities involved with the emergency provision of temporary shelters, emergency mass feeding, and the distribution of coordinated relief supplies for victims of a disaster and disaster workers. It is also the purpose of this Emergency Support Function to provide mass care information to the EOC/EMA.

This Emergency Support Function also facilitates and provides guidance in identifying food, water, and ice needs during and in the aftermath of an emergency situation in Guernsey County, and also outlines procedures to obtain these commodities and to distribute them to those in need in.

EMERGENCY SUPPORT FUNCTION #6 MASS CARE

B. Scope

1. ESF #6 promotes the delivery of services and the implementation of programs to assist individuals, households and families impacted by potential or actual disasters. ESF #6 includes three primary functions: Mass Care, Housing, and Human Services.
2. Mass Care involves the coordination of mass care services to include sheltering of victims, organizing feeding operations, providing basic first aid at shelter sites, collecting and providing information on victims to family members, and coordinating bulk distribution of emergency relief items.
3. Housing involves the provision of assistance for short- and long-term housing needs of victims.
4. Human Services includes providing victim related recovery efforts such as counseling and identifying support for persons with urgent needs.
5. It is beyond the scope of this ESF to plan for all food and potable water needs of the residents of Guernsey County affected by an emergency or disaster. It is expected the individuals, families and businesses within the county be prepared for a minimum of 72 hours of total self-sufficiency, including food and water. Every effort will be made to ensure the feeding of emergency workers and rescue personnel.

C. Policies

1. It is the policy of the government of Guernsey County to provide the emergency management organization and resources to minimize the loss of life, protect public property and the environment in Guernsey County.
2. Mass Care and Social Services programs will be administered by the responsible agency using normal administrative procedures and documentation. The Social Services Representative will be assigned within the Incident Command system structure at the EOC and social services will be coordinated using that system.
3. Social Services reports and records will be completed as required. Within the confines of confidentiality, all pertinent facts, actions, and information related to the emergency work will be documented and, with the Incident Action Plan, become part of the permanent Incident Record.
4. Guernsey County's ESF-6 will be implemented based on the impacts of major natural, or technological disaster events on Guernsey County.
5. The Guernsey County EOC/EMA will make decisions regarding the activation of shelters that will be managed by the American Red Cross and the Salvation Army.
6. Mass care shelters are temporary in nature and are designed for people displaced as a result of emergency incidents or disasters. All mass care and shelter services will attempt (but not guarantee), to meet current requirements for the Americans with Disabilities Act (ADA).
7. Priority will be given to providing food, water, and ice to areas of critical need, as established by the County EOC Management and Policy Group, which may be to the emergency responders and disaster workers in the field, medical facilities, emergency shelters, or other group of people depending on the given situation.

EMERGENCY SUPPORT FUNCTION #6 MASS CARE

II. Situation & Assumptions

A. Situation

1. Disasters can occur without warning, shelters, first aid, mass care and feeding sites may have to be setup with no advance notice.
2. Slowly developing disasters, such as a slowly rising flood, may result in warning and evacuation time, but might cause the displacement of a large population. Such a hazard may necessitate the opening of shelters and conducting mass care activities.
3. An emergency situation in the County may deprive substantial numbers of people of food and water; and/or the means to prepare food. In addition to partially, or totally destroying food and supplies, a major emergency situation could disrupt the food and water distribution network.

B. Assumptions

1. People may evacuate an area before orders to evacuate are given.
2. Long-term mass care may be required following some disasters.
3. ESF-6 Agencies work closely with state and federal Agencies in the EOC and at the site of the emergency throughout response and recovery operations in order to ensure coordinated and consistent service to the affected population.
4. It is beyond the scope of this ESF to plan for all food and potable water needs of all the residents and transient population of the County, but the most critical needs may be planned for to reduce immediate and life sustaining requirements.
5. The critical need to obtain and distribute large quantities of food, water, and ice may overwhelm local government capabilities to perform this activity in an effective and efficient manner.
6. The majority of the effort to carryout this ESF will be performed by the American Red Cross and Salvation Army whom are the best trained organizations to assist with mass care and feeding operations in the County.
7. Bulk water may have to be transported from outside the County to several water distribution points within the County to meet the requirements of those in need.
8. If not handled properly, food, water, and ice can easily become contaminated during an emergency situation, and result in the unintentional widespread transmission of harmful bacteria or toxins to large numbers of people or animals, causing widespread illness and fatalities.

III. Concept of Operations

A. General

1. Ultimate responsibility for sheltering evacuated citizens rests with local government.
2. Requests for mass care and shelters will be coordinated through the Guernsey County Emergency Operations Center (EOC) if activated following a major disaster impacting Guernsey County. If the EOC is not active, request will be coordinated through the Guernsey County EMA.

EMERGENCY SUPPORT FUNCTION #6 MASS CARE

3. ESF-6 organizations will be activated and notified for EOC activation by Guernsey County EMA. Activation will be based upon the requirements for emergency response and recovery and the agencies activated may vary depending upon those requirements.
4. Mass care and shelter requests will be prioritized and coordinated by the EOC representatives consisting of the ARC, Salvation Army, and selected organizations as needed. During small local disasters when the Guernsey County EOC is not activated, the American Red Cross (ARC) and the Salvation Army will provide shelter and mass care services coordinated through the Guernsey County EMA as appropriate to their operational capacity.
5. Local fire stations and/or other designated government facilities may have to be used as temporary reception areas while waiting for shelters to officially open
6. When the Guernsey County EOC is activated, placement, coordination, operations, and support of shelters will be a cooperative effort between the County, the Red Cross, Salvation Army and selected social service agencies.
7. The primary communications link between shelters and the EOC will be telephone. Amateur radio operators may be assigned to the shelters to provide radio support.

B. Organization

1. The Emergency Management Agency is responsible for developing a comprehensive mass care and shelter program. The Department of Job & Family Services is designated as the coordinating governmental agency for mass care and shelter activation and operation when the EOC is activated. The mass care and shelter program will include, but not be limited to:
 - a. Short term housing needs
 - b. Beds/rest
 - c. Food and water
 - d. Crisis counseling
 - e. Clergy support
2. The County will use the existing government organization and resources with the assistance of local non-government organizations to carryout the provisions of this ESF. If required, the County EMA will obtain outside assistance to supplement local capabilities.
3. Assigned mass care personnel assigned to the county EOC will be selected by their respective agencies based upon their abilities to address emergency responsibilities and the authority they have been given to make emergency decisions for the agencies they represent.
4. The American Red Cross will provide staff, supplies, and shelters as disaster conditions dictate and resources allow, in accordance with the Disaster Relief Act of 1974 (P.L. 93-288, as amended by the Stafford Act of 1988). When the local American Red Cross provides shelter care, it will be administered in accordance with a Letter of Understanding between the Red Cross and the County EMA.
5. The Salvation Army will provide staff, supplies, and shelters as disaster conditions dictate and resources allow in accordance with Salvation Army policies and procedures.

EMERGENCY SUPPORT FUNCTION #6 MASS CARE

6. When the American Red Cross and the Salvation Army lack the capabilities to address a specific need, they will advise the Emergency Management Agency, who in return will request assistance from other local agencies or for state assistance.
7. The Ohio Voluntary Organization Assisting in Disaster is an organization comprised of a number of faith-based organizations and other agencies with disaster or emergency assistance programs.
8. The Department of Job and Family Services will administer the Disaster Recovery Program, provide emergency assistance funds to eligible disaster victims, and assists disaster victims in declared disaster areas to find employment if their jobs have been eliminated due to the emergency.
9. The Guernsey County Children Services Board shall provide emergency shelter care for children that are separated from family. GCCSB maintains a contact list of all staff, as well as the ability to activate line, supervisory and management staff quickly. During an emergency the EOC/EMA may request services through the agency or answering service if after hours.
10. When a mass care shelter is set up during a major disaster event, a team approach will provide needed support:
 - a. The Guernsey County EOC representatives will determine locations.
 - b. Health inspections will be provided by Guernsey County Health Department.
 - c. Fire inspections will be provided by the local jurisdictional fire department.
 - d. Security will be provided by the local jurisdictional law enforcement agency.
 - e. Food service by ARC, Salvation Army, or other selected organizations.
 - f. Crisis Counseling by Mental Health Recovery Services or contracted providers with the support of the American Red Cross and selected local social service agencies.
 - g. Communications support from amateur radio organizations.
11. The Guernsey County EMA has mutual aid agreements with surrounding counties and may request assistance in providing shelters, when it is not practical locally to shelter residents due to no available shelters or support staff.
12. The County EOC has the responsibility of the overall direction and control as the County Receiving Point for managing and distributing incoming bulk food, water, and ice supplies. All organizations supporting this ESF will coordinate their plans and operations with the County EOC.
13. All organizations that support this ESF are responsible for developing their respective SOG/Ps to carry out food, water, and ice procurement and distribution during emergency operations in the County.
14. All organizations that support this ESF are responsible for coordinating with other organizations from which they require support to develop letters of understanding or mutual aid agreements for that support. Any organization supporting this ESF that requires additional resources or outside assistance is required to forward their request to the County EOC when activated, for processing and prioritization.

EMERGENCY SUPPORT FUNCTION #6 MASS CARE

15. Local law enforcement will follow their standard operating procedures to notify and inform the public about the status of injured or missing relatives.

C. Pre-Incident Actions

1. Develop memorandums of understandings for shelter locations.
2. All organizations that support this ESF will develop and maintain their own organization's updated Standard Operating Guidelines (SOG)/ Standard Operating Procedures (SOP), and mutual aid agreements, as appropriate, that are supportive of this ESF. This information will be coordinated with and provided to the County EMA, as necessary.
3. Identify and train volunteers to staff Emergency Support Function 6 during an emergency.
4. Maintain a roster of trained Emergency Support Function personnel.
5. Review all actions during previous emergencies to determine if Emergency Support Function 6 procedures require modification.
6. Train all personnel on the National Incident Management System.
7. Schedule and conduct required training and exercise activities to ensure understanding of this ESF.

D. Incident Period Actions

1. The American Red Cross and the Salvation Army following their policies and procedures will coordinate and manage sheltering of evacuees and disaster victims, to include victims with special needs.
2. Care and support for institutionalized individuals shall be the responsibility of the responsible facility following their emergency action plans and procedures. They need to identify what assistance and resources they will need from the county such as transportation, additional personnel, etc and provide this information to the EOC/EMA.
3. Shelter personnel will screen, identify, and handle evacuees exposed to any hazards posed by the disaster (infectious waste, floodwaters, chemical hazards, etc.) according to their policies and procedures in order to keep the shelter free of contamination.
4. Shelter personnel will register evacuees upon their arrival at shelters, and periodically report status and population of shelters to the EOC/EMA.
5. Shelter personnel will coordinate shelter operations with on-scene and other off-site support agencies thru the EOC/EMA, this will include the expected number of evacuated residents, emergency medical support needed, etc.
6. The EOC will keep shelter personnel informed on the status of the disaster in order for shelter personnel to provide updates on conditions to evacuees. Prior to evacuees being allowed to return home, information will be provided on what actions they need to take.
7. ESF-6 agencies will coordinate activities for the provision of food, water, and ice to disaster victims.
8. Coordinate with ESF-8 for supplemental disaster health services and emergency first aid.
9. ESF-6 agencies will coordinate activities for bulk distribution of emergency relief supplies.

EMERGENCY SUPPORT FUNCTION #6 MASS CARE

10. Coordinate with Amateur Radio Emergency Services (A.R.E.S.) to provide amateur radio communications capability to each public shelter.
11. Inform the county's Emergency Management Director, or designee, of planning and preparedness actions taken, and maintain a continuing liaison to ensure assistance to all disaster victims.
12. Coordinate with the county's Emergency Management Agency the request for assistance from State ESF-6 when local resources are inadequate to meet mass feeding
13. Provide mobile feeding units and mass feeding and comfort stations to emergency service workers and disaster victims based upon prioritization of need;
14. Provide equipment and supplies (e.g., cots, blankets, food, tools, etc.) to facilitate relief efforts;
15. Transport bulk goods to distribution sites.
16. Register evacuees upon their arrival at shelters, and periodically report status and population of shelters to the EOC/EMA.
17. Maintain the Family Well-being Inquiry and provide disaster welfare information regarding individuals within the impacted area in order to reunite families.
18. Conduct disaster assessment surveys in impacted areas, and coordinate with the county's Emergency Management Agency for inclusion of survey results in the total damage assessment analysis.
19. Support, or conduct (as necessary), distribution of bulk supplies to impacted victims.
20. Provide Family Services to disaster victims, including casework, counseling, and disbursement of vouchers for emergency housing, food, maintenance, building and repair supplies, household furnishings, medical supplies/medical needs, and occupational supplies and equipment.

E. Post Incident Actions

1. Keep the EMA Director informed of significant continuing mass care activities and issues.
2. Respond in a timely manner to continued request for mass care assistance from the county.
3. Determine required staffing level and schedule-trained personnel.
4. Gather and consolidate all information on mass care activities in the affected areas. Provide this information to the county EMA in an organized and timely manner.

IV. Roles and Responsibilities

A. Coordinating Agencies

1. Guernsey County Emergency Management Agency
 - a. Develop a comprehensive mass care and shelter program.
 - b. Act as the governmental coordinating agency for mass care when the EOC is not activated.
 - c. Maintain a roster of all primary and support agency contact persons, make emergency notifications, activate primary and support agencies as necessary, and maintain ongoing communications to support mission assignments.

EMERGENCY SUPPORT FUNCTION #6 MASS CARE

2. Department of Job and Family Services
 - a. Provide a liaison to the Guernsey County Emergency Operations Center upon notification of activation and ensure 24-hour staffing coverage.
 - b. Act as the coordinating agency for mass care when EOC is active.
 - c. Assist the Guernsey County EMA in developing a comprehensive mass care program.
 - d. Coordinate mutual aid and private vendor resource needs through the standard resource request procedures and maintain documentation for financial reimbursement once local resource capabilities have been exhausted.
- B. Primary Agencies
 1. Salvation Army & American Red Cross
 - a. Provide liaisons to the Guernsey County Emergency Operations Center upon notification of activation and ensure 24-hour staffing coverage.
 - b. Train all staff responsible for implementing this ESF on standard operating procedures (SOPs), including support agency staff, and ensure SOPs are periodically exercised.
 - c. Recruit, train, and assign volunteer shelter managers, shelter staff, disaster nurses and disaster mental health staff.
 - d. Develop and provide a list of facilities, to the county's Emergency Management Agency, to be used for public shelters (both primary and secondary), shelter capacities and basic shelter requirements must be included.
 - e. Open and staff shelters for evacuees and disaster victims.
 2. Department of Job & Family Services
 - a. Ensure staff personnel take necessary NIMS training requirements.
 - b. Administer the Disaster Food Stamp Program
 - c. Provide emergency assistance funds to eligible disaster victims.
 - d. Provide information to the public information officer on emergency assistance programs available to disaster victims.
- C. Support Agencies
 1. Guernsey County Health Department
 - a. Identify public health concerns and provide health screening, as required, to support disaster operations;
 - b. Monitor status of water and sewer systems, other infrastructure, and environmental conditions to assure basic needs are met;
 - c. Monitor shelter operations to assure public health needs are met.
 - d. Provide pamphlets on what residence should do after returning home. Also provide this information to the PIO for distribution via the media.
 2. Guernsey County Senior Citizens Center
 - a. Provide liaison to the Guernsey County Emergency Operations Center upon request and ensure 24-hour staffing coverage.
 - b. Provide normal day-to-day services as possible that include transportation, delivered meals, home repair assistance, telephone reassurance, etc.

EMERGENCY SUPPORT FUNCTION #6 MASS CARE

3. Guernsey County MRDD
 - a. Provide liaison to the Guernsey County Emergency Operations Center upon request and ensure 24-hour staffing coverage.
 - b. Address the needs of persons with mental retardation and developmental disabilities who are under the jurisdiction of the agency.
4. Guernsey County Children's Services
 - a. Continue to provide its statutory responsibilities for the investigation/assessment and protection of abused and/or neglected children based on safety of workers as determined by emergency management personnel.
 - b. Provide liaison to the Guernsey County Emergency Operations Center upon request and ensure 24-hour staffing coverage.
 - c. Assist other agencies in crisis management based on agency policy and procedures.
 - d. Serve as a possible temporary site for food distribution or limited shelter.
5. Guernsey County Public Information Officer
 - a. Provide information on shelter locations.
 - b. Provide information on what evacuees need to do when allowed to return home.
6. Area Agency on Aging
 - a. Identify and address unmet needs among elderly populations in the disaster area.
 - b. Provide liaison to the Guernsey County Emergency Operations Center upon request and ensure 24-hour staffing coverage.
7. Metro Housing
 - a. Provide liaison to the Guernsey County Emergency Operations Center upon request and ensure 24-hour staffing coverage.
 - b. Identify available temporary housing resources for disaster victims.
8. Guernsey County Citizen's Corps
 - a. Provide liaison to the Guernsey County Emergency Operations Center upon request and ensure 24-hour staffing coverage.
 - b. Coordinate the use of spontaneous volunteers to assist with ESF-6 functions.
9. Cambridge A.R.E.S.

Provide communications support between shelters and the EOC.
10. Guernsey County Fire Departments
 - a. Provide reception centers for evacuees until shelters are officially opened.
 - b. Provide fire prevention and suppression to shelters.
11. Guernsey County Law Enforcement Agencies
 - a. Contact relatives in reference to injured and/or deceased victims.
 - b. Provide security at shelters in their jurisdiction.
12. Guernsey County EMS Agencies

Provide emergency medical services to shelters as required.
13. Guernsey County School Districts

Provide listings of schools that can be used for shelters or to support shelter activities when requested.

**EMERGENCY SUPPORT FUNCTION #6
MASS CARE**

14. Mental Health & Recovery Services

- a. Provide Critical Incident Stress Management for emergency workers;
- b. Monitor and serve as an advocate for continuity of services for chronic mentally ill;
- c. Assist in the provision of mental health services to disaster victims.

15. Voluntary Organizations Active in Disasters

Provide services and material support to disaster victims in emergency shelters and temporary housing through member organizations at the site of the emergency.

16. Area Church Organizations

Provide available services and material support to disaster victims.

V. Supporting Plans & Procedures

American Red Cross Policies & Procedures Date of last revision: Available from:	Salvation Army Policies & Procedures Date of last revision: Available from:
DJ&FS Policies & Procedures Date of last revision: Available from:	Children Services Policies & Procedures Date of last revision: Available from:

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