

# ESF #6

## Mass Care



### PURPOSE

*Provide basic needs including shelter, food and clothing to victims of disaster in Louisville Metro*



### PRIMARY AGENCY: AMERICAN RED CROSS - LOUISVILLE CHAPTER

<b>Support Agencies</b>	Amateur Radio Disaster Services (ARES)
	Jefferson County Public Schools
	Louisville/Jefferson County EMA
	Louisville Metro Call
	Louisville Metro Dept of Public Health and Wellness
	Louisville Metro Emergency Medical Services
	Louisville Metro Finance and Budget
	Human Services
	Louisville Metro Police Department
	Office of Management and Budget
	Louisville MetroSafe Communications
	Salvation Army
	Transit Authority of River City (TARC)

### POLICIES

- Provide personnel and resources to support preparation, mitigation, response and recovery in support of the primary emergency management objectives.
- Coordinate the emergency provision of temporary shelters, mass feeding, and the bulk distribution of coordinated relief supplies for victims of a disaster and disaster workers.
- Document and report shelter status, populations and any issues with residents.
- Coordinate the long term lodging and feeding of evacuees of any actual or potential disaster.

## **I. PURPOSE**

Emergency Support Function 6 (ESF 6) or Mass Care will coordinate the emergency provision of temporary shelters, emergency mass feeding, and the bulk distribution of coordinated relief supplies for victims of a disaster and disaster workers. ESF 6 can provide personnel and resources to support preparation, mitigation, response and recovery in support of the primary emergency management objectives. Other responsibilities include documentation and reporting (via WebEOC Shelter Board) shelter status, populations and any issues with residents, e.g. injuries and casualties; determination of needs and the processing of all requests to meet those needs; and securing donations of life-supporting supplies. ESF 6 resources are used when individual agencies are overwhelmed and additional mass care, mass feeding assistance, and bulk distribution of coordinated relief supplies are needed. ESF 6 will coordinate the lodging and feeding of evacuees of any actual or potential disaster.

## **II. CONCEPT OF OPERATION**

### **A. General**

1. ESF 6 is organized consistent with the requirements of the National Response Framework, the National Incident Management System and the Incident Command System. This structure and system supports incident assessment, planning, procurement, deployment and coordination of support operations to Louisville Metro.
2. Procedures, protocols and plans for disaster response activities provide guidelines for operations at the Louisville Metro Emergency Operations Center and in the field. The Emergency Operations Plan and corresponding Appendices, Incident Annexes, Support Annexes and Standard Operating Guidelines that describe ESF 6 responsibilities (based on National Planning Scenarios, Universal Task List and Target Capabilities) are the basis of these guidelines. Periodic training and exercises are also conducted to enhance effectiveness.
3. A large event requiring regional, state and/or interstate mutual aid assistance will require ESF 6 implementation. ESF 6 will coordinate with support agency counterparts to seek and procure, plan, coordinate and direct the use of any required assets.
4. Throughout the response and recovery periods, ESF 6 will evaluate and analyze information regarding mass care; develop and update assessments of the situation and status in the impact area; and implement contingency planning to meet anticipated demands or needs.

5. The Louisville/Jefferson County Metro Emergency Management Agency (LJCMEMA) will maintain up-to-date listings of shelters in Louisville Metro, as well as any resources available to operate a shelter.
6. The American Red Cross Louisville Chapter is responsible for training and continuing education of its personnel and volunteers in the operations of a shelter.

## **B. Organization**

### 1. COUNTY

- During an activation of the EOC, support agency staff is integrated with the American Red Cross staff to provide support that will allow for an appropriate, coordinated and timely response.
- During an emergency or disaster event, the Emergency Operations Center will coordinate the support resources from the support agencies with ESF 6.
- Throughout the response and recovery periods, ESF 6 will evaluate and analyze information regarding mass care; develop and update assessments of the situation and status in the impact area; and implement contingency planning to meet anticipated demands or needs.
- LJCMEMA develops and maintains the overall ESF 6 Emergency Operations Plan and accompanying Appendices, Annexes and Standard Operating Guidelines that govern response actions related to emergencies. Support agencies may develop and maintain their own similar documents for internal use, which must be compatible with and in support of the overall Emergency Operations Plan. All such documents must be compliant with the National Response Framework, National Incident Management System, Incident Command System and the Emergency Operations Plan (EOP).
- The Louisville Metro Emergency Operations Center uses WebEOC (Crisis Management software) to supplement disaster management through communicative integration of Emergency Support Functions; agency based emergency operations centers, and other facilities and functions as appropriate.

### 2. REGION

- ESF 6, in consultation with the requesting jurisdiction, may obtain additional resources via established mutual aid agreements.

- The Kentucky Department of Public Health serves as the lead agency for Mass Care coordination/support at the state level. The agency will designate a liaison to the Louisville Metro EOC to assist ESF 6 and to the extent capable provide coordinators, assessors and operational personnel in support of the EOC or field activities.
- On activation of an Emergency Operations Center in more than one county, the Kentucky Department of Public Health may support the coordination of the event response with regional resources or request additional resources through the Commonwealth EOC.

### 3. STATE

- During an emergency or disaster event, the primary and support agencies of ESF 6/comparable at the Commonwealth EOC will report and function under the overall direction of the Director, Kentucky Division of Emergency Management.
- During the response phase, ESF 6/comparable will evaluate and analyze information regarding mass care services/requests. ESF 6/comparable will also develop and update assessments of the mass care situation and status in the impact area and initiate contingency planning to meet anticipated demands and needs.
- The Kentucky Division of Emergency Management develops and maintains the overall State Emergency Operations Plan to include accompanying Appendices and Standard Operating Guidelines that govern response actions related to emergencies. Support agencies may develop and maintain their own similar documents for internal use, which must be compatible with and in support of the overall State Emergency Operations Plan. All such documents will comply with the National Response Framework, the National Incident Management System and the Incident Command System.

#### **C. Alerts/Notifications**

- MetroSafe Communications will notify the LJCMEMA Executive Director, Deputy Director and the “on call” Emergency Operations Center Duty Officer when the county or an area of the county has been threatened or impacted by an emergency or disaster event.
- ESF 6 will be activated or placed on standby upon notification by LJCMEMA. The American Red Cross will manage the emergency activities of ESF 6.

- Upon instructions to activate ESF 6, the American Red Cross will implement its procedures to notify and mobilize all personnel, facilities and physical resources potentially needed, based on the emergency circumstance.

#### **D. Actions**

Actions initiated by ESF 6 are grouped into the phases of emergency management: preparation, mitigation, response and recovery. Each phase requires specific skills and knowledge to accomplish. Each phase requires significant cooperation and collaboration between all supporting agencies and the intended recipients of service. ESF 6 encompasses a full range of activities from training to the provision of field services. It also coordinates and may assume direct operational control of the following provided services:

- During an activation of the Emergency Operations Center, support agency staff is integrated with the ESF 6 staff to provide support that will allow for an appropriate, coordinated and timely response. The Louisville Metro Department of Public Health and Wellness (LMPHW), through ESF 8 (Health and Medical), will conduct the planning and operation of Special Needs Shelters.
- Shelter personnel dispatched by the American Red Cross are responsible for registration of shelter residents, recruiting evacuees to assist shelter volunteer personnel in shelter operations, assisting in reuniting separated family members, and/or providing family information or health and welfare priority messages through amateur radio operators (ARES) and shelter volunteers. Shelter managers are also trained and briefed on safe areas and off-limits areas in the shelters.
- The American Red Cross will request the assistance of additional support agencies as needs develop to provide mass care services. The American Red Cross provides for training and education, not only of shelter personnel, but also of the general public on disaster preparedness and response.
- During an emergency or disaster event, the Emergency Operations Center Logistics Section Chief will coordinate the support resources from the support agencies with ESF 6.
- During the response phase, ESF 6 will evaluate and analyze information regarding mass care, mass feeding and bulk distribution of relief supplies. ESF 6 will also develop and update assessments of the mass care services status in the impact area and undertake contingency planning to meet anticipated demands and needs.

- ESF 6 is closely coordinated with the other Emergency Support Functions that address basic needs of the impacted population: Food and Water (ESF 11), Volunteers and Donations (ESF 15), and Animal Services (ESF 16).
- Primary and support agencies will provide sufficient personnel to staff ESF 6, 24/7. The staff will be qualified persons able to facilitate decisions for the department they represent.
- The American Red Cross Department Operations Center (DOC) will continuously provide support information to ESF 6 with the EOC by providing comprehensive reports on all sheltering and mass feeding operations. These comprehensive reports will address openings, closings, shelter locations, shelter censuses and mass feeding locations.
- Support agencies, other than those represented at the EOC, will coordinate all their responsibilities under ESF 6 with the American Red Cross. This information will be condensed and forwarded to the ESF 6 Coordinator at the EOC. The ESF 6 Coordinator will input this information to WebEOC using the Shelter Board.
- Support agencies will report activities related to ESF 6 to the ESF 6 Coordinator for consolidated reporting, and coordination with the American Red Cross DOC. This will be most efficiently completed using WebEOC ESF-6 Significant Events Board.
- The EOC leadership will determine the need to establish a Louisville Metro Staging Area to receive disaster related commodities from the State Logistics Staging Area, or if directed from Federal Mobilization Site(s) or Federal Staging Area(s). The Louisville Metro Staging Area(s) will receive, account, store as required, and ship to Points of Distribution any commodities received. The staging areas will also redirect and recover unused supplies.

## 1. PREPARATION

Actions and activities that develop mass care response capabilities may include planning, training, orientation sessions, and exercises for ESF 6 personnel (i.e., county, regional and state) and other emergency support functions that respond with ESF 6. Activities include:

- Management of planning with ESF 6 support agencies, regional task forces, and other emergency support functions to refine mass care operations.
- Training ESF 6 staff in the utilization of disaster intelligence to identify and scale the potential ESF 6 mission, including mass care and mass feeding.

- Training and exercises for EOC and mass care team members.
- Preparation and maintenance of emergency operating procedures, resource inventories, personnel rosters and resource mobilization information necessary for implementation of the responsibilities of the lead agency; training lead agency personnel in their responsibilities and duties.
- Maintaining liaison with support agencies.
- Conducting vulnerability analysis at critical facilities and making recommendations to improve the physical security.
- Maintenance/annual roster update of primary contact ESF 6 personnel representing each agency under ESF 6.
- Coordination with LJCMEEMA to ensure an annually updated shelter list is available and maintained at the EOC and within WebEOC.
- Coordination with the EOC in the assessment of public need to determine the opening or closing of public shelters before and after an emergency or disaster event.
- Coordination with ESF 5 (Emergency Management) and ESF 11(Food and Water) to develop and refine procedures for establishing and operating mass feeding sites.
- Coordination with Logistics in establishing, managing and supplying mass feeding sites.
- ESF 6, in conjunction with LJCMEEMA, will maintain a current list of all agencies (public and private) that can provide mass feeding in times of disaster. The list will provide specific information, to include:
  1. Number of persons each agency can feed two meals a day and sustainment period.
  2. Number of staff or volunteers available for cooking and/or serving.
  3. Major equipment lists, e.g., field ranges, mobile feeding units, refrigeration, vehicles, etc.

## 2. MITIGATION

Responsibilities include:

- Participation in shelter deficit reduction strategies/activities and shelter demand studies.
- Coordination with LJCMEMA on public education programs to reduce shelter demand.
- Education of citizens on disaster preparedness activities.
- Coordination as feasible to incorporate shelter features within public building construction.

## 3. RESPONSE

Activities include:

- Coordinating operations at the ESF 6 position in the Louisville Metro EOC and/or at other locations as required.
- Establishment and maintenance of a system to support on-scene direction and control and coordination with Louisville Metro and Commonwealth EOCs.
- Pre-positioning response resources when it is apparent that Mass Care resources will be necessary; relocating Mass Care resources when it is apparent that they are endangered by the likely impacts of the emergency situation.
- Monitoring and directing resources and response activities.
- Provide staffing in the EOC under coordination of the lead agency if required; agencies may be called upon to supply clerical/administrative personnel.

- Participation in EOC briefings, Incident Action Plans, Situation Reports and meetings.
- Coordination with support agencies, as needed, to support emergency activities.
- Obtaining state resources through the Statewide Emergency Management Mutual Aid and Assistance Agreement and/or the Indianapolis and Cincinnati Mutual Aid Agreements.
- Coordination with other jurisdictions' ESFs or like function to obtain resources and facilitation of an effective emergency response among all participating agencies.

## **Shelters**

Shelters will be opened and closed in accordance with public need as assessed by the American Red Cross and LJCMEMA. ESF 6 will monitor evacuation activity and coordinate with the EOC if the need for additional sheltering outside the county is anticipated. The EOC will document the request and information in WebEOC. ESF 6 will continuously monitor occupancy levels and ongoing victims' needs and provide Food and Water (ESF 11) with a daily listing of "open" and "closed" shelters, ensuring that this information is captured on the Shelter Board in WebEOC.

Communications (ESF 2) will ensure that each shelter has a working communications system and contact with Louisville Metro EOC and the American Red Cross DOC. This may include radio, telephone, and/or cellular telephone communication. The ESF 6 Coordinator at the EOC will keep the EOC manager and ESF 2 informed about any communication needs.

The Special Needs Program in Louisville Metro is administered by the Louisville Metro Department of Public Health and Wellness (LMPHW), and managed during EOC activations under its own ESF designated as Health and Medical (ESF 8). Any sheltered person who is not medically appropriate for a general public shelter will be referred to either the Special Needs Shelter or a medical facility depending upon current medical condition and prognosis. Additional responsibilities for ESF 6 will include:

- Coordination with Energy (ESF 12) for power service restoration to shelter sites and for the acquisition of supplemental power sources as well as generators and fuel as required
- Coordination with Law Enforcement (ESF 13) to provide security resources needed at shelters (Louisville Metro Police Department will provide security at shelters in Louisville Metro)
- Coordination with ESF 8 and primary/support agencies for the provision of medical services (advanced first aid) and mental health services in shelters
- Provide trained and qualified personnel in shelters in sufficient numbers to care for people needing assistance

### **Mass Feeding**

Responsibilities include:

- Providing information to and coordination with ESF 5 and ESF 11 regarding mass feeding sites established by the American Red Cross, Salvation Army, and other volunteer agencies (The first priorities of mass feeding activities will be disaster victims. Emergency workers will be encouraged to utilize established mass feeding sites in lieu of individual site distribution).
- Coordination of mass feeding locations to ensure optimal logistics for public service based on emergency needs (A liaison will be established with Volunteers and Donations (ESF 15) to ensure continued coordination during an event).
- Coordinating sanitation provisions and inspections, and garbage removal from mass feeding sites in coordination with ESF 3 (Public Works) and ESF 8, (ESF 11 and ESF 15 will coordinate with ESF 6 in the provision of food and water to mass feeding sites. This will include procuring food from the USDA, donations and private vendors; as well as the storage of food in identified warehouse sites).
- Coordinating the transportation of food from identified warehouses to mass care feeding sites in liaison with Transportation (ESF 1).

### **Volunteers/Donations and Shelters**

- Coordination with ESF 15 regarding the activities of volunteers actively engaged in providing mass care assistance to include:
  1. Preventing duplication of goods and services as they relate to mass care.
  2. Assisting volunteers with logistics.
  3. Coordinating the delivery of goods and services as they relate to mass care.
- Maintenance of list of all volunteer organizations active in mass care in the disaster area. The list will contain the following information:
  1. Type of service(s) being provided by each volunteer agency.
  2. Number of volunteers in the area.
  3. Resources each agency has available.
  4. Names and contact means of key persons in each organization.
  5. Logistical abilities of each organization, i.e. self-contained, need transportation, self-equipped, etc.

#### 4. RECOVERY

Responsibilities include:

- Continuous monitoring of occupancy levels and ongoing victims' needs and providing the EOC with a daily listing of open shelters, ensuring the information is logged into WebEOC on the Shelter Board.
- Providing its support agencies, ESF 5 and Public Information (ESF 14) with regular updates on which shelters are opened or closed, as well as the census data for open shelters.
- Coordination with ESF 14 to provide information to shelter residents about how to access disaster assistance programs and services through the

American Red Cross Service Centers and Individual Assistance Programs through Disaster Application Centers/Tele-registration.

- Ensuring a copy of the Shelter Registration Form is forwarded to the American Red Cross “Disaster Welfare Inquiry”: (this form will have a post disaster address for each person housed at the shelters who provided that information upon their final departure. This will assist in reuniting families that may have been separated during the disaster incident).
- Coordination of the consolidation of shelters, staff, resources (communications and law enforcement) and supplies as sheltering needs diminish.
  
- Continued coordination with ESF 5, ESF 11 and ESF 15 to establish and maintain mass and mobile feeding sites (the need and location of these sites will be reviewed and evaluated daily. Sites may be closed when no longer needed and feeding routes for mobile units should be established or changed according to need).
  
- Collaboration with LJCMEMA, other local governments and applicable state agencies to assist in determining extended sheltering needs.

#### **E. Direction and Control**

1. ESF 6 complies with the National Response Framework, the National Incident Management System and uses the Incident Command System (composed of Planning, Operations, Logistics and Finance/Administration Sections with their standardized Units, Teams, positions, forms and terminology) to manage its emergency/disaster responsibilities. Key to this system is the Louisville/Jefferson County Metro Emergency Management Agency, which functions as the official disaster organization for preparedness, mitigation, response and recovery within Jefferson County. The agency also serves as the focal point for ESF 6 activities. It is responsible for ensuring that all appropriate program departments, support agencies, other Emergency Support Functions and private voluntary agencies have knowledge about the system and ESF 6 expectations.
  
2. The ESF 6 system operates at two levels – the Emergency Operations Center and field operations.
  
3. All management decisions regarding county and/or regional resource allocation are made at the Emergency Operations Center by the ESF 6 Coordinator during emergency activations. Per the Incident Command System structure, the Planning, Logistics, Finance/Administration and Operations Section Coordinators plus staff at the Emergency Operations Center (EOC) assist the EOC Manager in achieving the overall mission. Sections, Units, Teams, staffing levels, etc. are modular and scalable, depending on the type, size, scope and complexity of the emergency or disaster event.

4. The staffing directory, ESF 6 Emergency Operations Plan plus accompanying Appendices, Annexes and Standard Operating guidelines are maintained by LJCMEMA with notification lists updated at least quarterly and all other documents at least annually.
  
5. In accordance with a mission assignment from ESF 6 and further mission tasking by a local primary agency, each support organization assisting in an ESF 6 assignment will retain administrative control over its own resources and personnel but will be under the operational control of ESF 6. Mission operational control may be delegated to a Management Support Unit, Multi-Agency Coordination Team or a local entity.

## **F. Responsibilities**

### **Primary Agency – American Red Cross – Louisville Chapter**

Duties include but are not limited to the following:

- Coordinate ESF 6 and the support agencies during activation of the EOC due to an emergency or disaster
  
- Provide leadership in directing, coordinating and integrating overall Louisville Metro efforts to provide mass care assistance to affected areas and populations
  
- Staff and operate a National Incident Management System compliant, command and control structure (Incident Command System), to assure that services and staff are provided to areas of need
  
- Jointly evaluate (ESF 6 representatives/designees) the emergency, make strategic decisions, identify resource needs and secure resources required for field operations
  
- Task support agencies, as necessary, to accomplish ESF 6 support responsibilities
  
- Make specific requests for mass care assistance to the State ESF 6/comparable as needed (the state will activate resources through the State Emergency Operations Plan)
  
- Re-assess priorities and strategies throughout the emergency according to the most critical mass care needs

- Demobilize resources and deactivate the ESF 6 function upon direction of LJCHEMA
- The American Red Cross will be responsible for overall shelter operations as well as collaboration with the Salvation Army to provide food and water to persons being sheltered and responders if possible

### **Support Agencies**

Support agencies will provide assistance to the Emergency Support Function with services, staff, equipment and supplies that compliment the entire emergency response effort as the Emergency Operations Center addresses the consequences generated by the hazards that may affect the county (i.e., severe weather, earthquake, environmental, biological and/or terrorism). Services and resources are subject to change. Emergency coordinators are responsible for frequently updating their resources capabilities with ESF 6.

- Jefferson County Public Schools (on request by LJCHEMA and contingent on resource availability) will open congregate-care shelters for evacuees when required upon request and in conjunction with the American Red Cross; establish feeding for evacuees in conjunction with congregate-care shelters; and provide school bus transportation to augment the transportation of evacuees by TARC when necessary
- Louisville Metro Emergency Medical Services (EMS) will supply personnel and equipment to provide medical services in shelters; and assist (via ESF 8) in supplying personnel and equipment to provide emergency transportation of medically needy persons from shelters to more advanced care facilities, and in providing mass care to persons with special needs
- Law Enforcement and Security (ESF 13) will assist in supplying personnel and equipment to provide security at shelters and mass care sites
- The Salvation Army will support ESF 6 with information regarding Salvation Army services in the impacted area. It will provide the ESF 6 Coordinator, when requested, supply lists of Salvation Army personnel and facilities in Louisville Metro; and assist with the material, spiritual, personal and family needs of evacuees
- Health and Medical (ESF 8) will supply personnel to monitor and control public health factors to prevent the spread of disease at mass care sites. Louisville Metro Department of Public Health and Wellness (LMPHW) and Louisville Metro EMS personnel are responsible for providing medical and nursing support for the special needs shelters and mass care facilities as need dictates (see ESF 8 for Special Needs program and procedures). LMPHW will conduct sanitation review of facilities

for public shelters

- MetroSafe Communications and Amateur Radio Disaster Services (ARES) will be responsible for providing communications between shelters, the EOC and other support agencies/stations
- Louisville Metro Call will collaborate with the American Red Cross to provide information to citizens and family members concerning shelter residents
- The Office of Management and Budget and Budget Department will ensure that bills have been paid for supplies and services rendered
- The Office of Management and Budget will aid in the purchase of supplies that may be needed to execute the mission
- Local faith based organizations will support ESF-6 sheltering activities with volunteers and facilities.

#### **G. Financial Management**

ESF 6 is responsible for managing financial matters (specific to ESF 6 activity) related to resources procured/used during an event and forwarding that information to the Finance/Administration Section. However, each local government/agency/department must also track and record its own expenditures to ensure accuracy with any submissions for potential reimbursement. Information will be provided post-event as to application procedures for reimbursement.

The Finance/Administration Section will coordinate with the Logistics Section to ensure that procurements and staff hours are properly documented and processed for potential reimbursement. It will also be responsible for follow-up on all financial issues via coordination with Louisville/Jefferson County Metro Government and other local governments' fiscal and personnel management officials, Kentucky Division of Emergency Management fiscal agents, Federal Emergency Management Agency fiscal agents and directly with vendors as necessary.