

ESF #8

Health & Medical



PURPOSE

Provide health and medical services to the community during and after a disaster, including the protection of water supplies, ensuring adequate sanitation is maintained, the safety of food supplies, providing medical and morgue services, and controlling epidemics.



Jefferson County

PRIMARY AGENCY: LOUISVILLE METRO DEPARTMENT OF HEALTH AND WELLNESS

Support Agencies	Ambulance Services <ul style="list-style-type: none">• Jefferson County Rural EMS• Louisville Metro EMS• Yellow Ambulance
	Family Health Centers
	Greater Louisville Funeral Directors
	Home Healthcare Agencies
	Kentucky Hospital Association Members
	Kentucky Community Crisis Response Board
	Local Hospitals/Psychiatric Hospitals
	Louisville/Jefferson County EMA
	Louisville Metro Corrections Department
	Louisville Metro General Services Administration
	Louisville Metro Human Services
	Louisville Metro Purchasing Department

POLICIES

- Provide personnel and resources to support preparation, mitigation, response and recovery in support of the primary emergency management objectives.
- Identify health and medical needs of the population before, during, and after a disaster.
- Coordinate the health and medical resources required responding to public health and medical care needs following a significant natural disaster or manmade event.
- Develop policy guidelines for sheltering people with special needs.
- Develop strategies to ensure adequate staffing for the Special Needs Shelter and the registration of people with special needs.

I. PURPOSE

The purpose of Emergency Support Function 8 (ESF 8) is to (1) identify health and medical needs of the county before, during, and after a disaster; (2) coordinate the health and medical resources needed in responding to public health and medical care needs following a significant natural disaster or manmade event; (3) develop policy guidelines for sheltering people with special needs; (4) develop strategies to ensure adequate staffing for the Special Needs Shelter and the registration of people with special needs. ESF 8 can provide personnel and resources to support preparation, mitigation, response and recovery in support of the primary emergency management objectives. ESF 8 resources are used when individual agencies are overwhelmed and additional health and medical assistance is requested.

ESF 8 will coordinate health care and mortuary activities; emergency care and treatment of casualties resulting from any type of incident; emergency public health services; preventative and remedial measures to offset biological; chemical and radiological incidents or warfare; disposal of the dead; maintenance of sanitation services; mental health services and the prevention and mitigation of the spread of infectious disease.

II. CONCEPT OF OPERATIONS

A. General

1. ESF 8 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 8 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 staffing directory and the ESF 8 Emergency Operations Plan, its accompanying Appendices, Annexes and Standard Operating guidelines are maintained by the Louisville/Jefferson County Metro Emergency Management Agency with status of the call lists updated at least quarterly and all other documents at least annually.
4. A large event requiring regional, state and/or interstate mutual aid assistance will require ESF 8 implementation. ESF 8 will coordinate with support agency counterparts to seek and procure, plan, coordinate and direct the use of any required assets.
5. When an event requires a specific type or response mode, technical and subject matter expertise may be provided by an appropriate person(s) from a supporting agency with skills relevant to the type of event. The individual will advise and/or direct operations within the context of the Incident Command System structure.
6. Each organization, which enters into a mutual aid agreement(s), will furnish a copy of such agreement(s) to the Louisville/Jefferson County Metro Emergency Management Agency (LJCMEMA).

B. Organization

1. COUNTY

- MetroSafe Communications will initiate ESF 8 notification. MetroSafe Communications will request, as directed by the Louisville/Jefferson County Metro Emergency Management Agency, assistance from the primary and support agencies to staff the ESF 8 position in the Emergency Operations Center (EOC) on a 24-hour basis.
- During an activation of the EOC, support agency staff is integrated with the Louisville Metro Department of Public Health and Wellness staff to provide support that will allow for an appropriate, coordinated and timely response.
- During an emergency or disaster event, the EOC will coordinate the support resources from the support agencies with ESF 8.
- During the response phase, ESF 8 will evaluate and analyze information regarding medical and public health assistance requests. ESF 8 will develop and update assessments of the Health and Medical status in the impact area and will do contingency planning to meet anticipate demands and needs.

Louisville/Jefferson County Metro Emergency Management Agency develops and maintains the overall ESF 8 Emergency Operations Plan (EOP) 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 will be in compliance with the National Response Framework, the National Incident Management System, the Incident Command System and the 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 8, in consultation with the requesting jurisdiction, may obtain additional health and medical resources via established mutual aid agreements.
- The Kentucky Department of Public Health serves as the lead agency for health and medical coordination/support at the state level. The agency will designate a liaison to the Louisville Metro EOC to assist Emergency Support Function 8 and to the extent capable provide coordinators, assessors and operational personnel in support of the EOC or field activities.

3. STATE

- During an emergency or disaster event, the primary and support agencies of ESF 8 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 8 will evaluate and analyze information regarding health and medical requests. ESF 8 will develop and update assessments of the health and medical 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 Louisville/Jefferson County Emergency Metro Management Agency's 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 8 will be activated or placed on standby upon notification by the Louisville/Jefferson County Emergency Metro Management Agency. Louisville Metro Department of Public Health and Wellness (LMPHW) will manage the emergency activities of ESF 8.
- Upon instructions to activate ESF 8, Louisville Metro Department of Public Health and Wellness and ESF 8 Support Agencies will implement their procedures to notify and mobilize all personnel, facilities and physical resources potentially needed, based on the emergency circumstance.

D. Actions

Actions initiated by ESF 8 are grouped into the phases of emergency management: preparation, mitigation, response and recovery. Each phase requires significant cooperation and collaboration between all supporting agencies and the intended recipients of service. ESF 8 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 functional areas:

a. Health Department

- Assessment of health/medical needs
- Preparation and maintenance of roster of health and medical personnel
- Activation and deployment of health/medical response teams
- Establishment of liaison with Kentucky Department of Public Health
- Preparation and maintenance of a list of facilities that could serve as temporary health facilities and the patient capacity of each
- Disease control/epidemiology and inoculation of the population during a disaster
- Coordination for obtaining, assembling and delivering health/medical care personnel, equipment and supplies
- Provision of medical for workers remaining in evacuated areas
- Food/drug safety
- Radiological/chemical/biological hazards
- Implementation and enforcement of Altered Standards of Care
- Public health information release(s)
- Provisions for staffing and medical services during a disaster
- Vector control/monitoring
- Assistance to hospital community in implementation of discharge of patients Medical Command and Control
- Organization and operation of the Special Needs Shelter with rules for its operation available to each attendee and at LJCMEMA
- Provision of shelter supplies transported to the designated shelter (Environmental health specialist and shelter nurse will inspect the shelter before its opening)
- Activation and deployment of the Cities Readiness Initiative (CRI) plan for the organization and coordination of mass prophylaxis

b. EMS

- Patient evacuation assistance
- Emergency medical care personnel, equipment and supplies
- Implementation and enforcement of Altered Standards of Care
- Emergency responder health and safety
- Establishment of plans for requesting additional support during a disaster or emergency
- Assistance in staffing and coordinating first aid stations

c. Hospitals

- Coordination and notification, information update and evacuation assistance to medical facilities within the county both pre and post-impact
- Coordination of in-hospital care
- Updated census information and bed availability
- Coordination with the Human Needs Branch in the LJCMEOC of inventory and facility needs
- Implementation and enforcement of Altered Standards of Care

d. Coroner's Office

- Provision of mortuary services during the disaster period
- Inventorying and planning for the personnel, supply and equipment requirements for the disaster period and the means of fulfilling those requirements
- Organization/utilization of mortuary personnel from other counties
- Plan for the selection and operation of emergency morgues during a disaster (See Mass Fatalities plan for additional information on Mass Fatalities)

e. Special Needs Population/Assisted Care Shelter

Special Needs Shelters are a refuge for people with specific needs that cannot be met in other shelters but should not be considered a mini-hospital or nursing home. Only persons with Special Needs will be admitted and will be accompanied by a caregiver. Clients will be referred to an alternate site if their needs are too complex for the Special Needs Shelter or do not meet the minimum requirements. Responsibilities include:

- Assigning responsibilities and establishing procedures for governmental, volunteer agencies and individuals in preparing for and executing evacuation of the special needs population segment of Louisville Metro as required
- Coordinating registration, notification, transportation and sheltering of special needs population (Information on Special Needs Shelter operations can be found in the corresponding attachment)

1. PREPARATION

Actions and activities that develop health and medical response capabilities may include planning, training, orientation sessions, and exercises for ESF 8 personnel (i.e., county, regional and state) and other emergency support functions that will respond with ESF 8. Local agencies will jointly address planning issues on an on-going basis to identify response zones, potential staging areas, potential medical facilities and the maintenance and future development of specialized teams. Initiatives also include the following:

- Conduct planning with ESF 8 support agencies and other emergency support functions to refine Health and Medical operations.

- Conduct training and exercises for EOC and health and medical team members.
- Prepare and maintain emergency operating procedures, resource inventories, personnel rosters and resource mobilization information necessary for implementation of the responsibilities of the lead agency.
- Ensure lead agency personnel are trained in their responsibilities and duties.
- Develop and implement emergency response and health and medical strategies.
- Develop and present training courses for ESF 8 personnel, provide information on critical facilities to the LJCMEMA and develop protocols for frequently provided services.
- Maintain liaison with support agencies.
- Conduct vulnerability analysis at critical facilities and make recommendations to improve the physical security.
- Assess the special needs of those persons who would need assistance during evacuations, sheltering and other event responses.
- Develop plans, information and guidance for persons with special needs during evacuations, sheltering and other event responses.

2. MITIGATION

- Provide personnel with the appropriate expertise to participate in activities designed to reduce or minimize the impact of future disasters.

3. RESPONSE

- Coordinate operations in the Louisville Metro EOC, LMPHW Department Operations Center (DOC) and/or at other locations as required.
- Establish and maintain a system to support on-scene direction and control and coordination with Louisville Metro EOC, ESF 8 and the Commonwealth EOC.
- Establish Mutual Aid procedures for the following resources: Disaster Medical Assistance Teams (DMAT), Disaster Mortuary Operational Response Team (DMORT), Interoperable, Communications, Resource Management and Logistical Support.
- Deploy Impact Assessment Teams to determine post-event health impact on critical infrastructure and essential functions.
- Pre-position response resources when it is apparent that health and medical resources will be necessary. Relocate health and medical resources when it is apparent that they are endangered by the likely impacts of the emergency situation.
- Monitor and direct health and medical resources and response activities.
- Participate in EOC briefings, Incident Action Plans, Situation Reports and meetings.

- Coordinate with support agencies, as needed, to support emergency activities.
- Obtain other resources through the Statewide Emergency Management Mutual Aid and Assistance Agreement and/or the Indianapolis and Cincinnati Mutual Aid Agreements.
- Coordinate all resources into the affected areas from designated staging areas.
- Coordinate with other jurisdictions' ESFs or like function to obtain resources and facilitation of an effective emergency response among all participating agencies.
- Activation of the Cities Readiness Initiative (CRI) plan.

ESF 8 will not release medical information on individual patients to the general public to ensure patient confidentiality protection, in accordance with the Health Insurance Portability and Accountability Act (H.I.P.A.A).

Obtain non-specific information on casualties/patients and provide to the American Red Cross for inclusion in the Disaster Welfare Information System, to ESF 14 Public Information for informational releases and to ESF 5 Emergency Management for development of Situation Report(s) for dissemination to the Commonwealth EOC.

4. RECOVERY

The activities of ESF 8 should assist systems in returning to normal pre-event status by:

- Providing support as required until response activities are concluded or until they can be managed and staffed by the primary incident agency or jurisdiction.
- Providing support as required for the recovery phase.
- Initiating financial reimbursement process for these activities as support is available.

E. Direction and Control

1. The ESF 8 Coordinator, appointed by the Louisville Metro Department of Public Health and Wellness, operates from the Emergency Operations Center and directs all aspects of emergency management for the health and medical aspects of an event.
2. ESF 8 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 8 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 8 expectations.
3. The ESF 8 system operates at two levels – the Emergency Operations Center and field operations.

4. All health and medical decisions regarding county and/or regional resource allocation are made at the EOC by the ESF 8 Coordinator during emergency activations.
5. In accordance with a mission assignment from ESF 8 and further mission tasking by a local primary agency, each support organization assisting in an ESF 8 assignment will retain administrative control over its own resources and personnel but will be under the operational control of ESF 8. Mission operational control may be delegated to a management Support Unit, Multi-Agency Coordination Team or a local entity.

F. Responsibilities

Primary Agency (Louisville Metro Department of Public Health and Wellness)

Duties include but are not limited to the following:

- Provide leadership in directing, coordinating and integrating overall Louisville Metro efforts to provide health and medical assistance to affected areas and populations.
- Staff and operate a National Incident Management system compliant command and control structure (i.e., Incident Command System) to assure that services and staff are provided to areas of need.
- Coordinate and direct the activation and deployment of Louisville Metro health and medical agencies, service personnel, supplies, and equipment and provide certain direct resources.
- Evaluate the emergency situation, make strategic decisions, identify resource needs and secure resources required for field operations.
- Coordinate supplemental assistance in identifying and meeting the health and medical needs of disaster victims.
- Implement the organization, assignment and staffing at the facilities in which ESF 8 requires location.
- Coordinate response for:
 - Safety of food and drugs
 - Vector control
 - Behavioral health
 - Victim identification/mortuary services
 - Health education
 - Public Information related to Health and Medical
 - Laboratory services
 - Mass medical care
 - Public Health and Sanitation
 - Mass prophylaxis of population
- Provide the coordination of the following resources:
 - Medical equipment and supplies
 - Medical personnel
 - Health administrators
 - Pharmacy services
 - Environmental health specialists
 - Laboratories and laboratory personnel

- Nutritional services
 - Epidemiology
 - Disaster response expertise
 - Dental
 - Immunizations
 - Discharge planning at the Special Needs Shelter
 - Outreach capability
 - Public information and education
- Coordinate response and location of deployed DMAT teams.
 - Obtain medical equipment and supplies from local vendors where possible; utilize the Commonwealth EOC for other resources.
 - Staff the Special Needs Shelter as required with LMPHW nurses as needed. Their duties will include administering first aid, assisting in triage/screening and displaced persons assignment, keeping patient records, evaluating sanitary conditions of shelters, and consulting with environmental health specialists as needed.

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 impact the Louisville Metro (i.e., severe weather, environmental biological, terrorism, technological, etc.). Services and resources are subject to change. Emergency coordinators are responsible for frequently updating their resources capabilities with ESF 8.

- Louisville Metro EMS coordinates the evacuation of patients from disaster areas when deemed appropriate, including transport of victims to medical facilities outside the at-risk area. It also coordinates the following resources and or operations: ALS/BLS vehicles, Emergency Medical Technicians and Paramedics, EMS procurement and aircraft transport. It provides for the health and safety of emergency responders and medical support including but not limited to:
 - Providing oxygen, oxygen supplies or delivery devices to shelters
 - Providing (on request) a Paramedic with appropriate training to administer tetanus shots in the field, primarily in large recovery areas
 - Providing support to special needs shelter clients by coordinating with Louisville Metro Department of Public Health and Wellness to verify residence readiness/condition post disaster event
 - Providing support personnel and ambulance to each shelter location, based on availability with the goal that each shelter has at least one BLS ambulance preferably ALS
 - Providing an Emergency Medical Technician to the Emergency Operations Center when activated or as requested by Emergency Operations Center Manager
- Home Health Care Agencies
 - Maintain a current updated list of special need clients in their care
 - Maintain communications and cooperation with the LMPHW and the LJCMEEMA through respective Operations Managers
 - Provide care for their patients in the Special Needs Shelter before, during, and after the event
- Medical Examiner's Office

- Provide for decedent identification and mortuary services including temporary morgue services, preparing and disposing of remains
- Coordinate with the ARC on victim identification and mortuary protocol for family notification in accordance with established ARC procedures
- Manage provision of mortuary services through the local funeral homes
- Kentucky Community Crisis Response Board (KCCRB) will provide mental health and crisis counseling as requested
- Hospitals/Psychiatric Facilities
 - Provide contact information regarding Hospital Incident Command structure upon EOC activation
 - Provide, as required, staff representation to ESF 8 to participate in ongoing planning and decision making
 - Report number/types of beds available and type of emergencies observed to ESF 8 pre-event and post-event
- Local funeral homes will provide mortuary services and advise ESF 8 of status and observations
- LJCHEMA
 - Provide EOC support, conduct briefings, direct needs assessments, distribute key information, and serve as liaison to the Commonwealth EOC to request resources
 - Determine when the Special Needs Shelter is opened and closed in coordination with LMPHW
- Louisville Metro Human Services
 - Ensure clients are registered as Special Needs Clients as appropriate.
 - Monitor status of clients at the shelter and assist with their discharge.

G. Financial Management

ESF 8 is responsible for managing financial matters (specific to ESF 8 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 ESF 8 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.

Expenditures by other departments for activity not directly related to ESF 8 will be documented by those entities and submitted directly to the Finance/Administration Section as soon as possible.