

# **FOR COMMENT AND REVIEW ONLY**

## **EMERGENCY SUPPORT FUNCTION - 6 - MASS CARE, EMERGENCY ASSISTANCE, HOUSING, AND HUMAN SERVICES**

### **ESF -6 PLANNING TEAM**

### **ESF COORDINATOR**

Kentucky Division of Emergency Management

### **PRIMARY AGENCIES and ORGANIZATIONS**

American Red Cross

Cabinet for Health and Family Services – Department for Public Health

Cabinet for Health and Family Services – Department for Community Based Services

Kentucky Voluntary Organizations Active in Disaster

Kentucky Community Crisis Response Board

### **SUPPORT AGENCIES**

Kentucky Commission on Volunteerism and Service

Kentucky Department of Agriculture

Kentucky Department for Military Affairs – Kentucky National Guard

Kentucky Education Cabinet

Kentucky Housing Authority

Kentucky State Police

Kentucky Transportation Cabinet

### **MISSION**

ESF -6 supports state and local government, non-governmental organizations, and private sector entities in providing for the urgent need of individuals and/or families impacted by disaster/emergencies for shelter, feeding, disaster information, human and social services. As the immediate need for these services transitions to intermediate and long-term needs, the collective recovery of the whole community as identified in the National Disaster Recovery Framework will be implemented through ESF -14 Long Term Community Recovery

### **ASSUMPTIONS**

State agencies and statewide organizations will assist local jurisdictions in meeting the needs of individuals and families under ESF -6 only after local resources have been exceeded, and assistance requested, from the local jurisdiction;

People with functional and access needs have requirements that differ from those of other citizens. Local jurisdictions have the responsibility to identify and provide adequate assistance to individuals to meet their specific needs;

The American Red Cross (ARC) does not have the capability to shelter individuals who have behavioral or medical needs that require treatment/and or supervision by licensed professionals unless that resource accompanies the disaster survivor or group. People with special medical needs may require additional levels of medical support and evacuation to facilities equipped to

# FOR COMMENT AND REVIEW ONLY

provide the required level of service. The Red Cross will make every effort to reasonably accommodate clients with functional needs in general population shelters including the accommodation of service animals.

Many pet owners will not seek shelter for themselves unless shelter can be provided for their family/household pet. Local jurisdictions in coordination with emergency management, the ARC, and other partner agencies, will provide guidance about where pet sheltering may be obtained. When feasible the ARC will work with shelter partners to arrange for co-location of pet shelters near congregate care shelters. The Commonwealth currently has a Memorandum of Understanding with the American Humane Association that authorizes the Association to coordinate the delivery of pet sheltering services within the Commonwealth during disasters and to coordinate with the Tri-State County Animal Response Team organization to provide support to local incidents requiring limited pet sheltering.

## DIRECTION AND CONTROL

The Kentucky Division of Emergency Management (KyEM) shall be the coordinating agency for ESF -6.

Upon activation of ESF -6, KyEM will contact ESF -6 Planning Team members to provide support to the Commonwealth Emergency Operations Center (CEOC) on a 24/7 basis. ESF -6 support may vary depending on an assessment of incident impact(s), magnitude and type of event, and the stage of the response and recovery efforts.

Support agencies may be needed for specific issues and will be accessed through their respective ESFs or designated representatives.

Primary and supporting agency and organization personnel responding under ESF -6 shall operate in accordance with the rules, regulations, and capabilities of their respective agency or organization.

## CONCEPT OF OPERATIONS

Initial response activities focus on meeting the urgent and immediate mass care needs of disaster survivors. However, in order to provide a smooth transition from addressing immediate to long term needs, recovery efforts are initiated concurrently with response operations. Close coordination is required among those state agencies and other non-governmental organizations responsible for response and recovery activities.

In the Commonwealth, the responsibilities under ESF -6 are divided into the following main areas:

**Mass Care:** Overall coordination of non-medical mass care services including:

- provide safe, secure **sheltering** of survivors through use of pre-identified sheltering locations, creation of temporary facilities or assistance to those sheltering-in-place;
- organize **feeding** operations for those in congregate shelter or sheltering-in-place through a combination of fixed sites, mobile feeding units and bulk food distribution;
- provide **first aid** whether physical or mental for populations in shelter or sheltering-in-place in conjunction with ESF -8,;

## **FOR COMMENT AND REVIEW ONLY**

- **coordinate disaster well-being inquiry** including collecting and providing information on disaster survivors to family members
- coordinate **bulk distribution of emergency relief items** through assisting in locating emergency supplies and/or resources to distribute them

DRAFT - 31 DEC 2011

# FOR COMMENT AND REVIEW ONLY

**Emergency Assistance:** includes the following mass care services:

- **coordinate support for evacuated populations** including sheltering, feeding, first aid and the exchange of information
- **functional and access needs support** in conjunction with ESF -8 to aid disaster survivors who require assistance to **maintain independence** during sheltering (including sheltering and resourcing of service animals as defined by FEMA), feeding and bulk distribution of emergency supplies;
- **provide household pet** support including sheltering, feeding and bulk distribution of emergency supplies;
- **coordinate the reunification of families** through assets such as the ARC Safe and Well system that allow individuals that are separated to contact one another; reunification of children with parents or guardians;
- **coordinate the receipt and delivery of donated goods and volunteers**, both requested and spontaneous.

**Housing:** includes the following mass care services

- **provide assistance for the short – and long-term housing** needs of disaster survivors and household pets;
- **identify the various factors** that could impact the incident-related housing needs and help develop a plan of action to provide housing assistance in the most effective, expedited and efficient manner available at the time;
- **activate the State Disaster Housing Task Force** as needed to provide additional resources in locating housing and implementing housing strategies.

**Human Services;** includes the following the mass care services

- **assistance to help persons recover their non-housing losses** including programs to replace personal property, and help to obtain disaster loans, Supplemental Nutrition Assistance Program or SNAP benefits (formerly known as Food Stamps), crisis counseling, disaster unemployment, disaster legal services, support and services for special needs populations, and other Federal and State benefits.

# FOR COMMENT AND REVIEW ONLY

## ASSIGNMENT OF RESPONSIBILITIES

### **Coordinating Agency**

KyEM is designated as the coordinator for ESF -6 and is responsible for coordinating meetings, plans, exercises, training and other activities with the private sector and the other ESF -6 primary and supporting agencies.

### **Primary Agencies – General**

All primary agencies and organizations shall:

Provide representatives to the ESF 6 Planning Team and participate in the development of plans, guidance documents, and other products produced by the Team;

Engage public and private organizations and functional and access needs populations in preparedness activities that represent the needs of at-risk individuals as well as the cultural and socio-economic, demographic components of the community;

Provide guidance and support to local jurisdictions regarding services to persons with functional and access needs that may require special services and considerations in a sheltering or evacuation situation, while maintaining family unity.

### **Kentucky Division of Emergency Management (KyEM)**

#### **Mitigation**

- Provide a representative to the State Hazard Mitigation Team (SHMT), and work with the SHMT to identify projects that can reduce the need for mass care services caused by an emergency/disaster.

#### **Preparedness**

- Assist local emergency management with identifying resources for sheltering, feeding, and other mass care necessities;
- Assist local government and local emergency management in identifying criteria and locations for Points of Distribution (POD) for food, water, and supplies necessary to maintain life and health during emergency events;
- Coordinate with local emergency management and the ARC to maintain up to date lists of shelter locations.
- Assist and coordinate with other members of the ESF -6 Planning Group for the development of guidance documents for providing sheltering, feeding, housing, human and social services to disaster survivors and household pets;

# FOR COMMENT AND REVIEW ONLY

- Assist and coordinate with other members of the ESF -6 Planning Group for the development of training programs to better prepare local communities in meeting the mass care needs of their citizens;
- Take part in tests and exercises;
- Evaluate and coordinate revisions to the mass care plan with planning team members.

## Response

- Notify ESF -6 primary and supporting agencies upon ESF -6 activation;
- Provide either a physical space at the Commonwealth Emergency Operations Center (CEOC), another location or a virtual meeting space where members of the ESF -6 Planning Group can coordinate their activities;
- Through the Commonwealth Analysis and Assessment Group and the Commonwealth Planning Group provide current situational awareness and projected mass care operational concerns to ESF -6 Planning members;
- Provide logistical support for the distribution of commodities to mass care sheltering and feeding stations or to populations sheltering in place;
- In coordination with ARC determine shelter location information and status and update this information in the FEMA National Shelter System Database;
- Coordinate with Kentucky Voluntary Organizations Active in Disaster (KyVOAD) and the members of the Private Sector Workgroup to identify resources to support mass care activities;
- Coordinate with FEMA or with other States under the Emergency Management Assistance Compact (EMAC) to provide resources to the mass care functions when the capabilities of the Commonwealth to provide these services have been exceeded;
- As needed, assign a state ESF - 6 Coordinator to the Federal Joint Field Office ESF - 6 to assist with coordination between Federal responders and the members of the ESF -6 Planning Group;
- In conjunction with ESF -15 – External Affairs and the Commonwealth Intergovernmental Coordination Group provide public information and information to senior local elected officials regarding the status of mass care operations.

## Recovery

- Coordinate with FEMA in the implementation of Individual Assistance programs;
- Coordinate with local, state and federal government agencies and organizations, non-governmental organizations, and private sector partners to identify individuals requiring extended mass care services and develop strategies for meeting these needs;

# FOR COMMENT AND REVIEW ONLY

- Coordinate with the Kentucky Housing Authority to activate the Disaster Housing Task Force.
- Document time and costs incurred responding to the disaster/emergency;
- Conduct internal After Action Reviews and document lessons learned and recommendations for improvement of Emergency Operations Plans, Procedures and Guidelines

## Cabinet for Health and Family Services - Department for Public Health

### Preparedness

- Collaborate with local, state and federal agencies to develop, implement and maintain public health and medical emergency operations plans, memoranda of agreement or understating, and training programs to address mass care operations and functional needs populations;
- Coordinate with local emergency management and the ARC to identify gaps in local plans, clarify organizational roles, and develop medical support plan.
- Assist local public health and medical providers with identifying resources for medical support of sheltering, and other mass care needs;
- Identify public health and medical personnel who can be contacted 24/7 to provide support and technical assistance to ESF -6;
- Participate with local, state, and federal agencies to design, conduct and evaluate exercises that will test mass care and functional and access needs plans. Exercise activity shall be documented through After Action Reviews and After Action Reports/Improvement Plans (AAR/IP); key problems and corrective actions shall be identified, implemented and tracked as applicable;
- Promote medical and mental/behavioral health resources to help protect the community's health and address the functional needs of at-risk individuals;
- Plan for the types of medications, durable medical equipment, or consumable medical supplies that may be needed during an incident by identifying populations at higher risk for adverse health outcomes within the jurisdiction;
- Maintain and test the Kentucky Outreach and Information Network (KOIN) and other public information strategies to provide prompt, accurate information to the public in the dominant languages of the community and languages and formats appropriate for those with limited language competence, disabilities, cultural or geographic isolation, or vulnerabilities due to age.

### Response

# FOR COMMENT AND REVIEW ONLY

- Support ESF -6 by providing public health and medical assistance related to mass care and sheltering operations in accordance with Kentucky's ESF -8 - Public Health and Medical Services Plan;
- Coordinate with ESF -6 and ESF -8 Support Agencies to activate health and medical roles needed in the mass care response;
- Coordinate with local health departments to provide health and medical personnel and Medical Reserve Corps Volunteers to augment health services personnel;
- Provide technical assistance and oversee environmental health operations to ensure shelters, mass care facilities, feeding sites and other care facilities are monitored for safe food handling procedures, potable water/ice supply, sanitation issues, vector problems and other related environmental health concerns;
- Coordinate with local health departments to conduct disease surveillance to monitor for potential disease outbreaks and conditions.
- Collect environmental and disease surveillance reports from local health departments to monitor public health threats. Unusual or suspicious reports should trigger follow-up activity by public health and medical personnel.
- Coordinate with the Kentucky Crisis and Community Response Board (KCCRB) and local behavioral health agencies to meet behavioral health needs of people in shelters, service centers, and emergency aid stations;
- Coordinate with the Cabinet for Health and Family Service's Office of Communications and Administrative Review and the state's Joint information Center to disseminate health and safety information in languages and formats that are understandable to individuals with limited English proficiency and/or individuals with functional needs;
- Assist in provision of medical supplies, services, and durable medical equipment.

## Recovery

- Coordinate with lead jurisdictional agencies to ensure health and medical services are available, with particular attention to the functional and access needs of at-risk persons;
- Coordinate with the Kentucky Community Crisis Response Board and lead jurisdictional agencies to promote awareness for the availability of mental/behavioral crisis services, with particular attention to how these services affect the functional needs of at-risk persons;
- Coordinate with local health departments to ensure environmental and disease surveillance activities are continued and provide technical support for intervention and control measures;
- Coordinate with local health departments and ESF -8 Support Agencies to demobilize equipment and personnel assigned to shelter operations, ensuring all personnel return to home base safely;

# FOR COMMENT AND REVIEW ONLY

- Document time and costs incurred responding to the disaster/emergency;
- Coordinate with supporting agencies to document response and recovery activities;
- Conduct internal After Action Reviews and document lessons learned and recommendations for improvement of Emergency Operations Plans.

## Cabinet for Health and Family Services –Department for Community Based Services (DCBS)

### Preparedness

- Work with internal and external stakeholders to maintain contingency plans for local offices and compliance with applicable state and federal mandates regarding preparedness for programs administered by DCBS.

DRAFT - 31 DEC

# FOR COMMENT AND REVIEW ONLY

## Response and Recovery

A disaster will require the provision of and re-establishment of services for existing DCBS clients as well as creating the need to service new clients. In the event of a disaster, the programs administered by DCBS play an important role in supporting both initial response and recovery efforts by providing a continuum of human services for the safety, permanency, well-being, and self-sufficiency of families, children, and vulnerable adults.

*In accordance with applicable federal and state requirements governing the provision of these services and to the extent funding is available, DCBS will:*

- Provide eligibility determination and replacement benefits for the Kentucky Transitional Assistance Program (K-TAP); Kinship Care Program; Supplemental Nutrition Assistance Program or “SNAP” (formerly known as Food Stamps); State Supplementation for people who are aged, blind, or have a disability; Medicaid Program; and Kentucky Children’s Health Insurance Program (KCHIP);
- Coordinate eligibility determination for the Child Care Assistance Program (CCAP) and Low Income Home Energy Assistance Program (LIHEAP) with area service providers;
- Work in cooperation with partners, such as technology and finance, to assure timely provision of benefits for DCBS administered programs;
- Serve as a resource in partnership with the Office of Inspector General and Child Care Resource and Referral Agencies for identifying licensed, certified, and registered child care providers across Kentucky;
- Provide protection and permanency services for children subject to abuse, neglect, or dependency in partnership with area resources, including law enforcement and the courts;
- Coordinate relocation, tracking, and benefit services for children in the custody of the Cabinet for Health and Family Services;
- Provide protective services and general assistance for vulnerable adults, including victims of domestic violence, in partnership with area resources;
- Offer services through the Repatriation Program;  
Offer resource referrals through local Department for Community Based Services offices and staff in each Kentucky county;
- Prepare waiver applications, as appropriate, for enhanced program flexibility or federal relief following an emergency.

## Kentucky Community Crisis Response Board

The Mission of the KY Community Crisis Response Board (KCCRB) is to promote resilience in all citizens of the Commonwealth following a disaster or critical incident through the prevention and

# FOR COMMENT AND REVIEW ONLY

mitigation of disabling stress by recruiting, training, and maintaining a statewide credentialed team of regional response ready volunteers to provide critical incident stress management.

## Mitigation

- Pre-incident training is one of the key components to mitigating the reactions to disasters and critical incidents. KCCRB promotes and offers trainings to help prepare first responders, emergency management and communities for the behavioral health response;
- Recruit, train, credential and maintain a statewide team of response ready volunteers to provide disaster behavioral health services;

## Preparedness

- Assists and coordinates with other members of the ESF -6 Planning Group development of training programs to better prepare local communities in meeting the mass care needs of their citizens;
- Provide consultation to local government and local emergency management to assist with community assessment and strategic response planning;
- Supports the registration and credentialing of healthcare professionals interested in volunteering in a disaster through the K HELPS web based system to assist in filling the surge capacity;
- Participates in local and statewide preparedness exercises;
- Evaluate and coordinate revisions to the mass care plan with planning team members.

## Response

- KCCRB will coordinate and/or provide psychological support, assessment and crisis intervention services for emergency responders and volunteers;
- Disaster behavioral health response teams will utilize mental health triage system within mass care events to identify behavioral health needs;
- Conduct behavioral health assessments of, and support for, special needs shelters, points of distribution, alternative treatment sites, disaster recovery sites, and comfort stations;
- Response functions during the immediate services period will be developed collaboratively between KCCRB, Department for Behavioral Health, Developmental and Intellectual Disabilities (**DBHDID**), regional mental health centers and other agencies as needed to meet the needs of the impacted community;
- Coordinate with FEMA or with other States under the Emergency Management Assistance Compact (EMAC) to provide disaster behavioral health services when the capabilities of the Commonwealth have been exceeded;

# FOR COMMENT AND REVIEW ONLY

- As needed, assign a KCCRB representative to the State EOC, Department for Public Health EOC and/or Regional EOC to coordinate disaster behavioral health services;
- In collaboration with the Incident Public Information Officer and the Joint Information Center, provide public information through the issuance of public service announcements and education information to impacted communities regarding stress symptom identification and management.

## Recovery

- KCCRB will assist with identifying community resources and when necessary, referrals for extended services to survivors through outreach by KCCRB team members at Red Cross Shelters, community shelters, service centers and other designated sites.
- KCCRB will gather initial damage information, area demographic data, counseling intervention plans and other materials required to support immediate services program grant application if applicable to the disaster response.

## American Red Cross

The American Red Cross's role as the Nation's largest mass care service provider is separate and distinct from its role in the Commonwealth Response plan. The Red Cross provides sheltering, feeding, bulk distribution of needed items, basic first aid, welfare information and casework, among other services at the local level as needed. In its role as a service provider the Red Cross works closely with local and tribal governments as well as state governments to provide mass care services to victims of every disaster, large and small, in an affected area. In providing these services, the American Red Cross fulfills its humanitarian mission, acting on its own behalf and not on behalf of the Federal Government or any other governmental entity.

## Mitigation

- Provide a representative to the State Hazard Mitigation Team (SHMT), and work with the SHMT to identify projects that can reduce the need for mass care services caused by an emergency/disaster;
- Participates in Exercises and tests.

## Preparedness

- Provide members to the ESF - 6 Work Group;
- Provide subject matter expertise on regulations, policy, and all relevant ARC issues including mass care planning, preparedness, response and recovery activities, as well as Red Cross specific activities in these areas;

# FOR COMMENT AND REVIEW ONLY

- Develop agreements and processes with KyEM to ensure accuracy of the National Shelter System Database as it relates and compares with the FEMA shelter database and the WebEOC shelter board;
- Provide Community Disaster Education to residents of the Commonwealth;
- Work with KyEM and the Cabinet for Health and Family Services to educate local officials on the roles and responsibilities of government and agencies during a disaster;
- Train interested volunteers and partner agencies on Shelter operations;
- Promotes public information sharing through it's public website ([www.redcross.org](http://www.redcross.org)), National Response Center, Local Chapters, and "Safe and Well" website;

Promotes cooperation and coordination among government and KyVOAD agencies that provide mass care services.

## Response

- Provide trained Liaisons to the CEOC and applicable C groups and FEMA offices as requested to support ESF -6 Mass Care activities;
- Provide information from the National Shelter System to representatives at the CEOC to assist in the identification of shelter locations, capacities and unmet needs; Update NSS and the WebEOC shelter board during response per our agreement with KyEM and FEMA. (to be developed)
- Provide training in shelter management to persons desiring to staff ARC shelters.
- Supports reunification efforts through it's "Safe and Well" website and in coordination with government entities as appropriate. Facilitates and supports reunification programs in general population shelters operated by the American Red Cross.
- As requested activate and manage shelters, evacuee reception and housing facilities; This may include Fixed and/or Mobile Feeding, Disaster Health services and Disaster Mental Health Services per ARC shelter policies and procedures.
- Local Red Cross Chapters shall coordinate with Regional and National American Red Cross to facilitate delivery of resources to shelters beyond the resource capability of local chapters;
- Work with Community Partners to provide for Clients with Functional Needs in General Populations Shelters as can reasonably be accommodated.
- Provide Client Casework per National Red Cross guidelines to ensure immediate disaster caused needs of clients in the affected communities are met. This may or may not include Red Cross financial assistance to clients.

## Recovery

# FOR COMMENT AND REVIEW ONLY

- Participate in Long Term Recovery meetings as dictated by the community need.
- Share client information and community recovery needs with LTR committees as guided by Red Cross policies and procedures.

## **Kentucky Voluntary Organizations Active in Disaster (KyVOAD)**

KyVOAD is a non-response, umbrella organization, which gives each of its member organizations the privilege of independently – but cooperatively – sharing knowledge and resources throughout the disaster cycle of preparedness, response, recovery, and mitigation.

Member organizations coordinate with the Kentucky Division of Emergency Management Volunteer Agency Liaison and all other local, state, and federal agencies and partner organizations, before, during, and after a disaster by sharing information, resources, and providing volunteers, to help meet the needs of disaster survivors and their communities. KyVOAD seeks to prevent duplication of effort, unless duplication is necessary, by coordinating needed services and resources.

### **Preparedness:**

- KyVOAD is committed to the philosophy that the time to train, prepare, and become acquainted with each other is prior to an actual disaster. To ensure effective coordination, and enhance their capabilities throughout all phases of disaster, member organizations actively participate in a continuous cycle which includes planning, managing, organizing, training, equipping, exercising, monitoring, evaluating, creating resources, and mitigating the effects of disasters.

### **Response:**

- Member agencies/organizations support both, Red Cross and Non-Red Cross, Emergency Evacuee Shelters, by providing immediate relief services including shower trailers, food and feeding;
- Member agencies/organizations coordinate to best meet relief needs (immediate emergency assistance), by providing volunteers, training, and in-kind emergency supplies, and resources to help meet the relief needs of disaster survivors and their communities.

### **Recovery**

- Member agencies/organizations coordinate together to provide volunteers, rebuilding materials, and other resources;
- Member organizations assist communities to set-up and train long term recovery groups that will provide for the “unmet” needs of their citizens impacted by disasters.

### **Supporting Agencies**

# FOR COMMENT AND REVIEW ONLY

## **Kentucky Department of Agriculture**

Assist the Work Group through the development of guidance to be used in determining the suitability of structures to be used for pet/service animal shelters;

Provide commodities through the USDA to evacuee reception and housing facilities as requested by the Director, KyEM.

Assist in the handling of pets and other animals at evacuee reception and sheltering facilities , and provide coordination with local veterinarians, farm programs, USDA and Veterinary Association to assist in the provision of care at animal shelters.

## **Kentucky Commission on Community Volunteerism and Service (KCCVS)**

Provide assistance for resourcing mass care facilities by accessing the National Donations Management System (Aid Matrix) to identify potential commodity and volunteer sources.

## **Kentucky Department of Military Affairs (DMA) Kentucky National Guard (KYNG)**

KYNG shall be prepared to provide security and general support to all evacuee reception and housing centers as requested by the Director of KyEM.

KYNG shall as requested conduct local wellness checks to ascertain the general health and welfare of the local population during mass care events;

KYNG shall provide logistical support to the distribution of goods and services required to support mass care functions.

## **Kentucky Education Cabinet**

Coordinate facility and transportation assets requested by the Director, KyEM to support the reception, processing, transportation and housing of evacuees within the Commonwealth.

Assist in the review and identification of schools, dormitories, feeding areas and general support structures managed by the Education Cabinet across the Commonwealth that could be made available to a major mass care activity.

## **Kentucky State Police**

Provide security as needed and available to respond to mass care facilities;

Assist Kentucky National Guard in the performance of wellness checks as available and requested.

**Kentucky Transportation Cabinet**

Provide transportation and equipment to assist in the disbursement of resources to shelters and other mass care facilities.

**ADMINISTRATIVE SUPPORT**

This ESF will be reviewed annually by the Kentucky Division of Emergency Management Planning Branch and the ESF - 6 Planning Team.

**REFERENCES**

KRS 39A-F

The National Response Framework

The National Incident Management System

Kentucky Division of Emergency Management, State Emergency Operations Center, Standard Operating Procedures

ESF - 6 Standard Operating Procedures (under development)

DRAFT - 31 DEC 2011