

ESF 6. Mass Care, Emergency Assistance, Housing, and Human Services

1. Purpose and Scope

Emergency Support Function (ESF) 6 provides information regarding coordinating non-medical mass care, sheltering, housing, and human services support for persons in Coos County affected by emergencies or disasters. Services directly addressed by this ESF include:

- Provisions for emergency food, water, and shelter.
- Bulk distribution of emergency relief supplies such as food, water, clothing, and material needs.
- Assistance for short-term and long-term housing needs.
- Assistance with other human services, such as personal transportation for essential trips.
- Coordination of mass care and human service-related services for Special Needs (vulnerable) populations affected by the emergency (not including evacuation, which is addressed in ESF 13, Public Safety and Security).

Assistance with household pets and service animals is a function that is typically a part of both ESF 6 and ESF 11 and is addressed separately by Coos County in Support Annex 5, Animals in Disaster.

The coordination of unaffiliated volunteers and unsolicited donations is a function that is commonly addressed in ESF 6 and is addressed separately by Coos County in Support Annex 6, Volunteer and Donation Management.

2. Policies and Agreements

Coos County agencies perform some mass care and human services directly and coordinate with other emergency response partners, primarily American Red Cross, for additional needed services. The Coos County Emergency Management office and American Red Cross, Oregon Pacific Chapter, have a “memorandum of understanding” for American Red Cross to assist with mass care and human services, especially shelter and feeding services.

3. Situation and Assumptions

See the appendices and support annexes referenced by this ESF 6.

4. Roles and Responsibilities

Primary Agencies

Coos County Emergency Management office
American Red Cross (ARC), Oregon Pacific Chapter

Support Agencies/Entities (key)

Coos County

Coos County Land Development Services Department
Coos County Mental Health Department
Coos County Planning Department
Coos County Public Health Department
Coos County Sheriff's Office

Local

City Police Departments in the county
Curry and Douglas County Emergency Management offices
Curry and Douglas County Public Health Departments
Curry and Douglas County Sheriff's Offices
School districts
Southwestern Community College

State

Oregon Department of Human Services, Public Health Division
Oregon Office of Emergency Management (OEM)

Federal

Federal Emergency Management Agency
U.S. Department of Health and Human Services (HHS)
U.S. Department of Homeland Security

Private-Sector

Elderly/disabled transport services
Faith-based volunteer organizations
Hospitals and clinics
Hotels
Long-term care facilities
Salvation Army
Transportation companies and transport services
Voluntary Organizations Active in Disaster (VOAD)

5. Concept of Operations

5.1 Overview

The Coos County Emergency Management office and county departments and organizations will coordinate and/or provide the mass care and human services they are equipped to and then coordinate with other emergency response partners, especially the American Red Cross, Oregon Pacific Chapter, for further services. If the provided services still are not adequate, the county can declare a state of emergency in accordance with the declaration requirements in the EOP Basic Plan.

If the county EOC is activated, mass care and human services will be coordinated through the EOC under the Incident Command System.

Each supporting agency and organization will perform their duties in accordance with their own EOPs, plans, and procedures.

5.2 Emergency Food, Water, and Shelter

See Appendix A, Food, Water, and Shelter, to this ESF 6.

5.3 Bulk Distribution of Emergency Relief Supplies

The bulk distribution of emergency relief items such as food, water, ice, clothing, and blankets will be managed and coordinated between Coos County Emergency Management and service organizations such as the American Red Cross and the Salvation Army. Distribution sites will be established and published at that time. Support Annex 6, Volunteer and Donation Management, also addresses the bulk distribution of relief supplies because many of those supplies will come from unsolicited donations.

5.4 Housing

The Coos County Emergency Management office and county Land Development Services Department will coordinate short-term and long-term housing needs in accordance with Appendix A, Food, Water, and Shelter, to this ESF 6.

5.5 Household Pets and Service Animals

Although most service animals are allowed in American Red Cross shelters, companion animals and household pets are not. Emergency response for household pets is usually handled by public information campaigns that encourage pet owners to have an emergency plan that involves their pets. See Support Annex 5, Animals in Disaster, for information.

5.6 Other Human Services

Other types of human services often needed by persons affected by an emergency include monetary assistance, transportation assistance, child or elder care, disaster legal services, family reunification, support to surviving family members after a

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catastrophe, and others. Coos County Emergency Management will coordinate with emergency response partners for these services, including the American Red Cross, the Salvation Army, faith-based and volunteer organizations, and others.

5.7 Unaffiliated Volunteers and Unsolicited Donations

Unaffiliated (spontaneous) volunteers and unsolicited donations offered in direct response to an emergency can require special handling to ensure effective use of the offered goods and services. This is addressed in Support Annex 6, Volunteer and Donation Management.

5.8 Special Needs (Vulnerable) Populations

The requirements of Special Needs (vulnerable) populations will be considered to the extent possible when coordinating mass care and human services for an emergency. This is addressed in Support Annex 7, Special Needs Care.

6. Supporting Plans and Procedures

Support Annex 4, Family Assistance Center.

Support Annex 5, Animals in Disaster.

Support Annex 6, Volunteer and Donation Management.

Support Annex 7, Special Needs Care.

Support Annex 10, Mass Commodity Distribution.

7. Appendices

Appendix A, Food, Water, and Shelter.

Appendix A. Food, Water, and Shelter

1. Purpose

The purpose of this appendix is to outline the processes for organizing and coordinating services by the various jurisdictions in Coos County to provide food and shelter for people displaced from their place of residence by a major emergency or disaster. It also identifies mitigation and preparedness tasks and addresses recovery phase activities.

2. Situation and Assumptions

2.1 Situation

Emergencies or disasters can necessitate evacuation of people from residences which may be temporarily uninhabitable, damaged or destroyed. Providing for these victims will consist of making facilities and services available and coordinating activities with government agencies and volunteer disaster assistance organizations. Emergency shelter or housing needs may be short or long term. When the need exists, it is the responsibility of government to work with the various social service agencies to meet those needs.

2.2 Assumptions

2.2.1 The requirements for sheltering vary depending on the nature and phase of the particular hazard. Government assistance may be needed for shelter or housing in two basic situations:

2.2.1.1 Prior to the onset of or during a disaster, facilities such as schools and churches will be used to shelter an evacuated population.

2.2.1.2 Longer term, post-disaster temporary emergency housing, e.g., rental units, hotels/motels, mobile homes may be needed for victims whose homes have been severely damaged or destroyed.

2.2.2 The Oregon Pacific Chapter of the American Red Cross, in cooperation and coordination with Coos County local government, will be the lead agency in the provision of emergency food and shelter for disaster victims in Coos County during the response phase, as outlined in the current Memorandum of Understanding between the Chapter and Coos County.

2.2.3 Experience has shown that a high percentage of the victims of localized emergencies/disasters will seek lodging with friends, relatives or hotels and motels rather than go to emergency shelters (ESPECIALLY IF THEY HAVE PETS).

2.2.4 Local government will work with state and federal government in addressing long-term shelter needs for disaster victims, as necessary.

3. Concept of Operations

3.1 General

3.1.1 Pre-Disaster

During the mitigation and preparedness phases, the American Red Cross shall plan to provide management and support of shelters for the displaced population and to care for their emergency needs during the immediate period following a disaster. This will require identifying shelters and the services necessary to support the sheltered population, including registration and other life support assistance, and organizing and training shelter teams to provide those services. The Red Cross and local government shall mutually participate in emergency planning and training efforts.

3.1.2 Disaster Response.

Disaster victims should be encouraged to obtain housing or shelter with friends, relatives or in commercial facilities. The Red Cross, in cooperation with county and city government, shall make available shelter, food and basic life support services for those displaced from their place of residence by an emergency or disaster and without alternative sheltering.

The Red Cross shall coordinate these activities from the County's EOC. Evacuation centers located within city limits will be coordinated with the respective city government as well as County government. The state may be asked to assist in providing shelter or housing for special groups such as dependent children, aged or handicapped. In a large-scale disaster, the federal government may be requested to provide assistance for long-term emergency housing.

3.2 Direction and Control

3.2.1 Executive Actions

The Emergency Management Program Manager is responsible for ensuring that there is a capability to address the emergency food and shelter needs of Coos County citizens that may be displaced from their homes as a result of a major emergency/disaster.

The American Red Cross has a Congressional mandate to provide assistance to disaster victims which includes responsibility for the operation of emergency shelters.

3.2.2 Coordination

Overall coordination of emergency shelters will be accomplished by a Red Cross representative working as a member of the Coos County Emergency Management Organization in the County EOC, when activated. Existing Memorandums of

Understanding will be used to define roles and relationship between the Red Cross and the County, as well as those cities with their own emergency management program.

4. Organization and Assignment of Responsibilities

4.1 Organization

4.1.1 The County Emergency Management Organization shall respond in accordance with the direction provided in the County's Basic Plan section of the EOP and/or this appendix.

4.1.2 The American Red Cross should respond utilizing their own disaster response plans, procedures, and existing agreements; coordinating with local, state and federal government, as appropriate.

4.1.3 Other jurisdictions should respond in accordance with the direction provided in their respective EOP's or the County's EOP, as appropriate.

4.2 Task Assignments

Task assignments for emergency food and shelter operations shall be consistent with those outlined in the Basic Plan section of the EOP, the EOC Management Annex and the Memorandum of Understanding between the County and the Red Cross. Specific tasks are outlined below by phases/stages of emergency management.

4.2.1 Mitigation and Preparedness

4.2.1.1 Red Cross

- Develop and maintain plans, procedures and policies for establishing, managing and operating a feeding and sheltering system to meet the needs created by a major disaster in Coos County.
- Develop and maintain Memorandums of Understanding with local governments to define and clarify roles and responsibilities in preparing for and responding to disasters.
- Participate in the annual training exercises conducted by the County's Emergency Management Agency to test the EOP.

4.2.1.2 County Emergency Management

- Coordinate emergency preparedness planning and exercise activities with the Red Cross and other local jurisdictions.

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- Identify local government's authority, responsibility and role in providing long-term temporary emergency housing for disaster victims.

4.2.1.3 Land Development Services

Assign staff, who may be requested to provide assistance to Emergency Management when the EOC is activated, to participate in the annual training exercises conducted by the County's Emergency Management Agency to test the EOP.

4.2.1.4 Incorporated Cities

- Officials of incorporated cities with an established emergency management program should work with their local policy makers in performing mitigation/preparedness activities similar to those outlined above in conjunction with the city's EOP, including considering the need/desirability for a Memorandum of Understanding with the Red Cross.
- Officials of incorporated cities without their own EOP should utilize the mitigation/preparedness direction outlined above, as appropriate and coordinate activities with the County Emergency Management Program.

4.2.2 Response

4.2.2.1 Red Cross

- Implement the response actions outlined in the Memorandum of Understanding with Coos County, as necessary.
- Evaluate the direct or indirect effects of the hazard on available shelter resources.
- Specific resource requirements will include feeding support, clothing and bedding supplies, emergency registration of people, and trained shelter management volunteers.
- Coordinate activities with other social service agencies, local, state and federal government in the provision of emergency food and shelter.

4.2.2.2 County Emergency Management

- Assess situation and make appropriate notifications to activate and staff EOC, including notification of the Red Cross, if it is determined that a Representative is needed to coordinate emergency food and shelter.

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- Establish communications link with affected jurisdictions, volunteer agencies and the public and ensure that they are kept informed of available shelters.
- Assist in the coordination of logistics to support operations and ensure that the provisions of the Memorandum of Understanding are implemented, as necessary.

4.2.2.3 Land Development Services

- The Emergency Management Program Manager may request assistance from the Land Development Services Department in coordinating the planning for a long-term temporary emergency housing program.
- If it appears that there will be a need for temporary emergency housing, Land Development Services staff will assist the EOC Staff in developing a resource list of immediately available emergency housing in the county.

4.2.2.4 Incorporated Cities

- Officials of incorporated cities with an established emergency management program should respond in accordance with their city EOP and ensure that emergency food and shelter requests are coordinated through the Red Cross Liaison at the County's EOC.
- Officials of incorporated cities without a city EOP should generally follow the response procedures as outlined above, coordinating activities with local policy makers and the County's EOC.

4.2.3 Recovery

4.2.3.1 Red Cross

- Assist the County in determining post emergency needs for long-term emergency temporary housing, as requested.
- Prepare report on condition of shelter facilities and make arrangements for returning to normal use.
- Compile record of emergency expenditures.
- Critique the provision of shelters for people displaced from their place of residence and institute reforms as required.

4.2.3.2 County Emergency Management

- Coordinate with local, state and federal agencies in damage assessment and cost recovery activities as well as identifying long-term temporary emergency housing options.
- Ensure necessary communication activities are accomplished in informing the public of disaster recovery activities including information on long-term temporary emergency housing assistance.
- Continue to assist in restoration of normal services and operations, as appropriate.
- Conduct an after action debriefing/evaluation on the overall effectiveness of the county's efforts in providing emergency food and shelter.

4.2.3.3 Land Development Services

Continue to assist County Emergency Management in providing long-term temporary emergency housing as necessary and as staffing demands allow.

4.2.3.4 Incorporated Cities

- Continue those response operations which may still be necessary.
- Assist other agencies with recovery operations and damage assessment including the provision of long-term temporary emergency housing, as appropriate.

5. Appendix Development and Maintenance

The Emergency Management Program Manager, in conjunction with the Emergency Services Director of the Oregon Trail Chapter of the American Red Cross, is responsible for ensuring that this appendix along with the Memorandum of Understanding is updated and revised per the EOP review schedule or as necessary. The American Red Cross is responsible for developing and maintaining any related operational policies and procedures as per the existing agreement.