



# *ESE #6* Emergency Support Function #6 Annex



Public Health Emergency  
Preparedness

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Mass Care, Emergency Assistance,  
Housing, and Human Services

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## I. Introduction

**Coordinating Agency:** Montana Disaster & Emergency Services (MT-DES)

**Primary Agency:** Montana Department of Public Health & Human Services (DPHHS)

**Support Agencies:**

- American Red Cross of Montana (ARC)
- Montana Voluntary Organizations Active in Disaster (VOAD)
- Montana Governor’s Office of Community Services (OCS)
- Montana Department of Military Affairs (DMA)
- Others as needed

**A. PURPOSE:**

Emergency Support Function (ESF) #6 – *Mass Care, Emergency Assistance, Housing, and Human Services* supports State, regional, local, and tribal government and private, non-profit organizations efforts to address the non-medical, short-term needs of individuals and/or families under State-level activation of ESF #6.

The purpose of this annex is to provide guidance and information needed to help ensure coordinated and expeditious response support. It is not intended to define or supplant (Standard Operating Procedures (SOP) for any agency or department, but to provide a framework for operations based on lessons learned from this type of event.

It was designed to be consistent with and subordinate to higher-level plans including the *National Response Framework*, and the *Montana Emergency Response Framework (MERF)*.

**B. SCOPE:**

ESF #6 promotes the delivery of services and the implementation of programs to assist individuals, households and families impacted by potential or actual incidents of State or National significance. The scope of this annex is to describe the overall operational and information activities of a state response to an emergency or disaster situation.

This annex encompasses several different possible scenarios including, but not limited to:

- Requests for State assistance from local and tribal jurisdictions (e.g. cities, counties, tribal governments...)
- Requests for State assistance from *in-state* organizations (e.g. State Agencies, ARC...)
- Requests for “Host State” assistance from *out-of state* agencies (e.g. Federal Emergency Management Agency (FEMA), neighboring states...)

The focus of this annex is to provide support to “response” and assistance operations of emergency or temporary situations. Long term assistance is part of “recovery” and is beyond the scope of this annex (see ESF #14)

## II. Situation & Assumptions

### A. SITUATION:

1. Montana is vulnerable to a host of natural and/or man-made hazards that could result in the need to provide assistance. These hazards include, but are not limited to, wildfires, earthquakes, floods, HazMat incidents, and severe weather.
2. Victims may be forced from their homes depending on such factors as time of occurrence, area demographics, building construction, and existing weather conditions. Family members may be separated immediately following an emergency or disaster, such as children in school and parents at work. Transient individuals, such as tourists, travelers, students, and the pre-disaster homeless, may be involved. The State, when notified of an emergency or disaster at the local level, will monitor the situation, and, if necessary, provide assistance.

### B. ASSUMPTIONS:

1. The ultimate responsibility for mass care services for citizens rests with the local government. Local planning efforts will include the unique notification, assistance, and support needs of their community's vulnerable populations.
2. Private and volunteer organizations, i.e., ARC, The Salvation Army, and other member agencies of VOAD, etc., will support ESF #6 activities through provision of immediate shelter, feeding, and emergency first aid relief to individuals and families, not normally available from government resources. These local organizations will work in cooperation with the local government within their jurisdictions in preparing for, responding to, and recovering from the effects of an emergency or disaster event.
3. Each level of government, private and volunteer organizations will respond to an incident within the limits of projected available resources, including pre-arranged mutual aid, and subsequently may request assistance from its next highest level of support if required, such as a municipality to county to state to federal government, or ARC chapter to Service Area to ARC National Headquarters.
4. Not all disaster victims will require mass care services. Some victims will go to mass shelters, others will find shelter with friends and relatives. Many victims will remain with or near their damaged homes.
5. Mass care shelter facilities will receive priority consideration for structural inspections to ensure safety of occupants; and for restoration of utilities or support by temporary means, i.e., portable generators, portable toilets and potable water.
6. The American Red Cross is the primary support agency for mass care operations under ESF #6.

### III. Concept of Operations

#### A. GENERAL

Local government, supported by private relief agencies, provides initial response to the mass care requirements of emergency and disaster victims, as well as requests and facilitates the implementation of authorized outside government assistance (state and federal). Local authorities retain responsibility for all recovery and response operations.

Other recovery assistance, such as temporary housing, and loans and grants for individuals under the traditional government assistance programs of federal agencies, will be coordinated by the MT-DES Individual Assistance Officer (IAO), subject to the general guidance of the Governor's Office, MT-DES, DPHHS and FEMA.

Upon activation of ESF #6, MT-DES will notify DPHHS, which in turn will notify ARC, VOAD leadership, OCS and other supporting agencies as appropriate. These agencies could provide a representative to the SECC, upon request by MT-DES, who will coordinate all ESF #6 requests. Representatives could also be dispatched to the DPHHS Department Operations Center (DOC). ESF #6 functions could be supported by other Emergency Support Functions, including ESF #1 (Transportation), ESF #8 (Public Health and Medical Services), ESF #11 (Agriculture and Natural Resources), and others as needed. Therefore, ESF representatives will likely be organized under established functional Branches or Groups in the SECC rather than operated as independent teams. For example, a *Mass Care Group* (MCG) working under the Operations Section Response Branch could be formed from representatives from ESF #6, ESF #1, and ESF # 8. This approach retains the functional expertise of the ESFs but leverages cross-cutting collaboration to ensure an effective and integrated response to meet the needs of those needing assistance.

ESF #6 representatives will collect information for situation reports, briefings, staff meetings, and other required documentation, and update and maintain information on the National Shelter System. They will also compile information provided by involved agencies into daily situation reports that detail the status of overall efforts, including any problems encountered that impede the delivery of ESF #6 assistance. This information may include the following:

1. Statistical, narrative and graphical information
2. Major response actions taken
3. Requests for state assistance by local jurisdiction(s), private and volunteer organizations
4. Unmet needs and recommended actions
5. Priority issues and requirements.

ESF #6 functions are divided into four main areas: Mass Care, Emergency Assistance, Housing, and Human Services. The principal activities for each functional area are described in the following sections.

#### A) Mass Care

ESF #6 operations include overall coordination, shelter, feeding, and other activities to support emergency needs of victims as described below.

1. **Emergency Disaster Shelter** - Emergency shelter includes the use of short term pre-identified shelter sites in existing structures, creation of temporary facilities, and the use of similar facilities outside the incident area, should evacuation be necessary.
2. **Feeding** - Feeding is provided to victims through a combination of fixed sites, mobile feeding units, and bulk distribution of food usually through VOAD groups. Feeding operations should be based on sound nutritional standards to include meeting requirements of victims with special dietary needs to the extent possible.
3. **Bulk Distribution** - Emergency relief items to meet urgent needs are distributed through sites established within the affected area. These sites are used by State and local entities and Non-Governmental Organizations (NGOs) to coordinate distribution systems of mass care food, water and other needs. .
4. **Emergency First Aid** - Emergency first aid, consisting of basic first aid and referral to appropriate medical personnel and facilities, is provided at mass care facilities and at designated sites. This is beyond the first aid needs of emergency responders.
5. **Safe & Well Information** - Information provided by individuals affected by the emergency or disaster is used to connect with their family members outside of the disaster area. The system is provided to aid in reunification of family members within the affected area.

## **B) Emergency Assistance**

ESF #6 coordinates resources and emergency assistance in support of other state agencies, local governments, NGOs, to augment their mass care response activities as requested. (See NRF ESF #6 for more information on the terms and programs listed below)

1. **Mass Evacuation:** (Mass evacuation is incident specific and operations plans and supporting documentation will be developed in conjunction with the MERF.)
2. **Facilitated Reunification:** During mass evacuations the ESF #6 will assist victims with the reunification of separated family members utilizing any or all of the following resources:
  - The American Red Cross Safe & Well Website;
  - The National Emergency Family Registry and Locator System (NEFRLS);
  - The National Emergency Child Locator Center (NECLC);
  - The National Center for Missing and Exploited Children (NCMEC).
3. **Household Pets and Service Animals:** ESF #6 VOAD partners will work to coordinate activities for the safety and well-being of household pets and service animals as defined by the National Response Framework, the Americans with Disabilities Act of 1990 (ADA) and the Pets Evacuation and Transportation Standards Act of 2006 (Public Law 109-308) during evacuations and sheltering.
4. **General, Specialized, Medical, and Nonconventional Shelters:** ESF #6 will coordinate resources required for nonconventional congregate-care shelters and shelter-in-place requirements. Whenever possible, congregate care shelters will be accessible to individuals with disabilities and/or special needs. Nonconventional shelters include:
  - Hotels, motels, college dormitories, and other single-room facilities.

- Temporary facilities such as tents or trains.
  - Specialized shelters, functional support, and medical support shelters.
  - Support for other congregate care facilities such as respite centers, rescue areas, and decontamination stations.
5. **National Shelter System:** The National Shelter System (NSS) is a web-based database that provides information on shelters during disasters and emergencies. Reports from the NSS will detail the location and capacities of shelters (evacuation, general population, ADA compliant, pet friendly, medical, etc.) open, on stand-by, or closed. DPHHS will coordinate NSS training and serve as the State's administrator for access to the system in Montana.
6. **Support to Volunteers and Donations:** (Volunteer and donation management is incident specific and operations documentation will be developed in conjunction with the DPHHS ESF #6 partners)

### **C) Housing**

The housing function addresses needs of victims in the affected areas, and is accomplished through the implementation of various state and local disaster housing assistance programs and services as well as the [National Disaster Housing Strategy](#). State and local programs are limited to providing temporary or short-term housing assistance. Long-term housing needs are addressed at the Federal level and usually fall under recovery phase activities. Montana DES will activate the Disaster Housing Strategy in response to the post-sheltering housing needs for disaster victims.

### **D) Human Services**

The human services component in disaster management provides assistance to meet non-housing needs of victims. This includes:

1. **Behavioral Health Care-** DPHHS will coordinate with disaster response partners to assist in assessing mental health and substance abuse needs of people affected by disasters and emergencies, providing disaster mental health training materials for workers, cooperate with assessment, training, and program development activities undertaken by Federal, county, local, private non-profit, and volunteer mental health and substance abuse officials, and providing additional consultation as needed.
2. **Unmet Needs Assistance** as appropriate
3. **Disaster Case Management & Social Services** (Medicaid, Disaster Food Stamps, etc.)
4. **Disaster Legal Services**
5. **Disaster Unemployment Assistance (DUA)**

### **E) FUNCTIONAL NEED POPULATIONS**

DPHHS will work closely in its ESF #6 responsibilities with other and public and private agencies responsible for other ESF assignments to coordinate timely and appropriate support to individuals with functional or special needs resulting from a disaster. Functional need populations are defined, for the purpose of this ESF #6 plan, as vulnerable or at-risk of having functional health needs beyond their capability to maintain during an emergency.

## IV. Organization & Assignment of Responsibilities

The following listed agencies are tasked with primary and/or support responsibilities. More specific assignments can be found in the emergency response documents developed by each individual organization. Agency capabilities are affected by available resources and the size and scope of the incident and that listed tasking will be “as able” depending upon the given situation at the time.

### A. ORGANIZATION:

The ESF #6 representatives in the SECC will be organized under the Operations Section as either a stand-alone “Team” or as part of a functional Group. They will communicate information between the SECC and DPHHS DOC, field units, job headquarters, and public, private and volunteer organizations as needed.

### B. ASSIGNMENT OF RESPONSIBILITIES:

The following list outlines some, but not necessarily all, of the primary and support agencies that could assist in ESF #6 operations either directly or peripherally.

#### Montana Disaster & Emergency Services (COORDINATING AGENCY)

DES is the lead State agency for coordinating State resources and support to local, state, and Non-Government Organizations (NGO) entities needing assistance. MT-DES is also responsible for providing state-wide situational awareness.

When requested by State, tribal, or local officials, in coordination with their partner organizations, MT-DES will assist with

- Coordinating relevant training & exercises for State and local agencies
- Activating and managing the State Emergency Coordination Center (SECC)
- Coordinating State resources in response & recovery operations
- Contacting and requesting Federal resources
- Sharing critical emergency response information with partners

#### Montana Department of Public Health & Human Services (PRIMARY AGENCY)

DPHHS helps coordinate as appropriate through its representatives to the Mass Care Group in the SECC.

When requested by State, tribal, or local officials, in coordination with its partner organizations, DPHHS will assist with the functions of mass care, emergency assistance, housing and human services, as well as coordinate the State’s health, medical and human services assets to support emergency responses. This includes the following.

- Coordinate health & medical support to shelters
- Advise local response partners on sanitation, health considerations, and epidemiological services
- Coordinate the activities necessary to provide the staff, supplies and facilities to deliver mental health and crisis counseling services to disaster victims.

- Provide other resources and support as requested within its capabilities and as authorized by law

### **Montana Governor's Office of Community Services**

The State of Montana Governor's Office of Community Service is the lead supporting agency for the coordination of state and federally funded volunteer programs. The office does not have immediate access to first responder resources during times of disaster and recovery.

- Coordinates training and technical assistance to help Montana's citizens prepare for disaster and emergency situations through programs such as
  - Map Your Neighborhood
  - Community Emergency Response Teams (CERT)
  - Emergency Preparedness Parties
- Supports county and regional level individuals who coordinate CERT and Montana Citizen Corps Councils
- Mobilizes National Service entities to help Montana prepare for and respond to disasters and emergencies, including
  - AmeriCorps
  - AmeriCorps VISTA
  - Senior Corps

### **Montana State Auditor's Office – Insurance Division**

- Depending on the type and cause of the incident, this Division could play a crucial role during the recovery phase by providing assistance and guidance to families and agencies with claims and insurance related matters
- Provide guidance on legal liability protection for shelter sites and facilities

### **Montana Office of Public Instruction**

- Provide assistance with acquiring school facilities for temporary emergency shelters and associated personnel to assist in operating shelters
- Assist with locating busses for relocation or evacuations
- Assist with coordination of relocated student enrollment and student assignments

### **Montana University System**

- Could provide assistance with acquiring school facilities for temporary emergency shelters and associated personnel to assist in operating shelters
- Coordinates student relocation operations

### **Montana Chapter of the American Red Cross**

The American Red Cross is a congressionally chartered, private sector organization that provides disaster relief to individuals and families. The Red Cross is responsible for providing emergency congregate and individual care in coordination with local government and private agencies. The Red Cross receives its authority from a congressional charter and, as mandated by Federal Law 36-United States Code-3001 and reaffirmed in Public Law 93-288 (Stafford Act).

- Initiates mass care services immediately within the affected area upon notification of the emergency or disaster
- Assists government agencies in the management and coordination of sheltering, feeding, emergency first aid services, bulk distribution and Safe & Well services to the affected population
- Coordinates mass care and other relief efforts with VOAD, OCS, and other Community Based Organizations (CBOs) as appropriate
- Provides a representative to the SECC to facilitate coordination of mass care services
- Initiates the use of the Safe & Well system for family reunification. The system allows people displaced by a disaster to register themselves and for families to check the site to locate their loved ones. It reduces the strain of calls on emergency officials and operations centers.
- Supports mass care services with available facilities, vehicles, supplies, personnel and other provisions as able
- Supports and participates in planning, training, and exercise activities as able

**Montana Voluntary Organizations Active in Disaster (VOAD)**

- Notifies VOAD member agencies when activated under this annex
- Assists in identifying voluntary agencies that may assist in mass care, feeding, housing, and unmet needs support activities for individuals and families
- Provides overall coordination necessary to expeditiously access the resources of VOAD member agencies
- Provides a representative to the SECC upon request
- Supports and participates in planning, training, and exercise activities as able
- Supports the care of pets of disaster victims, including sheltering and feeding.

## V. Plan Administration

The primary responsibility for coordinating development and maintenance of this annex is that of DES with support from all supporting agencies and departments.

This annex should be reviewed and revised annually, unless significant changes warrant earlier revision. Continued and regular revision and updating will keep this document valid and useful. Regular testing and exercising will establish the groundwork for efficient and expeditious delivery of assistance in times of emergency or disaster.

### COORDINATING INSTRUCTIONS

- This annex is effective immediately upon approval.
- As much as possible, all agencies and organizations involved in the execution of this annex should be organized, equipped, and trained to perform all designated and implied responsibilities contained in this annex and its implementing instructions for both response and recovery operations.
- All organizations are responsible for the development and maintenance of their own internal operating and notification procedures. No part of this annex is intended to supplant agency SOPs.
- All organizations are responsible for filling any important vacancies; recalling personnel from leave, if appropriate; and, alerting those who are absent due to other duties or assignments.
- Personnel designated as representatives to the SECC or DPHHS DOC should make prior arrangements to ensure that their families are provided for in the event of an emergency, so to ensure a prompt, worry-free response and subsequent duty.

## VI. Authorities and References

### A. AUTHORITIES

- ❖ Administrative Rules of Montana (ARM) Title 37 – *Dept. of Public Health & Human Services*
- ❖ Americans with Disabilities Act of 1990 (ADA).
  - ♣ 42 USC §§ 12131-12134 28 CFR Part 35; Title II - State and Local Government - Part A (state and local government programs, services, and activities)
  - ♣ An ADA Guide for Local Governments: Making Community Emergency Preparedness and Response Programs Accessible to People with Disabilities, U.S. Dept. of Justice, 2006
  - ♣ ADA Checklist for Emergency Shelters, U.S. DOJ, 2007
- ❖ Homeland Security Act of 2002
- ❖ Homeland Security Presidential Directives (HSPD) #5 & #8, Office of the President, 2003
- ❖ Montana Code Annotated (MCA) Title 10, Chapter 3 - *Disaster And Emergency Services*
- ❖ Montana Code Annotated (MCA) Title 50 – Health & Safety
- ❖ Montana Executive Order #17-04, Office of the Governor, 2004
- ❖ Pets Evacuation and Transportation Standards Act of 2006 (Public Law 109-308)
- ❖ Public Health Service Act, as amended
- ❖ Rehabilitation Act of 1973, as amended, Section 504
- ❖ Robert T. Stafford Disaster Relief and Emergency Assistance Act PL 93-288, 1988
- ❖ Social Security Act of 1935, as amended

### B. REFERENCES

- ❖ A Guide for Local Jurisdictions In Care & Shelter Planning, Alameda County Operations Area Emergency Management Organization, 2003. \*\* (*very useful for local jurisdiction planners*)
- ❖ Centers for Disease Control: Public Health Emergency Response Guide for State, Local, and Tribal Public Health Directors Version 1.0, US Dept. of Health & Human Services, October 2004
- ❖ Comprehensive Preparedness Guide 101: A Guide for All-Hazard Emergency Preparedness Planning, FEMA March 2009.
- ❖ Emergency Management Planning Guide for Special Needs Populations, CPG 301, FEMA, 2008.
- ❖ National Incident Management System, Department Of Homeland Security, 2008
- ❖ National Response Framework, Department of Homeland Security, 2007
- ❖ State Of Montana Disaster & Emergency Plan, Montana Disaster And Emergency Services, 2001
- ❖ Target Capabilities List, Department of Homeland Security, 2007
- ❖ Universal Task List, Department of Homeland Security, 2007
- ❖ ESF 6 Related Web Links, (on tool-kit CD)

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