

ESF 6

Mass Care, Housing, and Human Services

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1 Introduction: Purpose and Scope

Emergency Support Function 6 provides non-medical mass care/sheltering, housing, and human services support for victims of natural and technological emergencies and disasters. Emergency shelter includes the use of pre-identified shelter sites in existing structures, creation of temporary facilities or shelters, and use of other facilities outside the incident area, should evacuation be necessary. Victims are fed through a combination of fixed sites, mobile feeding units, and bulk distribution of food. Emergency first aid, consisting of basic first aid and referral to appropriate medical personnel and facilities, is provided at mass care/sheltering facilities. Bulk distribution of emergency relief items, such as food, water, and ice, is managed and coordinated via established sites within the County. If applicable to the situation, coordination and management of volunteer services and donated goods is necessary to maximize benefits without hindering response activities.

Additional functions of ESF 6 include:

- Providing assistance for clients' short- and long-term housing needs;
- Supporting and coordinating resources required for crisis counseling and other mental health-related services immediately following an emergency, particularly as services are needed at shelters; and
- Coordinating and identifying individuals with functional needs within the impacted area. Functional needs may be characterized by age (children and elderly), physical and/or mental disabilities, language (non-English speaking), existing disease/medical conditions, dependency on service animals, and any other condition or threat that could warrant functional considerations under emergency circumstances.

2 Policies and Agreements

Marion County and Willamette Chapter of the American Red Cross. July 31, 1996. The agreement provides for shelter and mass care provisions. Agreement is currently being reviewed and will be updated.

3 Situation and Assumptions

3.1 Situation

Emergencies or disasters can necessitate evacuation of people from residences, which may be temporarily uninhabitable, damaged, or destroyed. Providing for these clients 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.

3.2 Assumptions

- Although county government has primary responsibility for implementing and coordinating resources and services included in this ESF, the American Red Cross will manage and coordinate sheltering and mass care operations within its capability and to the extent possible. The Salvation Army will support these operations, and other professional and/or volunteer organizations (e.g., faith-based organizations) that normally respond to emergency/ disaster situations will continue to do so.
- The American Red Cross will have agreements in place for use of specific shelters that can be activated by calling the local American Red Cross representative. These shelters may be used for specific events associated with Marion County as well as housing evacuees from neighboring counties when and if the need should arise.
- Permission to use American Red Cross-approved facilities for disaster operations and sheltering will be obtained and agreed upon in writing. Pre-identified facilities intended for shelter and mass care will be available and operational at the time of need.
- Local government and available response agencies will manage and coordinate all shelter and mass care activities until the American Red Cross has arrived on scene, assessed the situation, and activated procedures for preparing and operating shelters. Available response agencies could include, but not limited to, Medical Reserve Corps, Community Emergency Response Teams.
- Assistance will be available through mutual aid agreements with other counties and regions and with State, and Federal emergency agencies and organizations.
- Unique demands will be placed upon the delivery of human services to include crisis counseling, emergency assistance, and the care of functional needs groups. As a consequence, the clientele groups of both local and state human service organizations will increase.
- Under localized emergency conditions, a high percentage of evacuees will seek lodging with friends or relatives rather than go to established shelter facilities.
- If the threat of an evacuation is due to a visible hazard, or has been discussed in the media, some spontaneous evacuation will occur prior to an implementing order. Therefore, mass care operations may have to commence early in any disaster period.

4 Roles and Responsibilities

LEAD AGENCY

Marion County Health Department
Marion County Emergency Management

SUPPORTING AGENCIES/ENTITIES

Private or Non-governmental Organizations

American Red Cross
Marion County Amateur Radio Emergency Services
Marion County Citizen Corps Council
Valley Community Organizations Active in Disaster
Area Hospitals
Salvation Army
Area Ambulance Service Providers

City/Special Districts

Local Emergency Management Agencies
911 Communication Centers
Area Ambulance Service Providers

County

Marion County Department of Public Works
Marion County Sheriff's Office

The Marion County Health Department and other mental health/counseling providers (i.e., Veteran's Administration, hospitals, nursing homes, hospice, schools, correctional institutions, and private facilities) will most likely play a primary role in providing resources and services to support prolonged mental health care to clients, families, and the first responder community.

5 Concept of Operations

The Marion County EMD has overall responsibility for ensuring the welfare of Marion County citizens and visitors during a disaster. In cooperation with available volunteer disaster assistance organizations, Marion County Emergency Management will ensure basic human services for people are provided. Disaster clients will be encouraged to obtain housing with family or friends or in commercial facilities. Local government is responsible for coordinating post-disaster housing needs of any disaster clients. The American Red Cross will be the primary support agency for all mass care and shelter operations within the County. The Salvation Army, Valley Community Organizations Active in Disasters (VCOAD), and other charitable groups (e.g., faith-based organizations) will provide additional support for disaster clients.

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In the case of unmet needs, the BOC will make requests for State and/or Federal assistance, via the ECC, to the State Office of Emergency Management in Salem. Some emergencies will occur that will not entail mass care assistance; however, a limited amount of emergency food and clothing will be needed and provided. The Marion County Health Department Administrator, through existing Marion County staff, Emergency Coordination Center Volunteer Coordinator with the assistance from volunteer organizations, will coordinate this assistance.

Initial preparedness efforts will begin with identification of population groups requiring functional assistance during an emergency (i.e., senior citizens, handicapped). Needs should be matched to capabilities and resources, and any gaps should be addressed through planning, training, and exercises. When an incident occurs and evacuation is required, preparations will begin to receive evacuees at selected facilities. Essential personnel, including volunteers, will be alerted; pre-positioned material resources (cots, blankets, food, etc.) will be made ready; and medical facilities will be alerted to the possibility of receiving evacuee patients. Participating agencies will provide food and clothing as needed, assist with registration of evacuees/clients, and provide information to assist clients needing additional services. Once the incident transitions to the recovery phase, human needs of clients should be continually assessed and met as necessary via one or more Disaster Application Centers.

5.1 Direction and Control

Mass care activities will be coordinated at the ECC by Marion County Emergency Management. Shelter/lodging facility managers will be responsible for the operation of their individual facilities. The primary communications link between shelter facilities and the ECC will be landline and wireless telephone. If telephones cannot be used or are overloaded, the ECC Communication Unit Leader will provide radio assistance through Amateur Radio. Shelter facility managers should arrange for persons in their facility to monitor prescribed communication sources for guidance and announcements.

5.2 Shelters and Mass Care Facilities

Mass care includes the registration of evacuees, the opening and management of temporary lodging facilities, and the feeding of evacuees and workers through both mobile and fixed feeding sites. The American Red Cross will assist in registering evacuees and, as applicable, will coordinate information with appropriate government agencies regarding evacuees housed in American Red Cross Shelters. The Oregon Department of Human Services Regional Office for Social Services can provide additional support for sheltering and mass care.

Protective shelters are life preserving—they are designed to afford protection from the direct effects of hazard events (e.g., tornado safe rooms) and may or may not include the life supporting features associated with mass care facilities. In contrast, mass care facilities are life-supporting—they provide protection from the elements and basic life-sustaining services when hazard events result in evacuations.

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The designation of specific lodging and feeding facilities will depend on the actual situation and the location of the hazard area. Use of public school facilities will be a prime consideration for use as emergency mass care facilities; their use will be coordinated with school officials. Selected facilities will be located far enough from the hazard area so that there is no possibility of the threat extending to the mass care facility. Agreements for use of some facilities have been obtained by the American Red Cross. The ARC ECC Liaison will obtain permission from owners to use other facilities as required. When American Red Cross facilities are opened, it will be the responsibility of the American Red Cross to maintain all functions and staffing according to American Red Cross policy. The American Red Cross will maintain listings of qualified and trained shelter and lodging facility managers.

Options for temporary shelter available to Marion County during the first 72 hours of an incident include:

- Predetermined sheltering sites and supplies available through American Red Cross;
- General purpose tents available through the Oregon National Guard and requested by the County ECC to Oregon Emergency Management; and
- If a Presidential Declaration has been made, temporary buildings or offices requested through the Federal Coordinating Officer.

The ARC ECC Liaison will designate a member of the ARC to serve as the Marion County Shelter Coordinator. Services will be provided through the coordinated efforts of staff members, American Red Cross, the Salvation Army, other state-supported agencies, volunteer agencies, and mutual-aid agreements with various support groups. Law enforcement agencies will provide security at shelter facilities where possible and will also support back-up communications, if needed. A list of all shelter and care facilities established for Marion County is maintained by American Red Cross.

Clients will be fed through a combination of fixed sites, mobile feeding units, and bulk distribution of food. Feeding operations are based on nutritional standards and, if possible, should include meeting requirements of clients with special dietary needs. The American Red Cross will be responsible for meal planning, coordination of mobile feeding, identifying feeding sites and resources for the procurement of food and related supplies. American Red Cross will coordinate mass feeding and other services needed at open shelters within the County's jurisdiction with Marion County Emergency Management via the County ECC.

5.3 Emergency First Aid

The following agencies and entities can provide support for emergency first aid and referral to appropriate medical personnel and facilities:

- Marion County Health Department
- Marion County Fire Defense Board and all local Fire Districts
- Area Hospitals
- Area Ambulance Service Providers
- Communication Centers (911) for referrals and dispatch
- Licensed emergency medical technician staff and medical professionals
- Marion County Medical Reserve Corps

5.4 Disaster Welfare Information

Disaster Welfare Information collects and provides information regarding individuals residing within the affected area to immediate family members outside the affected area. The system also aids in reunification of family members within the affected area. The American Red Cross will establish a Disaster Welfare Inquiry Operation to answer requests from relatives and friends concerning the safety and welfare of evacuees or those in disaster areas. Welfare inquiry listings, along with registration listings, will be coordinated with the ECC and law enforcement agencies for comparison with missing persons' lists. Marion County ARES provides support to the American Red Cross and Marion County Emergency Management in gathering, disseminating, and managing Disaster Welfare Information.

5.5 Disaster Application/Assistance Center(s)

Upon a Presidential disaster declaration, Disaster Application/Assistance Centers may be established. In addition to numerous grant and assistance programs available through the Disaster Application Center, the Individual and Family Grant Program provides grants to meet those disaster-related necessary expenses or serious needs for which assistance for other means is either unavailable or inadequate.

5.6 Bulk Distribution

Emergency relief items to meet urgent needs are distributed via established sites within the affected area. Distribution of food, water, and ice requirements through Federal, State, local, and tribal governmental entities and non-governmental organizations is coordinated at these sites. The Service Branch Leader under the Logistics Section of the ECC will coordinate all bulk distribution activities needed within the County's jurisdiction with Marion County Emergency Management via the County ECC.

Agencies and organizations involved in supporting and managing bulk distribution include:

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- Marion County Emergency Management Division
- American Red Cross
- Valley Community Organizations Active in Disaster
- Salvation Army
- Marion County Health Department
- Joint Operations Center – FEMA, Federal Coordinating Officer
- State Emergency Coordination Center – OEM national, State, and local volunteer organizations
- Private sector partners
- Disaster assistance personnel, paid and volunteer staff

5.7 Short- and Long-Term Housing

All housing needs identified during and following emergency incidents or disasters impacting Marion County will be coordinated through the County EMD via the County ECC. Liaisons will be assigned to the command staff to manage and coordinate resources and activities with regional, State, Federal, tribal, and private sector entities. In some disaster situations, the Federal government may be requested to provide emergency housing. Disaster clients will be encouraged to obtain housing with family, friends, or in commercial facilities. To the extent possible, local and county government will coordinate post-disaster housing needs for the homeless population. Agencies and organizations available to provide assistance for short- and long-term housing needs of clients include:

- Marion County Emergency Management Division
- Oregon OEM
- Joint Field Office, FEMA – Federal Coordinating Officer
- American Red Cross
- U.S. Housing and Urban Development

5.8 Crisis Counseling and Mental Health Providers

Agencies and organizations involved with providing crisis counseling and mental health support to clients and families, the first responder community, and functional needs populations include:

- Marion County Health Department

- Area Hospitals
- Oregon Department of Health Services, Office of Mental Health and Addiction Services
- County and regional volunteer organizations
- Local nursing homes and care facilities

5.9 Functional Needs Populations

Disaster clients and functional needs groups may require assistance to meet their necessary expenses and needs (food, clothing, housing, medical, and financial). Local and state human service organizations will identify any functional needs groups (elderly, handicapped, and non-English speaking) and, in the event of a disaster, ensure that their needs are met.

Coordinating and identifying individuals with functional needs within the impacted area is a critical element of emergency response and recovery operations for Marion County. Functional needs may be characterized by age (children and elderly), physical and/or mental disabilities, language (non-English speaking), disease/medical conditions, service animals, and any other conditions or traits that could warrant functional considerations under emergency circumstances. Agencies and organizations involved in managing, transporting, and communicating with functional needs populations during an emergency and pertaining to mass care include:

- Marion County Emergency Management
- Area Hospitals
- Oregon Department of Human Services, regional office for Social Services
- Marion County Health Department
- Private clinics and care facilities
- American Red Cross and other volunteer agencies
- Marion County School Districts
- Local radio stations serving Marion County and surrounding areas

5.10 Volunteer Services and Donated Goods

The Marion County Service Branch Leader under the Logistics Section will coordinate and manage volunteer services and donated goods through appropriate

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liaisons assigned at the County ECC with the support from the American Red Cross, Salvation Army, Saint Vincent de Paul, and other volunteer organizations. These activities seek to maximize benefits without hindering emergency response operations. Procedures for accessing and managing these services during an emergency will follow ICS/NIMS standards. Information sharing and donated goods tracking/inventory systems available to this jurisdiction are summarized in ESF 7, Resource Support.

6 Supporting Plans and Procedures

No plans developed to date.