



## Montana Emergency Support Function #6 – Mass Care, Emergency Assistance, Emergency Sheltering, and Human Services

### Primary Agency:

Montana Department of Public Health and  
Human Services



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Maintained by Department of Military Affairs  
Disaster and Emergency Services Division

*This Annex is considered operational and serves as a guide for rendering assistance whenever the **Montana Emergency Response Framework (MERF)** is activated. It supersedes all previous editions*



## **Section I: Agencies**

### ***Coordinating Agency:***

Montana Disaster & Emergency Services

### ***Primary Agency:***

Montana Department of Public Health and Human Services

### ***Support Agencies:***

Montana Department of Administration

Montana Department of Agriculture

Montana Department of Corrections

Montana Department of Justice

Montana Department of Labor

Montana Department of Livestock

Montana Department of Military Affairs

Montana Department of Transportation

## **Section II: Purpose & Scope**

### ***Purpose:***

Emergency Support Function (ESF) 6 – Mass Care, Emergency Assistance, Emergency Sheltering, and Human Services coordinates and provides life-sustaining resources, essential services, and statutory programs when the needs of disaster survivors exceed local capabilities.

### ***Scope:***

State primary agency and supporting agencies work together to support local and tribal jurisdictions providing ESF 6 related services to disaster survivors. The activities within the scope of ESF 6 include the following:

- Supports local and tribal governments in their efforts to provide mass care support to survivors at embarkation, debarkation, and reception centers; evacuation transportation hubs; reunification of families; and post-decontamination areas to make sure that basic needs are met, including hydration, feeding, sheltering, tracking, medical needs, and information.
- Supports local and tribal governments in the establishment, management, and operation of congregate and non-congregate care facilities.
- Coordinates with local and tribal governments and NGOs to facilitate the return of evacuees to their pre-disaster or alternate locations.
- Acquires, transports, delivers, and manages resources, supplies, and services that meet the needs of disaster survivors from partners via contracts, mission assignments, interagency agreements, and donations.
- Assesses, gathers, prioritizes, and communicates the need for and coordinates the provision of life sustaining services, resources, and supplies from government agencies, NGOs, and the private sector.
- Provides subject matter expertise to identify resource requirements to meet the life-sustaining needs of disaster survivors and their household pets and service animals.
- Acquires and manages resources, supplies, and services from partners via contracts, mission assignments, inter-agency agreements, and donations.
- Coordinates with local and tribal governments, and state and federal agencies to ensure that service delivery locations are appropriately provisioned and operated in a safe, sanitary, secure, and timely manner.

- Gathers, assesses, prioritizes, coordinates, provides, and communicates public health, medical requirements, resources, lifesaving, and life-sustaining needs of survivors and their household pets and service animals in congregate care facilities and where mass care services are provided to core capability providers.
- Collects, analysis, disseminates, and reports transportation infrastructure damages in support of service delivery sites.
- Supports local and tribal governments in Identifying and providing critical transportation resources for survivors.
- Supports mobilization and implementation of mechanisms to track the movement of evacuees, resources, household pets, individuals with disabilities or other access and functional needs with their service animals, medical equipment, and luggage.
- Identifies, requests, and acquires transportation resources for the delivery of life-sustaining supplies and services to the affected area(s).
- Support local and tribal governments with notification of family members to make appropriate arrangements for deceased relatives.
- Provides support and funding for crisis counseling services to the bereaved, as well as for local, state, tribal, territorial, and insular area crisis counseling programs.

## **Section III: Assumptions & Relationships**

### ***Assumptions***

For the purpose of designing responses in an all-hazard environment, this annex outlines the following assumptions:

- Local and tribal governments develop and maintain Memorandums of Understanding (MOUs) to share resources with neighboring jurisdictions.
- Private and volunteer organizations will respond at the local level to provide ESF #6 support until their resources are exhausted, including pre-arranged mutual aid and assistance from their next highest level of support.
- Non-governmental organizations deploy in accordance with their individual missions to the extent of their capabilities to meet the mass care needs of survivors.
- Not all disaster victims will request or require ESF#6 services.
- If evacuated, some disaster victims will go to congregate shelters or find shelter with friends and relatives.
- Some victims will refuse evacuation and remain with or near their damaged homes during or after a disaster.
- Victims and responders will need mental or behavioral health support services.
- A disaster or emergency could attract family and friends of victims from out of the affected area and find themselves in need of mass care services.
- A disaster or emergency could attract affiliated and unaffiliated volunteers from outside of the impacted area and find themselves in need of ESF#6 services.
- Victims of emergencies and disasters might include people defined as at-risk, vulnerable, or as having functional needs.
- Local response plans include the unique notification, assistance, and support needs of their community's vulnerable populations.

- Services and organizations coordinated by DPHHS will be compliant within the rules of the Americans with Disabilities Act (ADA).
- Essential services may be compromised due to the disaster and emergency.
- The ability of jurisdictions throughout Montana to meet the mass care needs of their residents varies from one county and tribe to the next. Some have considerable resources and personnel to meet immediate needs and may not require state level support. Others are likely to need state and/or federal level support.
- Government commodities may be released under authorization by the U.S. Department of Agriculture when a federal disaster declaration is in place to meet the immediate needs of survivors.

### ***Relationships***

This document does not relieve tasked agencies with the responsibility for emergency planning. The following section outlines the relationships between state agencies and local, tribal, private, and non-governmental organization partners in supporting ESF 6 response and recovery activities:

#### Local & Tribal Governments

Local and tribal area governments are primarily responsible for mass care, emergency assistance, emergency sheltering, and human services within their jurisdiction along with the following:

- Completing damage assessments
- Developing debris management strategies
- Supporting mass care activities
- Providing behavioral health services to survivors
- Developing emergency sheltering strategies
- Managing donations and volunteers

Local and tribal mutual aid and assistance networks facilitate the sharing of resources to support response activities. Local and tribal authorities are responsible for obtaining required waivers and clearances related to ESF #6 support and are responsible for requesting state support through the jurisdiction's emergency management agency when incident exceeds local capabilities.

Responsibility for situation assessment and determination of resource needs are ascertained primarily through the local and tribal incident management system. Shortages of resources are adjudicated at the lowest jurisdictional level. Local and tribal law enforcement offices coordinate with the local or on-site Incident Commander within the disaster area to determine evacuation areas, roadblocks, and access control points.

Local and tribal agencies coordinate ESF #6 activities with Non-Governmental Organizations (NGO) and private sector entities to meet the immediate needs of disaster survivors and to support the management of unsolicited donated goods and services as well as unaffiliated volunteers and organizations. These resources can help accelerate the recovery of individuals, households, and communities.

#### Private Sector/Non-Governmental Organizations

Most disaster relief to individuals and families is provided by NGO sources, principally the volunteer, nonprofit, community-based, and faith-based organizations in Montana that have a response and recovery mission. These organizations are independent of formalized emergency response operations, although they could be affiliated with Montana's Volunteer Organizations Active in Disasters (MTVOAD).

State emergency preparedness planners and responders often encourage these organizations to participate and collaborate in planning, training, and exercise activities. Some organizations with existing Memorandums of Understanding/Agreements with the state have been assigned supporting roles in the Montana Emergency Response Framework (MERF).

Resources from NGOs and the private sector may augment local response capabilities. NGOs, together with academia and the private sector, are integral elements of response and recovery in coordinating with local, tribal, state, and federal partners to provide ESF #6 resources, programs, and services to affected individuals/households and communities. These partners collaborate to resolve the disaster-related unmet needs of affected individuals and communities.

NGOs and the private sector also provide operational information to local, tribal, state, and federal agencies. This information allows government ESF #6 planners to identify actual or potential shortfalls and/or excesses and adjust services to the needs of the community.

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

- Initiate mass care services immediately within the affected area upon notification of the emergency or disaster.
- Assist government agencies in the management and coordination of sheltering, feeding, emergency first aid services, and bulk distribution of emergency supplies to the affected population.
- Coordinate relief efforts with MTVOAD, Montana Governor's Office of Community Service (OCS), and other NGOs as appropriate.
- Provide a representative to the State Emergency Coordination Center (SECC) to facilitate coordination of mass care services.
- Initiate and administer the use of the National Safe & Well system for family reunification.
- Support mass care services with available facilities, vehicles, supplies, personnel, and other provisions as able.

Voluntary, faith-based, community-based, and other nongovernmental organizations in the civic or nonprofit sector are integral to local community responses to disaster. ARC, The Salvation Army, and other member agencies of the VOAD, etc., will support ESF #6 activities through provision of immediate shelter, feeding, and emergency first aid relief to individuals and families, which are 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.

#### State Government

State departments and agencies are responsible, within their statutory authorities, for providing assistance to local jurisdictions when local capabilities are overwhelmed by a disaster. The State Emergency Coordination Center (SECC) serves as the principal point for coordinating state, local, tribal, and federal resources as in the delivery of emergency assistance to affected jurisdiction(s).

The SECC will coordinate with the primary agency and support agencies in the use of state resources to support ESF #6 response activities. State resources will supplement, not supplant, local resources. When activated to respond to an incident, the primary agency and support agencies will develop work priorities in cooperation with local and tribal governments and in coordination with the SECC.

If the Governor has declared an emergency, resources may be requested through the Emergency Management Assistance Compact (EMAC), the nation’s state-to-state mutual aid system that is processed through the SECC.

## **Section IV: Core Capabilities**

The following table lists the core capabilities and their key activities that the coordinating, primary, and supporting agencies collectively support. Though not listed in the table, all ESFs, including ESF 6, support the core capabilities of Planning, Operational Coordination, and Public Information and Warning.

<b><u>CORE CAPABILITIES</u></b>	<b>Key Activities</b> – The SECC coordinates with the primary agency and supporting agencies to coordinate resources in support and response for the following key activities during actual or potential incidents:
<b>Mass Care Services</b>	<ul style="list-style-type: none"> <li>• Provides life-sustaining services to the affected population, including hydration, feeding, and sheltering, as well as support for reunifying families.</li> <li>• Supports the establishment, management, and operation of congregate and non-congregate care facilities.</li> <li>• Coordinates with local, tribal, territorial, and insular area governments and NGOs to facilitate the return of evacuees to their pre-disaster or alternate locations.</li> <li>• Acquires, transports, and delivers ESF 6 resources and services to meet the needs of disaster survivors, including children and individuals with disabilities and others with access and functional needs.</li> </ul>
<b>Logistics and Supply Chain Management</b>	<ul style="list-style-type: none"> <li>• Assesses, gathers, prioritizes, and communicates the need for and coordinates the provision of life sustaining ESF #6 services, resources, and supplies from government agencies, NGOs, and the private sector.</li> <li>• Provides subject matter expertise to identify resource requirements to meet the life-sustaining needs of disaster survivors and their household pets and service animals.</li> <li>• Gathers, assesses, prioritizes, and communicates relevant information, plans, requirements, and strategies.</li> <li>• Acquires and manages resources, supplies, and services from partners via contracts, mission assignments, inter-agency agreements, and donations.</li> </ul>
<b>Public Health, Healthcare, and Emergency Medical Services</b>	<ul style="list-style-type: none"> <li>• Coordinates with core capability service providers to ensure that ESF #6 service delivery locations are appropriately provisioned and operated in a safe, sanitary, secure, and timely manner.</li> </ul>

	<ul style="list-style-type: none"> <li>Gathers, assesses, prioritizes, coordinates, provides, and communicates public health, medical requirements, resources, lifesaving, and life-sustaining needs of survivors and their household pets and service animals in congregate care facilities and where mass care services are provided to core capability providers.</li> </ul>
<b>Critical Transportation</b>	<ul style="list-style-type: none"> <li>Supports the collection, analysis, dissemination, and reporting of transportation infrastructure damage from ESF #6 service delivery sites.</li> <li>Identifies and provides critical transportation for survivors with disabilities and others with access and functional needs.</li> <li>Supports mobilization and implementation of mechanisms to track the movement of evacuees, resources, household pets, individuals with disabilities or other access and functional needs with their service animals, medical equipment, and luggage.</li> <li>Provides mass care support to survivors at embarkation, debarkation, and reception centers; evacuation transportation hubs; and post-decontamination areas to make sure that basic needs are met, including hydration, feeding, tracking, medical needs, and information.</li> <li>Identifies, requests, and acquires transportation resources for the delivery of life-sustaining supplies and services to the affected area(s).</li> </ul>
<b>Fatality Management Services</b>	<ul style="list-style-type: none"> <li>Provides mechanisms to support notification/transportation of family members to make appropriate arrangements for deceased relatives.</li> <li>Provides support and funding for crisis counseling services to the bereaved, as well as for local, state, tribal, territorial, and insular area crisis counseling programs.</li> <li>Acquires and manages resources, supplies, and services from partners via contracts, mission assignments, interagency agreements, and donations.</li> </ul>

## **Section V: Operational Capabilities**

The following table lists the operational functions that both the primary agency and supporting agencies most directly support for ESF 6:

<b><u>PRIMARY AGENCY</u></b>	<b>Operational Capabilities</b> – Department of Public Health and Human Services serve as the primary agency. The operational functions for the primary agency may include the following:
<b>Montana Department of Public Health and Human Services</b>	<ul style="list-style-type: none"> <li>Assesses the impacts of disasters to social systems in general with particular attention to the aging, veterans, persons with disabilities and other people with accessible functional needs, youth, institutions, welfare recipients, refugees, and repatriates from outside the U.S.</li> <li>Coordinates with county human services departments for the implementation of a comprehensive program of emergency assistance to families following a disaster, including the continued</li> </ul>

	<p>delivery of public assistance and other human services program assistance.</p> <ul style="list-style-type: none"> <li>• Coordinates with Montana Voluntary Organizations Active in Disasters (MTVOAD) and non-profit organizations to ensure that the immediate, mass care and long-term recovery needs of disaster victims are addressed.</li> <li>• Provides trained personnel to assist with food distribution, emergency sheltering, coordination with volunteer agencies, and outreach activities to determine unmet needs.</li> <li>• Coordinates the activities necessary to provide the staff, supplies and facilities to deliver mental health and crisis counseling services to disaster victims.</li> <li>• Monitors and/or assists in the administration of FEMA’s Individual and Households Program (IHP) following federal Individual Assistance declarations</li> <li>• Provides technical assistance related to food safety issues.</li> <li>• Monitors and/or assists in the administration of the United States Department of Agriculture’s (USDA) Food and Nutrition Service (FNS) Disaster Supplemental Nutrition Assistance Program for major disasters.</li> </ul>
<b><u>SUPPORTING AGENCIES</u></b>	<b>Operational Functions</b> – The operational functions for the supporting agencies may include the following:
<b>Montana Department of Administration</b>	<p><b>Architecture and Engineering</b></p> <ul style="list-style-type: none"> <li>• Provides technical assistance and construction management resources and support.</li> </ul> <p><b>General Services Division/Real Property</b></p> <ul style="list-style-type: none"> <li>• Provides technical assistance, contract management, procurement, project management, and real estate services and support.</li> </ul> <p><b>Local Government Services</b></p> <p><i>Technical assistance to local government leadership:</i></p> <ul style="list-style-type: none"> <li>• Identification of Emergency Reserve Funds.</li> <li>• Evaluation of local government financial ability to pay for disaster expenses.</li> <li>• Maintenance of financial records of disaster-related costs.</li> <li>• Management of local expectations for state and/or federal assistance.</li> <li>• Debris management strategies, plans, and contracts.</li> <li>• Identification of possible sources of financial assistance to support local recovery.</li> <li>• Development of long-term community redevelopment strategies.</li> </ul> <p><i>Establishment of State-Local or FEMA-State Disaster Recovery Centers (DRCs):</i></p> <ul style="list-style-type: none"> <li>• Coordination with local officials to ensure DRCs are staffed with representatives of agencies/organizations having programs or resources to assist individuals, families, or businesses.</li> </ul>

	<ul style="list-style-type: none"> <li>• Management of DRC operations, including space acquisition, ADA accessibility, staffing, access, security, communications, logistics and public messaging.</li> </ul> <p><i>Support of local government economic redevelopment efforts:</i></p> <ul style="list-style-type: none"> <li>• Mobilization of state government resources in support of local economic recovery goals.</li> <li>• Identification of possible sources of financial assistance to support long-term reconstruction and redevelopment efforts.</li> <li>• Technical assistance with development of economic recovery priorities, objectives, plans and strategies, including restoring and sustaining the community’s pre-disaster tax base.</li> <li>• Assistance with development of strategies for preserving the business community (short-term survival of business sector is essential to long-term economic recovery), including engaging Chamber of Commerce, economic development agencies and other stakeholders.</li> </ul> <p><b>Governor’s Office of Community Service</b></p> <ul style="list-style-type: none"> <li>• Provides a comprehensive array of technical assistance and support services to community service organizations and national service programs in Montana.</li> <li>• Works to promote and expand volunteer opportunities for all Montanans.</li> </ul>
<p><b>Department of Agriculture</b></p>	<ul style="list-style-type: none"> <li>• Supports Food Safety Modernization Act (FSMA) and Produce Safety Rule (PSR) compliant training, education, outreach, technical assistance, and enforcement as it relates to Montana’s produce industry.</li> </ul>
<p><b>Montana Department of Corrections</b></p>	<ul style="list-style-type: none"> <li>• Provides shelter for emergency or disaster victims at correction facilities, as possible.</li> </ul>
<p><b>Montana Department of Justice</b></p>	<p><b>Highway Patrol</b></p> <ul style="list-style-type: none"> <li>• Conducts evidence collection and analysis of all intentional human-caused related crime scenes.</li> <li>• Supports local and tribal law-enforcement with crowd control.</li> <li>• Supports local death scene investigations and evidence recovery.</li> <li>• Responds to acts of criminal mass victimization (i.e., mass violence or domestic or international terrorism) and coordinates with local, tribal, and federal law enforcement agencies.</li> <li>• Provides guidance, promulgates regulations, conducts investigations and compliance reviews, and enforces civil rights laws, including their general application to emergency management and specific application to mass care services, such as the Americans with Disabilities Act, Section 504 of the Rehabilitation Act, and the Civil Rights Act of 1964.</li> <li>• Assists in providing evacuation and traffic control from impacted areas in coordination with local authorities and provide for road closures as needed during emergency operations.</li> </ul> <p><b>Forensic Science Division: Medical Examiner System</b></p>

	<ul style="list-style-type: none"> <li>• Determines cause and manner of death, identify bodies, document injuries, and detect the presence of disease.</li> <li>• Provides technical assistance concerning identification of the deceased consistent with cultural sensitivity practices.</li> </ul> <p><b>Office of Victim Services</b></p> <ul style="list-style-type: none"> <li>• Provides tools and information to help victims from an intentional human-caused incident recover from their experience and provide them with a range of services as they go through the justice system</li> </ul> <p><b>Missing Persons Clearinghouse</b></p> <ul style="list-style-type: none"> <li>• Assists law enforcement agencies in entering the necessary information into state and national databases, and in identifying missing and unidentified persons</li> </ul> <p><b>Montana Analysis &amp; Technical Information (MATIC)</b></p> <ul style="list-style-type: none"> <li>• Designated by the Governor as the fusion center in Montana.</li> <li>• A focal point for the collection, analysis, and dissemination of public safety and threat related information for the purposes of decision making for local, state, federal, and tribal partners while ensuring the rights and privacy of citizens.</li> <li>• Provides relevant information on criminal activity and credible threats that could potentially threaten public safety and critical infrastructure security to appropriate partners.</li> </ul>
<p><b>Montana Department of Labor and Industry</b></p>	<p><b>Employment Relations</b></p> <ul style="list-style-type: none"> <li>• Provides technical assistance related to worker safety and health issues.</li> </ul> <p><b>Division of Insurance</b></p> <ul style="list-style-type: none"> <li>• Provides representative as needed to give advice and assistance to disaster victims.</li> <li>• Provides consumer protection services and investigate complaints against insurance companies doing business in the State of Montana.</li> </ul> <p><b>Business Standards Division</b></p> <ul style="list-style-type: none"> <li>• Provides regulatory professional licensing waivers and exemptions during emergencies.</li> </ul>
<p><b>Montana Department of Livestock</b></p>	<ul style="list-style-type: none"> <li>• Provides technical assistance and subject matter expertise regarding livestock response issues.</li> </ul>
<p><b>Montana Department of Military Affairs</b></p>	<p><b>Army and Air National Guard</b></p> <p><i>Upon approval by the Governor:</i></p> <ul style="list-style-type: none"> <li>• Provides logistical support to SECC and transportation capacity to move essential resources, injured and sick people when requested.</li> <li>• Supports humanitarian aid missions when requested.</li> </ul> <p><b>Disaster and Emergency Services Division</b></p> <ul style="list-style-type: none"> <li>• Coordinates National Guard assistance, when requested and upon approval by the Governor.</li> <li>• Coordinates and/or deploys personnel to fill positions in operations centers and on emergency response teams and other entities, as necessary.</li> </ul>

	<ul style="list-style-type: none"> <li>• Works with designated local, state, tribal, NGOs, and private sector agencies for mass care in planning, preparedness, and response activities to include exercise participation.</li> <li>• Coordinates emergency-related response and recovery functions related to mass care, emergency assistance, emergency sheltering, and human services.</li> <li>• Coordinates international and domestic offers of mass care, emergency assistance, emergency sheltering, and human services-related assistance and support.</li> <li>• Provides assistance in the allocation and prioritization of mass care, emergency assistance, emergency sheltering, and human services resources.</li> <li>• Coordinates the prevention, protection, mitigation, response, and recovery actions among mass care, emergency assistance, emergency sheltering, and human services stakeholders at state and local levels.</li> <li>• Provides equipment and personnel as needed for immediate lifesaving response operations.</li> <li>• Assists in coordinating the provision of temporary emergency power to critical facilities (e.g., hospitals, water treatment plants, shelters, fire stations, police stations).</li> <li>• Coordinates EMAC, Federal, and International offers of mass care, emergency assistance, emergency sheltering, and human services support.</li> <li>• Coordinates and/or provides situational awareness regarding mass care, emergency assistance, emergency sheltering, and human services.</li> </ul>
<p><b>Montana Department of Transportation</b></p>	<ul style="list-style-type: none"> <li>• Provides technical assistance to local and tribal entities in determining the most viable transportation networks to, from, and within the incident area, as well as availability of accessible transportation in support of mass care, emergency assistance, emergency sheltering, and human services.</li> <li>• If available, identifies and provides appropriate personnel and equipment to assist in emergency removal of debris, demolition, repair of roads and bridges, and temporary repair of essential public facilities.</li> <li>• Controls Ingress and Egress of Public Transportation Systems in support of mass care, emergency assistance, emergency sheltering, and human services.</li> </ul>