

Emergency
Support
Function

2016

Annex # 6
Mass Care, Emergency
Assistance, Housing, & Human
Services



Authorization & Concurrence:

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.

Approved: _____

Date: _____

Table of Contents

Record of Changes	2
Record of Concurrence	3
<i>Section I: Agencies</i>	5
<i>Section II: Purpose & Scope</i>	5
Purpose:	5
Scope:	5
<i>Section III: Assumptions & Relationships</i>	6
Situation	6
Local, Tribal, & State Government	7
Private Sector/Nongovernmental Organizations	7
<i>Section IV: Core Capabilities</i>	8
<i>Section V: Operational Functions</i>	14

Section I: Agencies

Coordinating Agency:

Montana Disaster & Emergency Services

Primary Agency:

Department of Public Health & Human Services

Support Agencies:

Montana Disaster & Emergency Services
Montana Governor's Office of Community Service
Montana Department of Commerce
Local & Tribal Emergency Response Managers
Non-Governmental Organizations
Volunteer Organizations

Section II: Purpose & Scope

Purpose:

This Montana Department of Public Health and Human Services (DPHHS) Emergency Support Function #6 *Mass Care, Emergency Assistance, Temporary Housing, and Human Services* (ESF#6) Plan is written as a provisional planning document for the DPHHS Emergency Operations Plan (EOP) to meet the emergency response requirements assigned by the State through the *Montana Emergency Response Framework (MERF)*, maintained by the Montana Disaster Emergency Services (DES). This plan is supported by other EOP annexes, standard operating procedures (SOP), guides, and other planning elements.

Scope:

This annex provides guidance and information to coordinate support for local, tribal, state, and volunteer organizations to address the delivery of non-medical services and programs to assist Montanans threatened by potential or actual disasters (MERF, 2012, pg. 40). Although DPHHS is the primary coordinating agency for ESF#6, its activities are heavily dependent on the resources and services offered by other emergency response partners.

The emphasis of this plan is to provide a framework for addressing temporary and short-term support to response and assistance operations for emergencies and disasters which necessitate mass care, emergency assistance, temporary housing, and other human services. DPHHS is not capable of providing all of the services defined under ESF#6, but rather coordinates assistance with providing those prescribed needs of an emergency or disaster. This plan does not define or supplant any emergency operating procedures or responsibilities for any other agency or organization, including the support agencies defined in the MERF and here-in.

The development of this plan is governed by the principle of all-hazards planning, pertains only to DPHHS, and is not limited by the nature of any particular emergency or disaster event. This approach allows the flexibility for DPHHS to respond with equal effectiveness to all events, hazards, emergencies, and disasters or other events that affect public health and the recovery of essential human services in Montana.

The ultimate responsibility for provision of ESF#6 services rests with the local government. This plan can be used to support ESF #8 Public Health and Medical Services operations. Other agencies with State assigned ESF duties might also need ESF#6 assistance. The DES SECC coordinates such situations.

Section III: Assumptions & Relationships

Assumptions

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

- 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
- 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)

Relationships

This section describes how ESF #6 relates to other elements of the whole community. Basic concepts that apply to all members of the whole community include:

Situation

Montana is vulnerable to several hazards that could result in the need for state government agencies to provide assistance to local and tribal government responders. These hazards include, but are not limited to, wildfires, earthquakes, floods, HazMat incidents, communicable disease outbreak or other public health events, and severe weather. The MERF outlines the breadth of vulnerability to hazards endemic to Montana.

Victims of disasters or emergencies might be forced from their homes depending on such factors as time and extent of the occurrence, area demographics, economic conditions, building construction, and existing environmental conditions. Family members might be separated immediately following an emergency or disaster. Transient individuals, such as tourists, travelers, students, and the pre-disaster homeless, could be involved. Food and relief items could become scarce or compromised. A disaster could also adversely affect persons considered at-risk or having functional needs, including those with pre-existing disabilities, creating a need for medical supplies, medicines, human services, or economic support to survive.

Local, Tribal, & State Government

Local, state, and tribal area governments are responsible for the welfare of those who reside in their jurisdictions. State and territorial governments are usually organized using the ESF structure; however, local and tribal area jurisdictions may not address all of the components of ESF #6 or may have adopted a different emergency response structure.

At the local level, government agencies, NGOs, and the private sector coordinate ESF #6 activities to meet the immediate needs of disaster survivors. When the impact of the incident exceeds local resources, the state may provide additional support. Resources from NGOs and the private sector may augment local response capabilities. When these resources are insufficient, state assistance may be requested through Montana DES. Other local and state departments and agencies may also respond under their own authorities to provide assistance to the affected community.

Local, state, and tribal area governments have obligations under civil rights laws to ensure equal opportunity for individuals with disabilities and others with access and functional needs when providing mass care services.

DPHHS will work closely in its ESF #6 responsibilities with other public and private agencies 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 ESF #6 response activities, as vulnerable or at-risk people having functional health needs beyond their capability to maintain during an emergency.

Private Sector/Nongovernmental Organizations

NGOs, together with academia and the private sector, are integral elements of the whole community response, coordinating with local, state, and tribal, 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, state, and tribal points of contact. 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.

Local, state, and tribal and agencies coordinate with NGOs and the private sector to support the management of unsolicited donated goods and services and unaffiliated volunteers and organizations. These resources, when incorporated effectively into the whole community response, can help accelerate the recovery of individuals, households, and communities.

Section IV: Core Capabilities

The following table focuses on the response core capabilities that ESF #6 most directly supports, including the related ESF #6 actions. Though not listed in the table, all ESFs, including ESF #6, support the core capabilities of Planning, Operational Coordination, and Public Information and Warning.

Core Capability	ESF #6 – Mass Care, Emergency Assistance, Housing, & Human Services
Mass Care Services	<p>General: ESF #6 coordinates resources for mass care services in support of local, state, tribal, territorial, NGOs, and the private sector.</p> <ul style="list-style-type: none"> • Supports local and tribal area governments and NGOs in the coordination and provision of mass care, emergency assistance, temporary housing, and human services resources, programs, and services. • Provides life-sustaining services to the affected population, including hydration, feeding, and sheltering, as well as support for reunifying families. • Supports the establishment, management, and operation of congregate and non-congregate care facilities. • Coordinates with local and tribal area governments and NGOs to facilitate the return of evacuees to their pre-disaster or alternate locations. • Develops an initial temporary housing strategy to transition survivors from congregate to non-congregate care alternatives and provides relocation assistance or interim housing solutions for households unable to return to their pre-disaster residence. • Anticipates and identifies current and future ESF #6 requirements in coordination with local, state, and tribal, NGOs, and private sector partners.

Core Capability	ESF #6 – Mass Care, Emergency Assistance, Housing, & Human Services
<p style="text-align: center;">Mass Care Services (continued)</p>	<ul style="list-style-type: none"> • 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. • Provides general care for separated/unaccompanied minors until they are placed in the care of appropriate authorities. • Supports nontraditional congregate care facilities. • Provides technical assistance for the development of local, state, tribal, NGO, and private sector operational plans for mass care, emergency assistance, temporary housing, and human services. <p>Mass Care: ESF #6 coordinates resources and mass care in support of local, state, tribal, NGOs, and the private sector.</p> <ul style="list-style-type: none"> • Sheltering: Provides life-sustaining services in congregate facilities that provide a safe, sanitary, and secure environment for individuals and households displaced by disasters. Also includes support to survivors sheltering in place and in ESF #8 medical shelters. • Feeding: Provides feeding services at fixed sites and distribution sites and through mobile feeding units. ESF #6 works in concert with ESF #11 and local, state, and tribal governments; NGOs; and the private sector to acquire, prepare, cook and/or distribute food and food supplies. Additional support may include the provision of technical assistance for the development of state feeding plans. • Distribution of Emergency Supplies: Acquires and delivers life-sustaining resources, hygiene items, and clean-up items to meet the urgent needs of disaster survivors. Additional support includes transportation, warehousing, equipment, technical assistance, and other mission-critical services. • Reunification: Provides facilitated assistance for children separated from their parent(s)/legal guardian(s), as well as adults from their families, due to disaster. Supports reunification efforts at the local, state, territorial, and/or tribal levels with technical assistance. <p>Emergency Assistance: ESF #6 coordinates resources and emergency assistance in support of local, state, tribal, NGOs, and the private sector.</p> <ul style="list-style-type: none"> • Voluntary Agency Coordination: Facilitates the coordination of NGOs, places of worship, and the private sector to ensure that capabilities, resources, and services are integrated into local, state, tribal, territorial, and insular area response • Essential Community Relief Services: Coordinates and delivers debris removal from disaster survivor residences; sandbagging; mud-out; tear-out; chainsaw work; warehouse management; transportation and distribution coordination; childcare services; emotional and spiritual care and counseling; financial assistance; financial counseling; disaster-related case work and case management; and other essential services

Core Capability	ESF #6 – Mass Care, Emergency Assistance, Housing, & Human Services
<p style="text-align: center;">Mass Care Services (continued)</p>	<ul style="list-style-type: none"> • Mass Evacuation: Supports affected and host jurisdiction mass evacuation activities, including provision of mass care services and tracking the movement of evacuees, their household pets, service animals, and medical equipment. Deploys resources to support affected and host jurisdiction evacuation operations to include mass evacuation tracking system kits and staff to provide technical assistance. In coordination with ESF #8, provides mass care services to medical patient evacuees. (Note: Evacuees who have chronic medical conditions may be evacuated with the general population. For evacuation of patients, refer to ESF #8.) • Disability and Other Access and Functional Needs Support: Coordinates and provides equipment, supplies, and services required to assist children and adults with disabilities and others with access and functional needs to maintain their independence. • Household Pets and Service Animals: Coordinates and provides rescue, transportation, shelter, reunification, care, and essential needs of household pets and service animals during response operations to ensure their safety and well-being. Service animals are not pets and may not be separated from the individual with a disability or other access and functional need; service animals should be permitted anywhere the public goes. • Nonconventional/Transitional Sheltering: Provides resources and technical assistance in support of local, state, tribal, and NGOs when traditional sheltering is not available or feasible or when the impact of the disaster is of such magnitude that extended shelter operations are required. <p>Temporary Housing Temporary Housing provides assistance to address the housing needs of individuals and families.</p> <ul style="list-style-type: none"> • Temporary Roof Repair: Quick repairs to damaged roofs on private homes that allow residents to return to and remain in their own homes while making permanent repairs. • Repair Program: Provides financial assistance to homeowners or landlords for the repair of their primary residence, utilities, and residential infrastructure. • Replacement Program: Provides financial assistance to homeowners to assist with the replacement of their destroyed primary residence. • Housing Resource Databases: Identifies housing resources from the private sector and other State agencies available to disaster survivors, including physically accessible housing options. • Rental Assistance: Provides financial assistance to eligible disaster survivors for the rental of a housing resource.

<p>Core Capability</p>	<p>ESF #6 – Mass Care, Emergency Assistance, Housing, & Human Services</p>
<p>Mass Care Services (continued)</p>	<ul style="list-style-type: none"> • Transportation to Other Locations: Assists individuals and families relocating outside of the disaster area to locations where short- or long-term housing resources are available. Transportation services may also include returning survivors to their pre-disaster location. • Direct Financial Housing: Makes payments directly to landlords for a rental resource on behalf of disaster survivors. • Hotel/Motel Program: Provides temporary accommodations for eligible displaced survivors unable to return to their pre-disaster primary residence. • Direct Housing Operations: Provides temporary housing units to survivors when other housing resources are not available. Units provided are appropriate to the needs of the community and include units accessible to those with disabilities and others with access and functional needs. • Mortgage Relief: Issues moratoriums on foreclosures of federally insured loans. Loan servicers provide special forbearances, loan modifications, refinancing, and waivers of late charges. <p>Human Services</p> <p>Human Services provides assistance to address the non-housing needs of individuals and families.</p> <ul style="list-style-type: none"> • Crisis Counseling: Provides crisis counseling, mental health services, and other similar immediate, short-term psychological assistance to disaster survivors. • Disaster Case Management: Assists eligible survivors with developing and carrying out a disaster recovery plan. Streamlines assistance, prevents duplication of benefits, and provides an efficient referral system. • Legal Services: Provides low-income survivors with free legal advice. • Unmet Needs: Helps disaster survivors with medical, dental, funeral, personal property, transportation, moving/storage, and other expenses. • Supplemental Nutrition Assistance: Provides eligible households with supplemental nutrition assistance through established programs when income is lost due to a declared disaster. • Tax Relief: State, territorial, and Federal governments provide reimbursement or tax relief to survivors with substantial verified disaster-caused losses.

Core Capability	ESF #6 – Mass Care, Emergency Assistance, Housing, & Human Services
Mass Care Services (continued)	<ul style="list-style-type: none"> • Unemployment Assistance: Provides survivors who have lost their jobs due to a disaster with unemployment benefits.
Logistics & Supply Chain Management	<p>ESF #6 coordinates essential resources and tasks relative to mass care, emergency assistance, housing, and human services in support of local, state, tribal, NGOs, and the private sector.</p> <ul style="list-style-type: none"> • Assesses the need for and coordinates the provision of life-sustaining ESF #6 services, resources, and supplies from government agencies, NGOs, and the private sector. • Gathers, assesses, prioritizes, coordinates, and communicates resource requirements. • Provides subject matter expertise to identify resource requirements to meet the life-sustaining needs of disaster survivors and their household pets and service animals. • Gathers, assesses, prioritizes, and communicates relevant information. • Communicates plans, requirements and strategies to core capability providers. • Acquires and manages resources, supplies, and services from core capability providers via contracts, mission assignments, inter-agency agreements, and donations.
Public Health, Healthcare, & Emergency Medical Services	<p>ESF #6 coordinates essential resources and tasks relative to public health, healthcare, and emergency medical services in support of local, state, tribal, NGOs, and the private sector.</p> <ul style="list-style-type: none"> • Identifies and communicates requirements for life-saving and life-sustaining needs of disaster survivors and household pets and service animals. • 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. • Gathers, assesses, prioritizes, coordinates, and communicates public health and medical requirements of survivors and their household pets and service animals in congregate care facilities to core capability providers. • Gathers, assesses, prioritizes, and communicates relevant public health and medical needs information to survivors in facilities where mass care services are provided. • Communicates plans, requirements, and strategies to core capability service providers. • Acquires and manages resources, supplies, and services from core capability service providers via contracts, mission assignments, interagency agreements, and donations.

Core Capability	ESF #6 – Mass Care, Emergency Assistance, Housing, & Human Services
<p style="text-align: center;">Critical Transportation</p>	<p>ESF #6 coordinates essential resources and tasks relative to critical transportation in support of local, state, tribal, NGOs, and the private sector.</p> <ul style="list-style-type: none"> • Supports the collection, analysis, dissemination, and reporting of transportation infrastructure damage from ESF #6 service delivery sites. • Identifies, requests, and acquires transportation resources for the delivery of life-sustaining supplies and services to the affected area(s). • Identifies and provides critical transportation for survivors with disabilities and others with access and functional needs. • 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. • 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. • Provides resources, subject matter expertise, and coordination with other FEMA components and ESF #6 partners to support mass evacuation activities and ensure the safe evacuation of household pets and service animals. (Note: Evacuees who have chronic medical conditions may be evacuated with the general population. For evacuation of patients, refer to ESF #8.) • Provides resources for the care of survivors evacuating from the affected area. • Communicates plans, requirements, and strategies to core capability service providers. • Acquires and manages resources, supplies, and services from core capability service providers via contracts, mission assignments, interagency agreements, and donations.
<p style="text-align: center;">Fatality Management Services</p>	<p>ESF #6 coordinates essential resources and tasks relative to fatality management services in support of local, state, tribal, NGOs, and the private sector</p> <ul style="list-style-type: none"> • Provides mechanisms to support notification/transportation 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. • Provides transportation and mass care services for survivors reuniting with deceased family members.

Core Capability	ESF #6 – Mass Care, Emergency Assistance, Housing, & Human Services
Fatality Management Services (continued)	<ul style="list-style-type: none"> • Communicates plans, requirements, and strategies to core capability service providers. • Acquires and manages resources, supplies, and services from core capability service providers via contracts, mission assignments, interagency agreements, and donations

Section V: Operational Functions

Tribal and local emergency managers, supported by NGO and volunteer relief agencies, provide initial responses to the needs of emergency and disaster victims. When local resources and disaster coordination needs are exhausted, emergency managers will request assistance from the State. Local authorities retain responsibility for all response and recovery operations.

DPHHS will conduct ESF#6 coordination operations according to the current policies, rules, and laws of Montana. It can do so proactively in response to incidents that could require coordination or resource assistance to tribal, local, or other State agencies. Also, the SECC can request ESF#6 activation as it coordinates broad responses to disasters and emergencies. DPHHS maintains situational awareness and can elevate its level of response when necessary.

This annex is supported by several standard operating procedures (SOP) and other EOP annexes to guide development of incident action plans. The operational functions of ESF#6 are Mass Care, Emergency Assistance, Temporary Housing, and Human Services. DPHHS coordinates or assists ESF#6 partners to fulfill these response operations areas.

Primary Agency	Operational Functions:
Montana Department of Public Health & Human Services	<p>Mass Care Mass Care involves the coordination of non-medical mass care services to include</p> <ul style="list-style-type: none"> • Disaster sheltering of victims • Feeding operations • Emergency first aid • Information exchange about victims to family members, and coordinating • Bulk distribution of emergency relief items <p>Emergency Assistance Emergency assistance that may go beyond the scope of traditional mass care services includes</p> <ul style="list-style-type: none"> • Evacuation • Tracking of evacuees

Primary Agency	Operational Functions:
<p>Department of Public Health & Human Services (continued)</p>	<ul style="list-style-type: none"> • Family reunifications, • Aid and services to special needs populations, • Emergency services for household pets and service animals, • Support to medical and nonconventional shelters, • Coordination of donated goods and services, and • Coordination of voluntary agency assistance <p>Temporary Housing Housing provides assistance for short- and long-term housing needs of victims, including</p> <ul style="list-style-type: none"> • Rental assistance • Repair • Loan assistance • Replacement • Factory-built housing • Semi-permanent and permanent construction • Referrals, identification and provision of accessible housing • Access to other sources of housing assistance <p>Human Services Human Services includes coordinating disaster response efforts such as</p> <ul style="list-style-type: none"> • Counseling • Recovery for non-housing losses and destroyed personal property • Food stamps • Expediting processing of new benefits claims such as unemployment and legal services • Services for persons with special needs

Supporting Agencies	Operational Functions:
<p>Montana Disaster & Emergency Services</p>	<p>Insert a statement or bullet point(s) on why this agency is designated to support the operational functions of Mass Care, Emergency Assistance, and Temporary Housing.</p>
<p>Montana Governor’s Office of Community Service</p>	<p>Insert a statement or bullet point(s) on why this agency is designated to support the operational functions of Emergency Assistance.</p>
<p>Montana Department of Commerce</p>	<p>Insert a statement or bullet point(s) on why this agency is designated to support the operational functions of Temporary Housing.</p>
<p>Local & Tribal Emergency Response Managers</p>	<p>Insert a statement or bullet point(s) on why this agency is designated to support the operational functions of Mass Care, Emergency Assistance, Temporary Housing, and Human services.</p>

Supporting Agencies	Operational Functions:
<p style="text-align: center;">NGO's/Volunteer Organizations</p>	<p>Organizations that utilize volunteers to assist emergency responders or to conduct their own activities can operate at the local, state, or national level. These organizations are independent of formalized emergency response operations, although they could be affiliated with Montana's Volunteer Organizations Active in Disasters (VOAD). State emergency preparedness planners and responders often encourage these organizations to participate and collaborate in planning, training, and exercise activities.</p> <p><i>Montana Chapter of the American Red Cross</i></p> <p>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).</p> <ul style="list-style-type: none"> • 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 VOAD, OCS, and other non-governmental organizations (NGO) 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 <p><i>Non-Governmental Organizations</i></p> <p>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.</p>