

Emergency Support Function 6

MASS CARE, EMERGENCY HOUSING, HUMAN SERVICES

Responsible Agencies

Primary Agency

American Red Cross

Supporting State Agencies

Massachusetts Emergency Management Agency

Massachusetts Department of Public Health

Massachusetts Department of Mental Health

Executive Office of Elder Affairs

Executive Office of Housing and Livable Communities

Department of Children and Families

Massachusetts Office on Disability

Department of Transitional Assistance

Department of Agricultural Resources

Massachusetts Commission for the Deaf and Hard of Hearing

Massachusetts Commission for the Blind

Department of Veterans' Services

Supporting Organizations

Massachusetts Voluntary Organizations Active in Disaster

Salvation Army

International Fund for Animal Welfare

1.0. INTRODUCTION

1.1. Purpose

The Emergency Support Function 6 (ESF-6) *Mass Care, Emergency Housing, Human Services Annex* provides guidance for coordinating state-level resources to support local and regional activities related to mass care, emergency housing, and human services during times of emergency.

1.2. Scope

This annex is applicable to the agencies and departments of the Commonwealth of Massachusetts as well as affiliated response partners that may be involved in disaster response activities related to emergency sheltering, mass feeding, emergency housing, distribution of relief supplies, and human services for impacted populations.

ESF-6 functions are centered on three main areas:

- Mass Care - includes coordination of emergency sheltering, feeding, reunification of survivors and families, and bulk distribution of emergency relief items.
- Emergency Housing - coordination of temporary and short-term emergency housing, including rental, repair, identification and provision of safe, secure, functional, and physically accessible housing and access to other sources of temporary housing assistance.
- Human Services – Implementation of disaster assistance programs to help survivors recover their non-housing losses, such as emergency Supplemental Nutrition Assistance Program (SNAP) benefits, disaster unemployment, crisis counseling resources, and other services.

1.3. Policies

As an incident requires, or at the direction of the Massachusetts Emergency Management Agency (MEMA)/State Emergency Operations Center (SEOC) Director, ESF-6 will be activated to coordinate resources to support activities related to mass care response efforts in the Commonwealth, to include emergency shelter, mass feeding, emergency housing, and human services. ESF-6 lead and support agencies will support operations in-person at the SEOC.

ESF-6 will support government agencies, voluntary agencies and non-governmental organizations, and other ESFs in addressing the needs of individuals with access and functional needs. These individuals may include (but are not limited to) those who have disabilities, who live in institutional settings, who are older adults, who are from diverse

cultures, who have limited English proficiency or are non-English-speaking, who are children, or who are transportation disadvantaged.

2.0 SITUATION AND ASSUMPTIONS

2.1. Situation

Natural, technological, and human-caused disasters may require the evacuation of people from a hazard or an immediate threat resulting in the need for mass care, sheltering, feeding, emergency housing, distribution of relief supplies, and related mass care support operations. Local resources in impacted areas may be damaged or inaccessible. Key response personnel may be directly impacted by the disaster and local jurisdictions may be overwhelmed beyond their capacity to respond effectively. The number of individuals requiring emergency housing assistance in Massachusetts may begin to exceed the capability of local communities and agencies normally involved with housing assistance. In these situations, local communities may need mass care resources from local mutual aid partners or the State to respond to their community's needs prior to, during and after an emergency.

2.2. Planning Assumptions

- An incident may cause significant population displacement when evacuation of at-risk areas is implemented as a protective measure or because of actual impacts from a disaster.
- Up to ten percent of displaced residents may require emergency shelter, following a disaster.
- Some displaced residents may have a disability or other Access and Functional Need (AFN) and may require additional assistance.
- Demand on local resources in anticipation of a significant threat to the safety of the public may overwhelm local and state capacity and capabilities. In addition, local resources may be damaged or unavailable in a significant emergency.
- Demand for services will vary greatly depending upon the impacts of the emergency. ESF-6 may receive requests from a single community or multiple communities statewide.
- Mass care and sheltering is the primary responsibility of local communities, who will take reasonable steps to provide for the care and welfare of their residents in the event of an emergency.
- Cities and towns have emergency management resources, plans, and procedures to support mass care and sheltering response efforts.
- Mass care services will be locally or regionally based.

- Wherever possible, mass care services will build upon established service networks such as Aging Services Access Points (ASAPs), local Councils on Aging (COAs), home delivered meals programs, community centers, and other social service programs serving the impacted area.
- All local, regional, or state supported shelter facilities will welcome and support all residents to include those with access and functional needs.
- Needs for short-term, temporary emergency housing may outstrip local, regional, and state resources.
- ESF-6 will coordinate resources and share expertise to support local mass care and sheltering efforts. Federal assistance may be requested to support state and local efforts if an incident exceeds local and state capabilities.

3.0. CONCEPT OF OPERATIONS

3.1. General

This annex will be activated at the direction of the MEMA/SEOC Director or his/her designee when there is a potential for or actual disaster situation involving the need for mass care or sheltering in Massachusetts. MEMA will notify the primary agency at the time of the State Emergency Operations Center (SEOC) activation to provide for overall coordination of ESF-6. All other agencies with responsibilities under ESF-6 will serve as support agencies. The primary agency will provide direction to and work in conjunction with the support agencies to cohesively coordinate all state level activities associated with ESF-6.

ESF-6 representatives at the SEOC will have extensive knowledge and expertise regarding the resources and capabilities of their respective agencies and will have access to the appropriate authority for committing necessary resources to support activities under this annex.

The SEOC Director, through the Operations Section Chief, will provide overall command and control of the SEOC during the incident. As the situation develops ESF-6 agencies will work collaboratively to support local jurisdictions based on their agencies' unique areas of expertise, resources, and authorities, to include the following:

- ESF-6 will coordinate mass care assistance to cities and towns through resource support, to include personnel, equipment, facilities, materials, supplies, and technical expertise.
- MEMA will coordinate with the American Red Cross (ARC) and other mass care stakeholders to maintain the Commonwealth's Mass Care and Shelter Coordination Plan (a functional annex to the State Comprehensive Emergency Management Plan), which will complement this annex.

- ESF-6 activities will support, but not supplant, existing local, state, or federal plans or policies relating to emergency sheltering, mass feeding, emergency housing, and human services.
- All local and state laws pertaining to emergency shelter, mass feeding, emergency housing, and human services apply to this annex.
- Mass care and human services assets will remain in the control of their respective agencies/organizations/jurisdictions.
- Local and state resources will be used in accordance with local and state plans, procedures, and authorities.
- Additional mass care resources required beyond local and state capabilities will be coordinated with Federal Emergency Support Function 6. All federal mass care responses to an incident must be requested by and are subordinate to the state's ESF-6 operations.
- Agencies and organizations with roles and responsibilities under ESF-6 will designate and deploy appropriate representatives to the SEOC as needed to coordinate the functions of ESF-6 on a 24-hour basis during activations.
- As requested, ESF-6 will collaborate with ESF-8 *Public Health and Medical Services* to coordinate resources to support the provision of medical and mental health services at shelters as appropriate.
- As needed, ESF-6 agencies will coordinate with ESF-2 *Communications* and other supporting ESFs to establish communications with facilities conducting mass care operations to facilitate information gathering and maintain situational awareness.
- ESF-6 will not release confidential information to the general public.
- ESF-6 will collaborate with ESF-11 *Agriculture, Animals and Natural Resource* to coordinate resources to support sheltering of household pets.

Depending on the size, scope, and complexity of the incident, the SEOC organizational structure may be expanded to maintain span of control. To accommodate this, ESFs may be aligned in appropriate Branches as described in the Massachusetts Comprehensive Emergency Management Plan (CEMP). In this scenario, ESF-6 will be organized under the Health and Human Services Branch.

3.2. Organization

- All personnel and activities associated with ESF-6 will operate under the Incident Command System.
- The American Red Cross (ARC) has been designated the primary agency for ESF-6.
- Each responsible agency/organization supporting this annex shall designate a minimum of two persons to serve as a representative for their respective agency/organization at the SEOC to support ESF-6 activities.

- Designated agency/organization representatives will have the capability and authority to reach back to their own agencies to request resources and obtain necessary information to support the response to the incident. They will also have extensive knowledge of the resources and capabilities of their respective agencies and access to the appropriate authorities for committing resources and capabilities.

3.3. Notification

MEMA will notify ESF-6 points of contact designated by each activated agency or organization to report to the State Emergency Operations Center for coordination and implementation of mass care, sheltering, emergency housing, and human services related requests for assistance.

Upon notification from MEMA, ESF-6 agency liaisons will report to the State Emergency Operations Center (SEOC) in person. Each ESF-6 agency or organization is responsible for securing sufficient staff to support and carry out activities associated with ESF-6 on an ongoing 24-hour operational basis.

3.4. Activities

Responsible agencies for ESF-6 should conduct the following actions:

a. Preparedness Actions

- MEMA will convene regular meetings of ESF-6 stakeholders and/or Emergency Support Function Team to review and update the ESF-6 annex and standard operating procedures.
- Develop and maintain internal agency operational plans and procedures to support ESF-6 activities.
- Maintain and update necessary and appropriate contacts with supporting agencies and organizations.
- Identify a list of organizations, including volunteer organizations that have resources to support mass care, emergency housing, and human services operations during a disaster.
- Designate appropriate staff to support SEOC operations and ensure staff availability for support agencies.
- Participate in exercises and training to test, validate, and provide working experience for ESF-6 liaisons on this annex and related procedures.

b. Response Actions

Pre-Impact

Upon receiving notification to report to the SEOC in preparation of an incident, ESF-6 agencies and organizations will complete the following actions commensurate with emergency priorities within the state and based on the availability of resources:

- Provide appropriate representatives to the SEOC in support of ESF-6.
- Maintain communications with the SEOC, obtain status reports, and keep the SEOC informed on the progress of any/all assigned tasks.
- Review existing plans and procedures.
- Ensure respective agency decision-makers associated with ESF-6 are kept informed of the situation.
- Monitor and track status of local/regional emergency shelter facilities through WebEOC and coordinate with ESF-11 *Agriculture, Animals and Natural Resources* to ensure human sheltering and household pet sheltering are co-located with or close to human shelters.
- Ensure staffing and supplies are adequate for identified shelter operations, including resources to support persons with access and functional needs.
- Mobilize and pre-position resources when it is apparent that state shelter and mass care resources may be required.
- Mobilize available resources for post-impact emergency housing and plan for expected emergency housing needs.
- Work with the Planning and Operations Sections to utilize information and data for response planning purposes.

Initial Response

- If not completed, provide an appropriate representative to the SEOC for support, either in-person
- Coordinate resources in support of shelter operations in accordance with each agency's disaster plans and deploy other assigned personnel as needed.
- Develop and prioritize strategies for initial response actions to include the mobilization of resources and personnel to support mass care, sheltering, feedings, emergency housing.
- Verify inventories of available resources and services that fall under the purview of this annex to include listings of all available resource providers used by ESF-6 agencies in disaster situations, to include private sector vendors. Provide a summary listing of these resources to the Operations and Planning Section Chiefs.

- Provide the SEOC Command and General Staff and ESF-8 *Public Health and Medical Services*, with a listing of shelter status, occupancy levels, unmet needs, and shelter conditions a minimum of once per operational period.
- Coordinate with ESF-8 *Public Health and Medical Services* to ensure that evacuees with access and functional needs and specialized health care needs can be supported in the appropriate setting.
- Establish communications with appropriate field personnel and MEMA Regional Emergency Operations Centers (REOCs) to coordinate response efforts and information flow with the SEOC.
- Maintain and update the WebEOC shelter board.
- Ensure appropriate staffing levels at the SEOC for ESF-6 to support the mission during each operational period.
- Implement cost accounting measures for tracking deployed personnel, equipment, materials, and other costs incurred in support of ESF-6 response actions during an incident.
- Coordinate resources to support temporary emergency sheltering, mass feeding and relief supplies, emergency housing, reunification, and human services.
- Support human services agencies' program delivery of services such as child welfare, care and reunification of unattended children, nutrition, and continuance of other support assistance.
- Coordinate with ESF-1 *Transportation* to coordinate shelter activities in relationship with evacuation activities.
- Coordinate with ESF-2 *Communications* to support communications for mass care facilities and sites.
- Coordinate with ESF-3 *Public Works and Engineering* and ESF-8 *Public Health and Medical Services* for the provision of sanitation services, and ongoing sanitary inspections at mass care, sheltering, and feeding sites.
- Coordinate with ESF-8 *Public Health and Medical Services* to:
 - Support medical and mental health services at shelters as needed.
 - Provision of medical support, prevention of communicable diseases, and other epidemiological and environmental health activities related to sheltering and feeding of impacted populations.
 - Deploy Massachusetts Volunteer Program (MVP) volunteers as requested to support mass care operations.
- Coordinate with ESF-12 *Energy* to determine power restoration timeline for areas with sheltering operations.
- Coordinate with ESF-15 *Public Information and External Affairs* to:

- Provide information to the public, industry, and local government on matters relating to mass care, sheltering, mass feeding, human services, and relief supplies.
- Provide information to shelter residents about how to access disaster assistance program information and services through Red Cross Service Centers, and Individual Assistance Programs through FEMA Disaster Recovery Centers/Tele-registration, as needed.
- Coordinate with ESF-7 *Volunteers and Donations* concerning protocols and procedures for volunteers and donated goods to support mass care, sheltering, and emergency housing.
- Coordinate with ESF-13 *Public Safety and Security*, for facility security resources to support mass care activities.
- Coordinate resources with ESF-11 *Agriculture, Animals and Natural Resources* to support animal sheltering.
- Coordinate with the SEOC Logistics Section Chief regarding state staging areas to stage resources as needed to support of shelter, mass care, and mass feeding sites.
- Coordinate with FEMA ESF 6 when federal resources are necessary to support mass care, shelter, emergency housing and/or human services.
- Provide data and situational awareness information related to mass care, sheltering, mass feeding, human services, emergency housing, and relief supplies to the SEOC Planning and Logistics Sections, as well as other ESFs that may require accurate data for response planning.
- Coordinate resources to assist communities in identifying populations in need of food, to ensure they are served.
- Coordinate with the SEOC Logistics Section Chief and ESF-7 *Volunteers and Donations* to distribute food to mass feeding sites.

Continuing Response

- Continue to monitor shelter occupancy levels and impacted populations needs and provide the SEOC Command and General Staff, and ESF-8 *Public Health and Medical Services*, with a daily listing of shelter status, occupancy levels, unmet needs, and shelter conditions.
- Coordinate with other ESFs represented in the SEOC to address issues related to sheltering, mass feeding, emergency housing, and human services.
- Continue to gather and provide situational awareness to the SEOC Planning Section.
- Provide mass care information to the SEOC Planning Section for the SEOC Roster for the next operational period and for ongoing Situational Awareness Statements.
- Identify available food supplies and materials from vendors and NGOs to support ongoing ESF-6 activities.

- Coordinate additional sheltering, mass feeding, emergency housing, bulk distribution of relief supplies and human services resources.
- Continue to coordinate resources to support sanitation and waste removal response efforts from shelter and mass feeding locations.
- Ensure that the ESF-6 desk at the SEOC is staffed on a continuous basis as determined by the SEOC Planning and Operations Section Chiefs.
- Ensure ESF-6 staff briefings are conducted during shift changes and at designated times throughout the event.
- On an ongoing basis, assess ESF-6 related priorities to meet the most critical needs.
- Coordinate the consolidation and/or demobilization of shelters, staff, resources (e.g., communications and law enforcement), and supplies as sheltering needs diminish.
- Assist with supporting human services agencies' (e.g., child welfare), with care and reunification of unattended children, nutrition, and other support assistance.

c. Recovery Actions

- Participate in after action meetings and/or draft recommendations for after action reports and other reports as appropriate.
- Coordinate resources to support the consolidation and/or closing of shelters and mass feeding sites, when appropriate.
- Coordinate the demobilization of ESF-6 personnel when appropriate to do so.
- Coordinate with the SEOC Recovery Section and ESF 14- Recovery to assist in determining long-term sheltering and emergency housing needs, mass feeding, and human services needs for impacted populations.
- Coordinate with support agencies to ensure financial tracking of all deployed assets and adequate cost accounting measures are being used. Generate summary reports and share with the SEOC.

d. Mitigation Actions

- Conduct assessments of ESF-6 capabilities to identify potential resource shortfalls.
- Develop plans to mitigate identified shortfalls of resources.

4.0. RESPONSIBILITIES

4.1. ESF-6 Primary Agency Responsibilities

- Regularly meet and coordinate with ESF-6 supporting agencies, to:
 - Maintain a list of critical contacts, noting any changes to MEMA
 - Identify ESF 6 specific assets which could be deployed during an emergency
 - Report any unmet needs to MEMA
- Staff the ESF-6 workstation at the SEOC.
- Identify which support agencies may be needed to support mission requests and take the necessary steps to ensure that support agencies are activated or placed on standby, as needed.
- Ensure that agencies assigned to ESF-6, in coordination with MEMA, are responding to assigned requests for assistance.
- Assist the SEOC Operations Section in identifying, prioritizing, and coordinating resource needs related to emergency sheltering, mass feeding, emergency housing and human services.
- Coordinate actions with appropriate partner organizations when performing missions related to emergency sheltering, mass feeding, emergency housing and human services.
- Serve as a liaison between MEMA REOCs and support agencies that have been activated to support emergency sheltering, mass feeding, emergency housing, and human services.
- Ensure the overall coordination and provision of situational awareness by ESF-6.
- Provide documentation, tracking and updates on requests for assistance.
- Coordinate with other ESFs to obtain information regarding organizations that may be able to supplement local and state resources for emergency sheltering, mass feeding, human services, and emergency housing needs.
- Coordinate recovery actions with ESF-14 *Recovery*.
- Ensure that necessary cost accounting measures are being used by all ESF-6 agencies and that summary reports are generated as needed and shared with Finance Section Chief.
- Coordinate with volunteer groups, and organizations that may be able to supplement local emergency sheltering, mass feeding, emergency housing and human services resources.
- Coordinate demobilization of ESF-6 when directed by MEMA.

- While Primary Agencies are designated in advance, this may be subject to change during an SEOC Activation, dependent on the specific circumstances and needs of the incident, and therefore the agency most appropriate to take the primary assignment.

a. American Red Cross

- The American Red Cross is an NGO that provides mass care and shelter support during emergencies. The ARC will act as the lead agency for mass care planning and response coordination with other non-governmental organizations.

4.2. ESF-6 Supporting Agency Responsibilities

- Provide support in directing, coordinating, and integrating the overall state efforts to provide mass care assistance to the affected areas.
- Develop and maintain a roster of agency personnel that staff ESF-6. Sufficient staffing will be available for 24 hours per day, seven days per week.
- Ensure the presence of resource materials in sufficient numbers in the ESF-6 location to include the following items:
 - List of opened shelters in each municipality with names and numbers of shelter managers, as available.
 - As requested, identify/share bulk food providers to include contact personnel and phone numbers as acquired from SEOC Logistics.
 - As requested, locations of all mass feeding sites and the name and contact information for managers.
 - Listing of all state and federal human services agencies active in the response.
- Coordinate activities with other ESFs.
- Provide input to the SEOC Planning Section for situational awareness products and SEOC briefings as required.
- Develop and maintain operating procedures for implementing the responsibilities assigned to ESF-6 in the Massachusetts CEMP.

a. Department of Transitional Assistance

- Coordinate emergency food stamp resources and provide general assistance to include cash assistance and Supplemental Security Income (SSI) Special Disaster Benefits.

b. Department of Children and Families

- Coordinate efforts to protect children in shelter environments during response and recovery. Coordinate supervision and care of unaccompanied minors until reunited with family members.

c. Executive Office of Elder Affairs

- Outreach and communication to impacted older adult populations.
- Coordinate resources to support individual feeding activities through home delivered and congregate meals.
- Assist in the placement of impacted older adults who cannot return to their normal living arrangements.
- Coordinate in-home services to eligible older adults through Aging Services Access Points (ASAPs).

d. Massachusetts Voluntary Organizations Active in Disaster

- Coordinate resources to support mass care response and recovery. Resources may include, but are not limited to the following:
 - Volunteer staff
 - Childcare
 - Feeding
 - Counseling
 - Disaster welfare inquiry
 - Clothing
 - Financial assistance
 - Warehousing and bulk distribution
 - Transportation
 - Damage assessment and building repair

e. Executive Office of Housing and Livable Communities

- Coordinate resources to assist impacted populations in finding short-term and long-term housing.

f. International Fund for Animal Welfare

- Coordinate with ESF-11 *Agriculture, Animals and Natural Resources* to support animal needs in disaster situations, including animal shelters serving local and regional mass care shelters.

g. Massachusetts Department of Public Health

- Coordinate public health and medical support for evacuation and sheltering operations with local boards of health, health care facilities, Emergency Medical Services (EMS) and partnering agencies.

h. Massachusetts Department of Mental Health

- Coordinate crisis counselling services to impacted populations and emergency responders.

i. Massachusetts Office on Disability

- Coordinate information and resources to support individuals with access and functional needs impacted by the disaster.

j. Massachusetts Department of Agricultural Resources (MDAR)

- Serves as lead agency for animal sheltering and coordination.
- Coordinates veterinary resources to monitor the health of rescued animals and those in emergency shelters.

k. Massachusetts Commission for the Deaf and Hard of Hearing (MCDHH)

- Support the deaf and hard of hearing community through access to American Sign Language (ASL) interpreters, Communication Access Real-Time Translation (CART) referral services, and case management services.

l. Massachusetts Emergency Management Agency

- Coordinate provision of mass care and shelter services with ESF-6 agencies, community, and regional shelter planners, and Federal ESF 6.
- Facilitate regular review and update of the ESF-6 Annex according to the MEMA Planning Cycle.

m. Department of Veteran's Services

- Provide information on state and federal veterans' benefits and resources to veterans and their dependents to include housing, employment, and health programs.

n. Salvation Army

- Provide clothing and feeding services at mass care shelters and other sites.
- Provide spiritual and emotional support.

4.3. Other Agencies

Other agencies not explicitly covered in this annex may have authorities, resources, capabilities, or expertise required to support ESF-6 activities. These agencies may be requested to provide support as needed.

5.0. ADMINISTRATION AND LOGISTICS

5.1. Staffing

As required by Massachusetts Executive Order 144, all ESF-6 stakeholders must designate at least two personnel to act as SEOC liaisons. These liaisons should be knowledgeable about the resources and capabilities of their respective agencies and have access to the appropriate authorities for committing said resources and capabilities.

5.2. Mutual Aid

The process for requesting mutual aid from entities either within or outside of Massachusetts is described in the "Mutual Aid" section of the Massachusetts CEMP .

5.3. Annex Review and Maintenance

This annex will be reviewed and revised by participating agencies and organizations on a regular basis in accordance with the Emergency Management Program Administrative Policy. MEMA's Planning Unit will provide administrative support for the review process, including coordinating and facilitating stakeholder meetings, compiling, and distributing meeting notes, and updating the plan.

6.0. AUTHORITIES AND REFERENCES

6.1. Authorities

- Massachusetts Executive Order 144
- 36 U.S. Code, Chapter 3001, The American National Red Cross
- Public Law 93-288, as amended by Public Law 100-707, Robert T. Stafford Disaster Relief and Emergency Assistance Act, November 23, 1988

6.2. References

- Massachusetts Comprehensive Emergency Management Plan
- MEMA – ARC Memorandum of Understanding
- SEOC ESF SOP Guidance Document
- Statewide Mass Care and Shelter Coordination Plan
- Massachusetts Statewide Evacuation Coordination Plan
- Critical Transportation Needs Plan
- Hazard Identification and Risk Assessment
- State Hazard Mitigation and Climate Adaptation Plan
- Massachusetts Radiological Emergency Response Plan
- Massachusetts Statewide Sheltering Strategy