



## Emergency Support Function 6 Mass Care, Emergency Assistance, Housing, & Human Services



### Coordinating Agency

West Virginia Department of Health and Human Resources (WVDHHR)

### Primary Agency

West Virginia Voluntary Organizations Active in Disasters (WVVOAD)

### Support Agencies and Organizations

West Virginia Department of Military Affairs and Public Safety (WVDMAPS)  
 West Virginia Bureau of Senior Services (WVBSS)  
 West Virginia Department of Agriculture (WVDA)  
 West Virginia Department of Education (WVDE)  
 West Virginia Department of Transportation (WVDOT)  
 West Virginia Department of Veterans Assistance (WVDVA)  
 American Red Cross (ARC)

### Purpose

ESF 6 coordinates disaster relief and recovery services provided by local governments and nongovernmental organizations (NGOs) for individuals and families impacted by a disaster or emergency to meet basic human needs. This annex coordinates efforts to provide mass care, emergency assistance, emergency shelters, and Human Services (feeding, water, distribution of relief supplies) and reconnecting people who are separated from family members. Also, ESF 6 coordinates the delivery of federal mass care, emergency assistance, housing, and human services.

### Scope

ESF 6 coordinates the delivery of services and programs to assist individuals and families impacted by disaster or potential incidents. ESF 6 coordinates the four primary functions of mass care, emergency assistance, temporary housing and human services for individuals and families impacted by an incident within the jurisdiction of the State of West Virginia.

The four primary functions of ESF 6 are outlined below:

- Mass Care: Includes sheltering, feeding operations, emergency first aid, bulk distribution of emergency items and collecting and providing information on victims to family members.

- **Emergency Assistance:** Support of evacuations (including registration and tracking of evacuees); reunification of families; provision of aid and services to access and functional needs populations; evacuation, sheltering, and other emergency services for household pets and service animals; support of specialized shelters; support of medical shelters; nonconventional shelter management; coordination of donated goods and services; and coordination of voluntary agency assistance.
  - **Housing:** Rental assistance, repairs, loan assistance, replacement, referrals, identification and provision of accessible housing, and access to other sources of housing assistance.
  - **Human Services:** Includes the implementation of disaster assistance programs to help recover their non-housing losses, help to obtain disaster loans, supplemental nutrition assistance program (SNAP), crisis counseling, disaster legal services, support and services for access and functional needs populations, and other Federal /State benefits.
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## Policies

- A.** All departments and agencies assigned responsibilities within ESF 6 will develop and maintain the necessary plans, standard operating procedures needed to accomplish their tasks.
- B.** Extensive ESF 6 activities will be further supported, as needed, by WVDHHR's agency-specific incident coordination system (outlined in the WVDHHR All Hazards Plan) as an extension of/adjunct to the West Virginia State Emergency Operations Center (WVSEOC).
- C.** All departments and agencies assigned responsibilities within ESF 6 will reduce the duplication of effort and benefits at all levels of support.
- D.** Medical facilities, extended care facilities, assisted living facilities, mental health facilities, regional jails, juvenile detention centers and prisons are responsible for developing and implementing plans for their patients/residents in an evacuation, or continuity of operations (COOP) scenario.
- E.** Local, regional, and state NGOs may be requested to assist with ESF 6 functions. NGOs can be represented in the WVSEOC in order to coordinate assistance and resources from volunteer organizations.
- F.** ESF 6 and ESF 8 Public Health will coordinate the development of partnerships and written agreements within the health care community to provide health care services to individuals and families in emergency shelters who do not require hospital admission but do require medical attention.

G. WVDHHR and other agencies that support citizens with access and functional needs will coordinate resources for local jurisdictions to assist special needs citizens.

H. Local jurisdictions plans should make reasonable accommodations for emergency evacuation and sheltering of a diverse population consisting of mobility, communication, transportation limited individuals, families, and the inclusion of their pets or service animals.

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## Organizational Structure

WVDHHR is the lead coordinating agency for ESF 6. The WVVOAD, as primary agency, shares lead responsibility for coordinating disaster relief services, as provided by associated volunteer and NGOs to meet basic human needs for those affected by a disaster and for the emergency relief workers. Local jurisdictions are responsible for providing services under ESF 6 until the incident exceeds their resources. ESF 6 services will then be coordinated by WVDHHR through the WVSEOC.

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## Concept of Operations

### A. General

1. The WVDHHR and WVVOAD are responsible for assisting local communities with the provision of sheltering for disaster victims and pets who need to be relocated temporarily; and mass distribution of food, water, and other basic relief supplies and services. The American Red Cross will provide or support the four primary functions of ESF-6 by working directly with the Coordinating and Primary agencies. These services should begin as quickly as possible during the initial disaster incident response phase and continue through (often protracted) recovery from the disaster or until the community and local emergency management can re-establish control.

2. Local jurisdictions should develop plans and capabilities to care for displaced individuals and families. WVDHHR will support local jurisdictions in planning efforts to encourage self-sufficiency, reduction in duplication of efforts and services, and resource management during emergency response and recovery operations.

### B. Phases of Management

#### 1. Preparedness

a. Maintain and identify shelters for disaster response in the shelter database located in the state's emergency management information system.

- b. Ensure that the database designates shelters by specific use: general, access and functional needs, pets, etc.
- c. Meet with local government and WVVOAD to coordinate sheltering and mass care efforts.
- d. Maintain contacts and a list of resources for food preparation and distribution for both persons in shelters and disaster relief workers in the field.
- e. Coordinate the identification and training of personnel and volunteers to support mass care efforts.
- f. Coordinate with the State Volunteer Coordinator, State Donations Management Coordinator and volunteer organizations on training, mutual aid agreements, pre-positioned resources, and other mass care needs.
- g. Counseling providers and other subject matter experts will develop crisis counseling delivery plans and train their employees to recognize and meet disaster-related behavioral health problems.

## 2. Response

- a. Verify available resources to determine adequacy of personnel, food, and water supplies for implementation of initial mass care activities.
- b. Support the deployment of personnel and resources to impacted communities in close collaboration with local emergency management.
- c. Establish communications with personnel in the field as well as representatives of WVVOAD organizations in affected local jurisdictions.
- d. Assess the anticipated level of response by WVVOAD organizations and other organizations during the first few days.
- e. Coordinate and support the opening and operation of emergency shelters.
- f. Distribute food, emergency supplies, equipment, and medical countermeasures in impacted communities and shelters.
- g. Conduct shelter inspections to assure reasonable health and safety levels.
- h. Staff and supply shelters and congregate feeding areas.

- i. Establish communications between shelters, feeding units, emergency first aid stations, and relief operation location(s).
- j. Coordinate activities of all public shelters that fall under the American Red Cross (ARC) shelter guidelines.
- k. Coordinate the provision of additional staff and relief staff, and the replenishment of shelter supplies.
- l. Monitor shelter occupancy levels to coordinate consolidation and expansion, as needed.
- m. Coordinate services for people with access and functional needs with appropriate departments, agencies, local government, and WVVOAD organizations.
- n. Identify and coordinate the operation of shelters for pets, as needed.
- o. Coordinate mass feeding locations to ensure optimal logistics for public service.
- p. Coordinate for provision of medical services, to include behavioral health services, in shelters, and communities.
- q. Deploy a cadre of trained specialists to supplement the local response for behavioral care services.
- r. Coordinate with local governments to ensure the adequacy of resources and facilities. Submit to the WVSEOC any needs or requirements.
- s. Provide a daily report on shelter openings, closings, bed availability (both occupied and available), feeding numbers for people not sleeping in shelters, and needed supplies such as comfort packs, diapers, and other essential needs.

### 3. Recovery

- a. Monitor shelter closings and occupancy levels.
- b. Assist shelter residents in obtaining information regarding disaster assistance that is available.
- c. Assimilate and analyze data received from local facilities to determine the degree of behavioral health care assistance needed.

- d. Provide crisis counseling through public or private behavioral health agencies.
- e. Coordinate/support efforts to conduct damage assessments.
- f. Engage in recovery operations as needed until local jurisdictional control is established.
- g. Coordinate their efforts to reduce duplication of effort, thus assuring a more efficient use of counseling resources.
- h. Facilitate the transfer of any long-term disaster- induced clients to the care of regular counseling programs.
- i. Evaluate crisis counseling, develop lessons learned, and incorporate it in a revised crisis counseling delivery plan.
- j. Evaluate mass care, housing, and recovery operations.
- k. Support demobilization of volunteer organizations.
- l. Support return of community to some degree of self-sufficiency.

**Agency Responsibilities Matrix**

Supporting Agency	Acronym	Responsibilities
West Virginia Department of Health and Human Resources	WVDHHR	<ul style="list-style-type: none"> <li>• Coordinate the four primary functions of ESF 6</li> <li>• Assist local communities with the provision of medical care in a mass care setting, including those for persons with access and functional needs.</li> <li>• Provide support, staffing, supplies and resources to local governments if their resources are overwhelmed.</li> <li>• Coordinate the operation of disaster recovery centers in concert with the Department of Homeland Security/Federal Emergency Management Agency (DHS/FEMA)</li> <li>• Coordinate with the State Volunteer Coordinator and Donations Management Coordinator to ensure staffing and needs are met for shelters and mass feeding operations.</li> <li>• Assist local behavioral health organizations in training their personnel for crisis counseling activities.</li> <li>• Assist in providing crisis counseling to disaster victims.</li> <li>• Coordinate Family Assistance Center to serve as a centralized location for information and assistance about missing or unaccounted for persons and the</li> </ul>

		<p>deceased. Also supports the reunification of the missing or deceased with family members.</p> <ul style="list-style-type: none"> <li>• Provide Behavioral support and resources connecting families.</li> <li>• Coordinates Alternate Care Facilities for those traveling distances for reunification as well as mortuaries.</li> <li>• Train Comprehensive Behavioral Health Center personnel, non-profits, and community organizations for disaster situations.</li> <li>• Ensure food safety during and post disaster.</li> <li>• Ensure drinking water safety. Create and issue boil water advisories.</li> <li>• Specifics of unit/agency responsibilities and activities are outlined in the DHHR All Hazards Plan</li> </ul>
West Virginia Voluntary Organizations Active in Disasters	WVVOAD	<ul style="list-style-type: none"> <li>• Serves and co-lead for ESF 6</li> <li>• Manage shelter operations, including opening, closing, and staffing of shelters.</li> <li>• Coordinate efforts for shelters to house those with access and functional needs</li> <li>• Assist efforts to shelter pets in coordination with ESF 11</li> <li>• Coordinate food preparation and distribution to persons in shelters and disaster relief workers in the field</li> <li>• Provide basic first aid services in shelters</li> </ul>
West Virginia Department of Military Affairs and Public Safety	WVDMAPS	<ul style="list-style-type: none"> <li>• Support ESF 6 Mass Care</li> </ul>
West Virginia Bureau of Senior Services	WVBSS	<ul style="list-style-type: none"> <li>• Encourage local governments, organizations, and providers to maintain a database of elderly with special needs.</li> <li>• Identify and access resources to meet the needs of the elderly, particularly those with access and functional needs.</li> <li>• Coordinate with local governments on support programs of those adults, such as transportation, medical needs, and meals</li> <li>• Coordinate with and assist local governments and local organizations to provide emergency packets (emergency supplies, shelf-life food, water, and other supplies) to the elderly</li> </ul>
West Virginia Department of Agriculture	WVDA	<ul style="list-style-type: none"> <li>• Coordinate with WVDHHR regarding mass sheltering so that sheltering of companion and service animals is adequately incorporated.</li> <li>• Coordinate ESF 11 Agriculture and Natural Resources</li> </ul>
West Virginia Department of Education	WVDE	<ul style="list-style-type: none"> <li>• Coordinate with local school boards, local governments and the WVVOAD to establish schools as shelter sites.</li> <li>• Maintain an inventory of food in school cafeterias sufficient for expected shelter capacity for 3 – 5 days. Identify inventory needs during the summer months if schools are to be used as shelters. Report any shortcomings to the WVSEOC and WVDHSEM</li> </ul>

		<ul style="list-style-type: none"> <li>• Maintain and test generators at school locations that have generators. Work with local jurisdictions to ensure that schools which are designated as shelters have generators.</li> <li>• Coordinate with local jurisdictions to ensure sheltering needs are met</li> </ul>
West Virginia Department of Transportation	WVDOT	<ul style="list-style-type: none"> <li>• Coordinate (Division of Public Transit) transportation for persons of access and functional needs and/or for persons who have no other means of transportation to and from shelters.</li> <li>• Coordinate (Division of Public Transit) with the Bureau of Senior Services for the elderly who have no transportation.</li> <li>• See ESF 3 for details.</li> <li>• Coordinate ESF 1 Transportation</li> </ul>
West Virginia Division of Homeland Security & Emergency Management	WVDHSEM	<ul style="list-style-type: none"> <li>• Coordinate ESF 5 Emergency Management</li> <li>• Coordinate ESF 7 Logistics assistance</li> <li>• Support ESF 6 Mass Care</li> </ul>
West Virginia State Police	WVSP	<ul style="list-style-type: none"> <li>• Coordinate ESF 13 Public Safety support</li> </ul>
West Virginia Department of Veterans Assistance	WVDVA	<ul style="list-style-type: none"> <li>• Report any mass care needs to WVSEOC</li> </ul>
American Red Cross	ARC	<ul style="list-style-type: none"> <li>• When warranted, staff DHHR and SEOC to work directly with the Coordinating, Primary and Supporting Agencies.</li> <li>• Identify and operate ARC shelters to include support for those with access and functional needs, service animals and pets.</li> <li>• Provide and/or coordinate Disaster Health Services, Disaster Mental Health Service and Disability Integration, predominantly to ARC shelter populations.</li> <li>• Support non-ARC shelters when able.</li> <li>• Conduct feeding, to include fixed sites and mobile routes.</li> <li>• Conduct bulk distribution of emergency supplies.</li> <li>• Support reunification of families.</li> </ul>

**Authorities & References**

*Authorities*

State of West Virginia Emergency Services and Disaster Laws

Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288), as amended.

Homeland Security Act of 2002



Homeland Security Presidential Directive 5

Post-Katrina Emergency Management Reform Act of 2006

Pets Evacuation and Transportation Standards Act of 2006

Public Health Service Act, as amended.

Social Security Act of 1935, as amended.

Americans With Disabilities Act of 1990

*References*

State of West Virginia Emergency Operations Plan – Basic Plan

*EMAP Standards*

4.4.3 - (19) Mass Care and Sheltering.

