

Emergency Support Function #6 MASS CARE, EMERGENCY ASSISTANCE, HOUSING, & HUMAN SERVICES

Lead Agency

- Virginia Department of Social Services (VDSS)

Support Agencies and Organizations

- Virginia Department of Agriculture and Consumer Services (VDACS)
- Department of Behavioral Health and Developmental Services (DBHDS)
- Department of Criminal Justice Services (DCJS)
- Virginia Department of Emergency Management (VDEM)
- Department of General Services (DGS)
- Department of Housing and Community Development (DHCD)
- Department of Military Affairs (DMA)
- Office of the Attorney General (OAG)
- Virginia Criminal Injuries Compensation Fund (VCICF)
- Virginia Information Technologies Agency (VITA)
- Virginia State Police (VSP)
- Virginia Voluntary Organizations Active in Disaster (VAVOAD)
- Virginia Department of Health (VDH)
- Virginia Public Institutions of Higher Education
- Department of Human Resource Management (DHRM)
- Virginia Department of Deaf and Hard of Hearing (VDDHH)

Purpose

Emergency Support Function (ESF) #6 supports local government and nongovernmental organization (NGO) efforts to address the non-medical mass care, emergency assistance, housing, and human services needs of individuals and/or families impacted by natural or human-caused disasters.

- Medical care, nursing facilities, assisted living facilities, mental health and residential facilities including prisons are responsible for developing and implementing plans for their patients/residents in an evacuation. Facility management should consult with local government in the development of plans.

Scope & Applicability

ESF #6 promotes the delivery of services and the implementation of programs to assist individuals, households and families impacted by potential or actual incidents. This service delivery includes immediate relief, short-term housing and relocation assistance and direct financial services for individuals impacted by an incident within jurisdictions of the Commonwealth of Virginia.

- Local, regional and state human services organizations may be requested to assist with ESF #6 functions. The majority of voluntary disaster relief organizations with active disaster response resources in Virginia are members of the Virginia VOAD. In emergency situations VAVOAD is represented in the VEOC (in ESF #17) to coordinate the provision of resources from its member organizations.

Policies

- All agencies assigned responsibilities within this ESF will develop and maintain the necessary plans, standard operating procedures, mutual aid agreements, and model contracts to successfully accomplish their tasks.
- ESF #6 will coordinate with ESF #8 in developing partnerships and written agreements with the health care community for the provision of health care services to those sheltered who do not require hospital admission, but do require medical attention.

- The special needs cadre (representatives from VDEM, VDDHH and other agencies that support citizens with special needs) will coordinate resources for local governments to assist with providing for citizens with special or functional needs.
- Local plans should make reasonable accommodations for evacuation and sheltering of diverse populations as listed below:
 - ✓ Populations with communication or mobility limitations (deaf, blind, non-English speaking, wheelchair bound).
 - ✓ Populations with conditions that may require assistance with daily activities but do not require hospital admission or hospital sheltering.
 - ✓ Populations who are transportation dependent or have no means to evacuate themselves out of harm's way.
 - ✓ Populations who present themselves accompanied by pets and/or service animals.

Organizational Structure

VDSS is designated the lead agency for ESF #6 and maintains overview of ESF #6 activities, resolves conflicts, and responds to ESF #6 inquiries.

In the Commonwealth of Virginia, local government is the entity responsible for providing ESF #6 services for persons within its jurisdiction. The local DSS is generally responsible for ESF #6 functions although shelter operations may be, by written agreement, delegated or shared with the local American Red Cross chapter or other local organization as delineated in the local EOP.

Concept of Operations

In coordination with ESF #17, this ESF will coordinate the provision of sheltering, feeding, emergency first aid, emergency relief supplies and other basic human services provided by government and nongovernmental voluntary agencies.

During routine operations VDSS will support local DSS planning efforts to develop and maintain a capability to care for displaced persons in public shelters and prepare to care for the disabled, the elderly, and other special medical needs populations in time of emergency, primarily by encouraging and facilitating self-sufficiency.

The four primary functions of ESF #6, Mass Care, Emergency Assistance, Housing, and Human Services, are outlined below.

1. Mass Care

The ESF #6 mass care function includes:

Coordination: Beginning at the local level to bring together the non-medical human services of government and non-government organizations.

- *Shelter:* An emergency shelter is an immediate short-term accommodation either (1) designated by local officials for persons threatened by or displaced by an incident (Refer to Mass Care in Standard Shelter Operations), or (2) designated by state officials directing a mandatory evacuation across jurisdictional boundaries either before or after an incident (Refer to Shelter Operations in Support of A Mass Evacuation).

Public emergency shelters will provide accommodations for all population groups. Appropriate provisions must be made within the shelter facilities to accommodate people with special medical needs that do not require hospital admission, people without their own

transportation, and registered sex offenders.

Additionally, sheltering for pets and service animals must be included in planning and coordinated with ESF #11.

For mass evacuations directed by state officials, the VDSS will coordinate the designation of shelter facilities and the operation of shelters for people who evacuate out of their home jurisdiction.

- *Feeding:* Feeding is provided to disaster victims and emergency workers through fixed sites, mobile feeding units, and/or bulk distribution of food. Feeding is based on sound nutritional standards and to the extent possible includes meeting the requirements of victims with special dietary needs, to the best extent possible.

The Department of Social Services will implement the Emergency Disaster Supplemental Nutrition Assistance Program (D-SNAP) when appropriate.

- *Emergency First Aid:* Emergency first aid, consisting of basic first aid and referral to appropriate medical personnel and facilities, is provided at mass care facilities and at designated sites. Provision for services is coordinated with ESF #8.
- *Bulk Distribution:* Emergency relief items, limited to urgent needs, are distributed through sites established within the affected area. These sites are used to coordinate the distribution of emergency relief supplies.

2. Emergency Assistance

The ESF#6 emergency assistance function addresses immediate needs beyond the scope of the traditional mass care provided at the local level.

These services include:

- Activation of State Managed Shelters, to include the registration and tracking of shelter occupants.
- Reunification Services: This service provides a means for displaced separated families to seek out and/or give information that may be used to cross-reference to connect and /or reunite family members impacted by an emergency event.
- Functional needs support services.

3. Housing

The ESF #6 housing function involves monitoring the need and availability of housing units to be used temporarily for displaced people. Additionally, housing includes assisting in the implementation of the federal disaster assistance program to provide financial assistance to persons whose homes were damaged in the incident.

4. Human Services

The ESF #6 human services component coordinates various government and nongovernmental organizations that implement programs and provide services for people impacted by the disaster. These services include the following:

- Provision of behavioral health services.
- Services to expedite benefit claims, financial assistance, and applications for service.
- Case management.
- Direct support services such as building clean-up, debris removal and child care.
- Implementation of Other Needs Assistance (ONA) in coordination with VAVOAD, local governments, and ESF #14.

In disasters with significant casualties, Family Assistance Centers (FACs) may be established to provide a central location for the seamless delivery of services across multiple government and nongovernmental voluntary organizations. VDEM maintains the Commonwealth of Virginia Family Assistance Center Plan to aid the family and friends of disaster victims. *See Attachment 2.*

Roles & Responsibilities

Department of Social Services

- Coordinate all activities assigned to ESF #6 in accordance with this plan.
- Provide support as outlined in the Commonwealth FAC Plan.
- Prior to the declaration of an emergency, coordinate with the DGS Division of Engineering and Buildings to perform the duties of the building official for all state-owned buildings or structures designated for use as an emergency evacuation shelter under the provisions of § 36-98.1 notwithstanding any other provisions of the Code of Virginia to the contrary.

Virginia Department of Agriculture and Consumer Services

- Coordinate with DSS regarding mass sheltering so that the sheltering of companion and service animals is adequately incorporated.

Department of Behavioral Health and Developmental Services

- Provide support as directed and as outlined in the Commonwealth FAC Plan.

Department of Criminal Justice Services

- Provide support as outlined in the Commonwealth FAC Plan.

Virginia Department of Emergency Management

- Provide leadership and support as outlined in the Commonwealth FAC Plan.
- Provide a Special Needs Coordinator to co-lead with VDDHH to address special needs populations.

Department of General Services

- Provide support as outlined in the Commonwealth FAC Plan.
- Through the Division of Engineering and Buildings, function as the building official for all state-owned buildings or structures and for all buildings and structures built on state-owned property used for sheltering. The Division shall review and provide building permits, certificates of occupancy, as appropriate, all such state-owned buildings for use as emergency evacuation shelters.

Department of Housing and Community Development

- Provide access to information on housing units to use temporarily for displaced people.
- Assist in providing access to information on federal disaster assistance programs which allow communities to transition to longer term recovery efforts.

Department of Military Affairs

- Provide Liaison Teams to each SMS for coordination and training purposes.
- Provide security elements in support of VSP's SMS security operations.

Office of the Attorney General

Virginia Criminal Injuries Compensation Fund

- Provide support as outlined in the Commonwealth FAC Plan.

- Provide support as outlined in the Commonwealth FAC Plan.

Virginia Information Technologies Agency

- Provide support as outlined in the Commonwealth FAC Plan.

Virginia State Police

- Provide support as outlined in the Commonwealth FAC Plan.
- Provide security at state managed shelters.

Virginia Voluntary Organizations Active in Disasters

- Coordinates activities of volunteer organizations in support of ESF #6.
- Provide support as outlined in the Commonwealth FAC Plan.

Virginia Department of Health

- Provide public health and medical in support of evacuation & sheltering operations.
- Provide support as outlined in the Commonwealth FAC Plan.

Virginia Public Institutions of Higher Education

- When required, assist DGS with the identification of buildings that may be identified for use in the State Managed Shelter Program as emergency evacuation shelters at individual campuses.

- Provide support as outlined in the State Managed Shelter Memorandum of Understanding at individual campuses.

Department of Human Resource Management

- Activate the Adjunct Emergency Workforce (AEW) and provide staffing for shelters.
- Maintain a list of qualified individuals with specialized skill sets that may be used for ESF #6 operations.

Virginia Department of Deaf and Hard of Hearing

- Provide a Special Needs Coordinator to co-lead with VDEM to address special needs populations.

Authorities & References

Authorities

- Virginia Emergency Services and Disaster Laws
- Code of Virginia § 36-98.1

References

- Commonwealth of Virginia Family Assistance Center Plan, version 2011 July
- Commonwealth of Virginia Hurricane Response Annex
- Emergency Management Accreditation Program (EMAP) 4.6.3: The emergency operations/response plan shall identify and assign specific areas of responsibility for performing essential functions in response to an emergency or disaster. Areas of responsibility to be addressed include: mass care; sheltering; and food, water, and commodities distribution.

Attachment 1 – Mass Care in Standard Shelter Operations

Purpose

To provide state support to local ESF #6 functions.

Organizational Structure

Shelter management will be determined by the local jurisdictions EOP.

Concept of Operations

1. Local

Shelter operations are a local government function to be provided in accordance with local Emergency Operations Plans (EOPs). The EOP should identify assignment of duties and responsibilities and public shelter facilities; describe provisions for feeding, overnight sleeping accommodations, back-up power, augmented communications to include radio backup, a medical aid station, security, traffic control and fire inspections; and set forth procedures for operating each public shelter.

In the Commonwealth of Virginia, local government maintains the overall legal responsibility for the sheltering of its citizens. Through partnership, the resources of DSS, American Red Cross (ARC), and other organizations may be made available to support local sheltering operations.

A memorandum of understanding should be signed by both the local government and the local ARC chapter when both parties enter into agreement.

Local government will arrange shelter training for its employees usually through the ARC. Local governments will periodically exercise their capability to operate public shelters. Localities will use established procedures (local EOC to VEOC) to request assistance. Requests will be processed and delivery coordinated through the appropriate ESF in the VEOC.

The local DSS, in conjunction with the local ARC, will provide information to the local EOC on the number and location of shelters opened and the numbers of evacuees. Shelter information for the public will be provided to the media through the local Public Information Officer (PIO).

Shelter managers will collect and compile information for reports as needed. Information will include data on sheltering, feeding and staff resources. This information must be included on the daily shelter operations status report to the local EOC for inclusion in the local daily report to the VEOC and/or updates in WebEOC.

2. State

The VEOC will notify VDSS designee whenever a local request for shelter assistance is made during a local emergency. The VEOC may request the designee report to the VEOC when a developing situation is likely to require sheltering support to localities.

VDSS may collaborate with ARC to establish and maintain liaison with the VEOC before and during an emergency.

VDSS in conjunction with the ARC will coordinate with local government, local social services agencies, and local ARC chapters to ensure that adequate shelters are opened when needed, that special needs individuals are considered, and the public is informed of personal supplies to bring to a shelter, and the location of the shelter.

VDSS and ARC will work with their local counterparts to will support the local DSS and ARC chapters to ensure that shelters are provided with adequate comfort and relief supplies when opened.

When the local EOC requests state assistance for mass care needs, DSS will coordinate the assistance with other state agencies and non-

governmental organizations through the VEOC Virginia Emergency Response Team (VERT).

VDSS and ARC will collect and compile information for reports as needed. Information will include number and location of local shelters opened, number of occupants, feeding and staff resources. This information will be documented in the VEOC Situation Reports and shared with the VEOC Joint Information Center (JIC).

Attachment 2 – Family Assistance Center (FAC)

Purpose

A FAC is a facility that is established as the result of a mass casualty/fatality incident, wherein a significant number of victims and/or family members are expected to request information and assistance. It is an organized, calm, professional, and coordinated method of assistance delivery in a safe and secure environment.

The FAC provides a centralized location where a seamless service delivery system built on multi-agency coordination will result in the effective dissemination of information and assistance to all impacted families. It will assist family members by providing counseling, information on the current situation, and a location where families can be reached to assist the law enforcement agencies in collection of missing persons data.

The Commonwealth of Virginia Family Assistance Center Plan (a separate published document) is designed to provide state agencies the management framework under which they will cooperate to establish, operate, and close a FAC.

Scope

The plan pertains to any incident or accident of significance to the Commonwealth that causes or potentially causes mass casualties or missing individuals, unless otherwise determined by appropriate authorities.

The core services provided at a FAC will include:

- Call Center
- Reunification and Identification
- Missing Persons Activities
- Missing Persons Phone Line
- Information
- Behavioral Health Care
- Registration
- Referrals

- Mass Fatality Services
 - Antemortem Data Collection
 - DNA Collection Samples
 - Medical Records Collection
 - Family Notification

Support Services include:

- Spiritual Care
- Daycare
- Communications
- Transportation
- Health and Medical
- Mass Care

Any local jurisdiction, with or without a FAC plan, may request assistance from the VEOC. The Commonwealth may implement the plan, in whole or part, to support a locality in the conduct of its FAC or in the absence of a FAC

The Governor will declare a state of emergency and make all necessary agency resources available to support the operation of a state-managed FAC.

Any incident requiring the establishment of a FAC that occurs on state-owned property, including public colleges and universities, will be coordinated by VDEM.

Organizational Structure

The Virginia Department of Emergency Management (VDEM) is the lead agency for the execution of this plan.

Supporting agencies and organizations include:

- Virginia Department of Health
- Virginia Criminal Injuries Compensation Fund
- Virginia Department of Social Services
- Virginia Department of State Police
- Virginia Department of General Services
- Virginia Department of Criminal Justice Services

- Virginia Department of Labor and Industry
- Virginia Information Technologies Agency
- Virginia Department of Behavioral Health and Developmental Services
- Office of the Attorney General

Authorities & References

- Code of Virginia, Title 44, Military and Emergency Laws, Chapter 3.2, Emergency Services and Disaster Law
- The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended
- Aviation Disaster Family Assistance Act of 1996, Public Law 104-264, as amended
- Foreign Air Carrier Family Support Act of 1997, Public Law 105-148, as amended
- U.S. Code, Title 10, Armed Forces, various