



ESF 6 – Mass Care

LAST UPDATED: 3 February 2015

THIS PAGE LEFT BLANK INTENTIONALLY

Table of Contents

1 Introduction ESF 6-5

1.1 Purpose..... ESF 6-5

1.2 Scope..... ESF 6-5

1.3 Related Functions ESF 6-6

2 Roles and Responsibilities ESF 6-7

2.1 Primary Agency..... ESF 6-7

2.1.1 Department of Human Services..... ESF 6-7

2.2 Support Agencies..... ESF 6-8

2.2.1 Department of Administrative Services..... ESF 6-8

2.2.2 Oregon Department of Agriculture..... ESF 6-8

2.2.3 Oregon Emergency Management..... ESF 6-8

2.2.4 Oregon Health Authority ESF 6-8

2.2.5 Oregon Housing and Community Services Department... ESF 6-9

2.2.6 Oregon Department of Education ESF 6-9

2.3 Adjunct Agencies ESF 6-9

2.3.1 Oregon Voluntary Organizations Active in Disaster..... ESF 6-9

2.3.2 American Red Cross ESF 6-10

Within the State of Oregon, the American Red Cross has two Regional chapters that provide program and services. The Cascades Region serves as the lead for the state of Oregon. The ARC can expand its operations as a disaster requires. It is involved in sheltering, damage assessment, feeding, , distribution of emergency relief items, case management, basic first aid and behavioral health services at its service delivery sites, and providing information to the general public and media ESF 6-10

- Develop relationships with local emergency program managers and coordinate its response with local governments. ESF 6-10
- Provide a liaison to the State ECC..... ESF 6-10
- Maintain agreements with local, state, and national organizations that support state ESF 6 activities. ESF 6-10

2.3.3 Oregon Food Bank ESF 6-10

2.3.4 Salvation Army ESF 6-10

3 Concept of Operations ESF 6-11

3.1 Organization..... ESF 6-11

3.2 Mass Care..... ESF 6-11

3.2.1 Bulk Distribution..... ESF 6-12

3.2.2 Sheltering ESF 6-12

3.2.3 Mass Feeding ESF 6-13

ESF 6. Mass Care

3.2.4 Emergency First Aid ESF 6-13

3.3 Emergency Assistance..... ESF 6-13

3.3.1 Family Reunification ESF 6-13

3.3.2 Volunteers and Donations ESF 6-13

3.4 Housing..... ESF 6-14

3.5 Human Services..... ESF 6-14

3.5.1 Human Services Programs..... ESF 6-14

3.5.2 Crisis Counseling..... ESF 6-14

3.5.3 Access and Functional Needs Populations ESF 6-15

4 ESF Development and Maintenance ESF 6-15

5 Supporting Documents ESF 6-15

6 Appendices ESF 6-16

ESF 6 Tasked Agencies	
Primary Agency	Department of Human Services (DHS)
Supporting Agencies	Department of Administrative Services (DAS) Oregon Department of Agriculture (ODA) Oregon Emergency Management (OEM) Oregon Military Department (OMD) Oregon Department of Forestry (ODF) Oregon Parks and Recreation Oregon Health Authority (OHA) Oregon Housing and Community Services Department (OHCS) Oregon Department of Corrections (DOC) Oregon Employment Division Department of Veterans Affairs Oregon Department of Education (ODE)
Adjunct Agencies	Oregon Voluntary Organizations Active in Disaster (ORVOAD) American Red Cross (ARC) Oregon Food Bank Salvation Army SOLVE

1 Introduction

1.1 Purpose

ESF 6 monitors and coordinates state support for the efforts of local and tribal governments, and nongovernmental organizations to address the mass care, emergency assistance, housing, and human services needs of people impacted by disasters.

1.2 Scope

Activities encompassed within the scope of ESF 6 include:

- Mass care includes:
 - Sheltering

ESF 6. Mass Care

- Feeding operations
- Emergency first aid
- Bulk distribution of emergency items
- Collecting and providing information on those affected by the disaster to family members.
- Emergency assistance includes:
 - Family reunification
 - Sheltering for household pets and service animals
 - Distribution of donated goods
- Housing includes:
 - Providing short-term housing solutions for those affected by the disaster. It may include rental assistance, repairs, loans, manufactured housing, semi-permanent and permanent construction, referrals, identification and provision of accessible housing, and access to other sources of housing assistance.
 - Intermediate- and long-term housing is addressed in the State of Oregon Recovery Plan.
- Human services include:
 - Programs to replace destroyed personal property, obtain disaster loans, food stamps, disaster unemployment assistance, disaster legal services, veterans' assistance, support
 - Services for populations with access and functional needs
 - Processing of other state and federal benefit claims.
- ESF 6 includes the FEMA Individuals and Households Program (IHP), including Other Needs Assistance (ONA). IHP and ONA cover several of the categories of assistance noted above.

1.3 Related Functions

ESF 6 often works closely with other State ESFs as a part of coordinated response and recovery activities. The following ESFs support transportation-related activities:



2 Roles and Responsibilities

2.1 Primary Agency

2.1.1 Department of Human Services

- Provide a State Individual Assistance Officer (State IAO) under a Presidential Individual Assistance declaration.
- Facilitate the activity of ESF 6 partners.
- Activate certain activities related to children’s services, senior services, and disability services programs.
- As a State Distributing Agency, coordinate provision of USDA Food and Nutrition Service (FNS) commodities (Supplemental Nutrition Assistance Program [SNAP]).
- As a State Distributing Agency, coordinate provision of USDA Food and Nutrition Service (FNS) commodities (Temporary Emergency Food Assistance Program).

2.2 Support Agencies

2.2.1 Department of Administrative Services

- Assist with the management of donated goods, especially with regard to any warehouses which are needed to temporarily store donated goods before they are delivered to end users.
- Coordinate the purchasing of emergency items such as: water, tarps, emergency 1st aid supplies, food, fuel, etc. in support of mass care operations.

2.2.2 Oregon Department of Agriculture

- Assist in coordination of any integrated response to provide for the safety and well being of household pets and livestock, and provide subject matter expertise.
- Coordinate resources for animal shelters.
- Assist in determining the location of supplies of food.
- Assists with information on food and food safety issues.

2.2.3 Oregon Emergency Management

- Provide a liaison, if needed, to assist in coordination of ESF 6 in the State ECC, and at a JFO, if applicable.
- If not provided by Oregon DHS, OEM may be asked to provide a State Individual Assistance Officer (State IAO). OEM has the state lead for donations management, including administering the Aidmatrix software utilized by Oregon as part of the National Donations Management Network.
- Coordinate requests for military support to civilian authorities for temporary feeding activities.

2.2.4 Oregon Health Authority

- Coordinate provision of public health evaluation and services.
- Coordinate mental health and medical services beyond basic services to sheltered population.

ESF 6. Mass Care

- Assist in obtaining care providers for special needs in shelters that are considered medically stable to be outside direct medical care, such as home healthcare providers or hospice care, through SERV-OR.
- Assist with the coordination of pharmacy distribution and work on co-location of PODs with shelter locations.
- Provide contacts and assist in patient movement for routine care, i.e. dialysis, to and from treatment centers.

2.2.5 Oregon Housing and Community Services Department

- Provide financial and program support to create and preserve opportunities for quality, affordable housing and supportive services for moderate, low, and very-low income Oregonians.
- Lead the State Disaster Housing Task Force.
- Staff the Housing Group in the State ECC when activated.

2.2.6 Oregon Department of Education

- The Oregon Department of Education oversees the USDA Food Distribution Program for School Nutrition Programs. This program distributes food through a statewide network to almost 300 public and private non-profit agencies. This food can be made available during emergency situations.
- Distribute food through this network to affected areas. The Oregon Dept. of Education can distribute food from the State warehouse or local agencies.

2.3 Adjunct Agencies**2.3.1 Oregon Voluntary Organizations Active in Disaster**

ORVOAD consists of voluntary organizations with disaster relief roles, which work in partnership with state, local, and tribal governments. Functions may include animal control, building repair, child care, clean up, clothing, communication, counseling, damage assessment, disaster welfare inquiry, financial assistance, food, human relations, mass care, sheltering, transportation, volunteer staffing, and warehousing and bulk distribution. ORVOAD is a member of the larger family of state VOADS, under a national umbrella known as NVOAD (National Voluntary Organizations Active in Disaster). The American Red Cross and Oregon Food Bank, detailed as follows, are member agencies of ORVOAD.

2.3.2 American Red Cross

Within the State of Oregon, the American Red Cross has two Regional chapters that provide program and services. The Cascades Region serves as the lead for the state of Oregon. The ARC can expand its operations as a disaster requires. It is involved in sheltering, damage assessment, feeding, , distribution of emergency relief items, case management, basic first aid and behavioral health services at its service delivery sites, and providing information to the general public and media .

- Develop relationships with local emergency program managers and coordinate its response with local governments.
- Provide a liaison to the State ECC.
- Maintain agreements with local, state, and national organizations that support state ESF 6 activities.

2.3.3 Oregon Food Bank

Oregon Food Bank (OFB) is a member of the Nation’s largest food banking Network, Feeding America. It is the hub of a unique statewide Network of twenty-one Regional Food Banks serving low-income families across every county in Oregon and also Clark County, Washington. The Oregon Food Bank statewide Network distributes food through over 960 nonprofit organizations such as The Salvation Army, Saint Vincent DePaul, Union Gospel Mission, Blanchet House of Hospitality, Boys and Girls Clubs, The Meals on Wheels People and many more. They do this work through a statewide Network of warehouses, served by a fleet of long-haul and short-range trucks and through the help of hundreds of paid staff and thousands of committed volunteers.

During times of disaster, Feeding America and the Oregon Food Bank Network work in unison to stage food, water and other supplies close to impacted areas, for quick distribution through a Network of response organizations trained to work in their communities with disparate ethnic groups, people with access and functional needs and in the appropriate languages. Distribution is through congregate meal sites (kitchens) and food pantries (CPODS) distributing food that is a mix of donated, purchased and USDA/TEFAP commodities.

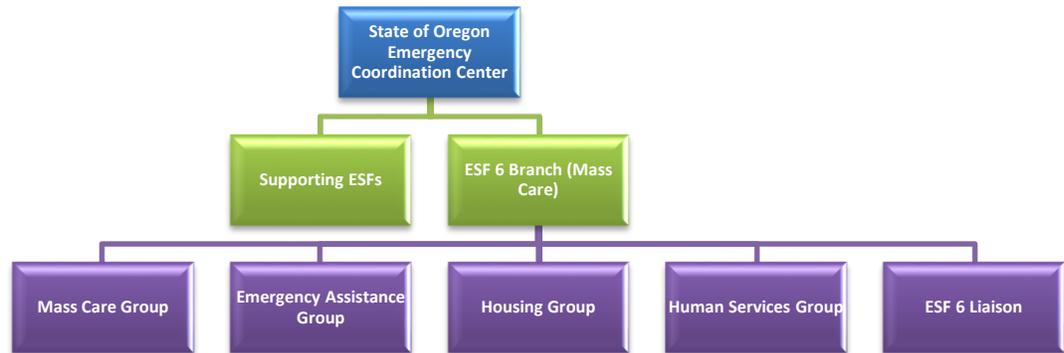
2.3.4 Salvation Army

The Salvation Army normally provides a number of services related to ESF 6— Mass Care, including mass feeding, various shelter-related services, counseling services, financial assistance, and donations management.

3 Concept of Operations

3.1 Organization

ESF 6 is managed via the organization chart below:



The ESF 6 Liaison is physically located with the ESF 6 Branch Director, and helps to facilitate communication with other liaisons in the State ECC, with the Human Services Liaison in the Public Health Division AOC in Portland, the Disaster Case Management (DCM) Liaison in the Joint Field Office (JFO), and with local community contacts, as required.

Like other ESFs, OEM coordinates requests for assistance and communicates with the state agencies to identify the appropriate action and state resources using OpsCenter software.

ESF 6 is managed by a Branch Director, who also serves as the State Individual Assistance Officer (State IAO). Among several sources of federal assistance that may be available to the State IAO is the FEMA Individuals and Households Program (IHP), which includes Other Needs Assistance (ONA). IHP may apply across all four groups in ESF 6. ONA applies mostly to the Human Services Group.

3.2 Mass Care

The Mass Care Group Supervisor position will usually be filled by a state employee with support from the ARC. Among the responsibilities of this Group are coordinating state resources in response to requests for support from local government in shelter and feeding operations, and provision of basic first aid at designated sites. This Group will usually have representatives from Oregon Food Bank and Oregon Voluntary Organizations Active in Disaster (ORVOAD).

ESF 6. Mass Care

When local government authorities request assistance from the state¹ with shelter and feeding activities, the following general steps should be considered:

- Determine the extent of the area and population at risk, and designate other areas that are safe to provide temporary housing and feeding for evacuees and emergency workers (if necessary). This will require input from local government officials.
- Verify that a request for an ARC Liaison has been made and request a status report of current ARC activities in support of the disaster.
- Information regarding special needs, evacuation routes used, and the location of staging (or “reception”) areas needs to be requested from the involved local government(s).
- The ARC Liaison will provide a list of ARC shelter(s) that are open or on stand-by. The report will include physical address, capacity of the shelter(s), and information on ARC feeding operations.
- Organizations operating shelters will assign shelter managers and will be responsible for registering shelter occupants.
- The Mass Care Group Supervisor should notify the Public Information Officer (PIO) at the State ECC regarding the opening of shelters and their locations, and the locations of any additional and/or alternate staging areas that have been established to assign persons to shelters.

3.2.1 Bulk Distribution

The Mass Care Group also receives and coordinates requests for bulk distribution of emergency relief items, requests which are generally passed onto the Logistics Section of the State ECC. Resources are then provided by the Logistics Section, as appropriate. See also ESF 7 of this plan.

3.2.2 Sheltering

ARC has a database (the ARC National Shelter System) which contains a list of facilities that could serve as shelter sites. This database is the primary system for reporting shelter information within the ARC and the system can be accessed at the local, state, and federal government levels. ARC Liaisons will provide reports on ARC shelter activities. Reports regarding non-ARC shelter activities will primarily be tracked and reported by the local jurisdictions where the shelters

¹ The American Red Cross will generally know about evacuations that require sheltering before state resources are requested because individual ARC chapters are working with the involved local government(s).

ESF 6. Mass Care

are operating. FEMA also has a national shelter database called the National Shelter System (NSS). To date Oregon has not entered into an MOU with FEMA for state use of the FEMA NSS.

3.2.3 Mass Feeding

Several documents are available to assist in implementing the feeding portions of the work of the Mass Care Group. They are Appendix 1, Food and Feeding; the Multi-Agency Feeding Plan Template; and the Feeding Task Force Guidance Document.

3.2.4 Emergency First Aid

ARC provides basic first aid at ARC service delivery sites. Any medical services other than basic first aid will be requested through ESF 8.

ARC also provides basic mental health services at its service delivery sites. The ARC has professional mental health volunteers who provide counseling services and make referral to community-based resources for short-term and long-term mental health care.

3.3 Emergency Assistance

The Emergency Assistance Group Supervisor position will usually be filled by Oregon DHS.

3.3.1 Family Reunification

The Emergency Assistance Group is also responsible for efforts to reunify family members and others who have become separated by the event. The “Safe and Well” website managed by the American Red Cross will serve as one method for conducting welfare information services. For additional information on Safe and Well, and other resources, see Appendix 2.

3.3.2 Volunteers and Donations

OEM will lead a Task Force within this Group to manage donated goods. DAS and ORVOAD assist in the work of this Task Force. Items donated by individuals, private or public groups are inventoried, managed and distributed in a manner to provide the appropriate goods to the affected citizens. For more information, see the state Donations Management Plan.

OEM will also provide a Voluntary Agency Liaison (VAL) to the Emergency Assistance Group. The VAL will be the primary liaison for state agencies with ORVOAD and other voluntary agencies, as well as local COAD². If long-term recovery committees are established following the event, the VAL will be the lead representative for the state with those committees.

² Community Organizations Active in Disaster

3.4 Housing

The Housing Group Supervisor position will usually be filled by Oregon Housing and Community Services. When this plan was published, OHCS was leading a state effort to develop an Oregon Disaster Housing Strategy and Plan.

3.5 Human Services

The Human Services Group Supervisor position will usually be filled by Oregon DHS. One or more Disaster Recovery Center (DRC) Task Forces may be formed under the Human Services Group. Disaster case management may also become a component of the work of the Human Services Group. Additional information on Disaster Recovery Centers and disaster case management may be found in Appendix 3 and Appendix 4, respectively.

3.5.1 Human Services Programs

Human Services includes Disaster Unemployment Assistance, which is a program managed by the Oregon Employment Department.

This group also includes disaster assistance managed by the Oregon Department of Veterans' Affairs. This assistance is sometimes offered via one or more DRC.

Human services also includes a program named Disaster Legal Services, but the state has little or no role in implementing this. It provides legal services for low-income individuals who, prior to or because of the disaster, are unable to secure legal services adequate to meet their disaster-related needs. It is implemented by means of an agreement between FEMA and the Young Lawyers Division of the American Bar Association.

Other Needs Assistance is a component of the Individuals and Households Program which may be made available to the state as part of a Presidential major disaster declaration. ONA requires a 25% state cost-share. ONA may help pay medical, dental, and funeral costs related to the disaster. It also helps people affected by the disaster with the costs associated with the repair or replacement of certain personal property including clothing, household furnishings, appliances, and tools or computers needed for work. ONA grants may also help repair or replace cars and other vehicles necessary for transportation. The money can also be used for moving and storing personal property to avoid additional damage while disaster repairs are being made to the home. Other items for which eligible applicants may be reimbursed include generators, dehumidifiers and chain saws.

3.5.2 Crisis Counseling

Crisis counseling is listed as one component of Human Services in the Nation Response Framework ESF 6, but other than "psychological first aid" provided by the ARC as part of Mass Care, in this plan crisis counseling is part of ESF 8.

3.5.3 Access and Functional Needs Populations

The state recognizes that there are several categories of vulnerable populations who must be housed and fed following an evacuation, defined as people who are elderly, people with disabilities and other medical or mental health conditions, people with limited English proficiency, people with hearing and sight impairments, people who are in institutions, and people without access to private vehicles, as well as people in schools, day care centers, prisons and detention centers, and drug treatment centers. It also includes people who are transient such as tourists, seasonal workers, and the homeless.

Local emergency operations plans should contain strategies and procedures for addressing the needs of vulnerable populations in the event of emergency situations.

4 ESF Development and Maintenance

DHS will be responsible for coordinating regular review and maintenance of this ESF Annex. Each primary and supporting agency will be responsible for developing plans and procedures that address assigned tasks.

5 Supporting Documents

The following documents are currently in place to support state implementation of the mass care function:

State of Oregon

- State of Oregon Emergency Operations Plan
 - ESF 8 – Health and Medical
 - ESF 11 – Food and Water
 - ESF 15 – Volunteers and Donations
- Cascadia Playbook
- State of Oregon Cascadia Subduction Zone Catastrophic Earthquake and Tsunami Operations Plan
- ESF 6 Primary and Supporting Agency Internal Operating Procedures
- Oregon Disaster Housing Strategy, 2012
- Oregon Behavioral Health All Hazard Response Plan
- State of Oregon Animals in Disaster Plan

ESF 6. Mass Care

- Oregon Individuals and Households Program, Other Needs Assistance Agreement with FEMA Region Ten
- *Multi-Agency Feeding Plan Template* (draft dated January 2010)
- *Feeding Task Force Guidance Document* (draft dated January 2010)

Federal

- National Response Framework
 - ESF 6 – Mass Care, Emergency Assistance, Temporary Housing, and Human Services
- ARC and FEMA National Shelter Systems (NSS)
- FEMA Disaster Assistance Policy, DAP9523.19, Eligible Costs Related to Pet Evacuations and Sheltering
- Pets Evacuation and Transportation Standards (PETS) Act of 2006

6 Appendices

- Appendix 1 Food and Feeding
- Appendix 2 Reuniting Family Members and Others
- Appendix 3 Disaster Recovery Centers (tbd)
- Appendix 4 Case Management and Benefit Claims (tbd)