

APPENDIX VI: ESF 6 - MASS CARE

PRIMARY AGENCIES: Department of Business and Professional Regulation (Response) and Department of Children and Families (Recovery)

SUPPORT AGENCIES: American Red Cross, Department of Agriculture and Consumer Services, Department of Education, Department of Elder Affairs, Department of Economic Opportunity, Agency for Persons with Disabilities, Florida Baptists, Florida Food Bank Association, Florida Voluntary Organizations Active in Disaster, Volunteer Florida, National Association for the Advancement of Colored People, the Salvation Army, Department of Veterans' Affairs.

I. INTRODUCTION

Purpose

Emergency Support Function 6 (ESF 6) – Mass Care coordinates and provides life-sustaining resources and essential services when the needs of disaster survivors exceed local government capabilities.

Scope

Mass care, emergency assistance, and human services agencies and organizations at the local, state, tribal and Federal levels work together to provide life-sustaining assistance to disaster survivors. The three primary functions of ESF 6 – Mass Care are:

- **Mass Care:** Congregate sheltering, feeding, distribution of emergency supplies, and reunification of children with their parent(s)/legal guardians and adults with their families.
- **Emergency Assistance:** Non-congregate and transitional sheltering; support to individuals with disabilities and others with access and functional needs in congregate facilities; support to children in disasters; and support to mass evacuations.
- **Human Services:** Includes coordination of select programs to assist disaster survivors. These programs include the Disaster Supplemental Nutrition Assistance Program (DSNAP), disaster unemployment, temporary disaster employment and case management.

During the Response phase of a disaster, the Department of Business and Professional Regulation serves as the Primary Agency for ESF 6. During the Recovery phase of a disaster, the Department of Children and Families serves as the Primary Agency for ESF 6. ESF 6 is a component of the Human Services Branch in the Operations Section of the State Emergency Response Team (**see Figure 4, page 42 of the Basic Plan**).

Emergency Support Function 15, Volunteers & Donations, provides a central point for the coordination of information and activities of voluntary agencies responding in times of disaster and the effective utilization of donated goods. Emergency Support Function 17, Animal Protection and Agriculture, coordinates food and other essential services to household pets and service animals when owners are sheltered or evacuated.

Responsibility for coordination of disaster housing issues lies within the Recovery Bureau of the Division of Emergency Management.

Policies

ESF 6 will coordinate services with impacted counties, local governments and communities without regard to race, color, religion, nationality, sex, age, disability, limited English proficiency, or economic status.

Services for persons with disabilities and functional needs will be integrated into all aspects of ESF 6 operations. Service animals shall remain with the persons to whom they are assigned throughout every stage of disaster assistance.

ESF 6 is responsible for reporting the locations, status and populations of all shelters in the state, to include shelters for persons with medical needs and pet friendly shelters. ESF 6 will verify and update, as required, the state shelter information in the National Shelter System.

ESF 6 is responsible for coordinating requests by the State Emergency Response Team for use of public schools, state colleges and university facilities.

II. CONCEPT OF OPERATIONS

GENERAL

The Florida Department of Business and Professional Regulation and the Department of Children and Families in cooperation with the other support agencies provide trained staff to perform ESF 6 activities in accordance with the ESF 6 Standard Operating Guidelines during the preparation, response and recovery phases of a disaster.

ESF 6 Primary and Support Agencies conduct their activities at the State Emergency Operations Center, the Joint Field Office and applicable field sites in accordance with the ESF 6 Standard Operating Guidelines.

When needed and as appropriate, ESF 6 coordinates with other ESF's, branches and functions who are part of the SERT to include ESF 8, Health & Medical, ESF 11, Food and Water, ESF 15, Volunteers & Donations, ESF 17, Animal Issues and State Logistics.

When required, ESF 6 coordinates closely with DHS/FEMA, in its role in Federal ESF 6, to provide Federal mass care resources to assist and augment the State's mass care capabilities.

Initial response activities will focus on safety and the immediate needs of the survivors. Recovery efforts are initiated concurrently with response activities. Capabilities and resources of the private sector are incorporated into ESF 6 activities.

Structure

- State Response: When activated, representatives from ESF 6 Primary and Support agencies report to the State Emergency Operations Center.
- County Response: Mass Care and Emergency Assistance are coordinated according to the County Emergency Management Plan. Local American Red Cross, Salvation Army and other Non-governmental Organizations mobilize and respond in accordance with their organizational missions.

Operational Priorities & Goals

- Coordinate ESF6 Activities
 - Immediately activate a Mass Care and Emergency Assistance coordinating function able to assess and coordinate the operational requirements and shortfalls, and request additional Federal/state resources.
 - Maintain a steady-state evaluation of mass care and emergency assistance capabilities and available support resources.
 - Integrate and report the actions of response organizations for all incidents.
- Support Feeding Operations
 - Immediately assess, in coordination with responsible agencies, the feeding requirements and shortfalls.
 - Activate a multi-agency feeding task force to coordinate state and federal feeding support within 6 hours of determination of need.
 - Coordinate the establishment and support of a targeted mass care feeding infrastructure in the affected area in accordance with the state Multi-Agency Feeding Plan.
- Support Transition to Long Term Feeding
 - Coordinate the implementation of DSNAP in eligible jurisdictions.
 - Coordinate the implementation of targeted household disaster feeding, if required.
 - Coordinate the demobilization of the mass care feeding infrastructure in the affected area.
- Support Shelter Operations
 - Immediately assess, in coordination with shelter providers, the shelter requirements and shortfalls.
 - Activate a multi-agency sheltering task force to coordinate state shelter support within 6 hours of determination of need.
 - Establish priorities, provide guidance, request additional resources, and monitor shelter operations pursuant to a sheltering plan and sheltering support plan.
 - Immediately assess, in coordination with shelter providers, the requirements for functional need support services for shelter residents
 - Coordinate daily with shelter providers.
- Support transition of shelter residents
 - Support transition of general population shelter residents to temporary or permanent housing

- Support Discharge Planning of Special Needs shelter residents to temporary or permanent housing as specified in F.S.
 - Coordinate daily with shelter providers.
 - Transition shelter task force responsibilities to Recovery.
- Support Distribution of Emergency Supplies Operations
 - Immediately assess, in coordination with responsible agencies, the distribution of emergency supplies requirements and shortfalls.
 - Activate a multi-agency distribution of emergency supplies task force to coordinate state distribution of emergency supplies support within 6 hours of determination of need.
 - Coordinate the establishment and support of a targeted distribution of emergency supplies infrastructure in the affected area in accordance with the State Multi-agency Distribution of Emergency Supplies Plan.
- Support Mass Evacuation
 - Prior to the initiation of an evacuation, assess the requirements for mass care support, to include FNSS availability, along evacuation routes and at collection points.
 - Coordinate with responsible organizations in the local community, state, inter-state, or nation for the delivery of mass care support and tracking of evacuated individuals.
- Support Family Reunification Services
 - Assess the requirements for family reunification services and activate reunification services for individuals within the local and adjacent communities.
 - Activate a multi-agency reunification task force to coordinate state reunification support within 6 hours of determination of need.
 - Coordinate daily with reunification resource providers.
- Support Recovery Operations
 - Provide mass care support to Disaster Recovery Centers/Essential Services Centers as required.
 - Provide program staffing support to Disaster Recovery Centers/Essential Services Centers as required.
 - Assess the requirements for disaster unemployment based on the need and activate this service for individuals within the affected areas.
 - Assess the requirements for temporary disaster employment based on the need and activate this service for individuals within the affected areas.
 - Assess the requirements for Disaster case management based on the need and support activation of this service for individuals within the affected areas.

Preparedness Tasks

- Develop plans, policies, and procedures for the provision of ESF6 services to general populations in coordination with all responsible agencies
- Develop plans, policies, and procedures to ensure availability of functional needs support services in general population shelters
- Develop plans, policies, and procedures for activation and mobilization of ESF6 staff
- Enter pre-identified shelter facilities into the National Shelter System (NSS)
- Support the identification of accessible shelters as part of pre-identification of shelter option choices

- Develop plans, procedures, and protocols for coordination of ESF6 services with agencies providing mass care, human services, housing, and family reunification
- Develop and implement training programs for ESF 6 staff at EOC
- Develop procedures to ensure ESF 6 equipment, supplies and work spaces at EOC is operational.

III. ORGANIZATION

State Emergency Operations Center

- In the event that the State Emergency Operations Center is activated for an emergency the Emergency Coordination Officer for the Department of Business and Professional Regulation, or his/her designated representative, assumes the position of State Mass Care Coordinator. The organization chart is shown in the State ESF 6 Standard Operating Guidelines (SOG).
- The State Mass Care Coordinator coordinates with ESF 6 Support Agencies in accordance with the ESF 6 Standard Operating Guidelines in order to respond to assigned requests and directives of the State Emergency Response Team Chief.

Joint Field Office

- Upon activation of the Joint Field Office the Emergency Coordination Officer for the Department of Children and Families, or his/her designated representative, coordinates with ESF 6 Support Agencies in order to provide an ESF 6 representative at the Joint Field Office, when required.
- The ESF 6 representative at the Joint Field Office coordinates with ESF 6 Support Agencies in accordance with the ESF 6 Standard Operating Guidelines.

American Red Cross

- In the event of a disaster or emergency the American Red Cross in the affected area responds following pre-determined procedures and using a structure of chapters, regions, and National Headquarters. The American Red Cross adheres to the Principles of Service Delivery and the Regulations of Disaster Response as outlined in the ARC Disaster Response Handbook.
- The American Red Cross delivers disaster services through local chapters, regions or disaster relief operations supported by National Headquarters. Each component has a direct and interconnected accountability for ensuring disaster response.
- Each American Red Cross Chapter should have plans, resources and an operational structure adequate to initiate response to a disaster in its jurisdiction.
- The Disaster Relief Operation supports affected Chapters and the survivors by coordinating American Red Cross resources as needed. The immediate priorities are:

- Sheltering
- Conduct fixed and mobile feeding operations
- Staff local government emergency operations centers and contact and/or coordinate with local government and partner relief agencies
- Assess the impact of the disaster
- Conduct public affairs and disaster fundraising activities
- Other American Red Cross Disaster Services include:
 - Casework
 - Health Services
 - Mental Health Services
 - Safe & Well Linking
- The American Red Cross State Coordinating Team assigns a liaison to the State Emergency Operations Center in order to coordinate the organization's activities with the State.

The Salvation Army

- In the event of a disaster or emergency local Salvation Army Corps in the affected area respond with available resources in accordance with the requirements of their charter and in cooperation with local emergency management officials.
- When required, the Salvation Army Emergency Disaster Services for Florida Divisional headquarters coordinates the response of the affected and unaffected Corps.
- When required, the Salvation Army Southern Territory headquarters coordinates the deployment of additional organizational resources in support of the Florida Division and the State of Florida.
- When required, the Salvation Army provides a liaison to the State Emergency Operations Center in order to coordinate the organization's activities with the State.

Florida Voluntary Organizations Active in Disaster (FLVOAD)

- FLVOAD is a formal coalition of more than 88 recognized non-governmental organizations active in disaster relief.
- Their organizations provide capabilities to support response efforts at all levels.
- During major incidents, FLVOAD typically member organizations send representatives to the State EOC to coordinate with ESF 6, ESF 15 and the Human Services Branch to represent the voluntary organizations and assist in response coordination.

IV. PRIMARY AGENCY RESPONSIBILITIES

Primary Agency / Response - Department of Business & Professional Regulation

- Designate individuals as Emergency Coordination Officer and Alternate who have the knowledge and training to function as the State Mass Care Coordinator and can perform the tasks indicated in this Appendix. These individuals must carry electronic devices that allow them to respond to alerts by the State Watch Office.
- Revise the ESF 6 Appendix to the Comprehensive Emergency Management Plan, in coordination with the appropriate support agencies, as required.
- Produce and promulgate a Standard Operating Guidelines for ESF 6 that standardizes and assigns responsibilities for completing recurring tasks.
- Recruit and train personnel to adequately staff and operate ESF 6 during activation, with a priority to tasks in the Preparation and Response phases of emergency events.

Primary Agency / Recovery - Department of Children & Families

- Designate individuals as Emergency Coordination Officer and Alternate who have the knowledge and training to perform the tasks indicated in this Appendix. These individuals must carry electronic devices that allow them to respond to alerts by the State Watch Office.
- Provide appropriate resources to the Joint Field Office, when activated, including personnel if deemed necessary by the DCF Secretary or if requested by State or Federal Emergency Management officials.
- When requested by the State Emergency Response Team Chief, administer the distribution of Disaster Supplemental Nutrition Assistance Program benefits to survivors in order to supplement income for those families negatively impacted by the affects of a disaster through loss of food due to power loss, income loss or damages to residence.

V. SUPPORT AGENCY RESPONSIBILITIES

American Red Cross

- Respond to Florida disasters by conducting Mass Care, Emergency Assistance and Human Services activities in accordance with American Red Cross policies and procedures.
- Upon request, provide a liaison the State Emergency Operations Center.

- Provide timely information on American Red Cross field operations to the State Emergency Response Team.

The Florida Department of Agriculture and Consumer Services

- Provide United States Department of Agriculture commodities to authorized mass care agencies upon receipt of validated requests.
- Provide water and ice to authorized mass care agencies upon receipt of validated requests.

Department of Economic Opportunity

- Provide volunteer workers to staff ESF 6 during an emergency. Ensure agency employee participation is consistent with state policies governing this activity.
- When requested by the State Emergency Response Team Chief, request federal funds and authority to administer national emergency grants and other programs to provide temporary jobs to assist local communities that received substantial damage caused by major disasters.
- When requested by the State Emergency Response Team Chief, request federal funds and authority to administer the payment of Disaster unemployment assistance to individuals whose employment or self-employment has been lost or interrupted as a direct result of a major disaster declared by the President.

Agency for Persons with Disabilities

- Coordinate with federal, state and local agencies, as well as non-governmental organizations, to address the functional needs of developmentally disabled populations.
- Provide workers to staff ESF 6 during an emergency. Ensure employees' participation is consistent with all state policies governing this activity.

The Florida Department of Education

- Coordinate, when necessary, the use of educational facilities during emergency activations among federal and state agencies, local school districts, Colleges and Universities.
- Serve as the primary liaisons in coordinating all phases of emergency response from pre-disaster planning through post disaster recovery of educational facilities.
- Facilitate the coordination and implementation of an emergency communication network with the State Emergency Response Team and the public education school districts, Colleges, and Universities.
- Provide personnel to staff ESF 6 during an emergency. Ensure employees' participation is consistent with all state policies governing this activity.

The Florida Department of Elder Affairs

- Coordinate with federal, state and local agencies, as well as non-governmental organizations, to address the needs of elderly populations, in assisted living and long term care facilities and those aging in place in residential communities. The Department of Elder Affairs Emergency Coordinating Officer (ECO) serves as the liaison to the State Emergency Operations Center (SEOC) to direct and coordinate the response and recovery efforts for elders needing assistance following an emergency event.
- Serve as the primary liaison with the Area Agencies on Aging, Comprehensive Assessment and Review for Long Term Care Services (CARES) State and Regional Offices, State and District Ombudsman offices, the Serving the Health Insurance Needs of Elders (SHINE) program and Department of Elder Affairs program offices to ensure that elders currently receiving services are contacted pre and post event to ensure delivery of services and continuity of care.
- Provide workers to staff ESF 6 during an emergency. Ensure employees' participation is consistent with all state policies governing this activity.
- Assign and coordinate staffing to support operations and discharge planning for general population and special needs shelters within and outside the disaster area, as requested by local agencies.
- Provide information on status and needs of community care clients and other elders before and after an event, as possible.

Department of Veterans' Affairs

- Coordinate with federal, state and local agencies, as well as non-governmental organizations, to address the needs of Veterans.
- Provide workers to staff ESF 6 during an emergency. Ensure employees' participation is consistent with all state policies governing this activity.

Florida Baptists

- Respond to Florida disasters by conducting Mass Care in accordance with the Florida Baptists policies and procedures.
- Upon request, provide a liaison the State Emergency Operations Center.
- Provide timely information on Florida Baptist field operations to the State Emergency Response Team.

Florida Food Bank Association

- Respond to Florida disasters by conducting Mass Care in accordance with the Florida Food Banks policies and procedures.
- Upon request, provide a liaison the State Emergency Operations Center.
- Provide timely information on Florida Food Bank field operations to the State Emergency Response Team.

Florida Voluntary Organizations Active in Disaster

- Facilitate and encourage collaboration, communication, cooperation, coordination and information sharing during planning and preparedness, and after a disaster incident.
- Provide guidance in client information sharing, case management and spiritual and emotional care.
- Coordinate with ESF 6 and ESF 15 to support the efforts of local voluntary agencies and faith-based organizations.

National Association for the Advancement of Colored People

- Utilize its statewide branches, college chapters and youth councils to work in cooperation with ESF 6 in various preparedness, response, recovery and mitigation activities.
- Encourage its statewide branches, college chapters and youth councils to strive to provide educational opportunities regarding all potential hazards in the state so they can be prepared for such events.

The Salvation Army

- Respond to Florida disasters by conducting Mass Care, Emergency Assistance and Human Services activities in accordance with the Salvation Army policies and procedures.
- Upon request, provide a liaison the State Emergency Operations Center.
- Provide timely information on Salvation Army field operations to the State Emergency Response team.

Volunteer Florida

- Connect voluntary organizations with mass care capabilities to the mass care lead for integration into ESF 6 activities.
- Connect voluntary organizations with casework and emergency assistance capabilities to the mass care lead for integration into ESF 6 activities.

- Monitor donations offered through the Florida Donations Portal and other means, and offer appropriate large quantity donations to ESF 6.
- Maintain awareness of ESF 6 needs for volunteers and, through ESF 15 partners, connect appropriate individuals and teams with ESF 6 agencies.

VI. FINANCIAL MANAGEMENT

Agencies work under their own accounting principles and authorities but they must work closely with DEM's budget and accounting staff to ensure that their personnel properly document all reimbursable expenses related to their disaster activities. Such expenses should be directly related to official Mission Requests submitted through DEM and include, but are not limited to, travel, maintenance, meals, supplies, etc.

VII. REFERENCES AND AUTHORITIES

- The State of Florida, ESF 6 Standard Operating Guidelines
- State of Florida Multiagency Feeding Plan
- State of Florida Multiagency Shelter Plan
- State of Florida, Mass Care & Emergency Assistance Capability Level Guidance
- National Response Framework, Emergency Support Function 6
– Mass Care, Emergency Assistance, Housing, and Human Services
- Florida Division of Emergency Management Recovery Plan
- American Red Cross Disaster Response Handbook
- Independent authorities
 - 1) This appendix does not supplant existing plans or existing authorities which have been developed for response incidents under American Red Cross statutory authorities other than the Robert T. Stafford Act.
 - 2) Support agencies which have their own mission authorities and funding to respond to disaster situations will respond initially under those statutory authorities and these will take precedence over the authorities provided under the Robert T. Stafford Act.