
MASS CARE

EMERGENCY SUPPORT FUNCTION 6 (ESF 6)

PRIMARY AGENCY: Lake County Public Safety Department, Emergency Management Division

SUPPORT AGENCIES: The American Red Cross
Lake County Sheriff's Office, Animal Services
Lake County ARES
Florida Department of Health, Lake County
Lake County Schools
Lake County Sheriff
Lake EMS
The Salvation Army

I. INTRODUCTION

A. Purpose

The purpose of ESF 6 is to coordinate activities involved with the emergency provision of temporary shelters, emergency mass care feeding, bulk distribution of coordinated relief supplies for survivors of disaster, and disaster welfare information. In some instances, services may be provided to disaster workers as described below.

B. Scope

ESF 6 has a broad scope of critical responsibilities that encompass the following:

1. Coordinate the tasking of all shelter activities during a disaster.
2. Coordinate the establishment and operation of mass feeding facilities in the areas affected by disasters in coordination with ESF 11.
3. Coordinate with the relief efforts provided by volunteer organization performing mass care functions. Coordinate with ESF 15 for support of mass care operations.
4. Coordinate the establishment of a system to provide shelter registration data to appropriate authorities.

5. Coordinate the provision of emergency first aid in shelters, fixed feeding sites, and emergency first aid stations.
6. Coordinate with ESF 8 for the provision of medical support exceeding that required for standard first aid, for the prevention of communicable diseases, to include epidemiological and environmental health activities, as related to sheltering and feeding disaster survivors.
7. Provide quantitative mass care services data to ESF 5, ESF 11, and others who require accurate data for response planning.
8. Coordinate with ESF 16 for additional ESF 6 facility security resources.
9. Coordinate with ESF 2 to ensure each shelter has a working system of communication.
10. Coordinate with ESF 12 to ensure each active shelter location has priority for restoration of power and other utility service.
11. Coordinate with ESF 7 for additional resources to support the mass care and feeding operation.

II. POLICIES

A. Authorities

1. American Red Cross Legal Authorities Title 36, Section 2 of the United States Code, January 5, 1905.
2. Title 26, Section 1 of the United States Code Annotated; May 8, 1947.
3. Public Law 93-288, Robert T. Stafford Disaster Relief and Emergency Assistance Act.
4. Public Law 100-707, Robert T. Stafford Disaster Relief and Emergency Assistance Act as amended.
5. Chapter 252, Florida Statutes; Emergency Management.
6. Lake County Comprehensive Emergency Management Plan.

B. Priorities

The operations of ESF 6 will be directed toward the performance of sheltering functions in conjunction with the conduct of county emergency operations and protective actions. The primary focus of this effort will be to provide refuge for evacuees displaced from their residences because of the threat or occurrence of an emergency.

C. Assignment of Responsibilities

1. Lead Agency

The Lake County Emergency Management Division is designated as the Lead Agency for this Emergency Support Function and will coordinate all activities of ESF 6. As the Lead Agency they are responsible for the following:

- a) Notification, activation, and mobilization of all agencies assigned to the ESF.
- b) Organization, assignment and staffing of all facilities at which this ESF will be located.
- c) Coordination of all support agency actions in performance of missions assigned to this ESF.
- d) Coordinating requests for assistance and additional resources in performance of the missions of this ESF from all assigned agencies and forwarding them to the appropriate ESF or agency.
- e) The Lake County Emergency Management Division is the primary agency for ESF 6. For sheltering guidance, the American Red Cross Sheltering Handbook will be used. The sheltering handbook includes provisions for emergency mass care and assistance to individuals with urgent and verified disaster caused needs.
- f) ESF 6 activities will be coordinated through the county EOC. The primary agency and support agencies as required will provide staff at the EOC on a 24-hour basis, for the duration of ESF 6 activation.
- g) ESF 6 activities will support local governments. Additional mass cares resources required, which are beyond local

capability, will be coordinated through this ESF. All state and federal mass care responses to an event must be requested by, and are subordinate to, the county ESF 6 operations.

2. Support Agencies

All support agencies of this Emergency Support Function are responsible for the following:

- a) Notifying, activating, and mobilizing all personnel and equipment to perform or support assigned functions as designated within the Basic Plan of this document or the response actions of this annex.
- b) The designation and assignment of personnel for staffing of all facilities at which this ESF is required. The primary agency shall be responsible for making the determination that such representation is necessary.
- c) Coordination of all actions of the support agency with the primary agency in performing assigned missions of the ESF.
- d) Identifying all personnel and resource requirements to perform assigned missions that are in excess of the support agencies capabilities.
- e) Authorities and responsibilities will remain within each support agency for their own direction and control under the mission or tasks assigned by the lead agency.

D. Response Requirements

Federal and State assistance to this Emergency Support Function will be provided under Public Law 93-288, Florida State Statute Chapter 252, and the Florida Comprehensive Emergency Management Plan. However, during the emergency response and for the first hours after the occurrence of a catastrophic emergency there may be little, if any, assistance available. The primary and support agencies of this Emergency Support Function must plan to be as self-sufficient as feasibly possible during this period.

E. Resource Coordination

This ESF will provide resources using its primary and support agency authorities and capabilities, in coordination with other ESFs to support its

missions. This ESF will allocate available resources based upon priorities identified by the EOC.

All municipalities and all other ESFs will coordinate with this ESF's representative at the EOC when requesting emergency support or disaster relief from this ESF. In the case of conflict of priorities develops, this ESF will work directly with the EOC management team to resolve the situation.

F. Response and Recovery Coordination

Although this annex addresses response and recovery activities of the agencies associated with this ESF, the EOC is responsible for coordinating all emergency activities. Therefore, emergency operations of this ESF will be initiated commensurate with needs and emergency priorities as determined by the Lake County Comprehensive Emergency Management Plan.

G. Operating Facilities

In addition to the operating facilities identified in the Basic Plan of this document, the following are locations and descriptions of mass care facilities programmed to be utilized by this ESF:

1. During Evacuation - For hurricanes, facilities are listed and annually updated. For smaller shelter needs, (i.e., tornadoes or floods), American Red Cross has agreements with municipalities, churches and community buildings for use of these facilities as a shelter/feeding/relief center.
2. During Recovery – Current shelters will be evaluated and, if possible, combined in larger facilities.

H. Coordination of Actions

All agencies assigned with this ESF shall coordinate all actions in performance of emergency response and assistance missions with the Lead Agency for this ESF in the EOC.

III. SITUATION

A. Disaster Conditions

1. Sudden Catastrophes: Transportation accidents, airplane crashes, flash floods, tornadoes, fires, or technological events may necessitate immediate identifiable mass care to evacuees, survivors and emergency workers involved in the disaster and its

aftermath. Shelters and feeding sites may need to be set up quickly, with no advance notice.

2. Slowly Developing Disasters: Catastrophic disasters such as hurricanes and slowly rising floods provide warning and evacuation time, but may cause extended displacement and damage to the infrastructure. Shelters may be needed statewide to accommodate evacuees, and in some cases may be set up in neighboring states. Damage from catastrophic disasters may cause extended displacement, the needs of which may extend into the Recovery Phase.
3. In the wake of the disaster, many of the local resources will be unavailable due to the damage or inaccessibility, or the local resources will not be sufficient to handle the demand for assistance. This may require that significant amounts of resources will have to be transported into the area.

B. Planning Assumptions

1. The most destructive natural hazard to which Florida is vulnerable is a hurricane. Consequently, advance warning is likely, with an opportunity to order evacuation in vulnerable areas.
2. Hurricane evacuations studies predict that people outside the surge-prone areas will self-evacuate.
3. In a catastrophic disaster, it is likely that long-term mass care will be required until rental assistance and temporary housing resources become available.
4. A significant influx of disaster workers will strain the resources of the impacted area(s).
5. Mobile feeding operations may not be possible in major operations.
6. Smooth transitions from ESF 6 response to Individual Assistance Recovery Operations will help ensure survivor's needs are met.
7. All available local resources may be committed and additional help may be needed from the state, federal government, or mutual aid agreements.
8. Coordination with municipalities, critical facilities, and other ESF's efforts, and other government agencies will be required.

9. Damaged areas will be restricted and not readily accessible, except in some cases by air or water.

IV. CONCEPT OF OPERATIONS

A. General

1. At EOC Activation, Level II, the Lead Agency of this ESF is responsible for implementing its functions. A representative of the Lead Agency will be available in the EOC activation to respond to requests for support submitted to this ESF.
2. ESF 6 will coordinate and monitor all mass care activities. It is anticipated that immediately after a major or catastrophic emergency has occurred, an assessment of priority resources will be conducted by this ESF to assist in the relief operations and provide aid to those in need.
3. ESF 6 will focus primarily on sheltering activities, mass feeding, and the coordination activities involved in mass care. Support agencies will provide support services in times of disaster through a coordinated ESF response.

B. Emergency Support Function Organization

1. Federal Level

At this level, this ESF will be headed by the American Red Cross and organized in accordance with the National Response Framework (NRF) fka National Response Plan. This ESF will be directly represented at the Federal Joint Field Office (JFO) in or within proximity to the county.

2. State/Regional Level

At this level, this ESF will be organized in accordance with the State Comprehensive Emergency Management Plan. This ESF will be present in the State EOC. In addition, when a Regional reception and staging area has been established, representation of this ESF at that location will be identified.

3. County Level

- a) ESF 6 will establish liaison with other appropriate ESFs and maintain open communications with these ESFs in both the planning and operational phases.

- b) Support agencies will be coordinated by the Primary Agency. However, each agency represented will be expected to maintain its operational capability and direct its response resources in accordance with its agency's operating procedures.
- c) ESF 6 will be organized in a manner that ensures rapid response to the mass care needs of people affected by an emergency. Emphasis will be on each agency assigned to the ESF having through and up-to-date plans. When activated, agencies in ESF 6 will operate under these plans and their support documents.
- d) The designated team leader for this ESF at the EOC is responsible for all activity of the ESF subject only to the guidance and direction of the EOC Management team and the policies of this plan.

C. Notification

1. Initial

Initial notification will be sent by the Emergency Management to the Lead Agency of this ESF advising that a threat situation or an emergency has occurred that warrants, or may warrant, the implementation of this plan.

2. Lead Agency

The Lead Agency will notify all support agencies to begin mobilization of resources and personnel and prepare to commence operations assigned to this ESF.

3. Support Agencies

The notification process will be completed by the support agencies according to their Emergency Operating Guide (EOG) or disaster plan.

D. Mobilization

1. Lead Agency

Immediately following notification to activate this ESF, the Lead Agency will complete the following:

- a) Assure necessary emergency operating facilities and reporting systems are established.
- b) Establish communications with the EOC and obtain status reports.
- c) Notify the EOC when the ESF is prepared to staff the designated shelters.
- d) Provide appropriate representation to the EOC.

2. **Support Agencies**

Immediately following notification by the Lead Agency to commence response actions of the ESF, each support agency will complete the following:

- a) Initiate operations in accordance with established SOPs and responsibilities as outlined in their plan.

E. **Response Actions**

1. **Public Sheltering**

- a) ESF 6 will coordinate the activities of all public shelters. This includes shelters formed before, during, and after the event. ESF 6 will monitor evacuation activities to ensure shelters are opened as needed.
- b) Shelters will be opened and closed in accordance with public need as assessed, in coordination with Lake County Schools.
- c) ESF 6 will continuously monitor occupancy levels and ongoing survivors' needs and will provide ESF 5 with a daily listing of "open" and "closed" shelters.
- d) All shelters should be managed in accordance with applicable American Red Cross regulations and procedures.
- e) ESF 6 will have, procure, and regularly update lists of available shelters.
- f) Shelter listing will include staffing and resource information.

- g) ESF 6 will coordinate the provision of added and relief staff, and the replenishment of shelter supplies.
- h) ESF 6 will coordinate the consolidation of shelters, staff, resources and supplies as sheltering needs diminish.

2. Continuing Actions

- a) Lead and support agencies will have and maintain appropriate listings of agency staff to call for performing response activities.
- b) Lead and support agencies will have and maintain listings of all resource providers used by the agency in emergencies.
- c) All agencies will ensure that all actions taken are recorded and communicated to the ESF representatives in the EOC.
- d) At all times, support agencies should be able to make brief and accurate status reports in the EOC.
- e) Priorities will continually be reassessed to address the most critical needs and develop strategies.
- f) Resources, which are committed to specific missions, will be tracked for redeployment if necessary. Updated information will be provided to the EOC.
- g) Resources will be re-staged as appropriate.

V. Recovery Actions

A. Initial Actions

1. ESF 6 will assess and determine extended sheltering needs.
2. ESF 6 will work with both ESF 6 and other appropriate agencies at the State and Federal level for the long-term placement of disaster survivors who cannot move back to their normal living arrangements due to the disaster.

B. Mass Feeding

1. ESF 6 will be liaison with ESFs 5, and 11 to coordinate the mass feeding sites established by the American Red Cross and other

volunteer agencies. Mass feeding activities will include feeding of disaster survivors and then workers when possible.

2. ESF 6 will regularly update a list of all agencies who have a mission to provide mass feeding in times of disaster. The list will provide specific information to include:
 - a) Number of persons each agency can feed two meals a day, and how long this level of feeding can be sustained.
 - b) Number of staff or volunteers available for cooking and or serving.
 - c) Major equipment lists, e.g., mobile feeding units, refrigeration, vehicles, etc.
3. ESF 6 will coordinate mass feeding locations to ensure optimal logistics for public service. A liaison will be established with ESF 15 to ensure continued coordination during an event.
4. ESF 6 will coordinate sanitation provisions and inspection and garbage removal from mass care feeding sites in coordination with ESF 8 and ESF 20.
5. ESF 6 will coordinate the provision and delivery of food and water to mass feeding sites by ESF 11. This will include procuring food from the USDA, donations, and private vendors. Liaisons will be established with ESF 15 and will be ongoing with ESF 11 to ensure continued coordination of mass feeding.
6. ESF 6 will also coordinate mobile feeding units to the affected area(s) under the direction of the primary agency with assistance from the support agencies.

C. Individual Feeding

ESF 6 will assist local agencies in providing food for individuals not in shelters and unable to attend mass feeding sites.

D. Food and Storage

1. ESF 6 will coordinate with ESFs 11 and 15 regarding the storage of food in warehouse sites.

2. ESF 11 will coordinate the distribution of food stored in identified warehouses to mass feeding sites identified and coordinated by ESF 6.
3. ESF 6 will coordinate the transportation of food by ESF 11 from identified warehouses to mass care feeding sites in liaison with ESF 1.

E. Bulk Distribution of Relief Supplies

1. In coordination with ESFs 7, 11, and 15, ESF 6 will assist in the identification of bulk supply staging areas and distribution sites in the affected area.
2. ESF 6 will coordinate with ESFs 5, and 14 to publish information as to where and when bulk human relief supplies will be issued and information as to how these supplies can be accessed.
3. ESF 6 will receive ongoing information from ESF 5 as to what and how much is available for distribution.

F. Ongoing Actions

1. Upon request, mass care resources will be provided to assist recovery activities.
2. Coordination with ESF 5 for the development of mass care related courses of actions and strategies.
3. ESF 6 will provide support agencies, and ESFs 5 and 24 with regular updates on which shelters are opened or closed, and census data for open shelters.
4. ESF 6 will coordinate with ESF 14 to provide information to shelter residents about how to access disaster assistance program information.

VI. RESPONSIBILITIES

A. Lead Agency

1. Coordination with the support agencies in directing mass care and prioritizing the needs for relief services.
2. Coordination with ESF 8 for the provision of medical services up to advanced first aid and mental health services in shelters; and will

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- ensure that trained and qualified personnel are present in shelters in sufficient numbers to care for people needing assistance.
3. Coordination to ensure that a sufficient number of first aid trained and qualified personnel are stationed at each mass care site.
 4. Coordination with ESF 2 to ensure that each shelter has a working system of communication with the County EOC. This may include radio, telephone, or cellular telephone communications devices.
 5. Coordination with ESF 7 for generators and fuel.
 6. Coordination with ESF 7 and ESF 15 for supply information pertaining to potential volunteer groups, contract vendors, and other entities that may be able to supplement local resource needs.
 7. Support to ESF 8 to meet the sheltering, staffing, feeding, and other resources needs.
 8. In addition to those activities previously stated ESF 6 will coordinate with ESF 15 regarding the activities of volunteers actively engaged in providing mass care assistance.
 9. Develop and maintain a roster of personnel that staff the ESF. Sufficient staffing will be available for 24 hours per day.
 10. Ensure the presence of resource materials in sufficient numbers in the ESF location. These materials would include the Lead and Support Agencies Disaster Plan. Plan to include a listing of telephone numbers for support agencies and service providers.
 11. Maintenance of the shelter listing with names and numbers of each shelter manager, as available.
 12. Locations of all mass feeding sites and names of site managers.
 13. Recording of incoming requests for assistance, who is assigned to respond and the action taken.
 14. Establishing a protocol for prioritizing response activities.
 15. Coordination of activities with other ESFs.
 16. Providing assistance to other ESFs and support agencies for the long-term placement of disaster survivors who are unable to return to their normal living arrangements as a result of disaster damage.

VII. ADDITIONAL RESOURCES

ESF 6 will utilize personnel and resources from its lead and support agencies to respond to mission assignments related to emergencies. Additional resources available at other ESFs may be coordinated and mobilized to support ESF 6 missions. When requests begin to exceed the ESF's capability to respond, requests will be forwarded to ESF 6 at the State EOC through ESF 5 to mobilize additional resources. All personnel and resources mobilized by ESF 6 will remain under the control and direction of the ESF, unless otherwise noted.