

ANNEX 6 (ESF-6)

MASS CARE

PRIMARY: SC Department of Social Services

SUPPORT: The American Red Cross; The Salvation Army; SC Department of Health and Human Services; Department of Health and Environmental Control; Department of Probation, Parole, and Pardon Services; Lieutenant Governor's Office on Aging; School for the Deaf and Blind, American Association of Retired Persons (AARP), S.C. Assistive Technology Program; SC Commission on National and Community Service (United Way)

I. INTRODUCTION

- A. The Department of Social Services (DSS) is the Primary State Agency designated for coordinating Mass Care operations.
- B. Mass Care encompasses sheltering (existing or constructed facilities); feeding (fixed sites, mobile feeding units); bulk distribution of food and supplies; first aid at mass care facilities and designated sites; and disaster welfare inquiry. The American Red Cross is the primary organization that operates mass care shelters in South Carolina. Both the American Red Cross and the Salvation Army provide feeding capability through their own resources.
- C. The Department of Social Services and DHEC will jointly open Special Medical Needs Shelters (SMNS) in South Carolina. DHEC will manage SMNS.

II. PURPOSE

To organize within state government the capability to meet basic human needs (shelter, food, clothing, disaster welfare inquiry, and emergency social services) in disaster situations and to outline responsibility and policy established for Mass Care operations before, during, and after a disaster.

III. CONCEPT OF OPERATIONS

- A. DSS is responsible for coordinating all ESF-6 administrative, management, planning, training, preparedness, mitigation, response and recovery activities to include coordinating, and maintaining the ESF-6 SOP. All ESF-6 supporting agencies will assist DSS in the planning and execution of the above. All ESF-6 personnel must be trained on the principles of the National Incident Management System (NIMS) and Incident Command and integrate those principles into all ESF-6 planning and response operations.

- B. DSS will coordinate with the American Red Cross (ARC), Salvation Army (SA), other volunteer relief organizations, and all supporting and other appropriate agencies/organizations to facilitate interagency/inter-organizational planning and to promote operational coherence.
- C. DSS shall act as the primary Mass Care coordinator. However, each Mass Care member agency/organization will manage its own program(s) and maintain administrative and financial control over its activities.
- D. The Department of Health and Human Services (DHHS) will assist in staffing shelters.
- E. Lieutenant Governor's Office on Aging will offer services to the elderly, as needed: and will coordinate temporary expansion of the home delivered meals during a federally declared disaster.
- F. In coordination with, and support of, the State Assessment Team (SAT), ESF-6 will assess the situation (both pre- and post-event), and in coordination with local emergency management officials, develop strategies to respond to the emergency.
- G. The ARC, SA, and other voluntary agencies independently provide mass care to disaster victims as part of a broad program of disaster relief. Mass care encompasses the following:
 - 1. Shelter
 - a. The provision of emergency shelter for disaster victims and emergency workers includes the use of pre-disaster designated shelter sites in existing structures, temporary shelters, or the use of similar facilities outside the disaster area should evacuation be necessary. Mass Care shelters may be opened by the ARC, SA, or other organizations. However, ARC shelter operations are managed by the ARC trained volunteers and staff. DSS will provide staffing assistance to designated ARC and SMNS shelters only.
 - b. Listings of pre-disaster designated shelters may be found in the County EOPs (Mass Care Annex), the South Carolina Hurricane Plan, the South Carolina Operational Radiological Emergency Response Plan (SCORERP), and selected Dam Site-Specific Plans.
 - c. Expedient post-event sheltering may occur in other facilities not pre-designated if the primary facilities have been made unsuitable by the impact of the event or capacity is inadequate to accommodate the displaced residents.

2. Feeding

- a. The ARC, SA, and other organizations, will manage feeding programs for disaster victims and emergency workers through a combination of fixed sites and mobile feeding units.
- b. Feeding operations will be coordinated through ESF-6 and supported by the Department of Education, DSS, USDA Food and Nutrition Service, and major volunteer organizations. See ESF-11.
- c. Feeding operations will be based on sound nutritional standards and attempt to include provisions for meeting dietary requirements of disaster victims by ensuring that food is available for people with special dietary restrictions.

3. Emergency First Aid

The ARC and SA will provide emergency first aid services to disaster victims and workers at their facilities. This will not supplant required medical services provided by local EMS, or support under ESF-8 of the SCEOP.

4. Disaster Welfare Inquiry (DWI)

- a. The ARC, SA, and other organizations can facilitate “disaster welfare information” for families separated by disaster.
- b. Release of confidential information will be accomplished in accordance with all relevant federal, state, and local laws, specifically those concerning privacy and confidentiality.
- c. ARC works cooperatively with other agencies and organizations to assist in family reunification efforts.
- d. DWI related information will be provided in accessible formats, when available.

5. Bulk Distribution of Emergency Relief Supplies

Sites may be established within the affected area for distribution of emergency relief supplies, including bulk food distribution. Distribution will be determined by the requirement to meet urgent needs of disaster victims for essential items in areas where

commercial trade is inoperative or insufficient to meet emergency needs of victims.

H. Special Medical Needs Shelters (SMNS)

1. DHEC and DSS will jointly open SMNS; DHEC will manage SMNS.
2. DHEC will contract to use facilities as medical evacuation facilities, staff shelters with medical personnel, provide medical care for SMNS patients, and provide liability coverage to SMNS.
3. DSS will register SMNS patients and caregivers, and report shelter status to DSS operations.

I. ESF-6 will determine the need for and support reception center operations with staff during evacuation operations. (For mass evacuation operations see the Catastrophic Incident Response Plan, Appendix 9, Annex 7.)

J. ESF-6 will coordinate with ESF- 17 on shelteree and companion animal issues, such as shelter locations and openings.

IV. **ESF ACTIONS**

A. Preparedness

1. The primary agency will prepare for disaster exercises by coordinating with support agencies and organizations for their participation.
2. ESF-8 will provide ESF-6 with regularly updated lists of planned special medical needs shelters or other special needs units in existence in each county.
3. ESF-6 will maintain a roster of primary contact ESF personnel.
4. ESF-6 will coordinate with ARC, SA, SCEMD, and counties to ensure an up-to-date shelter list is available.
5. ESF-6 will assist and coordinate with ESF-18 (Donated Goods and Volunteer Services) to update and verify mass care agency (public and private) listings that have a mission and capability to provide mass feeding in times of disaster.
6. ESF-6 agencies will participate in state exercises and conduct, at least annually, ESF-6 training to validate this annex and supporting SOPs.

7. Ensure all ESF-6 personnel integrate NIMS principles in all planning. All ESF personnel will complete all required NIMS training, as outlined in the Department of Homeland Security (DHS) training guidance.
8. Ensure procedures are in place to document costs for any potential reimbursement.
9. Support the Emergency Management Assistance Compact (EMAC) by ensuring ESF personnel are trained on EMAC responsibilities, by pre-identifying assets, needs and resources that may be allocated to support other states, and by maintaining related information in WebEOC.
10. Provide ESF-6 representative to the Recovery Task Force.
11. Assess the accessibility of potential shelter locations, to include both physical access as well as service access.
12. Coordinate with the Emergency Planning Committee for Special Populations on issues related to disaster support for special needs.
13. ESF-6 will ensure that advocacy groups/organization have access to shelterees, as appropriate.
14. ESF-6 will coordinate with ESF-17 on issues relating to shelterees with companion and/or service animal needs.

B. Response

1. Lead and support agencies will have and maintain appropriate listings of agency staff to notify for response activities including staff that can accommodate populations with special needs.
2. ESF-6 will coordinate the provision of prepared meals regarding mass feeding sites with ESF-5, 11, and 18, and Logistics Section, to include the location and activation of distribution sites (PODs) established by responding emergency management agencies.
3. Shelters will be opened and closed in accordance with public need as assessed by ESF-6 personnel SCEMD, and county emergency management agencies. As coordinated with SCEMD, final decision rests with the ARC for ARC managed shelters and with DHEC on Special Medical Needs Shelters.
4. ESF-6 will provide ESF-5 with updated listing of operational shelters, at least once every 6 hours. Information to include, but

not limited to occupancy levels and shelter needs.

5. ESF-6 will coordinate with SCEMD, ARC, DHEC, and counties to update lists of available shelters including Special Medical Needs Shelters (SMNS).
6. ESF-6 will coordinate with ESF-8 for the provision of medical services and behavioral health services in shelters with the appropriate agencies to include assisting in the provision of psychiatric services and psychotropic medication for individuals in shelters or alternative housing.
7. ESF-6 will coordinate with appropriate agencies to ensure that each shelter has a working communications system and has contact with the county Emergency Operations Center (EOC) and the managing agency. This may include radio, telephone, computer, or cellular telephone communication devices.
8. ESF-6 will provide a list of mass care sites requiring restoration of services to SEOC Operations.
9. ESF-6 will coordinate with ESF-13 regarding additional security resources, if needed, at mass care shelters.
10. ESF-6 will coordinate with ESF-17 on issues relating to shelterees with companion and/or service animal needs.
11. Identify and provide a liaison officer for each EMAC request, to facilitate arrival and onward movement of EMAC support at appropriate staging area.

C. Recovery

1. ESF-6 will coordinate with ESF-5, 11, and 18 to establish or support existing mass feeding sites operated by the American Red Cross, Salvation Army, and other volunteer agencies. The first priority of mass feeding activities will be disaster victims. Emergency workers will be encouraged to utilize established mass feeding sites in lieu of individual site distribution.
2. ESF-6 will coordinate the provision of prepared meals regarding mass feeding sites with ESF-5, 11, and 18, and Logistics Section, established by emergency management agencies.
3. ESF-6 will coordinate with ESF-3 for garbage removal and ESF-8 for sanitation requirements and inspections at mass feeding sites in conjunction with county agencies.

4. ESF-6 will coordinate with responsible agencies for the provision of food and water to mass feeding sites, if needed. Liaison will be established with ESF-11 and 18 to ensure continued coordination for mass feeding.
5. Anticipate and plan for arrival of and coordination with FEMA ESF-6 personnel in the SEOC and Joint Field Office (JFO).
6. ESF-6 will support long-term recovery priorities as identified by the Long-Term Recovery Committee and the Recovery Task Force.
7. ESF-6 will work closely with its federal counterpart to establish a system for making information about disaster victims available to family members outside the disaster areas.
8. ESF-6 will coordinate with the US Postal Service to distribute, collect, and mail "locator cards" at mass care shelters, fixed and mobile feeding sites, points of distribution, and other mass care sites.

D. Mitigation

1. ESF-6 agencies will work to educate citizens on disaster preparedness and disaster mitigation activities.
2. Support and plan for mitigation measures including monitoring and updating mitigation actions in the State Hazard Mitigation Plan.
3. Review, evaluate and comment on proposed State Hazard Mitigation Plan amendments upon initiation and within the review period.
4. Support requests and directives from the Governor and/or FEMA concerning mitigation and/or re-development activities.
5. Document matters that may be needed for inclusion in agency or state/federal briefings, situation reports, and action plans.

V. **RESPONSIBILITIES**

- A. General: All state agencies under ESF-6 will train personnel on EMAC procedures to include; identifying agency resources to sustain emergency operations, pre-scripting anticipated needs on specific EMAC messages, and listing agency resources available for interstate and intrastate mutual aid missions.

B. Department of Social Services

1. Preparedness

- a. Identify, train, and assign DSS personnel to staff ESF-6 in the SEOC.
- b. Plan for mitigation, preparedness, response, short-term and long-term recovery actions.
- c. Maintain and disseminate current information on federal and state policies, laws, and regulations relevant to DSS responsibility in Mass Care operations.
- d. Disseminate administrative procedures for specific DSS administered programs designed to meet post-disaster needs to include the Disaster Supplemental Nutrition Assistance Program (DSNAP) (Electronic Benefit Transfer Cards).
- e. Develop Mass Care training programs for DSS personnel and participate in ARC shelter operations training at state and county level.
- f. Maintain formal agreements, Statement of Understandings (SOUs), Memorandums of Understanding (MOUs), and working relationships with supporting Mass Care agencies and organizations, as required.
- g. Maintain written operating procedures including alert list of appropriate Mass Care organizations, and disaster response personnel.
- h. Participate in periodic Mass Care drills and exercises. Evaluate and coordinate necessary revisions to Mass Care plans with Mass Care member agencies/ organizations.
- i. Provide guidance and consultation to local government in developing and maintaining a local Mass Care capability and capacity (to include county visits).

2. Response

- a. Notify all ESF-6 supporting agencies upon activation.
- b. Provide DSS staff to support shelter operations, as required.

- c. Communicate with all Mass Care agencies and organizations to compile and exchange information concerning the extent of the disaster and the status of response operations. Provide such information to the SEOC Operations.
 - d. Provide a State Mass Care Coordinator to the State Emergency Operations Center upon request of the SC Emergency Management Division.
 - e. Coordinate with Mass Care organizations to ensure operational coordination in disaster response of mass care services and support to local government.
 - f. Keep the public informed of available Mass Care assistance programs, in coordination with Mass Care support agencies and organizations by augmenting the state public information services.
 - g. Provide information on the human-need situation (major problems and needs) to the Department of Health and Human Services, Region IV, the USDA Food and Consumer Service, and the Federal ESF-6 (ARC) representative in FEMA Region IV, as required.
 - h. Collect, compile, and maintain all essential information, generate reports and records concerning Mass Care disaster response.
3. Recovery
- a. Continue to coordinate with Mass Care agencies and organizations.
 - b. Continue to keep the public informed of available Mass Care state and federal assistance programs.
 - c. Administer recovery programs; e.g., Disaster Supplemental Nutrition Assistance Program (DSNAP) Food Stamp Program.
 - d. The Department of Social Services, ARC, SA, and other Mass Care support agencies will use normal supply channels with a priority status. DSS will coordinate with all Mass Care agencies/organizations and support agencies to

ensure that all state assets have been applied prior to requesting federal assistance.

C. American Red Cross

1. Preparedness

- a. Identify, train, and assign ARC liaison to staff ESF-6 in the SEOC.
- b. Plan for disaster mitigation, preparedness, response, short term, and long-term recovery actions in coordination with government agencies based on hazard analysis and history of disaster (see Attachment A this annex).
- c. Recruit and train disaster volunteer workers; train state employees in ARC shelter staff operations.
- d. Conduct Community Disaster and Mitigation Education programs to provide communities with information to help them prepare for disasters.
- e. Conduct shelter surveys with school districts and other entities. This survey includes an assessment of the suitability for people with disabilities. Identifies, coordinates, and obtains written agreements for shelters in each of the 46 South Carolina counties.
- f. Promote mitigation at the state and local government levels.
- g. Test validity of disaster response plans and procedures through internal and inter-agency disaster response exercises. Evaluate and coordinate necessary revisions to Mass Care plans with government agencies.

2. Response

- a. Establish an ARC headquarters in or near the affected area for coordination of services.
- b. Assign an American Red Cross liaison to ESF-6 at the State Emergency Operations Center.
- c. Conduct community disaster needs assessments.

- d. Establish and manage general population mass care shelters (facilities) and provide first aid coverage. Provide list of operational shelters to ESF-6 during disasters.
- e. ARC maintains shelter status information during a disaster and will provide that information to SCEMD at predetermined intervals, usually every 12 hours. This information will be maintained in a shelter tracking database, such as the FEMA developed National Shelter System. ARC will also work cooperatively with SC DSS to provide shelter status information as necessary during a response.
- f. Provide meals at fixed sites and through mobile feeding units. Special dietary needs and culturally appropriate foods will be served when feasible; however, these foods may not be readily available during a disaster requiring clients to plan ahead for meeting their own needs.
- g. Assist in securing additional first aid supplies for ARC facilities.
- h. Provide services to help family members to reconnect following a disaster primarily through activation of the Safe and Well List web site and similar online systems provided by other voluntary organizations.

3. Recovery

Disaster-caused need, not loss, is the basis upon which ARC assistance is provided. Depending upon an evaluation of need and resources available, the ARC may provide:

- a. Food, clothing, and other emergency needs.
- b. Temporary housing assistance until other resources are available to meet the need.
- c. Bulk supplies for temporary minor repair of owner-occupied homes to make them habitable.
- d. Basic items essential to family living.
- e. Essential medical and nursing care items and/or assistance/referral for those injured or made ill because of

the disaster, or whose condition is aggravated by the disaster.

- f. Assistance in providing information about federal and other resources available for additional assistance to disaster victims.
- g. Provide representatives or information at Disaster Recovery Centers (DRC) to inform applicants of available ARC assistance.
- h. The American Red Cross manages its own logistics system of procurement, warehouses, relief facilities, transportation, and communication networks.

D. The Salvation Army

1. Preparedness

The Salvation Army is a national religious and charitable organization with the capability to immediately render emergency disaster relief services to individuals and families threatened, or directly affected by disaster (see Attachment B this annex).

- a. Identify, train, and assign personnel to staff ESF-6 in the SEOC.
- b. Review the Salvation Army's North and South Carolina Disaster Plan, and implementing Standard Operating Procedures. Cooperate with state and local agencies and organizations in developing inter-agency and inter-organizational disaster response plans. Participate in annual county mass care coordination meetings.
- c. Conduct disaster response training for Salvation Army staff and volunteers.
- d. Test validity of disaster response plans and procedures through internal and inter-agency disaster response exercises.

2. Response

- a. Activate the Divisional Emergency Response Team (DERT) and/or Incident Management Team (IMT).

- b. Assign a Salvation Army Liaison to the State Emergency Operations Center.
 - c. Establish a Command Post in the affected area to coordinate Salvation Army activities/personnel/equipment.
 - d. Initiate Salvation Army mass care services to disaster workers and victims.
 - e. Deploy teams to provide emotional and spiritual care.
 - 3. Recovery
 - a. Assign Salvation Army representatives in Disaster Recovery Centers (DRCs) to provide assistance for disaster victims, as required or requested.
 - b. Provide information and referral services for disaster victims.
 - c. Distribute food and commodities, clothing, furniture, bedding and household needs to disaster victims.
 - d. The Salvation Army operates and manages its own warehouses, shelter facilities, transportation resources, mobile feeding units, and communications networks. (See Attachment B, Salvation Army Memorandum of Understanding).
- E. Department of Health and Human Services
- 1. Preparedness
 - a. Identify, train, and assign DHHS personnel to staff shelters and ESF-6 in the SEOC.
 - b. Review emergency procedures to prepare to activate State Emergency Response Team members to the SEOC.
 - c. Participate in annual county mass care coordination meetings and/or training events.
 - 2. Response

Provide support staff to ARC and special medical needs shelters.
 - 3. Recovery

- a. Provide support in DRCs to assist disaster victims with applying for State and Federal assistance programs.
- b. Assist in providing information and referral services for disaster victims.

F. Department of Health and Environmental Control

- 1. Identify, train, and assign DHEC personnel to maintain contact with and prepare to execute missions in support of ESF-6 during periods of activation.
- 2. Provide personnel, sanitation and food inspection, health care, crisis counseling and water quality services to support mass care operations.
- 3. Identify, staff (including nurses), and manage Special Medical Needs Shelters.
- 4. Update SMNS status information in WebEOC.
- 5. Provide nurses, within capabilities, to ARC shelters.
- 6. Participate in annual county mass care coordination meetings and/or training events.

G. Department of Probation, Parole, and Pardon Services

- 1. Identify, train, and assign personnel to staff ESF-6 during periods of activation.
- 2. Requests for shelter security will be coordinated through ESF-13.
- 3. Participate in annual mass care coordination meetings and/or training events.

H. Lieutenant Governor's Office on Aging

- 1. Preparedness
 - a. Identify, train, and assign personnel to staff ESF-6 in the SEOC.
 - b. Review emergency procedures to prepare to activate State Emergency Response Team members to the SEOC.
 - c. Participate in annual mass care coordination meetings and/or training events.

- d. Assist in the identification of affected elderly population during disasters or emergencies.

2. Response

- a. Perform initial Assessment of Need to include reestablishing Aging operations, coordinating with other disaster response agencies, coordinating delivery of non-perishable meals, and coordinating volunteer activities.
- b. Offer services to the elderly population as needed; and coordinate temporary expansion of the home delivered meals during a federally-declared disaster.
- c. Assign a liaison from the Lieutenant Governor's Office on Aging to ESF-6 at the State Emergency Operations Center.

3. Recovery

- a. Provide support in disaster recovery centers to assist the elderly with applying for State and Federal Assistance programs.
- b. Assist in providing information and referral services for disaster victims, to include the elderly.

I. School for the Deaf and Blind

1. Preparedness

- a. Identify, train, and assign personnel to staff ESF-6 in the SEOC, as required.
- b. Review emergency procedures to prepare to activate State Emergency Response Team members to the SEOC.
- c. Participate in annual mass care coordination meetings and/or training events.
- d. Assist in the identification of affected deaf and blind populations during disasters or emergencies.

2. Response

Perform initial assessment of need to include reestablishing deaf and blind operations, coordinating with other disaster response

agencies, coordinating delivery of non-perishable meals, and coordinating volunteer activities.

3. Recovery

- a. Provide support in disaster recovery centers to assist the deaf and blind with applying for state and federal assistance programs.
- b. Assist in providing information and referral services for disaster victims, to include the deaf and blind.

J. American Association of Retired Persons (AARP)

1. Preparedness

- a. Identify, train, and assign personnel to staff ESF-6 in the SEOC, as required.
- b. Review emergency procedures to prepare to activate State Emergency Response Team members to the SEOC.
- c. Participate in annual mass care coordination meetings and/or training events.
- d. Assist in the identification of affected retired populations during disasters or emergencies.

2. Response

Perform initial Assessment of Need to include reestablishing retired Americans operations, coordinating with other disaster response agencies, coordinating delivery of non-perishable meals, and coordinating volunteer activities.

3. Recovery

- a. Provide support in disaster recovery centers to assist the retired populations with applying for state and federal assistance programs.
- b. Assist in providing information and referral services for disaster victims, to include the retired population.

K. S.C. Assistive Technology Program

Assist in shelter operations by providing an equipment loan and demonstration program, an on-line equipment exchange program, training, technical assistance, publications, an interactive CDROM (SC Curriculum Access through AT), an information listserv and work with various state committees that affect AT acquisition and IT accessibility.

- L. SC Commission on National and Community Service (United Way Association of South Carolina)
 - 1. Provide trained and certified volunteers to support selected Red Cross shelter operations.
 - 2. Provide the AmeriCorps and other national service team database information, as required.

VI. FEDERAL ASSISTANCE

- A. This annex is supported by the National Response Framework, ESF-6, Mass Care, Emergency Assistance, Housing, and Human Services. When fully operational, representatives from ESF-6 will staff the Joint Field Office (JFO).
- B. Once established, Federal ESF-6 executes four functions:
 - 1. Mass Care: Includes sheltering, feeding operations, emergency first aid, bulk distribution of emergency items, and collecting and providing information on victims to family members.
 - 2. Emergency Assistance: Services include: support to evacuations (including registration and tracking of evacuees); reunification of families; provision of aid and services to special needs populations; evacuation, sheltering, and other emergency services for household pets and service animals; support to specialized shelters; support to medical shelters; nonconventional shelter management; coordination of donated goods and services; and coordination of voluntary agency assistance.
 - 3. Housing: Includes housing options such as rental assistance, repair, loan assistance, replacement, factory-built housing, semi-permanent and permanent construction, referrals, identification and provision of accessible housing, and access to other sources of housing assistance.
 - 4. Human Services: Includes the implementation of disaster assistance programs to help disaster victims recover from non-housing losses, including programs to replace destroyed personal property, and help to obtain disaster loans, food stamps, crisis counseling, disaster unemployment, disaster legal services, support

and services for special needs populations and other Federal and State benefits.

- C. State ESF-6 personnel will be familiar with the National Response Framework and the corresponding annex with Federal counterpart concepts, actions and responsibilities. This familiarization will include but not be limited to the make up, functions and responsibilities of the Incident Management Assistance Teams (IMAT), Incident Response Coordination Team (IRCT), and the Joint Field Office (JFO).
- D. State ESF-6 will coordinate with Federal ESF-6 to obtain assistance as required.
- E. Federal ESF-6 is responsible for providing for the safety and well being of household pets and service animals. In South Carolina, this responsibility has been undertaken by state ESF-17. Consequently, state ESF-17–Animal/Agriculture Emergency Response will assume the lead role regarding the safety and well being of household pets and service animals. State ESF-6 will support and coordinate with State ESF-17 as required.

ATTACHMENTS

- A - Statement of Understanding Between the State of South Carolina and The American Red Cross
- B - Memorandum of Understanding Between The Salvation Army (A Georgia Corporation) and the South Carolina Emergency Management Division