

ESF 06: MASS CARE, HOUSING AND HUMAN SERVICES

PRIMARY AGENCIES:

American Red Cross serving Central and Southeastern Washington
Blue Mountain Humane Society
The Salvation Army
Walla Walla County Emergency Management

SUPPORT AGENCIES:

Amateur Radio Emergency Services
Central Washington Comprehensive Healthcare
Fire Services
HAZMAT Team/Walla Walla Fire Department
Law Enforcement
Public Works Departments
Valley Transit
Walla Walla County Coroner
Walla Walla County Emergency Medical Services
Walla Walla County Emergency Public Information Officer
Walla Walla Emergency Services Communications Center

I. INTRODUCTION

A. Purpose

The purpose of this Emergency Support Function (ESF) is to coordinate efforts to provide sheltering, feeding, and emergency first aid following an emergency or disaster requiring response assistance, to operate a Disaster Welfare Information (DWI) system to collect, receive, and report information about the status of victims and assist with family reunification within the affected area, and to coordinate bulk distribution of emergency relief supplies vital to the delivery of services, to victims following the event.

B. Scope

1. In the event of a major disaster all, or any part, of Walla Walla County could be impacted in such a way that residents might have to evacuate their homes. If such a situation arises, ways will be needed to feed and shelter a large number of citizens.
2. Initial response activities will focus on meeting urgent needs of victims on a mass care basis. Recovery assistance, such as temporary housing, and loans and grants for individuals under the traditional disaster assistance programs of the Federal Emergency Management Agency (FEMA) and other federal agencies' initial recovery efforts, may commence as response activities are taking place. Likewise, the provision of the customary American Red Cross (ARC) disaster services of Emergency Assistance and Additional Assistance will be considered based on the needs of the victims, the situation, and available resources. As recovery activities are

introduced, close coordination will be required between those federal agencies responsible for recovery activities, and voluntary agencies providing recovery assistance, including the Red Cross serving Central and Southeastern Washington.

3. The ARC independently will provide mass care to disaster victims as part of a broad program of disaster relief, as outlined in charter provisions enacted by the United States Congress, Act of January 5, 1905, and the Disaster Relief Act of 1974 (P.L. 93-288, as amended by the Stafford Act of 2000).
4. The ARC will assume primary agency responsibility under the National Response Framework (NRF) to coordinate federal response assistance to the mass care response of Washington State and Walla Walla County, and the efforts of other voluntary agencies, including ARC relief operations.
5. The Blue Mountain Humane Society will coordinate the response of county agencies in assisting local and volunteer organizations to provide all animals affected by the disaster with emergency medical care; evacuation; rescue; temporary confinement, shelter, food and water; and identification for return to the owner.
6. Mass Care includes:
 - a. Shelter
The provision of emergency shelter for victims includes the use of designated shelter sites in existing structures, creation of temporary facilities such as tent cities, or the temporary construction of shelters, and use of similar facilities outside the affected area, should evacuation be necessary.
 - b. Feeding
The provision for feeding victims and emergency workers through a combination of fixed sites, mobile feeding units, and bulk food distribution. Such operations will be based on sound nutritional standards and will include provisions for meeting dietary requirements of victims with special dietary needs.
 - c. Emergency First Aid
Emergency first aid services will be provided to victims and workers at mass care facilities and at designated sites within the affected area. This emergency first aid service will be supplemental to emergency health and medical services established to meet the needs of the victims.
 - d. Disaster Welfare Information
Disaster Welfare Information (DWI) regarding individuals residing within the affected area will be collected and provided to immediate family members outside the area through a DWI System. DWI will also be provided to aid in reunification of family

members within the area who were separated at the time of the event.

e. Bulk Distribution of Emergency Relief Items

Sites will be established within the affected area for distribution of emergency relief items. The bulk distribution of these relief items will be determined by the requirement to meet urgent needs of victims for essential items. (Also see ESF 11 – Agriculture and Natural Resources)

II. POLICIES

- A. ESF 6 will be implemented upon the appropriate request for assistance following an event.
- B. Appropriate federal, state, and local jurisdiction, voluntary agency, and private sector resources will be used as available with American Red Cross (ARC) taking the role as lead agency.
- C. The American Red Cross serving Central and Southeastern WA. The Red Cross shall periodically survey their identified shelters as to their capabilities and contact information. Shelter records will be maintained by ARC.
- D. The Blue Mountain Humane Society (BMHS) shall maintain a resource list that includes an inventory of shelters and their capabilities. The resource list will be maintained by BMHS.
- E. Services will be provided without regard to economic status or racial, religious, political, ethnic, or other affiliation.
- F. This ESF will not supersede ARC response and relief activities and operations that conform to the ARC Board of Governors’ Disaster Services Policy Regulations and Procedures: ARC 3000 Series. ARC will maintain administrative and financial control over its activities.
- G. The Salvation Army will provide services in accordance with their national policies and mission statement.
- H. Information about those injured and remaining within the affected area, and casualties evacuated from the affected area to other medical facilities, will be limited to that provided by local medical care facilities, either directly or through the ARC’s DWI System.
- I. The American Red Cross serving Central and Southeastern Washington, The Salvation Army, and the Blue Mountain Humane Society may be asked to participate in planning meetings, training, and exercises.
- J. Walla Walla County Department of Community Health will provide appropriate support before, during, and following disasters as outlined in the Walla Walla County Public Health All Hazards Emergency Response Plan.
- K. Central Washington Comprehensive Healthcare will help coordinate mental health support during and following disasters.

III. SITUATION

- A. Emergency/Disaster Conditions and Hazards

1. The magnitude of damage could rapidly overwhelm the capability of Walla Walla County, the American Red Cross serving Central and Southeastern Washington and The Salvation Army to assess the event and respond effectively to basic and emergency human needs. Damage to roads, airports, communications systems, etc. could hamper emergency response efforts. The movement of emergency supplies could be seriously impeded. Many professional emergency workers and others who normally would help during an event could be dead, injured, involved with family problems resulting from the situation, or unable to reach their assigned posts. Local emergency facilities could be severely damaged or inaccessible.
2. Large numbers of victims could be forced from their homes, depending on such factors as time of occurrence, area demographics, building construction, and existing weather conditions. There may be large numbers of dead and injured. Family members may be separated immediately following a sudden-impact event, such as children in school and parents at work. Large numbers of transients, such as tourists, students, and foreign visitors, may be involved.

B. Planning Assumption

1. Planning for ESF 6 is based on a worst-case scenario in which an event occurs without warning at a time of day that will produce maximum casualties, but also considers other events, which could cause large numbers of casualties and result in widespread damage necessitating the temporary relocation of victims.
2. The nature and extent of the event requires a planned, immediate, and automatic response from the Red Cross serving Central and Southeastern Washington and cooperating private sector and volunteer organizations.
3. The ARC will take the lead to immediately provide feeding, shelter, and emergency first aid services, if possible. The ARC will plan to provide these services without external support for at least the first three days, or however long resources dictate, following the onset of the event. An independent ARC relief operation will be established to support this response. If this overwhelms local ARC state capabilities, state and national ARC resources will be requested.
4. The Salvation Army, various church, and volunteer organizations will offer services in support of mass care efforts. If necessary, the local unit of The Salvation Army can request assistance through their chain of command.
5. Surviving telephone service into and within the event area will be either inadequate or prioritized to emergency uses to the extent that it will be unable to handle disaster welfare inquiries.
6. The restoration of communications systems, disrupted by damages and overloads, may take weeks.

7. Some victims will go to mass shelters, but many will find shelter with friends and relatives, and others will remain with, or near, their damaged homes or property.
8. Some of the victims who arrive at mass shelters will bring their pets with them. Evacuation shelters do not accept animals because of health and safety regulations. The Blue Mountain Humane Society is responsible for coordinating shelter arrangements for animals in the event of a disaster.
9. The names of many of the injured that are treated and released may continue to appear on casualty lists.
10. Some medical facilities will be so overwhelmed that accurate record keeping on treated, released, hospitalized, and transferred individuals may be disrupted.
11. Many of the more seriously injured will be transported to hospitals outside the event area, some of them hundreds of miles away.
12. Mass care shelter facilities will receive priority consideration for structural inspections to ensure safety of occupants.
13. Mass care operations and logistical support requirements will be given high priority by the Walla Walla County Emergency Management (WWEM) Emergency Operations Center (EOC) and support agencies.
14. The magnitude of the event may require the operation of large long-term shelters.
15. Relocation of victims will limit or prevent routine mail delivery.
16. Large numbers of spontaneous volunteers in the affected area and around the state or country will require a planned recruitment strategy and operational training effort.
17. The WWEM EOC will coordinate ESF 6 planning activities to ensure appropriate immediate and automatic response.

IV. CONCEPT OF OPERATIONS

A. General

1. The American Red Cross serving Central and Southeastern Washington is the primary agency responsible for managing mass care activities. Other agencies support the mass care mission. Resources from the private sector will also be applied to the response and recovery effort. The Red Cross will coordinate with the WWEM EOC to provide needed support. Requests for assistance from citizens or jurisdictions within the county that come to the EOC will be referred to the local ARC chapter or field office.
2. Initial response activities will focus on meeting urgent needs of victims on a mass care basis. Services provided will be based on the needs of victims, the situation, and available resources. As recovery activities are introduced, close coordination will be required between those agencies responsible for recovery activities, and voluntary agencies providing recovery assistance, such as ARC and The Salvation Army.

3. The Walla Walla County Emergency Management Executive Board may authorize use of county facilities and resources in support of mass care. In addition, they may enter into contracts with local businesses or agencies for additional resources or facilities.
4. Possible Shelter and/or feeding sites may include, but is not limited to: The three local colleges, public and private schools, Granges, community centers, and churches that have general purpose or community rooms and kitchens. The campground at Fort Walla Walla and the SE Washington Fairgrounds could be used for tent or RV camping.
5. The Blue Mountain Humane Society will coordinate efforts to provide water, food, and shelter and other physical needs to animals. They will coordinate with the Emergency PIO to ensure that information is provided on the location of animal shelters and other animal-related matters.

B. Organization

The WWEM EOC will alert, and may request activation of, mass care agencies. When alerted or activated, agencies will contact their staff, appropriate teams, and individual volunteers. They will maintain communication and coordination with the WWEM EOC.

C. Preparedness Activities

1. Walla County Emergency Management Department
 - a. Maintain a basic inventory of some disaster supplies in a local warehouse.
 - b. Conduct planning meetings and disaster preparedness exercises.
 - c. American Red Cross serving Central and Southeastern Washington maintain resource and personnel lists. They have established agreements with several local schools and churches for use of their facilities as shelter and/or feeding sites.
 - d. Participate in Local Emergency Planning Committee (LEPC) meetings and community disaster exercises.
2. The Salvation Army
 - a. Operate a small food bank, identify resources such as cots and bedding for use in shelters, and maintain coordination/communication with other agencies, emergency management, and the American Red Cross serving Central and Southeastern Washington.
 - b. Participate in LEPC meetings and community disaster exercises.
3. Blue Mountain Humane Society
 - a. Assist in releasing information on disaster planning and safety for animals through news releases, brochures, or participation in WWEM workshops.
 - b. Coordinate with local agencies to establish a system to register identification data in an effort to reunite animals with their owners.

- c. Identify available shelter locations (barns, pastures, kennels, etc.) to be utilized as animal shelters.
 - d. Participate in LEPC meetings and community disaster exercises.
 - 4. Walla Walla County Department of Community Health will, in conjunction with the American Red Cross serving Central and Southeastern Washington, survey proposed shelter locations to help determine if the shelter location is appropriate to support shelter operations.
 - D. Response Activities
 - 1. Walla Walla County Emergency Management Emergency Operations Center
 - a. Receive and verify situation reports from a variety of sources and identifies/estimates needs for mass care services.
 - b. Identify potential resources for providing mass care.
 - c. Request assistance from support agencies, and communication resources, as appropriate.
 - d. Coordinate with involved support agencies regarding specific mass care site(s) locations that will be used and indicate what route(s) are to be used.
 - e. Arrange for, or coordinates logistical support, including transportation of evacuees and supplies.
 - f. Provide public information on mass care sites, services provided, available routes, and transportation options (also see ESF 2 – Telecommunications, Information Systems, and Warning, and ESF 15 – Public Affairs).
 - g. Maintain coordination and communication between the WWEM EOC and support agencies.
 - h. Communicate with Washington State Military Department, Emergency Management Division/State Emergency Operations Center (SEOC), and keep them apprised of local situation and request additional resources as needed.
 - 2. The American Red Cross serving Central and Southeastern Washington.
 - a. Assess situation and status reports from the WWEM EOC and ARC damage assessment teams, assesses available personnel and resources.
 - b. Operate shelters as needed.
 - c. Provide meals at fixed and mobile feeding sites.
 - d. Provide emergency first aid services in shelters, feeding sites, and emergency first aid stations.
 - e. Distribute potable water and ice, and bulk emergency relief items.
 - f. Provide, staff, and operate DWI services.

- g. Establish communications between shelters, feeding units, emergency first aid stations, and relief operation locations.
 - h. Manage ARC logistical support (such as transportation, and needed supplies), and financial activities.
 - i. Maintain contact with the WWEM EOC.
 - j. Evaluate mass care needs, and make recommendations to higher level of ARC regarding allocation of resources and establishment of priorities.
 - k. Evaluate support requirements received from the WWEM EOC, and/or other volunteer agencies.
3. The Salvation Army
- a. Provide food and/or water supplies to the emergency or disaster area.
 - b. Provide meals at fixed or mobile feeding sites.
 - c. Provide supplies such as cots, blankets, clothing, or other resources.
 - d. Operate shelter(s).
 - e. Maintain communication with ARC and/or the WWEM EOC.
4. Blue Mountain Humane Society
- a. Track the activities of all available animal shelter facilities and confinement areas identified before, during, and after the disaster.
 - b. Provide information on the location and availability of shelter space, food, and water for animals.
5. Other Volunteer Groups and/or Churches
- a. Coordinate with ARC to provide food, water, bedding, clothing, or other supplies.
 - b. Coordinate with ARC to provide fixed or mobile feeding sites.
 - c. Coordinate with Blue Mountain Humane Society to provide assistance with animal shelter operations.
6. Walla Walla County Department of Community Health will conduct surveys to ensure continued environmental public health and disease control measures are appropriate during shelter operations.
- E. Recovery Activities
- 1. The American Red Cross serving Central and Southeastern Washington
Support recovery activities consistent with the mission and capabilities of the organization. Provide information to WWEM to assist with after-action reports.
 - 2. The Salvation Army
Support recovery activities consistent with their mission and capabilities. Provide information to WWEM to assist with after-action reports.
 - 3. Blue Mountain Humane Society

- a. Keep WWEM informed as to the closing of animal shelters or confinement areas, personnel status, and supplies as the need diminishes.
- b. Coordinate return of animals to their owners and determine the disposition of animals that cannot be returned to their normal habitat or are otherwise separated from their owners.

V. RESPONSIBILITIES

- A. Walla Walla County Emergency Management Emergency Operations Center
Obtain and evaluate situation reports, and identify current or potential needs for mass care, including coordination of spontaneous volunteer resources. Identify potential resources for supporting or providing mass care, and provide direct and logistical support as appropriate and available.
- B. The American Red Cross serving Central and Southeastern Washington.
 - 1. Coordinate efforts to provide sheltering, feeding, and emergency first aid, operate a DWI System, and coordinate bulk distribution of emergency relief supplies.
 - 2. The National Traffic Safety Board has identified the ARC as the designated organization with primary responsibility for the Aviation Disaster Family Assistance Act. As per Public Law 104-264, the ARC has the following responsibilities for families of passengers involved in an aircraft accident involving significant loss of life.
 - a. Provide mental health and counseling services, in coordination with the disaster response team of the air carrier involved.
 - b. Take necessary actions to provide an area where families may grieve in private.
 - c. Meet with families who have traveled to the location of the accident, to contact the families unable to travel to that location, and to contact all affected families periodically thereafter until the director of family support services designated for the accident determines that further assistance is no longer needed.
 - d. Communicate with the families regarding the roles of ARC, government agencies, and the air carrier involved with respect to the accident and the post-accident activities.
 - e. Arrange a suitable memorial service, in consultation with the families.
- C. The Salvation Army
Support the accomplishment of mass care by providing feeding, shelter, DWI, and providing other supplies and resources, as available.

VI. RESOURCE REQUIREMENTS

- A. The county will provide space, communications, and administrative support for the mass care representative at the WWEM EOC.

- B. Resources which may have to be mobilized in support of mass care activities include the transportation of cots and blankets, sleeping bags, portable toilets, water containers, cooking equipment, registration forms, first aid and shelter medical supplies, vehicles for transport of personnel and supplies, comfort and cleanup kits, portable lamps, generators, fans, office supplies, and tables and chairs. Many of these supplies will already be in shelter locations or can be obtained through normal supply channels.
- C. Vehicles to be used by the ARC, The Salvation Army, and other support agencies will be provided by those agencies.
- D. Available undamaged facilities may have to be augmented by tents, mobile homes, and railroad cars from outside the area.
- E. Personnel resources may include ARC staff, The Salvation Army staff, Blue Mountain Humane Society staff, and volunteers such as members of churches, veterans groups, labor unions, scouting organizations, professional associations, and social or service clubs. Especially skilled individuals will be identified from among these groups.

VII. REFERENCES

- A. American Red Cross Board of Governor's Disaster Services Policy Statements.
- B. American Red Cross Disaster Services Regulations and Procedures (ARC 3000 Series).
- C. The Salvation Army Disaster Plan.
- D. Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288), as amended
- E. Homeland Security Act of 2002
- F. Homeland Security Presidential Directive 5
- G. Pets Evacuation and Transportation Standards Act of 2006
- H. ESF 2 – Communication, Walla Walla County CEMP
- I. ESF 5 – Emergency Management, Walla Walla County CEMP
- J. ESF 15 – Public Affairs, Walla Walla County CEMP
- K. Appendix 2 – Acronyms, Walla Walla County CEMP,