



ESF 6 — Mass Care



Purpose

Emergency Support Function (ESF) 6 describes how the County will support the efforts of City and tribal governments, and nongovernmental organizations to address the mass care, emergency assistance, temporary housing, and human services needs of people impacted by disasters.

Coordinating Agencies

PRIMARY AGENCY: Department of Health, Housing, and Human Services (H3S) (Social Services Division)
SUPPORTING AGENCY: Clackamas County Disaster Management (CCDM), Sheriff’s Office (CCSO), Department of Transportation Development (DTD), Public and Governmental Affairs (PGA)

Scope

Activities within the scope of ESF 6 include:

- Sheltering for the general population and populations with disabilities, and access and functional needs (DAFN)
- Collecting and providing information on those affected by the disaster to family members
- Family Reunification
- Food and Water
 - Identifying food and water needs and resources, and coordinating transportation of food and water resources to impacted areas.
- Temporary Housing
 - Providing short-term housing solutions for those affected by the disaster, including but not limited to: rental assistance, repairs, loans, manufactured housing, semi-permanent and permanent construction, referrals, identification and provision of accessible housing, and access to other sources of housing assistance.
- Human services
 - Assist as able in disaster unemployment insurance
 - Disaster legal services
 - Veteran’s support
 - Services for DAFN populations
 - Other needs for assistance as they arise

Response

Response activities take place **during** an emergency and include actions taken to save lives and prevent further property damage in an emergency situation.

Response roles and responsibilities for ESF 6 include:

All Tasked Agencies

- Provide situational updates to the County EOC as required to maintain situational awareness and establish a common operating picture.
- Provide a representative to the County EOC, when requested, to support ESF 6 activities.

H3S (Primary)

- Coordinate support for ESF 6 operations as required and serve as the County’s liaison for ESF 6.
- Coordinate transportation, health and medical services, and behavioral health and social services for shelter operations.
- Coordinate environmental health services with local, regional, and State public health agencies to ensure safety of food, water, and wastewater systems.
- Prioritize requests for health, medical, and behavioral health services, and coordinate their delivery.
- Coordinate medical and social services for people with access and functional needs and vulnerable clients.
- Evaluate the environmental aspects of temporary housing, including but not limited to food safety, water safety, and sewage.
- Coordinate volunteer registration and placement for shelter staff.

Red Cross

- Coordinate the emergency shelter operations to provide for the temporary housing and feeding needs of citizens displaced by emergencies/disasters.
- Assign a liaison to the County EOC.

CCDM

- Activate the EOC.
- Coordinate with the EOC Planning Section to identify unmet needs.
- Establish a Mass Care Branch in the County EOC if needed.
- Facilitate the emergency declaration process.
- Assist in multi-agency/jurisdictional and resource coordination.
- Track the use of Mass Care resources through the EOC Finance Section.

CCSO

- Coordinate security at shelters, reception centers, and food/water distribution centers.
- Provide traffic and crowd control.

Public and Governmental Affairs

- Provide staff for the Public Information Officer and Joint Information Centers.
- Develop and coordinate a Joint Information System.
- Collaborate with the American Red Cross and H3S to produce timely, clear, and concise messages on shelter and mass care operations and food/water options.
- Provide access information on health, social, and medical services.
- Provide the public with updated information on shelter locations and systems for locating family, friends and pets.

DTD

- Coordinate garbage and recycling services for shelters and food/water distribution centers.
- Assist with transportation options and resources.
- Provide building inspection for structural safety of sheltering sites and buildings being used for coordination of emergency operations.
- Provide updated mapping of evacuation and emergency response routes to assist in directing people to shelters safely.

EOC Operations

When mass care–related activities are staffed in the EOC, the mass care representative will be responsible for the following:

- Serve as a liaison with supporting agencies and community partners.
- Provide a primary entry point for situational information related to mass care.
- Share situation status updates related to mass care to inform development of the Situation Report.
- Participate in, and provide mass care-specific reports for, EOC briefings.
- Assist in development and communication of mass care-related actions to tasked agencies.
- Monitor ongoing mass care–related actions.
- Share mass care-related information with ESF 15, Public Information, to ensure consistent public messaging.
- Coordinate mass care-related staffing to ensure the function can be staffed across operational periods.

Coordinating with Other ESFs

The following Emergency Support Functions support mass care-related activities:

- **ESF 8 – Health and Medical.** Coordinate health inspections of mass care facilities; coordinate sheltering of populations with medical needs.
- **ESF 11 – Agriculture and Animal Protection.** Provide care and shelter for animals including service animals, pets, and livestock.
- **ESF 13 – Law Enforcement.** Provide security for mass care facilities.
- **ESF 15 – Public Information.** Inform the public about mass care operations.
- **ESF 16 – Volunteers and Donations Management.** Coordinate volunteers and donated goods to support mass care operations.

Preparedness

Preparedness activities take place **before** an emergency occurs and include plans or preparations made to save lives and to help response and recovery operations.

Preparedness roles and responsibilities for ESF 6 include:

All Tasked Agencies

- Develop operational plans for ESF 1 activities, as appropriate.
- Participate in ESF 1 related trainings and exercises, as appropriate.

H3S (Primary)

- Coordinate regular review and update of the ESF 6 annex with supporting agencies.
- Facilitate collaborative planning to ensure County capability to support ESF 6 activities.
- Develop and maintain a Mass Care Plan for the County that includes procedures for addressing:
 - Mass care
 - Emergency assistance
 - Housing
 - Human services
- Coordinate pre-incident public health inspections of shelters and verify sanitary conditions as required.
- Maintain the Clackamas County Emergency Plan for Serving People with Access and Functional Needs.

CCDM

- Maintain operational capacity of the County EOC to support Mass Care activities.
- Ensure that staff are identified and adequately trained to fulfill the finance function in the County EOC to include resources utilized to support Mass Care operations.
- Provide assistance to H3S as requested to maintain the Clackamas County Emergency Plan for Serving People with Access and Functional Needs.

Red Cross

- Enter into agreements with locations suitable to serve as emergency shelters in accordance with established guidelines.
- Recruit, train, and maintain a volunteer staff with the capacity to operate shelters if needed.
- Participate in Mass Care planning for the County.

Recovery

Recovery activities take place **after** an emergency occurs and include actions to return to a normal or an even safer situation following an emergency.

Recovery roles and responsibilities for ESF 6 include:

All Tasked Agencies

- Demobilize response activities.

Recovery

- Maintain incident documentation to support public and individual assistance processes.
- Participate in all after-action activities and implement corrective actions as appropriate
- Provide support to recovery planning.

H3S (Primary)

- Strategize on interim and long-term housing solutions.

CCDM

- Compile and keep all documentation collected relating to the management of mass care activities.
- Coordinate all after-action activities and implement corrective actions as appropriate.

Mitigation

Mitigation activities take place **before and after** an emergency occurs and includes activities that prevent an emergency, reduce the chance of an emergency happening, or reduce the damaging effects of unavoidable emergencies.

Mitigation roles and responsibilities for ESF 6 include:

All Tasked Agencies

- Participate in the hazard mitigation planning process for the County.
- Provide agency and incident data to inform development of mitigation projects to reduce hazard vulnerability.



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ESF 6 Tasked Agencies	
Primary County Agency	Department of Health, Housing, and Human Services (H3S)
Supporting County Agency	Clackamas County Disaster Management (CCDM) Sheriff’s Office (CCSO) Department of Transportation Development (DTD) Public and Government Affairs (PGA)
Community Partners	American Red Cross Salvation Army Oregon Food Bank Local fire departments and districts Community-Based and Faith-Based Organizations Oregon Volunteer Organizations Active in Disasters (ORVOAD)
State Agency	Oregon Department of Human Services
Federal Agency	U.S. Department of Health and Human Services

1 Introduction

1.1 Purpose

Emergency Support Function (ESF) 6 coordinates the delivery of mass care, emergency assistance, temporary housing, and human services needs of people impacted by disasters.

1.2 Scope

Activities encompassed within the scope of ESF 6 include:

Mass Care

Congregate and non-congregate sheltering, feeding, distribution of emergency supplies, and reunification of children with their parent(s)/legal guardians and adults with their families; and collecting and providing information on those affected by the disaster to family members.

Emergency Assistance

Coordination of essential community relief services; sheltering for the general population and populations with disabilities, and access and functional needs (DAFN); support for mass evacuations; and support for the transportation, care, shelter, and essential needs of household pets and service animals.

Food and Water

Assessment of food and water needs for areas impacted by disaster; identification and storage of food and water resources; monitoring the collection and sorting of all food and water supplies and establishing procedures to ensure that they are safe for consumption; coordinating transportation of food and water resources to impacted areas.

Temporary Housing

Providing short-term housing solutions for those affected by the disaster. It may include rental assistance, repairs, loans, manufactured housing, semi-permanent and permanent construction,

referrals, identification and provision of accessible housing, and access to other sources of housing assistance.

Human Services

Coordinate disaster assistance programs that help survivors address unmet disaster-caused needs and/or non-housing losses through loans and grants; coordinate supplemental nutrition assistance, and crisis counseling; coordinate services for populations with access and functional needs and support for veterans; coordinate disaster case management, disaster unemployment, disaster legal services, and other assistance programs to support survivors.

The following are not covered in this ESF:

- Medical sheltering is addressed in ESF 8 – Health & Medical
- Animal sheltering is addressed in ESF 11 – Agriculture & Animal Protection
 - Feeding operations
 - Emergency first aid
 - Bulk distribution of emergency relief items

1.3 Policies and Agreements

The following policies and authorities are currently in place:

- Pets Evacuation and Transportation Standards Act of 2006 (H.R. 3858). Requires FEMA to ensure that state and local emergency preparedness operational plans address the needs of individuals with household pets and service animals prior to, during, and following a major disaster or emergency.
- All appropriate governmental and volunteer agency resources will be used as available.
- All services will be provided without regard to economic status or racial, religious, political, ethnic, or other affiliation.
- Tracking of displaced citizens will be accomplished by the American Red Cross Disaster Welfare Inquiry procedures.

2 Situation and Assumptions

2.1 Situation

The County faces a variety of hazards that may impact large numbers of persons requiring mass care, personal emergency assistance, short-term housing, and other types of human services as part of response and recovery actions. The following considerations should be taken into account when planning for and implementing ESF 6 activities:

- Hazards may affect widespread areas and emergency care personnel in unaffected neighboring communities may be overwhelmed with victims from neighboring communities.
- Clackamas County recognizes that it has the ultimate responsibility for providing shelter and other mass care services to protect local residents displaced from their homes and others who evacuate into the jurisdiction due to emergency situations.
- Evacuees may contribute to the scarcity of resources as an influx of evacuees can increase the population of a receiving community during a significant disaster or emergency event.

- Mass care needs may range from emergency sheltering operations for a limited number of visitors and community members to more intermediate and long-term housing.
- Clackamas County has established protocols with the Red Cross for large-scale disasters. In smaller events, the County relies on a combination of agreements with local governments, school districts, churches, and other organizations to use their facilities for shelter and mass care operations.
- In accordance with the American Red Cross's organizational documents and charter, ratified by the United States Congress on January 5, 1907, as well as the Disaster Relief Act of 1974, the Red Cross (national organization and local chapters) provides an array of 'Mass Care Services' to emergency and disaster victims routinely under its own authority.
- Disaster conditions are likely to require evacuation and care of domestic animals and livestock. The Red Cross does not allow animals at their shelters, with the exception of service animals. Animals may be allowed at shelters operated by community- or faith-based organizations.
- The diverse nature of the County will be reflected by shelter populations, and will likely include a significant number of persons with access/functional needs, including older adults, persons with language barriers, physical challenges, or other limiting medical or mental health condition. Additionally, shelters may serve persons who are vulnerable to becoming marginalized or those with specialized needs, including students, inmates, registered sex-offenders, the houseless, and persons with chemical dependency concerns.
- Local emergency operations plans should contain strategies and procedures for addressing the needs of vulnerable populations in emergency situations.
- A significant emergency or disaster may severely diminish food and water stores in a community.
- Communities without electricity for extended periods will lose the ability to refrigerate goods and household and supermarket supplies requiring cooling will spoil.
- Individuals and families will have varying emergency food and water supplies on hand.
- The heat of summer may exacerbate any existing issues as ambient air temperature will increase the rate of spoilage and increase the need to use ice.
- Damage to freshwater supplies and wastewater treatment systems may increase the risk of infection due to water borne illness and increase the demand for bottled water locally.
- Special needs populations may have special dietary restrictions on food and the preparation of meals.

2.2 Assumptions

ESF 6 is based on the following planning assumptions:

- Widespread damages may necessitate the relocation of victims and the need for mass care operations.
- Some victims will go to shelters, while others will find shelter with friends and relatives. Some may stay with or near their damaged homes.
- Shelters may have to be opened with little notice. Local government personnel will have to manage and coordinate shelter and mass care activities. They may be supported by Red Cross personnel, if available, and assume responsibility for managing such shelters.
- The demand for shelters may prove to be higher than what is available.
- Some community- and faith-based organizations may open shelters that are affiliated with and perhaps supported by their city, County, or Red Cross partners, while some organizations and groups may coordinate their efforts independently from the County and the Red Cross.

- Public services will be continued during mass care operations. However, for an incident that requires a large-scale shelter and mass care operation, normal activities at schools, community centers, places of worship, and other facilities used as shelters may have to be curtailed.
- Emergency operations for most human services organizations including public service programs administered by Clackamas County will be an extension of normal programs and services. Continued services include mass care, individual assistance, sheltering, special medical needs, and access and functional needs.
- The need for fresh food and water will likely overwhelm the County's local supply if electricity is not available for three or more days.
- Damage projection models will be used to calculate the number of people affected in order to assess the amount of emergency food and water needed to meet anticipated demand.
- The County will look to the U.S. Department of Agriculture (USDA), and State for guidance on quantity usage tables related to disaster food distribution.

3 Concept of Operations

3.1 General

On-Scene Command will request Clackamas County Communications to notify the Director of Health, Housing, and Human Services (H3S) and the Red Cross whenever it appears that a major emergency or disaster has displaced or will displace a significant number of people.

Command will determine the at-risk area, estimate the number of people involved, and identify any critical needs. The H3S Director and Red Cross, if involved, will use this information to coordinate shelter activation with potential providers. The Cascades Chapter of the American Red Cross may assign a Liaison to the County EOC to coordinate reception, shelter, and mass care activities. The EOC may request a Red Cross Liaison from OEM to work from the County EOC location.

If the Red Cross takes on the sheltering responsibility, the Human Services Branch lead in the EOC will help coordinate shelter support throughout the County, including logistics, security, communications, transportation, public health, behavioral health, and social services.

On-Scene Command will determine whether evacuees have been exposed to chemical, biological, radiological, nuclear, or explosive agents or other hazardous materials and will manage decontamination operations prior to victims leaving the incident scene if exposure has occurred, or provide transport to a healthcare facility where the evacuee may be decontaminated.

Clackamas County Social Services and Public Health Divisions will coordinate with cities and community partners to provide essential services for DAFN populations, and ensure that their care providers and service animals remain with them.

During major shelter and mass care operations in Clackamas County, the EOC staff representing H3S will be the County's primary liaison with the American Red Cross and other shelter operators.

All mass care-related activities will be performed in a manner that is consistent with the National Incident Management System and the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

- In accordance with the Basic Plan and this ESF Annex, H3S is responsible for coordinating mass care-related activities. Plans and procedures developed by the primary and supporting agencies provide the framework for carrying out those activities.
- Requests for assistance with mass care will first be issued in accordance with established mutual aid agreements and once those resources have been exhausted, a request may be forwarded to the State Emergency Coordination Center.
- The County EOC will provide guidance for the coordination of mass care resources.

3.2 Shelters and Mass Care Facilities

Red Cross may have agreements in place for use of specific shelters that can be activated by alerting the local chapter. This information will be available to the County EOC during a major emergency or disaster. Red Cross may assist in the registration of evacuees, and as applicable, will coordinate information with appropriate government agencies of those evacuees who are housed in Red Cross-supported shelters.

Options for temporary shelter during an incident available to the County include:

- Pre-determined sheltering sites and supplies available through Red Cross.
- General purpose tents available through the Oregon National Guard and requested by the County EOC to the Oregon Office of Emergency Management.
- Tents and other resources available via the fire cache located at the Redmond Air Center.
- If a Presidential declaration has been made, temporary buildings or offices requested through the Federal Coordinating Officer.
- A designated member of H3S (Social Services) staff will serve as the County ESF 6 Representative. Services will be provided through the coordinated efforts of staff members, Red Cross, Salvation Army, other state supported agencies, volunteer agencies, and mutual-aid agreements with various support groups. Law enforcement agencies will provide security at shelter facilities where necessary or upon request, and support back-up communications if needed. A list of all reception and care facilities established for the County is maintained by the Red Cross and can be accessed through the County EOC during a major emergency or disaster.

3.3 Feeding

Feeding is provided to victims through a combination of fixed sites, mobile feeding units, and bulk distribution of food. Feeding operations are based on nutritional standards and should include meeting requirements of victims with special dietary needs, if possible.

Red Cross will coordinate all mass feeding and other services needed at open Red Cross shelters within the County's jurisdiction with H3S (Social Services Division) via the County EOC.

H3S (Social Services) will coordinate all mass feeding and other services needed at County sites that are not operated by the Red Cross. All coordination will go through the designated H3S representative at the County EOC.

3.4 Bulk Distribution

Emergency relief items to meet urgent needs are distributed via established sites within the affected area. Distribution of food, water, and ice requirements through Federal, State, local, and non-governmental organizations is coordinated at these sites. Red Cross will coordinate all bulk distribution activities needed within the county's jurisdiction with H3S (Social Services) via the County EOC.

3.5 Housing

All housing needs identified during and following emergency incidents or disasters impacting the County will be coordinated through Clackamas County Disaster Management in partnership with H3S Social Services Division, via the County EOC. Liaisons will be assigned to command staff to manage and coordinate resources and activities with regional, state, federal, and private sector entities. In some disaster situations, the federal government may be requested to provide emergency housing. Disaster victims will be encouraged to obtain housing with family or friends or in commercial facilities.

3.6 Crisis Counseling and Mental Health

The Behavioral Health Division within H3S will coordinate mental health services to the general public. Specific concerns within the first responder community can also be addressed through the Police Chaplaincy and the Oregon Office of the State Fire Marshal, which coordinate mental health and crisis counseling services for first responders. The Behavioral Health Division will manage an on-call Go Team program during emergencies to provide mental health services.

3.7 Coordination with Other ESFs

The following Emergency Support Functions support mass care-related activities:

- **ESF 8 – Health and Medical.** Coordinate health inspections of mass care facilities; coordinate sheltering of populations with medical needs.
- **ESF 11 – Agriculture and Animal Protection.** Provide care and shelter for animals including service animals, pets, and livestock.
- **ESF 13 – Law Enforcement.** Provide security for mass care facilities.
- **ESF 15 – Public Information.** Inform the public about mass care operations.
- **ESF 16 – Volunteers and Donations Management.** Coordinate volunteers and donated goods to support mass care operations.

4 Emergency Coordination

The County has jurisdictional authority and primary incident management responsibility for shelter and mass care operations in the unincorporated area. If the incident impacts both unincorporated and incorporated areas, the County and impacted cities share responsibility. The County will respond to city requests for assistance, manage critical resources, and coordinate with outside agencies, adjoining counties, and the Oregon Office of Emergency Management.

All jurisdictions with incident management responsibility are likely to activate their EOCs during an incident requiring extensive sheltering or mass care. EOC staffs will coordinate resources, share incident information, conduct multi-agency planning, and operate the Joint Information

System. All participating agencies/jurisdictions will collaborate to establish and maintain a common operating picture.

4.1 Cities

Cities are asked to notify the County immediately if they anticipate implementing mass care, shelter, or food/water distribution operations. If cities need County assistance, they can request it through mutual aid assistance or by submitting an Emergency Declaration to the county requesting assistance. The County will alert adjoining jurisdictions and coordinate critical resources, emergency declarations, and emergency measures.

Cities are encouraged to coordinate shelter and mass care planning and operations with community- and faith-based organizations and other local service organizations. Cities should coordinate shelter and mass care activities with County EOC staff.

4.2 County

H3S representatives serving on the EOC staff will coordinate shelter and mass care operations and serve as primary contacts for the American Red Cross EOC Liaison.

4.3 Regional

Clackamas County participates in the Inter-County Omnibus Mutual Aid Agreement that provides a framework for counties to request mutual aid resources from each other in emergencies. Emergency assistance may include resources such as personnel, equipment, and supplies, or the direct provision of services. A copy of the agreement and current participants is available in the EOC Library.

The Intra-State Mutual Assistance Compact provides for non-reimbursable assistance among local governments. To receive reimbursement for resource assistance provided under this statute, participants must agree to a reimbursement request in writing before resources are dispatched.

The Urban Area Security Initiative (UASI) Region provides a regional plan for sheltering of pets. CCEM is a part of the planning effort and provides a regional shelter for pets. See the UASI Region Pet Sheltering Plan.

4.4 State and Federal Assistance

The Oregon Department of Human Services will assist in obtaining supplemental resources to meet emergency needs.

If the County needs resources beyond those available (including mutual aid), Command will recommend that the Board of County Commissioners enact an emergency declaration requesting state assistance.

5 ESF Annex Development and Maintenance

The H3S will be responsible for coordinating regular review and maintenance of this annex. Each primary and supporting agency will be responsible for developing plans and procedures that address assigned tasks.