

ESF-8
MASS CARE

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ESF-8

MASS CARE

PRIMARY AGENCY: American Red Cross (ARC)

SUPPORT AGENCIES: Office of Emergency Management (OEM) Human Resources
Emergency Communications Center (ECC) Public Information Office
Sheriff's Department Police Department
Highway Department Public Works
City Utilities (CU) Public Utilities
Fire Departments Public Health Department
Building Development Services

I. PURPOSE

This ESF establishes a working strategy for the mass care of the residents of Springfield/Greene County. To support the delivery of mass care services of shelter and feeding to disaster victims; the establishment of systems to provide bulk distribution of emergency relief supplies to disaster victims; and the collection of information to operate a Disaster Welfare Information (DWI) system for the purpose of reporting victim status and assisting in family reunification.

II. SITUATION AND ASSUMPTIONS

A. Situation

1. Springfield/Greene County is subject to a number of disasters that could cause the evacuation of residents of affected areas. The number of people affected could range from very few to large numbers if a disaster struck a densely populated area (see **Hazard Mitigation Plan**).
2. The magnitude of damage to structures and lifelines in a disaster will rapidly overwhelm the capacity for local government to assess the disaster and respond effectively to basic human needs. Damage to roads, airports, communications systems, utilities, etc. will hamper emergency response efforts. The movement of emergency supplies may be seriously impeded.
3. Disaster victims will 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, which also may leave a large number of specialized populations (e.g., elderly, children) without support. Family members may be separated immediately following a sudden-impact disaster, such as children in school and parents at work. Transients, such as tourists, students, and foreign visitors, may be involved.
4. Facilities are available in Springfield/Greene County and its municipalities to temporarily shelter and feed those persons evacuated or displaced by a disaster.

B. Assumptions

1. City/County Officials will determine the best option for ensuring the safety of the public and will take action to implement that strategy.
2. County/City officials will advise the public on what protective actions to take.

3. The American Red Cross independently provides mass care services to disaster victims as part of a broad program of disaster relief, as outlined in charter provisions enacted by U.S. Congress, Act of January 5, 1905. The responsibilities assigned to the ARC as the primary agency for ESF-8 at no time will supersede those responsibilities assigned to the ARC by its congressional charter.
4. Some evacuees will seek friends or relatives and some will seek shelter in open private lodging facilities.
5. The planning basis for sheltering is for approximately 20% of the affected population to seek public shelter. The victims who don't shelter with friends or relatives, will leave the area, some will remain at or near their damaged homes.
6. A certain percentage will require shelter for an extended period of time.
7. A certain percentage will arrive at shelters with household pets which can not be admitted into shelters.

III. CONCEPT OF OPERATIONS

A. General

1. Mass care operations will be directed and coordinated from the Springfield/Greene County EOC or a facility designated at the time mass care becomes necessary.
2. If people are displaced from their homes by the disaster, temporary housing and mass care must be provided.
3. Initial response activities will focus on meeting urgent needs of disaster victims on a mass care basis. Initial recovery efforts may commence as response activities are taking place.
4. Special populations must be identified. In-place sheltering may be the only available option for these facilities (**ESF 7, Appendix 2**).
6. Mass care shelters will not take animals, unless they are providing a disability service. Springfield-Greene County has developed a plan for handling household pets and animals that require shelter (**ESF 20**).
5. This ESF encompasses the following:
 - a. **Mass Shelter:** The American Red Cross provides mass shelter for disaster victims in congregate care facilities such as schools, churches, and auditoriums. Emergency shelter for disaster victims which includes the use of pre-identified shelter sites in existing structures; creation of temporary facilities or the temporary construction of shelters; and use of similar facilities outside the disaster-affected area, should evacuation be necessary.
 - b. **Mass Feeding:** The American Red Cross provides regular meals to disaster victims in shelters and at fixed and mobile mass feeding sites when needed. The Red Cross also serves disaster workers, rescue workers, and similar groups when normal feeding facilities are unavailable and when meals are not available through their own organization.
 - c. **Bulk Distribution of Emergency Relief Items:** Sites will be established within the affected area for bulk distribution of emergency relief items to meet urgent

needs of disaster victims.

- d. **Disaster Welfare Information (DWI):** DWI regarding individuals residing within the affected area will be collected and provided to immediate family members outside the affected area through a DWI system. DWI will also be provided to aid in reunification of family members within the affected area who were separated at the time of the disaster.

B. Actions to be Taken by Operating Time Frames

1. Mitigation

- a. Review Facility Surveys (ARC) to identify shelter facilities.
- b. Develop Public Information materials for distribution to the public (**ESF-4**).
- c. Assist in the development of special plans and procedures (i.e., reception/registration, allocation, feeding, traffic control, etc.).
- d. Identify population groups that would require special assistance (i.e., institutionalized, handicapped and/or disabled persons, etc.) and make special plans for them, including identifying appropriate lodging/shelter facilities.
- e. Recruit and enlist other organized groups (religious, civic, fraternal, etc.) to assist with Mass Care operations.
- f. Coordinate training for shelter managers and staff.
- g. Participate in tests, exercises and drills.
- h. Conduct public awareness programs.

2. Preparedness

- a. Analyze pending emergency and alert appropriate Mass Care personnel and/or groups and organizations.
- b. Establish contact with primary mass care agency.
- c. Make necessary preparations to activate mass care operations.
- d. Brief key government officials and department heads (**ESF-1**).
- e. Check the Mass Care Surveys available from the American Red Cross.
- f. Notify support agencies of situation.

3. Response

- a. Assess the disaster situation and forecast mass care response needs, anticipate future mass care requirements if applicable.
- b. Upon the receipt of recommendation the local shelters should be opened and staffed.
- c. Furnish assistance information for public information to broadcast. Provide listing of activated shelters to applicable officials.
- d. During the mass care phase, maintain communications with the State Emergency Operations Center (SEOC).
- e. Monitor sheltering activities to ensure an even distribution of evacuees to all applicable shelters.
- f. Assist with locating and reuniting evacuees and their families/relatives. Provide an information service for rapid dissemination of (DWI).
- g. Assist in the dissemination of Damage Assessment (**ESF-6**) information to the EOC.
- h. Compile evacuee needs information and liaison with Unmet Needs coalition to assist in meeting the needs of the affected.
- i. Report all problems to Direction and Control.

4. Recovery

- a. Monitor the release from shelters.
- b. Continue to assist as required in locating and reuniting evacuees and their families/relatives.
- c. Assess the damages.
- d. Prepare after-action reports.
- e. Conduct any other actions necessary to return the situation to normal.

IV. ORGANIZATION AND RESPONSIBILITIES

A. Primary Agency: American Red Cross

1. The Mass Care Coordinator for Greene County is the American Red Cross in cooperation with the Office of Emergency Management.
2. The Mass Care Coordinator is responsible for seeing that necessary plans and procedures are developed to ensure a capability for mass care operations, which will include reception/registration, shelter/feeding operations, bulk distribution of emergency relief items, and disaster welfare information (DWI) inquiries.
3. This function will support the management and coordination of mass sheltering, mass feeding, bulk distribution of emergency relief items, and DWI services to the disaster-affected population.
4. Provide DWI information to the appropriate authorities in response to disaster welfare inquiries and family reunification requests.
5. Manage mass care logistical and related fiscal activities.
6. Supplies and other resources needed will be the responsibility of the Resource and Donations Management section (**ESF-5 and 18**).
7. Medical care and public health measures in the shelters will be provided by the Health and Medical section (**ESF-13**).
8. Communications support will be provided as outlined in the Communications and Warning section (**ESF-3**).
9. Maintain records of the cost of supplies, resources and man-hours needed to respond to the disaster event.

B. Support Agencies:

Office of Emergency Management

1. Coordinate local governmental emergency response by incorporating mass care issues.
2. Cross-link mass care efforts and in-place sheltering for bulk distribution where applicable.
3. Assist in establishing priorities and coordinating the transition of mass care operations with recovery activities based on disaster situation information and the availability of resources that can be appropriately applied.
4. The Emergency Management Director will advise and assist the Incident Commander during hazardous materials and terrorist/WMD incidents (**refer to ESF-11 and 12**).

Greene County Sheriff's Department/Springfield Police Department

1. Coordinate traffic control to and from shelters.
2. Provide security to shelters and evacuated areas.

Greene County Highway Department

1. Provide barriers for traffic control and to cordon off restricted or evacuated areas.
2. Assist as applicable with bulk distribution issues.

Springfield City Utilities

1. Ensure potable water is available for use at shelter facilities.

2. Priority consideration should be given to shelter facilities for restoration of water service.

Public Utilities

1. Ensure electric power is available for each shelter facility.
2. Priority consideration should be given to shelter facilities for power restoration.

Springfield/Greene County Health Department

Provide expertise for shelter operations related to routine public health concerns and provide administrative staff to special needs shelters.

Springfield/Greene County Emergency Communications Center

Provide public safety communications support for response and recovery operations.

Springfield Public Works

1. Provide barriers for traffic control and to cordon off restricted or evacuated areas.
2. Assist as applicable with bulk distribution issues.

Springfield Fire Department/Greene County Fire Departments

Ensure mass care facilities meet fire code and occupancy requirements.

Building Development Services

Through inspection process, ensure potentially damaged mass care facilities are structurally safe for habitation.

Public Information Office (PIO)

1. Coordinate with American Red Cross Public Affairs personnel to disseminate Disaster Welfare Information (DWI).
2. Coordinate with the Office of Emergency Management to address any mass care issues not normally assigned to American Red Cross Public Affairs.

City/County Human Resources and Workforce Development

Manage personnel employment issues including but not limited to workers compensation issues specifically related to instances where county or city personnel are involved.

C. State Support Agency:

Missouri Division of Family Services

1. Designate facilities for the lodging of local institutionalized groups under state control.
2. Liaison with the American Red Cross regarding mass care activities and assist in the planning necessary to make food and water available.

V. DIRECTION AND CONTROL

- A. Direction and control of Mass Care operations will vary according to the extent of the disaster or emergency situation. In a large-scale disaster, direction and control will be carried out from the EOC (**ESF-2**)
- B. In a limited disaster or emergency situation, mass care operations will be controlled from normal day-to-day office locations, if possible, or at a site designated at the time.
- C. The chief elected City/County official, depending on jurisdiction, has overall responsibility for all emergency management activities.
- D. The Springfield/Greene County Office of Emergency Management is responsible for coordination of emergency efforts among City/County departments or outside agencies.

- E. The American Red Cross and other supporting agencies will administer mass care activities locally.
- F. A disaster or potential disaster that generates a requirement for protecting people from a harmful environment will activate the EOC.

VI. CONTINUITY OF GOVERNMENT

- A. Lines of Succession for the Springfield/Greene County Shelter Coordinator:
 - 1. The line of succession will be through the American Red Cross.
 - 2. Lines of succession to the agencies supporting mass care operations will be according to the procedures and normal lines of succession established by the respective departments.
 - 3. Records of actions taken and resources expended will be maintained in the EOC and will be transferred with the EOC should it be moved.

VII. ADMINISTRATION AND LOGISTICS

Procurement of necessary supplies will be accomplished through normal acquisition channels and coordinated with Resource and Donations Management (**ESF-5 and ESF-18**) sections.

During unusual or life-threatening situations, normal purchasing procedures may be set aside and emergency procedures as set forth in County Court orders and/or City ordinances will be used, if applicable.

VIII. ESF DEVELOPMENT AND MAINTENANCE

- A. The Mass Care Coordinator is responsible in conjunction with the Office of Emergency Management for review and up keep of this ESF.
- B. This ESF and its associated Appendices should be reviewed at least annually.
- C. All revisions will be incorporated immediately and appropriate changes should be made ancillary to resource materials.

IX. REFERENCES

- A. American Red Cross Greater Ozarks Chapter Disaster Plan, May 2000.
- B. American Red Cross documents ARC 3000 Series:
 - 1. ARC 3041 Mass Care: Preparedness & Operations (April 1987, Under Revision)
 - 2. ARC A30-3042 Disaster Health Services (Aug. 1998)
 - 3. ARC A3042P Disaster Health Services Protocols (June 1997)
 - 4. ARC A3043 Disaster Mental Health Services (March 1998)
 - 5. ARC 3044/AD Disaster Welfare Inquiry (Sept. 1996)