

BROWN COUNTY EMERGENCY SUPPORT FUNCTION (ESF) 6 MASS CARE, EMERGENCY ASSISTANCE, HOUSING, AND HUMAN SERVICES

LEAD COORDINATING AGENCY: Brown County Health & Human Services –
Community Services Division

SUPPORT AGENCIES: Aging & Disability Resource Center of Brown County (ADRC)
American Red Cross Northeast Wisconsin Chapter (Red Cross)
Brown County Community Treatment Center
Brown County Emergency Management
Brown County Health & Human Services - Public Health Division
Brown County United Way 2-1-1
City/Village/Township Building Inspectors
Crisis Center of Family Services
Functional Assessment Screening Team (FAST)
Green Bay Public School Districts
The Salvation Army
Syble Hopp School
Wisconsin Humane Society

SUPPORT ORGANIZATIONS: Citizens Corp Volunteers
Wisconsin Emergency Assistance Volunteer Registry (WEAVR)
Wisconsin Voluntary Organizations Active in Disaster (VOAD)

STATE SUPPORT AGENCY: Wisconsin Department of Health Services

I. Introduction

A. Purpose

Emergency Support Function 6 (ESF 6) supports county, local, tribal, and volunteer efforts to address the non-medical mass care, emergency assistance, housing, and human services needs of individuals and families impacted by an emergency or disaster.

B. Scope

To coordinate county, local, tribal, and volunteer activities to aid victims of disaster and to assist local providers in the provision and securing of mass care, emergency assistance, economic assistance, and human services, including crisis counseling and support for citizens with access and functional needs.

II. Policies

ESF 6 policy and concept of operations apply to county departments, tribal and local agencies, and volunteer organizations for activities relating to potential or actual emergencies and disasters.

- A. Brown County Health & Human Services - Community Services Division is the primary coordinating agency for ESF 6 and has the authority to plan for and respond to human services disasters under the federal and state laws and county ordinances, policies, and procedures identified in References (Section VIII.) of this document.
- i. ESF 6 supports may vary depending on an assessment of incident impact, the magnitude and type of event, and the stage of the response and recovery efforts.
 - ii. Support of ESF 6 activities and services will be provided in accordance with local, county, tribal, state, and federal statutes, rules, and regulations.

- iii. ESF 6 is designed to reduce duplication of effort and benefits, to the extent possible. This includes streamlining assistance as appropriate and identifying recovery and mitigation measures to support local, county, and tribal planning efforts.
- iv. Mass care, emergency assistance, housing, and human services will be provided without regard to economic status, racial, religious, political, ethnic, or other affiliation.
- v. County, local, and tribal governments are responsible for providing mass care, emergency assistance, housing, and human services for citizens in the event of an emergency. The Brown County Health & Human Services - Community Services Division is the lead coordinating agency, and identified support agencies will assist the local effort as necessary.
- vi. ESF 6 coordinates activities with ESF 1 (Evacuation and Transportation resources), ESF 2 (Communications), ESF 5 (Emergency Management), ESF 8 (Public Health and Medical Services), and ESF 14 (Long Term Community Recovery and Mitigation) and others as necessary.
- vii. Brown County Health & Human Services - Community Services Division will support local, county, and tribal agencies to fulfill the needs of citizens with special needs. Volunteer Organizations will assist to the extent responsible and possible.

III. Concept of Operations

A. General

- i. County or local governmental human service agencies serve as the primary coordinating agency for ESF 6 consistent with Chapter 66 Home Rule requirements. ESF 6 is designed to reduce duplication of effort and benefits, to the extent possible. This includes streamlining assistance, as appropriate and identifying recovery and mitigation efforts to support local, county, and tribal planning efforts.
- ii. County, local, and tribal response activities focus on meeting urgent mass care needs of victims of emergencies or disasters by committing human, financial, and material resources to the impacted area as appropriate.
- iii. Recovery efforts are initiated concurrently with response activities. Close coordination is required between county, local, tribal, and volunteer agencies responsible for response and recovery operations.
- iv. Brown County Health & Human Services - Community Services Division will staff ESF 6 during an activation of the Brown County emergency operations center (EOC) and will coordinate the resources of the Department and other appropriate county, local, and private organization resources with the Incident Commander/Officer in Charge. ESF 6 has been developed by the Department in conjunction with the other supporting agencies to provide a framework for human services response and recovery actions. County ESF 6 staff will coordinate with State ESF 6 counterparts.

ESF 6 functions are divided into four main areas. The principal activities for each functional area are described in the following sections.

1. Mass Care

The ESF 6 Mass Care functions include the overall coordination of non-medical services to include sheltering of victims, coordinating emergency first aid at designated sites, and organizing feeding operations at designated sites. Coordinating (in conjunction with local, county, tribal and volunteer

agencies) the bulk distribution of emergency relief items and other activities to support emergency needs of victims as described below:

Community Shelter: Emergency shelter 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 incident area, should evacuation become necessary. This includes identification of facilities for sheltering residents with functional needs living independently, or in coordination with licensed and regulated facilities using the facilities' emergency plans. Shelters should provide health and behavioral health care services to the displaced persons.

Feeding and Hydration:

- Feeding is provided to victims through a combination of fixed, field, mobile, and catered units.
- Ensure availability of safe food and water supplies.
- Assess need for emergency feeding and/or food distribution.
- Provide specialty food items for people who need them.
- Coordinate release and distribution of United States Department of Agriculture (USDA) commodities as appropriate.

Bulk Distribution: ESF 6 will support local, county, and tribal units of government with the distribution of emergency relief items through sites established within the affected area. This may include the use of volunteer organizations for management and distribution of donations.

- Distribute emergency relief items – commodities, food, medicine, clothing, etc.

Warming/Cooling Facilities:

- Coordinate with support agencies, such as The Salvation Army, shelters, and ADRC, opening of heating or cooling sites or centers.

2. Emergency Assistance

Access and Functional Needs Support: Identify and connect people to resources for persons who need accommodations to respond and remain independent, including support with:

- Communication
- Maintaining health
- Independence
- Safety, self-determination, and supervision
- Transportation

Service Animal and Household Pet Care:

- Provide for care of service animals at all facilities
- Provide for care of evacuated or abandoned household pets and adjacent or separate facilities

Alternative Shelter:

- Coordinate acquisition of alternative shelter for evacuees who cannot use conventional community shelter

- Coordinate support for use of hotels, trains, and other single-room facilities for emergency shelter
- Coordinate support to other areas, such as respite centers, resource areas, and decontamination processing centers

Tracking Displaced Persons:

- Coordinate with Red Cross to:
 - Track displaced persons
 - Facilitate access to a centralized disaster welfare information system to allow displaced persons to communicate their status to family and friends
 - Facilitate family reunification efforts

3. Housing

The ESF 6 Housing function addresses the short and long-term housing needs for victims of emergencies and disasters.

Short-Term Housing:

- Develop plans to provide housing assistance to displaced survivors
- In a presidential declaration, facilitate access to rental assistance, temporary housing, and loans
- In the absence of a declaration, facilitate housing assistance from voluntary organizations

Re-Entry:

- Coordinate public health inspections of affected housing
- Coordinate with Public Information Officer for dissemination of re-entry precautions and safety

4. Human Services

Brown County Health & Human Services - Community Services Division coordinates with county, local, tribal government, and voluntary agencies. The ESF 6 Human Services component assists with the implementation of programs and services to aid victims of an emergency or disaster. It also assists with the provision of victim related recovery efforts such as crisis counseling and identifying support for persons with functional needs in affected areas. This includes any individual, group or community whose physical, mental, emotional, cognitive, cultural, ethnic, socio-economic status, age, language, or other circumstance creates barriers understanding and/or the ability to manage the effects of disaster in the manner in which the general population has been requested to proceed.

Counseling and Case management:

- Conduct ongoing needs assessment of survivors with ALL partners to identify and address short-term, long-term, and unmet needs
- Coordinate resources to provide emotional support, stress management, and counseling for survivors and emergency workers
- Form/convene long-term recovery team

Family Assistance Center:

- Support a Family Assistance Center in coordination with the local Mass Casualty Plan when appropriate
- Provide for trained teams of behavioral health professionals to help staff a Family Assistance Center

Governmental Support*:

- Coordinate survivors' access/continuity of government benefits/programs
- * Governmental Support: Includes benefits/programs such as Medicaid, Medicare, SSI/SSDI, FoodShare, disaster unemployment assistance, Wisconsin Works, child care subsidies, child support, and state and federal assistance programs

Non-Governmental Support**:

- Provide support for survivors' access to non-governmental benefits/programs
- ** Non-Governmental Support: Includes benefits/programs such as case management, individual financial assistance, temporary housing assistance, emergency medications, non-denominational counseling and spiritual care, child care, in-kind donations of disaster recovery supplies, disaster legal services, assistance with cleanup, home repair, and initial residential rebuilding

B. Organization

- i. Following ESF 6 activation, member agencies convene in the EOC to evaluate the situation and respond accordingly. This effort will be coordinated by the designated County Department of Health and Human Services which will serve as the lead agency for implementation of ESF 6. They are responsible for coordinating the functions of ESF 6 and for identifying and securing resources from the support agencies and organizations, as needed. Other support agencies are available as needed for specific issues and are accessed through their respective emergency support functions in the EOC.
- ii. During an emergency or disaster situation, the primary and support agencies of ESF 6 will assign personnel to the Brown County EOC.

C. Mitigation Activities

- i. Identify current technology and procedures for use in completing the ESF 6 goals and objectives.
- ii. Identify areas where mutual aid agreements are or should be in place
- iii. Identify areas where public education programs detailing ESF 6 functions are needed
- iv. Identify ESF 6 specific resources and equipment, including shelters that will be required to meet the needs of citizens with special needs. Execute memorandums of understanding with individuals/agencies/organizations that own/manage buildings to be used for sheltering individuals with special needs.
- v. Identify requirements for ESF 6 standard operating procedures, plans and checklists for Primary and Supporting Agencies.
- vi. Identify and secure resources to address communications needs.
- vii. Identify ESF 6 training and exercising requirements. Identify and secure resources to train staff to complete tasks contained in ESF 6.

D. Preparedness Activities

- i. Develop and maintain standard operating procedures and other plans and procedures as necessary to support ESF 6 operations.
- ii. Develop and conduct training and exercise programs involving ESF 6 functions.
- iii. Develop and maintain a contact list of agencies and organizations involved with ESF 6 operations, including staff and staff support rosters.
- iv. Develop and maintain ESF 6 resource lists, including a contact notification list with essential information included, such as resources location address, telephone, cellular and facsimile numbers, and email addresses.
- v. Ensure that copies of all necessary ESF 6-specific emergency manuals, plans and procedures, and other reference materials are located in the Brown County Emergency Operations Center and the offices of Human Services.
- vi. Develop procedures to request trained professionals and volunteers throughout the state who can be called on to help with emergency human services. These volunteers may be contacted and notified by the Wisconsin Department of Health Services Emergency Human Services Coordinator or designee at the request of a county.
- vii. Assist local municipalities in the preparation and development of emergency response plans to address human service's needs.
- viii. Plan, conduct and evaluate public education programs for mitigation, preparedness, response, and recovery.
- ix. Facilitate the maintenance and expansion of programs such as, but not limited to, County Volunteer Organizations Active in Disaster (VOADs), WEAVR, Citizen Corps, Medical Reserve Corps, and CERT, to prepare volunteers for incident support.
- x. Support coordination and cooperation between governmental, private sector and non-governmental agencies to facilitate response efforts.
- xi. Identify, develop, and incorporate as necessary
 1. Private sector capabilities and resources
 2. Backup response and recovery processes

E. Response Activities

- i. Provide technical advice to the Officer in Charge/ Multiagency Coordination (MAC) Group Coordinator on matters related to the psychosocial needs of those affected by a disaster. Provide support and technical assistance and coordination assistance to county agencies and local human services staff. Seek support from the Department of Health Services (DHS) and the Federal Emergency Management Agency (FEMA) Region V human services staff, as appropriate, in obtaining emergency Federal aid available through the Department of Health and Human Services (DHHS) or FEMA.
- ii. Request that building inspections are conducted immediately by qualified local, county or state building inspectors following a disaster, to confirm the stability of shelters identified as mass housing, shelter, and care facilities.
- iii. Assist state and federal staff to conduct a Preliminary Damage Assessment.
- iv. Coordinate the provision of sheltering information to the affected public through county Public Information Officers. Provide or assist in securing the services of interpreters to assist the Public Information Officer in communicating sheltering information.
- v. Maintain liaison with local and tribal government and volunteer human service agencies. If necessary, request mutual aid from other county Departments of Health and Human Services.

- vi. Issue advisories and protective action recommendations to the public as necessary. Provide accurate, consistent, and timely information to the public.
- vii. Coordinate special resources required to support evacuation of residents with special needs.
- viii. Coordinate the provision of non-medical mass care, emergency assistance, and human services to individuals who have special needs. These services may include, but are not limited to, the provision of short and long term housing, medication, access to Medicaid/ Medicare services ensuring compliance with federal child welfare requirements and psychological first aid/counseling services

F. Recovery Activities

- i. Continue coordination/monitoring of the delivery of human services. This may include crisis counseling to disaster victims as well as ensuring that the requirements of Child and Family Services Act of 2006 are met.
- ii. Continue to maintain liaison with state and tribal government to manage volunteer service response activities.
- iii. When appropriate, in coordination with DHS, assist in the development of an application for Disaster Crisis Counseling Immediate or Regular Services Grant funding. Assess the economic consequences and determine justification for federal involvement in long-term recovery efforts.
- iv. Coordinate with the American Red Cross regarding shelter operators to assess the need to maintain, expand or close shelter operations.
- v. Determine the appropriateness of re-entry by assessing the psycho-social and Public Health impact on those affected.
- vi. Coordinate with state, local and tribal officials to address short and long-term housing needs.
- vii. Support local and tribal government in assessing the need for, provision, and management of human services for residents with functional needs including counseling and supportive services.

IV. Responsibilities

A. Lead Coordinating Agency

- i. Brown County Health & Human Services - Community Services Division
 1. Direct county human services efforts, in support of local, county, and tribal government, by assessing and responding to disasters or emergencies.
 2. Coordinate and implement emergency human services resources and programs (e.g., congregate care, food coupons, commodities, monetary assistance) available from various sources.
 3. Assist local, private, and tribal human service agency personnel to augment resources sufficient to respond to need.
 4. Serve as a central resource point for acquiring technical assistance, support, personnel, and equipment from various agencies to assist local human service agencies during an emergency.
 5. Support local, county, and tribal agencies in planning for and meeting requests for assistance from residents with functional needs following an emergency or disaster.
 6. Coordinate the provision of emergency human services to individuals residing in DHS licensed or certified facilities consistent with the plans developed by these facilities.
 7. Implement the recovery activities necessary to return to normal operations.
 8. Facilitate and coordinate local, county, and tribal efforts to provide disaster mental health services to residents and emergency workers if needed.

9. Ensure local implementation of federally required disaster related planning and response activities such as services identified in the Child and Family Services Improvement Act of 2006.
10. Support voluntary agency activities in the context of mass care, emergency assistance, housing, and human services.
11. Coordinate requests for emergency human services and resources with the DHS Emergency Human Services Coordinator or designee.

B. Support Agencies

Note: *With the exception of legally obligated organizations, all agencies listed below are volunteer support agencies and are not bound or required to perform the responsibilities listed. All support agencies pledge to fulfil these duties in the event of an emergency based on the scope of the emergency as well as the internal and external resources available to them at all time.*

i. Aging & Disability Resource Center of Brown County (ADRC)

1. Coordinate with other appropriate County Human Services Managers to meet the unique needs of the elderly residents, adults with disabilities, and/or their caregivers/families.
2. Assist with the identification of food needs for elderly residents impacted by the disaster and coordinate a response to the needs of current home delivered meal recipients.
3. As necessary, request from and coordinate with local food pantries, local food service companies, and other food service agencies to best meet basic needs of food, water, and other essential needs for elderly and adult disabled individuals who remain in their homes, or who are in other local sites.
4. Assist local food distribution efforts serving elderly and adult disabled residents of county agencies and that provided by Volunteer Organizations Active in Disaster.
5. Identify and monitor the needs of elderly residents who have been displaced or otherwise unable to provide for their basic food needs due to the impact of the disaster. This will include identifying resources and making connections for food needs sufficient to meet the individuals' needs.
6. Identify and refer appropriate elderly residents with ongoing Economic Support Issues, who may require Income Maintenance, Emergency Medical Assistance, or Food Stamp Assistance to the Economic Support Staff for appropriate application processing.
7. Assist elderly and adult disabled victims to return to living as a family unit.

ii. American Red Cross Northeast Wisconsin Chapter (Red Cross)

1. Open shelters and conduct shelter support services (e.g., mass feeding) for those affected by disasters and emergencies. This also includes registering individuals and making those lists available upon request from local or state government.
2. Handle disaster welfare inquiry calls regarding victims.
3. Provide individual family assistance grants to meet the basic needs of victims as determined by Red Cross guidelines.
4. Distribute items needed by victims (e.g., toiletry kits, clean-up kits).
5. Provide disaster mental health services to victims and others upon request and as needed.

iii. Brown County Emergency Management

1. Request support from area Volunteer Organizations Active in Disaster (VOAD).
 2. Support local, county, tribal and volunteer human services efforts by assessing and responding to disasters or emergencies.
 3. Support emergency human services resources and programs (e.g., congregate care, food coupons and commodities, monetary assistance) available from various sources.
 4. Assist local, county, and tribal human services agency personnel to augment resources that have been exhausted or are unavailable.
 5. Support local, county, and tribal agencies in meeting requests for assistance from residents with functional needs.
 6. Assist local, county, and tribal government agencies and other agencies with assessing damages and implementing the recovery activities necessary to return to normal operations.
 7. Support local, county, and tribal efforts to provide disaster mental health services to residents and emergency workers if needed.
 8. Ensure local implementation of federally required disaster related planning and response activities.
- iv. Brown County Community Treatment Center
1. Conduct ongoing needs assessment of survivors with ALL partners to identify and address short-term, long-term, and unmet needs.
 2. Coordinate resources to provide emotional support, stress management, and counseling for survivors and emergency workers.
 3. Assist with long-term recovery.
 4. Support a Family Assistance Center in coordination with the local Mass Casualty Plan when appropriate.
 5. Provide for trained teams of behavioral health professionals to help staff a Family Assistance Center.
- v. Brown County Health & Human Services - Public Health Division
1. Support ESF 6 functions as they interface with ESF 8.
- vi. Brown County United Way 2-1-1
1. Maximize community access to critical information and resources.
 2. Disseminate such information to individuals impacted by a disaster, the media, public, other agencies, organizations, and individuals involved in disaster response efforts.
 3. Link people who have needs with resources that can help them.
 4. Mobilize and manage volunteers.
 5. Serve as intake for service providers.
 6. Connect callers to real-time services, including but not limited to: road closures, shelters/disaster response centers, food, clothing, volunteer support for disaster relief, and give help to agencies who seek help.
- vii. City/Village/Township Building Inspectors
1. Conduct building inspections immediately following a disaster.
 2. Confirm the stability of shelters identified as mass housing, shelter, and care facilities.
- viii. Crisis Center of Family Services
1. Conduct ongoing needs assessment of survivors with ALL partners to identify and address short-term, long-term, and unmet needs
 2. Coordinate resources to provide emotional support, stress management, and counseling for survivors and emergency workers
 3. Form/convene long-term recovery team

4. Support a Family Assistance Center in coordination with the local Mass Casualty Plan when appropriate
 5. Provide for trained teams of behavioral health professionals to help staff a Family Assistance Center
- ix. Functional Assessment Screening Team (FAST)
1. Conduct ongoing needs assessment of survivors with ALL partners to identify and address short-term, long-term, and unmet needs
 2. Coordinate resources to provide emotional support, stress management, and counseling for survivors and emergency workers
 3. Form/convene long-term recovery team
 4. Support a Family Assistance Center in coordination with the local Mass Casualty Plan when appropriate
 5. Provide for trained teams of behavioral health professionals to help staff a Family Assistance Center
- x. Green Bay Public School District
1. Community shelter.
 2. Warming and cooling facilities.
- xi. The Salvation Army
1. Warming center in winter any time temperature is 0 or below either actual temperature or wind chill.
 2. Cooling Center in summer any time temperature is 80 or higher.
 3. Serve lunch Monday through Friday from 11:30 am to 12:30 pm. Lunch is open to anyone who wants to come.
 4. Mobile canteen is available to provide food and beverages at a disaster. The Salvation has the ability to come to a shelter site to serve food.
 5. Food pantry for those who may need to replace lost grocery items.
 6. Assist in distribution of emergency relief items.
 7. Rental assistance program for those who need to locate new housing
 8. Assist with first month's rent.
 9. Limited, short-term hotel vouchers for those who displaced by disaster until longer term arrangements can be made.
 10. Ability to provide pastoral care to those who request it.
 11. Short-term case management and provision of basic needs services (rent assistance, clothing, and furniture vouchers to The Salvation Army thrift store, food pantry, assistance with community referrals).
- xii. Syble Hopp School
1. Transportation with vans and one bus.
 2. Assistance for students and adults with autism that may need interventions or strategies.
 3. Sign language interpretation/communication.
 4. Small shelter space for children with disabilities including sensory room.
- xiii. Wisconsin Humane Society – Green Bay Campus
1. Provide care to animals whose known owners are evacuated to the same official temporary shelter. Care includes supplying animal food, animal supplies/equipment, veterinary assistance, advisory and cleaning staff with sheltering and animal husbandry expertise, identification tagging of animals and animal care assistance volunteers.
 2. In the event animals are evacuated to a temporary shelter separate from their known owners, WHS would offer the same care to owned animals provided:

- a. The separate facility was identified and provided by Brown County EMS or its partners.
 - b. Owners had access to the separate facility.
 - c. All operations of the building other than animal care are supported by Brown County EMS or its partners.
3. In the event animals whose known owners are evacuated to our primary shelter on Radisson Street, WHS would offer the same care to these animals. Because the primary shelter is continuously occupied by homeless animals, WHS would be able to accommodate fewer animals of known owners than if a temporary facility was opened specifically for their care. Capacity to care for evacuated owned animals at the primary shelter varies depending on time of year, staffing levels and other factors, but it may be possible to care for 15 to 20 animals.
 - a. Owners would not participate in the daily physical care of their owned animals; shelter staff and volunteers would provide that care.
 - b. Owners would have limited access to their animals based on hours of operation.
4. Lodge and care for lost/abandoned animals, whose owners are unknown, at our primary shelter on Radisson Street which is the widely-recognized location in the area where owners look for their lost animals.
5. Coordinate animal disaster relief efforts with the appropriate federal, state, and local government agencies and/or other private agencies also involved in relief activities as needed.

C. Support Organizations

- i. Citizens Corp Volunteers
 1. Provide volunteers to recovery sites.
- ii. Wisconsin Emergency Assistance Volunteer Registry (WEAVR)
 1. Provide volunteer support based on assigned roles as determined by department personnel and the volunteer coordinator identified for the incident
- iii. Wisconsin Voluntary Organizations Active in Disasters (VOAD)
 1. Provide volunteers for recovery and response operations.

V. Response

- A. Assist with providing family assistance programs for clothing, food, and other items to meet the basic needs of victims as directed by Emergency Management.
- B. Assist with the distribution of items needed by victims (e.g., toiletry kits, and clean-up kits) as directed by Emergency Management.

VI. Recovery

- A. Assist victims to return to living as a family unit.
- B. Work with other agencies to coordinate and administer food distribution programs as needed.

VII. Resource Requirements

VIII. References

ESF 6 Authorities:

- Brown County Emergency Operations Plan
- Wisconsin State Statutes 48, 49, 51, 55, 66, 166

- Wisconsin Division of Emergency Management Emergency Response Plan
- Wisconsin Department of Health Services:
 - Emergency Human Services Plan
 - American with Disabilities Act
- Stafford Act – PL 100-707
- Health Insurance Portability and Accountability Act (HIPAA)– PL 104-191
- Human Services Job Action Sheets
- Human Services Standard Operating Policies and Procedures
- County Board Ordinances and Resolutions
- Child and Family Services Improvement Act of 2006