

Emergency Support Function #6 – Mass Care, Housing, and Human Services Annex

ESF Coordinator:

Department of Homeland Security/Emergency
Preparedness and Response/Federal Emergency
Management Agency

Primary Agencies:

Department of Homeland Security/Emergency
Preparedness and Response/Federal Emergency
Management Agency
American Red Cross

Support Agencies:

Department of Agriculture
Department of Defense
Department of Health and Human Services
Department of Homeland Security
Department of Housing and Urban Development
Department of the Interior
Department of Justice
Department of Labor
Department of Transportation
Department of the Treasury
Department of Veterans Affairs
General Services Administration
Office of Personnel Management
Small Business Administration
Social Security Administration
U.S. Postal Service
Corporation for National and Community Service
National Voluntary Organizations Active in
Disaster

Introduction

Purpose

Emergency Support Function (ESF) #6 – Mass Care, Housing, and Human Services supports State, regional, local, and tribal government and nongovernmental organization (NGO) efforts to address the nonmedical mass care, housing, and human services needs of individuals and/or families impacted by Incidents of National Significance.

Scope

- ESF #6 promotes the delivery of services and the implementation of programs to assist individuals, households and families impacted by potential or actual Incidents of National Significance. This includes economic assistance and other services for individuals impacted by the incident.
- ESF #6 includes three primary functions: Mass Care, Housing, and Human Services.

- Mass Care involves the coordination of nonmedical mass care services to include sheltering of victims, organizing feeding operations, providing emergency first aid at designated sites, collecting and providing information on victims to family members, and coordinating bulk distribution of emergency relief items.
- Housing involves the provision of assistance for short- and long-term housing needs of victims.
- Human Services include providing victim-related recovery efforts such as counseling, identifying support for persons with special needs, expediting processing of new Federal benefits claims, assisting in collecting crime victim compensation for acts of terrorism, and expediting mail services in affected areas.

Policies

ESF #6 policy and concept of operations apply to Federal departments and agencies and the American Red Cross for activities relating to potential or actual Incident of National Significance. Underlying principles include the following:

- ESF #6 support may vary depending on an assessment of incident impact(s), the magnitude and type of event, and the stage of the response and recovery efforts.
- Supporting mass care activities and providing services without regard to economic status or racial, religious, political, ethnic, or other affiliation.
- Supporting ESF #6 activities and providing services in accordance with existing Federal statutes, rules, and regulations.
- Assigning personnel to support ESF #6 functions in accordance with the rules and regulations of their respective parent agencies.
- Coordinating with ESFs #1, #3, #5, and #14 regarding recovery and mitigation assistance, as appropriate.
- Reducing duplication of effort and benefits, to the extent possible. This includes streamlining assistance as appropriate, and identifying recovery and mitigation measures to support State and local planning efforts.

Concept of Operations

General

- Initial response activities focus on meeting urgent mass care needs of victims.
- Recovery efforts are initiated concurrently with response activities. Close coordination is required among those Federal agencies responsible for response operations and recovery activities, and other nongovernmental organizations providing assistance.
- ESF #6 functions are divided into three main areas. The principal activities for each functional area are described in the following sections.

Mass Care

The ESF #6 mass care function includes overall coordination, shelter, feeding and other activities to support emergency needs of victims as described below:

- **Coordination.** This includes coordination of Federal assistance in support of nonmedical mass care services, and gathering information related to sheltering and feeding operations in the impacted area.

- **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 be necessary.
- **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 sound nutritional standards to include meeting requirements of victims with special dietary needs to the extent possible.
- **Emergency First Aid:** Emergency first aid, consisting of basic first aid and referral to appropriate medical personnel and facilities, is provided at mass care facilities and at designated sites.
- **Disaster Welfare Information (DWI):** DWI collects and provides information regarding individuals residing within the affected area to immediate family members outside the affected area. The system also aids in reunification of family members within the affected area.

- **Bulk Distribution:** Emergency relief items to meet urgent needs are distributed through sites established within the affected area. These sites are used to coordinate mass care food, water, and ice requirements, and distribution systems with Federal, State, local, and tribal governmental entities and NGOs.

Housing

The ESF #6 housing function addresses needs of victims in the affected areas, and is accomplished through the implementation of programs and services designed to:

- Provide assistance for the short- and long-term housing needs of victims.
- Identify the various factors that could impact the incident-related housing needs and help develop a plan of action to provide housing assistance in the most effective, expedited, and efficient manner available at the time.
- Identify solutions for short- and long-term housing for victims, as appropriate. Housing assistance provided to victims may include rental assistance, temporary housing, loans for the repair and/or replacement of primary residences, etc.

Human Services

The ESF #6 human services component implements programs and provides services to assist victims. This includes:

- Coordinating and assessing the situation and implementing an appropriate plan based on the resources available to assist all victims.
- Supporting various services impacting individuals and households, including a coordinated system to address victims' incident-related recovery efforts through crisis counseling and other supportive services.
- Coordinating and identifying individuals with special needs within the impacted area, to include the elderly, people with disabilities, and people communicating in languages other than English (including sign language).

- Supporting immediate, short-term assistance for individuals, households, and groups dealing with the anxieties, stress, and trauma associated with a disaster, act of terrorism, and/or incident of mass criminal violence.
- Supporting expedited processing of new Federal benefits claims (e.g., Social Security, veterans benefits, disaster unemployment assistance, and Federal tax refunds).
- Supporting Federal, State, local, and tribal efforts to provide assistance and crime victim compensation in incidents resulting from terrorism or acts of mass criminal violence, as appropriate.
- Ensuring water, ice, and other emergency commodities and services requirements are delivered to appropriate entities.
- Providing support to expedite mail services in affected areas.

Organization

Headquarters-Level Response Structure

- Following ESF #6 activation, the primary agencies convene to evaluate the situation and respond accordingly.
- Primary and support agencies are available on an “as needed” basis for the duration of the emergency response period.
- ESF #6 may provide representatives to the National Response Coordination Center (NRCC) or the Interagency Incident Management Group (IIMG), as required.

Regional-Level Response Structure

- The regional-level response includes providing representatives to the Advance Element of the Emergency Response Team, the ESF #6 section in the Regional Response Coordination Center (RRCC), Joint Field Office (JFO), and Disaster Recovery Centers.

- Activities in the region normally commence with activation by a Department of Homeland Security/Emergency Preparedness and Response/Federal Emergency Management Agency (DHS/EPR/FEMA) Regional Director. As the situation develops and it is determined that Federal assistance is required, deployment to the response location begins.
- Liaisons to other ESFs and/or related functions are identified and deployed by their respective agencies or departments, as needed.
- Liaisons from Federal support agencies assist the ESF #6 section at the RRCC and JFO as necessary, and otherwise are available on an “as needed” basis for the duration of the emergency response period.

Actions: Initial

Headquarters Level

- Assesses the situation, validates resource requests, and forecasts response needs.
- Provides technical assistance to the regional ESF #6 and NRCC.
- Coordinates ESF #6 resource requests with Federal departments and agencies and the NRCC.
- Validates resource requests from the regional ESF #6.

Regional Level

- Provides technical assistance to support incident priorities.
- Establishes communications with the national ESF #6 response structure.
- Assesses the situation and determines the adequacy of response and recovery activities.
- Provides technical assistance to the State Designated Mass Care Agency.
- Manages the process for requests for Federal assistance.
- Provides reports to the national ESF #6 response structure and JFO.
- Anticipates future requirements.

Actions: Ongoing

- Provides guidance for identifying potential housing resources.
- Works with Federal, State, tribal, and local authorities on the development of a recovery plan, as appropriate.
- Provides support for crisis counseling, disaster unemployment assistance, and disaster legal services.
- Assists with coordination and implementation of disaster assistance programs, as appropriate.

Responsibilities

ESF Coordinator: DHS/EPR/FEMA

- Activates appropriate support agencies.
- Coordinates logistical and fiscal activities supporting ESF #6 associated priorities and activation.
- Designates DHS/EPR/FEMA Recovery Division staff, with specific ESF coordination responsibilities, to ensure information and

coordination support to the primary and support agencies, as appropriate.

- Plans and supports regular meetings with the primary and support agencies related to preparedness, response, and recovery activities.
- Ensures primary and support agencies are informed and involved in all meetings related to ESF #6 activities.

Primary Agencies: DHS/EPR/FEMA and the American Red Cross

- Provide leadership in coordinating and integrating overall Federal efforts associated with mass care, housing, and human services.
- For the purposes of the National Response Plan, the American Red Cross functions as an ESF primary organization in coordinating the use of Federal mass care resources in the context of Incidents of National Significance. For the purposes of ESF #6, any reference to Federal departments and agencies with respect to responsibilities and activities in responding to an Incident of National Significance includes the American Red Cross.

DHS/EPR/FEMA: As the primary agency for recovery activities pursuant to a Presidentially declared disaster or emergency, DHS/EPR/FEMA Recovery Division provides ESF #6 staff to assignment locations, as appropriate.

- Assists and coordinates the release of information for notification of relatives.
- Assists in establishing priorities and coordinating the transition of mass care operations with recovery activities based on incident information and the availability of resources that can be appropriately applied.

- Provides available resources such as cots, blankets, meals-ready-to-eat, other initial response resources, and logistical support, including communications, as appropriate.
- Assists in the provision of medical supplies and services.

American Red Cross: As the primary agency for mass care under ESF #6, the American Red Cross coordinates Federal mass care assistance in support of State and local mass care efforts.

Transition: As primary response activities are completed, incident management priorities place greater emphasis on recovery. ESF #6 provides procedures to ensure that:

- Transition is mutually determined by the primary agencies.
- American Red Cross staff remains activated during the initial phase of recovery activities to ensure all emergency response issues are addressed and to support the transition of related issues and responsibilities.
- As the mass care element of ESF #6 demobilizes, DHS/EPR/FEMA continues to coordinate the housing and human services elements.

Support Agencies

All ESF #6 support agencies must ensure that the primary agencies are aware of the functions and activities of all respective participating entities.

Agency	Responsibilities
Department of Agriculture	Food and Nutrition Service (FNS) <ul style="list-style-type: none"> ▪ Locates and secures supplies of food, including federally owned surplus foods, to supplement those in the disaster area. ▪ Provides statistics on the quantities and locations of food furnished by the FNS. ▪ Provides other food and nutritional assistance in accordance with ESF #11 – Agriculture and Natural Resources.
	Forest Service <ul style="list-style-type: none"> ▪ Provides available departmental resources (e.g., cots, blankets, sleeping bags, personnel) for shelters. ▪ Provides logistical guidance and support.
Department of Defense/U.S. Army Corps of Engineers	<ul style="list-style-type: none"> ▪ Fulfills mass care requirements for ice and water in coordination with mass care elements of ESF #6. ▪ Provides assistance by inspecting mass care shelter sites to ensure suitability of facilities to safely shelter victims. ▪ Provides assistance in constructing temporary shelter facilities in the affected area, as required. ▪ Provides temporary housing support, such as temporary structures and expedited repair of damaged homes (to include temporary roofing or other repairs that facilitate reoccupation of minimally damaged structures), as necessary.
Department of Health and Human Services (HHS)	<ul style="list-style-type: none"> ▪ Provides HHS workers to augment personnel assigned to shelters. ▪ Provides medical care and mental health services for impacted populations either in or outside the shelter locations. ▪ Provides casualty information from the affected area in support of a DWI system. ▪ Provides technical assistance for shelter operations related to food, vectors, water supply, and waste disposal. ▪ Assists in the provision of medical supplies and services.
Department of Homeland Security/National Disaster Medical System	Coordinates emergency medical care in shelters.

Agency	Responsibilities
Department of Housing and Urban Development (HUD)	<ul style="list-style-type: none"> ▪ Provides information on available habitable housing units, owned or in HUD possession, within or adjacent to the incident area for use as emergency shelters and temporary housing. ▪ Provides available HUD staff to assist when needed with mass care and housing operations.
Department of the Interior	<ul style="list-style-type: none"> ▪ Provides available departmental resources (e.g. cots, blankets, sleeping bags, personnel) for shelters. ▪ Provides logistical guidance and support.
Department of Justice	<ul style="list-style-type: none"> ▪ In response to an act of criminal mass victimization (mass violence, domestic or international terrorism), the Office for Victims of Crime may coordinate with Federal, State, local, and tribal service providers in the provision of assistance via the Antiterrorism and Emergency Assistance Program or other mechanisms. ▪ Provides Federal Tort Claims Act guidance and claims resolution services in support of ESF #6 American Red Cross activities.
Department of Labor	The Occupational Safety and Health Administration provides technical assistance related to worker safety and health issues.
Department of Transportation	Provides coordination of transportation resources, highway information and other resources related to supporting transportation activities.
Department of Treasury, Internal Revenue Service	<ul style="list-style-type: none"> ▪ Distributes disaster kits containing tax forms and publications to help victims determine the amount of a casualty loss deduction for destroyed property. ▪ Assists victims with filing claims for tax refunds. ▪ Assists victims with obtaining copies of filed tax returns.
Department of Veterans Affairs (VA)	<ul style="list-style-type: none"> ▪ Provides for food preparation and stockpiling in its facilities during the incident. ▪ Provides medical supplies and personnel to support mass care operations. ▪ Provides available facilities suitable for mass shelter. ▪ Administers the laws providing benefits and other services to veterans and the dependents and beneficiaries of veterans. ▪ During incident operations, provides emergency health care services to veteran beneficiaries in VA medical facilities, to active duty military personnel and, as resources permit, to civilians in communities affected by national security emergencies. ▪ Provides mortuary services for eligible veterans, and advises on methods for interment of the dead. ▪ Contributes to emergency support functions, including providing remedial infrastructure restoration, mass care services, resource (logistic) support, and health and medical services. ▪ Develops and maintains plans to make available housing assets that are habitable to which VA has title and possession, for use by victims.

Agency	Responsibilities
General Services Administration	<ul style="list-style-type: none"> ▪ Provides communications links to the DWI center from the disaster area. ▪ Provides other logistical support for mass care requirements as requested.
Small Business Administration	<ul style="list-style-type: none"> ▪ Provides low-interest, long-term loan assistance to homeowners, renters, businesses of all sizes, and nonprofit organizations to fund the repair or replacement of disaster-damaged property. ▪ Provides loan funds that also may include money for such things as relocation, mitigation, refinancing of existing liens, code-required upgrades, and 1-year insurance premium.
Social Security Administration	<ul style="list-style-type: none"> ▪ Manages America’s major income support programs. ▪ Provides expedited processing of new Federal benefit claims during emergency operations.
U.S. Postal Service (USPS)	<ul style="list-style-type: none"> ▪ Provides change-of-address cards for victims to notify the USPS of relocation addresses for mail forwarding, and assists in the distribution, collection, and mailing of those cards. ▪ Provides an electronic file of address-change information furnished by victims.
Corporation for National and Community Service	Provides teams of trained volunteers to assist in various aspects of response and recovery.
National Voluntary Organizations Active in Disaster	<ul style="list-style-type: none"> ▪ Facilitates and encourages collaboration, communication, cooperation, and coordination, and builds relationships among members while groups plan and prepare for emergencies and disaster incidents. ▪ Assists in communicating to the government and the public the services provided by its national member organizations. ▪ Facilitates information-sharing during planning and preparedness and after a disaster incident. ▪ Provides members information pertaining to the severity of the disaster, needs identified, and actions of “helpers” throughout the response, relief, and recovery process. ▪ Provides guidance in client information-sharing, spiritual and emotional care management of unaffiliated volunteers, and unsolicited donated goods, as needed.