



## Georgia Emergency Operations Plan

# Emergency Support Function # 6 Annex Mass Care & Human Services



2015

## ESF Coordinator and Support Agencies

### **ESF Coordinator**

*Georgia Department of Human Services*

### **Primary Agency**

*American Red Cross of Georgia  
Georgia Department of Community Affairs  
Georgia Department of Human Services*

### **Support Agencies**

*Board of Regents of the University System of Georgia  
Emergency Preparedness Coalition for Individuals with Disabilities and Older Adults  
Georgia Department of Administrative Services  
Georgia Department of Agriculture  
Georgia Department of Behavioral Health and Development Disabilities  
Georgia Department of Public Health  
Georgia Department of Corrections  
Georgia Department of Defense  
Georgia Department of Driver Services  
Georgia Department of Economic Development  
Georgia Department of Education  
Georgia Department of Labor  
Georgia Department of Natural Resources  
Georgia Department of Public Safety  
Georgia Department of Transportation  
Georgia Department of Veterans Services  
Georgia Building Authority  
Georgia Bureau of Investigations  
Georgia Emergency Management Agency/  
Homeland Security  
Georgia Forestry Commission  
Georgia Governor's Office of Consumer Affairs  
Georgia Disaster Housing Task Force  
Georgia Office of Planning and Budget  
Georgia Voluntary Organizations Active in Disaster  
State Bar of Georgia  
Technical College System of Georgia  
The Salvation Army*

## 1.0 Introduction

### 1.1 Purpose

ESF#6 Mass Care, Emergency Assistance, Housing, and Human Services coordinates the delivery of mass care, emergency assistance, housing, and human services when local, response and recovery capabilities are overwhelmed. In addition ESF#6 assumes primary responsibility for Mass Care, Emergency Assistance, Housing and Human Services when the State of Georgia serves as a host state under the Federal Catastrophic Evacuation Plan.

### 1.2 Scope

ESF#6 is unlike most ESFs, due to the large number of agencies involved in carrying out several of the functional responsibilities that reside within it. Agencies and organizations listed in this ESF will support local jurisdictions in the functional response areas listed below, and perform such functions on behalf of the State when it is serving as a host state under the FEMA Catastrophic Evacuation Plan concept.

These functions include but are not limited to:

- *Mass Care:* Includes sheltering, feeding operations, emergency first aid, bulk distribution of emergency items, and collecting and providing information on impacted residents to family members. This function also includes consideration and planning for individuals with disabilities and access and functional needs. It is imperative that ESF#6 is inclusive of what the whole community would require during disasters.
- *Emergency Assistance:* Assistance required by individuals, families, and their communities to ensure that immediate needs beyond the scope of the traditional mass care services provided at the local level are addressed. These services include: support for evacuations (including registration and tracking of evacuees); reunification of families; coordination with ESF#8 for provision of aid and services to people with disabilities and access, functional and medical needs, coordination with ESF#11 in regards to pet sheltering; coordination of donated goods and services; and coordination of voluntary agency assistance.
- *Housing:* Includes housing options such as rental assistance, repair, loan assistance, replacement, manufactured housing, semi-permanent and permanent construction, referrals, identification and provision of accessible housing, and access to other sources of housing assistance. These processes are in accordance with the National Disaster Housing Strategy, dated January 2009 and coordinated within the state through the Georgia Disaster Housing Task Force.

- *Human Services*: Includes the coordination of disaster assistance programs to help impacted residents to recover their non-housing losses, including programs to replace destroyed personal property, and help to obtain disaster loans, food stamps, disaster unemployment benefits, social security benefits, Veteran's Administration benefits, disaster legal services, and employment assistance. Support and services under human services may also include education enrollment assistance for school age children. ESF#6 will coordinate closely with ESF#8 to ensure that crisis counseling services are accessible, and medical assistance is provide to functional and medical needs populations.

## 2.0 Concept of Operations

### General

All agencies listed within ESF#6 are expected to participate in planning and coordination meetings scheduled through the coordinating agency with the intention of ensuring seamless, effective and efficient preparedness, response, and recovery activities within ESF#6.

ESF#6 will be represented in the State Operations Center (SOC); by trained personnel from the primary agency and/or support agencies that have been empowered to make high-level decisions on behalf of their agency. Each primary and support agency identified in this ESF annex is not expected to be physically represented within the SOC, however they are expected to have personnel available to come in should conditions warrant; and have personnel available through electronic or telephonic means when necessary, to ESF#6 coordinators located within the SOC. ESF#6 representatives in the SOC shall receive and consolidate status reports on mass care, emergency assistance, housing and human services activities within the state for inclusion in operational period situation reports.

### Mass Care

- The American Red Cross (ARC) has a long-standing history of providing essential basic services to people affected by disaster. In this plan and through ESF#6, the American Red Cross is expected to provide the majority of mass care services for affected residents within Georgia. The Red Cross provides subject matter experts to coordinate the pre-identification, registration and operation of shelters for the general population to include provision of services for individuals with disabilities and access and functional needs. Red Cross also provides fixed and mobile feeding operations and bulk distribution of essential basic supplies (food, water, basic hygiene) to assist impacted residents.
- The American Red Cross, in conjunction with ESF#8 and Georgia Voluntary Organizations Active in Disaster (Georgia VOAD), the Department of Human

Services, and Department of Public Health, will coordinate with local emergency management officials to identify, inspect, approve and inventory adequate shelters within the State of Georgia, with consideration of all-hazards. In addition to establishing shelters, ARC, DHS, GEMA/HS and DPH will establish state guidelines for shelter selection, opening and operation that are consistent with national guidelines and includes local decision makers, and local and state emergency management officials. These guidelines and processes are further explained in the State Mass Care Shelter Plan support annex to the GEOP.

- The Georgia Department of Public Health (DPH) is responsible for make available basic medical aid at approved and operating shelters when appropriate. The provision of Basic Medical Aid will be coordinated by ESF#6 in conjunction with ESF#8. Not all shelters would require on-site medical expertise but will require medical oversight by authorized personnel. *Review the State Mass Care Shelter Plan for more detailed information.*
- The Department of Public Safety (DPS) will provide law enforcement personnel for basic safety and security services at approved and operating shelters when appropriate. ESF#6 will coordinate with ESF#13 and local law enforcement authorities who have jurisdictional authority for the communities in which approved shelters are located. Not all shelters would require law enforcement personnel. *Review the State Mass Care Shelter Plan for more detailed information.*
- ESF#6 will coordinate with other agencies as appropriate during mass evacuations or no-notice events to ensure emergency shelters are open in appropriate locations to meet situational needs. Emergency shelters will be opened in conjunction with local ESF#6 and local emergency management agency. The locations and information concerning shelters will be disseminated through ESF#15. *For Informational Purposes: Emergency shelters, as described in this plan are defined as facilities that can provide a safe, location for impacted residents before, during and immediately following a disaster. These shelters are not intended to be used for prolonged periods of time and should only be considered as short term, safe facilities for affected residents until such time as they are allowed to return to their homes or the decision is made to transition to general sheltering. General shelters will support affected residents until they are allowed to return to their homes or enter interim or permanent housing facilities, as determined by the Georgia Disaster Housing Task Force.*
- State Planners recognize the importance of keeping pets close to their owners during disaster evacuation and sheltering. The Georgia Department of Agriculture, in partnership with ESF#6 and ESF#8, developed an Animal Friendly Shelters Standard Operating Procedure Manual. ESF#11 is responsible for

animal sheltering. However ESF#6 will continue to work with ESF#11 to coordinate the locations of both human and pet shelters.

- ESF#6 in coordination with ESF #8, and #11 are responsible for feeding impacted residents, evacuees and/or response personnel either at a fixed location or locations or through mobile feeding units, to ensure feeding operations are carried out in a manner that is both safe and nutritionally sound. ESF#7 under the GEOP coordinates the process of delivering bulk food items and water, but is not responsible for this function. Organizations not identified in this ESF may be integrated into response operations; these organizations may include voluntary organizations, the private-sector or food distributors and private food warehouse operators.
- ESF#6 will coordinate the distribution of relief items to impacted residents and responders as appropriate. These relief items may come from state or government purchases or be donated from private partners or general citizens. ESF#5 will coordinate the receipt, inventory and warehousing of donated relief items and make them available to ESF#6 and other state, local, non-governmental and volunteer organizations when necessary. Review the Georgia Volunteer and Donations Management Annex support annex to the GEOP for more detailed information.

### Emergency Assistance

- GEMA/HS will ensure that individuals and families impacted by disasters, to include those from outside the state, that have been evacuated or sheltered within Georgia, are provided access to register for state and or federal disaster assistance programs, when applicable. This shall be accomplished through the establishment of state and/or federally managed disaster recovery centers and or mobile disaster recovery centers located in or close to disaster locations. GEMA/HS shall establish such service centers within the state to support individuals and families evacuating to Georgia under the Georgia Evacuee Support Plan for Catastrophic Disasters.
- When large scale evacuations are ordered and residents are required to be moved outside of their own county, the American Red Cross through ESF#6 will collect individual information for those evacuated residents residing in emergency shelters. Residents will also be provided an opportunity to register on the American Red Cross Safe and Well site by telephone or on-line to help them re-connect with family members from whom they have been separated or to post their status.
- American Red Cross will enter shelter information from Georgia into the National Shelter System (NSS). Independent Shelters operated by local jurisdictions or

community organizations should be entered into NSS in order to capture the full scope of the needs of the community. Comfort Stations may also be entered into NSS for the same purpose. The NSS is a web-based system that provides statistical information on all identified shelters and near real time status information during disasters or emergencies.

## Housing

- Georgia has established and maintains an active Disaster Housing Task Force. The task force provides a forum for collaboration and identification of disaster housing issues and options during the response and short-term recovery phases of a disaster. This committee is tasked with the development of comprehensive strategies to meet the disaster housing needs after a disaster, or residents of other states seeking refuge following catastrophic disasters that leave their home state uninhabitable on a permanent or temporary basis. ESF#6 will determine before, during or after a disaster if conditions warrant the assembling of the Georgia Disaster Housing Task Force.
- The numerous hazards that threaten Georgia coupled with the varying degrees in which each of them could potentially impact the state call for a housing plan that is comprehensive, modular and supported by all potential state and local agencies and organizations who are expected to play a major role in its implementation. *For Informational Purposes:* The State of Georgia and the Georgia Disaster Housing Task Force (GDHTF) take a prioritized approach to planning for and supporting the disaster housing plans of local government partners. The state's prioritized approach to developing housing solutions is as follows:
  1. Build disaster housing capacity by identifying available housing resources throughout the state in support of local disaster housing plans.
  2. Develop, train and maintain (manage) a cadre of housing specialists prepared to deploy to Disaster Recovery Centers to provide direct assistance to disaster survivors.
  3. Support capacity building, statewide awareness of and training for the State of Georgia's Rental Resource Database ([georgiahousingsearch.org](http://georgiahousingsearch.org) or GHS for short).
  4. Provide disaster housing situational awareness to key leadership and partner agencies.

*Review the Georgia Disaster Housing Strategy, and the State Mass Care Shelter Plan support annex to the GEOP for more information. This document includes numerous federal and local agencies and organizations that are not included in the GEOP.*

## 3.0 Assignment of Responsibilities

The assignment of responsibilities section establishes the organizations and agencies that will be relied upon to respond to a disaster or emergency situation. This section also includes tasks that these organizations and agencies are expected to perform.

### 3.1 ESF Coordinator

The Georgia Department of Human Services serves as the lead agency for ESF#6. The Department maintains an ESF Coordinator position and in partnership with the Georgia Department of Community Affairs and the American Red Cross, conduct ESF#6 planning, preparedness, response and recovery activities.

#### **Georgia Department of Human Services**

- Will designate official(s) to coordinate ESF#6 responsibilities within the state and with federal ESF#6 representative(s). This state official will:
  - Serve as the principal point of contact with ESF#6 from the Federal Regional Response Coordination Center.
  - May be assigned a support staff and have liaisons detailed to operate within a Joint Field Office if established in Georgia.
  - Coordinate issues regarding, Mass Care, Emergency Assistance, Housing and Human Services with local and federal partners as necessary.
  - Monitor systems for availability, status and population of approved shelter facilities during disasters.
  - Attend applicable incident action planning meetings within the State Operations Center.
  - Address requests for assistance from local jurisdictions regarding ESF#6 issues, and ensure necessary agencies and disciplines are kept informed of ongoing activities.
  - Coordinate the activation and activities of agencies listed under this ESF.
  - Conduct situational assessments and identify resource requirements in close coordination with other ESFs and participating state and local partners.
  - Provide ESF#6 liaisons to the Incident Management Assistance Team, Joint Field Office (JFO), and other incident locations when applicable.
  - Identify, train and maintain an adequate amount of personnel to support shelter operations statewide.
  - Contact and request activation of appropriate ESF#6 primary and support agencies when determined necessary.
  - Distribute ESF#6 information to support agencies, as appropriate.
  - Provide technical assistance to designated state and local agencies, as needed.
  - Coordinate requests for issuance and distribution of the Disaster Food Stamp Programs through the United States Department of Agriculture.

- Coordinate and provide subject matter expertise and technical assistance related to issues involving older adults and people with disabilities.
- Ensure accurate records are maintained for all ESF#6 activities, these records include but are not limited to personnel time, performance and injury records, purchase, payments, and any other financial documentation. These documents shall be forwarded through GEMA/HS for proper reimbursement or disposition.
- As the primary coordinating agency for ESF#6, DHS will identify initial needs and ensure that the requested and necessary support is in place for the ESF#6 support agencies to execute their missions to include: requests for assistance, activation of pre-scripted mission assignments, and issuance of mission assignments.

### **3.2 Primary and Support Agencies**

#### **Georgia Department of Community Affairs**

- Provide housing counseling and assistance to disaster victims regarding eligibility and information on available affordable housing opportunities.
- Coordinate Section 8 rental assistance vouchers.
- Complete Disaster Recovery Center (DRC) situational awareness reports.
- Utilize [Georgiahousingsearch.org](http://Georgiahousingsearch.org) to provide available rental unit counts in impacted areas and adjacent counties.

#### **American Red Cross**

- Provides subject matter experts to coordinate the pre-identification, registration and operation of shelters for the general population to include provision of services for individuals with access and functional needs.
- Provides fixed and mobile feeding operations and bulk distribution of essential basic supplies (food, water, basic hygiene) to assist impacted residents.
- Coordinates with local emergency management officials to identify, inspect, approve and inventory adequate shelters within the state of Georgia following an all-hazard thought process.

#### **Board of Regents, University System of Georgia**

- Facilities
- Personnel

#### **Emergency Preparedness Coalition for Individuals with Disabilities and Older Adults**

- Provides technical guidance and assistance on issues related to individuals with access and functional needs.
- Provide Subject Matter Expertise (SME)

### **Georgia Building Authority**

- Coordinates with other ESFs to deliver adequate resources, to include buildings, equipment, transportation, and communication devices to facilitate the delivery of human services through ESF#6.

### **Georgia Department of Administrative Services**

- Procurement and Contracting Expertise
- Works with GEMA Public Affairs to ensure ASL interpreters are provided for emergency press conferences.

### **Georgia Department of Agriculture**

- Oversees the coordination of sheltering and transportation of pets and animals dislocated by disasters.
- Assists with the coordination of requests for issuance and distribution of the Disaster Food Stamp Programs through the United States Department of Agriculture.

### **Georgia Department of Defense**

- Emergency Food
- Equipment
- Facilities
- First Aid
- Personnel

### **Georgia Department of Behavioral Health and Developmental Disabilities**

- Assists with the coordination of crisis counselors and other personnel with expertise in the area of behavioral health and developmental disabilities for mass care operations to include, but not limited to, providing liaisons to shelters and Disaster Recovery Centers and assisting with procurement and coordination of resources to assist impacted residents.

### **Georgia Department of Economic Development**

- Provide assistance to ESF#6 in the dissemination of shelter locations and other related information to appropriate local and state visitor bureaus.
- Assist evacuees in locating available hotels/motels in non-impacted areas and providing additional information as needed.

### **Georgia Department of Education**

- Assists individuals and families displaced by disaster to enroll in public education programs to ensure continuity of education.

### **Georgia Department of Labor**

- Coordinates the delivery of Disaster Unemployment Assistance through the United States Department of Labor.

### **Georgia Department of Natural Resources**

- Health and Sanitation Consultation
- Personnel
- Water Quality Control

### **Georgia Department of Public Health**

- Provides authorized nursing personnel or medical oversight to shelters when necessary through coordination with ESF#6.
- Provides qualified personnel from the Division of Health Protection, Environmental Health Branch to survey identified and potential facilities for use as shelters.
- Provides qualified personnel to assess open shelters during disaster to ensure facilities and staff are meeting health and sanitary guidelines.

### **Georgia Department of Transportation**

- Equipment
- Personnel
- Vehicles

### **Technical College System of Georgia**

- Provides facilities and personnel when applicable to assist with mass care response.

### **Georgia Department of Veteran's Services**

- Coordinates services for eligible veteran's regarding continuity of pension or disability payments, medical care, adjustments to VA backed home mortgages, death benefits and survivor benefits.

### **Georgia Emergency Management Agency/Homeland Security**

- Provides coordination and overall preparedness, response and recovery guidance related to human service needs, provide leadership and coordination to volunteer organizations delivering human services and operating within the state response structure.
- Ensures the voluntary and donations management system and coordinators are informed of and deliver when necessary, donated disaster relief supplies and manpower when applicable to support ESF#6 to meet human service needs.

- Ensures, through ESF#15, the dissemination of shelter information to the public during evacuations as well as the location of Disaster Recovery Centers and other facilities providing human services to impacted residents.

#### **Local Emergency Management Agencies**

- Provides coordination and overall preparedness, response, relief and recovery guidance to agencies and organizations regarding delivery of human services at the county level.

### **3.3 Direction, Control, and Coordination**

This section describes the framework for all direction, control, and coordination within the State of Georgia and other States.

#### **3.3 A: ESF Coordination within State Operation Center**

ESF#6 will report all activities to the ESF#5 Situation Unit for inclusion in the development of incident action plans and situational reports. All public information reports regarding ESF#6 activities will be coordinated with ESF#15 External Affairs.

When ESF#6 is activated, Georgia Department of Human Services, with assistance from supporting departments and agencies, assesses and responds to requests for Mass Care, Emergency Assistance, Housing and Human Services to include planning or technical assistance from impacted local, state or federal agencies or other ESFs.

In addition to the SOC, ESF#6 may provide personnel to field operations established in Georgia, including but not limited to: Joint Field Offices (JFOs), Joint Information Centers (JICs), Disaster Recovery Centers (DRC) and any other incident facility established to meet operational demands for each particular incident requiring the activation of the GEOP.

#### **3.3 B: Coordination of EMAC Request**

The Emergency Management Assistance Compact (EMAC) is a national mutual aid agreement between the 50 states, Puerto Rico, the U.S. Virgin Islands and the District of Columbia. It is based on 13 Articles which have been enacted into state law by each state. In Georgia, EMAC is addressed in the O.C.G.A., Title 38, Chapter 3, Article 5.

States may only request assistance via EMAC when their governor has declared a state of emergency. EMAC requires that the state requesting assistance reimburse the state that provides the assistance. The Director of GEMA/HS is the EMAC Authorized Representative (AR) for the State of Georgia. The AR is tasked with the authority to commit and accept resources through EMAC partnerships. The AR may delegate this authority to the Operations Director,

Deputy Operations Director and Finance Director of GEMA/HS. The GEMA/HS Logistics Program Manager is the designated contact (DC) for EMAC. In the absence of the Logistics Program Manager, the agency has identified alternate designated contacts. The DC is commonly referred to as the EMAC Coordinator. The DC coordinates EMAC operations and prepares the official EMAC Request for Assistance (commonly referred to as the REQ-A). When completed, the REQ-A becomes a contract between the requesting and assisting states for the provision of assistance in accordance with EMAC. When the SOC is activated, the Logistics Section Mutual Aid Unit coordinates and manages EMAC missions. This unit will be initially staffed with GEMA/HS personnel, but will likely be augmented by trained EMAC personnel from other states as soon as possible. This unit is also referred to as an EMAC "A" Team.

ESF#6 will coordinate all EMAC requests with the GEMA/HS EMAC DC or the SOC Logistics Section Mutual Aid Unit, when the SOC is activated. No resource (personnel or equipment) may deploy to another state via EMAC until the REQ-A has been approved and signed by the ARs of the requesting and assisting states, and they have been provided a copy of the REQ-A, briefed and prepared for the mission. To facilitate obtaining any assistance Georgia may need via EMAC, state ESFs should identify their shortfalls in capability and where resources may be obtained to provide this capability. This may be accomplished via informal coordination with sister agencies in other states to determine if the needed resource is available for potential deployment to Georgia, its location and the point of contact for the resource. Such information is critical in expediting a request for assistance via EMAC. For more information on EMAC, contact the GEMA/HS EMAC Designated Contact at 404-635-7200.

### **3.3 C: ESF Activation, Exercise & Improvement Planning**

GEMA/HS systematically coordinates and conducts event debriefings and compiles after action reports for any incident that calls for the activation of all or any portion of the GEOP. ESF#6 shall participate in this process when applicable. After Action Reports will document areas for improvement, resource shortfalls and corrective action planning requirements which will be incorporated into the GEOP, its annexes or ESF SOGs when applicable.

GEMA/HS conducts all exercises within the structure provided by the Homeland Security Exercise Evaluation Program (HSEEP). ESF#6 will participate in all exercise activities when applicable and will follow the HSEEP process to include active participation in planning and evaluation meetings, workshops and conferences.

### **3.3 D: Development of Standard Operating Guides**

The GEMA/HS Planning Section has provided standard operating guide development templates and planning assistance to all ESFs listed in the GEOP.

All ESFs will strive to develop operationally ready SOGs for inclusion in the GEOP. ESF#6 will meet as necessary to develop, review and refine SOGs that discuss specific operational processes and procedures.

### **3.3 E: Development of Resources Capability List**

In conjunction with ESF#7 – Resource Support, ESF#6 will develop, review, refine and maintain lists of all resources currently available and under the control of the primary or support agencies listed in this plan. The development of these lists may be completed by several organizations and professional groups, which currently operate within this ESF. These resource lists should be compliant with the resource typing standards outlined in the National Incident Management System (NIMS).

## **4.0 ESF Annex Development and Maintenance**

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This Emergency Support Function Annex will be reviewed every two years and updated as required. In addition the document shall be evaluated for recommended revisions and corrective measures as an integral part of the Agency Exercise or Event After Action Reports / Improvement Plans, as well as internal reviews that will follow the issuance of any Governor Executive Order or passage of legislation impacting the Agency.