



ESF 6 Human Services, Mass Care, Housing, and Food Management

Primary Coordinating Agency

Department of Social Services



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Primary Coordinating Agency

Lexington Department of Social Services is the primary coordinating agency for Emergency Support Function 6 Human Services, Mass Care, Housing, and Food Management (ESF 6). The Commissioner will appoint staff from the department to serve as the Emergency Operations Center (EOC) ESF 6 coordinators.

The Lexington Division of Emergency Management (DEM) develops and maintains the overall ESF 6 Plan and accompanying Attachments and References that govern response actions related to emergencies. Supporting agencies shall develop and maintain their own similar documents for internal use, which must be compatible with and in support of the overall Emergency Operations Plan (EOP). All such documents will be in compliance with the National Response Framework, the National Incident Management System, and the Incident Command System.

During an activation of the EOC, supporting agency staff is integrated with the Bluegrass Chapter of the American Red Cross (ARC) staff to provide support that will allow for an appropriate, coordinated, and timely response.

During an emergency or disaster event, the EOC will coordinate the support resources and equipment from the supporting agencies.

Local Supporting Agencies

The following list of supporting agencies in ESF 6 consists of agencies and organizations that perform the primary functions of sheltering, transportation to shelters, and other basic human needs.

Agencies in this ESF have their own organizational policies, procedures, and guidelines. This document does not take the place of those plans but is designed to complement and support them and provide guidance in how agencies in this ESF work interdependently.

- A. Bluegrass Chapter American Red Cross
- B. God's Pantry
- C. Fayette County Sheriff's Office
- D. Lexington Division of Police
- E. Fayette County Public Schools (shelters, transportation, and food)
- F. Salvation Army
- G. LexTran
- H. Amateur Radio
- I. Lexington Fayette County Health Department (LFCHD)
- J. Faith based organizations

- K. Lexington Humane Society
- L. Lexington Fayette Animal Care and Control
- M. DEM/Community Emergency Response Team (CERT)
- N. Lexington Division of Community Corrections (security and food)
- O. Hope Center
- P. Catholic Action Center
- Q. United Way 211
- R. Community Action Center
- S. Dept of Social Services

State, Regional, and Federal Agencies and Organizations

State agencies and statewide organizations will assist local jurisdictions in meeting the needs of individuals and families under ESF 6 only after local resources have been exceeded and assistance requested from the local jurisdiction.

- A. American Red Cross
- B. Kentucky Department for Public Health
- C. Kentucky Department for Community Based Services
- D. Kentucky Community Crisis Response Board (KCCRB)
- E. Kentucky Commission on Volunteerism and Service
- F. Kentucky Department of Agriculture
- G. Kentucky National Guard
- H. Kentucky Department of Education
 - I. Kentucky Housing Authority
- J. Kentucky State Police
- K. Kentucky Transportation Cabinet

Non-Governmental Organizations

Non-governmental organizations will assist state and local agencies in providing for the needs of individuals and families impacted by disasters or emergencies for shelter, feeding, disaster information, and human and social services.

- A. Kentucky Voluntary Organizations Active in Disaster (VOAD)
- B. Southern Baptist Disaster Relief

C. United Methodist Committee on Relief

Purpose

ESF 6 provides guidance and describes the organized coordination of activities and resources to assist individuals and households impacted by emergencies and disasters. Services and tasks described in ESF 6 are grouped in four general areas. These areas and their general functions may include, but are not limited to, the following:

A. Mass Care

Shelter, feeding, bulk distribution, emergency first aid, disaster welfare information.

B. Emergency Assistance

Support to reunification of families, support to relocation/evacuation efforts, aid to special needs populations, aid and services to service animals, household pets, and their owners, (coordination of donated goods and services, coordination of volunteer agency assistance.) lead for these two issues are the VOAD Coordinator

C. Housing

Seek and coordinate short-term and long-term housing for displaced citizens.

D. Human Services

Provision of basic human needs other than in a general shelter environment, distribution of food commodities, potable water, emergency relief items, transportation, and basic health services (including mental health)/lead for this service is ESF 8.

ESF 6 can provide personnel and resources to support preparation, mitigation, response, and recovery in support of the primary emergency management objectives. Other responsibilities include documentation and reporting (via WebEOC), shelter status, populations, any issues with residents, e.g., injuries and casualties, determination of needs and the processing of all requests to meet those needs, and securing donations of life-supporting supplies.

ESF 6 resources are used when individual agencies are overwhelmed and additional mass care, mass feeding assistance, and bulk distribution of coordinated relief supplies are needed. ESF 6 will coordinate the lodging and feeding of evacuees of any actual or potential disaster.

Situations and Assumptions

General situations and assumptions are found in the Basic Plan and are not repeated in this ESF. Only statements specific to ESF 6 are stated here:

- A. In emergencies which exceed local capabilities and require additional assistance, requests will be made through and by DEM to the Kentucky Division of Emergency Management (KYEM).
- B. Incoming assets and outside response personnel resources arriving in Lexington will be self-sustaining and/or have basic human needs coordinated through the logistics section of the Incident Command System. However, there may be circumstances that necessitate the logistics officer or resource manager to coordinate and share resources with ESF 6.
- C. Large and medium-scale emergency events that impact the population at large will also impact a large number of service and companion animals. The sheltering and care of these animals will most likely require outside assistance and resources.
- D. People with special needs may have additional requirements. Local jurisdictions have the responsibility to identify and provide adequate assistance to individuals to meet their specific needs.
- E. ARC does not have the capability to shelter individuals who have behavioral or medical needs that require treatment/and or supervision by licensed professionals unless that resource accompanies the disaster survivor or group. People with special medical needs may require additional levels of medical support and evacuation to facilities equipped to provide the required level of service. ARC will make every effort to reasonably accommodate clients with functional needs in general population shelters including the accommodation of service animals.
- F. Many pet owners will not seek shelter for themselves unless shelter can be provided for their family/household pet. Local jurisdictions in coordination with emergency management, ARC, and other partner agencies will provide guidance about where pet sheltering may be obtained.

Direction and Control

Procedures, protocols, and plans for disaster response activities provide guidelines for operations at the EOC and in the field. The EOP and corresponding Appendices, Incident Specific Plans, Support Plans, and Standard Operating Procedures that describe ESF 6 responsibilities (based on Local I Planning Scenarios, Universal Task List, and Target Capabilities) are the basis of these guidelines. Periodic training and exercises are also conducted to enhance effectiveness of these plans.

The ESF 6 coordinator provides interface between Lexington Fayette Urban County Government (LFUCG) agencies, EOC, and relief agencies during EOC activation. The coordinator, along with ARC, will also designate geographic areas to specific shelter(s) and/or shelters as special/medical needs, etc., as necessary.

ARC provides emergency relief and care services during disasters. The ESF 6 coordinator and ARC are responsible for the appointment and training of personnel to staff shelters.

Throughout the response and recovery periods, ESF 6 will evaluate and analyze information regarding mass care, develop and update assessments of the situation and status in the impact area, and implement contingency planning to meet anticipated demands or needs.

DEM maintains the overall ESF 6 Plan and accompanying Attachments and References that govern response actions related to emergencies. Supporting agencies shall develop and maintain their own similar documents for internal use, which must be compatible with and in support of the overall EOP. All such documents will be in compliance with the National Response Framework, the National Incident Management System, the Incident Command System, and the EOP.

Concept of Operations

General

In a medium to large-scale event, the ESF 6 primary coordinating agency will require coordinated support and assistance in mitigation, response, and recovery efforts to assist individuals and families affected by the event. Local government agencies, the business community, and volunteer agencies will work together, with coordination provided by ESF 6, in response to an emergency or disaster to restore essential services. Sheltering, feeding, and basic first aid activities will begin immediately after the emergency/disaster. Staging of these facilities may occur before the disaster when the emergency/disaster is anticipated.

Actions initiated by ESF 6 are grouped into the phases of emergency management: prevention, preparedness, response, recovery, and mitigation. Each phase requires specific skills, knowledge, and significant cooperation and collaboration between all supporting agencies and the intended recipients of service. ESF 6 encompasses a full range of activities from training to the provision of field services.

ESF 6 is organized consistent with the requirements of the National Response Framework, the National Incident Management System, and the Incident Command System. This structure and system supports incident assessment, planning, procurement, deployment, and coordination of support operations to Lexington Fayette.

The nature and scope of the emergency dictate actions required. A large event requiring regional, state, and/or interstate mutual aid assistance will require ESF 6 implementation. ESF 6 will coordinate with supporting agency counterparts to seek and procure, plan, coordinate, and direct the use of any required assets.

Throughout the response and recovery periods, ESF 6 will evaluate and analyze information regarding communications resource requirements, develop and update assessments of the communications situation and status in the impact area, and implement contingency planning to meet anticipated demands or needs.

When an event requires a specific type or response mode, technical and subject matter expertise may be provided by an appropriate person(s) from a supporting agency with skills relevant to the type of event. The individual will advise and/or direct operations within the context of the Incident Command System structure.

The EOC uses WebEOC (crisis management software) to supplement disaster management through communicative integration of ESFs, agency based EOCs, and other facilities or functions as appropriate.

Preparedness

Actions and activities that develop human services response capabilities may include planning, training, orientation sessions, and exercises for ESF 6 personnel (i.e., county, state, regional, and federal) and other emergency support functions that will respond with ESF 6. This involves the active participation of local inter-agency preparedness organizations which collaborate in such activities on a regular basis. Local agencies will jointly address planning issues on an ongoing basis to identify response zones, potential staging areas, potential medical facilities, and the maintenance and future development of specialized teams. Initiatives also include the following:

- A. Conduct planning with ESF 6 supporting agencies and other emergency support functions to refine ESF 6 operations.
- B. Develop and refine procedures for rapid impact assessment per field surveys.
- C. Conduct training and exercises for EOC and ESF 6 response team members.
- D. Prepare and maintain emergency operating procedures, resource inventories, personnel rosters, and resource mobilization information necessary for implementation of the responsibilities of the lead agency.
- E. Manage inventory of equipment and other pre-designated assets that are essential to meet the requirements of special needs groups.
- F. Maintain a list of ESF 6 assets that can be deployed during an emergency.
- G. Ensure lead agency personnel are trained in their responsibilities and duties.
- H. Develop and implement emergency response and human services strategies.
 - I. Develop and present training courses for ESF 6 personnel.
- J. Maintain liaison with supporting agencies.
- K. Conduct all hazards exercises involving ESF 6.

Mitigation

ESF 6 will perform the following:

- A. Coordinate with the All Natural Hazards Mitigation Committee to identify potential hazards and their impacts and seek funding for resources to mitigate those hazards.
- B. Provide personnel with the appropriate expertise to participate in activities designed to reduce or minimize the impact of future disasters.

Alert and Notification

DEM functions as the official disaster organization for preparedness, mitigation, response, and recovery within Lexington Fayette. The DEM Director will activate ESF 6 and notify the ESF 6 coordinator when an event, or threat of an imminent event, may result in the need for relocation/evacuation of Lexington Fayette citizens. The EOC will serve as the central location for interagency coordination and multijurisdictional executive decision-making, including all activities associated with ESF 6.

The EOC will be activated, as will ESF 6, upon the direction of the Mayor of Lexington, Chief Administrative Officer, Commissioner of Public Safety, or the DEM Director. The DEM Director may make the decision to selectively activate ESF 6 agencies based on the type of threat, event, or incident. DEM will notify ESF 6 primary and supporting agencies of activation and request liaisons to report to the EOC. However, there will be times when it is necessary for the liaisons of primary or secondary agencies to work from the field or their own company operations center. In these cases, they will maintain telephone or radio contact with the EOC and ESF 6.

Upon instructions to activate ESF 6, ESF 6 and supporting agencies will implement their procedures to notify and mobilize all personnel, facilities, and physical resources potentially needed, based on the emergency.

Response

- A. ESF 6 operates at two levels: the EOC and field operations.
- B. Implement and coordinate food management between the EOC and other agencies and businesses.
- C. Continuous monitoring of occupancy levels and ongoing victims' needs and providing the EOC with a daily listing of open shelters, ensuring the information is logged into the WebEOC Relief Centers board.
- D. Provide its supporting agencies, ESF 2, ESF 8, ESF 11, ESF 13, and ESF 15 with regular updates on which shelters are opened or closed and census data for open shelters.
- E. Continued coordination with ESF 2, ESF 8, ESF 13, and ESF 15 to establish and maintain mass and mobile feeding sites. The need and location of these sites will be reviewed and evaluated daily. Sites may be closed when no longer needed and feeding routes for mobile units should be established or changed according to need.
- F. Assign and schedule sufficient personnel to implement ESF 6 tasks for an extended period of time.
- G. In a statewide emergency, food policies will be established by the Kentucky Department of Agriculture and the State Food and Agricultural Council.
- H. Federal assistance in support of food management will be provided under ESF 6 and ESF 11 of the National Response Framework.

- I. Each agency or facility provides administrative support for its operation. Each agency or facility can also assign personnel to the EOC to advise and/or support the ESF 6 coordinator. Support services include:
 1. Pre-positioning response resources when it is apparent that mass care resources will be necessary and relocating mass care resources when it is apparent that they are endangered by the likely impacts of the emergency situation.
 2. Participation in EOC briefings and meetings and assist with the development of Incident Action Plans and Situation Reports.

J. Sheltering the Public

1. ARC is the primary shelter provider in Lexington Fayette. DEM and ARC have identified shelter locations and operators throughout Lexington Fayette based on proximity and unique capabilities to protect displaced populations from specific hazards. Additional facilities have been identified by LFCHD to shelter and care for persons with medical special needs. These shelters will be co-located if at all possible.
2. Shelters will be opened and closed in accordance with public need as assessed by ARC, ESF 6, and DEM. ESF 6 will monitor evacuation activity and coordinate with the EOC if the need for additional sheltering outside the county is anticipated. The EOC will document the request and information in WebEOC. ESF 6 will continuously monitor occupancy levels and ongoing victims' needs with a daily listing of "open" and "closed" shelters ensuring that this information is captured in the WebEOC Relief Centers board.
3. Temporary shelters are meant to provide housing, feeding services, basic first aid and medical screening, and to cooperate in developing a system to provide disaster welfare information. Supporting agencies and other ESFs may assist shelter operators by providing resources and coordinating feeding, bulk distribution of personal care needs, and basic first aid, including psychological first aid.
4. ESF 2 will ensure that each shelter has a working communications system and contact with ESF 6, VOAD, and ARC in the EOC. This may include radio, telephone, and/or cellular telephone communication. The ESF 6 coordinator at the EOC will keep the EOC manager and ESF 2 informed about any communication needs.
5. A list of shelters and other resources are maintained in WebEOC and the Emergency Resource System.
6. If appropriate, the EOC will request outside resources to support mass care operations, including those of other jurisdictions, the state and federal government, and/or the private sector. Once shelters are activated, shelter liaisons through ESF 6 will provide information to ESF15 to ensure information regarding shelter availability, location, and other important information are related to the public.

7. Fire and Emergency Services (FES) will check the shelter for health and safety issues as requested by ARC or LFCHD, or if deemed necessary by FES.
8. The status of shelter space, equipment, and supplies will be monitored. This information will be reported to the ESF 6 coordinator.
9. Evacuees will be advised when damaged areas are declared safe. If necessary, assistance will be provided for the safe return of evacuees to their homes.
10. Accurate records shall be maintained documenting shelter activities for reuniting of families or groups.
11. Throughout the response and recovery periods, ESF 6 will evaluate and analyze information regarding mass care, develop and update assessments of the situation and status in the impact area, and implement contingency planning to meet anticipated demands or needs, such as:
 - a. Coordination with ESF 12 for power service restoration to shelter sites and for the acquisition of supplemental power sources and generators and fuel as required.
 - b. Coordination with ESF 13 to provide security resources needed at shelters.

K. Sheltering Pet and Service Animals

During a mid to large-scale disaster, pet and livestock sheltering will be available to the degree resources are made available by volunteer organizations and by local agencies and departments. Sheltering and rescue activities for livestock are included in ESF 11. Sheltering and protective activities for household pets will be coordinated by ESF 11 as they must be done in tandem with the coordination of human sheltering and providing emergency services to their owners. If an emergency affects a significant portion of pet owners and/or a significant portion of Lexington Fayette's agricultural areas, assistance from regional, state, and federal resources will be necessary to meet the demand.

L. Mass Feeding

1. The first priorities of mass feeding activities will be disaster victims and emergency workers. Responders will be encouraged to utilize established mass feeding sites in lieu of individual sites.
2. Delivery of food from the Kentucky Department of Agriculture shall be signed for by the ESF 6 coordinator or designee and be accountable for by Lexington Fayette.
3. Food preparation and distribution for mass feeding will be done by ARC, Salvation Army, Fayette County Schools, Division of Community Corrections, or similar public organizations. This will include procuring food

from USDA, donations, and private vendors, and the storage of food in identified warehouse sites.

4. Coordinating sanitation provisions and inspections and garbage removal from mass feeding sites will be in coordination with ESF 3 and ESF 8.
5. Coordinating the transportation of food from identified warehouses to mass care feeding sites will be in liaison with ESF 1.
6. Disasters may result in governmental control of food stocks. This will be managed by ESF 6, ESF 7, and the EOC Director.

M. Rationing

1. The Commissioner of Agriculture will follow the Governor's food rationing proclamation by issuing a public announcement that the Kentucky Consumer Food Rationing Plan will be put into effect. This announcement will inform the population that food rationing has begun, and will notify the food retailers that they must collect a sufficient amount of ration evidence when making food sales. It may also invoke up to a five-day moratorium on over-the-counter sales of food, during which time the retailer may take steps to get the store in readiness for selling food on a rationing basis.
2. At a time selected by the Mayor, the citizens of Lexington Fayette, and any evacuees without a ration card, will assemble at pre-designated areas for the purpose of registering for allocations of food rationing cards. The period of this registration will be determined by the Mayor acting on the advice of the state.
 - a. Patients of hospitals both public and private, patients of mental hospitals, long-term care facilities, correctional facilities, or similar institutions will be registered at their location of care.
 - b. Commercial eating establishments, public institutions, and mass feeding centers will be advised by the county food resource committee on menus and serving portions that would approximate the permissible food allotment per consumer for one or more meals when rationing is in effect. Ration stubs will be collected at the time of service from the consumer. These ration points will be passed on by the commercial eating establishment manager to suppliers when he/she makes food purchases.
 - c. Food stocks will be made available in accordance to their nutritional value as set forth per USDA guidance.

N. Housing

Housing needs of displaced individuals and families due to a natural or man-caused emergency event or disaster will be reported to the ESF 6 coordinator in the EOC. ESF 6 coordinators will coordinate with local, regional, state, federal, and/or private entities to assist in finding adequate housing, both short and long-

term. In some disaster situations, such as a presidentially declared disaster, the federal government will be requested to assist with emergency housing. Disaster victims will be encouraged to obtain housing with family or friends or in commercial facilities if at all possible. Local government, to the extent possible, will coordinate post-disaster housing needs for the homeless population with the Salvation Army, ARC, and other non-profits in temporary shelters.

O. Human Services

ESF 6 provides basic disaster relief to populations made up of individuals, families, and first response workers that are directly or indirectly affected by a disaster or emergency situation, but not in a mass-care general shelter environment. This includes, but is not limited to, the following types of environments:

1. Shelter-in-Place

The emergency situation is such that persons are sheltered in place or isolated in homes, businesses, and/or buildings.

2. Specialized shelters

Medical at-risk shelters, respite shelters for first response workers, warming/cooling stations, rescue shelters for those being rescued, waiting families, response personnel, and decontamination processing centers.

3. Non-conventional shelters

Hotels/motels, dormitories, tents, and prefab module facilities.

P. Bulk Distribution

DEM has identified sites for small, mid and/or large-scale Points of Distribution to receive shipment and distribute bulk commodities such as food items, potable water, tarps, or other supplies as the event determines is needed. Though the acquisition of goods and services to meet basic human needs and services may be coordinated through ESF 6 organizations and channels, the logistics of delivery and distribution to the populace will be coordinated with ESF 7, ESF 1, ESF 13, and ESF 15. ESF 7 will provide the trained assets and security to receive shipments and the mechanism to distribute goods to members of the public affected by the disaster.

When general population shelters are not feasible, or it is suspected these individuals or families are not utilizing general population shelters, ESF 6 coordinates with the DEM Director, ESF 13, and/or Lexington Fayette VOAD members to perform wellness checks and/or door-to-door distribution of emergency food commodities and water. In extreme emergencies, local organizations will be assisted by the Kentucky National Guard and/or nongovernmental agencies through mutual aid agreements.

Agencies and volunteer organizations operating under ESF 6 and/or ESF 7 will accept used items but will not accept open commodity packages for use as shelter materials, supplies, and/or donations.

Recovery

ESF 6 is responsible for:

- A. Coordination with ESF 14 to provide information to shelter residents about how to access disaster assistance programs and services through the ARC Service Centers and Individual Assistance Programs through Disaster Application Centers/Tele-registration.
- B. Ensuring a copy of the Shelter Registration form is forwarded to the ARC "Disaster Welfare Inquiry". This form will have a post disaster address for each person housed at the shelter who provided that information upon their final departure. This will assist in reuniting families that may have been separated during the disaster incident.
- C. Coordination of the consolidation of shelters, staff, resources, and supplies as sheltering needs diminish.
- D. Collaboration with DEM, other local governments, and applicable state agencies to assist in determining extended sheltering needs.
- E. Upon cessation of shelter operations, each shelter manager shall prepare an After-Action Report documenting shelter activity. This report shall be submitted to the ESF 6 coordinator within 24 hours of closure.

Responsibilities

- A. Department of Social Services provides staff to serve as ESF 6 coordinators.
- B. Bluegrass Chapter American Red Cross provides sheltering, behavior health, or other basic human services needs.
- C. Salvation Army assists with sheltering, food, and behavior health needs.
- D. ESF 2 provides communication support LFCHD provides equipment and staff for sheltering of special medical need patients.
- E. Division of Fire and Emergency Services, if requested, may provide EMS support at shelters.
- F. ESF 13 provides security as needed
- G. ESF 15 provides information to the public on services that are being provided by ESF 6.