



STATE OF UTAH EMERGENCY OPERATIONS PLAN



ESF #6 MASS CARE

PRIMARY AGENCIES:

Department of Health and Human Services
American Red Cross (Red Cross)

SUPPORT AGENCIES:

Department of Government Operations
- Division of Facilities Construction and Management
Department of Agriculture and Food
Department of Public Safety
- Utah Division of Emergency Management
Department of Technology Services
Utah Department of Transportation
Department of Workforce Services
Utah State Board of Education
Utah National Guard
UServeUtah
Utah State Board of Rehabilitation
Statewide Independent Living Council
Housing and Community Development

VOLUNTARY ORGANIZATIONS:

Utah Voluntary Organizations Active in Disaster

I. INTRODUCTION

PURPOSE

The purpose of Emergency Support Function (ESF) #6 - Mass Care is to coordinate local, tribal, and state government and non-government organizations' efforts to address the non-medical mass care needs of individuals and/or families impacted by an incident.

ESF #6 encompasses four primary activities:

1. sheltering
2. feeding
3. distribution of emergency supplies (DES)
4. reunification

SCOPE

ESF #6 - Mass Care promotes the delivery of mass care services and the coordination and implementation of federal and state programs to assist individuals, households, and families impacted by an incident.

II. RELATIONSHIP TO WHOLE COMMUNITY

A critical component of “Whole Community” is including community members with Access and Functional Needs (AFN) and disabilities in planning efforts. While the term “Access and Functional Needs” may include people with disabilities, it also includes people with limited English language proficiency, diverse cultures, children and the elderly, and those who rely on others for transportation (including those who cannot self-evacuate).

III. SITUATION AND ASSUMPTIONS

SITUATION

1. During an incident, local jurisdictions assume responsibility for providing temporary and long-term emergency shelter and care for survivors and distributing emergency supplies (PODs, CPODs, etc.).
2. Requirements for additional mass care resources beyond local capabilities will be coordinated through ESF #6 - Mass Care. The SEOC must request all federal mass care responses to an incident.
3. No-notice and notice incidents may necessitate immediate identifiable mass care to evacuees, survivors, and disaster responders involved in the incident and its aftermath. Shelters, feeding sites, distribution of emergency supplies, and reunification support may need to be set up quickly.
4. Additionally, incidents can cause significant damage to critical infrastructure and supply chains. These disruptions can hinder the transportation and distribution of essential goods, further complicating the mass care response.
5. Restoration of critical systems is often required to ensure the continued provision of mass care and the overall recovery of the affected community. Coordinated efforts between local, state, federal, and private sector agencies are crucial to address these challenges.

ASSUMPTIONS

1. Initial response activities will focus on meeting disaster survivors' life safety and life-sustaining needs.
2. Displaced individuals and families may be deprived of normal means of obtaining shelter, food, clothing, and medical needs.
3. It may be necessary to look along the fringes of the affected geographic areas or even further out for facilities that can accommodate housing, feeding, and caring for survivors needing shelter and emergency assistance.

4. Shelters, feeding sites, distribution of emergency supplies, and reunification support shelters may be needed statewide to accommodate evacuees and, in some cases, may be set up in neighboring states.
5. Substantial disruption of critical infrastructure in the affected area(s) or region may be expected. This includes a disruption of energy sources such as electricity and natural gas; compromised water, sewer, and sanitation systems; unusable transportation and communications systems; and interrupted commercial food distribution networks.
6. Individuals may develop serious physical or mental health problems requiring specialized medical services.
7. A significant influx of disaster responders and volunteers may strain the resources of the impacted area(s).
8. Recovery often coincides with the response, ensuring smooth transitions from ESF #6 response efforts to Individual Assistance Recovery Operations, ensuring survivors' needs are met efficiently and effectively.
9. As a result of an incident in other states or countries, Utah may be requested to provide mass care services to evacuees.
10. The SEOC may stand up Mass Care Task Forces to assist in carrying out the essential mass care functions.
11. Recovery efforts may commence while response activities are taking place.

SHELTERING ASSUMPTIONS

- a) During an incident, a community may be deprived of shelter or access to shelter.
- b) Independent shelters may appear that are not operated by the American Red Cross. As staffing allows, survivors presenting at these independent shelters will be integrated into the overall mass care operations to ensure safety is preserved and mass care services are available.
- c) Survivors may only be willing to evacuate or be sheltered with their household pets, service animals, or assistance animals.
- d) Potential mass shelter locations and facilities may be unavailable due to the lack of infrastructure to support them.
- e) Some of the sheltered population may require shelter for an extended time.
- f) Survivors who were unhoused pre-disaster will be accepted into general population shelters.
- g) In a catastrophic incident, long-term mass care is likely to be required until rental assistance and temporary housing resources become available. Modeling software outputs from Hazus and other GIS products provided by the SEOC Situational Assessment Section may provide a guide for the magnitude of housing needs and resource deficits.

FEEDING ASSUMPTIONS

- a) Mobile feeding operations may not be possible in some major incidents.

REUNIFICATION ASSUMPTIONS

- a) Family members may become separated and unable to locate each other.

ACCESS AND FUNCTIONAL NEEDS ASSUMPTIONS

- a) Local jurisdictions that have individuals with access and functional needs may require additional mass care assistance in an incident. Some persons may be able to function independently within a mass care environment; others may not.
- b) Persons with access and functional needs whose individual/usual support system is intact will be fully accommodated within Americans with Disability Act (ADA)--compliant, general population shelters (congregate or non-congregate shelters) to the maximum extent practicable. Individual support systems may include but are not limited to, any combination of accessible devices, personal care attendants, family or other caregivers, or service animals. Separate shelters, except for medical necessity, should be avoided. Should ADA-compliant shelter facilities be unavailable, ADA accommodation requirements will be met expeditiously.
- c) Private and government-operated residential facilities caring for people with access and functional needs, including nursing homes, rest homes, group homes for people with mental illness, intellectual or developmental disabilities, etc., are responsible for their clients' continual care and well-being in an incident. This includes financial responsibility.
- d) There may be large numbers of dead and injured persons, which also may leave a large number of certain population groups without support. This may include senior citizens, separated, unattended, or orphaned children, or individuals with access and functional needs.

AMERICAN RED CROSS ASSUMPTIONS

- a) This plan complements, but will not supersede, the local Red Cross response and relief activities. Red Cross relief operations will conform to applicable Red Cross policies. The Red Cross maintains administrative and financial control over its activities.
- b) The Red Cross will coordinate the available services and resources to meet mass care needs in an incident. However, this humanitarian support effort does not guarantee that the Red Cross will be able to meet all mass care needs.
- c) Since some incidents can result in needs exceeding the capabilities of the local Red Cross Region, the Red Cross will escalate disaster relief operations to include the deployment of divisional and national human and material resources.
- d) The local Red Cross Region will coordinate the delivery of Red Cross assistance and services according to established policies and procedures.

IV. CONCEPT OF OPERATIONS

GENERAL

1. ESF #6 coordinates the requested State and/or federal assistance for non-medical mass care services and the gathering of information related to sheltering and feeding operations in the impacted area.
2. ESF #6 will be organized to ensure a rapid response to the mass care needs of incident survivors.
3. Initially, ESF #6 will focus primarily on sheltering activities, mass feeding, distribution of emergency supplies, reunification, and coordinating Volunteer and Donation Coordination (VDCT) activities involved in mass care. See the appendices for more information.
4. Coordinating with Utah VOAD and/or its members for resources to support mass care activities may occur directly.
5. Several reporting mechanisms will be used to develop the early assessment of response requirements. These include reports from the National Shelter System (NSS), rapid assessment teams, Situation Reports submitted by the affected counties, and field reports to monitor media and social media.
6. Support agencies will plan with the Red Cross and provide support services through a coordinated ESF response. All levels of government must be prepared to provide for the urgent basic needs of people displaced by incidents.
7. Support provided to individuals with access and functional needs includes their integration into shelters and inclusion across all other mass care functions.

MASS CARE

- a) Mass Care includes the overall coordination of sheltering, feeding, distribution of emergency supplies, and reunification.

SHELTERING:

- a) Emergency shelter includes 1) congregate and non-congregate sheltering with the use of pre-identified or otherwise selected existing shelter sites, 2) ADA-accessible shelter sites in existing structures, 3) the creation of temporary facilities or the construction of temporary shelters, 4) the use of similar facilities outside the incident area, and 5) the decontamination and/or sealing of these structures should evacuation be necessary. Some may require shelter in a medical facility or designated medical shelter, and those shelters are coordinated by ESF #8.
- b) Life-sustaining services and resources to mass evacuees include leveraging resources to support mass evacuation tracking and movement of government-assisted evacuees, their household pets, service animals, and medical equipment.
- c) Sheltering for household pets, service animals, and assistance animals includes animal shelters co-located with human shelters or animal shelters not located near human shelters. Support includes personnel, supplies, and equipment required to establish and

maintain shelters and care for household pets and service animals. ESF #11 Agriculture, Food, Natural and Cultural Resources, and Pets

FEEDING:

- a) Feeding to survivors is provided through a combination of fixed feeding sites and mobile feeding operations.
- b) For more information, see the [2023-24 Utah Multi-Agency Feeding Plan](#) and the [Utah Household Disaster Feeding Operations Procedures](#).

DISTRIBUTION OF EMERGENCY SUPPLIES:

- a) Bulk distribution of emergency supplies includes acquiring and delivering life-sustaining resources, hygiene items, and clean-up items to meet the urgent needs of disaster victims. Distribution is performed through methods including, but not limited to, Points of Dispensing (PODs) and Commodity Points of Distribution (CPODs). For more information, see the [Distribution Management Plan](#) (DMP).

REUNIFICATION SUPPORT:

- a) Reunification support provides human and technological resources to reconnect individuals as quickly as possible following a disaster or incident.
- b) Mechanisms include facilitating communication through websites, acting upon urgent requests, including unaccompanied minors and separated children, re-establishing contact with family members who have been separated within the disaster area, and working with partners to resolve reunification-related inquiries.

V. AGENCIES AND CAPABILITIES

PRIMARY AGENCY	CAPABILITIES
AMERICAN RED CROSS (RED CROSS)	<ul style="list-style-type: none"> • Support local jurisdictions in managing and coordinating sheltering, feeding, distribution of emergency supplies, and reunification. This should also include Individual Disaster Care, such as disaster health services (DHS), disaster mental health (DMH) services, and disaster spiritual care (DSC). • Manage Red Cross mass care logistical and related Red Cross fiscal activities. • Provide governmental liaison to the SEOC. • Maintain National Shelter System Database. • Share current data regarding incidents, including statistical information, historical information, emerging needs and trends, damage assessment—among other assessments—mass care needs, crisis counseling needs, coordinated access to shelters, and service delivery sites.
DEPARTMENT OF HEALTH AND HUMAN SERVICES (ESF #6 ROLE)	<ul style="list-style-type: none"> • Provide technical assistance for mass care support, including services to children, the aging, individuals with access and functional needs, and other groups to meet overall sheltering, feeding emergency assistance, emergency housing, and related needs.

PRIMARY AGENCY	CAPABILITIES
	<ul style="list-style-type: none"> • Assist with providing emotional support or mental health services to reception and care centers, shelters, and feeding sites. • Provide support at these locations to persons with access and functional needs, including the aging and elderly, individuals with intellectual and physical issues, and juveniles, children, and families involved with the state's juvenile justice or child welfare systems. • Ensure feeding resources and/or resources that keep food delivery sites safe and healthy are maintained. • Share current data regarding incidents, including statistical information, historical information, emerging needs and trends, damage assessments - among other assessments, disaster declarations, mass care needs, crisis counseling needs, coordinated access to shelters, and short/long term housing and service delivery.
DEPARTMENT OF HEALTH AND HUMAN SERVICES (ESF #8 ROLE)	<ul style="list-style-type: none"> • Through ESF #8 - Health and Medical Services, assist in locating health and welfare workers to augment personnel assigned to shelters. ESF #8 will also assist by providing medical staff to access and functional needs units when the local resources have reached their maximum capacity, including access and functional needs shelters. • Provide technical assistance to Local Health Departments for shelter, feeding, and warehouse operations related to food, vector control, water supply, and waste disposal. • Assist in providing medical and first aid supplies for shelters and first aid stations. Assist counties/cities to maintain health standards in shelters (see ESF #8). • Provide Department of Health staff to augment personnel assigned to shelters for disaster health services, if requested. • Provide casualty information from within the disaster-affected area to support disaster welfare systems. • Provide technical assistance to Local Health Departments for shelter operations related to food/nutrition vectors, water supply, and waste disposal. • Provide mental health services, including crisis counseling for survivors, on an immediate and continuing basis. • Assist in the provision of medical supplies and services.

SUPPORT AGENCY	CAPABILITIES
DEPARTMENT OF GOVERNMENT OPERATIONS - DIVISION OF FACILITIES OF CONSTRUCTION MANAGEMENT	<ul style="list-style-type: none"> • Through the Division of Facilities and Construction Management (DFCM), assist with handling requests to secure alternate facilities for ESF #6, if needed.
DEPARTMENT OF AGRICULTURE AND FOOD	<ul style="list-style-type: none"> • Assist, through ESF #11 - Agriculture, Food, Natural and Cultural Resources, and Pets, with survivor mass feeding and hydration.

SUPPORT AGENCY	CAPABILITIES
	<ul style="list-style-type: none"> • Provide veterinary medicine and animal care resources related to mass care, including but not limited to small and large animal care, facility use, and assistance for displaced companion animals/livestock. • Support the sheltering of human survivors of an incident and develop co-located animal sheltering protocol for companion animals of those survivors within their shelters. • Maintain the Utah Community Animal Response Program.
ESF #13 LAW ENFORCEMENT	<ul style="list-style-type: none"> • Coordinate assistance to ESF #1 - Transportation and local governments with traffic control for mass care locations. • Coordinate assistance with security for mass care facilities and operations as identified.
ESF #2 INTEROPERABLE COMMUNICATIONS	<ul style="list-style-type: none"> • Provide support for information technology and communications.
DEPARTMENT OF TRANSPORTATION	<ul style="list-style-type: none"> • Assist ESF #1 - Transportation and local law enforcement in directing evacuees and emergency workers to shelters, reception, and care centers.
DEPARTMENT OF WORKFORCE SERVICES	<ul style="list-style-type: none"> • As requested, provide technical assistance with mass feeding (e.g., Disaster Supplemental Nutrition Assistance Program) and emergency housing.
STATE BOARD OF EDUCATION	<ul style="list-style-type: none"> • Assist in the selection, including the evaluation of facility soundness for occupancy, utilization of K-12 public school facilities for sheltering, feeding, and other identified mass care operational requirements, as well as handling requests to secure alternate Local Education Agencies (LEA) facilities for ESF #6 - Mass Care. • Assist in coordinating to ensure K-12 public school facilities are only used as shelters, points of distribution (PODS), reunification centers, etc., after accommodations have been made to ensure students remaining at facilities are properly housed separately from those occupying facilities as shelters. • Coordinate with Human Services and any affected EAs as National Association of School Psychologists (NASP) certified Prepare-Prevent-Evaluate-Provide and Respond-Examine (PREPaRE) members and school crisis teams regarding student mental health services. • Coordinate with other agencies and LEAs to assist and support students with access and functional needs. • Coordinate between LEAs to obtain materials, services, sheltering, and supplies as needed to support K-12 public school facilities acting as shelters, PODS, reunification centers, etc., during an incident. • Coordinate with LEAs to provide cold or other storage facilities and warehouses as available and required to support mass care emergency response. • Coordinate with LEAs and other support agencies to assist in reunification of students with their respective families or legal guardians as needed. When reunification is not possible, coordinate

SUPPORT AGENCY	CAPABILITIES
	<p>with LEAs Child and Family Services to place separated, unattended, or orphaned children as appropriate.</p> <ul style="list-style-type: none"> • Coordinate with LEAs and other agencies to re-establish the public education system within affected areas of an incident. • Coordinate with LEAs to use pupil transportation buses to transport individuals as needed.
UTAH NATIONAL GUARD	<ul style="list-style-type: none"> • Provide installation and facility support for emergency shelters and equipment. • Provide fixed National Guard installations and facilities capable of temporarily sheltering evacuees and displaced persons until civilian capabilities return. • Provide climate-controlled storage facilities and warehouses as available and required to support emergency response.
VOLUNTARY ORGANIZATIONS ACTIVE IN DISASTER (VOAD)	<ul style="list-style-type: none"> • VOAD may assist with coordinating the provision of assistance to sheltering operations, food service sites, and bulk distribution sites, as well as fill other identified needs.
VOLUNTEER AND DONATIONS COORDINATION TEAM (VDCT)	<ul style="list-style-type: none"> • Provide coordination of volunteers and donations management at the state level.