

**STATE EMERGENCY RESPONSE TEAM
EMERGENCY SUPPORT FUNCTION SIX
MASS CARE CONCEPT IN THE EVENT OF A HURRICANE
August 2005 – Draft Version 1**

Purpose

The purpose of this document is to define the roles, responsibilities and interrelationships of the key organizations involved in providing Mass Care to victims of a disaster in the State of Florida.

Definitions

Comfort Station - A Comfort Station is a temporary site established by the Salvation Army within a disaster area to provide a centralized location for disaster victims and responders to seek information and obtain basic life-sustaining services. A Comfort Station always has a Canteen for feeding and may have tents and/or a Sanitation package (port-a-lets & dumpsters). The Salvation Army is the primary managing agency for Comfort Stations, and has committed to the State of Florida to establish and manage up to thirty Comfort Stations. ESF 8 (Dept. of Health) provides the Sanitation package when requested. ESF 16 (Law Enforcement) provides security when required. ESF 11 (Agriculture & C.S.) provides food, bottled water and ice when requested. ESF 13 (National Guard) provides assistance in erecting the site and transporting items to the site when required. ESF 15 arranges for volunteers and donated items at the site. Finally, ESF 17 arranges for animal supplies and information at the site.

Emergency Aid Station – An Emergency Aid Station is a temporary site established by the American Red Cross within a disaster area to provide Mass Care, Family Services and Mental Health Services for disaster victims and responders. The combination of services provided by the ARC at these locations will be dependent on the requirements of the local community as determined by the ARC. At a minimum, the site will provide snacks or hot meals and drinks. As required, Family Services and/or Mental Health Counselors will be available.

Emergency Support Function (ESF) 6 - The purpose of ESF 6 is to coordinate activities involved with the emergency provision of temporary shelters, emergency mass feeding, and the bulk distribution of coordinated relief supplies for victims of a disaster and disaster workers.

Mass Care Infrastructure. The combination of resources provided by Federal, State and Voluntary Agencies designed to deliver emergency mass feeding to victims of a disaster and disaster workers. The focus of the Mass Care Infrastructure is on the preparation and delivery of cooked meals from mobile and fixed kitchen sites. The cooked meals are made available to victims and disaster

workers immediately at the kitchen sites or the meals are prepared and transported by mobile feeding units to alternative sites for feeding at those locations.

Points of Distribution (POD) – Sites established by Counties or municipalities for the purpose of receiving and distributing bulk emergency relief supplies such as food, water, ice and tarps within the first 24-96 hours after an event.

State Mass Care Officer – The State Mass Care Officer, operating from the State Emergency Operations Center, supervises the ESF 6 staff and coordinates statewide Mass Care activities in the event of a disaster.

Concept of the Operation

General. The State Emergency Operations Center (SEOC) is activated and begins operations when an ongoing or anticipated disaster exceeds the capabilities of a County to respond or requires the coordination of two or more Counties. The American Red Cross (ARC) and the Salvation Army (TSA), as well as other private or nongovernmental disaster relief organizations, respond to a disaster in accordance with their own policies and procedures.

State ESF 6, under the direction of the State Mass Care Officer, performs three vital functions at the SEOC: 1) Respond to requests for Mass Care support from the Counties, 2) Provide information to the State Emergency Response Team (SERT) on the status of Mass Care service delivery in the State, and 3) Direct State and Federal resources, as required, to assist with the delivery of Mass Care support to victims of the disaster and responders.

Mission Tracking. Counties and municipalities in the State have established relationships with local ARC and TSA representatives for the delivery of local Mass Care services. The County requests Mass Care support electronically or telephonically from the SEOC if the disaster exceeds the capabilities of the local resources. The Operations Section of the SEOC assigns such requests to the Human Services Branch, which assigns the mission to ESF 6.

ESF 6 staff at the SEOC process and track all requests from the Counties. Upon receipt of a request from a County, ESF 6 coordinates with the ARC and TSA liaisons at the SEOC to determine which agency can and will meet the request of the County. The Agency liaisons relay these requests to their respective organizations in order that resources can be directed to meet the identified need. ESF 6 staff follow-up with the liaisons to determine the status of the request and post an electronic response in the SEOC message system.

Information to the SERT. Data on the size and scope of victim participation in delivered Mass Care services assists the SERT in understanding the impact of the disaster on the State and aids in operational decisions on the allocation of

scarce resources to the affected areas. The two most important reports provided by ESF 6 are the Shelter Status and Meal Count Report.

The Statewide Shelter database is available online at floridadisaster.org. The database identifies which shelters are open and the number of persons that are in that shelter. ESF 6 staff at the SEOC are responsible for updating the Shelter database. Information to update the database comes from written reports, telephonic communication with the Counties, as well as written and telephonic communication with the ARC. The Department of Health collects data on special needs shelters and passes this information to ESF 6 for entry into the Shelter database.

The Statewide Shelter database is available to interested parties and the general public through the Internet. Maintenance of the database is an ongoing process. The shelter data is displayed in “real time” and reflects the best knowledge of ESF 6 on shelter numbers and population at that particular moment. As new information is received, the database is promptly updated. ESF 6 saves a copy of the database during the course of the day in order to provide a “snapshot” of the course of the shelter population during the event.

The Meal Count Report is prepared daily in order to track the scale and scope of disaster feeding in the affected area. The Report is a compilation of data submitted by the ARC and TSA. The ARC and TSA are requested to provide each day by 11 A.M. the number of meals served, by County, during the 24 hour period ending at midnight the night before. When compiled, the report is entered into the SEOC messaging system in order to make the information available to the SERT and those Federal agencies that have access to the system.

The types and quantities of food and drink delivered during a disaster are defined and reported differently by the ARC and TSA. The ARC and TSA meal count information is listed separately in the State Meal Count Report and is a reflection of the meals served by each agency according to their own defined definitions.

MASS CARE INFRASTRUCTURE

Intent of the State of Florida. The intent of the State of Florida is to assist the Voluntary Agencies with the rapid establishment of the Mass Care Infrastructure in order to provide cooked meals in the disaster area and reduce the requirement for shelf stable meals.

State Assistance to Voluntary Agencies. Voluntary Agencies involved in emergency mass feeding who desire State assistance must have a liaison at the State Emergency Operations Center (SEOC). Voluntary Agency requests for State Assistance must be delivered to the State Mass Care Officer at the SEOC.

Types of State Assistance to Voluntary Agencies.

- Water, ice and shelf stable meals – The State will deliver bottled water, bagged ice and shelf stable meals as requested on a daily basis once these commodities become available. Prior to the establishment of kitchen sites, Voluntary Agencies must designate one re-supply point per County (consideration will be given to multiple re-supply points in extremely large and populous Counties). If required AND requested, a forklift will be provided at these resupply points. Once kitchen sites are established, these locations will serve as the Voluntary Agency re-supply points. Voluntary Agency liaisons at the SEOC will consolidate their Agency requests and submit them to the State Mass Care Officer by 1800 hours of the day prior to expected delivery.
- Logistical Support to kitchens – Fixed and mobile kitchens that are part of the Mass Care Infrastructure will receive a defined logistical support package from the State. The kitchen logistical support package consists of the following items: 1 forklift, 1 pallet jack, 1 dry storage trailer, 1 reefer trailer (with maintenance and refueling), trash dumpster, and portalets. These items will be delivered within 48 hours of the time the Voluntary Agency liaisons at the SEOC submit a firm address to the State Mass Care Officer.
- USDA commodities – Those Voluntary Agencies with a signed agreement with the Florida Department of Agriculture & Consumer Services can receive USDA commodities. These commodities will be delivered within 48 hours of the time the Voluntary Agency liaisons at the SEOC submit a firm address to the State Mass Care Officer. Requests for USDA commodities must be in the form of the number of meals required. The State ESF 11 will fulfill the request by selecting from the available commodities in their warehouse commodities sufficient to meet the request number of meals.

Sequence of Activities

General. The sequence of activities for the preparation, response and recovery to a hurricane landfall in the State is fairly predictable. To prepare for and respond to the impact of the hurricane, State ESF 6 conducts extensive coordination and information sharing with the two primary Voluntary Agencies, ARC and TSA, in order to develop a Mass Care Plan for the disaster. At specific times during the sequence of activities, ESF 6 must either make a DECISION or take an ACTION. All decisions lead to an action. To the extent that the ARC and TSA have input to the DECISIONS, and knowledge of the ACTIONS taken by the State ESF 6, the coordination and delivery of Mass Care to the disaster area are improved.

The sequence of activities is structured to lead to an anticipated Event. This Event is based on the date/time the hurricane is anticipated to strike. Obviously, the Event can fluctuate to a date/time sooner or later, and the Mass Care Plan will have to adjust accordingly. Until the hurricane strikes and assessment teams

arrive on the ground and confirm the extent of the damage, the Mass Care Plan will be based on assumptions as to the amount of resources required to support the disaster.

The Mass Care Plan specifies the size of the Mass Care Infrastructure envisioned for the pending disaster, i.e. proposed number of kitchens, comfort stations and feeding vehicles. The purpose in preparing these estimates is twofold: 1) To notify the State Logistics Section of the number and type of resource support that the Mass Care Infrastructure will require from the State, and 2) To identify shortfalls in numbers and types of resources that must be requested from FEMA.

The Mass Care Plan must be updated continually based on the size and track of the storm, as well as synchronized with the State Logistics Plan. The State ESF 6 and the ARC/TSA liaisons must attend the twice daily Logistics Planning meetings to ensure that everyone is informed of the logistical situation. As the Logistical situation stabilizes and the Logistic Staging Area (LSA) is established, the need for the ARC/TSA liaisons to attend these meetings diminishes.

ARC/TSA liaisons should not enter any information messages or requests into the SEOC Message system without prior consultation with the State Mass Care Officer or representative.

The deadline for ESF 6 to submit resources requirements to State Logistics is Event (or E) minus 48 hours. The deadline for submission to FEMA is E minus 24 hours. These deadlines require close coordination and planning between State ESF 6 and ARC/TSA prior to landfall of the storm.

E minus 96 hours. Normally between 96 and 72 hours prior to the Event, the SEOC will go to full activation.

ACTION: When the SEOC is fully activated (Level 1), State ESF 6 requests ARC and TSA to provide liaisons to the SEOC.

E minus 72 hours. ESF 6 begins preparation of the Mass Care Plan.

ACTION: Request from ARC and TSA an estimate as to the number of kitchens that will require support from the State during this disaster.

ACTION: Request from ARC and TSA an estimate as to the number of County resupply points that will require support from the State during the period immediately after landfall of the hurricane. Request an estimate of the number of trailer loads of bottled water required for the FIRST delivery at these resupply points.

ACTION: If the event is expected to be catastrophic, request from the ARC and TSA their expected requirements for kitchens and feeding vehicles and the shortfalls, if any, they may have in meeting these requirements.

DECISION: Decide on how many forklifts and pallet jacks will be required to support the Mass Care Infrastructure for E +2 days, E + 4 days, E + 6 days and E + 8 days.

ACTION: By E – 48 hours, notify State Logistics of forklift and pallet jack requirements.

E minus 48 hours. ESF 6 updates and revises Mass Care Plan based on continued coordination with ARC and TSA. Begin support of Evacuations.

DECISION: Determine the number of reefer trailers, dry boxes, bulk water trailers, and shower units required to support the pending disaster.

ACTION: By E - 24 hours, submit requests to FEMA for resources required to support Mass Care activities in the pending disaster.

ACTION: Verify that ARC/TSA resupply points are integrated into the State Logistics Plan.

ACTION: Verify that forklift and pallet jack requirements for the Mass Care Infrastructure are integrated into the State Logistics Plan.

ACTION: Attend State Logistics Planning meetings with ARC/TSA liaisons.

E minus 24 hours. ESF 6 updates and revises Mass Care Plan based on continued coordination with ARC and TSA. Continues to support and provide information on Evacuations. In the period E plus 24 hours, State Logistics can only provide bottled water to PODs and ARC/TSA resupply points.

ACTION: Attend State Logistics Planning meetings with ARC/TSA liaisons.

ACTION: Confirm with ARC/TSA County resupply point locations and initial quantities of bottled water to these location.

ACTION: Verify requests to FEMA for resources required to support Mass Care activities in the pending disaster.

ACTION: Provide Mass Care input to POD Distribution Plan for E plus 24 hours.

ACTION: Provide to State Logistics quantities of bottled water for ARC/TSA resupply points for E plus 24 hours.

E plus 24 hours. The focus during this period is on determining the extent and severity of the storm damage. Prior to the Event, the Mass Care Plan was developed based on assumptions. After the Event, the Plan will be modified based on facts on the ground. At least 48 hours are required to assemble the assessments necessary to modify pre-Event assumptions.

ACTION: Attend State Logistics Planning meetings with ARC/TSA liaisons.

ACTION: Provide Mass Care input to POD Distribution Plan for E plus 48 hours.

ACTION: Request status and availability of resources requested from FEMA.

ACTION: Request quantities of bottled water, bagged ice and shelf stable meals for ARC/TSA resupply points for E plus 48 hours.

ACTION: Request confirmed kitchen site addresses from ARC/TSA.

ACTION: Provide to State Logistics quantities of bottled water, bagged ice and shelf stable meals for ARC/TSA resupply points for E plus 48 hours.

E plus 48 hours. The ESF 6 goal is to have one third of the total kitchen sites CONFIRMED by E + 48 hours so that resources can be dispatched to these locations.

ACTION: Attend State Logistics Planning meetings with ARC/TSA liaisons.

ACTION: Provide Mass Care input to POD Distribution Plan for E plus 72 hours.

ACTION: Request status and availability of resources requested from FEMA.

ACTION: Request quantities of bottled water, bagged ice and shelf stable meals for ARC/TSA resupply points for E plus 72 hours.

ACTION: Request confirmed kitchen site addresses from ARC/TSA.

ACTION: Provide to State Logistics quantities of bottled water, bagged ice and shelf stable meals for ARC/TSA resupply points for E plus 72 hours.

ACTION: Dispatch resources to confirmed kitchen sites.

DECISION: Will the establishment of Comfort Stations be required? If so, in what Counties and in what numbers? The answer to the initial question at this time is Yes/No/Maybe. If the answer is Maybe, then the decision will be reevaluated in 24 hours. All of these decisions are made in consultation with the Salvation Army.

ACTION: Inform the SERT Chief of the Comfort Station decision.

E plus 72 hours. Based on assessments received by the SERT, the ARC and the TSA, a firm picture of the breadth and depth of the required Mass Care Infrastructure has formed. The ESF 6 focus is now on directing resources toward the rapid establishment of this infrastructure. The ESF 6 goal is to have two thirds of the total kitchen sites CONFIRMED by E + 72 hours so that resources can be dispatched to these locations.

ACTION: Attend State Logistics Planning meetings with ARC/TSA liaisons.

ACTION: Provide Mass Care input to POD Distribution Plan for E plus 96 hours.

ACTION: Request status and availability of resources requested from FEMA.

ACTION: Request quantities of bottled water, bagged ice and shelf stable meals for ARC/TSA resupply points, Comfort Stations and confirmed kitchen sites for E plus 96 hours.

ACTION: Dispatch resources to confirmed kitchen sites.

ACTION: Dispatch resources to confirmed Comfort Station locations.

ACTION: Provide to State Logistics quantities of bottled water, bagged ice and shelf stable meals for ARC/TSA resupply points, Comfort Stations and confirmed kitchen sites for E plus 96 hours.

E plus 96 hours. The ESF 6 focus is now on continuing the rapid establishment of the Mass Care Infrastructure. The ESF 6 goal is to have 90% of the total kitchen sites CONFIRMED by E + 96 hours so that resources can be dispatched to these locations. ARC/TSA should transition from resupply points to kitchens and Comfort Station locations for water/ice deliveries.

ACTION: Attend State Logistics Planning meetings.

ACTION: Request status and availability of resources requested from FEMA.

ACTION: Request quantities of bottled water, bagged ice and shelf stable meals for ARC/TSA Comfort Stations and confirmed kitchen sites for E plus 120 hours.

ACTION: Dispatch resources to confirmed kitchen sites.

ACTION: Dispatch resources to confirmed Comfort Station locations.

ACTION: Provide to State Logistics quantities of bottled water, bagged ice and shelf stable meals for ARC/TSA Comfort Stations and confirmed kitchen sites for E plus 120 hours.

By E plus 120 hours the Mass Care Infrastructure should be in place and feeding hot meals to the victims. The PODs will have transitioned to County run and operated sites, resupplied either directly from the State LSA or from County established LSA's. Volunteer agencies should avoid positioning fixed or mobile feeding locations in the vicinity of the PODS. The PODS are designed to be drive-through operations and the intent is to avoid any Mass Care activities in the vicinity of the PODs which encourage the public to leave their vehicles.

Conclusion

Like any concept or plan, specific circumstances in a real event may require deviations from the concept as outlined in this document. To the extent that the American Red Cross and Salvation Army leadership and operational staff understand the State of Florida's Concept for Mass Care Support, then the State can better support these Agencies in their critical and important work during a disaster.

Questions or comments about this document should be directed to:

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