

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

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## ESF #6 Coordinator

Mississippi Department of Human Services

## Primary Agencies

Mississippi Department of Human Services  
Mississippi Division of Medicaid  
Mississippi Emergency Management Agency  
Mississippi Department of Education

## Support Agencies

Mississippi Board of Animal Health  
Mississippi State Department of Health  
Mississippi Military Department  
Mississippi Department of Public Safety  
Mississippi Institutions of Higher Learning  
Mississippi State Board for Community and Junior Colleges  
Mississippi Department of Mental Health  
Mississippi Department of Rehabilitation Services  
Mississippi Commission for Volunteer Service  
Mississippi Department of Agriculture and Commerce  
Mississippi Department of Education-Safe/Orderly Schools

## Non-Governmental Support Organizations

The Salvation Army  
American Red Cross  
Mississippi Volunteer Organizations Active in Disasters

## Federal ESF Coordinator

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

## Federal Primary Agencies

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

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## Introduction

The purpose of this Emergency Support Function (ESF) is to coordinate all state efforts to provide sheltering and temporary housing, feeding, and other human needs following a catastrophic earthquake, hurricane, or other significant disaster requiring state mass care assistance. The Red Cross Disaster Welfare Information System (DWIS) will also be coordinated through this ESF.

## Scope

This section of the plan is to be used to respond to threatened or actual incidents exceeding local response capabilities. It is also used when Mississippi's capabilities are exceeded and federal government response is provided.

## Relationship to Whole Community

A basic premise of emergency management is that disaster response begins and ends at the community level. This is particularly true for the functions of ESF #6, as many disasters occur with little or no warning, thereby, requiring that life-sustaining services be provided quickly to prevent additional suffering and loss of life. ESF #6 partner agencies and organizations rely on the whole community to meet the needs of disaster survivors.

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

---

Key elements of the whole community include individuals with disabilities and others with access and functional needs 1) whose needs must be considered well in advance when preparing for disasters and emergencies and 2) who are important partners to support the delivery of core capabilities during incident response (e.g., through associations and alliances that serve these populations). People with disabilities and others with access and functional needs include individuals who are from diverse cultures, races, and nations of origin; individuals who do not read, have limited English proficiency, or are non-English speaking; people who have physical, sensory, behavioral, mental health, intellectual, developmental and cognitive disabilities; senior citizens with and without disabilities or other access and functional needs; children with and without economically or transportation disadvantaged; women who are pregnant; individuals who have chronic medical conditions; and those with pharmacological dependency.

Community disaster and emergency plans should include provisions for individuals who own household pets or have responsibility for service and other animals. Planning factors should include resources and processes for the rescue, transportation, care, shelter, and essential needs of animals.

The whole community also includes local, state, tribal, territorial, insular area, and federal governments; nongovernmental organizations (NGOs), including voluntary, faith-based, community-based, and other nonprofit organizations in the civic/nonprofit sector; academia; the private sector; individuals; and communities. Partners from all elements of the whole community work together to address shortfalls and help to ensure that the life-sustaining needs of disaster survivors are met.

### **Individuals/Households**

Disaster response begins with individuals and households executing their disaster plans, which should include having sufficient food and water on hand, a plan for communication, pre-identified shelter locations, pre-identified evacuation routes, and a Go Kit that includes important documents, lists of medications, household pet or service animal vaccination records, and photo identification for all members of the household. Individuals with disabilities or others with access and functional needs implement their plan for accessible transportation and/or support resources, including service animals. Households with animals activate their plan for the evacuation, transportation, sheltering, and care of their animals.

### **Private Sector/Nongovernmental Organizations**

This ESF #6 Annex uses the term NGO to refer to voluntary, faith-based, community-based, and other nongovernmental organizations in the civic/nonprofit sector.

NGOs, together with academia and the private sector, are integral elements of the whole community response, coordinating with local, state, tribal, territorial, insular area, and/or federal partners to provide ESF #6 resources, programs, and services to affected individuals/households and communities. These partners collaborate to resolve the disaster-related unmet needs of affected individuals and communities.

NGOs and the private sector also provide operational information to local, tribal, territorial, insular area, and State ESF #6 or equivalent points of contact. This information allows ESF #6 planners to identify actual or potential shortfalls and/or excesses and adjust services to the needs of the community.

Local, tribal, territorial, insular area, and state agencies coordinate with NGOs and the private sector to support the management of unsolicited donated goods and services and unaffiliated volunteers and organizations. These resources, when incorporated effectively into the whole community response, can help accelerate the recovery of individuals, households, and communities.

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

---

### **Local, State, Tribal, Territorial, and Insular Area Governments**

Local, tribal, territorial, and insular area governments are responsible for the welfare of those who reside in their jurisdictions. The state designates one or more official(s) to coordinate with Federal ESF #6 during incidents requiring a coordinated Federal response.

At the local level, government agencies, NGOs, and the private sector coordinate ESF #6 activities to meet the immediate needs of disaster survivors. When the impact of the incident exceeds local resources, the state may provide additional support. Resources from national-level NGOs and the private sector may augment local and state response capabilities. When these resources are insufficient, Federal assistance may be requested through the Federal Emergency Management Agency (FEMA) Regional office. Other Federal departments and agencies may also respond under their own authorities to provide assistance to the affected community. Additionally, other Federal ESFs, including ESF #3, ESF #8, and ESF #11, may supplement or support activities under ESF #6.

Local, state, tribal, territorial, and insular area governments have obligations under civil rights laws to ensure equal opportunity for individuals with disabilities and others with access and functional needs when providing mass care services.<sup>1</sup>

### **Policies**

ESF #6 policies apply to state departments and agencies and the American Red Cross for activities relating to potential or actual states of emergency declared by the Governor. Underlying policies include the following:

- ESF #6 support may vary depending on an assessment of incident impact, the magnitude and type of event, and the stage of the response and recovery efforts.
- ESF #6 supports mass care activities and provides services without regard to economic status or racial, religious, political, ethnic, or other affiliation.
- ESF # 6 support and services provided will be in accordance with existing federal and state statutes, rules, and regulations.
- Personnel will be assigned to support ESF #6 functions in accordance with the rules and regulations of their respective parent agencies.
- ESF #6 will coordinate with ESF #s 1, 3, 5, and 14 regarding recovery and mitigation assistance, as appropriate.
- ESF #6 will reduce duplication of effort and benefits to the extent possible. This includes streamlining assistance as appropriate and identifying recovery and mitigation measures to support county and municipal planning efforts.
- For the non-governmental organizations including non-profit organizations and faith-based organizations, refer to The Emergency Management Law, MS Code Ann. § 33-15 (1972).

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<sup>1</sup> See FEMA’s Guidance on Planning for Integration of Functional Needs Support Services in General Population Shelters and Chapter 7 of the Department of Justice’s Americans with Disabilities Act Best Practices Tool Kit for State and Local Governments for more information.

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

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## Concept of Operations

### General Assumptions

- The local government has the primary responsibility of sheltering citizens.
- The local government will first call trained voluntary agencies for mass care services. Red Cross approved shelter sites, (ARC 44-96) guidelines for hurricane shelters, will be considered as a first step to identifying shelters. If the local government becomes overwhelmed, state services are requested.
- The Mississippi Department of Human Services (MDHS) will act in conjunction with Red Cross to carry out all duties in meeting victims' needs. This includes supporting Red Cross in the operation of shelters/temporary housing, food services, emergency human needs, and limited health and medical needs (ESF #8).
- The State Disaster Housing Program will be implemented as appropriate to augment the resources of Red Cross and other participating agencies.
- As a Joint Field Office (JFO) and other support facilities are established, state personnel will be housed jointly with their federal counterparts.

### Mass Care

#### General Population Shelters

- Local governments under The Emergency Management Law, MS Code Ann. § 33-15 (1972) have authority to direct municipalities and counties to assist in staffing emergency shelters.
- Once local government and local voluntary agencies have exceeded local assets, assistance can be requested from the State Emergency Operations Center (SEOC) by the local Emergency Operations Center/ Emergency Management Agency.
- The Department of Human Services has coordinating responsibility to provide shelters with the assistance of primary, support, and other non-governmental agencies.

#### Special Medical Needs Shelters

- Mississippi State Department of Health (MSDH) has lead responsibility for identifying staffing resources needed at regional and state Special Medical Needs Shelters.
- MSDH shall work in conjunction with the State Board of Community and Junior Colleges to pre-identify locations to be used as Special Medical Needs Shelters.
- Additional information for Special Medical Needs Sheltering can be found in ESF #8.

#### Pet and Animal Shelters

- Mississippi Board of Animal Health (MBAH) serves as the lead agency for sheltering requirements for pet and animal shelters during an incident.

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

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- MBAH will work with municipal, county, and state officials to identify pre-designated locations for use as pet and animal shelters or pet-friendly shelters.
- Additional guidance and information for Pet and Animal Sheltering can be found in ESF #11.

### **Opening Shelters**

- ESF #6 informs state and local decision makers about the status of shelters and applicable shelter zones. This information is distributed to evacuees en route by ESF #15.
- Local government will open shelters in coordination with the state. MEMA in conjunction with the MDHS will have overall management of shelters for the state.

### **Shelter Resources**

- The Mississippi Shelter Resource Directory lists all available public shelters located throughout the State.
- This plan provides for shelter activation for Louisiana evacuees starting in the north end of the State and moving south as they fill up, thereby leaving the shelters nearest the Mississippi Gulf Coast accessible to Mississippi residents should the need for coastal evacuation occur.
- The State has been divided into six shelter zones. Each zone identifies shelter locations, occupant capacities, and support capabilities by city and county.

### **Mass Feeding/ Procurement of Food Resources**

- Mississippi Department of Education/ Office of Child Nutrition (MDE/OCN) will serve on the task force/committee to ensure that the efficient and timely forecasting of all food commodities to be used as part of shelter resources or congregate feeding sites is implemented. The Office of Child Nutrition serves as the state distributing agency and has the authority to release United States Department of Agriculture (USDA) commodities from their warehouses within the state based on a Presidential Declaration or situations of distress.
- MDE will assist other key state agencies, as feasible, to ensure that established procedures and policies are implemented during the response phase to meet the requirements of local government.

### **Housing**

#### **State Temporary Housing Program**

- MEMA Office of Recovery, Bureau of Individual Assistance, has the responsibility of implementing the State Temporary Housing Program as directed by the Office of the Governor.

### **Human Services**

#### **Post-Disaster Operations**

- Information regarding re-entry to point(s) of origin will be relayed or provided to all active shelter

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

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locations for dissemination to evacuees.

- Re-entry information affecting out-of-state evacuees sheltered in Mississippi will be obtained from the affected state and disseminated by ESF #6 to the appropriate shelter locations.
- Evacuees cannot be detained from leaving shelters if so desired; however, they may be detained from re-entering a disaster area if it is officially deemed unsafe. Re-entry decisions are made jointly by the state and affected local governments.

### **Repatriation**

Many noncombatant United States' citizens and their dependents are residing in or visiting foreign countries outside the Continental United States. An overseas emergency could require that U.S. citizens and their dependents be returned to the Continental U.S. In the case of a national emergency, the State of Mississippi will assist evacuees to the United States by coordinating the reception, temporary care, and transportation to final destinations.

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### **Organization**

#### **State Emergency Operation Center**

ESF #6 is part of the Operations Section/ Human Services Branch.

#### **Field Units**

- ESF #6 shall provide personnel for participation in the Mississippi Incident Management Assistance Team (MS IMAT), and as needed for Disaster Recovery Center (DRC) staffing.
- ESF #6 may be asked to provide personnel to the JFO to work closely with their federal counterparts.

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### **Actions**

#### **Preparedness**

- MDHS oversees the development of Standard Operating Procedures (SOP) and checklists in conjunction with other primary and supporting agencies for this ESF.
- MDHS coordinates training and provides shelter managers and support staff from county Department of Human Services operations.

#### **Pre-Incident**

- Develop forecast of funding and shelter requirements.

#### **Incident**

- Expand and identify shelter sites outside of those pre-designated by other sources.

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

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- Advise the ESF #6 Emergency Coordinating Officers (ECO) before shelter occupancy reaches full capacity so additional shelters can be opened and traffic can be routed accordingly.
- Local ESF #6 officials inform the SEOC about the status of shelters and shelter zones. This information will then be distributed to the state ESF #15 Public Information Officer (PIO) for immediate media release.
- ESF #6 informs state and local decision makers about the status of shelters and applicable shelter zones. This information is communicated to evacuees by ESF #15-External Affairs.
- MDHS and Red Cross members assigned to state ESF-6 will maintain close consultation with Red Cross members assigned to Federal ESF-6 and U.S. Health and Human Services (HHS), in order to ensure awareness for potential Federal ESF #6 mobilization, if required.
- Coordinate state emergency human service resources to supplement local DHS and Red Cross resources.
- Develop and coordinate shelter operations with special emphasis on lessening the risks of special needs populations.
- Maintain contact with local mass care officials to determine when near-capacity of the shelter has been reached so additional shelters can be opened, traffic can be routed accordingly, and timely news releases can be disseminated.

### **Recovery**

- As shelter and feeding operations phase out, provide information regarding re-entry to point(s) of origin to all active shelter locations for dissemination to evacuees.
- Re-entry information, affecting out-of-state evacuees sheltered in Mississippi, will be obtained from the affected state and disseminated by ESF #6 to the appropriate shelter locations.
- Assist local government in re-entry decisions. Evacuees cannot be detained from leaving shelters if they desire. However, they may be detained from re-entering a disaster area if officially deemed unsafe.

### **Post-Incident**

- Facilitate movement to temporary housing.
- Coordinate cleanup and restoration of facilities used for shelter.
- The ESF #6 Coordinator prepares an after-action report (AAR). The AAR identifies key problems, indicates how they are to be/were solved, and makes recommendations for improving response operations. ESF #6 organizations assist in preparation of the AAR.

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

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### **Responsibilities**

#### **Mississippi Department of Human Services – Coordinator/Primary Agency**

- Develop a Standard Operating Procedure (SOP) and checklists in conjunction with Red Cross, MEMA, and supporting agencies for this ESF.
- Coordinate state emergency human service resources to supplement local resources and assist Red Cross in mass care.
- Provide daily information to the SEOC on the amount of food used and types of food needed.
- Develop and coordinate shelter operations to minimize the risks to special needs population.
- In conjunction with MEMA, expand and identify shelter sites outside of those pre-designated by other sources.
- Provide individual to act as the ECO in the SEOC, as well as an alternate to ensure 24-hour availability.
- In conjunction with MEMA, update and maintain the Mississippi Shelter Resource Directory.

#### **Mississippi Emergency Management Agency - Primary Agency**

- Provide planning and coordination assistance.
- Activate ESF #6 based on the nature and scope of the incident and state resources required.
- Provide coordination and overall preparedness response and recovery guidance related to human service needs.
- Coordinate with mass care organizations to ensure operational coordination in disaster response of mass care service and support to local government.
- Keep public informed of available mass care assistance programs in coordination with mass care support agencies and organizations.

#### **Mississippi Division of Medicaid - Primary Agency**

- Designate, train, and provide general population shelter managers and support staff from regional offices of the Division of Medicaid operations.
- Coordinate with MDHS to assign personnel to staff and monitor shelter operations.

#### **Mississippi Department of Education (Office of Child Nutrition) - Primary Agency**

- Provide staffing, as available, within the SEOC and work in conjunction with Mississippi Department of Human Services (MDHS), Mississippi Department of Health (MDH), American Red Cross and all Volunteer Organizations Active in Disasters (VOADS) to monitor feeding operations to determine potential shortfalls of commodities, facilities, and food preparation personnel.

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

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- Assist in the development of a SOP to ensure all necessary procedures for the procurement of food items, adequate staffing plan and any additional specific reporting needs are addressed.
- Assist in identifying schools with available USDA donated foods in their school kitchens and school district warehouses.
- Identify available supplies of USDA donated foods in state-contracted warehouses that can be shipped to mass feeding sites.
- Request additional USDA Foods from other state inventories through the Food and Nutrition Service (FNS) Regional Office and FNS Headquarters if the school's three-day supply runs low or out. FNS may acquire food from other state inventories, redirect shipments en-route, or purchase additional foods to meet long term disaster needs.
- As feasible, assist other ESF #6 support agencies and local officials with food needs and delivery.
- Assist with providing daily information on the amount of food used and the determination of types of food needed.

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

### Support Agencies

Agency	Functions
American Red Cross	<ul style="list-style-type: none"> <li>• Develop procedures for assessing local shelter capabilities with respect to soundness of the structure, availability of water and food, utility and sewer services, sanitation services, etc. and for requesting assistance from local, state, or national offices.</li> <li>• Coordinate sheltering operations, mass feeding, and Red Cross volunteer organization activities with other ESF #6 agencies involved in mass care operations.</li> <li>• Provide and assign personnel to support mass care and disaster victim registration at local shelter locations.</li> <li>• Coordinate bulk distribution of emergency relief supplies, food, clothing, etc.</li> <li>• Assist individuals and families in shelters with care for unaccompanied children, the aged, the infirm, and persons requiring specialized care.</li> <li>• Ensure staffing is available to assist in the adequate forecasting and distribution of food commodities to congregate feeding sites.</li> <li>• Monitor the number of mass feeding sites, soup kitchens, and pantries providing food to disaster victims and coordinate resource needs with other ESF support agencies.</li> <li>• Assign and train personnel to support emergency operations at the SEOC, State Hurricane Support Center (SHSC), the State Earthquake Support Center (SESC), Joint Field Office (JFO), or on the Mississippi Incident Management Assistance Team (MS IMAT), Rapid Needs Assessment Team (RNA), or other areas of operation.</li> <li>• Ensure that adequate communications are established and maintained</li> <li>• Support the resource pool by providing available resources as needed.</li> <li>• Assist in gathering and providing information to ESF #5 for establishing priorities and to ESF #15 for press releases.</li> <li>• Coordinate internal SEOC support efforts by designating a liaison to ESF #5.</li> <li>• Estimate functional needs support resources for shelter residents.</li> <li>• Obtain functional needs support resources when shortfalls exist.</li> </ul>
Mississippi Department of Agriculture and Commerce	<ul style="list-style-type: none"> <li>• Determine any shelter food needs and delivery methods with other ESF #6 support agencies and local officials.</li> <li>• Coordinate the acquisition of food donations to supplement food needs.</li> <li>• Monitor the mass feeding sites, soup kitchens, and pantries providing food to disaster victims and coordinate resource needs with other ESF support agencies.</li> <li>• Provide personnel to staff mass feeding and/or shelter sites.</li> </ul>

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

Agency	Functions
Mississippi State Department of Health	<ul style="list-style-type: none"> <li>• Provide emergency medicine (911 and ambulance on site), health care services and supplies needed for people in Special Medical Needs shelters.</li> <li>• Develop procedures for inspecting conditions at emergency shelters to ensure sanitary conditions with respect to food preparation, waste disposal, potable water supplies, etc.</li> <li>• MSDH and ESF #8 primary and support agencies will assist at shelters in the care for, the infirm, and persons requiring specialized medical care as requested by ESF #6.</li> <li>• Should nursing support or any other medical personnel be required for general population shelters, MSDH will request these services from ESF #8 support agencies and/or the Volunteers in Preparedness and Response (VIPR) system. MDHS and Red Cross will work closely with the State Department of Health to complete the request.</li> </ul>
Mississippi Department of Public Safety	<ul style="list-style-type: none"> <li>• Assist with evacuation requirements of affected or potentially affected communities.</li> <li>• Provide personnel to facilitate security requirements at designated shelter sites.</li> </ul>
Mississippi Department of Education-Safe/Orderly Schools	<ul style="list-style-type: none"> <li>• Assist in the development of a SOP and checklist in conjunction with the primary and supporting agencies.</li> <li>• Coordinate with school districts for utilization of public school facilities as emergency shelters for people affected by a disaster or emergency, as feasible.</li> <li>• Coordinate with school districts to provide personnel to assist with emergency feeding and sheltering operations at schools, as feasible.</li> <li>• Coordinate with school districts for provision of School Resource Officers for security detail at schools used as emergency shelter sites, as feasible.</li> </ul>
Mississippi Institutions of Higher Learning	<ul style="list-style-type: none"> <li>• Ensure staffing is available to assist in the adequate forecasting and distribution of food commodities to congregate feeding sites and shelters.</li> <li>• Establish emergency shelters at institutions of higher learning.</li> </ul>
Mississippi State Board for Community and Junior Colleges	<ul style="list-style-type: none"> <li>• Ensure staffing is available to assist in the adequate forecasting and distribution of food commodities to congregate feeding sites and shelters.</li> <li>• Establish stocked and equipped emergency shelters at community college facilities.</li> <li>• Provide facilities to shelter victims and special medical needs population.</li> </ul>
Mississippi Military Department	<ul style="list-style-type: none"> <li>• Provide transportation of additional equipment, supplies, and augmentation personnel as needed to support evacuation to shelter sites.</li> <li>• Assist in construction and/or rehabilitation of shelters.</li> <li>• Provide personnel and equipment to transport water and other life-sustaining resources.</li> <li>• Provide military facilities as shelters contingent on availability and use to support military operations. This includes availability of Camp Shelby for massive coastal evacuations.</li> </ul>

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

Agency	Functions
Mississippi Department of Mental Health	<ul style="list-style-type: none"> <li>• Coordinate program requirements for Crisis Counseling Grant.</li> <li>• Provide personnel and resources as needed or requested for ESF #6 operations.</li> </ul>
Mississippi Commission for Volunteer Service	<ul style="list-style-type: none"> <li>• Coordinate placement of volunteers for disaster response and recovery for mass care needs.</li> <li>• Coordinate donations management for response/recovery operations.</li> </ul>
Mississippi Volunteer Organizations Active in Disasters	<ul style="list-style-type: none"> <li>• Provide support staff for shelters and mass feeding sites.</li> <li>• Assist with the evacuation and sheltering of displaced animals.</li> <li>• Supply and provide mobile and church feeding and serving facilities.</li> <li>• Provide emergency feeding services in facilities.</li> <li>• Provide for fixed food preparation.</li> <li>• Ensure staffing is available to assist in the adequate forecasting and distribution of food commodities to congregate feeding sites and shelters.</li> <li>• Provide temporary home repair and permanent restoration with coordination through the Emergency Volunteer Response Centers.</li> <li>• Provide disaster victims with references for clothing.</li> <li>• Assist homeowners with debris clean up with coordination through the Emergency Volunteer Response Centers.</li> </ul>
Mississippi Board of Animal Health	<ul style="list-style-type: none"> <li>• Coordinate local, state, and federal animal response activities when ESF #11 is activated.</li> <li>• Identify pre-designated locations to use as pet and animal shelters or pet-friendly shelters.</li> <li>• Assist local authorities and animal organizations in setting up temporary and pet-friendly shelters as needed.</li> </ul>

### ESF #6 Review and Maintenance

As a minimum, the state agency contact will coordinate and conduct an annual review of this annex with all support agencies. Additional reviews may be conducted if experience with an incident or regulatory changes indicate a need. Recommendations for change will be submitted to MEMA for approval, publication, and distribution.