

1.16 Milwaukee County ESF #6 - Mass Care

Preface

The damage created by emergencies often disrupt the ability for citizens to provide their own basic health and human needs such as food, water, sanitation and housing/sheltering, and mental health. Government must be prepared to temporarily provide those services when they are needed.

Primary Agency

Milwaukee County Health & Human Services

MILWAUKEE COUNTY AGENCIES

Primary

- Milwaukee County Health & Human Services

Support

- American Red Cross
- ARES / RACES
- Building Inspection/Code Enforcement (Municipal)
- Civic and Community Center(s)
- Faith Based Organizations
- Fire Departments
- Hospitals
- Law Enforcement
- Milwaukee County Department of Administrative Services – Information Management Services
- Milwaukee County Department of Administrative Services – Facilities Management
- Milwaukee County Department on Aging
- Milwaukee County Department of Family Care
- Milwaukee County Department of Health & Human Services – Behavioral Health Division
- Milwaukee County Department of Health & Human Services – Disability Services Division
- Milwaukee County Department of Transportation (MCDOT)
- Milwaukee County Executive
- Milwaukee County Office of the Emergency Management
- Milwaukee County Parks
- Public Health (Municipal)
- Public Works (Municipal)
- NGOs & Community Based Organizations
- Salvation Army
- School Districts

State of Wisconsin AGENCIES

Primary

- WI DHS – WI Department of Health Services

Support

- ARC – American Red Cross
- SA – Salvation Army
- WEDC – WI Economic Development Corporation
- WEM – WI Emergency Management
- WHEDA – WI Housing & Economic Development Authority
- WI DATCP – WI Department of Agriculture, Trade & Consumer Protection
- WI DCF – WI Department of Children & Families
- WI DMA – WI Department of Military Affairs
- WI DOA – WI Department of Administration
- WI DPI – WI Department of Public Instruction
- WI DWD – WI Department of Workforce Development
- WI VOAD – WI Volunteer Organizations Active in Disaster

Federal AGENCIES

Primary

- Department of Homeland Security/Federal Emergency Management Agency

Support

- Department of Agriculture
- Department of Defense
- Department of Health and Human Services
- Department of Homeland Security
- Department of Housing and Urban Development
- Department of the Interior
- Department of Justice
- Department of Labor
- Department of Transportation

- Department of the Treasury
- Department of Veterans Affairs
- General Services Administration
- Small Business Administration
- Social Security Administration
- U.S. Postal Service
- American Red Cross
- Corporation for National and Community Service
- National Voluntary Organizations Active in Disaster
- Other voluntary agency and nongovernmental support organizations

Likely Support Includes:

- Coordinate and lead federal resources, as required, to support local, tribal, and state governments and voluntary agencies (VOLAGs) in the performance of mass care, emergency assistance, housing, and health and human services missions.
- When directed by the President, ESF # 6 services and programs are implemented to assist individuals and households through four primary functions:
 - Mass Care: Includes sheltering, feeding operations, emergency first aid, bulk distribution of emergency items, and collecting and providing information on victims to family members.
 - Emergency Assistance: Assistance required by individuals, families, and their communities to ensure that immediate needs beyond the scope of the traditional “mass care” services provided at the local level are addressed. These services include: support to evacuations (including registration and tracking of evacuees); reunification of families; provision of aid and services to special needs populations; evacuation, sheltering, and other emergency services for household pets and services animals; support to specialized shelters; support to medical shelters; nonconventional shelter management; coordination of donated goods and services; and coordination of voluntary agency assistance.
 - Housing: Includes housing options such as rental assistance, repair, loan assistance, replacement, factory-built housing, semi-permanent and permanent construction, referrals, identification and provision of accessible housing, and access to other sources of housing assistance.
- Health & Human Services: Includes the implementation of disaster assistance programs to help disaster victims recover their non-housing losses, including programs to replace destroyed personal property, and help to obtain disaster loans, food stamps, crisis counseling, disaster unemployment, disaster legal services, support and services for special needs populations, and other Federal and State benefits.

A. PURPOSE

1. The purpose of this Emergency Support Function is to describe a coordination framework and serve as a guide to provide sheltering, mass care, emergency assistance and health and human services following an emergency or disaster. Identify key participants and resources to meet access and functional needs populations in mass care and sheltering operations.

B. POLICIES

1. The provision of Mass Care, Housing, and Health & Human Services as a consequence of disasters is a fundamental responsibility of Milwaukee County government. Milwaukee County Office of Emergency Management will provide coordination management of all mass care, housing, and health and human services operations in the County through the EOC to ensure the population is effectively served. The primary coordination department for this ESF is Milwaukee County Department of Health & Human Services (DHHS).
2. The County’s responsibility for mass care operations is in support the American Red Cross (ARC) in opening and maintaining shelter operations and provide coordination oversight. However, if ARC is unable to open and staff a shelter, it then becomes local government’s responsibility to provide care and shelter function.
3. All government/volunteer/private resources will be utilized as necessary to coordinate effective public/private partnerships during an emergency.
4. Milwaukee County will coordinate mass care, housing, and health and human services efforts with local, state, and other non-governmental organizations (NGOs).
5. County designated shelters may be managed by the local government, ARC, or a combination of both entities.
6. mass care, housing, and health and human services operations will begin as soon as possible following an emergency. Public and private facilities that will provide the best available protection for displaced people will be used as shelters and/or mass feeding facilities. The basic essential life support to be provided for the displaced population includes food, water, clothing, medical services, sanitation, lodging and communications. The Milwaukee County EOC determines which shelters, (generally community centers and public school buildings) will be opened for shelter use.
7. Milwaukee County will coordinate with state and federal agencies to facilitate the delivery of assistance programs to individuals, including the identification of appropriate site(s) for Disaster Assistance Center(s). (See Annex IV: Recovery and Recovery Mitigation Actions, in this CEMP, for information on Individual Disaster Assistance Programs.)
8. The care of pets and other animal needs will be managed in accordance with ESF # 17 and the Domestic Cat, Dog and Small Animal Sheltering Plan.
9. NONDISCRIMINATION. No services will be denied on the basis of race, color, national origin, religion, sex, age, or disability, and no special treatment will be extended to any person or group in an emergency over and above what normally would be expected in the way of government services. The County’s activities pursuant to the Federal /State Agreement for major emergency recovery will be carried out in accordance with Title 44, Code of Federal Regulations (CFR), Section 205.16.—Nondiscrimination. Federal disaster assistance is conditional on full compliance with this rule.
10. it is the policy of Milwaukee County to comply with the American Disabilities Act and its standards set forth in Title 41. CFR Section 101.19–6, to the extent permitted by fiscal constraints.
11. Milwaukee County has embraced the model of general shelters for all residents except incarcerated populations and those with extremely fragile medical conditions (i.e., separate shelters are not designated for those with access and functional needs).
12. Milwaukee County will secure cooperation of building owners for use of their property for shelter space.
13. Appropriate levels of health and emergency medical care services at shelters will be assessed at each shelter. Persons with access and functional needs or other special medical needs that exceed the capability of normal shelters will be sheltered in an appropriate medical facility.
14. Information about persons identified on shelter lists, casualty lists, hospital admission, etc, will be made available to family members to the extent allowable under confidentiality regulations.
15. Efforts will be made to coordinate among agencies providing information to minimize the number of inquiry points for families.

16. In the interest of public health and safety, the County will identify and attempt to meet the care and emergency needs of animals following emergencies.

17. Priorities will be directed toward animal care functions after human needs are met.

18. Personnel designated as on-scene responders or representatives to the EOC should make prior arrangements to ensure that their families are provided for in the event of an emergency, so to ensure a prompt, worry-free response and subsequent duty.

PRIMARY DEPARTMENT RESPONSIBILITIES/TASKS BY PHASE

MILWAUKEE COUNTY HEALTH & HUMAN SERVICES

Pre-Emergency

American Red Cross

1. Identify mass care facilities (temporary lodging and emergency feeding sites) and protective shelters
2. Obtain cooperation of facility owners for use as mass care facilities and protective shelters
3. Identify emergency feeding supplies
4. Recruit and train volunteers for mass care operations.
5. Develop a liaison with other community service organizations for providing mass care to the public.
6. Identify population groups requiring special assistance during an emergency (i.e., senior citizens, functional needs, etc.) and conduct preparations to provide assistance.
7. Develop and test emergency plans and procedures.
8. Participate in emergency management training and exercises.

Milwaukee County Health & Human Services

Work with the Division of Emergency Management to:

1. Maintain this Emergency Support Function (ESF).
2. Analyze Mass Care, Health & Human Services requirements.
3. Identify current Mass Care, Health & Human Services resources and equipment cache.
4. Establish Mass Care, Health & Human Services inventory, control, and delivery systems.
5. Develop agreements with Mass Care, Health & Human Services providers as necessary.
6. Identify County assistance Mass Care, Health & Human Services locations and resources needed.
7. Maintain inventories of resources and facilities.
8. Identify mass care facilities (temporary lodging and emergency feeding sites) and protective shelters
9. Obtain cooperation of facility owners for use as mass care facilities and protective shelters
10. Develop facility setup plans for potential shelters.
11. Identify emergency feeding supplies.
12. Recruit and train volunteers for mass care operations.
13. Develop a liaison with other community service organizations for providing mass care to the public.
14. Identify population groups requiring special assistance during an emergency (i.e., senior citizens, functional needs, etc.) and conduct preparations to provide assistance.
15. Implement a public education campaign regarding the importance of having a family disaster plan and 72-hour preparedness kit.
16. Develop and test emergency plans and procedures.
17. Participate in emergency management training and exercises.
18. Develop emergency action checklists.

Department on Aging

1. Identify County assistance Mass Care, Health & Human Services locations and resources needed for senior citizens.
2. Maintain inventories of resources and facilities to assist senior citizens.
3. Identify emergency feeding sites and protective shelters for senior citizens.
4. Implement a public education campaign regarding the importance of having a family disaster plan and 72-hour preparedness kit.
5. Develop and test emergency plans and procedures.
6. Participate in emergency management training and exercises.
7. Develop emergency action checklists.

Department of Family Care

1. Minimize disruption of MCO infrastructure and services to Family Care members
2. Establish a communication plan for maintaining contact with Family Care members
3. Identify County assistance Mass Care, Health & Human Services locations and resources needed for senior citizens.
4. Maintain inventories of resources and facilities to assist senior citizens.
5. Identify mass care facilities (temporary lodging and emergency feeding sites) and protective shelters for clients.
6. Implement a public education campaign regarding the importance of having a family disaster plan and 72-hour preparedness kit.
7. Develop and test emergency plans and procedures.
8. Participate in emergency management training and exercises.
9. Develop emergency action checklists.
10. Establish a communication plan for maintaining contact with Providers serving Family Care members.
11. Ensure that Family Care members at greatest risk are identified timely and their service needs are met.
12. Ensure that member's basic needs for shelter, safety, nutrition, and medical care are met.
13. Obtain cooperation of facility owners for use as mass care facilities and protective shelters
14. Identify emergency feeding supplies
15. Recruit and train volunteers for mass care operations.
16. Develop a liaison with other community service organizations for providing mass care to the public.
17. Identify population groups requiring special assistance during an emergency (i.e., senior citizens, functional needs, etc.) and conduct preparations to provide assistance.
18. Develop and test emergency plans and procedures.
19. Participate in emergency management training and exercises.
20. Identify emergency feeding supplies
21. Identify population groups requiring special assistance during an emergency (i.e., senior citizens, functional needs, etc.) and conduct preparations to provide assistance.

Department of Behavioral Health

1. Maintain this Emergency Support Function (ESF).
2. Analyze Mass Care, Health & Human Services requirements.
3. Identify current Mass Care, Health & Human Services resources and equipment cache.
4. Develop agreements with Mass Care, Health & Human Services providers as necessary.
5. Maintain inventories of resources and facilities.
6. Coordinate mental health resources through internal BHD programs and committees.

| | |
|------------------|---|
| Emergency | <p>County Executive</p> <ol style="list-style-type: none"> 1. Provide approval for deployment of the MCFNES trailer based on the recommendation of the FAST Team. 2. Provide staff for full coverage of any shelter, or relocation facility, or area, in all of the appropriate disciplines of the County Executive Office. <p>Department of Health and Human Services</p> <ol style="list-style-type: none"> 1. When notified, report to the EOC. 2. Mass Care, Health & Human Services emergency actions may include: 3. Provide feeding for victims and emergency workers. 4. Identify facilities that are appropriate for feeding facilities. 5. Medical and nursing aid. 6. Provide potable water. 7. Provide temporary sanitation facilities. 8. Identify distribution service centers. 9. Distribute food, clothing, medicine, commodities. 10. Operate Family Assistance Centers to provide information services. 11. Assess social service needs of victims. 12. Provide counseling services. 13. Provide access and functional needs coordination services. <ul style="list-style-type: none"> • a. Families and children with special needs will be linked to the appropriate community services. • b. Partner with internal partners (Aging, BHD, DSD), contracted staff members, and external community organizations to ensure individuals with disabilities are provided with the supports they need. • c. Coordinate with Income Maintenance (IM) for financial eligibility for public programming. • d. Coordinate with the Bureau of Milwaukee Child Welfare for children under 18 who are in need of emergency assistance. • e. Coordinate with internal departments to use the media (T.V. and newspapers), the County Website, telephones, and e-mails to communicate the status of the emergency. • f. Coordinate mental health resources through internal BHD programs and committees. 14. Provide staff and 24/7 coverage of the Forward Assessment Service Team. Collaborate with the Incident Commander and the Milwaukee County Division of Emergency Management in the assessment and notification process. <ul style="list-style-type: none"> • a. If the FAST Team recommends deployment of the MCFNES trailer and the County Executive approves, provide trailer staffing. 15. Provide staff for full coverage of any shelter, or relocation facility, or area, in all of the appropriate disciplines of Health & Human Services. <p>Department on Aging</p> <ol style="list-style-type: none"> 1. Participate in the Forward Assessment Service Team in coordination with the Incident Commander and Milwaukee County Division of Emergency Management. 2. Coordinate resources available to older adults with contracted organizations. 3. Provide assistance to frail elderly and older adults with long term care needs through the Aging Resource Center of Milwaukee County as requested. 4. Assess social service needs of seniors. 5. When notified, report to the EOC. 6. Provide feeding for seniors. 7. Identify facilities that are appropriate for feeding facilities. 8. Distribute food, clothing, medicine, commodities. 9. Provide counseling services. 10. Provide access and functional needs coordination services. 11. Provide staff for full coverage of any shelter, or relocation facility, or area, in all of the appropriate disciplines of the Department of Aging. <p>Department of Family Care</p> <ol style="list-style-type: none"> 1. Coordinate delivery of services in the quickest and most efficient manner by instituting a standing line of communication between health and human service agencies. 2. Coordinate joint services through a preexisting network of physical structures, radio, phone and e-mail. 3. Provide staff for full coverage of any shelter, or relocation facility, or area, in all of the appropriate disciplines of the Department of Family Care. <p>Disability Services Division</p> <ol style="list-style-type: none"> 1. When notified, report to the EOC. 2. Identify distribution service centers. 3. Operate Family Assistance Centers to provide information services. 4. Assess social service needs of victims. 5. Provide counseling services. 6. Provide access and functional needs coordination services. 7. Participate in the Forward Assessment Service Team in coordination with the Incident Commander and Milwaukee County Emergency Division of Emergency Management. 8. Provide staff for full coverage of any shelter, or relocation facility, or area, in all of the appropriate disciplines of the Disability Services Division. |
| | |

- a. County agencies.
- b. American Red Cross.
- c. Salvation Army.
- d. State EOC.

3. Establish, maintain contact with State ECC through the EOC Manager

- a. Provide information on Mass Care, Health & Human Service needs.
- b. Coordinate receipt, distribution of bulk items and donated goods.

4. Establish, staff, and maintain supply distribution points within the County.

Mass Care, Health & Human Services Duties Include:

1. Identify incident sites requiring Mass Care, Health & Human Services.
2. Determine present and future need for Mass Care, Health & Human Services resources.
3. Obtain and coordinate Mass Care, Health & Human Services resources as requested by field incident commanders.

Mass Feeding duties include:

1. Identifying incident sites requiring mass feeding services.
2. Determining present and future need for mass feeding resources:

- a. Communications
- b. Feeding facilities.
- c. Feeding for victims and emergency workers.
- d. Potable water.
- e. Temporary sanitation facilities.

3. Obtaining and coordinating deployment of mass feeding resources for emergency responders as requested by field incident commanders.

Sheltering and temporary housing emergency actions include:

1. Determining requirement for shelters for emergency victims and temporary sheltering for emergency responders.
2. Establishing shelter sites and ensuring communications to each site.
3. Ensuring a registration system is activated at each site.
4. Establish alternative temporary housing facilities to provide short-term group housing until suitable transition housing can be arranged.
5. Providing heating and cooling centers.
6. Providing temporary shelter from hazards.
7. Providing temporary group housing.
8. Providing feeding for victims and emergency workers at shelters or at feeding facilities.
9. Identifying facilities that are appropriate for feeding facilities.
10. Providing first aid, medical and nursing aid at facilities as appropriate.
11. Providing potable water.
12. Providing temporary sanitation facilities.

Access and Functional Needs (AFN) emergency actions include:

1. Identifying locations of functional needs individuals.
2. Identifying sources and costs for providing for the needs of special populations and individuals.
3. Coordinating programs and resources for special populations and individuals.
4. Making contact with AFN populations and individuals.
5. Identifying specific needs of AFN populations and individuals.

Family Assistance Centers/Disaster Welfare Inquiries include:

1. Providing information services.
2. Assessing social service needs of victims.
3. Providing counseling services.
4. Coordinate with the American Red Cross Family Assistance/ Reunification Center System.

Bulk Disaster Relief Commodity Distribution include:

1. Determine the commodities (i.e. food, water, ice, needing distribution).
2. Determine the locations of those needing the commodities.
3. Determine locations for distribution facilities.
4. Determine resource needs for accomplishing the distribution (security, transport, storage, dispensing).
5. Schedule and inform target groups of the plans for commodity distribution.
6. Distributing food, water, ice, and other commodities.

Department on Aging

Senior Citizens emergency actions include:

1. Identifying sources and costs for providing for the needs of senior citizens.
2. Coordinating programs and resources for senior citizens.
3. Identifying specific needs of senior citizens (additional space for assistive devices)

Aging Resource Center:

1. Providing information services for senior citizens.
2. Assessing social service needs of senior citizens
3. Coordinate with the American Red Cross Family Assistance/ Reunification Center System.

**Emergency Operations
Center (EOC)**

Department of Family Care

1. Assess and implement emergency health and human services relief program coordination with volunteer agencies.
2. Implement appropriate programs (e.g., crisis counseling, post-incident stress debriefings, critical incident stress management) that are made available through the county, state, or federal government.
3. Coordinate the resource management of municipal, private, and volunteer organizations during disaster operations.
4. Coordinate with volunteer organizations regarding evacuation and sheltering and donation management.

Disability Services Division

1. Providing information services for disabled individuals.
2. Assessing social service needs of disabled citizens

Behavioral Health Division

1. Coordinate counseling and crisis intervention to emergency victims.
2. Assess community behavioral health needs following and emergency.
3. Implement appropriate programs (e.g., crisis counseling, post-incident stress debriefings, critical incident stress management) that are made available through the county, state, or federal government.
4. Coordinate the resource management of municipal, private, and volunteer organizations during disaster operations.

Department of Health and Human Services

1. Activate family reunification systems.
2. Continue to utilize multiple means of communicating public information and education.
3. Ensure the availability of mental and behavioral health professionals.
4. Continue EOC operations until it is determined that EOC coordination is no longer necessary.
5. Provide public information regarding safe re-entry to damaged areas.
6. Assist evacuees in returning to their homes if necessary.
7. Assist those who cannot return to their homes with temporary housing.
8. Deactivate shelters and mass care facilities and return them to normal use.
9. Clean and return shelters to original condition; keep detailed records of any damages.
10. Consolidate mass care shelter(s) costs, and submit these statements to the appropriate authorities for possible reimbursement.
11. Inform public of any follow-on recovery programs that may be available.
12. Form a long-term recovery assistance team to help ensure individuals and families affected by the disaster continue to receive assistance for serious needs and necessary expenses.
13. Return staff, clients, and equipment to regularly assigned locations.
14. Provide critical payroll and other financial information for cost recovery through appropriate channels.
15. Participate in after action reviews.
16. Updates plans and procedures based on critiques and lessons learned during an actual event.

Department on Aging

1. Conduct a needs assessment in coordination with older adult organizations to identify short-term, long-term, and unmet needs.
2. Implement appropriate protective actions and studies to address the long-term health effects on older adults after an incident.

Recovery Actions

Disability Services Division

1. Conduct a needs assessment in coordination with functional and access needs organizations to identify short-term, long-term, and unmet needs.
2. Implement appropriate protective actions and studies to address the long-term health effects on individuals with functional and access needs after an incident.

Behavioral Health Division

1. Conduct a needs assessment in coordination with mental health providers to identify short-term, long-term, and unmet needs.
2. Implement appropriate protective actions and studies to address the long-term health effects on individuals with mental health challenges after an incident.

Department of Family Care

1. Conduct needs assessment coordination with volunteer organizations for short-term, long-term, and unmet needs.
2. Assess the extent of damage and recovery activities necessary to return to normal operations.
3. Provide outreach services to citizens in a disaster.
4. Assist with identifying and implementing appropriate protective actions and studies to address the long-term health effects.
5. Work with municipal government to assess damage to the private sector and to determine its impact.
6. Assist with gathering information on the impact of a major emergency or disaster by operating the designated reporting hotline for damage assessment and health and human needs for residents of the community.

SUPPORT DEPARTMENTS RESPONSIBILITIES/TASKS

| | |
|---|---|
| American Red Cross | <ol style="list-style-type: none"> 1. Support the City–County in the management and coordination of sheltering, feeding, emergency first aid services, and DWI services to the disaster–affected population. 2. Provide facilities, personnel, equipment, supplies and other resources needed to assist in shelter operations or mass feeding for victims of the effected emergency area. 3. Facilitate the opening and operation of emergency shelter and mass feeding sites upon request by the EOC Manager or Mass Care, Housing, Health & Human Services Group Supervisor. 4. Provide personnel to assist in the mass feeding of evacuees and relief workers at the shelter sites. 5. Assist in the development and maintenance of a shelter operations plan. 6. Caseworkers and case management. 7. Health services and mental health. |
| ARES / RACES | <ol style="list-style-type: none"> 1. Assist with primary or alternate emergency radio communications support. 2. Provide radio communications at shelters or feeding stations, as requested. |
| Building Inspection (Municipal) | <ol style="list-style-type: none"> 1. Provide engineering and safety inspections of shelter facilities to assure suitability for occupancy. |
| Civic and Community Center(s) | <ol style="list-style-type: none"> 1. Provide support for shelter selection, Disaster Recovery Centers, and other facilities established to support mass care, housing, and health and human assistance. 2. Provide assistance with site logistics, transportation, and resources at shelter sites. 3. Prepare facilities to support mass care operations at Civic Center. |
| Faith Based Organizations | <ol style="list-style-type: none"> 1. Provide facilities for emergency shelter, feeding, food, and water distribution points, child care facilities, as needed. |
| Fire Departments | <ol style="list-style-type: none"> 1. Provide emergency medical care as requested to assist in shelter operations for victims of the effected emergency area. 2. Provide emergency medical care staff to assist in shelter operations when possible. |
| Hospitals | <ol style="list-style-type: none"> 1. May support shelter operations by coordinating medical care and resources for shelters. 2. Help by coordinating for nursing staff for triage and medical care and monitoring. 3. Coordinate other professional medical staff as necessary for effective medical screening and care, including physicians, as necessary. 4. Assist in procurement of pharmacy needs. 5. May identify the need for, and request, professional mental health assistance. 6. Makes notifications to residents' primary care physicians to advise status and location of residents. 7. Identify and request resources, as needed, for effective medical care. |
| Law Enforcement | <ol style="list-style-type: none"> 1. Provide security at mass care and shelter facilities. 2. Provide traffic control during evacuee movement to mass care and shelter facilities. 3. If necessary, provide an alternative communications link between the mass care and shelter facility and the EOC. |
| Milwaukee County Department of Administrative Services – Facilities Management | <ol style="list-style-type: none"> 1. Provide personnel to mobilize the MCFNES trailer and Emergency Management generator 2. Provide support for shelter selection, Disaster Recovery Centers, and other facilities established to support mass care, housing, health and human assistance. 3. Provide assistance with site logistics, transportation, and resources at shelter sites. 4. Provide manpower and vehicles to obtain and distribute food, clothing, supplies, water, shelter, etc. 5. Assist with structure/damage assessments of potential congregate care facilities (shelter/mass feeding) to ensure habitability. 6. Coordinate the disposal of solid waste from congregate care facilities (shelter/mass feeding). 7. According to disaster circumstances, provide for the maintenance, repair and construction of roads and facilities required in support of congregate care facilities (shelter/mass feeding) operations. |
| Milwaukee County Department of Administrative Services – Information Management Services | <ol style="list-style-type: none"> 1. Provide computer support. 2. Support the documenting of mass care and shelter information. |
| Milwaukee County Department of Transportation (MCDOT) | <ol style="list-style-type: none"> 1. Provide manpower and vehicles for the movement of food, clothing, supplies, water, etc. |
| Milwaukee County Executive | <ol style="list-style-type: none"> 1. Provide approval for deployment of the MCFNES trailer based on the recommendation of the FAST Team. |
| Milwaukee County Office of Emergency Management | <ol style="list-style-type: none"> 1. Ensure that mass care operations in Milwaukee County are serving the population. |
| Milwaukee County Parks | <ol style="list-style-type: none"> 1. Provide personnel, supplies and other resources necessary to assist shelter operations for victims of the affected emergency/disaster area. 2. Provide assistance with site logistics, transportation, and resources at shelter sites. 3. Determine status of Parks and Recreation Division facilities for shelter use. |
| NGOs & Community Based Organizations | <ol style="list-style-type: none"> 1. Provide staff and unmet needs services at shelters or feeding stations, as requested. 2. Assist with meeting the needs of special populations and individuals. 3. Provide personnel to mass care facilities if requested and available. |
| Public Health (Municipal) | <ol style="list-style-type: none"> 1. Ensure health standards, including food, sanitation and water, are maintained at all service sites. 2. Assist with needed health services such as nursing and other health care professionals, medical surveillance and prophylaxis. 3. Provide technical assistance for shelter operations related to food/nutrition vectors, water supply, and waste disposal. 4. Provide Public Health personnel to augment staff assigned to shelters if requested. |
| Public Works (Municipal) | <ol style="list-style-type: none"> 1. Provide support for shelter selection, Disaster Recovery Centers, and other facilities established to support mass care, housing, health and human assistance. 2. Provide assistance with site logistics, transportation, and resources at shelter sites. 3. Provide manpower and vehicles to obtain and distribute food, clothing, supplies, water, shelter, etc. 4. Assist with structure/damage assessments of potential congregate care facilities (shelter/mass feeding) to ensure habitability. 5. Coordinate the disposal of solid waste from congregate care facilities (shelter/mass feeding). 6. According to disaster circumstances, provide for the maintenance, repair and construction of roads and facilities required in support of congregate care facilities (shelter/mass feeding) operations. |

| | |
|-------------------------|--|
| Salvation Army | <ol style="list-style-type: none"> 1. Provide fixed and mobile feeding sites. 2. Provide various comprehensive emergency services to include case work services, financial counseling, and a wide variety of emergency aid to people in need, e.g. food boxes, clothing, bedding, cash grants for emergency lodging, clean up kits and many other specific assistance needs. 3. Provide counseling to disaster victims. |
| School Districts | <ol style="list-style-type: none"> 1. Provide facilities/properties, if available, for emergency shelter, food, and water distribution points, child care facilities, as needed. |
| ATTACHMENTS | <ol style="list-style-type: none"> 1. Attachment 1, DHHS Emergency Staff Alerting List and Succession. 2. ESF # 6A: Functional & Access Needs. |
| REFERENCES | <ol style="list-style-type: none"> 1. Milwaukee County Disaster Mental Health Taskforce MOU and MAA. 2. Domestic Cat, Dog and Small Animal Sheltering Plan. |

1.16.1 Attachment 1: DHHS Emergency Human Services Staff Alerting List & Succession

Attachment 1: DEPARTMENT OF HEALTH & HUMAN SERVICES (DHHS) Emergency HUMAN Services Staff Alerting List AND SUCCESSION

Succession: numbers () below indicate the line of succession to the Director. At each position, second shift staff and/or succession is assigned to the deputy/assistant of the person named.

Office Phone Numbers

- (1) Director: 414-289-6481
- (2) Deputy Director: 414-289-6027
- (3) Operations Coordinator: 414-289-5918
- (4) Operations Coordinator: 414-289-6099

| Milwaukee County Disability Services Division (DSD) | Office Phone | Cell Phone |
|---|--------------|------------|
| (1) Administrator | 289-6482 | 801-9253 |
| (2) Deputy Administrator | 289-5916 | 447-0535 |
| (3) Quality Assurance | 289-6758 | 531-4380 |
| (4) Resource Center | 289-6033 | 721-8800 |

| Milwaukee County Behavioral Health Division | Office Phone | Cell Phone |
|---|--------------|------------|
| (1) Administrator | 257-5202 | |
| (2) Director of Operations | 257-4823 | 861-4389 |
| (3) Operations Coordinator | 257-7516 | 588-6132 |
| (4) Operations Coordinator | 257-7335 | 403-8456 |
| (5) Mechanical Utility Engineer | 257-7369 | 708-7542 |

| Milwaukee County Department on Aging | Office Phone | Cell Phone |
|--------------------------------------|--------------|------------|
| (1) Director | 289-6876 | 333-7413 |
| (2) Assistant Director | 289-6073 | 688-7201 |
| Aging Resource Center | | |
| (3) Manager | 289-6626 | 429-7615 |
| (4) Program Coordinator | 289-5797 | 254-7166 |

| Milwaukee County Department of Family Care, Managed Care Organization (MCDFC MCO) | Office Phone | Cell Phone |
|---|--------------|------------|
| (1) Director | 287-7610 | 534-8516 |
| (2) Chief Information Officer | 287-7614 | 379-6696 |
| (3) Chief Operations Officer | 287-7611 | 322-9154 |
| (4) Chief Clinical Officer | 287-7612 | 322-9153 |
| (5) Chief Financial Officer | 287-7613 | 587-6471 |

RESOURCE AGENCIES AVAILABLE FOR EMERGENCY HEALTH SERVICES

- A. Red Cross Disaster Supervisor: 342-8680 (24 hr. Number)
- B. The Salvation Army: 302-4300/265-6360 (24 hr. Number)
- C. Civil Air Patrol: 608-242-3067
- D. Catholic Charities: 771-2881 (Milw. Office), 643-8570x20 Carlos Perez (South)
- E. Lutheran Social Services: 281-4400
- F. Social Development Commission: 906-2700
- G. Second Harvest Food Bank of Wisconsin: 931-7400/931-7309
- H. United Migrant Opportunity Services, Inc.: 389-6000
- I. Milwaukee County Municipal Health Departments

OTHER VOLUNTEER AGENCIES

The American Red Cross of Southeast Wisconsin has been designated as the lead volunteer coordination agency in times of a disaster. Other agencies, such as the Salvation

Army, are identified to help provide assistance to families (i.e., vouchers, clothing, etc.) to meet the basic needs of victims. Additionally individuals are encouraged to call the Community Action Help Line at "2-1-1" for assistance regarding a wide range of human services. For cell phone users dial 773-0211.

State Emergency Health Services Personnel

Department Coordinator Office Phone

Crisis Disaster Response Coordinator: (608)-266-3145

- 24- Hour Number: (608)258-0099
- Alt. 24-Hour Number (State Emergency Management): 1-800-943-0003

The operator at the BMHSAS 24-hour number(s) will contact technical staff for:

- Chemical incidents or spills
- Communicable disease outbreaks
- Natural disasters
- Radiological / nuclear incidents

1.17 Milwaukee County ESF #6A - Functional Needs

Preface

In the wake of the disaster, many of the local resources will be unavailable due to damage or inaccessibility, or the local resources will not be sufficient to handle the demand to support sheltering and care of people with functional and access needs. This may require that significant amounts of resources and personnel will have to be brought into the area for assistance.

Functional and Access Needs service delivery for these individuals needs to be set up quickly.

Primary Agency

Milwaukee County Health & Human Services

MILWAUKEE COUNTY AGENCIES

Primary

- Milwaukee County Health & Human Services

Support

- American Red Cross
- Fire Departments
- Law Enforcement Agencies
- Milwaukee County Department on Aging
- Milwaukee County Department of Family Care
- Milwaukee County Department of Health & Human Services – Behavioral Health Division
- Milwaukee County Department of Health & Human Services – Disability Services Division
- Milwaukee County Executive
- Milwaukee County Office of Emergency Management
- Participating Civic Associations
- Public Health (Municipal)

State of Wisconsin AGENCIES

- **Note: State support to this ESF may be available in coordination with the State Emergency Operations Center (EOC).

Federal AGENCIES

Likely Support Includes:

- Coordinate federal resources, as required, to support local, tribal, and state governments and voluntary agencies in the performance of mass care, emergency assistance, housing, and health and human services for persons with access and functional needs.

A. PURPOSE

1. To coordinate activities involved with the identification, registering, transportation, sheltering and care of people with functional needs before, during, and after a significant emergency.

B. POLICIES

1. The County recognizes the need to undertake additional reasonable efforts to protect and assist people with functional needs at the time of emergencies and disasters, and especially during evacuations, sheltering and reentry.

2. Functional needs individuals are those who are in situations that would prohibit them from receiving, understanding and/or implementing governmental recommendations or orders regarding protective actions (evacuation and/or sheltering), and need support from others to effectively take protective actions. Functional needs individuals will include those who, due to physical or mental limitations, require assistance in implementing protective actions. It also includes individuals who lack the vehicles or structures to effectively implement recommendations or orders to evacuate or shelter-in-place, respectively.

DEFINITION OF FUNCTIONAL POPULATION

- *Shelter operations can accommodate individuals who have a health condition that does not require institutionalization, but may require:*
- *Intermittent skilled observation, assessment, and/or maintenance;*
- *Assistance with activities of daily living (e.g., feeding, ambulating, self-medication or personal hygiene);*
- *Dependence on electricity;*
- *Receiving dialysis treatments.*

Shelter operations cannot provide 24-hour skilled care and the following individuals will be referred to an appropriate health care facility:

- *Persons who will require hospitalization or institutionalization;*
- *Residents of nursing homes, Assisted Living Facilities, Intermediate Care Facilities and facilities caring for the Developmentally Disabled or those with a mental illness;*
- *Persons who are bedridden;*
- *Women experiencing high-risk pregnancies who are within four weeks of estimated date of delivery or any pregnant woman in active labor;*
- *Persons who are in a sudden acute medical or emergency condition; and/or,*
- *An individual arriving at a Special Populations Shelter whose condition exceeds the capabilities of the shelter.*

3. There are facilities and institutions within the County that house and care for functional needs individuals, which by Wisconsin law, must have plans, procedures and resources in place to implement protective actions for their patients during emergencies. The County will expect that such facilities within its jurisdiction have complied with this law and will not require, without advanced planning, County resources or personnel to complete protective actions for their patients. The County does recognize, however, that disaster-related damage to structures and transportation infrastructures could limit or prohibit implementation of facility emergency plans, and under such circumstances, County assistance could be necessary to minimize injury or loss of life.

4. **NONDISCRIMINATION.** No services will be denied on the basis of race, color, national origin, religion, sex, age, or disability, and no special treatment will be extended to any person or group in an emergency over and above what normally would be expected in the way of government services. The Milwaukee County activities pursuant to the Federal /State Agreement for major emergency recovery will be carried out in accordance with Title 44, Code of Federal Regulations (CFR), Section 205.16.—Nondiscrimination. Federal disaster assistance is conditional on full compliance with this rule.

5. It is the policy of Milwaukee County to comply with the American Disabilities Act and its standards set forth in Title 41. CFR Section 101.19–6, to the extent permitted by fiscal constraints.

PRIMARY DEPARTMENT RESPONSIBILITIES/TASKS BY PHASE

MILWAUKEE COUNTY HEALTH AND HUMAN SERVICES

| | |
|---|---|
| <p>Pre-Emergency</p> | <p>Work with the Milwaukee County Office of Emergency Management to:</p> <ol style="list-style-type: none"> 1. Maintain this Emergency Support Function (ESF). 2. Prepare and maintain operating procedures, resource inventories, personnel rosters and detailed resource mobilization information necessary for implementation of ESF # 6A. 3. Develop and maintain an inventory and sources of special medical needs resources, manpower and equipment to include supplies and maintenance. 4. Develop procedures to meet functional needs during disaster. 5. Develop and maintain a "Functional Needs" register as appropriate. |
| <p>Emergency</p> | <ol style="list-style-type: none"> 1. Coordinate emergency medical transport of individuals with special medical concerns to a hospital. 2. Assist with meeting any special medical needs. 3. Assist people with Alzheimer's disease, functional limitations and various disease processes and chronic illnesses. 4. Coordinate the staff of "Functional Needs Shelters" with EMS. 5. Provide access and functional needs coordination services. 6. Support and monitor primary shelter activities, and redirect functional needs persons as necessary. 7. In the event that evacuation of all or portions of Milwaukee County is required, the EOC will request civic associations to facilitate actions taken for functional needs individuals within their neighborhoods. Such actions could include finding rides for functional needs individuals with other evacuating families, guiding emergency vehicles to the residences of functional needs individuals, and providing individuals to accompany functional needs evacuees during the evacuation to provide support when needed. 8. Provide staff and 24/7 coverage of the Forward Assessment Service Team. Collaborate with the Incident Commander and the Milwaukee County Division of Emergency Management in the assessment and notification process. <ul style="list-style-type: none"> • If the FAST Team recommends deployment of the MCFNES trailer and the County Executive approves, provide trailer staffing. 9. Provide staff for full coverage of any shelter, or relocation facility, or area, in all of the appropriate disciplines of Health & Human Services and associated services (e.g., Family Care). |
| <p>Emergency Operations Center (EOC)</p> | <ol style="list-style-type: none"> 1. Staff the ESF # 6A position in the EOC. 2. Determine coordination needed regarding functional needs shelters. 3. Provide staff and 24/7 coverage of the Forward Assessment Service Team in coordination. Collaborate with the Incident Commander and with Milwaukee County Emergency Management in the assessment and notification process. <ul style="list-style-type: none"> • If the FAST Team recommends deployment of the MCFNES trailer and the County Executive approves, provide trailer staffing. 4. Notify civic association representatives serving the threatened or impacted areas regarding the emergency situation and initiate steps to utilize their support and services. 5. Establish the status of recommendations or orders for evacuation of all or portions of Milwaukee County. Consult with ESF # 14 regarding actions to provide the necessary services to functional needs individuals. 6. Work with ESF # 6 staff to establish, if needed, telephone numbers(s) for functional needs individuals. Ensure that telephone operators are given up-to-date information regarding instructions for functional needs individuals and that procedures are in place for relaying requests from the public to ESF # 19 staff for action. 7. Ensure ESF # 15, Public Information, has received all relevant information regarding actions that functional needs individuals within the County are to take, and that such information is released to the media through ESF # 15. 8. Work with ESF # 7, Resource Management, and ESF # 16, to identify facilities, institutions and businesses that may be available to provide additional support in the transportation and care of functional needs individuals. Advise ESF # 5, Information and Planning, of the results. 9. Work with ESF # 1, Transportation, to provide resources needed to assist in the evacuation of functional needs individuals. 10. Maintain records of cost and expenditures to accomplish this ESF and forward them to the EOC Finance/ Administration Section Chief. |
| <p>Recovery Actions</p> | <ol style="list-style-type: none"> 1. Coordinate with ESF # 1, Transportation, to support reentry of evacuated functional needs individuals to their homes. 2. Work with ESF # 6 to identify functional needs individuals from impacted areas that may require assistance in accessing and using disaster relief and recovery services. 3. Develop and prioritize strategies, in coordination with ESF # 6, for supporting recovery operations. 4. Upon request by the EOC Management Group, and in coordination with ESF # 14, provide personnel to assist in recovery operations. |

SUPPORT DEPARTMENTS RESPONSIBILITIES/TASKS

| | |
|--|---|
| American Red Cross | <ol style="list-style-type: none"> 1. Assist with early assessment of functional needs population. 2. Provide staffing for functional needs shelters. |
| Fire Departments | <ol style="list-style-type: none"> 1. Support and monitor primary shelter activities, and redirect functional needs. 2. Assist with identifying group homes, elderly facilities and handicapped facilities. |
| Law Enforcement Agencies | <ol style="list-style-type: none"> 1. Assist with identifying and pre-planning the evacuation necessities of functional needs persons. 2. Provide personnel to assist in evacuation of functional needs persons. |
| Milwaukee County Department of Aging | <ol style="list-style-type: none"> 1. Provide staffing for the FAST team, with two back-up personnel. 2. Provide staffing for the shelter to assist in citizen needs; provide additional staff for the MCFNES trailer, should it be deployed. |
| Milwaukee County Department of Family Care | <ol style="list-style-type: none"> 1. Provide staffing for the FAST team, with two back-up personnel. 2. Provide staffing for the shelter to assist in citizen needs; provide additional staff for the MCFNES trailer, should it be deployed. |
| Milwaukee County Department of Health & Human Services - Behavioral Health Division | <ol style="list-style-type: none"> 1. Provide staffing for the FAST team, with two back-up personnel. 2. Provide staffing for the shelter to assist in citizen needs; provide additional staff for the MCFNES trailer, should it be deployed. |
| Milwaukee County Department of Health & Human Services - Disability Services Division | <ol style="list-style-type: none"> 1. Provide staffing for the FAST team, with two back-up personnel. 2. Provide staffing for the shelter to assist in citizen needs; provide additional staff for the MCFNES trailer, should it be deployed. |
| Milwaukee County Executive | <ol style="list-style-type: none"> 1. Provide approval for deployment of the MCFNES trailer based on the recommendation of the FAST Team |
| Milwaukee County Office of Emergency Management | <ol style="list-style-type: none"> 1. Assist with identifying resources. |
| Participating Civic Associations | <ol style="list-style-type: none"> 1. Respond to ESF # 6A's request to assist ESF # 14A by providing volunteer personnel in needed locations. 2. Prior to emergencies, facilitate Milwaukee County efforts to register functional needs individuals within their neighborhoods. 3. Monitor their neighborhoods at the time of disaster and inform the lead agency of the support requirements of functional needs individuals to take protective actions. 4. Facilitate the provision of County services to functional needs individuals in their neighborhoods. 5. Assist with identification of functional needs individuals who will require assistance in accessing disaster relief and recovery programs. |
| Public Health (Municipal) | <ol style="list-style-type: none"> 1. Provide public health information. |
| ATTACHMENTS | <ol style="list-style-type: none"> 1. Forward Assessment Service Team (FAST) Shelter Assessment Protocols |
| REFERENCES | <ol style="list-style-type: none"> 1. Emergency Management Planning Guide for Functional Needs Populations, FEMA and DHS Office for Civil Rights and Civil Liberties, Version 1.0 (November 2012). 2. Listing of licensed care facilities (published separately and managed by this ESF's primary department). 3. Milwaukee County Functional Needs Emergency Shelter Standard Operating Guidance. |

1.17.1 Attachment 1: Forward Assessment Service Team (FAST) Shelter Assessment Protocols

Attachment 1: FORWARD ASSESSMENT SERVICE TEAM (FAST) SHELTER ASSESSMENT PROTOCOLS

In 2010, FEMA provided “Guidance on Planning for Integration of Functional Needs Support Services in General Population Shelters”. This guidance is based on federal laws such as the Americans with Disabilities Act (ADA) of 1990, and various civil rights laws that mandate integration and equal opportunity for people with disabilities in general population shelters.

Providing appropriate emergency sheltering in Milwaukee County is a collaborative effort that must incorporate the resources of several local agencies and organizations. Often, small-scale emergencies require short-term sheltering that can be coordinated and managed by a stand-alone community shelter, but protocols must be in place to respond to larger emergencies that will require efforts from multiple response agencies. Milwaukee County has developed plans to provide sheltering assistance to individuals with disabilities and other functional needs in the event of disaster or emergency which requires these individuals to evacuate their homes.

The following protocols will be utilized to conduct a systematic, organized, and efficient assessment of a community shelter to determine if Milwaukee County Functional Needs Emergency Shelter components shall be mobilized to assist in sheltering functions.

1. Establishment and selection of the Forward Assessment Service Team (FAST).

- a. One representative and two alternates from each:
 - i. Milw. Co. Department on Aging
 - ii. Milw. Co. Disabilities Services
 - iii. Milw. Co. Behavioral Health Division
 - iv. Milw. Co. Emergency Management
 - v. Milw. Co. Family Care
 - vi. Milw. Co. Dept. of Health & Human Services Operations
- b. NOTE: the FAST team is to be established and updated during non-emergency times

2. Notification of the FAST

- a. Milwaukee County Emergency Management (EM) receives information about the status of community shelter openings during emergencies.
- b. Community reception centers and/or shelters shall record the number of people arriving at the facility, as well as the needs of the people.
- c. When a shelter manager identifies that the shelter may be not have adequate resources to accommodate the needs of the people, a request shall be made to Emergency Management to deploy the FAST.
 - i. Potential triggers
 - 1. Insufficient number of staff and/or volunteers
 - 2. Lack of staff with specific skills
 - 3. Lack of proper supplies & equipment and means to obtain them.
 - 4. Inadequate shelter location and/or amenities
 - 5. Need for specific services
 - 6. Extended duration of event

3. Mobilization of the FAST

- a. EM will activate a call to the specified FAST representatives to include:
 - i. Details about the shelter location
 - ii. Shelter manager contact information
 - iii. Other necessary information, such as the meeting time for the FAST.
- b. FAST representatives will notify their respective division that the FAST has been deployed to perform an assessment, and will ask the division to begin preparations for a potential shelter deployment. The preparations will include:
 - i. Preparing staffing plans to cover regular responsibilities and provide assistance on site at the shelter as needed.
 - ii. Gathering supplies & materials that may be used at the shelter
 - iii. Activating the divisional contingency/COOP plan to maintain standard or altered office function
 - iv. If available, provide lists / files of clients from the affected area

4. Shelter Assessment

- a. NOTE: an onsite shelter visit with all FAST representatives present is the preferred method of performing the assessment. If this is not possible, the FAST team can perform an assessment by means of a conference call with the shelter manager.
- b. FAST representatives will meet as a team at the community shelter and meet with the shelter manager.
- c. Shelter manager will provide the FAST team with the most recent shelter census numbers:
 - i. Number of people who registered at the shelter
 - ii. Number of individuals needing assistance or specialty items
 - iii. Number of volunteers & staff available
 - iv. Any other information, i.e., pets, service animals, etc.
- d. Shelter manager will provide any additional information about client needs that resulted in the request for the FAST.
- e. The FAST will conduct a needs assessment, evaluating the following:
 - i. Facility, equipment and supply needs:
 - 1. Does the shelter have unmet needs for specialty medical and adaptive care equipment and supplies?
 - 2. Does the shelter have sufficient electrical capacity to provide power to necessary medical and assistive equipment?
 - 3. Is the size of the facility appropriate to accommodate the anticipated number of clients?
 - ii. Human needs:
 - 1. Does the shelter staff have appropriate registration, intake, and triage protocols to properly assist the number of clients with medical or functional needs?
 - 2. Does the shelter have sufficient staff and volunteers to properly care for the needs of the shelter clients, including mental health needs?
 - 3. Is the facility that is being used as a shelter appropriate and accessible to people with disabilities or functional needs?
 - 4. Will Milwaukee County program staff and representatives and Service Provider contract staff and representatives be useful to the shelter clients, providing information and/or care that would not otherwise be available?
- f. FAST representatives will prepare a report and recommendation to present to Emergency Management, the County Executive, and the Director of Health and Human Services. The decision to mobilize the MCFNES will be made based upon the report and recommendation.