



Emergency Support Function #6
Mass Care, Housing and Human Services
2025

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

Purpose

This ESF describes how the County will support municipal efforts with delivering human services in a disaster or terrorism event and in conjunction with the Wisconsin Emergency Human Services Response Plan.

Scope

This function describes the services that will be made available to disaster survivors during and after an emergency, including shelters, reception centers, food, and emergency assistance. It also outlines procedures for coordination of governmental and non-governmental assistance to disaster survivors and addressing regional or catastrophic planning and response.

ESF #6 includes three primary functions: Mass Care, Housing, and Human Services

Mass care involves the coordination of non-medical mass care services to include sheltering of survivors, organizing feeding operations, providing first aid at shelters as needed, collecting and providing information about survivors to family members, and coordinating distribution of emergency supplies.

Housing involves the provision of assistance for short- and long-term housing needs of survivors during evacuation processes.

Human services include providing survivor-related recovery efforts such as counseling, identifying support for persons with access and functional needs, and expediting processing of new Federal benefits claims.

Authorities

The authority for response and recovery in a disaster is set forth in state and local laws and ordinances. The County's chief elected official or designee is the decision maker in response and recovery operations in support of municipalities.

The chief elected official or designee will stay in control of County resources during all phases of the disaster.

Local Authority

In the event of an escalating emergency outside city or village limits, the Sheriff of the affected County has the authority to recommend an evacuation of residents (s. 59). Within incorporated jurisdictional limits, the mayor or village president has statutory authority to order an evacuation (s. 66.325). In certain limited situations involving a small area, a fire chief has the authority to evacuate residents (s.213.095). For transportation processes, refer to ESF #1.

State Authority

During a state of emergency, the Governor can issue such orders as he or she deems necessary for the security of persons or property (s. 323.10).

Concept of Operations

Initial response activities focus on meeting urgent mass care needs of survivors (Attachment 1). Requests to open shelters or reception centers are received by Emergency Management and passed to The American Red Cross. The American Red Cross will coordinate with the Emergency Operations Center (EOC) and Health & Human Services for the shelter location by providing which locations they prefer opening based on the disaster location, available volunteers, and resources (Attachment 2). For smaller emergencies such as an apartment fire, The American Red Cross may open a shelter based on the needs of displaced individuals.

Recovery efforts are initiated concurrently with response activities. Close coordination is required among those State and Federal agencies tasked with response operations and recovery activities along with other nongovernmental organizations providing assistance.

Although transportation and evacuation routes are addressed in ESF #1, consideration must be given to the limited resources available for the evacuation and sheltering needs and to the potential duration of the event. The majority of sheltering sites and locations are for short-term incidents only. All efforts will be made to relocate in the area.

Primary and Supporting Agencies

Outagamie County

Primary Agencies

County Health and Human Services Department (HHS)
The American Red Cross (ARC)
Salvation Army

Supporting Agencies

County Emergency Management (EM)/Local EM
County Health and Human Services Department – Public Health Division (OCPH)
County Sheriff/Local Law Enforcement
County UW-Extension
Fox Valley Humane Association (FVHA)
Local Emergency Medical Services (EMS)
Local Fire Department

State of Wisconsin

Primary Agency

Department of Health Services (DHS)

Supporting Agencies

Wisconsin Emergency Management (WEM)
Department of Administration (DOA)
The American Red Cross (ARC)

Likely Support Includes

Support the local entities with:

- Assessing the needs of individuals
- Providing essential human services to those impacted by the disaster
- Managing critical incident stress

- Addressing access and functional needs groups

Federal

Primary Agency

The American Red Cross

Supporting Agencies

Department of Agriculture
Department of Defense
Department of Homeland Security
Department of Health & Human Services
Department of Housing & Urban Development
Department of Veterans Affairs
FEMA
General Services Administration
U.S. Postal Service

Likely Support Includes

- Emergency shelter
- Feeding for survivors and workers
- Emergency first aid
- Disaster welfare information system: survivor status information coordination and family reunification assistance
- Bulk distribution of emergency relief items

Responsibilities and Tasks

Primary Agency: County Health and Human Services Department

Mitigation and Preparedness Phase

- ☐ Assist in maintaining this Emergency Support Function (ESF)
- ☐ Attend emergency preparedness meetings with ARC and EM
- ☐ Assess and implement emergency human services relief programs in coordination with volunteer agencies
- ☐ Maintain contact lists of clients, functional needs facilities, and agency staff
- ☐ Assist EM in identifying transportation resources
- ☐ Coordinate regional planning with regional hospitals and HHS regional directors
- ☐ Participate in Voluntary Organizations Active in Disaster (VOAD) meetings
- ☐ Coordinate with Managed Care Organizations

Response Phase

- ☐ When notified, report to the designated Emergency Operations Center (EOC)
- ☐ Implement appropriate programs (i.e. – crisis counseling, post-incident stress debriefings, and critical incident stress management team protocol) which are made available through local, county, state or federal governments
- ☐ Coordinate with ARC for providing support at shelters
- ☐ Open the HHS Department Operations Center when needed
- ☐ Coordinate with EOC Public Information Officer (PIO) on a news release listing sheltering information and phone number for transportation assistance to the shelter
- ☐ Identify the need for, and provide crisis counseling to, disaster survivors and volunteers with assistance from VOAD
- ☐ HHS will provide a briefing to the EOC and field Incident Commander on possible mental health status/concerns of residents impacted by the disaster
- ☐ Refer to Attachment 1 for further details
- ☐ Coordinate with Managed Care Organizations

Recovery Phase

- ☐ Assist in the coordination of mental health services that are available to disaster survivors, bystanders, responders and their families, and other community caregivers (Attachment 1)
- ☐ Participate in long-term recovery committee with VOAD and EM regarding transitional and permanent housing and recovery (refer to ESF #14)
- ☐ Participate in the Multi-Agency Resource Center (MARC) if opened
- ☐ Coordinate with Managed Care Organizations
- ☐ Participate in the debriefing and After Action Report (AAR)

Responsibilities and Tasks

Primary Agency: The American Red Cross (ARC)

Mitigation and Preparedness Phase

- ☐ Assist in maintaining this Emergency Support Function (ESF)
- ☐ Attend Emergency Preparedness meetings with the County
- ☐ Participate in Voluntary Organizations Active in Disaster (VOAD) meetings
- ☐ Maintain list of shelters and share with Emergency Management and HHS(Attachment 3)
- ☐ Conduct a conference call twice a year to discuss conditions for opening a shelter with partner agencies

Response Phase

- ☐ Send a representative to the EOC
- ☐ Coordinate with the EOC and HHS for activation and location of a shelter/reception center (Attachment 3)
- ☐ Notify Fox Valley Humane Association of a shelter opening
- ☐ Notify Emergency Management of a shelter opening
- ☐ Provide individual family assistance (i.e. – vouchers for clothing, food, and other emergency needs) and/or referral assistance to local resources and partners to meet the basic needs of survivors as determined by The American Red Cross guidelines
- ☐ Provide emergency shelter(s) within 72 hours
- ☐ Request Public Health nursing services at the shelter as needed from appropriate Public Health agency (Note: Scope of Public Health Nursing services varies by jurisdiction)
- ☐ In coordination with HHS, provide crisis mental health/spiritual care and/or health services to disaster survivors, bystanders, responders and their families, and other community caregivers (crisis intervention, coping skills and appropriate referral services, not long-term mental health services)
- ☐ Provide canteen/feeding service to both survivors and emergency services workers
- ☐ Register survivors and families during shelter operations and make lists available to County Emergency Management upon request whenever possible and per ARC policy
- ☐ Provide distribution of emergency supplies to affected communities as

- needed (clean-up kits, etc.)
- ☐ Provide the American Red Cross “Client Consent to Share Information” form to those requesting assistance to allow coordination with HHS and VOAD
- ☐ Offer the Safe and Well program for those in the shelter and at home
- ☐ Refer to Attachment 1 for further details

Recovery Phase

- ☐ Participate in long term recovery committee with the VOAD (refer to ESF #14)
- ☐ Coordinate the opening of The American Red Cross Multi-Agency Resource Center (MARC) if needed
- ☐ Participate in the debriefing and After Action Report (AAR)

Responsibilities and Tasks

Primary Agency: Salvation Army

Mitigation and Preparedness Phase

- ☐ Assist in maintaining this Emergency Support Function (ESF)
- ☐ Participate in Voluntary Organizations Active in Disaster (VOAD) meetings

Response Phase

- ☐ Provide available resources based on the incident need:
 - ☐ Feeding at a fixed site (150/hydration)
 - ☐ Clean-up kits (mop, squeegee, bleach, gloves and cleaning supplies)
 - ☐ Emotional and spiritual care volunteers
 - ☐ Corps Officers for counseling services
 - ☐ Limited financial assistance to survivors
- ☐ Partner with grocery stores and Feeding America to provide food pantry needs

Recovery Phase

- ☐ Participate in long term recovery committee with VOAD and Emergency Management (refer to ESF #14)
- ☐ Participate in the MARC or Reception Center if opened
- ☐ Participate in the debriefing and After Action Report (AAR)

Responsibilities and Tasks

Supporting Agency: County Emergency Management/Local EM

Mitigation and Preparedness Phase

- ☐ Assist in maintaining this Emergency Support Function (ESF)
- ☐ Attend emergency preparedness meetings with partners
- ☐ Participate in Voluntary Organizations Active in Disaster (VOAD) meetings

Response Phase

- ☐ Work with the local emergency management coordinator to assess the damage and to determine its impact. Based on the assessment, determine the top priorities to meet those needs
- ☐ Request Community Emergency Response Team (CERT) assistance with needs at a mass care/shelter site.
- ☐ Coordinate with the local Incident or Unified Command to recommend evacuation or shelter-in-place
- ☐ Coordinate with The American Red Cross regarding the activation and location of the reception site and/or shelters
- ☐ Coordinate ESF #7 for the management of donations
- ☐ Assist local efforts to address pet issues as requested
- ☐ Ensure the PIOs collect and disseminate information concerning evacuation and sheltering to the public and emergency response personnel

Recovery Phase

- ☐ Assist with the opening of the MARCs if applicable (refer to ESF #14)
- ☐ Create the unmet/long term needs committee to include representatives from HHS, VOAD, and other agencies as applicable (refer to ESF #14)
- ☐ Participate in the debriefing and After Action Report (AAR)

Responsibilities and Tasks

Supporting Agency: County Health and Human Services Department – Public Health Division

Mitigation and Preparedness Phase

- ☐ Assist in maintaining this Emergency Support Function (ESF)
- ☐ Attend emergency preparedness meetings with ARC and Emergency Management
- ☐ Coordinate planning with regional public health partners
- ☐ Participate in VOAD meetings

Response Phase

- ☐ Respond to the EOC
- ☐ Coordinate with other HHS Divisions through the Department Operations Center
- ☐ Work with appropriate agencies to coordinate evacuations and sheltering for all affected people including those with access and functional needs groups
- ☐ Provide public health services or arrange for an alternative healthcare services provider(s) for survivors and emergency workers as appropriate
- ☐ Assist with the coordination of re-entry activities for people including those with access and functional needs
- ☐ Educate the public about appropriate pharmaceutical and non-pharmaceutical interventions by utilizing developed emergency messages

Recovery Phase

- ☐ Participate in long-term recovery committee with VOAD and Emergency Management for housing and recovery (refer to ESF #14)
- ☐ Participate in the MARC or Disaster Reception Center if opened
- ☐ Participate in the debriefing and AAR

Responsibilities and Tasks

Supporting Agency: County Sheriff/Local Law Enforcement

Mitigation and Preparedness Phase

None noted

Response Phase

- ☐ Establish perimeter control around evacuated area and institute a protocol for emergency response resources
- ☐ Initiate and monitor evacuation activities (i.e. – traffic control, establishing staging areas, public warning/route alerting – refer to ESF #1)
- ☐ Assist with warning of the public
- ☐ Coordinate and maintain traffic evacuation routes with consideration to responding emergency vehicles, disabled and abandoned vehicles, and traffic volume
- ☐ Provide security in highway rest areas, reception centers and shelters, if needed
- ☐ Assist and monitor re-entry activities including traffic control

Recovery Phase

- ☐ Participate in the debriefing and After Action Report (AAR)

Responsibilities and Tasks

Supporting Agency: County UW-Extension

Mitigation and Preparedness Phase

- ☐ Maintain contact lists for response
- ☐ Preparedness training for staff

Response Phase

- ☐ Coordinate with the Fox Valley Humane Association, veterinarians, DNR, and animal hospitals to arrange welfare and sheltering services for animals as needed for companion and farm animals and wildlife
- ☐ Work in coordination with ESF #11 for wildlife and farm animals

Recovery Phase

- ☐ Participate in the debriefing and After Action Report (AAR)

Responsibilities and Tasks

Supporting Agency: Fox Valley Humane Association (FVHA)

Mitigation and Preparedness Phase

- ☐ Maintain internal contact lists of personnel for response
- ☐ Maintain lists of boarding facilities and animal hospitals
- ☐ Maintain plans with the American Red Cross
- ☐ Participate in Voluntary Organizations Active in Disaster (VOAD) meetings

Response Phase

- ☐ Coordinate with the American Red Cross in providing shelter for pets
- ☐ Provide alternate locations or tents for pet shelters if the American Red Cross shelter is too far from the FVHA or if at full capacity
- ☐ Coordinate supplies for response with national retail partners
- ☐ Coordinate with UW-Extension, Valley Mounted Volunteers, veterinarians, DNR, and animal hospitals to arrange welfare and sheltering services for animals as needed for companion and farm animals and wildlife
- ☐ Refer to ESF #11 for wildlife and farm animals
- ☐ Provide onsite triage for companion animals
- ☐ Provide therapy dog teams as needed

Recovery Phase

- ☐ Participate in the debriefing and After Action Report (AAR)

Responsibilities and Tasks

Supporting Agency: Local Emergency Medical Services (EMS)

Mitigation and Preparedness Phase

None noted

Response Phase

- ☐ Based on the requests of the Incident/Unified Command, provide emergency medical services to those requiring extra assistance with evacuation
- ☐ If evacuating someone with access and functional needs, inform the Incident Commander, who will notify the EOC
- ☐ Refer to the Mutual Aid Box Alarm System (MABAS) Division 127 Life and Safety Card
- ☐ EMS assistance for transportation is to be requested through the Communications Center at 920-832-5000 for the following agencies:
 - ☐ Gold Cross Ambulance
 - ☐ Black Creek Rescue
 - ☐ Seymour Rescue
 - ☐ Shiocton-Bovina Rescue
 - ☐ Kaukauna Fire & Rescue
 - ☐ County Rescue
 - ☐ Clintonville Ambulance
 - ☐ Grand Chute Fire & Rescue

Recovery Phase

- ☐ Assist with re-entry activities of medical patients and people with access and functional needs
- ☐ Participate in the debriefing and After Action Report (AAR)

Responsibilities and Tasks

Supporting Agency: Local Fire Department

Mitigation and Preparedness Phase

None noted

Response Phase

- ☐ Provide advice on evacuation decision as a result of fires and/or hazardous materials or other situations as needed
- ☐ Assist with public warning/route alerting and establish staging areas
- ☐ Assist and monitor re-entry activities

Recovery Phase

- ☐ Participate in the debriefing and After Action Report (AAR)

Attachment 1 – Mass Care, Housing and Human Service Coordination

I. Mass Care

The ESF #6 Mass Care function includes overall coordination, sheltering, feeding and other activities to support emergency needs of survivors as described below. Please see ESF #14 for financial and donations management services.

Bulk Distribution: The American Red Cross and Salvation Army

Distribution of emergency supplies includes distribution of emergency relief items to meet urgent needs through sites established in affected area(s). These sites are used to distribute food, water, or other commodities such as clean-up supplies, in coordination with local, tribal, State, and Federal governmental entities and voluntary agencies, and other private-sector organizations.

Coordination: The American Red Cross, County Health and Human Services and Emergency Management

This includes coordination of Federal assistance in support of non-medical mass care services, and gathering information related to sheltering and feeding operations in the impacted area. Consideration is given to both resident and non-resident survivors.

Feeding: The American Red Cross and Salvation Army

Feeding is provided to survivors through a combination of fixed sites, mobile feeding units, and bulk distribution of food by both organizations. Feeding operations are based on sound nutritional standards to include meeting requirements of survivors with special dietary needs, to the extent possible. Salvation Army also operates a food pantry.

Basic First Aid: The American Red Cross and EMS

The American Red Cross can provide limited basic first aid. If the American Red Cross can't provide this service, then EMS may provide this service.

II. Shelter: Health and Human Services and The American Red Cross

Emergency shelters are pre-identified shelter sites in existing structures, creation of temporary facilities or the temporary construction of shelters, and use of similar facilities outside the incident area, should evacuation be necessary for large or small-scale disasters. The American Red Cross will continue to provide accommodation until each person has a new place to stay.

When the population of a congregate ARC shelter has clients with special medical needs requiring more than the level of care offered by ARC Health Services, ARC will collaborate with local public health and the Fox Valley Area Healthcare Emergency Readiness Coalition (HERC) to assist with support options in an appropriate facility. Facilities which provide care to access and functional needs individuals are required to have a plan to evacuate and shelter their residents.

All individuals needing shelter can and will be assisted in the ARC shelter. The ARC will make every possible and reasonable modification necessary to make an individual's stay in a shelter more comfortable. Referrals will be made to other facilities if an individual needs continuous medical supervision, has acute, life-sustaining medical needs or is a danger to themselves or others.

Individuals possibly exposed to hazardous materials, flood waters or public health emergency must be screened to verify the shelter will not be contaminated. The local fire department or Public Health depending on the situation will assist on any decontamination or other provisions of sheltering needed for those individuals.

During unique emergencies such as flooding or winter storms, the local jurisdiction may open up a reception shelter at a fire department or town hall for a temporary safe location for residents or travelers.

III. Housing: Health and Human Services

Please note that housing does not include activities with shelter. The ESF #6 housing function addresses needs of survivors in the affected areas and is accomplished through the implementation of programs and services designed to:

- ☐ Provide assistance for the transitional and permanent housing needs of survivors
- ☐ Identify the various factors that could impact the incident-related housing needs and help develop a plan of action to provide housing assistance in the most effective, expedited and efficient manner available at the time

- ☐ Identify solutions for short- and long-term housing for survivors as appropriate, including seeking areas where discounted rentals are available. Housing assistance provided to survivors may include rental assistance, temporary housing, loans for the repair and/or replacement of primary residences, etc.
- ☐ Utilize the Long-Term Recovery Committee to provide assistance

IV. Human Services: Health and Human Services and Managed Care Organizations (MCO)

The ESF #6 human services component implements programs and provides services to assist survivors. This includes:

- ☐ Coordinating and assessing the situation and implementing an appropriate plan based on the resources available to assist all survivors
- ☐ Supporting various services impacting individuals and households, including a coordinated system to address survivors' incident related recovery efforts through crisis counseling and other supportive services
- ☐ Coordinating and identifying individuals with access and functional needs within the impacted area, to include the elderly, people with disabilities and people communicating in languages other than English (including sign language)
- ☐ Supporting immediate, short-term assistance for individuals, households, and groups dealing with the anxieties, stress and trauma associated with a disaster, act of terrorism, and/or incident of mass criminal violence
- ☐ Supporting expedited processing of new Federal benefits claims (i.e.: Social Security, Veterans benefits, disaster unemployment assistance and Federal tax refunds).
- ☐ If a MARC is activated, coordinate with agencies at this location to provide services to disaster survivors
- ☐ Utilized the emergency commodities and other resources through VOAD to provide for disaster survivor needs.
- ☐ Local governments, which have municipal water, are responsible for providing the delivery of water during outages. The county will provide resources or contacts for water to local governments as available.

V. Mental Health Coordination and Resources

General Overview

During and after a disaster, the events impact both responders and the survivors in different ways. Mental health issues can become emergent or intensify as well.

It is important that all agencies involved seek a release of information, if possible, to the mental health workers who are able to provide referral services and coordinate with other agencies. Mental health workers assisting with the disaster will participate in briefings at the start and end of every shift.

The following are services available in Outagamie County for these instances:

Resources for the Public

County HHS/Mental Health

When in the field, if responders, volunteers or other interact with individuals who seem to have mental health needs, the following can be done to receive assistance:

- ☐ Contact the Crisis Hotline: 920-832-4646
- ☐ After intake at a shelter, be referred to Mental Health
- ☐ Mental Health staff walk through the impacted neighborhood/area talking to residents

The Salvation Army – Chaplain Services

Chaplain services/spiritual care may be requested through the Salvation Army of Fox Cities.

The American Red Cross – Mental Health Services/Health Services/Spiritual Care

These services may be requested through the American Red Cross.

Victim Crisis Response

These services may be requested through the authority having jurisdiction.

Resources for Public Safety

Fox Valley Critical Incident Stress Management Team (CISMT)

Requested by calling the central phone number to request a debriefing:
Gold Cross Ambulance 920-727-3030.

Services provided by the FV CISMT:

- Scene support (demobilization)
- Defusing
- Debriefing
- Presentation/education

Peer Coordinators available for:

- EMS & First Responders
- Firefighters
- Dispatchers
- Volunteers
- Public Health
- Hospital
- Law Enforcement
- Emergency Management
- Fox Valley Humane Association

Attachment 2 – Shelter Resources

Outagamie County Emergency Management

- 80 cots available at Appleton International Airport (ATW) (W6390 Challenger Dr.) with blankets and hygiene kits
- Shelter trailer at Sheriffs Office (3030 Goodland Dr.) with 31 cots which includes:
 - 3 bariatric cots with IV poles
 - 8 high height cots
 - 5 access and functional needs
- Approximately 40 cots at EM Office (320 S. Walnut St.)
- Approximately 20 cots at Seymour City Hall (328 Main St.)

The American Red Cross

- Bariatric cots with 700-750lbs
- 20 shelter trailers with 50 person capacity each
 - Supplies include standard cots, blankets, two medical cots, walker & wheelchair

Attachment 3 – The American Red Cross Shelters

(This portion is left blank due to confidential information)

Brown County

Calumet County

Outagamie County

Shawano County

Waupaca County

Winnebago County