

EMERGENCY SUPPORT FUNCTION (ESF) #6 ANNEX – MASS CARE

State of Indiana

Emergency Operations Plan (EOP)

ESF Annex

March 2025



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PLANNING AGENCIES

Within each Emergency Support Function (ESF) annex, an agency or organization has been given the designation of primary, supporting, non-governmental or local agency based on their authorities, resources and capabilities. The primary agency identifies the appropriate support agencies that fall under this annex. The primary agency collaborates with each entity to determine whether they have the necessary resources, information and capabilities to perform the required tasks and activities within each phase of emergency management. This includes activations in the State Emergency Operations Center (SEOC) and impacted areas. Though an agency may be listed as a primary agency, they do not control or manage those agencies identified as supporting agencies. The agencies listed below are members of the Whole Community Planning Team for this annex.

PRIMARY AGENCY

Indiana Region of the American Red Cross (ARC)

SUPPORTING STATE AGENCIES

Indiana Department of Homeland Security (IDHS)	Indiana State Board of Animal Health (BOAH)
Indiana Department of Health (IDOH)	Indiana State Police (ISP)
Indiana Department of Transportation (INDOT)	Indiana National Guard (INNG)
Family and Social Services Administration (FSSA)	Indiana Housing and Community Development Authority (IHCDA)
Indiana Department of Environmental Management (IDEM)	Indiana Economic Development Corporation (IEDC)
Indiana Department of Education (DOE)	Indiana Utility Regulatory Commission (IURC)
Indiana Department of Insurance (IDOI)	Indiana Department of Administration (IDOA)

NON-GOVERNMENTAL ORGANIZATIONS

Salvation Army	Indiana Voluntary Organizations Active in Disaster (IN-VOAD)
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LOCAL ORGANIZATIONS

County Emergency Management Agencies	Local Elected Officials
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PURPOSE, SCOPE, SITUATION AND ASSUMPTIONS

PURPOSE

The purpose of Emergency Support Function #6 (ESF-6) – Mass Care is to provide the resources and personnel to meet the overall humanitarian-related needs of the state before, during and after emergency or disaster events. Such events may significantly burden communications, infrastructure systems and capabilities of state and local jurisdictions. ESF-6 will coordinate with public, private and non-governmental organizations to provide mass care and emergency assistance. ESF-6 is critical for sheltering, feeding, distributing emergency supplies, reunification support, mass evacuee support, household pets, service animals and assistance animals sheltering and accessibility and inclusive resources for individuals impacted by an incident.

SCOPE

Indiana and the State Emergency Operations Center (SEOC) recognize fifteen (15) Emergency Support Functions (ESF). This annex focuses on ESF-6, Mass Care. The ESF-6 annex is intended to be utilized in conjunction with the State Emergency Operations Plan (EOP).

ESF-6 acts to meet the mass care needs of local, state, tribal and federal government agencies; non-governmental organizations; private sector partners; and individuals.

For the purposes of this annex, mass care includes:

- **Sheltering** – This includes the designation of previously identified or unidentified shelter sites, the temporary construction of shelter facilities (e.g. tents or constructions) and non-congregate shelters (e.g., hotels, dormitories, campgrounds/cabins).
- **Feeding Operations** – This includes feeding workers and shelter clients through fixed facilities at or near shelters and purchasing food from vendors, mobile feeding units and/or bulk food distributions. Sound nutritional guidelines will be incorporated and special dietary needs honored as possible.
- **Emergency First Aid** – First aid provided for basic care and is supplemental to any serious medical (both physical and mental health) requirements.
- **“Safe and Well” Information** – “Safe and Well” is an American Red Cross (ARC) website designed to provide information regarding individuals residing within the affected area to immediate family members outside the area. This information also aids with reuniting family members within the area who were separated at the time of the event.
- **Animals** – Society benefits from improved health care of both pets and livestock. It is important to protect animals affected by floods, earthquakes and other disasters by providing food, medical care, water and other emergency assistance to animals in need.

SITUATION

ESF-6 may be needed in any of the five (5) phases of emergency management (prevention, protection, mitigation, response and recovery). In the event IDHS determines the need for ESF-6 regarding any of the five (5) phases of emergency management, the Indiana Region of the American Red Cross (ARC) will act as the primary agency. ESF-6 will be responsible for implementing internal standard operating

procedures (SOPs) and/or standard operating guides (SOGs) and protocols to ensure adequate staffing and administrative support for field operations, as appropriate and supporting efforts in the SEOC. ESF-6 personnel will coordinate the activation and deployment of mass care assets to fulfill specific mission assignments that support essential activities in prevention, protection, mitigation, response and recovery efforts.

Mission Areas and Core Capabilities

The National Preparedness Goal (NPG) identifies 32 core capabilities that are essential for the execution of the five (5) mission areas of prevention, protection, mitigation, response and recovery. ESF-6 supports the overarching core capabilities of Planning, Operational Coordination and Public Information and Warning, which apply to all mission areas. ESF-6 also supports the core capabilities of Mass Care Services, Logistics and Supply Chain Management, Public Health, Healthcare and Emergency Medical Services, Critical Transportation and Fatality Management Services. Table 1 describes the core capability actions that ESF-6 most directly supports.

Table 1. ESF-6 CORE CAPABILITY ACTIONS

CORE CAPABILITY	ESF #6 – MASS CARE
PLANNING	Conduct a systematic process engaging the whole community, as appropriate, in developing executable strategic, operational and/or community-based approaches to meet defined objectives.
OPERATIONAL COORDINATION	Establish and maintain a unified and coordinated operational structure and process that appropriately integrates all critical stakeholders and supports the execution of core capabilities.
PUBLIC INFORMATION AND WARNING	Deliver coordinated, prompt, reliable and actionable information to the whole community using clear, consistent, accessible and culturally and linguistically appropriate methods to effectively relay information regarding any threat or hazard and, as appropriate, the actions being taken and the assistance being made available.

MASS CARE SERVICES	<ul style="list-style-type: none">• Coordinate mass care messaging with jurisdiction officials.• Support state, local and tribal governments and NGOs in coordinating and providing mass care, emergency assistance, temporary housing and human services resources, programs and services.• Provide life-sustaining services to the affected population, including hydration, feeding and sheltering, as well as support for reunifying families.• Support establishing, managing and operating congregate and non-congregate care facilities.• Coordinate with state, local and tribal governments and NGOs to facilitate the return of evacuees to their pre-disaster or alternate locations.• Develop an initial temporary housing strategy to transition survivors from congregate to non-congregate care alternatives and provides relocation assistance or interim housing solutions for households unable to return to their pre-disaster residence.• Anticipate and identify current and future ESF-6 requirements in coordination with local, state, tribal and federal governments, NGOs and private sector partners.• Acquire, transport and deliver ESF-6 resources and services to meet the needs of disaster survivors, including children and individuals with disabilities and access and functional needs.• Provide general care for separated/unaccompanied minors until they are placed in the care of appropriate authorities.• Support non-traditional congregate care facilities. <p>Mass Care</p> <ul style="list-style-type: none">• Sheltering: Provide life-sustaining services in congregate and non-congregate facilities that provide a safe, sanitary and secure environment for individuals and households displaced by disasters. Also includes supporting survivors sheltering in place and in ESF-8 medical shelters.• Feeding: Provide feeding services at fixed sites and distribution sites and through mobile feeding units. Feeding services may include hot or shelf-stable meals, infant formula, baby food, snacks, beverages and food packages, as well as diverse dietary and culturally appropriate meals (e.g., low sodium, low fat, vegetarian/vegan, halal, kosher). ESF-6 works in concert with ESF-11 and local, state and tribal governments, NGOs and the private sector to acquire, prepare, cook and/or distribute food and food supplies.• Distributing Emergency Supplies: Acquire and deliver life sustaining resources, hygiene items and cleanup items to meet the urgent needs of disaster survivors. Additional support includes transportation, warehousing, equipment, technical assistance and other mission critical services.
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<p>MASS CARE SERVICES</p>	<ul style="list-style-type: none">• Reunification Services: Provide facilitated assistance for children separated from their parent(s)/legal guardian(s), as well as adults from their families, due to disaster. Support reunification efforts at the state, local and tribal levels with technical assistance. <p>Emergency Assistance</p> <ul style="list-style-type: none">• Coordinate resources and emergency assistance in support of state, local and tribal governments as well as NGOs and the private sector.• Voluntary Agency Coordination: Facilitate coordination with NGOs, places of worship and the private sector to ensure that capabilities, resources and services are integrated into state, local and tribal response.• Volunteer and Donation Management: Coordinate unaffiliated volunteers, unaffiliated organizations and unsolicited donated goods to support all ESFs.• Essential Community Relief Services: Coordinate and deliver debris removal from disaster survivor residences; sandbagging; mud-out; tear-out; chainsaw work; warehouse management; transportation and distribution coordination; childcare services; emotional and spiritual care and counseling; financial assistance; financial counseling; disaster-related case work and case management; and other essential services.• Mass Evacuee Support: Support affected and host jurisdiction mass evacuation activities, including providing mass care services and tracking the movement of evacuees, their household pets, service animals and medical equipment. Deploys resources to support affected and host jurisdiction evacuation operations, including mass evacuation tracking system kits and staff to provide technical assistance. In coordination with ESF-8, provide mass care services to medical patient evacuees. (Note: Evacuees who have chronic medical conditions may be evacuated with the general population.)• Support for Access and Functional Needs: Coordinate and provide equipment, supplies and services required to assist children and adults with disabilities and others with access and functional needs to maintain their independence.• Household Pets and Service Animals: Coordinate and provide rescue, transportation, shelter, reunification, care and essential needs of household pets and service animals during response operations to ensure their safety and well-being. Service animals are not pets and may not be separated from the individual with disability or other access and functional needs; service animals should be permitted anywhere the public goes. IN-VOAD/COADs may assist with this as well.• Nonconventional/Transitional Sheltering: Provide resources and technical assistance in support of local, state, tribal, affected and host territory and insular area governments, as well as NGOs when traditional sheltering is not available or feasible or when the impact
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MASS CARE SERVICES	<p>of the disaster is of such magnitude that extended shelter operations are required.</p> <p>Temporary Housing</p> <ul style="list-style-type: none">• Temporary housing services are coordinated with NGOs and other recovery partners such as the Indiana Housing and Community Development Authority (IHCDA). <p>Human Services</p> <ul style="list-style-type: none">• Help address the non-housing needs of individuals and families in collaboration with recovery stakeholders.• Crisis Counseling: Provide crisis counseling, mental health services and other similar immediate, short-term psychological assistance to disaster survivors.• Disaster Case Management: Assist eligible survivors with developing and carrying out a disaster recovery plan. Disaster case management streamlines assistance, prevents duplication of benefits and provides an efficient referral system.• Legal Services: Provide low-income survivors with free legal advice.• Unmet Needs: Help disaster survivors with medical, dental, funeral, personal property, transportation, moving/storage and other expenses.• Supplemental Nutrition Assistance Program (SNAP): Provide eligible households with supplemental nutrition assistance through established programs when income is lost due to a declared disaster.
LOGISTICS AND SUPPLY CHAIN MANAGEMENT	<ul style="list-style-type: none">• Assess the need for and coordinate providing life-sustaining ESF-6 services, resources and supplies from government agencies, NGOs and the private sector.• Gather, assess, prioritize, coordinate and communicate resource requirements and other relevant information.• Provide subject matter expertise to identify resource requirements to meet the life-sustaining needs of disaster survivors and their household pets and service animals.• Communicate plans, requirements and strategies to core capability providers.• Acquire and manage resources, supplies and services from core capability providers via contracts, mission assignments, interagency agreements and donations.

PUBLIC HEALTH, HEALTHCARE AND EMERGENCY MEDICAL SERVICES	<ul style="list-style-type: none"> • Identify and communicate requirements for lifesaving and life-sustaining needs of disaster survivors and household pets and service animals. • Coordinate with core capability service providers to ensure that ESF-6 service delivery locations are appropriately provisioned and operated in a safe, sanitary, secure and timely manner. • Gather, assess, prioritize, coordinate and communicate public health, medical and mental health requirements of survivors and their household pets and service animals in congregate care facilities to core capability providers. • Gather, assess, prioritize and communicate relevant public health and medical needs information to survivors in facilities where mass care services are provided.
CRITICAL TRANSPORTATION	<ul style="list-style-type: none"> • Support the collection, analysis, dissemination and reporting of transportation infrastructure damage from ESF-6 service delivery sites. • Identify and request transportation resources for the delivery of life-sustaining supplies and services to the affected area(s). • Identify and provide critical transportation for survivors with disabilities and others with access and functional needs. • Support mobilization and implementation of mechanisms to track the movement of evacuees, resources, household pets, individuals with disabilities or other access and functional needs with their service animals, medical equipment and luggage. • Provide mass care support to survivors at embarkation, debarkation and reception centers; evacuation transportation hubs; and post-decontamination areas to make sure that basic needs are met, including hydration, feeding, tracking, medical needs and information. • Provide resources, subject matter expertise and coordination with other ESF-6 partners to support mass evacuation activities and ensure the safe evacuation of household pets and service animals. (Note: Evacuees who have chronic medical conditions may be evacuated with the general population.) • Provide resources for the care of survivors evacuating from the affected area.
FATALITY MANAGEMENT SERVICES	<ul style="list-style-type: none"> • Provide mechanisms to support notification/transportation of family members to make appropriate arrangements for deceased relatives. • Provide support and funding for crisis counseling services to the bereaved, as well as for local, state, tribal, territorial and insular area crisis counseling programs. • Provide transportation and mass care services for survivors reuniting with deceased family members. • Communicate plans, requirements and strategies to core capability service providers. • Acquire and manage resources, supplies and services from core capability service providers via contracts, mission assignments, interagency agreements and donations.

PLANNING ASSUMPTIONS

- Food, water, housing, utilities and transportation could be severely impacted.
- Damage to roads and utilities may affect establishing shelters.
- Coordination through Emergency Support Function #1 (ESF-1) will be imperative in finding safe routes to begin opening shelters and delivering supplies.
- There may not be enough pre-determined shelters to accommodate the number of expected survivors from a catastrophic incident. Responders will have to move unsheltered survivors to shelters with vacancies.
- Individuals with access and functional needs may require special assistance with evacuation, sheltering and individualized care.
- The special needs of children must be considered. In a no-notice evacuation, children could be located in large numbers away from their parents, such as in schools, childcare facilities or other locations. Reunification of children separated from their parents will be an issue during evacuation and planning must be given to accomplishing this.
- The displaced population may seek care for its animals. Facilities in the affected areas that can provide shelter, water and food for pets and livestock will be overwhelmed. Some people may refuse rescue or evacuation without the capability to care for their animals.
- There will be requirements for transporting, sheltering and caring for animals, including, but not limited to:
 - Service Animals: The ADA defines service animals as dogs or miniature horses that are individually trained to do work or perform tasks for people with disabilities.
 - Household Pets: Tracking, embarkation, transportation, care, feeding and sheltering household pets can significantly impact the ability to safely shelter the general population. Resources will need to be identified by local agencies to assist with sheltering household pets.
- The ability to sign up clients and maintain current sheltering information relies heavily on the ability to connect to the internet.
- Indiana Building Emergency Assessment and Monitoring Team (I-BEAM) may inspect shelters for structural integrity after a catastrophic incident.
- The affected residents may try to shelter in place, but they will probably evacuate later. People will choose to shelter in both affected and unaffected areas.
- Local churches, schools and other common gathering places (if unaffected) may also serve as locations where those needing food, water or shelter will go for assistance. Churches, especially, provide these services during times of disaster.
- IDHS may coordinate donations using the state's donations management plan.
- The American Red Cross (ARC) may ensure as many people as possible will be moved from shelters to temporary housing within 30 to 45 days or as soon as possible.
- Background checks and basic credentialing for event-based volunteers to be used in positions other than client services will be handled at the lowest level of government or through trusted NGO partner processes.
- Many of the local volunteers and agency staff will be protecting their families rather than working.

CONCEPT OF OPERATIONS

GENERAL CONCEPT

The role of the state during emergency response is to supplement local efforts before, during and after a disaster or emergency. Emergency Support Function #6 (ESF-6) shall coordinate the use of available mass care resources and equipment in areas impacted by emergencies or disasters, to manage and support the immediate and long-term needs of the state and local jurisdictions.

ESF-6 shall ensure and promote a common operating picture (COP) through communicating with ESFs, the State Emergency Operations Center (SEOC) Operations Section and private sector partners, as applicable.

SEOC ACTIVATION

During SEOC activation, ESFs may be activated depending on the incident and activation level. During a disaster response, each ESF representative in the SEOC will remain under the administrative control of their agency head; however, they will function under the supervision of the SEOC Manager.

Notification of activation will be made via phone, email and/or text message.

The SEOC is always activated at a Level IV for daily operations; however, the activation level will be elevated for planned events, incidents, disasters or other response operations as needed. Activation level details are outlined in the State Emergency Operations Plan.

DEMOBILIZATION OF THE SEOC

Emergency Support Functions will be demobilized from emergency response as objectives are accomplished and the need for their participation diminishes. During demobilization, it is the responsibility of the ESF primary agency to ensure all paperwork, such as equipment time records, personnel time records, accident reports and mechanical inspections have been completed, are accurate and are submitted to the appropriate SEOC personnel.

ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

ORGANIZATION

Emergency Support Function #6 (ESF-6) – Mass Care works under the Human Services Group in the Operations Section of the State Emergency Operations Center (SEOC). This position is staffed by the Indiana Region of the American Red Cross (ARC).

In the event of a mass care incident, local, state, federal agencies and private sector organizations will coordinate sheltering, feeding, distributing of emergency supplies, reunification support, mass evacuee support, household pets, service animals and assistance animals sheltering and accessibility and inclusive resources.

Each primary and supporting agency shall maintain internal standard operating procedures (SOPs) and/or standard operating guides (SOGs) or other documents that detail the logistical and administrative priorities deemed necessary to assist in overall state prevention, protection, mitigation, response and recovery operations.

Specific roles and responsibilities of primary and supporting agencies during an incident or event are described below. Tasks include but are not limited to:

ASSIGNMENT OF RESPONSIBILITIES

Primary Agency Responsibilities

- Designate and train personnel to serve as the ESF-6 representative in the SEOC.
- Coordinate mass care resources to assist in critical functions and tasks before, during and after emergency events and disaster situations.
- Work with other state and local agencies to determine the impact of the incident and resource gaps that may exist.
- Provide training for essential personnel who may be called upon to work in potentially impacted areas.
- Coordinate and implement emergency-related response and recovery functions, as required, under statutory authority.

Supporting Agency Responsibilities

- Identify new mass care equipment, technologies or capabilities required to prepare for or respond to new or emerging threats and hazards.
- Provide information or intelligence regarding trends and challenges to mass care capabilities within the state of Indiana.

SEOC ESF-6 Responsibilities

Please see the primary agency responsibilities above and additional responsibilities below:

- Coordinate and task mass care resources to assist in critical functions and tasks before, during and after emergency events and disaster situations.
- Collaborate with other state or local departments and organizations to assess evacuee and victim needs in impacted areas and determine the impact of the incidents and resource gaps that may exist.
- Collect information on mass care capabilities that include emergency assistance, housing and human services activities.
- Provide situation reports through WebEOC as identified in the incident battle rhythm.
- Participate in briefings, as needed.
- Follow the ESF-6 SEOC Just-in-Time Training checklist when arriving at the SEOC.
- Manage the financial aspects of ESF-6.

EMERGENCY SUPPORT FUNCTION GENERAL TASKS

The following tables are comprised of essential tasks that may need to be completed by Emergency Support Function #6 (ESF-6) in all phases of emergency management. These tasks have been created as a guide to follow for the primary and support agencies of ESF-6. They have been developed as a tool to address potential challenges and unique risks that may be faced during times of emergency and disaster in Indiana. It will be the responsibility of ESF-6 to ensure the tasks outlined here are accurate and reflect their overall ability to manage, support and deploy resources.

Table 2. ESF-6 PREVENTION TASKS

ESF-6 PREVENTION TASKS	
TASK #	TASK SUMMARY
1	Initiate a time-sensitive, flexible planning process that builds on existing plans and incorporates real-time ESF-6 intelligence.
2	Establish and maintain a unified and coordinated operational structure and process that appropriately integrates all critical stakeholders and supports the execution of core capabilities.
3	Anticipate and identify emerging and/or imminent ESF-6 threats through observation and situational awareness.
4	Make appropriate assumptions to inform decision makers in the prevention of imminent attacks on ESF-6 in the homeland.
5	Continue to monitor changing trends in activity and aggressive behavior at the local, state and national level and adjust prevention tasking as it applies to ESF-6.
6	Establish and maintain partnership structures among protection elements to support networking, planning and coordination.
7	Present courses of action to decision makers to locate, interdict, deter, disrupt or prevent imminent attacks on the homeland and imminent follow-up attacks.
8	Share relevant, timely and actionable information and analysis with local authorities through a pre-established reporting system.
9	Identify possible ESF-6 terrorism targets and vulnerabilities. Ensure the security of equipment, facilities and personnel through assessments of capabilities and vulnerabilities.
10	Implement, exercise and maintain plans to ensure continuity of operations.

Table 3. ESF-6 PROTECTION TASKS

ESF-6 PROTECTION TASKS	
TASK #	TASK SUMMARY
1	Develop, validate and maintain SOPs for both routine and emergency operations. Operational concerns include, but are not limited to: <ul style="list-style-type: none"> • Identify and assess resources and critical infrastructure. • Alert, notify and activate personnel for work in the field or SEOC. • Emergency mass care and reporting procedures.
2	Develop and conduct training and education programs for ESF-6 personnel. Key program considerations include but are not limited to: <ul style="list-style-type: none"> • Assessing structures, equipment, supplies and resources. • Working in the field during emergency operations. • Working in an SEOC during emergency activations. • WebEOC or other specialized computer applications. • Emergency mass care and reporting procedures. • National Incident Management System / Incident Command • Continuity of Operations • Mapping and GIS computer applications. • Emergency transportation and evacuation planning.
3	Developing and maintaining a roster of essential primary and support agency contacts for ESF-6 to be used in the event of emergency operations. Ensure critical information is listed.
4	Develop and maintain a database or system to collect information on essential personnel, resources and equipment.
5	Develop and maintain a list of tasks and responsibilities for feeding and sheltering evacuees and victims, including sheltering locations.
6	Develop lists of resource needs and work to eliminate these shortfalls by securing funding, identifying partnerships or through other activities.
7	Coordinate mutual aid agreements, letters of understanding or contracts that may offer rapid deployment of personnel, resources or services as they relate to short and long-term emergency mass care.
8	Train ESF-6 personnel on short and long-term emergency mass care operations and certify equipment if appropriate.
9	Train ESF-6 personnel on routine and emergency safety standards for both field operations and SEOC activations.
10	Exercise alternate communication structures, equipment and assets for continuity of operations and essential communications in the state.
11	Train ESF-6 in the appropriate policies and administrative rules that relate directly to mass care provisions during emergencies and disasters.

Table 4. ESF-6 MITIGATION TASKS

ESF-6 MITIGATION TASKS	
TASK #	TASK SUMMARY
1	Identify areas that have been or are currently prone to significant hazards and determine the impact on emergency mass care facilities.
2	Catalog emergency mass care resources within the state of Indiana and potential shortfalls or gaps that may exist, including the mass care board and resource catalog in WebEOC.
3	Identify new partnerships or funding sources to reduce or eliminate resource shortfalls or gaps for emergency mass care provisions.
4	Establish partnerships with other federal, state, local and municipal entities that share mass care responsibilities.
5	Identify gaps in and coordinate mutual aid agreements, letters of understanding or contracts with departments, organizations or private entities that may offer rapid deployment of personnel and/or resources as they relate to short and long-term emergency mass care needs.
6	Identify, establish and maintain technical standards and specifications for essential pieces of equipment related to short and long-term emergency mass care.
7	Identify, establish and maintain routine and emergency safety standards for all personnel that comply with federal and state requirements and policies.
8	Identify, establish and maintain alternate communication facilities, equipment and assets for continuity of operations and essential mass care provisions statewide.
9	Assist in developing legislation, policies and administrative rules that relate directly to mass care during emergencies or disasters, this ESF and its ability to provide emergency assistance or equipment.
10	Develop and implement activities relating to mass care services during emergencies or disasters to mitigate identified threats.
11	Identify training gaps and needs relating to mass care services during emergencies or disasters.
12	Work with ESF-15 (External Affairs) to develop and maintain public outreach programs focused on evacuations and public mass care facilities to help eliminate or reduce risks during an emergency or disaster.

Table 5. ESF-6 RESPONSE TASKS

ESF-6 RESPONSE TASKS	
TASK #	TASK SUMMARY
1	<p>Activate SOPs or guidelines for emergency operations that consider:</p> <ul style="list-style-type: none"> • The assessment, staging, usage and status of personnel, structures, buildings, equipment, supplies and other resources. • Assessing critical infrastructure, which includes structures, buildings, equipment, supplies and other resources. • The alert, notification and activation of personnel for work in the field or within the SEOC. • Activate call-down list. • Emergency communication and reporting procedures.
2	<p>Activate ESF-6 personnel for such mission essential tasks as:</p> <ul style="list-style-type: none"> • Identify population displaced and location of affected persons. • Assisting with dispatch technicians to an identified need, including the need for equipment, supplies, food, water and/or personal items. • Coordinate with ESF-1 (Transportation) and ESF-15 (External Affairs) to identify preferred vehicle routes to aid responders and evacuees/victims. • Coordinate shelter, feeding and other activities to support the emergency needs of those affected. • Responding to the field for emergency operations. • Working in an SEOC during emergency conditions. • Coordinating with ESF-13 (Public Safety) in providing security for the evacuee/victim shelters. • Supporting local, district or statewide Incident Command Structures. • Activating continuity of operations plans. • Developing and distributing maps and other pertinent geographic information.
3	Establish, maintain and monitor communication link between ESF-6 and personnel at remote sites and implement alternate communications if primary systems are down.
4	<p>Assist in identifying damages to critical infrastructure which includes buildings, structures, equipment, supplies and resources within the state that may adversely impact evacuations and victim care. Information to be collected may include:</p> <ul style="list-style-type: none"> • Identify and describe alternate shelters and service centers. • Power outages of critical infrastructure. • Coordinate with SEOC logistics for generator needs. • Status of alternative communication systems. • Estimated times of restoration and/or deployment.
5	Work with ESF-1 (Transportation) and ESF-12 (Energy), as needed, to coordinate restoring critical infrastructure for improved response to an emergency or disaster.
6	Provide victim related recovery efforts such as counseling, identifying support for people with special needs and assisting with processing benefit claims.

7	Coordinate with ESF-15 (External Affairs) to release public service messages regarding disaster welfare inquiries, relevant information on evacuations and victim assistance and phone numbers for public information hotline/helpline.
8	Coordinate with local agencies or ESF-10 (Oil and Hazardous Materials) to set up a portable decontamination system at evacuee/victim shelters, if necessary.
9	Coordinate with ESF-8 (Health) to ensure the proper medical care and treatment of shelter populations and special needs populations, as needed.
10	Coordinate the proper placement and care of companion animals belonging to shelter populations with ESF-11 (Agriculture).
11	Work with ESF counterparts at the local, state, regional and national levels, as well as NGOs and private businesses as needed.
12	Post situation reports and critical information in WebEOC during activations.

Table 6. ESF-6 RECOVERY TASKS

ESF-6 RECOVERY TASKS	
TASK #	TASK SUMMARY
1	<p>Work with state and local entities to:</p> <ul style="list-style-type: none"> • Provide short-term and temporary housing and relocation, as appropriate. • Provide crisis counseling. • Monitor deployed mass care resources/equipment. • Coordinate bulk distribution to mobile or fixed locations, including items such as comfort kits, clean-up kits, water, ice, shovels, insect repellent or other items, as needed.
2	Work to aggressively eliminate shortfalls or resource gaps that were identified in response to an emergency or disaster.
3	Establish partnerships and identify funding sources to address resource shortfalls or gaps for emergency/disaster issues and concerns.
4	Maintain open and ongoing communication with entities that were impacted by the emergency or disaster and assist in their overall efforts for recovery operations.
5	Assess mutual aid agreements, letters of understanding or contracts with departments, organizations or private entities that may have been utilized during the response and determine if those agreements need to be updated or revised.
6	Assess the current technical standards and specifications for essential pieces of equipment related to short and long-term emergency mass care needs based upon the lessons learned from the most recent emergency/disaster response.
7	Assess the current level of training on emergency safety standards for mass care personnel to determine the appropriate application and compliance with requirements/policies from individual agencies, federal governments and state governments.

COMMUNITY LIFELINES



Indiana has adopted the Federal Emergency Management Agency's (FEMA) eight (8) community lifelines into prevention, protection, mitigation, response and recovery activities. Lifelines are services that enable the continuous operation of critical government and business functions and are essential to human health and safety or economic security. The Food, Hydration and Shelter community lifeline corresponds with this Emergency Support Function (ESF) Annex:

Table 7. FOOD, HYDRATION, SHELTER LIFELINE DEFINITION, COMPONENTS AND ESSENTIAL ELEMENTS OF INFORMATION (EEI)

LIFELINE FOOD, HYDRATION, SHELTER	DEFINITION
 Food, Hydration, Shelter	Support systems that enable the sustainment of life; food retail and distribution networks; as well as sheltering and agriculture for humans and household pets.

COMPONENTS AND ESSENTIAL ELEMENTS OF INFORMATION (EEIs)

FOOD	HYDRATION	SHELTER	AGRICULTURE
<ul style="list-style-type: none"> Status of Points of Distribution (PODs) Operating status of supermarkets, neighborhood markets and grocery stores Operating status of restaurants Impacts on the food supply chain. Food health advisories Operating status of supermarkets, neighborhood markets and grocery stores. Operating status of restaurants 	<ul style="list-style-type: none"> Food/water health advisories Operating status of water supply and distribution systems (i.e., dams, levees, storm drains). 	<ul style="list-style-type: none"> Requirements for emergency sheltering Number of open shelters and locations Current population in shelters Transitional Sheltering Assistance options Potential future sheltering requirements 	<ul style="list-style-type: none"> Status of area agricultural infrastructure Status of area supply lines

LIFELINE AND ESF OBJECTIVES AND TASKS TIMELINE

Table 8. ESF-6 GENERAL TASKS

OBJECTIVE	SUPPORT NEEDED FROM	MISSION-ESSENTIAL TASKS
TIMELINE: 0 – 24 HOURS		
To staff ESF-6 position in the SEOC within four (4) to six (6) hours of notification	— —	Dispatch assigned personnel to SEOC. Due to the number of critical actions that must be completed on a timely basis, mobilize additional staff from each ESF-6 agency to support the SEOC.
To maintain the common operating picture (COP) and contribute to the incident action plan (IAP)	— —	Provide situational information to the SEOC sufficient to develop the COP.
	— —	Participate in developing the IAP to determine needs and priorities. Revise as needed.
TIMELINE: 24 – 72 HOURS		
To continue maintaining the COP and contributing to the IAP	— —	Provide situational information to the SEOC.
	American Red Cross (ARC)	Report any local information obtained via the American Red Cross Disaster Relief Operations Headquarters (DROHQ). The DROHQ will consolidate the information and make it available via the SEOC liaison.
TIMELINE: BEYOND 72 HOURS		
To continue maintaining the COP and contributing to the IAP	— —	Provide situational information to the SEOC.

Table 9. ESF-6 TASKS FOR FOOD, HYDRATION, SHELTER

LIFELINE OBJECTIVE	ESF OBJECTIVE	SUPPORT NEEDED FROM	MISSION-ESSENTIAL TASKS
TIMELINE: 0 – 24 HOURS			
To gain situational awareness and determine needs for field shelters	To staff ESF-6 in the SEOC within four (4) to six (6) hours of notification	— —	Staff ESF-6 in the SEOC to collect and share information to determine the need for supplies, shelter, food and water.
		— —	Due to the number of critical actions that must be completed on a timely basis, mobilize additional staff from each ESF-6 agency to support the SEOC.
	— —	ESFs 2, 3	Determine the need for mass care. This includes determining the functionality and safety of pre-identified mass-care facilities and their ability to provide food and water. If normal communications are unavailable, use AUXCOMM to determine the status of these facilities.
		— —	Receive and log information about shelter capacities and preliminary damage assessments for the impacted areas.
		ESF-1	Ask ESF-1 about ingress and egress possibilities in the affected areas.
		ESFs 2, 3, 12	Ask appropriate ESFs for the status of utilities in the affected area.
		I-BEAM	Assess the safety of shelters, if needed.
		ESF-7	Identify forward mobilization sites and bulk distribution points as soon as possible.
To activate resources to support mass care and sheltering openings	(Same as lifeline objective)	ESF-8	Request additional mental-health professionals through the Division of Mental Health and Addiction (DMHA) through ESF-8.
		ARC	Depending upon the existing conditions (availability of communications, open transportation routes, etc.), the Indiana Region of ARC contacts county EMA directors to coordinate local EOC support.
To activate resources to support mass care and sheltering openings (continued)	(Same as lifeline objective)	▪ ARC ▪ Local voluntary organizations	Similarly, depending upon existing conditions, the Indiana Region of ARC activates local volunteers and begins coordination with other local voluntary organizations.
		— —	Dispatch volunteer assessment teams to determine which shelters are suitable for housing.

<p>To request food and water from federal sources within six (6) hours.</p> <p>To activate mass care plans and assess initial resources within six (6) to 12 hours.</p> <p>To provide life-sustaining and human services to the affected population</p>	<p>— —</p> <p>— —</p> <p>— —</p>	<p>— —</p> <p>— —</p> <p>— —</p> <p>— —</p> <p>ESF-7</p> <p>ESF-7</p> <p>— —</p> <p>ESF-1</p> <p>— —</p>	<p>Leverage VOAD and other entities involved in delivering post-disaster aid to increase capacity in meeting life-sustaining needs of survivors.</p> <p>Begin coordination among the voluntary organizations that are part of ESF-6, such as ARC, Salvation Army and Indiana VOAD, to consolidate damage information they have collected, as well as potential services they cannot provide.</p> <p>Open coordination channels with the national headquarters of each NGO that is part of ESF-6.</p> <p>Call for resources:</p> <ul style="list-style-type: none"> ▪ ESF-8 ▪ CERT ▪ Assistance with basic medical needs <p>Make immediate requests for meals ready to eat (MREs) and water for shelter population and for those still sheltering in place.</p> <p>Request additional resources for mass care and shelters through EMAC or the federal government, as necessary.</p> <p>Begin initial assessment of supplies immediately available and initiate delivery.</p> <p>Identify reception and care facilities outside the affected area and identify safe routes to these facilities.</p> <p>Activate mobile kitchens.</p> <p>Establish feeding stations using voluntary organizations.</p> <p>Establish shelters outside of the heavily affected area, or in fringe areas, as needed.</p> <p>Ask mass feeding partners to begin food delivery and shelter feeding.</p> <p>Recruit additional personnel for shelter management and staffing.</p> <p>Determine the need for ARC/NGO participation in points of distribution (PODs)</p> <p>Directly deliver mass care programs to survivors in impacted communities through commodity PODs.</p> <p>Coordinate the Disaster Supplemental Nutrition Assistance Program (SNAP) and reunification efforts</p>
		<p>— —</p>	<p>Establish feeding stations using voluntary organizations.</p>
		<p>— —</p>	<p>Establish shelters outside of the heavily affected area, or in fringe areas, as needed.</p>
		<p>— —</p>	<p>Ask mass feeding partners to begin food delivery and shelter feeding.</p>
		<ul style="list-style-type: none"> ▪ Local NGOs ▪ Shelter residents 	<p>Recruit additional personnel for shelter management and staffing.</p>
		<p>— —</p>	<p>Determine the need for ARC/NGO participation in points of distribution (PODs)</p>
		<p>— —</p>	<p>Directly deliver mass care programs to survivors in impacted communities through commodity PODs.</p>
		<p>FSSA</p>	<p>Coordinate the Disaster Supplemental Nutrition Assistance Program (SNAP) and reunification efforts</p>

		— —	Set an initial staffing plan to effectively manage shelters for a long period of time.
		— —	Meet the needs of survivors with access and functional needs.

TIMELINE: 24 – 72 HOURS

To deliver mass-care services for survivors and pets	To provide safe, sanitary, secure care and shelter for all residents, including those with functional needs, within 24-48 hours	ESF-7	Coordinate with SEOC to determine the best routes for supply delivery for humans and pets alike.
		ESF-7	Coordinate with ESF-7 for resupply.
		— —	Coordinate staffing in support of PODs as needed
		— —	Coordinate information about what shelters are beginning to open and where additional shelters are needed.
		— —	Provide the SEOC with all open shelter locations.
		— —	Request food and water to support residents' needs.
		— —	Provide food and clean water to shelters and areas of the communities where residents are unable to evacuate.
		— —	Assist ESF-11 in establishing, staffing and stocking pet shelters.
		ESF-11	Provide basic care for pets held in or near shelters.
		ESF-11	Coordinate pet medical care.
		ARC	Collect shelter populations daily. Enter the count into the National Shelter System (NSS) as appropriate.
		ESF-13	Provide security for shelters 24/7.
		— —	Determine functional needs of shelter clients and the best way to manage those with additional needs.
		▪ ARC ▪ NGO building owners	Begin to reestablish from "best available" shelters to more suitable shelters. If needed, move victims to larger metropolitan areas. Mega-shelters would require close coordination among ARC, its Indiana Region and NGO building owners.
	To provide technical assistance for shelter operations including food safety, drinking water safety, sanitary waste disposal, vector control	ESF-7	Request additional resources for shelters through EMAC or the federal government, as necessary.
		— —	Register victims in shelters using procedures already in place.
		▪ ESF-8 ▪ Local health departments	Control disease vectors.
		ESF-3	Coordinate waste disposal.

<p>To request additional resources to support evacuations and those sheltering in place</p>	<p>and structural assessment.</p>	ESF-8	Request medical support for shelters.
		▪ ESF-8 ▪ ESF-11	Coordinate inspections of food as needed
	<p>To provide food and water to those in need of it</p>	ESF-14	Coordinate with SEOC for outside support services such as local food vendors and grocers to provide food and water for shelter clients.
		ESF-7	Establish logistics for initial feeding, potable water and shelter.
		— —	Establish feeding stations using voluntary organizations.
	<p>To provide life-sustaining (other than food and water) and emergency assistance to the affected.</p>	— —	Provide disaster supplies for recognized points of distribution (PODs)
		— —	If needed, go door to door to inform victims of available services.
		▪ ARC ▪ FSSA	Coordinate reunification services.
		— —	ESF-7
			Request additional resources for mass care through EMAC or the federal government, as necessary.
		▪ ESF-7 ▪ FEMA	Ask FEMA to activate the Disaster Case Management program. Support for tracking shelter residents will be required when consolidating shelters.

TIMELINE: BEYOND 72 HOURS

<p>To sustain and refine life-sustaining services and needs assessments</p>	<p>To activate reception centers near designated shelters for evacuated populations within 96 – 120 hours (Same as lifeline objective)</p>	— —	Receive evacuees and send them to their assigned shelter.
		— —	Determine any special needs or functional needs the client may have and sort appropriately.
		— —	Participate in evaluating the need for evacuation and consolidating people into larger shelters, if needed.
		— —	Continue to prioritize needs and begin to assess priorities for recovery.
		— —	Support one-stop-shops
		ESFs 5, 7	Request additional resources for mass care and shelters through EMAC or the federal government, as necessary.
		— —	Locate appropriate sites and appropriate number of staff for sustained shelter operations.
		IHCDA	Locate long-term housing.
		▪ VOAD ▪ COAD	Find temporary housing and address unmet needs through VOAD and COAD.
		IHCDA	Help the shelter population find and move into permanent or temporary homes so that shelters can begin to close.
<p>To enable people's transition from shelters to long term housing</p>	<p>To assist with transitioning shelter clients into more permanent homes</p>		

Table 10. ESF-6 TASKS FOR COMMUNICATIONS

LIFELINE OBJECTIVE	ESF OBJECTIVE	SUPPORT NEEDED FROM	MISSION-ESSENTIAL TASKS
TIMELINE: 0 – 24 HOURS			
To transmit public information and warning messages to survivors in the disaster area within 12 hours of the incident	— —	ESF-15	Work with ESF-15 to inform those in need of shelter of the safe routes to reception and care facilities.
TIMELINE: 24 – 72 HOURS			
To ensure public updates are given regularly to reduce fear and provide rumor control	— —	— —	Ensure ESF-15 has a list of locations and resources available to the public to include in public messages.

APPENDIX A – REFERENCES, RELATED PLANS AND PROCEDURES

REFERENCES

- [FEMA's Emergency Support Function #6 - Mass Care, Emergency Assistance, Temporary Housing and Human Services Annex](#)

RELATED PLANS

- Indiana Disaster Mental Health Plan, 2023
- Indiana Donations Management Appendix
- Indiana Emergency Repatriation Plan, 2020
- Indiana State Logistics Plan, Appendix E: Commodity Points of Distribution, 2020
- Indiana State Logistics Plan, Appendix H: Distribution Management, 2024
- Family Reunification and Assistance Center (FRC-FAC) Plan
- State of Indiana Emergency Operations Plan (EOP), March 2025

STANDARD OPERATING PROCEDURES AND GUIDES

- SEOC Just-in-Time Training Checklist- ESF #6
- [Shelter Field Guide - Co-developed by FEMA and ARC](#)

APPENDIX B – ACRONYMS

ACRONYM	FULL DESCRIPTION
ADA	Americans with Disabilities Act
ARC	American Red Cross
AUXCOMM	Auxiliary Communications
BOAH	Indiana Board of Animal Health
CERT	Community Emergency Response Team
COAD	Community Organizations Active in Disaster
COP	Common Operating Picture
DMHA	Disaster Mental Health and Addiction
DOE	Indiana Department of Education
DROHQ	Disaster Relief Operations Headquarters
EEI	Essential Element of Information
EMA	Emergency Management Agency
EMAC	Emergency Management Assistance Compact
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
ESF	Emergency Support Function
FEMA	Federal Emergency Management Agency
FSSA	Family and Social Services Administration
GIS	Geographic Information System
IAP	Incident Action Plan
I-BEAM	Indiana Building Emergency Assessment and Monitoring
IDEM	Indiana Department of Environmental Management
IDHS	Indiana Department of Homeland Security
DOA	Indiana Department of Administration
DOH	Indiana Department of Health

IDOI	Indiana Department of Insurance
IEDC	Indiana Economic Development Corporation
IHCDA	Indiana Housing and Community Development Authority
INDOT	Indiana Department of Transportation
INNG	Indiana National Guard
IN-VOAD	Indiana Voluntary Organizations Active in Disaster
ISP	Indiana State Police
IURC	Indiana Utility Regulatory Commission
MRE	Meals Ready to Eat
NGO	Non-Governmental Organization
NPG	National Preparedness Goal
NSS	National Sheltering System
POD	Point of Dispensing/Distribution
SEOC	State Emergency Operations Center
SNAP	Supplemental Nutrition Assistance Program
SOG	Standard Operating Guide
SOP	Standard Operating Procedure
VOAD	Voluntary Organizations Active in Disaster
WebEOC	Web Emergency Operations Center