

ANNEX O

HUMAN SERVICES

**City of
Sherman**

September 4, 2006

APPROVAL AND IMPLEMENTATION

Annex O

Human Services

This annex is hereby approved for implementation and super cedes all previous editions.

Social Services Administrator

Date

Fire Chief/EMC

Date

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ANNEX O

HUMAN SERVICES

I. AUTHORITY

See Basic Plan, Section I

II. PURPOSE

The purpose of this annex is to make provisions for providing human services support to people who require food, clothing, mental health services, and victim's compensation in the aftermath of an emergency. The services described in this annex may be needed in the aftermath of incidents of limited scale as well as major emergencies and disasters.

III. EXPLANATION OF TERMS

A. Acronyms

ARC	American Red Cross
CCP	Crisis Counseling/Crisis Counseling Program
CISM	Critical Incident Stress Management
CVC	Crime Victim's Compensation
DDC	Disaster District Committee
DPS	Texas Department of Public Safety
DRC	Disaster Recovery Center
EMS	Emergency Medical Services
EOC	Emergency Operations Center
FEMA	Federal Emergency Management Agency
OAG	Office of the Attorney General
SCC	State Crisis Consortium
SOP	Standard Operating Procedure
DSHS	Department of State Health Services
TSA	The Salvation Army
TXMHMR	Texas Department of Mental Health & Mental Retardation

B. Definitions

1. Crime Victim's Compensation. A state program that provides monetary assistance survivors of crime. Assistance may include paying for hospital care, traditional counseling, burial, and/or other appropriate expenses that are incurred as a result of a crime. The Crime Victim's Compensation Division of the Office of the Attorney General (OAG) coordinates this program.

2. Crisis Counseling. A short-term therapeutic intervention process that utilizes established mental health techniques to lessen adverse emotional conditions that can be caused by sudden and/or prolonged stress. Crisis Counseling is designed for “normal individuals who have experienced an abnormal event.” Crisis counseling is not traditional therapy and is often delivered within the victim's home environment. Crisis counseling is normally set up for survivors and secondary responders who have been involved in an emergency situation, while Critical Incident Stress Management (CISM) is designed for first responders.
3. Crisis Counseling Program. The programs utilize traditional and non-traditional mental health practices with the disaster-impacted area. Department of Aging and Disabilities Services (DADS) coordinate these programs through the local mental health authority. DADS facilitates mental retardation services and state school programs, community care, nursing facilities, and long-term care regulatory services, and aging services and programs. For more information, please visit the DADS website: www.dads.state.tx.us.
4. Critical Incident Stress Management. CISM is a comprehensive, integrated, and multi-component crisis intervention system for the reduction and control of the harmful effects of stress. This process is primarily intended and usually designed for first responders such as law enforcement, fire, and EMS personnel. Peers with guidance and oversight by mental health professionals normally conduct CISM. Department of State Health Services (DSHS) is responsible for coordination of the Texas CISM Network.
5. Disaster Mental Health Services. Disaster mental health services include crisis counseling, CISM, and victim's services. This includes assessing short and long-term mental health needs, assessing the need for additional mental health services, tracking on-going support needs, providing disaster mental health training programs, and identifying disaster worker stress issues and needs. It is the responsibility of DADS to coordinate this assessment for state and/or federal emergencies.
6. Disaster Recovery Center (DRC). A location established in a centralized area within or near the disaster area at which individuals, families, and/or businesses apply for disaster aid. In general, a DRC is established after a major disaster or state of emergency declaration by the President.
7. Special Needs Individuals/Groups. Includes the elderly, medically fragile, mentally and/or physically challenged or handicapped, individuals with mental illness, and the developmentally delayed. These individuals may need specially trained health care providers to care for them, special facilities equipped to care for their needs, and specialized vehicles and equipment for transport in order to meet their daily needs and maintain their health and safety during emergency situations.
8. Texas CISM Network. The Texas CISM Network was established to assist emergency service personnel who have experienced a critical incident. These teams are composed of peers, clergy, and mental health professionals, all of whom are volunteers. Teams are available on a 24-hour basis and individual teams respond on the basis of availability. More information on the Texas CISM Network is available at www.dshs.state.tx.us/hcqs/ems/epcism.htm.

9. State Crisis Team. The State Crisis Team consists of several state agencies and is designed to ensure that all mental health resources are coordinated in an appropriate manner. For more information, see paragraph V.B.1.c in this annex

IV. SITUATION & ASSUMPTIONS

A. Situation

1. As outlined in section IV.A and Figure 1 in the Basic Plan, our area is vulnerable to a number of hazards. These hazards could result in the evacuation, destruction of or damage to homes and businesses, loss of personal property, disruption of food distribution and utility services, and other situations that adversely affect the daily life of our citizens.
2. In the aftermath of emergency situations, survivors may need assistance in obtaining food, clothing, mental health services, and other essential life support needs as well as cleaning up and making temporary repairs to their homes.
3. Emergency responders, survivors, and others who were affected by the emergency may experience stress, anxiety, and other physical and psychological effects that adversely impinge on their daily lives.

B. Assumptions

1. Disaster survivors evacuated from their homes and housed in temporary shelters, those that remain in their homes under adverse conditions, and emergency responders may need human services support in the aftermath of a disaster.
2. In the aftermath of an emergency situation, survivors and emergency responders who would not normally be clients of local and state human service agencies may require some form of human services assistance, including food, clothing, and disaster mental health services. Hence, abnormal demands may be placed upon the delivery of human services, including disaster mental health services, emergency assistance, and the care of special needs groups. As a consequence, the clientele of both local and state human service organizations may increase.
3. In some cases, disaster mental health services may be needed during response operations.
4. The American Red Cross, The Salvation Army, and other non-governmental organizations will provide assistance to disaster survivors.
5. Local professional and volunteer organizations and charitable groups, including religious groups, normally responding to emergency situations will do so, if requested.
6. State assistance will be available to supplement local human services resources.

V. CONCEPT OF OPERATIONS

A. General

1. We have the general responsibility for ensuring the welfare of our citizens and will develop a capability to provide appropriate human services during emergency situations.
2. A Human Services Officer will be appointed to coordinate with local human services organizations and organized volunteer disaster assistance organizations to ensure basic human services are provided in the aftermath of an emergency.
3. We shall establish working relationships with and will call on the American Red Cross, The Salvation Army, and other non-governmental organizations to provide support for disaster survivors.
4. Some emergency situations will not require implementation of large-scale mass care operations, but instead generate a need for a limited amount of emergency food and clothing. For these situations, our Human Services Officer will coordinate with the [county/city] staff, volunteer organizations, and church groups to identify sources for this assistance.
5. Like other disaster survivors, special needs groups may require assistance to meet their needs for food, clothing, housing, and medical care. Local human service organizations are expected to identify any special needs groups that need assistance in the aftermath of an emergency.
6. We will request state human services support if our local resources prove inadequate.

B. Mental Health Services

1. Crisis Counseling for Disaster Survivors
 - a. Some disaster survivors and emergency responders may need mental health services in the aftermath of a disaster. Many seeking such help can obtain aid from existing local mental health programs and religious groups. As the demand for such services may increase significantly after a disaster and some local providers may become disaster survivors, there may be a need for additional mental health resources.
 - b. If existing local resources are inadequate to meet the need for disaster mental health services, DADS can provide disaster survivors emergency counseling services. [Local mental health professionals and members of the local ministerial association, and other local support groups] may augment these services.
 - c. State Crisis Team
 - 1) The State Crisis Team is a multi-agency state organization that is comprised of the Texas Department of Public Safety Victim Services, the Office of the Attorney General's Crime Survivors' Compensation Division, the DSHS CISM Network, and the DADS Disaster Assistance Program. The DADS Disaster Assistance

Program coordinates the State Crisis Team during state or federally declared disasters when multiple state agencies may be required to respond to a single disaster.

- 2) The State Crisis Team is designed to ensure that all mental health resources are coordinated in an appropriate manner. The purpose of the team is to support local government through:
 - a) Assessing both short and long-term support needs of responders and survivors.
 - b) Assessing the unmet needs and the need for outside additional support.
 - c) Working with local entities including government, local service providers, and local/regional agency offices to assure a coordinated response.
 - 3) When the incident results in a federal declaration, the State Crisis Team will work with local government and support agencies to:
 - a) Track costs and resources allocated to relief efforts.
 - b) Track the need for referrals and on going support needs.
 - c) Coordinate private, federal, and voluntary resources.
- d. In addition to local and state mental health providers, some volunteer organizations active in disasters can provide crisis counseling to disaster survivors. For a description of the services that can be provided by various organizations, see Appendix 1.
2. Mental Health Support for Emergency Responders

The Texas CISM Network was established to assist emergency service personnel who have experienced critical incidents such as line of duty deaths, mass casualties, multiple fatalities, and local disasters. CISM teams are available upon request on a 24-hour basis regardless of whether a state or federal disaster has been declared. For more information on the TX CISM Network, see Section XI of this annex.

3. Requesting State Disaster Mental Health Services

Local government requests for state crisis counseling, CISM, and victim's services assistance should be made by the [County Judge/Mayor] to the DDC Chairperson in Garland, Texas.

C. Emergency Water Supplies

Water is essential to maintain life and preserve public health. If water supply systems are disrupted in an emergency, timely provision must be made to provide water to local residents whose normal supply has been disrupted. Appendix 2 to this annex outlines a number of options for providing emergency water supplies.

D. Emergency Food

In the aftermath of an emergency, local residents may be unable to obtain food from normal sources, preserve perishable food, or prepare meals due to damage to their homes and food stores or the loss of electrical or gas service. Food may be provided to disaster

survivors in a variety of ways, depending on the situation in the local area in the aftermath of a disaster. Among the options are:

1. Mass feeding at fixed sites, using operable kitchen facilities at schools, community centers, churches, and other community facilities.
2. Mass feeding at fixed sites using transportable kitchens operated by non-governmental groups.
3. Distribution of prepared food using mobile canteens operated by non-governmental groups.
4. Distribution of foodstuffs obtained from food banks that can be used by disaster survivors to prepare meals.
5. Distribution of restaurant or grocery store vouchers.

The ARC, TSA, and other volunteer organizations listed in Appendix 1 can provide many of these services.

E. Other Needs of Disaster Survivors

1. Where emergencies result in federal emergency or major disaster declarations by the President, disaster survivors may be eligible for specific human services programs as part of the recovery process. See Annex J, Recovery, for further information.
2. Volunteer organizations active in disaster may be able to assist in meeting a number of the needs of needs of disaster survivors, including:
 - a. Basic clothing
 - b. Basic furnishings and household goods
 - c. Job-related tools
 - d. Transportation
 - e. Home clean up and debris removal
 - f. Home repairs

See Appendix 1 to this annex for a list of volunteer organizations active in disasters that operate in many areas of the state and the services they may be able to provide during an emergency.

F. Phases of Emergency Management

1. Prevention

Identify population groups who may require special assistance during an emergency (i.e., senior citizens, handicapped, etc.).

2. Preparedness

- a. Identify volunteer groups that can provide emergency food and clothing in the aftermath of emergency situations and other sources of emergency food and clothing.
- b. Identify agencies or groups that can provide disaster mental health services and survivors services during and in the aftermath of emergency situations

- c. Identify and train human services representatives who will staff the Emergency Operations Center (EOC).
- d. Conduct emergency planning with human services agencies and organized volunteer groups active in disasters and develop appropriate standard operating procedures (SOPs) and execute agreements where appropriate.
- e. Determine tentative emergency assignments for available personnel and volunteers.
- f. Encourage volunteer groups active in disasters to participate in emergency exercises.
- g. Review and update this annex and related SOPs.

3. Response

- a. Provide food and clothing to disaster survivors as needed.
- b. Register evacuees or survivors or assist volunteer groups in performing this task.
- c. Provide contact information to survivors who need human services assistance.
- d. Provide human services staff support for the EOC.

4. Recovery

- a. Assess needs of survivors and provide assistance, including, but not limited to, temporary housing, food, clothing, clean-up services, minor home repairs, and other support.
- b. Coordinate with the Public Information Officer to inform the public of the availability of human services programs.
- c. Assess the need for disaster mental health services for emergency responders and disaster survivors. Coordinates and arranges for such support if required.
- d. Provide human services personnel to staff the Disaster Recovery Center (DRC), if one is activated.

VI. ORGANIZATION & ASSIGNMENT OF RESPONSIBILITIES

A. Organization

1. Our emergency organization as described in Section VI.A of the Basic Plan shall carry out the function of providing human services in emergency situations
2. The City Manager shall provide policy guidance with respect to emergency human services operations. The Human Services Officer will manage the human services function during emergency operations.
3. Human services will be provided through the coordinated efforts of local human services professionals, human service agencies, local volunteer groups, the ARC, TSA, and other non-governmental organizations.
4. State and federal agencies may be requested to assist in human services activities conducted in the aftermath of a major emergency or disaster.

B. Task Assignments

1. The Mayor will:
 - a. Ensure that a human services program for emergency situations is developed.
 - b. Provide general guidance and direction for human services operations during emergencies.
2. The Social Services Administrator will serve as the Human Services Officer and will:
 - a. Identify volunteer groups and agencies that can provide goods and services to satisfy human services needs and develop agreements with them.
 - b. In the aftermath of emergencies, solicit and coordinate distribution of clothing, food, and services by various agencies and organizations. (See Appendix __ to Annex M (Resource Management) for a list of food, clothing, and water resources.)
 - c. Coordinate the registration of evacuees/survivors.
 - d. Coordinate with the Shelter Officer to provide for human services needs of evacuees in shelters.
 - e. Coordinate human services support for special needs groups.
 - f. Coordinate the provision of disaster mental health services for disaster survivors, emergency workers, and others suffering trauma due to the emergency situation.
 - g. Coordinate local staffing at DRCs, if needed.
 - h. Work with the Transportation Officer to coordinate transportation assistance for those who need it.

3. The Mental Health Authority will:

Coordinate the provision of and provide disaster mental health services to disaster survivors, emergency workers, and others suffering trauma due to an emergency situation.

4. The Transportation Officer will:

- a. Coordinate transportation support for human services operations.
- b. Coordinate transportation for food, clothing, drinking water, and other supplies, if the agency providing these materials is unable to do so.
- c. When requested by the Human Services Officer, coordinate transportation for those who need transportation assistance such as those without vehicles, special needs, etc.

5. The Shelter & Mass Care Officer will:

Identify the requirements for human services assistance to those housed in shelters to the Human Service Officer.

6. The Public Information Officer will:

Coordinate the release of information to the media and public about assistance programs available for disaster survivors.

7. Volunteer Groups and Charitable Organizations will:

Provide human services assistance identified by the Human Services Officer upon request. See Appendix 1 to this annex for a list of groups and organizations that may be able to assist and the types of services they provide.

VII. DIRECTION AND CONTROL

A. General

- 1. The Mayor shall establish priorities for and provide policy guidance for human services programs conducted after a disaster.
- 2. The City Manager will provide direction to the Human Service Officer regarding human services operations in the aftermath of an emergency.
- 3. The Human Services Officer and staff will plan, coordinate, and carry out human services program activities.
- 4. All human services activities will be coordinated through the Human Services Officer in the EOC.

B. Line of Succession

The line of succession for the Human Services Officer is:

1. Director of Community Services & Maintenance
2. Neighborhood Services coordinator

VIII. READINESS LEVELS

A. Level IV: Normal Conditions

See the mitigation and preparedness activities in section V.F.1 and V.F.2.

B. Level III: Increased Readiness

1. Review plans and procedures and update them if needed.
2. Meet with local human service agencies to determine possible human services requirements based on the threat and assess resources on hand.
3. Determine the availability of human services personnel and equipment for emergency duty.

C. Level II: High Readiness

1. Alert and brief human services personnel for possible emergency operations.
2. Identify personnel that will staff the EOC.
3. Identify and alert external resource sources.

D. Level I: Maximum Readiness

1. Put human services staff on call.
2. Consider precautionary staging of personnel, equipment, and supplies.
3. Provide trained staff to the EOC if it is activated.

IX. ADMINISTRATION AND SUPPORT

A. Records Maintenance

All records generated during an emergency will be collected and filed in an orderly manner so a record of events is preserved for use in determining response costs, settling claims, and updating emergency plans and procedures.

B. Preservation of Records

Vital human services records should be protected from the effects of a disaster to the maximum extent possible. Should records be damaged during an emergency situation, professional assistance preserving and restoring those records should be obtained as soon as possible.

C. Training & Exercises

1. Human services personnel who will participate in EOC operations will receive training on the operation of facility. The Human Services Officer is responsible for arranging that training.
2. Non-governmental groups that could be providing human services support during emergency situations shall be invited and encouraged to participate in emergency drills and exercises where appropriate.

D. State and Federal Assistance

If state or federal assistance is required, The Human Services Officer will brief the Mayor on the assistance required. The Mayor or his/her designee will make the request for assistance to the Disaster District Committee Chairperson in Garland, Texas. For more details on requesting assistance, see section V.E.4.a.2) of the Basic Plan.

X. ANNEX DEVELOPMENT & MAINTENANCE

A. Development

The Human Services Officer is responsible for developing and maintaining this annex.

B. Maintenance

This annex will be reviewed annually and updated in accordance with the schedule outlined in Section X of the Basic Plan.

XI. REFERENCES

- A. ARC/FEMA brochure: *Food & Water in an Emergency*, ARC-5055 & FEMA L-210.
- B. ARC Fact Sheet: *Water Storage Before Disaster Strikes*.
- C. ARC Fact Sheet: *Water Treatment After Disaster Strikes*.
- D. FEMA brochure, *Emergency Food & Water Supplies*, FEMA-215.

- E. DADS, “Disaster Mental Health Reference Bibliography” at the Disaster Assistance Program website: www.mhmr.state.tx.us/CentralOffice/MedicalDirector/daphomepage.html.
- F. TX CISM Network website: www.dshs.state.tx.us/hcqs/ems/epcism.htm. This site provides information on CISM Teams, classes, and critical incident stress.
- G. Texas American Red Cross website: www.redcrostexas.org. This site provides information on the service areas for the Texas ARC chapters and addresses and phone numbers for those chapters.
- H. Annex C (Shelter & Mass Care) to the *State of Texas Emergency Management Plan*
- I. Annex V (Food & Water) to the *State of Texas Emergency Management Plan*

APPENDICES

Appendix 1 Volunteer Groups
 Appendix 2 Emergency Water Supplies

Appendix 1 to Annex O
Human Services

VOLUNTEER GROUPS

The following is a list of local, state and federal groups and organizations that have indicated that may be able to provide human services support during emergency situations.

GROUP/ORGANIZATION	SERVICES PROVIDED
American Red Cross Grayson County Chapter Phone: 903-465-1330	Shelter & mass feeding operations Provision of first aid in shelters Damage assessment Cleaning supplies, comfort kits, food, & clothing Funds for emergency transportation, rent, temporary home repairs, & replacement of job-related tools. Operates disaster welfare inquiry system
Baptist Men (Baptist General Convention of Texas) Phone: 214-828-5350	Fixed site and mobile feeding, Shelter and mass care facility operation Damage assessment Child care & medical assistance Home clean up and rebuilding assistance
The Salvation Army Phone: 903-868-9602	Fixed & mobile feeding Temporary shelter Counseling and morale building services Medical assistance Temporary home repairs Warehousing and distribution of donated goods including food, clothing, and household items
Interdenominational Ministerial Alliance of Sherman Rev. Robert Softly Phone: 903-892-4844	Spiritual Counseling Grief Counseling Crisis Support
Critical Incident Debriefing Team Chaplin Mark Holmes Phone: 903-870-4611	Critical incident counseling and debriefing for responders and victims

Appendix 1 to Annex O
Human Services

GROUP/ORGANIZATION	SERVICES PROVIDED

EMERGENCY WATER SUPPLIES

1. In general, emergency water supplies cannot replace normal water distribution systems. In an emergency situation, people must be provided sufficient potable water for drinking and personal hygiene.
 - a. The typical planning factor for emergency water supplies of potable water is 3 gallons per person per day. If it is extremely hot, that planning factor should be increased.
 - b. Tankers carrying water intended for human consumption must be carefully inspected and sanitized. There may be a health risk in using tanker that do not normally transport potable water. When in doubt, seek advice from a public health professional.
 - c. Water is quite heavy and it is difficult for many people to carry more than 2 gallons of bottled water per trip.
2. If water supply outages are localized, the following options may be suitable:
 - a. Establish water supply points in outage areas where those who need water can fill their own containers.
 - 1) This normally requires one or more tankers and a temporary storage tank, pump, and some sort of distribution equipment – typically plastic pipe and spigots – at each site. As potable water tankers are generally in short supply, you cannot usually afford to tie up a tanker as a stationary water source; hence, the need for a storage tank and pump at each site.
 - 2) You may need to provide containers for those who do not have them.
 - 3) If electrical power is out, you may need generators to power pumps.
 - b. Establish water supply points in outage areas for distribution of bottled water. Emergency supplies of bottled water may be:
 - 1) Purchased from retailers, distributors, or commercial vendors.
 - 2) Donated by corporations, such as grocery chains.
 - 3) Obtained from stocks held by volunteer groups active in disasters.
 - 4) Requested from the State through the local Disaster District.

Bottled water is normally distributed in one-gallon plastic jugs.
 - c. Distribute bottled water from trucks in affected areas on an established route/schedule.
 - d. Identify water supply points in unaffected areas and have those without water go to these points to fill their containers.

- 1) If significant numbers of people do not have transportation to get them to the water supply points outside their neighborhood, this option is unworkable.
 - 2) You may need to provide containers for those who do not have them.
3. If the water supply outage affects the entire community, options a, b, and c above remain viable, but option d may be unworkable if there are no nearby water sources that are operable.
 4. It is generally necessary to provide attendants at temporary water distribution sites to keep operations running smoothly.
 5. For slowly-developing emergency situations, emergency public information announcements advising citizens to fill and store water containers in advance of the arrival of hazardous conditions may reduce later requirements for emergency water distribution.