

Emergency Support Function (ESF) # 8

Public Health



Preface

Emergencies have the potential to create widespread public health problems while resources and facilities may be in short supply. Major health problems may emerge, such as infectious diseases, sanitation problems, mental health, and contamination of food and water. Protecting the public from the public health impacts is vital in emergency response.

The purpose of this support function is to establish a coordinated effort in providing and securing necessary public health services in response to actual or potential disaster situations.

Primary Agency

Butte-Silver Bow Health Department

Butte–Silver Bow, Montana
Emergency Operations Center ESF # 8 – Public Health

Purpose:

1. Ensure comprehensive public health during an emergency, excluding the emergency medical services provided by the Hospital, Ambulance provider, and the Fire Department and coordinated in ESF # 11 (Hospital and Medical Services). Mass Fatality Management is addressed in ESF # 23.
2. Provide measures for communicable disease prevention and control (disease surveillance, investigation, containment and communication), including environmental health.

Primary:

- **Butte–Silver Bow Health Department**

Support:

- Butte–Silver Bow Public Schools
- Fire Departments: Career and Volunteer
- St. James Healthcare
- Public Works Department
- Animal Services
- American Red Cross
- Community Based Organizations: private, Non-profit, faith based
- Community Mental Health Providers

Likely Tasks:

- Staff Health Group in the EOC Operations Section Human Services Branch.
- Determine condition, status of City-County health resources.
- Determine present and future need for health resources.
- Obtain, coordinate health resources as requested by field incident commanders, to include Mass Care, Housing & Human Services and shelter sites.
- Coordinate Medical Reserve Corp (MRC) activities, if available.

Likely Tasks Continued:

- Coordinate the assessment of general health needs of the affected population, including:
 - Provide for dissemination of emergency public health information.
 - Surveillance and monitoring of conditions that could impact general health.
 - Evaluation of food, drug or medical safety.
 - Assessment of worker health and safety.
 - Identification of biological, chemical, radiological or physiological hazards.
 - Evaluation of mental health of emergency workers and victims
 - Advice on potability of water sources and disposition of solid waste and wastewater.
- Establish, maintain contact with State ECC through the Butte – Silver Bow EOC.
 - Provide information on damages, status of Butte – Silver Bow public health systems.
 - Request additional health resources, as needed.
- Coordinate animal related advisories with the Public Health Department.
 - Provide information and/or services for the disposal of dead animals.

State of Montana

Primary

- Public Health and Human Services

Support

- MT-VOAD
- Montana Hospital Association
- Department of Environmental Quality
- MT National Guard (DMA)

Actions:

- Public health
- Medical
- Mental health services
- Mass fatality management

Federal Government

Primary

- Department of Health and Human Services

Support

- Federal agencies as required.

Actions

- Provides supplemental assistance in identifying and meeting the public health and medical needs of victims.
- This support is categorized in the following core functional areas:
 - Assessment of public health/medical needs (including behavioral health).
 - Public health surveillance.
 - Medical care personnel.
 - Health/medical equipment and supplies.
 - Patient evacuation.

Actions Continued

- Patient care.
- Safety and security of human drugs, biologics, medical devices, and veterinary drugs.
- Blood and blood products.
- Food safety and security.
- Agriculture safety and security.
- Worker health/safety.
- All-hazard public health and medical consultation, technical assistance, and support.
- Behavioral health care.
- Public health and medical information.
- Vector control.
- Potable water/wastewater and solid waste disposal.
- Victim identification/ mortuary services.
- Protection of animal health.

Comprehensive Emergency Management Plan
Emergency Support Function # 8
Public Health

Primary Agency: Butte-Silver Public Health Department

Primary Coordinator: Public Health Director

Support Organizations: Butte-Silver Bow Public Schools
Fire Departments: Career and Volunteer
St. James Healthcare
Butte-Silver Bow Animal Services
Public Works Department
American Red Cross
Community Based Organizations: private, non-profit, and faith based
Community Mental Health Providers

I. INTRODUCTION.

A. PURPOSE.

1. Ensure comprehensive public health care during an emergency, excluding the hospital and medical services provided by the Hospital and Medical Services ESF # 11. Fatality Management is addressed in ESF # 20.
2. Provide measures for communicable disease prevention and control (disease surveillance, investigation, containment and communication), including environmental health.

B. SCOPE.

This Public Health ESF organizes appropriate health care personnel to provide community public health services, provides surveillance and monitoring of public health conditions, issues health warnings and information on preventative and treatment options, distributes prophylactic medicine and vaccines to the public as necessary, coordinates the provision of public health care services with, and advises on the status of potable water, waste water, solid waste, air monitoring and other environmental health hazards.

C. SITUATION.

1. A major event would rapidly impact local and state government's resources and abilities to provide public health services. Such an event would result in certain public health threats, including problems related to air and water quality, solid waste and physical and mental health. Health facilities may be severely damaged or destroyed resulting in a medical and pharmaceutical supplies/equipment shortage. Injuries and health conditions will be complicated by the impact of the emergency as well as in coordinating services of health care facilities and pharmacies.
2. Emergencies have the potential to raise stress levels in survivors and emergency responders, which may negatively affect their mental and emotional well being.
3. Situations with potential threat to health and safety of the community require coordination of public health and medical response. These could include natural disease outbreaks.

D. POLICIES.

1. Continuation of public health functions and control of environmental factors related to public health is essential following an emergency to prevent the outbreak of disease and to monitor the spread of vectors associated with the emergency and its aftermath.
2. Expedient health services are provided by the staff of the public health and private health care facilities.
3. It is desired to provide the highest quality of care possible. In all likelihood, emergency measures to protect life and health during emergencies will be exclusively dependent upon those resources available at the local level during the first critical hours post event. Austere conditions may limit the amount and quality of care it is possible to deliver.

E. PUBLIC HEALTH AREAS OF RESPONSIBILITY

1. **Assessment of Public Health/Medical Needs:** Mobilizes and deploys ESF #8 personnel to assess public health and medical needs, including the needs of at-risk population groups, such as language assistance services for limited English-proficient individuals and accommodations and services for individuals with disabilities. This function includes the assessment of the health care system/facility infrastructure.
2. **Health Surveillance:** In coordination with supporting departments and agencies, establishes or enhances existing surveillance systems to monitor the health of the general and medical needs population; carries out field studies and investigations; monitors injury and disease patterns and potential disease outbreaks, blood and blood product biovigilance, and blood supply levels; and provides

technical assistance and consultations on disease and injury prevention and precautions.

3. **Safety of Drugs, Food, Biologics, and Medical Devices:** ESF #8 may task components to ensure the safety and efficacy of regulated foods, drugs, biologic products, and medical devices following a disaster. Coordinate the seizure, removal, or destruction of contaminated or unsafe products.
4. **Agriculture Safety and Security:** ESF #8, may task components to ensure the health, safety, and security of food-producing animals, animal feed, and therapeutics.
5. **Vector Control:** ESF #8 may task components and request assistance from other ESF #8 partner organizations, as appropriate, in assessing the threat of vector-borne diseases; conducting field investigations, including the collection and laboratory analysis of relevant samples; providing vector control equipment and supplies; providing technical assistance and consultation on protective actions regarding vector-borne diseases; and providing technical assistance and consultation on medical treatment of victims of vector-borne diseases.
6. **Public Health Aspects of Potable Water/Wastewater and Solid Waste:** Coordinate the assessment of potable water, wastewater, solid waste disposal, and other environmental health issues related to public health in establishments holding, preparing, and/or serving food, drugs, or medical devices at retail and medical facilities, as well as examining and responding to public health effects from contaminated water; conducting field investigations, including collection and laboratory analysis of relevant samples; providing equipment and supplies as needed; and providing technical assistance and consultation.
7. **Public Health Information:** ESF #8 provides public health, disease, and injury prevention information that can be transmitted to members of the general public who are located in or near areas affected in languages and formats that are understandable to individuals with limited English proficiency and individuals with disabilities.
8. **Behavioral Health Care:** ESF #8 may task components and request assistance from other ESF #8 partner organizations in assessing mental health and substance abuse needs, including emotional, psychological, psychological first aid, behavioral, or cognitive limitations requiring assistance or supervision; providing disaster mental health training materials for workers; providing liaison with assessment, training, and program development activities undertaken by Federal, State, tribal, or local mental health and substance abuse officials; and providing additional consultation as needed.
9. **Chemical and Biological Hazards Consultation:** Will assist in assessing health and medical effects of chemical and biological exposures on the general population and on high-risk population groups; mobilize and deploy state resources to conduct field investigations, including collection and analysis of relevant sam-

ples; advise on protective actions related to direct human and animal exposure, and on indirect exposure through chemically or biologically contaminated food, drugs, water supply, etc.; and provide technical assistance and consultation on medical treatment and decontamination of chemically or biologically injured or contaminated victims.

10. **Radiological Hazards Consultation:** Will assist in assessing health and medical effects of radiological exposures on the general population and on high-risk population groups. Will mobilize to conduct field investigations, including collection and analysis of relevant samples; advise on protective actions related to direct human and animal exposure, and on indirect exposure through radiologically contaminated food, drugs, water supply, etc.; and provide technical assistance and consultation on medical treatment and decontamination of radiologically injured or contaminated victims.

II. CONCEPT OF OPERATIONS.

A. GENERAL.

1. Emergency operations for public health services will be an extension of their normal duties. However, during widespread, multiple-site emergencies, health personnel, resources and facilities may be inundated by a surge in workload.
3. Existing mutual aid agreements may be able to augment and satisfy a temporary increase in local needs. If local capabilities are exceeded, support may be available from state and federal health service groups.
4. Coordination between public health service agencies is necessary to ensure emergency operational readiness. Each support agency must develop operating instructions and resource listings to support this plan.
5. A listing of available emergency public health service resources is maintained by the Butte – Silver Bow Public Health Department and shared with the EOC.

B. TASKS AND RESPONSIBILITIES.

1. Pre–Emergency Tasks.

- a. Primary and support departments will coordinate with the Homeland Security and Emergency Management Agency to:
 - Maintain this Emergency Support Function (ESF).
 - Maintain inventories of resources and equipment.
 - Develop public education information concerning the use of untreated water, contaminated food, and other unsanitary practices following emergencies.
 - Develop format for preparing health–related public information for distribution to the EOC PIO for release to the general public.
 - Develop procedures for deploying personnel into affected areas to pro-

vide surveillance and monitoring of public health following major emergencies.

- Participate in training and exercises.
- Develop emergency action checklists.
- Maintain mutual aid agreements.
- Develop and test methods for providing large scale prophylaxis in the community.

2. **General Emergency Tasks.**

a. Primary and support agencies will:

- When requested during an emergency situation, report to the Butte – Silver Bow EOC.
- Provide guidance on personal protective equipment and other exposure precautions
- Ascertain need for public health surveillance.

3. **Specific Emergency Concepts and Responsibilities.**

a. **Butte–Silver Bow Health Department is the primary department for ESF # 8 Public Health and will:**

- Assume the role of primary department for this ESF and assumes the position of Public Health Group Supervisor in the EOC Operations Section to carry out those functions within the EOC.
- Provide personnel, equipment, supplies and other resources necessary to coordinate plans and programs for public health activities.
- Inspect and advise on general food handling and sanitation matters.
- Coordinate through the EOC Public Information Officer the dissemination of emergency-related public health information to the public.
- Coordinate with hospitals and other health providers regarding response to public health needs.
- Provide investigation, surveillance, and take measures for containment of harmful health effects.
- Provide coordination of laboratory services.
- Consult with the Mass Care, Housing & Human Services Coordinator to identify shelters that may require public health services.
- Coordinate air and water quality assurance activities.
- Provide frequent updates to the EOC Operations Section Chief as to the status of the Public health function.
- Coordinate behavioral health support agencies for requested services.
- Support fatality management services by providing public health related disaster assessments and information.
- Provide public health guidance to the private medical community.
- Maintain records of cost and expenditures to accomplish this ESF and forward them to the EOC Finance/ Administration Section Chief.

-
- b. **American Red Cross:**
- Provide medical and mental health support personnel as requested.
- c. **Fire Departments-Career and Volunteer:**
- Provide assistance with public health related assessments.
 - Record costs and expenditures and forward them to this ESF's Group Supervisor.
- d. **Butte – Silver Bow Public Schools:**
- Provide nursing personnel, equipment, supplies and other resources needed to assist in health care for victims of the effected emergency area.
 - Record costs and expenditures and forward them to this ESF's Group Supervisor.
- e. **St. James Healthcare:**
- Assist public health with community health issues.
- f. **Mental Health Providers: Warm Springs State Hospital, Montana Mental Health, Butte Ministerial Association, Private Providers:**
- Provide behavioral health services.
 - Assess behavioral health needs following an emergency considering both the immediate and cumulative stress resulting from the emergency.
 - Provide State licensed medical and mental health support personnel as requested.
 - Coordinate through the EOC Public Information Officer the dissemination of public education on critical incident stress and stress management techniques.
 - Provide outreach to serve identified behavioral health needs.
- g. **Public Works Department:**
- Assist with water quality control.
 - Monitor sewerage treatment capabilities.
 - Record costs and expenditures and forward them to this ESF's Group Supervisor.
- h. **Animal Services:**
- Assist with the prevention and control of animal-borne diseases that have public health significance.
 - Record costs and expenditures and forward them to this ESF's Group Supervisor.

C. ROLE OF BUTTE–SILVER BOW EOC.

1. When the EOC is activated, the EOC Manager may activate the Public Health ESF # 8 by assigning a representative of as Public Health Group Supervisor to coordinate public health services activities. The Public Health Group Supervisor is responsible for directing and coordinating emergency responses to situations relating to disease control, sanitation, and mental health. The Public Health Group Supervisor will make request to the state EOC through the EOC Commander for additional resources when all local public health services resources have been exhausted.
2. Public health personnel will be alerted according to prescribed departmental/agency policy. The Public Health Group Supervisor will assign the operational priorities for personnel. All personnel will report to their pre-designated locations unless otherwise directed by their supervisor at the time they are notified of the emergency. Pre-designation of duties and responsibilities will facilitate a reduction in response time.
3. Public Health Group Supervisor will establish and maintain lines of communication in the EOC during major response operations to facilitate coordination of activities and resources.
4. Public Health ESF # 8 likely tasks are found in the City-County box on the tab page at the front of this section.

D. LIFE SAFETY ASSESSMENT.

An initial EOC priority is to gather as much intelligence about the extent of damage as soon as possible. As soon as possible, public health service personnel will submit situation and damage reports to the EOC.

E. EVACUATION.

Evacuation will be coordinated with the EOC to ensure the evacuees are moved to an appropriate shelter to provide for the needs of special populations and individuals. Public Health ESF # 8 will ensure appropriate public health service support.

F. FIELD OPERATIONS.

1. Public Health Services emergency actions may include:
 - Immunizations and/or the distribution of prophylaxis.
 - Public Health inspections.
 - Public Health /Sanitation inspections of medical facilities, shelters, mass care centers, and food establishments impacted by disaster events.
 - Coordinate potable water testing.
 - Environmental health activities in regard to waste disposal, refuse, food, water control, environmental monitoring and vector control.

- Conduct or coordinate laboratory activities in regard to examination of food and water, and diagnostic tests.
2. Mental Health Services emergency actions may include:
 - Coordinating mental health programs and resources at incident sites.
 3. Hazardous Materials Response.
 - Public health service units responding to a hazardous material incident will ensure that they have a full understanding of the Incident Commander's assessment of the situation and that they take full and proper precautions to protect themselves.
 - Only personnel having proper training should be deployed to a hazardous material incident.
 4. Multiple Death Operations.
 - The City-County Public Health Department gathers vital statistics during mass injury or fatality operations for the EOC situation reports as requested.

III. ATTACHMENTS AND REFERENCES.

A. ATTACHMENTS.

1. Public Health (ESF # 8) Checklist.

B. REFERENCES.

1. Butte-Silver Bow Public Health Department Emergency Operations Plan.
2. Butte-Silver Bow Joint Information Center Plan.
3. Emergency Operations Center Operating Guide.

C. PROVISIO.

This support annex has been prepared in accordance with the standards of the National Incident Management System and other Federal and State requirements and standards for emergency response plans applicable as of the date of the plan's preparation.

The plan provides guidance only; it is intended for use in further development for response capabilities, implementation of training and exercises, and defining the general approach to incident response. The actual response an incident is dependent on:

1. The specific conditions of the incident, including incident type, geographic extent, severity, timing, and duration;
2. The availability of resources for response at the time of the incident;

3. Decisions of Incident Commanders and political leadership; and
4. Actions taken by neighboring jurisdictions, the State, and the Federal Government.

These and other factors may result in unforeseen circumstances, prevent the implementation of plan components, or require actions that are significantly different from those described in the plan.

This Page Is Blank Intentionally

Attachment 1
PUBLIC HEALTH (ESF # 8) CHECKLIST

Pre-Emergency	<p>Coordinate with the Homeland Security and Emergency Management Agency to:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Maintain this Emergency Support Function (ESF). <input type="checkbox"/> Maintain inventories of resources and equipment. <input type="checkbox"/> Develop public education information concerning the use of untreated water, contaminated food, and other unsanitary practices following emergencies. <input type="checkbox"/> Develop format for preparing health-related public information for distribution to the EOC PIO for release to the general public. <input type="checkbox"/> Develop procedures for deploying personnel into affected areas to provide surveillance and monitoring of public health following major emergencies. <input type="checkbox"/> Participate in trainings and exercises. <input type="checkbox"/> Develop emergency action checklists. <input type="checkbox"/> Maintain mutual aid agreements. <input type="checkbox"/> Develop and test methods for providing large scale prophylaxis.
Emergency	<ul style="list-style-type: none"> <input type="checkbox"/> When notified, report to the Butte – Silver Bow EOC. <input type="checkbox"/> Monitor Public Health and well-being of emergency workers. <input type="checkbox"/> Ascertain need for public health surveillance.
Emergency Operations Center (EOC)	<ul style="list-style-type: none"> <input type="checkbox"/> Perform Public Health ESF # 8 functions as the Public Health Group Supervisor within the Butte – Silver Bow EOC Operations Section. <input type="checkbox"/> Determine condition, status of Butte – Silver Bow health resources. <input type="checkbox"/> Determine present and future need for health resources. <input type="checkbox"/> Obtain, coordinate Public Health resources as requested by field incident commanders. <input type="checkbox"/> Sources for resources can include: <ul style="list-style-type: none"> – Mutual aid. – State ECC. – American Red Cross. <input type="checkbox"/> Coordinate assessment of general health needs of the affected population, including: <ul style="list-style-type: none"> – Providing for dissemination of emergency public health information. – Surveillance and monitoring of conditions that could impact general public health. – Coordinate the evaluation and dissemination of public health alerts of food, drug or medical safety. – Assessment of worker health and safety.

	<ul style="list-style-type: none"> - Assist with the identification of biological, chemical, radiological or physiological public health hazards. - Coordinate the evaluation of potential mental health issues of emergency workers and victims. - Advice on potability of water sources and disposition of solid waste and wastewater as it relates to public health issues. <input type="checkbox"/> Establish, maintain contact with State EOC through the EOC Manager, as appropriate: <ul style="list-style-type: none"> - Provide information on damages, status of Butte – Silver Bow Public Health systems. - Request additional Public Health resources, as needed. <input type="checkbox"/> Provide mutual aid if requested: <ul style="list-style-type: none"> - Do not commit mutual aid until it is determined that the City-County does not need the requested resources.
<p>Recovery Actions</p>	<ul style="list-style-type: none"> <input type="checkbox"/> Continue to monitor the public and environment for adverse effects. <input type="checkbox"/> Coordinate with and assist state and federal public health agencies as needed.