
ANNEX 7**BEHAVIORAL HEALTH****I. INTRODUCTION**

- A. This Annex supplements the information regarding the behavioral health responsibilities and actions outlined in Appendix 5 (SC Mass Casualty Plan) of the South Carolina Emergency Operations Plan (SCEOP).
- B. While people and communities are resilient, responding to the psychological and emotional impact of disasters for all people involved is an integral part of a comprehensive and effective disaster response and community recovery strategy.

This Annex does not address the evacuation of any specific facility that houses mental health patients, such as a hospital, assisted living center, or personal residence. Such facilities are required to have their own evacuation strategies.

II. PURPOSE

- A. Increase adaptive functioning in responders and survivors.
- B. Outlines the system for providing behavioral and mental health care by collaboration of the agencies supporting ESF-8.

III. ASSUMPTIONS

- A. Most people who live through disasters will feel some level of distress. Anxiety, sadness, sleeplessness, shock and other emotional and physical reactions are common after traumatic events.
- B. Mental health conditions may be overlooked during a disaster because they can be difficult to visibly identify and diagnose.
- C. Reactions to stressful events are highly individualized. Persons not directly impacted by a disaster may also suffer distress.
- D. After responding to a disaster, first responders may experience elevated rates of anxiety and stress disorders. Symptoms may be present for weeks or even years after the event. Responders may not be prepared for a disaster's psychological impact as training cannot truly replicate a disaster environment.
- E. Stress reactions can appear immediately or may not appear for weeks or even months. Memories of previous traumatic experiences may also re-surface. Those directly affected are more likely to have stronger reactions. Most reactions to stress are temporary, and most people will recover with time and support.
- F. Substance use and abuse tends to increase following a community disaster or crisis event.

- G. Disasters are fluid depending upon the conditions, prevailing needs and situation (including political). Behavioral response efforts may need to cross regional, business, cultural and historical boundaries to provide the best comprehensive services.
- H. Many communities have non-English speaking populations. The need for interpreters may be crucial for behavioral health outreach and support.
- I. In any disaster, individuals with functional and access needs are often disproportionately affected. Disaster response plans must consider the needs of individuals with functional and access needs at all levels of planning and be flexible enough to meet the particular needs of individuals when crafting client-specific responses.
- J. A disaster will increase an already dramatic need for mental and behavioral health support. According to The Substance Abuse and Mental Health Services Administration (SAMHSA), only about 38-40% of people with mental health care needs actually receive services. SAMHSA's estimates show that in 2011, 17.8% of adults in the United States were affected by some level of mental illness. Ages 26 to 34 were affected the greatest; 20.9% have some mental illness.
- K. The SC Department of Mental Health (SCDMH), the primary disaster behavioral health responder, serves approximately 100,000 patients per year, approximately 30,000 of whom are children.
- L. An awareness of cultural diversities, including religious and ethnic South Carolina groups such as Mennonites and the Gullah culture, must be considered in behavioral health response.

IV. CONCEPT OF OPERATIONS

- A. ESF-8 is responsible for the coordination of state level disaster behavioral health response. The primary agency for the coordination of this response is the SC Department of Mental Health. Support agencies assisting in this specific response include the Vocational Rehabilitation Department, the SC Department of Alcohol and Other Drug Abuse Services (DAODAS), the American Red Cross, The Salvation Army and the SC Baptist Disaster Relief.
- B. SCDMH is the primary responder for state level behavioral health response. SCDMH has pre-identified trained teams which include a team leader, one public safety officer and up to nine team members. Each team is trained in ICS. Response teams can be pulled from staff of each of the 17 community mental health centers and, to a lesser extent, inpatient facilities operated by the SCDMH. Other state-level resources include a SC Department of Health and Environmental Control (SCDHEC) Social Work Behavioral Health Response team, and behavioral health responders from the Vocational Rehabilitation Department, The American Red Cross, The Salvation Army and the Baptist Disaster Relief.
- C. Volunteer Organizations Active in Disasters (VOAD) can also provide animal therapy teams on-site to disasters. These teams are recognized by the state VOAD.

- D. Local resources for behavioral health response include the local DMH-identified teams, Medical Reserve Corp behavioral health teams and other regionally-established teams.
- E. Community behavioral health agencies are expected to continue routine activities during emergency situations. Direction and control of such operations will be by those that normally direct and control day-to-day behavioral health services. Community behavioral health agencies may receive referrals from Disaster Behavioral Health Response Teams.
- F. The number of responders in each team, structure and leadership is established by the responsible agency of those teams. Each team's supporting agency is responsible for the establishment of training criteria and standard operating procedures.
- G. Behavioral Health support may be deployed on-site during an incident, to established service areas, such as community centers, general population shelters, special medical needs shelters, emergency departments, backup mental health centers, primary care centers, schools, or to family assistance centers during a mass fatality event. Additionally Behavioral Health support may be needed to assist in staffing phone trees or 2-1-1 centers.
- H. The roles and implementation of behavioral health volunteers and teams in a Family Assistance Center will be outlined in local and regional mass fatality plans.
- I. Behavioral health teams are responsible for maintaining a log of statistics to conform to State and Federal guidelines for disaster assistance grants. Such statistics will include numbers of victims and families, the stress level/psychological functioning of people interviewed; the need for psychiatric medications; and the need for follow-up contact. Teams will follow confidentiality guidelines regarding the identity of individuals seen.
- J. Activation of Behavioral Response Teams
 - 1. This Annex may be implemented under any of the following circumstances:
 - a. The State Mass Casualty Plan is activated.
 - b. The ESF-8 lead determines the need for activation.
 - c. The ESF-8 lead receives a request for activation from a county or public health region.
 - 2. Locally, behavioral response teams may be activated through a request from county ESF-8, or from the DHEC Regional Emergency Coordination Centers, or as defined in local standard operating procedures.
 - 3. Requests for behavioral response assistance in Family Assistance Centers should be part of local mass fatality plans, but may be made by the local coroner through local ESF-8.

V. ACTIONS

- A. Preparedness

1. Identify private agencies and professionals who may wish to register and serve as Medical Reserve Corps behavioral health volunteers.
2. Develop guidelines, training and information for distribution to behavioral response teams to ensure consistency in response. Include plans for support to substance abuse patients.
3. Develop public information and messaging regarding stress, anxiety and coping for distribution to the public pre- and post-event.
4. Work with local coroners to establish the role and implementation of behavioral health teams in family assistance centers.

B. Response

1. Determine sites where behavioral support will be needed. Determine populations that will need behavioral support.
2. Notify primary SCDMH Disaster Response teams, auxiliary MRC teams and other behavioral support teams of potential deployment with an unknown return date.
3. Rapidly assess the potential behavioral health needs and response locations specific to the disaster.
4. Coordinate the provisions of disaster behavioral health services for disaster survivors, emergency workers, and others suffering psychological trauma due to the emergency situation.
5. Consider the need and availability of assistance from Federal Crisis Counseling Programs.
6. Upon deployment, establish communications with the disaster behavioral health teams.
7. Assist in evacuation of behavioral health facilities, as needed.
8. Coordinate the procurement, screening and allocation of behavioral health equipment, supplies and resources, including human resources, required to support behavioral health operations.
9. Provide, through ESF-15 (Public Information), information to the news media for the public on dealing with emerging behavioral health issues.

C. Recovery

1. If needed, and authorized, apply for the Federal Crisis Counseling Programs to mitigate psychological distress in individuals, families, communities and responders.

2. The need for Disaster Behavioral Health response will be greatest during the recovery period and may continue for an unspecified length of time. Continue to support behavioral health recovery at response locations, as needed.
3. Assist in the restoration of clinics, treatment facilities, or hospitals to full service and support transition planning for the return of the displaced behavioral health care population to their original facility once the crisis has passed and that facility is fully operational, staffed, and capable of providing the necessary care and treatment of its patients.
4. Arrange for alternate disaster behavioral team support to relieve initial disaster behavioral health team responders.
5. Continue to assess the behavioral health disaster response needs for all affected areas in the state.
6. Provide psychological, consultation, or counseling for disaster service providers. Recipients may include staff from law enforcement, fire, emergency medical services, hospitals, public health nursing, public utilities, Red Cross, volunteers, and mental health.
7. Advocate for community anniversary events, memorials and remembrance activities as indicated.
8. Collect and report information regarding the numbers of citizens and responders that receive disaster behavioral health assistance and the type and locations of response that was provided.

D. Mitigation

1. Develop an after action review of behavioral health response activities as soon as possible after an exercise or event. Identify both successful operational procedures and identify and implement needed improvements.
2. Provide information to the general public and responders about the potential long-term behavioral health impacts of the disaster.
3. Assess training needs that became evident during disaster response.
4. Update the Behavioral Health Annex as needed.

VII. RESPONSIBILITIES

- A. General. All agencies or organizations assigned to disaster behavioral health function are responsible for following:

1. Designating and training representatives of their agency in compliance with federal NIMS requirements and training standards established for that agency's disaster behavioral health response teams.
2. Ensuring that disaster behavioral health standard operating procedures are developed and maintained.
3. Maintaining current emergency notification procedures.

B SC Department of Health and Environmental Control

1. Provide information to Disaster Behavioral Health responders regarding public health and medical issues and behavioral health responder safety guidelines.
2. Maintain a current roster and standard operating procedures for SCDHEC Regional Social Work Disaster Behavioral Response Teams.
3. Annually update the Annex 7 Behavioral Health Annex to Appendix 5 (SC Mass Casualty Plan) of the SCEOP.

C. SC Department of Mental Health

1. Provide staff as required to support ESF-8's disaster behavioral response efforts.
2. Maintain a listing of available disaster behavioral response teams with current contact information and standard operating procedures.
3. Coordinate the provision of crisis counseling and outreach to victims and responders in affected communities.
4. In support of evacuation of behavioral health facilities, assist in the coordination of information of the status of victims.
5. In support of evacuation of behavioral health facilities, provide assistance and technical advice in regards to evacuating special needs groups.
6. Assist SCDHEC with the coordination of the behavioral health services and resources with support agencies such as The American Red Cross and The Salvation Army.
7. Maintain records of behavioral response teams state-level activations and records of response activities.

D. Vocational Rehabilitation Department

1. Provide crisis counseling personnel to facilitate recovery.
2. Maintain a listing of available disaster behavioral response personnel with current contact information and standard operating procedures.

3. Collect and report information regarding the numbers of citizens that receive disaster behavioral health assistance and the type and locations of response that was provided.
 4. Assess training needs that became evident during disaster response.
- E. SC Department of Alcohol and Other Drug Abuse Services
1. Provide crisis counseling personnel for substance abuse disaster victims to facilitate recovery.
 2. Maintain a listing of available disaster behavioral response personnel or teams with current contact information and standard operating procedures.
 3. Collect and report information regarding the numbers of citizens that receive disaster behavioral health assistance and the type and locations of response that was provided.
 4. Assess training needs that became evident during disaster response.
- F. American Red Cross
1. Develop guidelines, training and information for their behavioral health response personnel.
 2. Provide behavioral health response personnel to shelter sites, and other locations as available.
 3. Advocate for community anniversary events, memorials and remembrance activities as indicated.
 4. Collect and report information regarding the numbers of citizens that receive disaster behavioral health assistance and the type and locations of response that was provided.
 5. Assess training needs that became evident during disaster response.
- G. SC Baptist Disaster Relief
1. Identify and recruit volunteers with an interest in assisting with behavioral health response. Maintain a current listing of these volunteers.
 2. Develop guidelines, training and information for their behavioral health response personnel.
 3. Provide behavioral health response personnel to shelter sites, and other locations as available.
 4. Advocate for community anniversary events, memorials and remembrance activities as indicated.

5. Collect and report information regarding the numbers of citizens that receive disaster behavioral health assistance and the type and locations of response that was provided.
6. Assess training needs that became evident during disaster response.

H. The Salvation Army

1. Identify and recruit personnel to assist with the emotional and spiritual care of disaster victims. Maintain a current listing of these personnel.
2. Develop guidelines, training and information for their emotional and spiritual care response personnel.
3. Provide personnel to shelter sites, and other locations as available.
4. Advocate for community anniversary events, memorials and remembrance activities as indicated.
5. Collect and report information regarding the numbers of citizens that receive emotional and spiritual assistance and the type and locations of response that was provided.
6. Assess training needs that became evident during disaster response.

VIII. FEDERAL ASSISTANCE

- A. The Robert T. Stafford Disaster Relief and Emergency Assistance Act and Miscellaneous Directives of P.L. 100-707, which establishes the requirements that State Emergency Preparedness Offices plan for providing mental health crisis counseling services in human-caused or natural disaster response and recovery. Section 416 of this act specifically addresses the mental health function.