

EMERGENCY SUPPORT FUNCTION

VOLUNTEERS AND DONATIONS



2019

Emergency Support Function (ESF) 15 Volunteers and Donations

Primary Agency: Santa Rosa County Division of Emergency Management

Support Agencies: United Way of Santa Rosa County
American Red Cross of Northwest Florida
Department of Children and Families
Salvation Army
Community Organizations Active in Disaster (COAD)
RSVP
Santa Rosa County CERT (Includes independent teams)
Faith based organizations

I. Purpose

The purpose of ESF 15 is to coordinate the efficient and effective utilization of affiliated and unaffiliated volunteers and donated resources to meet the needs of the impacted area(s) of Santa Rosa County following a disaster or other incidence of significance.

The scope of this ESF is two-fold: To coordinate recovery efforts as related to volunteers (pre-assigned and convergent) and to assure the expeditious recovery delivery of donated goods to the affected area.

Overall management, coordination and prioritization of volunteer support and distribution of donated resources is done accordingly to meet the needs of the impacted area(s) following a disaster or other incidence of significance.

The following **policies** apply:

- All unaffiliated volunteer activity will be coordinated by ESF 15.
- All unsolicited offers of donations will be routed to and/or coordinated by ESF 15.
- All requests for goods or services that can be provided through volunteers or donations will be coordinated by ESF 15.

The following **assumptions** will guide the implementation of ESF 15 in Santa Rosa County:

- A significant natural or man-made catastrophic event will produce an overwhelming public response both locally and from outside of Santa Rosa County.
- Type and location of damage sustained during the event will influence the amount and type of assistance required.
- Effective coordination of disaster response requests will be difficult during the immediate post-event time period due to damage or destruction of communication networks.
- Damage or destruction of transportation networks will slow response and delay arrival of volunteer and donations resources.
- It is impossible to have advance knowledge of the arrival of all donations.
- Numerous unaffiliated volunteers will arrive without prior coordination.

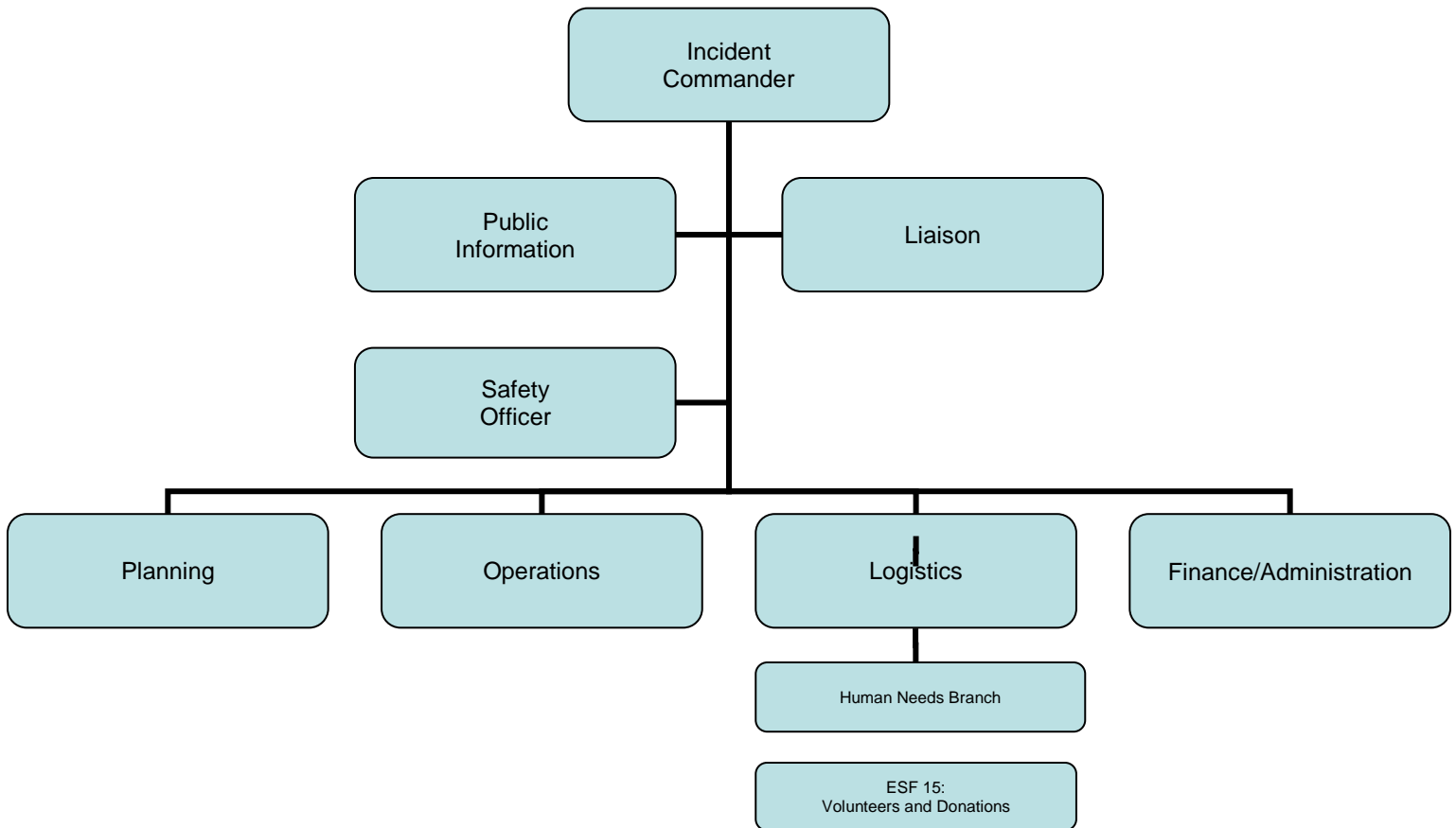
- An accurate inventory management system is essential to the effective and timely distribution of donated resources.
- In planning for the potential impact of a major or catastrophic disaster event, local volunteers may be registered and pre-assigned to specific duties to meet anticipated needs. Immediately following the disaster, a system must be in place to solicit, receive, and coordinate the deployment of convergent volunteers from areas outside of the impacted area.
- The State Coordinating Officer will designate the county in which the Florida Regional Relief Center is to be established.
- The Director of Emergency Management of that county will be designated by the SCO, as the Director of the Florida Regional Relief Center and shall perform his or her duties under the direction of that office.

II. Concept of Operations

A. GENERAL

1. ESF 15 is organized consistent with State Emergency Operations Center and the requirements of the National Response Plan, the National Incident Management System, and the Incident Command System in order to provide incident assessment, planning, procurement, deployment, coordination and support operations to Santa Rosa County through the Santa Rosa County Emergency Response Team, Area Operations and State Emergency Response Teams to assure a timely and appropriate response to an emergency or situation.
2. Procedures protocols and plans for disaster response activities are developed to govern staff operations at the Santa Rosa Emergency Operations Center and in the field. These are in the form of Emergency Operations Plan (i.e., Base Plan) and corresponding Appendices, Incident Annexes, Support Annexes and Standard Operating Guidelines, which describe ESF 15 capabilities (based on the National Planning Scenarios, the Universal Task List and the Target Capabilities). Periodic training and exercises are also conducted to enhance effectiveness.
3. In a large event requiring local or State mutual aid assistance, ESF 15 will work with its support agency counterparts to seek and procure, plan, coordinate and direct the use of any required assets.
4. Throughout the response and recovery periods, ESF 15 will evaluate and analyze information regarding the availability of volunteers and donated goods and services.
5. United Way Santa Rosa representatives will fill a liaison role at the EOC to assist in coordination of all activities under ESF 15, if available.
6. Requests will be made ESF 15 and ESF 2 to assist in establishing a 1-800 number with multi-line rollover capacity to be used for incoming volunteer and donations related calls placed from outside of Santa Rosa County. Until established, utilize United Way's Main Line at (850) 623-4507. These lines will be located in the warehouse/volunteer reception facility. The Santa Rosa County PIO will publicize the importance of outside callers using this line for instructions PRIOR to sending donations or arriving for volunteer assignment.
7. Warehouse space located the UWSR Main office at 6479 Caroline St. Milton, FL 32570 will be utilized by ESF 15 to receive, sort, inventory and redistribute donated goods to agencies and churches.

- a. Transportation of supplies will be provided by Santa Rosa County schools.
- 8. UWSR's facility will serve as the Command Center VRC, adjacent to warehouse facilities.
- 9. Prioritization of needs will be established following Rapid Impact Assessment Team report.



Figure– Incident Command System Structure: ESF 15 – Volunteers and Donations

B. ORGANIZATION

1. COUNTY

- a. During an activation of the County Emergency Operations Center, support agency staff is integrated with the UWSR staff to provide support that will allow for an appropriate, coordinated and timely response.
- b. During an emergency or disaster event, the Emergency Operations Center, Logistics Section Chief will coordinate the support resources from the support agencies with the Human Needs Branch Director.
- c. During the response phase, ESF 15 will evaluate and analyze information regarding volunteers and donations requests. Also, ESF 15 will develop and update assessments of the requirements for volunteers and donations in the impacted area

and undertake contingency planning to meet anticipated demands and requirements.

- d. UWSR develops and maintains the overall ESF 15 Emergency Operations Plan and accompanying Appendices, Annexes and Standard Operating Guidelines that govern response actions related to emergencies. However support agencies may develop and maintain their own similar documents for internal use, which must be compatible with and in support of the overall Emergency Operations Plan. All such documents will be in compliance with the National Response Plan, the National Incident Management System, the Incident Command System and the County Comprehensive Emergency Management Plan.
- e. Staffing of ESF 15 positions will be accomplished through Santa Rosa County employees, UWSR, personnel from ESF 15 support agencies and trained and screened unaffiliated volunteers.
- f. Individual organizations supporting ESF 15 will maintain contact with the ESF 15 EOC liaison to advise of status and response capabilities.
- g. County Staff for ESF-15 will maintain a 24-hour presence in the EOC. UWSR will provide a staff person to maintain a presence at key times in the EOC, if possible..

2. AREA

- a. The Human Services Branch Chief, in consultation with the requesting jurisdiction, may obtain additional volunteer and donated goods management resources via established mutual aid agreements.
- b. The Florida Commission on Community Service serves as the lead agency for volunteers and donations coordination and support and will designate a liaison to the EOC from the Regional Office and/or the Regional Domestic Security Task Force (RDSTF). The liaisons have been trained to carry out Emergency Support Function 15 responsibilities and will function as coordinators, assessors, and operational personnel in support of EOC or field activities.
- c. If more than one County emergency management operation center is activated, State ESF 15 may support the coordination of the response with regional resources or request additional resources from the State Emergency Operations Center. Under such circumstances, the State ESF 15 agencies will participate in a Multi-Agency coordinating entity to coordinate requests for Volunteers and Donations resources among multiple Emergency Operations Centers.

3. STATE

- a. During an activation of the State Emergency Operations Center, the Florida Commission on Community Service is the designated lead agency for State volunteer and donations services and will provide a liaison to facilitate requests for ESF 15 resources to local Emergency Operations Centers.
- b. During an emergency or disaster event, the primary and support agencies of Emergency Support Function 15 at the State Emergency Operations Center will report to the Human Services Branch Chief who reports to the Operations Section Chief under the overall direction of the State Coordination Officer.
- c. The Florida Commission on Community Service develops and maintains the overall Emergency Support Function 15 Emergency Operations Plan and accompanying Appendices, Annexes and Standard Operating Guidelines that govern response actions related to emergencies. However, support agencies may develop and

maintain their own similar documents for internal use, which must be compatible with and in support of the overall Emergency Operations Plan. All such documents will be in compliance with the National Response Plan, the National Incident Management System, the Incident Command System and the County Comprehensive Emergency Management Plan.

C. ALERTS/NOTIFICATIONS

1. UWSR will notify the County Warning Point when information comes to their attention indicating that an emergency or disaster situation is developing. The report will include all relevant information that is known at this time. Additional information should be reported as it becomes available.
2. The County Warning Point, will notify the “on call” Emergency Duty Officer and/or Emergency Coordinating Officer (ECO) for Emergency Support Function 15 when the County or an area of the County has been threatened or impacted by an emergency or disaster event as provided in the County Warning Point procedure.
3. ESF 15 will be activated or placed on standby upon notification by the County Emergency Management Office. The primary and support Volunteers and Donations representatives or designees will jointly collaborate on the emergency activities of ESF 15.
4. Volunteers and Donations (ESF-15) will not be activated in every disaster, however, when activated by the Division of Emergency Management the following actions will occur.
 - Level 3: During this phase UWSR, as lead agency, will check the contact list, ensure its accuracy and make courtesy calls to support agencies for status information.
 - Level 2: During this phase the UWSR is responsible for notifying essential voluntary agencies. These support agencies then notify their local, regional, and national offices per their plans.
 - Level 1: This level includes a full activation of the Emergency Operation Center (EOC). All participating Volunteers and Donations (ESF-15) agencies will be notified. Some voluntary agencies will not come to the EOC, but will have a vital part of the overall County response. These agencies are included because of their field support activities.
5. When notified that the EOC has been activated, the ESF 15 coordinator will:
 - Instruct UWSR staff and key volunteers to conduct an immediate telephone survey of all Health and Human Service agencies to determine ability to provide services and determine support capabilities.
 - Establish contact with the County PIO to coordinate dissemination of media information relative to volunteers and donations
 - Establish contact with the State ESF 15 coordinator to advise of current situation, status and emerging needs.

D. ACTIONS

Actions carried out by ESF 15 are grouped into phases of emergency management: preparedness, recovery and mitigation. Each phase requires specific skills and knowledge to accomplish and requires significant cooperation and collaboration between all supporting

agencies and the intended recipients of service. ESF 15 encompasses a full range of activities from training to the provision of field services. It also functions as a coordinator and, at times, assumes direct operational control of provided services.

1. PREPAREDNESS ACTIONS

- a. Actions and activities that develop Volunteers and Donations response capabilities may include planning, training, orientation sessions, and exercises for ESF 15 personnel (i.e., County, State, Regional, and Federal) and other emergency support functions that will respond with ESF 15. This involves the active participation on inter-agency preparedness organizations, which collaborate in such activities on a regular basis.
- b. Local ESF 15, support agencies and State Volunteers and Donations will jointly address planning issues on an on-going basis to identify potential staging areas and specific requirements.
- c. Conduct planning with ESF 15 support agencies, Regional Domestic Security Task forces, and other emergency support functions to refine Volunteers and Donations operations.
- d. Maintain and distribute as necessary, a roster of agency contacts and support personnel.
- e. Primary and support agencies should participate in disaster operations training. See State web site for training class schedules.
- f. Conduct training and exercise for EOC and Volunteers and Donation Team members.
- g. Recruit leadership volunteers by geographic areas (Jay, Pace/Milton, Midway).
- h. Issues identification wristbands for all volunteers.
- i. Provide and maintain records of all volunteers and the agency to which they are assigned.
- j. Advise Emergency Management Office of any ESF support required in the management of volunteers.
- k. Prepare and maintain emergency operating procedures, resource inventories, personnel rosters and resource mobilization information necessary for implementation of the responsibilities of the lead agency. Ensure lead agency personnel are trained in their responsibilities and duties.
- l. Develop and present training courses for ESF 15 personnel, including the coordination with ESF 7 and Logistics.
- m. Conduct all-hazards exercises involving ESF 15.

2. RESPONSE ACTIONS

- a. Coordinate operations at the ESF 15 office in the County Emergency Operations Center and/or at other locations as required.
- b. Establish and maintain a system to support on-scene direction and control and coordination with county EOC, regional task force and state EOC.

- c. Preposition response resources when it is apparent that volunteer and donations resources will be necessary. Relocate ESF 15 resources when it is apparent that they are endangered by the likely impacts of the emergency situation.
- d. Monitor and direct ESF 15 resources and response activities.
- e. Inventory, update, and maintain a database of offers of services, goods, and monetary donations.
- f. Maintain a daily log of activities and action plans, including scheduling staff and submitting Situation Reports information to Planning (ESF 5).
- g. Ensure appropriate information intended for public distribution is made to Public Information (ESF 14) dissemination throughout the media.
- h. Receive requests from governmental, non-profit, and service agencies assigned responsibilities for the implementation of any part of the County's Comprehensive Emergency Management Plan.
- i. Coordinate with the Emergency Management Division for the prioritization of volunteer resources when there is a shortfall in volunteer resources available.
- j. Advise County Emergency Management of any serious problems encountered that effect individual volunteers.
- k. Coordinate with support agencies to task and utilize volunteer resources.
- l. Participate in EOC briefings, Incident Action Plans, Situation Reports and meetings.
- m. Obtain State resources through the State Comprehensive Emergency Management Plan (CEMP); coordinate all resources into the affected areas from designated staging areas.
- n. Coordinate with other ESFs and serve as an informational group on the availability and coordination of resources from volunteers and donations.
- o. Catalog and update local unmet needs and communicate those needs to volunteer and donations primary support staff.
- p. Coordinate with ESF 7 to identify staging areas for donations, factoring in the location, scope and magnitude of the event. Donations strategy will replicate that of FEMA's G288 Local Volunteer and Donations Management & Volunteer Reception Center (VRC) Training.

3. RECOVERY ACTIONS

- a. Recovery operations of ESF 15 will be a continuation of activity begun during the Response Phase and may continue beyond EOC activation period.
- b. The Regional Recovery Center(s) will be established to serve as reception centers for resources and to properly disburse goods and materials to the affected areas.
- c. Local staging areas will be established to facilitate disbursement of goods and services of the impacted areas. These staging areas might also serve as storage depots.
- d. Security in the area will be instructed to admit only volunteers with proper identification, i.e., a voluntary organization I.D. or special State of Florida volunteer patch or logo. These logos will be issued at voluntary agency reception centers or staging areas.
- e. Any unmet needs will be identified with specific requests coordinated with Resources (ESF 7) and Public Information (ESF 14) through a message log request. Message

logs will be printed and brought to UWSR's VRC Command Center (6479 Caroline St., Milton) to try to fill requests for assistance.

- f. Activity by organization/agencies involved with ESF 15 in recovery operation may continue even though recovery centers have closed.

4. MITIGATION ACTIONS

- a. ESF 15 will work with Santa Rosa County Division of Emergency Management to assist in the promotion of the benefits of individual, neighborhood and community preparedness.
- b. Promote Support Alliance for Emergency Readiness (SAFER)
- c. The manning of telephones necessary to receive incoming response to post-disaster community needs, volunteer recruitment and agency assistance. The number to call for public assistance is (850) 983-7200.
- d. Document volunteer registration and time.

E. DIRECTION AND CONTROL

1. ESF 15 complies with the National Response Plan, the National Incident Management System and uses the Incident Command System (composed of Planning, Operations, Logistics and Finance/Administration Sections with their standardized Units, Teams, positions, forms and terminology) to manage its emergency/disaster responsibilities. Key to this system is the Division of Emergency Management, which functions as the official disaster prevention, response, preparedness, recovery, and mitigation organization within Santa Rosa County. The Division of Emergency Management also serves as the focal point for ESF 15 activities. It is responsible for ensuring that all appropriate program departments, support agencies, other Emergency Support Functions and other private voluntary agencies have knowledge about the system and ESF 15 expectations, as well as coordinate and cooperate efficiently during an event.
2. The ESF 15 system operates in three arenas; 1) The County Emergency Operations Center; 2) ESF-15 Command Center (6479 Caroline St., Milton) and 3) field locations.
3. During emergency activations, all management decisions regarding County or regional response are made at the County Emergency Operations Center by the ESF 15 coordinator. Under the Incident Command System structure, the Planning, Logistics, Finance/Administration, and Operations Section Coordinators and staff at the County Emergency Operations Center assist the commander in carrying out the overall mission. Sections, Units, Teams, staffing levels, etc. are modular and scalable, depending on the type, size, scope and complexity of the emergency or disaster event.

F. RESPONSIBILITIES

LEAD AGENCY – Santa Rosa County Emergency Management

1. Santa Rosa County will continued coverage at the EOC to coordinate incoming goods and people and assign goods and people to the areas of need based upon priority as established by ESF 15. SRC DEM will provide direction and information for County staff at EOC.
2. Activate the ESF 15 liaison for duty at the EOC.
 - Notify all support agencies for assessment, activation and mobilization purposes.

- Coordinate with other ESFs to determine available resources and needs.
 - Organize and provide lead staff for all facilities directly related to ESF 15 purpose.
 - Coordinate disbursement of donated goods to agencies in need.
3. Make the decision on where assembly area for goods and people will be located. The sites are usually the local fire departments as close to the affected area as possible.

Coordinate with other ESF(s) to determine available resources and needs.

- Act as liaison between the EOC and SEOC for all volunteer and donation activity.
- Identify and facilitate resolution of area responsibility among agencies involved.
- Assist voluntary agencies in getting needed services or goods.
- Maintain contact with municipal liaisons to determine assistance needed and available resources.
- Provide direction on policy issues.
- Coordinate with Public Information (ESF-14) for releases to request or discourage specific items.
- Coordinate with other ESF(s) to determine needs that could be filled by Volunteers and Donations (ESF-15).

SUPPORT AGENCIES

(NOTE: Each Support Agency should review its own roles and responsibilities and revise in conjunction with Santa Rosa Community Services)

- Provide personnel and resources to staff operations supportive of ESF 15 purpose.
- Notify and mobilize personnel as directed by ESF 15 representative.
- Maintain regular communication with ESF 15 representative at the EOC.
- Maintain records of personnel, funds and time expended in support of directed operations.
- Provide names and contact information of all tasked personnel to the ESF 15 representative.

1. Faith based organizations

There are many faith based organizations that operate in Santa Rosa County, and any of them are capable of providing a variety of services, and resources.

2. Other Charitable Agencies

Any charitable agencies that would like to assist Santa Rosa County are capable of providing a variety of services and resources. Information about services and resources provided will be identified in each agency's annual contract agreement.

G. FINANCIAL MANAGEMENT

1. ESF 15 is responsible for managing financial matters related to resources that are procured and used during an event. During a response, each agency/department is responsible for recording and tracking its own expenditures and seeking reimbursement from the appropriate resource after the event. If a federally declared disaster exists, then a reimbursement formula is established by the Federal Emergency Management Agency that may be as much as 100 percent, but usually does not exceed 75 percent.
2. This section will coordinate closely with the Logistics Section to ensure that procurements and staff hours are properly documented and processed for payment and potential reimbursement. It will also be responsible for following up all financial issues after response has ceased by coordinating with Department of Public Safety fiscal and personnel management officials, the State Division of Emergency Management fiscal agents and the Federal Emergency management Agency fiscal agents and directly with vendors as necessary.
3. Expenditures by support entities will be documented by those entities and submitted directly to the Finance/Administration Section or a designated Finance Service officer as soon as possible.