ESF - 17
Volunteer & Donation Management Annex

July 22, 2020

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Letter of Promulgation

This ESF Annex to the County of San Joaquin Emergency Operations Plan describes how San Joaquin County will manage emergency incident or disaster mitigation, preparedness, response, and restoration related to this ESF. All Primary and Support agencies identified as having assigned responsibilities in this ESF shall perform the emergency tasks as described to include preparing and maintaining Standard Operating Guidelines and Procedures, and by carrying out the training, exercises and plan maintenance needed to support the plan.

This ESF plan was developed using the Comprehensive Planning Guide 101 version 2 from the Federal Emergency Management Agency and California's emergency planning guidance documents. Adoption will occur following the established maintenance schedule; however, the plan may be modified in the interim without prior approval and formal adoption under the direction of the Director of Emergency Operations. The modified plan will be relayed digitally to all Primary and Support agencies identified as having assigned responsibilities in this ESF. In addition, the plan will be available on the San Joaquin County Office of Emergency Services webpage and within the Advanced File Library of WebEOC. The Primary assigned agency will coordinate the review and update of the plan with the Support agencies as needed at least every two years. This ESF plan supersedes any previous versions.
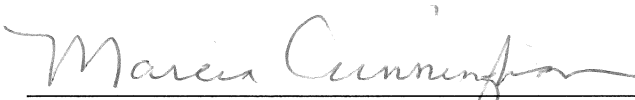
This ESF Annex applies to Primary and Support agencies within San Joaquin County who are assigned responsibilities in *Section 4.3.1 Responsibilities by Emergency Support Function* of the All-Hazard EOP and/or identified within the ESF Annex.
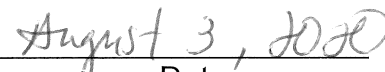
This plan replaces previous annexes of the same title.

_____   _____
Shellie Lima, Director Emergency Operations   Date

This plan/annex will be formally promulgated by the chairperson of the Disaster Council of San Joaquin County at the next regularly scheduled meeting. The Disaster Council is empowered by County Ordinance to review and approve emergency and mutual aid plans.

_____   _____
Marcia Cunningham   Date
Chair, San Joaquin County Disaster Council
Director of Emergency Services

Plan Administration

San Joaquin County Office of Emergency Services Director of Emergency Operations will coordinate review, revise, and re-promulgate this annex at least once every two years or when key changes occur, such as lessons learned from exercises or real events. Changes may be made by the San Joaquin County Director of Emergency Operations without formal Disaster Council's approval. This document supersedes all previous ESF-17 Emergency and Volunteer Management annexes for the Operational Area.

Record of Changes

All updates and revisions to this annex will be tracked and recorded in the following table. This process will ensure that the most recent version of the plan is disseminated and implemented by emergency response personnel.

Date	Change No.	Change made by (name/title)	Summary of Changes
2/25/2020	1	Heyer/Emergency Planner	Updated- Dates, formatting, and changed Emergency Services Council to Disaster Council per County Ordinance

Plan Distribution

San Joaquin County Office of Emergency Services maintains the San Joaquin County Emergency Operations Plan in the San Joaquin County Emergency Operations Center Library. This document upon signature will become an annex to the Emergency Operations Plan. The primary method of Emergency Operations Plan distribution is electronic, with a copy available in the Advanced File Library of the San Joaquin County Web based information-sharing database (WebEOC) and on the San Joaquin County Web page.

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Primary Agency: Office of Emergency Services

Supporting Agencies: Emergency Medical Services Agency
                           Disaster Healthcare Volunteer Administration
                           Volunteer Organizations Active in Disaster
                           American Red Cross

1 EXECUTIVE SUMMARY

The Volunteer & Donations Emergency Support Function (ESF-17) supports the use of volunteers and donations in the event of an emergency. Effective use of donations and volunteers can augment county and municipal services during an incident. An efficient and effective program is critical in disaster response efforts. The San Joaquin County Volunteer and Donations Management ESF-17 supports responsible jurisdictions in ensuring the most efficient and effective use of affiliated and unaffiliated volunteers and organizations and monetary and in-kind donated resources to support incidents requiring an Operational Area response. San Joaquin County Office of Emergency Services is the lead agency for ESF-17. In addition to city and county government stakeholders, ESF-17 stakeholders include nonprofits, faith based communities, private enterprise, foundations, professional and trade associations, and other non-government organizations (NGOs). The coordinated efforts of ESF-17 stakeholders contribute to an efficient and effective program, which is critical for disaster response efforts.

Volunteers may be affiliated or unaffiliated; deployed and self-deployed. This plan recognizes affiliated volunteer groups such as Community Emergency Response Teams (CERT), American Red Cross (ARC), Voluntary Organizations Active in Disasters (VOAD), and faith-based groups. Unaffiliated volunteers are not part of a recognized voluntary agency and often have no formal training in emergency response. They are not officially invited to become involved, but are motivated by the incident and a desire to help others in times of trouble. They come with a variety of skills. They may come from within an affected area or from outside the area.

Each incident is unique and must be assessed to determine the need for volunteers. Command and control must be established to ensure integration of volunteers into an incident. Risk communications and public information messages should be effective to manage volunteer expectations. It is the policy of the San Joaquin County Operational Area that affiliated volunteers will be utilized before unaffiliated volunteers in all cases.

During a disaster, donations will frequently arrive without warning and may not be needed. Many individuals and organizations donate items whether or not they are required and may overwhelm local capabilities to sort, store, and distribute them. Some donations may be given with the expectation of repayment or be expired or unusable. Each incident will be different. It is important that messages to the public are clear in an effort to reduce these problems.

2 INTRODUCTION

2.1 PURPOSE

The purpose of ESF-17 is to provide a framework and structure for coordinating the efficient and effective use of volunteers and donations during emergency events in San Joaquin County. An efficiently managed volunteer and donations program provides a valuable resource to the community.

2.2 SCOPE

This function applies to the mobilization and coordination of donations and volunteers in the San Joaquin County Operational Area (OA) during all phases of emergency management. This plan is designed to be scalable to the size and scope of any emergency event. Additionally, this plan guides the need for communicating and coordinating with non-governmental organizations (NGO) affiliated volunteer programs.

This function encourages strengthening partnerships and communications among the OA of responsibility, other agencies, and NGO volunteer coordination and donation management during an event. This function should augment the San Joaquin County Emergency Operation Plan (EOP) and ensure compliance with principles and practices described in the National Response Framework (NFR) and California's Emergency Plan.

3 GUIDELINES

This function supports the San Joaquin Emergency Operations Plan. This annex is consistent with ICS, SEMS, and NIMS. Volunteer coordination falls under the Volunteer and Donation Group Manager which reports to the Care and Shelter Branch under Operations. A Volunteer Organizations Active in Disasters (VOAD) Liaison can be appointed to the Emergency Operation Center (EOC) by request of the EOC or by the Incident Commander. Community based and voluntary organizations that want to participate in the response will be coordinated by the VOAD. A community Volunteer Coordination Task Force (VCTF) may be formed to coordinate multiple volunteer and VOAD organizations. Multiple Donation Managers can be identified as needed.

All medical volunteers will be managed through ESF-08 Public Health and Medical Services. All spontaneous volunteers will report to volunteer based agencies. San Joaquin County Agencies will not utilize spontaneous volunteers. Spontaneous volunteers will report to NGOs, non-profits and other agencies designed to accept volunteers during emergencies.

This document provides guidance for donations after an emergency and are intended as relief for the specific emergency.

4 PLANNING ASSUMPTIONS

The following planning assumptions have been used to develop ESF-17. If these assumptions are not valid for a specific event or circumstance, it will be necessary to modify the operational concepts and assigned responsibilities defined herein:

4.1 VOLUNTEERS

- Spontaneous volunteers are individuals who volunteer for a NGO, or government agency, without expectation of pay or other compensation during an incident. Spontaneous volunteers are not affiliated with a response effort.

- Affiliated Volunteers are individuals who are affiliated with either a NGO or governmental agency with training for a specific role or function in disaster relief.

- An Emergency Volunteer Center (EVC) is a location used for volunteers are organized, assigned, and deployed for their duties. EVC's help spontaneous volunteers affiliate with organizations providing disaster services.

- Volunteers with training, affiliated with other government agencies, or NGOs should report to their respective agencies as requested.

- Local agencies will verify credentials of affiliated volunteers with specific skill sets requiring education, certificates, or other requirements necessary to do a particular task.

- Most spontaneous volunteers will not know how to use and deploy potential resources effectively.

- Spontaneous volunteers will attempt to assist in a disaster.

- Priority in an event is to utilize volunteers affiliated with the local jurisdictions and County.

- NGO and faith-based organizations are responsible for screening, registering, training, and supervising volunteers within their respective agencies/organizations.

4.2 DONATIONS

- Donations will frequently arrive unsorted and not shipped in a uniform manner.

- Unsolicited items will be donated. Unsolicited items can be mitigated by the County and other agencies who commonly receive donations by providing a list of widely needed donated items during an emergency.

- Some donations might be given with an expectation of repayment.

- Legality of redistribution must be considered.

- Items donated might have a short shelf life or be unusable.

5 CONCEPT OF OPERATIONS

San Joaquin County Office of Emergency Services (OES) will support efforts of municipalities and unincorporated areas to effectively utilize volunteers and donations throughout the County during an emergency. The VOAD Liaison can act as the Volunteer Management System Coordinator during a small incident. During larger incidents, a Volunteer and Donations Group Supervisor will be identified and a Volunteer Reception Center can be established.

5.1 VOLUNTEER ACTIVATION

- A local or state emergency proclamation

- A federal declaration or major disaster or emergency

- A shortage of workers which requires augmentation of staffing support from outside resources

- When volunteers with specific training and skill can augment and enhance emergency management efforts

- A Volunteer Reception Center (VRC) can be established depending on the scale and need of volunteers for an event.

- VRC location should be easily identifiable.

5.2 DONATION MANAGEMENT ACTIVATION

Response Phase

1. Work with the Planning Section and ESF-6 Mass Care Emergency Assistance to identify the priority donation needs of supplies.

2. Coordinate with Public Information Officer (PIO) to communicate needs to the public and outside agencies and update PIO on delivery of donations.

3. Advise the Logistics Section on donation management issues and made recommendations to increased support as necessary.

4. Track locations of donation drop off sites, service sites, and or transportation services.

Recovery Phase

1. Regularly review the list and status of donations.

2. Support delivery arrangements to transport donated goods to disaster victims.

3. Inform the Planning and Logistics Sections of efforts, challenges, and accomplishments of donations.

4. Be prepared to inform other county leadership and agencies on the status of donations.

5.3 ORGANIZATION CHARTS

5.3.1 Liaison, VOAD and VRC

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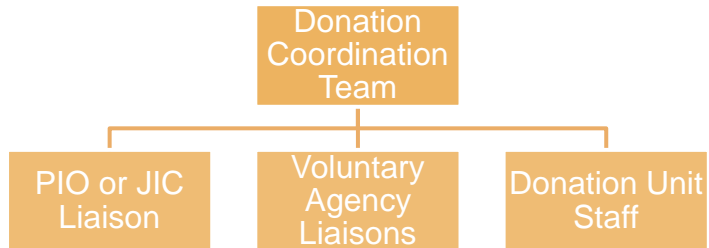
5.3.2   Donation Coordination Team

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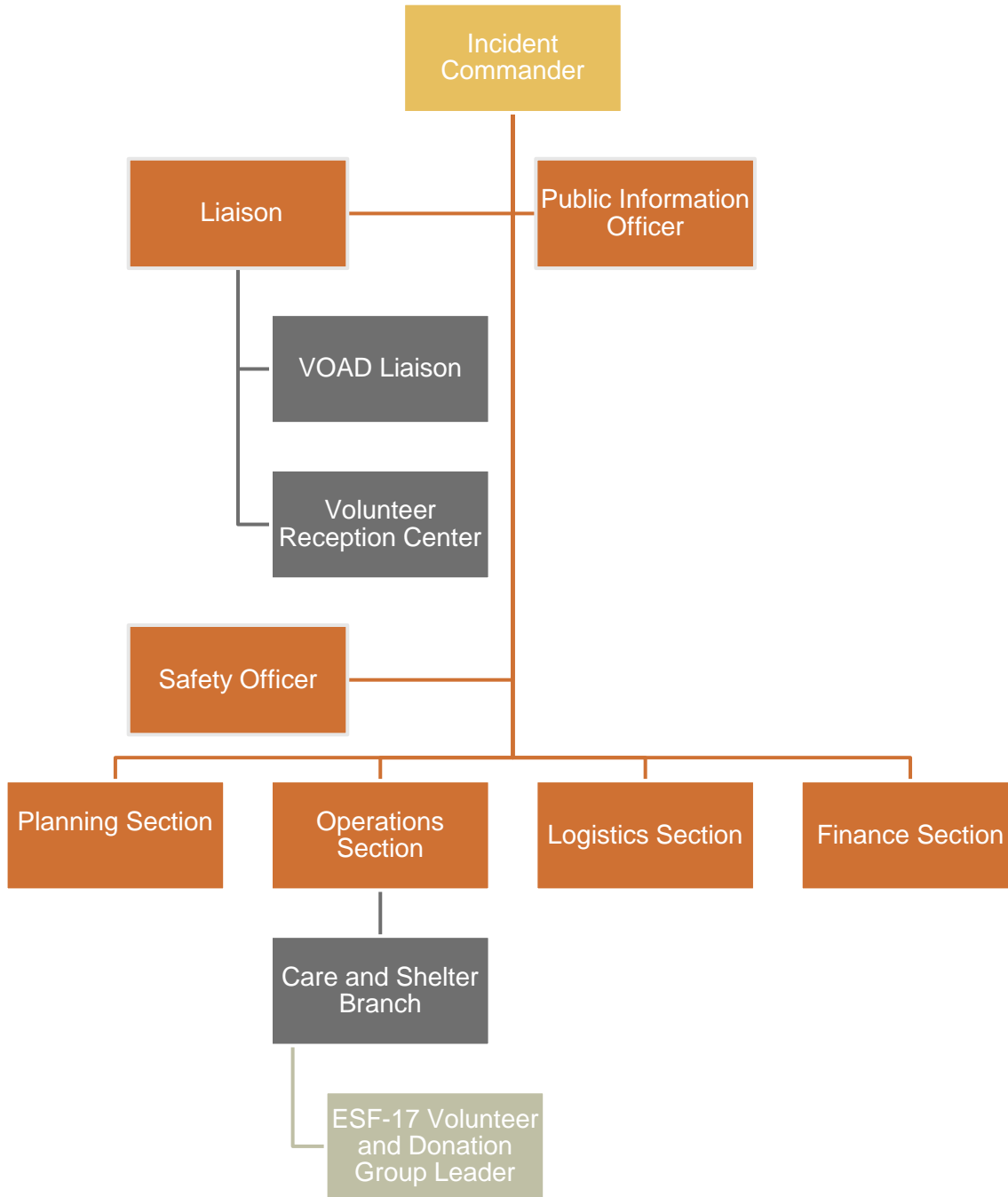
6 ROLES AND RESPONSIBILITIES (ORGANIZATIONAL RESPONSIBILITIES)

6.1 SAN JOAQUIN COUNTY OFFICE OF EMERGENCY SERVICES

OES can request a Liaison or the Incident Commander can appoint a Liaison to the EOC. The Liaison can act as the Volunteer Manager in small scale incidents.

The Volunteer and Donation Group Manager will oversee volunteers and can utilize an Emergency Volunteer Center to process credentials, and efficiently place volunteers in areas of need except for medical volunteers. The San Joaquin County Medical Health Operational Area Coordinator (MHOAC) will manage and organize medical volunteers (Disaster Healthcare Volunteers). An effort to establish a list of medical volunteers will be led by the MHOAC to reduce the need for spontaneous medical volunteers significantly. It is the policy of the MHOAC to utilize only properly vetted medical volunteers in any event.

A Donation Manager can be assigned to coordinate donations received by the County. The Donation Manager will oversee the Donation Coordination Team and work with representatives from outside voluntary agencies with a disaster recovery role identified in their organization's directives.

Upon activation, the Donation Coordination Team will review the situation and determine initial actions and needs for an ongoing program. The Donation Coordination Team can include but not limited to:

- Donations Manager – Chair
- Public Information Officer or Joint Information Center Liaison (JIC)
- Voluntary agency representatives Liaisons
- Donations Unit Staff – added as needed

6.2 PRIMARY AGENCY

6.2.1 Volunteers

Each jurisdiction in the OA is responsible for the coordination, mobilization, deployment, and demobilization of their volunteers. Upon EOC activation, a Volunteer and Donations Group Manager will support volunteer coordination in support of County needs.

The Volunteer and Donation Group Manager will work through the Care and Shelter Branch. An Emergency Volunteer Center (EVC) can be created if necessary. EVC's are locations used to organize, assign and deploy volunteers to areas or agencies. The Volunteer and Donations Group Manager will communicate with VOADs of cities and other agencies within the County to effectively support volunteer coordination.

The Medical Health Operational Area Coordinator (MHOAC) manages medical volunteers utilizing the Disaster Healthcare Volunteers System, a State managed database. Requests for medical volunteers is coordinated through the EMSA Duty Officer[1].

This can include:

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[1] San Joaquin County Disaster Healthcare Volunteer Mission Request Form will be utilized when requesting medical volunteer support.

- Leveraging and sharing resources to establish an EVC.

- Mitigating duplication of efforts in services for EVC's

- Coordinating mutual aid through levels of SEMS.

- Responding to requests from the EOC and other agencies.

- Providing consistent communication to the public about volunteering.

- Working with the Public Information Officer or Joint Information Center to address potential volunteers.

6.2.2 Donations

A Donations Manager can be established to assist the Volunteer and Donations Group Manager. The donations manager will coordinate with the cities and any partner agency to try to maximize donations. The management of donations will remain consistent with SEMS and will be consistent with county audit requirements. The Donations Manager responsibilities may include:

- Leveraging and sharing resources to establish donation centers throughout the Operations Area

- Coordinating resources within the operations area

- Coordinating mutual aid through the proper levels of SEMS

- Respond to requests from within the EOC and other agencies

- Working with the Public Information Officer to ensure accurate and consistent information regarding monetary and in-kind[2] donations

6.3 SUPPORTING AGENCIES

Supporting Agencies include but are not limited to:

- American Red Cross – Non-Governmental organization that manages and administers volunteer programs. ARC can mitigate adverse consequences of spontaneous volunteers in an event.

- California Volunteers – The state office manages programs and offers initiatives focused at increasing the number of volunteers.

- California Office of Emergency Services – Coordinates the emergency activities of all state agencies in the event of an emergency operation. Activates the Regional and State EOC's when necessary.

- Community Emergency Response Teams CERT programs educate potential volunteers for disaster preparedness for hazards in local areas. CERT programs educate volunteers in basic disaster response drills in fire safety, light search and rescue, team organization, and disaster medical operations.

- Amateur Radio Emergency Services (ARES) – The primary mission of ARES is the performance of public service communications for the public, particularly in times of an emergency when regular communications are disrupted or inadequate.

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[2] In-kind donations are defined in this document as contributions of new and used goods. In-kind donations should be identified and limited to specific items to mitigate sorting, organizing, and delivery.

- Radio Amateur Civil Emergency Service (RACES) – RACES is a standby radio service when activated will consist of only amateur radio operations, which previously registered with state and local governments to provide emergency radio communications in times of need.

- Federal Emergency Management Agency – Supports the overall activity of the federal government for incident management and serves as the coordinating agency for the Volunteer and Donations Management Support Annex to the National Response Framework.

Each agency accepting donations will:

- Establish staff donation management functions which can include toll-free hotlines.

- Account for donations.

- Appoint a liaison or establish a liaison office.

- Be responsible to refuse goods not acceptable and establishing methods of disposal for non-usable donations.

- Develop a system to handle, secure and process cash[3] donations.

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[3] Cash donations include cash, checks, money orders, cashier checks, notes, credit cards and debit cards. Cash is the preferred method of donations.

7 COMMUNICATION

Communications must be maintained between the EOC and EVC or lead agency supervising multiple EVCs if necessary. The EVC's will need to communicate their needs to the Volunteer and Donations Coordinator. There should be communication between all jurisdictions in the OA and the EOC about all EVCs activated within the county. Cell phones and hard wire phones will be the primary mode of communication.

The Volunteer and Donations Coordinator will be the point of contact for agencies requesting all non-medical support from the County. The EMS Duty Officer will be the initial point of contact for seeking medical volunteers. If telephones are not available, the following methods of communication can be but not limited to:

- E-Mail

- Fax

- Amateur Radio – including data packets[4]

- Runners with ICS-213RR

8 INFORMATION COLLECTION, ANALYSIS, AND DISSEMINATION

Information is to be shared by all agencies involved in the incident to establish a common operating picture throughout the OA. Establishing a common operating picture and maintaining situational awareness is essential to effective incident management.

Information is shared via the designated WebEOC Activity/Event Log so that all incident response personnel maintain situational awareness. Information is to be used by intended recipients to take appropriate response actions.

8.1 RESOURCE REQUESTS RRDM

Resource requests are submitted through the appropriate channels according to SEMS and the ICS structure established by the EOC. Resource requests will be addressed locally, regionally, then statewide, if necessary. Requests for all supplies, equipment, personnel, etc. should be routed through the RRDM or Emergency Management Mutual Aid (EMMA) boards as appropriate. OA Mutual Aid Coordinators are requested to submit their resource requests in RRDM as well, for documentation and tracking purposes.

9 ADMINISTRATION, FINANCE, LOGISTICS

The County and jurisdictions within the OA assume responsibility for their volunteers. Each jurisdiction will be responsible for creating a risk management assessment before deploying volunteers. All NGOs and faith-based organizations are responsible for the risk management of their volunteers.

Section Chiefs will ensure all paperwork is collected daily and ensure accuracy and completeness when volunteers are directly working for the EOC.

Donations will be logged when received, stored, and when distributed to the public or other agencies for distribution. Logs of all donation activity will be submitted daily and after any

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[4] Data packets refer to digital information sent over radio frequencies.

significant movement of donations to the Resource Unit. Any requests for transportation of donations or volunteers will be made through the ESF-07. Other agencies will use their own means of transporting donations and movement of volunteers. In the event, the limits of their organic resources are reached, a request of the flow of donations or volunteers can be made through the Logistics Section in the EOC.

10 PLAN DEVELOPMENT AND MAINTENANCE

The development and maintenance of this ESF plan will be consistent with the guidelines established in the EOP.

11 AUTHORITIES AND REFERENCES

The authorities and references documented in the basic plan of the San Joaquin County Emergency Operation Plan are considered applicable to this ESF.