

# ESF #15

## Volunteers & Donations



### PURPOSE

*Coordinate the effective utilization of voluntary goods and services to support the relief effort in the county before and after a disaster impact.*



### PRIMARY AGENCY: METRO UNITED WAY

<b>Support Agencies</b>	American Red Cross - Louisville Chapter
	Faith Based Organizations
	Louisville/Jefferson County EMA
	MetroCall
	Salvation Army
	Voluntary Organizations Active in Disasters (VOAD)

### POLICIES

- Coordinate with existing volunteer and disaster relief agencies serving Louisville Metro to ensure efficient resource utilization and to avoid duplication of services.
- Coordinate the utilization of additional volunteers (to include spontaneous) in disaster response and recovery efforts (pre-response or convergent).
- Identify procedures for prioritizing needs of affected area.
- Serve as the central agency for coordinating the registration, classification and assignment of volunteers.
- Coordinate the delivery and distribution of donated goods to impacted areas and victims, to include the tracking, consolidation, and distribution of relief supplies and donated goods.

## **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 Louisville/Jefferson County following a disaster or other incident of significance. ESF 15 can provide personnel and resources to support preparation, mitigation, response and recovery in support of the primary emergency management objectives.

The scope of this ESF is two-fold: 1) coordinate response /recovery efforts as related to volunteers (pre-assigned and convergent) and 2) assure the expeditious response/recovery delivery of donated goods to the affected area. Responsibilities include the overall management, coordination and prioritization of volunteer support and distribution of donated resources to meet the needs of the impacted area(s) following a disaster or other incident 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 Louisville/Jefferson County:

- A significant natural or man-made catastrophic event will produce an overwhelming public response both locally and from outside of Louisville/Jefferson County.
- The types and locations 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.

## **II. CONCEPT OF OPERATIONS**

### **A. General**

1. ESF 15 is organized consistent with the requirements of the National Response Framework, the National Incident Management System, and the Incident Command System. This structure and system supports incident assessment, planning, procurement, deployment and coordination of support operations to Louisville Metro.
2. Procedures protocols and plans for disaster response activities provide guidelines for operations at the Louisville Metro Emergency Operations Center and in the field. The Emergency Operations Plan and corresponding Appendices, Incident Annexes, Support Annexes and Standard Operating Guidelines that describe ESF 15 capabilities (based on the National Planning Scenarios, the Universal Task List

and the Target Capabilities) are the basis of these guidelines. Periodic training and exercises are also conducted to enhance effectiveness.

3. A large event requiring regional, state and/or interstate mutual aid assistance will require ESF 15 implementation. ESF 15 will coordinate with 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; develop and update assessments of the need for volunteers and donated goods and services; and implement contingency planning to meet anticipated demands and needs.
5. A Metro United Way (MUW) representative will fill a liaison role via WebEOC, remotely or in the EOC, to assist in coordination of all activities under ESF 15.
6. MetroCall will be used for incoming goods and services related calls. It will coordinate with Non Governmental Organizations to assess current situation and needs. Metro United Way's 211 will be used for individuals who want to volunteer their time or make monetary donations. The Mayor's Communication staff will publicize the importance of callers contacting MetroCall and 211 PRIOR to sending donations or arriving for volunteer assignment.
7. Warehouse space, as identified, will be managed by ESF 15 to receive, sort, inventory and redistribute donated goods to agencies and disaster relief partners.
8. Volunteer coordinators will establish reception centers adjacent to donations warehouse facilities.

## **B. Organization**

## 1. COUNTY

- MetroSafe Communications will initiate ESF 15 notification. MetroSafe Communications will request, as directed by the Louisville/Jefferson County Metro Emergency Management Agency, assistance from the primary agency to staff the ESF 15 position in the Emergency Operations Center (EOC) on a 24-hour basis.
- During an activation of the EOC, Metro United Way staff will provide support to allow for an appropriate, coordinated and timely response.
- During an emergency or disaster event, the Emergency Operations Center will coordinate the support resources from the support agencies with ESF 15.
- During the response phase, ESF 15 will evaluate and analyze information regarding volunteers and donations requests. ESF 15 will develop and update assessments of the requirements for volunteers and donations in the impacted area(s) and undertake contingency planning to meet anticipated demands and requirements.
- The Louisville/Jefferson County Metro Emergency Management 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. Support agencies may develop and maintain their own similar documents for internal use.
- Staffing of ESF 15 positions will be accomplished through Metro United Way employees, personnel from ESF 15 support agencies and trained/screened unaffiliated volunteers.

- Individual organizations supporting ESF 15 will maintain contact with the ESF 15 EOC liaison to advise on status and response capabilities.
- Volunteers and Donations (ESF 15) will maintain a 24-hour presence in the EOC if the situation warrants.
- The Louisville/Jefferson County Metro Emergency Management Agency uses WebEOC (Crisis Management software) to supplement disaster management through communicative integration of Emergency Support Functions; agency based emergency operations centers, and other facilities or functions as appropriate.

## 2. REGION

- ESF 15, in consultation with the requesting jurisdiction, may obtain additional volunteer and donated goods management resources via established mutual aid agreements.
- On activation of an Emergency Operations Center in more than one county, State ESF 15 may support the coordination of the response with regional resources or request additional resources from the Commonwealth EOC.

## 3. STATE

- During an emergency or disaster event, the primary and support agencies of ESF 15/comparable at the Commonwealth EOC will report and function under the overall direction of the Director, Kentucky Division of Emergency Management.
- During the response phase, ESF 15/comparable will evaluate and analyze information regarding volunteer and donated goods and

services requests. ESF 15/comparable will also develop and update assessments of the volunteer and donated goods and services situation and status in the impact area and initiate contingency planning to meet anticipated demands and needs.

- The Kentucky Division of Emergency Management develops and maintains the overall State Emergency Operations Plan to include accompanying Appendices and Standard Operating Guidelines that govern response actions related to emergencies. Support agencies may develop and maintain their own similar documents for internal use, which must be compatible with and in support of the overall State Emergency Operations Plan. All such documents will comply with the National Response Framework, the National Incident Management System and the Incident Command System.

### **C. Alerts/Notifications**

- MetroSafe Communications will notify the Louisville/Jefferson County Metro Emergency Management Agency's Executive Director, Deputy Director, and the "on call" Emergency Operations Center Duty Officer when the county or an area of the county has been threatened or impacted by an emergency or disaster event.
- The Louisville/Jefferson County Metro Emergency Management Agency will activate or place on standby ESF 15. Metro United Way will manage the emergency activities of ESF 15.
- Upon instructions to activate ESF 15, ESF 15 Support Agencies will implement their procedures to notify and mobilize all personnel, facilities and physical resources potentially needed, based on the emergency.

### **D. Actions**

Actions initiated by ESF 15 are grouped into the phases of emergency management: preparation, mitigation, response, and recovery. Each phase requires specific skills and knowledge to accomplish. Each phase 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 may assume direct operational control of provided services.

## 1. PREPARATION

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, regional and state) and other emergency support functions that will respond with ESF 15. This involves the active participation of local inter-agency preparedness organizations, which collaborate in such activities on a regular basis. Initiatives include the following:

- Conduct planning with ESF 15 support agencies and other emergency support functions to refine volunteers and donations operations.
- Maintain and distribute as necessary, a roster of agency contacts and support personnel.
- Conduct training and exercises for Emergency Operations Center (EOC) and volunteers and donations response team members.
- Provide identification for all volunteers (*agency specific requirement*).
- Provide and maintain records (via individual agencies) of all volunteers.
- Advise Louisville/Jefferson County Metro Emergency Management Agency of any ESF support required in the management of volunteers
- 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.

- Develop and present training courses for ESF 15 personnel, including the coordination with ESF 7 (Resource Management).
- Conduct All Hazards exercises involving ESF 15.

## 2. MITIGATION ACTIONS

- Coordinate with Louisville/Jefferson County Metro Emergency Management Agency to assist in the promotion of the benefits of individual, neighborhood and community preparedness.
- Promote Volunteer Organizations Active in Disasters (VOAD).

## 3. RESPONSE ACTIONS

- Coordinate operations at the ESF 15 position in the Louisville Metro EOC and/or at other locations as required.
- Establish and maintain a system to support on-scene direction/control and coordination with Louisville Metro's EOC, Commonwealth EOC or other coordination entities as appropriate.
- Monitor and direct volunteer and donations resources and response activities to include pre-positioning for response/relocation due to the potential impact(s) of the emergency situation.
- Inventory, update, and maintain a database of offers of services, goods, and monetary donations.
- Participate in EOC briefings, development of Incident Action Plans and Situations Reports, and meetings.

- Coordinate all resources into the affected areas from designated staging areas.
- Ensure appropriate information intended for public distribution is made to Public Information (ESF 14) for dissemination throughout the media.
- Coordinate with the Louisville/Jefferson County Metro Emergency Management Agency for the prioritization of volunteer resources when there is a shortfall in volunteer resources available.
- Coordinate with support agencies to task and utilize volunteer resources.
- Coordinate with other ESFs and serve as an informational group on the availability and coordination of resources from volunteers and donations.
- Catalog and update local unmet needs and communicate those needs to Volunteers and Donations primary support staff.
- Coordinate with ESF 7 to identify staging areas for donations, given the location, scope and magnitude of the event. (Donations strategy will replicate that of FEMA's G288 Donations Management Workshop).
- Coordinate with ESF 7 in identifying Volunteer Reception Centers.

#### 4. RECOVERY

- Recovery operations of ESF 15 will be a continuation of activity begun during the Response Phase and may continue beyond EOC activation period.
- Recovery Center(s) will be established to serve as reception centers for resources and to properly disburse goods and materials to the affected areas.

- 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.
- Security in the area will be instructed to admit only volunteers with proper identification, i.e., a voluntary organization I.D.
- Activity by organization/agencies involved with ESF 15 in recovery operation may continue even though recovery centers have closed.
- Coordinate post-disaster committee meeting to assess present and future needs.

#### **E. Direction and Control**

1. ESF 15 complies with the National Response Framework, 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 Louisville/Jefferson County Metro Emergency Management Agency, which functions as the official disaster organization for preparation, mitigation, response and recovery within Jefferson County. The agency 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 private voluntary agencies have knowledge about the system and ESF 15 expectations.
2. The ESF 15 system operates at two levels - the Emergency Operations Center and field operations.
3. All management decisions regarding county or regional resource allocation are made at the Emergency Operations Center by the ESF 15 coordinator during emergency activations. Per the Incident Command System structure, the Planning, Logistics, Finance/Administration, and Operations Section Coordinators plus staff at the Emergency Operations Center (EOC) assist the EOC Manager in achieving 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.
4. In accordance with a mission assignment from ESF 15 and further mission tasking by a local primary agency, each support organization assisting in an ESF 15 assignment will retain administrative control

over its own resources and personnel but will be under the operational control of ESF 15. Mission operational control may be delegated to a management Support Unit, Multi-Agency Coordination Team or a local entity.

## **F. Responsibilities**

### **Primary Agency (Metro United Way)**

Duties include but are not limited to the following:

- Provide continual coverage at the EOC to coordinate volunteers and secondary agency representatives, and assign them to the areas of need based upon priority.
- Notify all support agencies for assessment, activation and mobilization purposes.
- Coordinate with other ESFs to determine available resources and needs.
- Organize lead staff for all facilities directly related to ESF 15 purpose.
- Determine location of staging for volunteers.
- Coordinate with other ESF(s) to determine available resources and needs.
- Identify and facilitate resolution of area responsibility among agencies involved.
- Assist voluntary agencies in accessing/receiving needed services.
- Maintain contact with municipal liaisons to determine assistance needed and available resources.

- Coordinate with Public Information (ESF-14) for releases to request or discourage specific items.
- Provide volunteers and receive/disperse special funds that are not a component of the normal Metro United Way campaign efforts.
- Coordinate with ESF 5 (Emergency Management) on the staging and distribution of donated goods.

### **Support Agencies**

- Provide personnel and resources to staff and provide other operational support to ESF 15.
- Notify and mobilize personnel as requested 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.

#### Louisville/Jefferson County Metro Emergency Management Agency

- Notify Primary Agency of activation of the Emergency Operation Center. Establish liaison with ESF 15.

#### American Red Cross of Louisville

- Coordinate with Mass Care (ESF-6) and Health and Medical (ESF-8) to determine needs that could be filled by Volunteers and Donations (ESF-15).
- Coordinate with the ESF 15 and identify unmet volunteer needs.
- Establish and maintain liaison with Louisville Metro EOC via WebEOC, other communication mediums, or at the EOC if requested by Emergency Management.

#### Salvation Army

- Establish/maintain liaison with Louisville Metro EOC via WebEOC, other communication mediums, or at the EOC if requested by Emergency Management.
- Provide liaison to the Louisville Metro EOC.
- Assist with warehousing and distribution of donated goods.
- Coordinate with ESF 15 to identify unmet needs.

#### MetroCall 311

- Establish/maintain liaison with Louisville Metro EOC via WebEOC, other communication mediums, or at the EOC if requested by Emergency Management

Faith based organizations

- There are many faith based organizations that operate in the Louisville/Jefferson County area. Each may be capable of providing a variety of services and resources.

### **G. Financial Management**

ESF 15 is responsible for managing financial matters (specific to ESF 15 activity) related to resources procured/used during an event and forwarding that information to the Finance/Administration Section. However, each local government/agency/department must also track and record its own expenditures to ensure accuracy with any submissions for potential reimbursement. Information will be provided post-event as to application process for reimbursement

The Finance/Administration Section will coordinate with ESF 15 to ensure that procurements and staff hours are properly documented and processed for potential reimbursement. It will also be responsible for follow-up on all financial issues via coordination with Louisville/Jefferson County Metro Government and other local governments' fiscal and personnel management officials, Kentucky Division of Emergency Management fiscal agents, Federal Emergency Management Agency fiscal agents and directly with vendors as necessary.

Expenditures by other departments for activity not directly related to ESF 15 will be documented by those entities and submitted directly to the Finance/Administration Section as soon as possible.