EMERGENCY FUNCTION (EF) 17
VOLUNTEER AND DONATIONS MANAGEMENT

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VOLUNTEER AND DONATIONS MANAGEMENT

Joint Primary Agency:	**Donations Management** San Mateo County Office of Emergency Services (OES) **Volunteer Management** San Mateo County Human Resources
Supporting Agencies:	**Donations Management** Silicon Valley Community Foundation San Mateo County Human Services Agency San Mateo County Controller's Officer Non-Governmental Organizations (NGO) (Salvation Army, American Red Cross, etc.) **Volunteer Management** The Volunteer Center San Mateo County Emergency Services Bureau (ESB) Thrive Alliance

I.   INTRODUCTION

A.   Purpose

The purpose of Emergency Function (EF) 17 is to provide guidance for the organization of volunteer and donations management in San Mateo County to respond to emergency situations exceeding normal, daily activities and capabilities.

B.   Mission Statement

To provide the coordination of donations and the organization of volunteers to assist in the response and recovery efforts during an emergency or disaster within San Mateo County.

C.   Scope

The scope of EF 17 during its activation is to implement the San Mateo County Catastrophic Earthquake Donations Management Plan and the San Mateo Volunteer Management Annex, as it applies to any disaster scenario.

The scope of EF 17 during its activation is to:

1.   Initiate processes to accept unaffiliated, spontaneous volunteers, and organization resources during a disaster response and recovery.

2.   Implement staffing plans for management of donations.

3. Coordinate vetting of entities and individuals offering assistance.

4. Manage the collection, sorting, and distribution of goods and services.

5. Develop parameters for refusal of goods, services, and volunteers.

6. Coordinate donations management with neighboring jurisdictions.

7. Process cash contributions in accordance with pre-developed plans, policies, and procedures.

8. Activate pre-identified distribution facilities.

II. POLICIES

The following polices apply to the implementation of this EF:

A. This EF will be implemented in a manner consistent with the Standardized Emergency Management System (SEMS) and the National Incident Management System (NIMS), the basic plan of the San Mateo County Emergency Operations Plan (EOP), applicable agency procedures and policies, and all applicable regulations and statutes.

B. The designated primary and support agencies are responsible for and committed to staffing and implementing this EF at the time of its activation by the San Mateo County OES.

C. The priorities for emergency operations implemented by this EF will be consistent with and supportive of the San Mateo County emergency operations center (EOC) action plan (AP) for the applicable EOC operational period.

D. When the resources and capabilities available to this EF are limited, resource allocation will be in accordance with the priorities established by the EOC-AP, as well as with the following, in descending order of importance:

1. Protection of human health and safety;

2. Protection of critical infrastructure;

3. Protection of property; and

4. Protection of environmental quality.

E. The primary and support agencies participating in this EF operate in conformance with SEMS and NIMS and will adopt additional components of SEMS and NIMS as they are promulgated. SEMS and NIMS components include incident command systems (ICS), preparedness activities, resource management mechanisms, communications and information management requirements, supporting technologies, and ongoing management and maintenance requirements.

F. Policies identified in the San Mateo County Earthquake Donations Management Plan and the San Mateo County Volunteer Management Annex apply to this EF.

III.   PLANNING ASSUMPTIONS

The following planning assumptions have been used to develop this EF. 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:

1.   The primary and support agencies will have adequate personnel and equipment available at the time of EF activation to support emergency operations. If necessary, the agencies will implement their continuity of operations plans (COOP) to support emergency operations.

2.   The equipment, systems, and supplies normally available to the primary and support agencies needed for emergency operations will remain functional and/or can be repaired on a timely basis to support the EF's operations.

3.   Resources requested from mutual aid organizations and/or through the County EOC will be provided on a timely basis where needed in support of emergency operations.

4.   The state, federal agencies, municipalities, and jurisdictions adjacent to the County will cooperate with the EF regarding information exchange and coordination of their emergency operations applicable to the EF.

5.   Members of the affected public will receive emergency instructions regarding protective actions, business openings and closings, and other changes to normal daily conditions; and the public will endeavor to comply with such instructions to the best of its ability.

IV.   CONCEPT OF OPERATIONS

This section defines the concept of operations that will be used by the primary and support agencies to implement the EF at the time of a disaster. The concept of operations includes actions to be taken by the agencies responsible for the EF before the event, as well as during emergency-response and disaster-recovery periods. The concept of operations for the EF is applicable regardless of the scope, type, or duration of emergency. The concept of operations from both the San Mateo County Earthquake Donations Management Plan and the San Mateo County Volunteer Management Annex should be considered when reviewing the implementation of this EF.

A.   General

1.   This EF will be activated, staffed, and implemented by the primary and support agencies whenever directed to do so by the San Mateo OES and/or the unified command of the EOC. The primary agency may be directed to activate the EF prior to the onset of an emergency situation, immediately after its impact on the County, or at any time during the activation of the EOC. Once directed to activate the EOC, the primary agency is responsible for notification and mobilization of its personnel and resources, as they are needed, as well as for directing mobilization of the personnel and resources of designated support agencies.

2.   Once activated, designated personnel from the primary agency will coordinate operations of the EF from its position in the EOC, where adequate communications

and data management systems are available. Coordination of the EF operations from the EOC also will be used to ensure the coordination of all EF operations with emergency actions being taken by other EFs and the County EOC. Operational coordination by the primary agency will continue from the San Mateo EOC until the EF is authorized to deactivate and terminate operations.

3. The San Mateo OES will activate the EF whenever the known or anticipated effects of the event require its services and capabilities.

B.   Organization

1. The position of this EF in the EOC organizational structure is depicted in the organization chart below. EF 17 is positioned under the Logistics Section in the EOC.

2. The San Mateo County Human Services Agency serves as the coordinator and facilitator of operations implemented by the EF and, in this capacity, is assisted by the designated support agencies. The primary agency will commit its own personnel, facilities, and resources to EF operations, requesting assistance from the designated support agencies when necessary.

San Mateo County EOC Organizational Chart
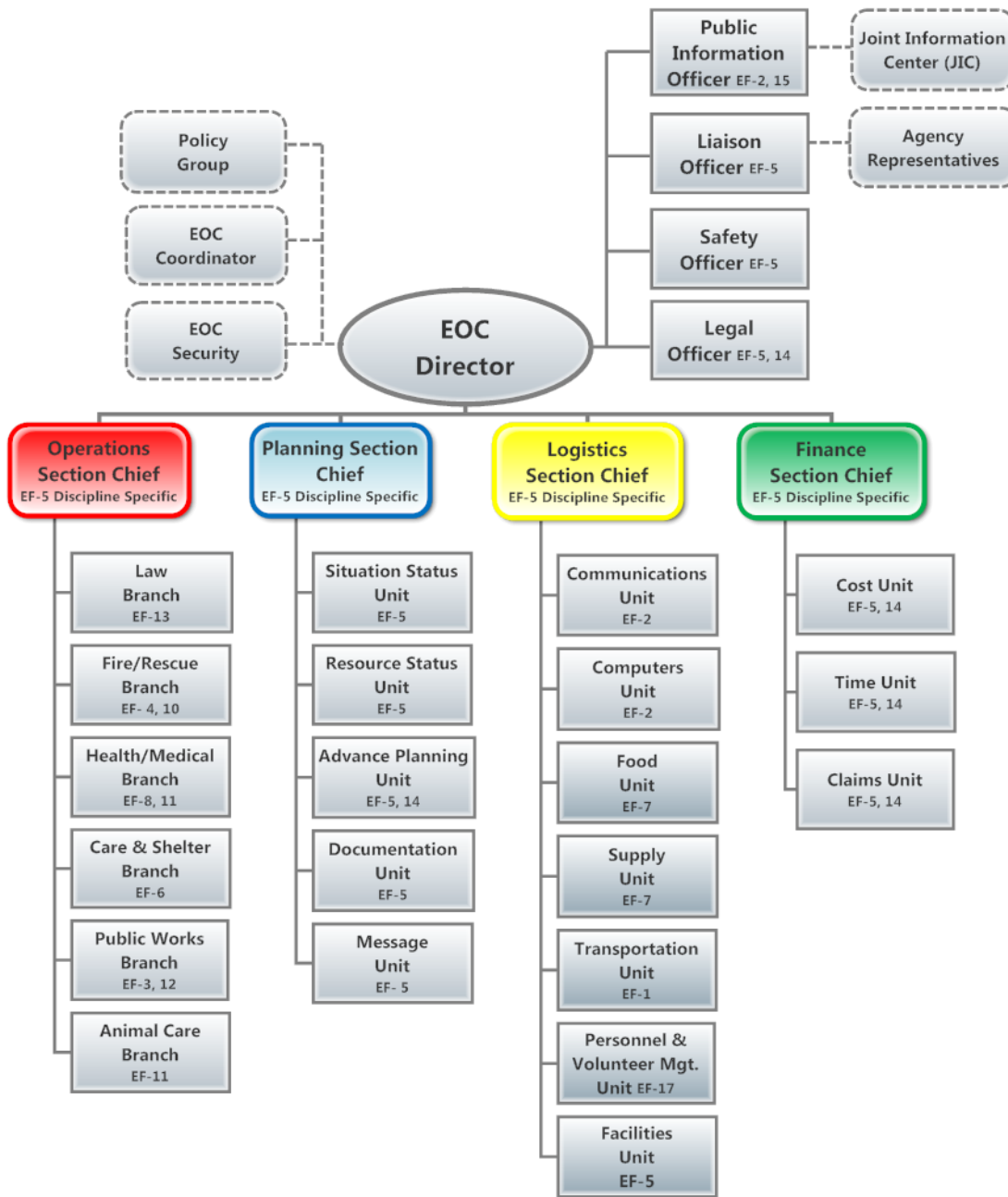
Emergency Functions (EF)			
EF #1	Transportation	EF #10	Hazardous Materials
EF #2	Communications	EF #11	Food and Agriculture
EF #3	Construction and Engineering	EF #12	Utilities
EF #4	Fire and Rescue	EF #13	Law Enforcement
EF #5	Emergency Management	EF #14	Long-Term Recovery
EF #6	Care and Shelter	EF #15	Public Information
EF #7	Resources	EF #17	Volunteer and Donations Management
EF #8	Public Health and Medical		

C. Notifications

1. The San Mateo County OES will be responsible for notifying the EF coordinator (or EF alternate coordinator) in the primary agency of the need to activate the EF, or (if indicated) to stand by in the event that EF activation is required. In turn, the EF coordinator (or alternate coordinator) is responsible for notifying the designated support agencies of the notification to activate the EF or to stand by for possible activation. The EF coordinator (or alternate coordinator at the time) is responsible for determining whether personnel from some or all of the support agencies should be notified and mobilized.

2. The primary agency maintains an up-to-date, 24-hour notification roster of its personnel assigned to this EF, as well as representatives of the support agencies. (This roster could be an attachment to the EF or maintained as a separate document because it will have home phone numbers and other private information).

D. Emergency Operations

This section describes the emergency operations that may be required by the primary and support agencies to be prepared for EF activation, and for the operations to be implemented during the response-and-recovery phase. Actions to be taken for demobilization of the EF are also defined.

1. Pre-Event Preparedness

   The EF coordinator has management oversight for the EF. To ensure readiness to activate the EF, the primary and support agencies will check that the following actions are taken prior to the onset of an emergency:

   a. Agencies will review and understand implementation of the San Mateo County Earthquake Donations Management Plan and the San Mateo County Volunteer Management Annex.

   b. Detailed standard operating procedures (SOP), action checklists, and job aids needed by EF personnel will be developed and available for use.

   c. Equipment inventories and personnel rosters necessary for EF implementation will be up-to-date and immediately available. Categorizing and classifying response and recovery resources must be provided by or available to the primary agency in accordance with resource-typing guidelines issued by the NIMS integration center.

   d. As indicated, agencies will ensure that primary- and support-agency personnel designated for EF implementation have received all necessary and required training and are appropriately credentialed and certified in accordance with guidelines issued by the NIMS integration center.

   e. Agencies will assist the designated alternate EF coordinators and the assigned personnel from the EF primary and support agencies in understanding their duties for the EF maintenance and activation, as well as continually improving their capabilities for effective EF implementation.

   f. Agencies will coordinate pre-incident efforts with private-sector organizations as they relate to the EF.

g. Agencies will coordinate EF preparedness activities related to all levels of planning for response-and-recovery operations, from jurisdictional agency response-and-recovery activities to regional and statewide catastrophic planning, as requested.

h. Facilities, systems, equipment, and supplies that are necessary for EF implementation will be protected from the effects of the event to the greatest extent feasible.

i. Agencies will identify new equipment or capabilities required to prevent or respond to new or emerging threats and hazards, or improve the ability to address existing threats.

j. Agencies will designate representatives for the San Mateo County EOC.

2. Response Operations

Response operations are conducted during an event, and are necessary to protect people, provide services to people harmed by the event, and mitigate further property or environmental damage, if feasible. Response operations for the EF are considered in two phases: (1) initial actions for the period when the EF is first activated; and (2) continuing actions that are to be implemented, as needed, during each EOC operational period for the response phase until the EF is able to transition to recovery operations. In all cases, the response operations are general guidelines for action and may be modified as needed to adjust to the particular circumstances of the situation. The phases of the response operations are described below:

a. Initial Actions

The following initial actions, as indicated, are to be completed during the first EOC operational period for activation of the EF:

i. When the EOC is activated, the EF coordinator or designee will staff the EF 17 workstation(s), identify which support agencies are needed, and take steps to ensure that support agencies are activated or on alert as appropriate.

ii. Ensure the functionality of telecommunications and data management systems to be used by the EF, and take corrective actions as needed.

iii. Access needed procedures, checklists, rosters, and inventories.

iv. Complete notifications of primary- and support-agency personnel.

v. Receive an initial briefing and/or information regarding the situation and the status of County emergency operations by other EFs.

vi. If indicated, direct activation and staffing of facilities outside of the EOC that are necessary for implementation of the EF, including the following:

a) Staging areas; and

b) Base or camp needs.

vii. If indicated, notify mutual aid partners (as well as necessary vendors and contractors) of the activation of the EF, and determine the availability of

services and resources through these organizations; coordinate with appropriate private-sector organizations to maximize use of all resources.

    viii. The EF coordinator will assist with the collaboration and development of operational priorities based on the objectives set in the initial briefing.

    ix. Implement necessary initial actions specific to the EF based on direction and objectives set by the EF 5 (Emergency Management) coordinator.

b. Continuing Actions

The following continuing actions would be repeated, when indicated, during each operational period for the duration of the response period and until the transition to recovery operations by the EF:

    i. Implement activities specified in the San Mateo County Earthquake Donations Management Plan and the San Mateo County Volunteer Management Annex.

    ii. Monitor EF staffing and resource availability and adequacy, and take corrective actions when necessary.

    iii. Review the EOC-AP for the operational period and prioritize EF operations and resource allocation in accord with its directives.

    iv. Monitor EF emergency actions initiated and/or continuing from the previous operational period until completion.

    v. Respond to requests from EF personnel at incident scenes or other emergency locations (if applicable) for additional services and assistance.

    vi. Plan for and establish relief resources to replace or rotate with committed resources for extended operations.

    vii. Maintain complete and accurate documentation regarding emergency operations and expenditures.

    viii. Maintain communication with County EOC, and respond to requests for assistance and resources.

    ix. Provide information regarding EF operations, problem areas, and resource needs to EF 5 (Emergency Management) for development of the EOC situation report (SITREP) and EOC-AP.

    x. Participate in EOC briefings when held.

3. Recovery Operations

a. Ensure the completion of all response-phase emergency operations and the resolution of all requests for assistance.

b. Advise all activated EF support agencies of the initiation of recovery-phase operations and provide coordination and guidance regarding needed support-agency actions.

      c.   Advise San Mateo County EOC regarding the transition to recovery-phase operations, and determine the status of current municipal operations and the need for continuing assistance from the EF.

      d.   Review the EOC-AP for recovery and (if indicated) adjust EF recovery actions to be consistent.

      e.   Provide updated information regarding completion of EF response-phase operations to EF 5 (Emergency Management).

      f.   Coordinate the consolidation or closing of animal shelters or confinement areas, personnel, and supplies as the need diminishes.

      g.   Coordinate public information and provide updates for EF 15 (Public Information).

4.   Demobilization Operations

As EF recovery-phase operations near completion, implement actions necessary to support EF demobilization when authorized by the EF 5 (Emergency Management) coordinator, including but not limited to the following actions:

      a.   Advise activated primary-agency personnel and support agencies of the intention to demobilize the EF; if indicated, define methods for providing continuing assistance to agencies following EF deactivation.

      b.   Review all EF operational and financial documentation to ensure completeness and accuracy.

      c.   Account for all deployed EF personnel, equipment, and supplies.

      d.   Identify EF systems, equipment, or supplies damaged or depleted during EF operations, and assign responsibility for repair or restoration.

      e.   From EF 8 (Public Health and Medical), determine the availability of services for critical incident stress debriefings (CISD) for emergency workers, and ensure that primary- and support-agency personnel are advised on ways to access CISD assistance.

      f.   On receipt of authorization from the EOC, obtain the approved copy of the demobilization plan prepared by the Planning Section to demobilize the EF, and provide completed EF documentation to the OES.

V.   RESPONSIBILITIES – VOLUNTEER MANAGEMENT

This section lists the primary and support agencies and their respective responsibilities.

A.   Primary Agency

San Mateo County Human Resources

Volunteer coordination falls under the responsibilities of San Mateo County Human Resources Department in the Logistics Section when the EOC is activated. Human Resources will work with The Volunteer Center as lead agency and help with the overall coordination of volunteer resources in the Operational Area (OA).

B.   Support Agencies

1.   The Volunteer Center

The Volunteer Center links volunteers with local volunteer opportunities in a wide range of NGOs and government agencies. The Volunteer Center plays this same role in disasters by coordinating the establishment of Emergency Volunteer Centers in collaboration with local government and other community partners.

2.   San Mateo County Emergency Services Bureau

Manages the Sheriff's affiliated volunteer programs consisting of the following:

a.   Sheriff's Volunteers in Policing (SVIP);

b.   Sheriff's Communications Unit (SCU);

c.   Sheriff's Air Squadron;

d.   Cliff Rescue/Dive Rescue/Marine Unit; and

e.   Explorer Program.

3.   Thrive Alliance

Sends a Liaison to the OA EOC when requested. Thrive Alliance serves as the central communication hub between the NGOs and the OA, using the Thrive Safety NET Incident Reporter website to assist with tracking incidents, needs, and resources within our communities.

VI.   RESPONSIBILITIES – DONATIONS MANAGEMENT

This section lists the primary and support agencies and their respective responsibilities.

A.   Primary Agency

San Mateo County Office of Emergency Services

OES is responsible for management of all donations in the Donations Management Unit (DMU). OES will provide a representative to the EOC to support the management of donations. For donations management, OES will perform the following actions:

1.   Support Donations Coordination Team (DCT) operations with the use of Sheriff's Communications volunteers, to establish and provide communications systems for the organization's participation on the DCT, and district DCTs.

2.   Establish and maintain a DCT group for San Mateo County Alert Network (SMCAlert) notifications.

3.   Coordinate with the Lead Donations Management Public Information Officer (PIO) for dissemination of public information.

4.   Coordinate with the responding donations managements OA cities and agencies for victim assistance and status of donations management support, and provide management staff for the DMU.

5. Coordinate with the Health and Medical Branch to assist with public health monitoring of collection sites.

B. Support Agencies

1. Silicon Valley Community Foundation

   a. Silicon Valley Community Foundation is the lead agency to coordinate monetary donations.

   b. Provide oversight for the management of County-specific monetary donations.

   c. Coordinate with the Joint Information Center (JIC) for public information outreach regarding monetary donations.

2. All Support Agencies

   a. Serve on the DMT when requested.

VII. INFORMATION COLLECTION, ANALYSIS, AND DISSEMINATION

The primary function of EF 17 will be to coordinate implementation of the San Mateo County Earthquake Donations Management Plan and the San Mateo County Volunteer Management Annex. As a result, EF 17 must work closely with numerous other EFs to establish an effective process of communication and information collection.

Critical Coordination Points for EF 17

EF 2 – Communications	Establishes interoperable communications with mutual aid resources and other EF resources.
EF 7 – Resources	Coordinates identification and provision of fuel and other resources required for response.
EF 13 – Law Enforcement	Coordinates provision of physical security and conducts background checks of volunteers.
EF 15 – Public Information	Provides public information and warnings.

VIII. ADMINISTRATION, FINANCE, LOGISTICS

A. Resource Procurement

This section describes the ways in which the EF will procure or obtain resources that may be required for implementation. Resources, as a general term, encompasses the personnel, equipment, systems, and supplies, as well as highly specialized services that may be needed for EF implementation.

1. In all cases, the primary agency, with continuing representation in the jurisdictional EOC, will serve as the point of coordination to identify resources needed for EF

implementation. The primary agency will also be responsible for requesting and directing mobilization of the resources.

2. When resources are needed, the primary agency representative will use one or more of the following for securing and deploying the needed resources in the most timely and cost-effective manner:

    a. Resources under the direct control of the primary agency;

    b. EF support agencies;

    c. Other activated EFs through each EF's representative in the County EOC;

    d. Adjacent counties or municipalities through mutual aid agreements; and

    e. Private-sector vendors or contractors who have the resources available.

3. The EF coordinator will be responsible for determining the process of procurement authorization established by the EF 5 (Emergency Management) coordinator and EF 7 (Resources).

4. In all cases, the primary agency EF representative will have information readily available regarding the categories or types of resources relevant to EF operations to facilitate requesting additional resources.

B.   Financial Management

1. The EF is responsible for managing financial matters related to resources that are procured and used during an incident. 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.

2. For reporting purposes, support entities will document their expenditures and submit them directly to the Finance and Administration Section or a designated finance service officer as soon as possible.

C.   EF Development and Maintenance

1. The EF coordinator is responsible for EF development and maintenance, which is to be completed with assistance and cooperation of the designated support agencies.

2. The EF, as well as associated SOPs, checklists, and other documentation, will be reviewed by the EF coordinator and modified (if indicated) in response to any of the following events:

    a. Upon request of the EF 5 (Emergency Management) coordinator;

    b. Following any activation of the EF for response to an actual incident or an exercise;

    c. Following any change or development in any municipal government, or any NGO assigned responsibility for EF implementation; and

    d. Upon the opening or closing of any major facility of the primary or support agencies that is considered essential to implementation of the EF.

IX. AUTHORITIES AND REFERENCES

The authorities and references documented in the basic plan of the San Mateo County EOP are considered applicable to this EF.

X. ACRONYMS

CISD	Critical Incident Stress Debriefing
COOP	Continuity of Operations Plan
DCT	Donations Coordination Team
DMU	Donations Management Unit
EF	Emergency Function
ESB	Emergency Services Bureau
EOC	Emergency Operations Center
EOC-AP	Emergency Operations Center Action Plan
EOP	Emergency Operations Plan
FEMA	Federal Emergency Management Agency
ICS	Incident Command System
JIC	Joint Information Center
NGO	Non-governmental Organization
NIMS	National Incident Management System
OA	Operational Area
OA EOC	Operational Area Emergency Operations Center
OES	Office of Emergency Services
PIO	Public Information Officer
SCU	Sheriff's Communications Unit
SEMS	Standardized Emergency Management System
SITREP	Situation Report
SMCAlert	San Mateo County Alert Network
SOP	Standard Operating Procedures
SVIP	Sheriff's Volunteers in Policing

XI. ATTACHMENTS

San Mateo County Donations Management Plan, 2011

San Mateo County Volunteer Management Annex, 2011

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