1.29 Milwaukee County ESF #14 - Long Term Community Recovery

Preface

Recovery is both a short-term activity taken to return vital life support systems to minimum operating standards and a long-term activity designed to return people and areas affected by a disaster to pre-disaster or better conditions with mitigation projects. Recovery activities generally incorporate programs designed for implementation beyond the initial crisis period of an emergency or disaster, but may also be response oriented in nature. Examples of recovery activities provided by state and federal assistance include crisis counseling, damage assessment, debris clearance, decontamination, disaster insurance payments, disaster loans and grants, disaster unemployment assistance, public information, community outreach, temporary housing and reconstruction.

Primary Agency

Milwaukee County Office of the County Executive & Milwaukee County Office of Emergency Management (OEM)

MILWAUKEE COUNTY AGENCIES

Primary

- Milwaukee County Office of the County Executive & Milwaukee County Office of Emergency Management (OEM)

Support

- American Red Cross
- Assessor (Municipal)
- Building Department (Municipal)
- Chief Elected Official(s)
- Community Development Agency (and/or Planning and Zoning) (Municipal)
- Disaster Recovery Manager
- Housing Authority (Municipal)
- Human Services (Municipal)
- Law Enforcement (Municipal)
- Milwaukee County Department of Administrative Services – Economic Development
- Milwaukee County Department of Administrative Services – Facilities Management
- Milwaukee County Department of Administrative Services – Information Management Services
- Milwaukee County Department of Administrative Services – Procurement
- Milwaukee County Department of Administrative Services – Risk Management
- Milwaukee County Board
- Milwaukee County Comptroller
- Milwaukee County Corporation Counsel
- Milwaukee County Departments, All
- Milwaukee County Director of Emergency Public Health
- Milwaukee County Executive
- Milwaukee County Health and Human Services
- Milwaukee County Historical Society
- Milwaukee County Office of Emergency Management (OEM)
- Milwaukee County Parks
- Milwaukee County Public Information Officer – County Executive
- Public Works (Municipal)
- Recovery Task Force
- Tri-County Long Term Recovery Committee
- Utilities

State of Wisconsin AGENCIES

Primary

- WEM – WI Emergency Management

Support

- ARC – American Red Cross
- SA – Salvation Army
- State Hazard Mitigation Team
- WEDC – WI Economic Development Corporation
- WHEDA – WI Housing & Economic Development Authority
- WHS – WI Historical Society
- WI DATCP – WI Department of Agriculture, Trade & Consumer Protection
- WI DCF – WI Department of Children & Families
- WI DHS – WI Department of Health Services
- WI DNR – WI Department of Natural Resources
- WI DOA – WI Department of Administration
- WI DOT – WI Department of Transportation
- WI DPI – WI Department of Public Instruction
- WI DWD – WI Department of Workforce Development
- WI OCI – WI Office of Commissioner of Insurance
- WI OJA – WI Office of Justice Assistance
- WI PSC – WI Public Service Commission
- WI VOAD – WI Volunteer Organizations Active in Disaster

Federal AGENCIES

Primary

- Department of Agriculture
- Department of Homeland Security
- Department of Housing and Urban Development
- Small Business Administration

Support

- Department of Commerce
- Department of Defense
- Department of Energy
- Department of Health and Human Services
- Department of the Interior
- Department of Labor
- Department of Transportation
- Department of the Treasury
- Environmental Protection Agency
- Environmental Protection Agency
- Corporation for National and Community Service
- Delta Regional Authority
- American Red Cross
- National Voluntary Organizations Active in Disaster

Likely Support Includes:

- May be activated for incidents that require a coordinated federal response to address significant long-term impacts (e.g., impacts on housing, government operations, agriculture, businesses, employment, community infrastructure, the environment, human health, and social services) to foster sustainable recovery.
- Support will vary depending on the magnitude and type of incident.

A. PURPOSE

1. To support county, local, tribal, nongovernmental organizations (NGOs), the private sector and volunteer efforts to enable community recovery from the long-term consequences of an emergency or disaster. This support consists of available programs and resources to reduce or eliminate risk from future incidents, where possible.

B. POLICIES

1. ESF # 14 policy and concept of operations applies to county agencies/organizations, tribal, local agencies, nongovernmental and NGOs for activities relating to potential or actual emergencies and disasters. It may include participation from private businesses.

2. The Milwaukee County Office of the County Executive and the Office of Emergency Management (OEM) are the primary coordinating agencies for ESF # 14 and have the authority to plan for and respond to disasters under Emergency Management in Chapter 323 of the Wisconsin Statutes. Additional authorization is contained in the Federal Disaster Relief and Emergency Assistance Act (Stafford Act-Public Law 93-288, the Disaster Relief Act of 1974, as amended by PL 100-707, the Robert T. Stafford Disaster Relief and Emergency Assistance Act) and applicable Milwaukee County Ordinances.

- a. ESF # 14 support may vary depending on an assessment of incident impact, the magnitude and type of event and the stage of the response and recovery efforts.
- b. Provide support activities and services in defining and addressing risk reduction and long-term community recovery priorities in accordance with local, county, tribal, state and federal statutes, rules and regulations.
- c. ESF # 14 is designed to reduce duplication of effort and benefits, to the extent possible. This includes streamlining assistance, identifying recovery and mitigation measures to support state, local, county and tribal planning efforts.
- d. ESF # 14 will use forward-looking and market-based long-term community recovery and mitigation efforts, focusing on permanent restoration of infrastructure, housing, and the local economy, with attention to mitigation of future impacts of a similar nature, when possible.
- e. ESF # 14 will use the post-incident environment as an opportunity to measure the effectiveness of previous community recovery and mitigation efforts.
- f. ESF # 14 will support the use of loss reduction building science expertise for the rebuilding of critical infrastructure (e.g., in repairing hospitals or emergency operation centers to mitigate for future flooding or tornado risks).
- g. ESF # 14 coordinates activities with the following Emergency Support Functions: ESF # 3 (Public Works), ESF # 5 (Information, Analysis and Planning) and transitions from ESF # 6 (Mass Care, Emergency Assistance and Human Services) and other ESFs, as necessary.
- h. The identified support agencies will facilitate documentation with county, local and tribal governments in the damage assessment process for publicly and privately owned buildings and structures; and will coordinate the costs incurred by local governments in responding to an incident.
- i. The Milwaukee County Hazard Mitigation Team and others as requested will oversee short and long term recovery efforts and initiatives, as identified in Milwaukee County Hazard Mitigation Plan. The plans identify existing resources and tools to assist local governments to further mitigation at the local level. NGOs will assist with the long term recovery and mitigation to the extent possible and consistent with their responsibilities.

PRIMARY DEPARTMENT RESPONSIBILITIES/TASKS BY PHASE

MILWAUKEE COUNTY OFFICE THE COUNTY EXECUTIVE AND MILWAUKEE COUNTY OFFICE OF EMERGENCY MANAGEMENT (OEM)

Pre-Emergency	The Office of Emergency Management (OEM) works with partner agencies to: 1. Maintain this Emergency Support Function (ESF). 2. Lead local preparedness and pre-disaster recovery planning. 3. Facilitate preparation of pre-event disaster recovery plans commensurate with local risk and vulnerability for public organizations, private entities and individual households. 4. Lead a pre-disaster recovery planning process that is inclusive and accessible and facilitates emergency management practices that comply with all applicable laws, including civil rights laws. 5. Articulate recovery needs and priorities to facilitate support and collaboration with the state and federal governments, private and non-profit sector organizations. 6. Establish a process for reviewing, validating, and setting planning priorities. 7. Pre-identify a structure for managing recovery, including a local recovery coordinator or lead for managing recovery. 8. Establish agreements and mechanisms to address surge capacity needs.| 9. Ensure plans, agreements, and mechanisms address the provision of disability related assistance & functional needs support services, 10. Ensure recovery-related dialogue includes and is accessible to all community groups. 11. Ensure plans incorporate worker safety and health.
Stabilization	Stabilization is the process in which the immediate impacts of an event on community systems are managed and contained, thereby creating an environment where recovery activities can begin. The various elements of a community system will stabilize on different time frames, leading to a situation in which response, stabilization, and restoration activities can occur concurrently. Stabilization includes such activities as: 1. Providing essential health and safety services 2. Providing congregate sheltering or other temporary sheltering solutions 3. Providing food, water and other essential commodities for those displaced by the incident. 4. Providing disability related assistance/functional needs support services. 5. Developing impact assessments on critical infrastructure, essential services, and key resources. 6. Conducting initial damage assessments. 7. Conducting community wide debris removal, including clearing of primary transportation routes of debris and obstructions. 8. Restarting major transportation systems and restoring interrupted utilities, communication systems, and other essential services such as education and medical care. 9. Establishing temporary or interim infrastructure systems. Supporting family reunification. 10. Supporting return of medical patients to appropriate facilities in the area. 11. Providing basic psychological support and emergency crisis counseling. 12. Providing initial individual case management assessments. 13. Providing security and reestablishing Law Enforcement Agencies functions. 14. Building an awareness of the potential for fraud, waste and abuse, and ways to deter such activity, such as developing Public Service Announcements and publicizing ways to report allegations of waste, fraud and abuse. 15. Begin assessment of natural and cultural resources. 16. Maintain records of cost and expenditures to accomplish this ESF and forward them to the EOC Finance/ Administration Section Chief.
Intermediate Recovery	Intermediate recovery activities involve returning individuals and families, critical infrastructure and essential government or commercial services back to a functional, if not pre-disaster state. Such activities are often characterized by temporary actions that provide a bridge to permanent measures. 1. Continuing to provide individual, family-centered, and culturally appropriate case management. 2. Providing accessible interim housing (in or outside the affected area depending on suitability) and planning for long-term housing solutions. 3. Returning of displaced populations and businesses if appropriate. 4. Reconnecting displaced persons with essential health and social services. 5. Providing supportive behavioral health education, intervention, including continuing to provide crisis, grief, and group counseling and support. 6. Providing access and functional needs assistance to preserve independence and health. 7. Updating hazard and risk analyses to inform recovery activities. 8. Establishing a post-disaster recovery prioritization and planning process. 9. Developing an initial hazard mitigation strategy responsive to needs created by the disaster. 10. Ensuring that national and local critical infrastructure priorities are identified and incorporated into recovery planning. 11. Developing culturally and linguistically appropriate public education campaigns to promote rebuilding to increase resilience and reduce disaster losses. 12. Supporting capacity assessment of local, state, and tribal governments to plan and implement recovery. 13. Complete assessments of natural and cultural resources and develop plans for long-term environmental and cultural resource recovery. 14. Provide estimates for damages, repairs, and other costs.

Long Term Recovery	Long-term recovery is the phase of recovery that follows intermediate recovery and may continue for months to years. Examples include the complete redevelopment and revitalization of the damaged area. It is the process of rebuilding or relocating damaged or destroyed social, economic, natural, and built environments in a community to conditions set in a long-term recovery plan. The goal underlying long-term redevelopment is the impacted community moving toward self-sufficiency, sustainability, and resilience. Activities may continue for years depending on the severity and extent of the disaster damages, as well as the availability of resources. 1. Identifying of risks that affect long-term community sustainment and vitality. 2. Developing and implementing disaster recovery processes and plans, such as a long term recovery plan and/or reflecting recovery planning and mitigation measures in the community's land use planning and management, comprehensive plans, master plans, and zoning regulations. 3. Rebuilding to appropriate resilience standards in recognition of hazards and threats. 4. Addressing recovery needs across all sectors of the economy and community, and addressing individual and family recovery activities and unmet needs. 5. Rebuilding educational, social, and other human services and facilities according to standards for accessible design. 6. Reestablishing medical, public health, behavioral health, and human services systems. 7. Reconfiguring elements of the community in light of changed needs and opportunities for "smart planning" to increase energy efficiency, enhance business and job diversity, and promote the preservation of natural resources. 8. Implementing mitigation strategies, plans, and projects. 9. Implementing permanent housing strategies. 10. Reconstructing and/or relocating, consolidating permanent facilities. 11. Implementing economic and business revitalization strategies. 12. Implementing recovery strategies that integrate holistic community needs. 13. Implementing plans to address long-term environmental and cultural resource recovery. 14. Ensuring there is an ongoing and coordinated effort among local, state, tribal, and federal entities to deter and detect waste, fraud and abuse. 15. Identifying milestones for the conclusion of recovery for some or all non-local entities.

Post Disaster	1. Organize, implement, modify and develop recovery plans as requested. 2. Ensure integrated efforts across government offices, the private sector, and nongovernmental organizations during the implementation phase of recovery projects and activities. 3. Lead effort in restoring local critical infrastructure and essential services, retaining businesses, and redeveloping housing that have been damaged, disrupted or destroyed by the disaster. 4. Lead outreach effort to all its constituents to support an inclusive post-disaster recovery planning process. 5. Manage recovery rebuilding in a manner which optimizes risk reduction opportunities and complies with standards for accessible design. 6. Lead local recovery planning effort to establish recovery vision and priorities. 7. Establish metrics to evaluate recovery progress and achievement of local disaster recovery objectives. 8. Communicate and coordinate with other levels of government involved in the recovery. 9. Receive and manage private, state, and federal grant resources; ensure effective and nondiscriminatory use of funds; and enforce accountability and compliance. 10. Ensure the safety and health of workers.

SUPPORT DEPARTMENTS RESPONSIBILITIES/TASKS	
American Red Cross	1. Assist with damage assessments. 2. Provide mass care services; individual immediate and long-term family services; post-event mitigation; referral support; and limited health and mental health services.
Assessor (Municipal)	1. Appraise properties and maintains records of property values. 2. Provide mapping and basic property information. 3. Assist with damage assessments. 4. Determine value of properties. 5. Assist with preparing damage assessment reports.
Building Department (Municipal)	1. Assist with damage assessments. 2. Inspect new and existing structures. 3. Enforce building and fire codes. 4. Facilitate the application of loss reduction for the rebuilding of critical infrastructure by using building, fire, and other appropriate codes to mitigate potential losses in the future. 5. Provide an emergency permitting plan to streamline the building permitting process in the event of disaster. 6. Determine whether repair or reconstruction of damaged structures will be allowed and under what conditions.
Chief Elected Official(s)	1. Develop policy and strategy, disseminate policy guidance and direction through the Disaster Recovery Manager. 2. Provide interface to the media and public. 3. Liaison with state and federal officials as required.

Community Development Agency (and/or Planning and Zoning) (Municipal)	1. Participate in the recovery and mitigation process by identifying any zoning changes needed. 2. Assist with preparing a redevelopment plan. 3. Recommend build back policies. 4. Recommend policies for redeveloping areas that have sustained repeated disaster damage. 5. Recommend policies that promote mitigation from future damage. 6. Recommend priorities for relocating and acquiring damaged property. 7. Review the nature of damages, identify and evaluate alternate program objectives for repairs and reconstruction, and formulate recommendations to guide community recovery. 8. Recommend zoning changes in damaged areas. 9. Recommend land areas and land–use types that will receive priority in the recovery and reconstruction process. 10. Help develop replacement–housing strategies. 11. Recommend restoration priorities. 12. Make recommendations for new ordinances, plans, codes, and /or standards to assist in recovery from future disasters. 13. Recommend any changes in the Comprehensive Plan, Land Use and Development Regulations, or any other ordinances which it deems necessary or advisable to prevent recurring damage or mitigate hazards.
Disaster Recovery Manager	1. Implement recovery policy directives and has overall management responsibility of recovery activities. 2. Ensures that the appropriate recovery support functions (RSFs) are identified and activated, that appropriate tasks are identified and prioritized, and that resources are applied within this priority framework. 3. Determine the organizational structure for recovery operations. 4. Formulate special committees and subcommittees as conditions may warrant. 5. Initiate recommendations for the enactment, repeal or extension of emergency ordinances and resolutions.
Economic Development	1. Prepare economic impact analysis. 2. Liaison with private sector (business and industry). 3. Recommend and implement an economic recovery program, focusing on local community needs. 4. Identify economic recovery assistance programs.
Housing Authority (Municipal)	1. Administer federal housing funds granted in response to the incident. 2. Provide access at fair-market rental rates to vacant units in the buildings it owns. 3. Provide a limited number of Section 8 vouchers (rental subsidies) to disaster survivors meeting income criteria depending on funding and availability.
Human Services (Municipal)	1. Provide information to older adults and persons with disabilities on available services and help connect them to those services. 2. Provide case management to help older adults and disabled people remain independent and in their homes or living situations. 3. Provide input to Health Department on the coordination of mental health services for the public.
Law Enforcement (Municipal)	1. Provide security in the area affected by the emergency to protect the public and private property. 2. Issue notifications of current restricted areas, curfew orders, travel restrictions, etc. 3. Develop plan, procedures for the timely reentry of essential response and recovery personnel, government officials, property owners, business owners, media, etc. to speed the recovery of the impacted local government(s) and its economy; and to provide uniform guidance following a large–scale disaster to law enforcement personnel who direct access into the impacted area.
Milwaukee County Comptroller	1. Assist Division of Emergency Management and other departments in tracking costs (disaster cost–tracking documentation system). 2. Assist Division of Emergency Management in completing federal financial documents. 3. Provide a framework for implementing administrative and financial services necessary for disaster recovery.
Milwaukee County Corporation Counsel	1. Provide legal analysis of the recovery program. 2. Review recovery plans and procedures. 3. Advise on recovery resolutions and/or ordinances. 4. Provide legal advice.
Milwaukee County Board	1. Develop policy and strategy, disseminate policy guidance and direction through the Disaster Recovery Manager. 2. Provide interface to the media and public. 3. Liaison with state and federal officials as required.
Milwaukee County Departments, All	1. Review damage reports and other analyses of post disaster circumstances, compare these circumstances with mitigation opportunities, and identify areas for post disaster development changes. 2. Initiate recommendations for enactment, repeal, or extension of emergency ordinances, moratoriums, and resolutions. 3. Recommend and implement an economic recovery program focusing on local community needs. 4. Recommend zoning changes in damaged areas. 5. Recommend land areas and land-use types that will receive priority in the recovery and reconstruction process. 6. Recommend procedural changes for non-vital regulations and development standards to reduce reconstruction time. 7. Initiate recommendations for relocation and acquisition of property in damage areas. 8. Initiate a property owner notification program to inform nonresident property owners of damages incurred to their property and any post disaster requirements or restrictions imposed by local authorities. 9. Evaluate damaged public facilities and formulate reconstruction, mitigation, or replacement recommendations. 10. Participate in the preparation of a community redevelopment plan. 11. Make recommendations for new ordinances, plans, codes, and/or standards to assist in recovery from future disasters. 12. Certain County and City Departments, Agencies and Organizations will be assigned to lead specific recovery support functions as per the Recovery Incident Action Plan. Each "primary" agency will be responsible for coordinating the implementation of their recovery support function (RSF) and will be responsible for identifying the resources (support departments and organizations) within the RSF that will accomplish the post disaster activities.
Milwaukee County Department of Administrative Services – Facilities Management	1. Provide heavy equipment and transportation. 2. Assist with debris removal. 3. Assist with damage assessments. 4. Provide road engineering. 5. Provide, coordinate repair and restoration of public infrastructure and services to return the public infrastructure and government services to pre–event levels or better.
Milwaukee County Department of Administrative Services – Information Management Services	1. Provide GIS support to recovery planning.

Milwaukee County Department of Administrative Services – Procurement	1. Facilitate the acquisition of supplies, equipment, and services necessary to support recovery actions. 2. Ensure that all obligation documents initiated in the incident are properly prepared and completed. 3. Determine if normal competitive bidding procedures should be waived to expedite response and relief efforts.
Milwaukee County Department of Administrative Services – Risk Management	1. Conduct risk assessment based on conditions affecting the environment, structures, and all transit areas. 2. Facilitate the acquisition of supplies, equipment, and services necessary to support recovery actions. 3. Ensure that all obligation documents initiated in the incident are properly prepared and completed. 4. Determine if normal competitive bidding procedures should be waived to expedite response and relief efforts.
Milwaukee County Executive	1. May serve as the Disaster Recovery Manager (otherwise appoint). 2. Provide direction to the Disaster Recovery Manager to ensure implementation of recovery policy directives and strategic decisions. 3. Ensure continuity of government operations and services.
Milwaukee County Parks	1. Assess impact of disaster or emergency on parks, recreation and cultural resources. 2. Coordinate on repair, stabilization and/or demolition.
Milwaukee County Director of Emergency Public Health	1. Coordination of mental health services. 2. Provide ongoing systems and methods for community surveillance with the goal of mitigating and reducing the impacts from local or regional events that could affect public health. 3. Identify threats to public health during the recovery period and provide remedies.
Milwaukee County Health & Human Services	1. Provide technical assistance and/or personnel to assist special population needs, on environmental health issues, communicable or infectious disease issues, radiological/nuclear issues, and bio-terrorism preparedness. 2. Provide expertise in long-term health, medical concerns and mental health services. 3. Use after-action reports during recovery to document social, cultural and health issues. 4. Address multiple levels of need: maintains continuity of care for the population with pre-existing mental illness conditions; meets the needs of first responders in the disaster area; meets the needs of evacuees, victims and others and plans for immediate post evacuation human services. 5. Work to provide access to stable housing for victims as it is central to effective continuity of core social services. 6. Work with agencies to relieve stress on public services for local communities accepting evacuees. Stress intensifies as the disaster fades from public view and federal emergency funds recede. 7. Support FEMA Immediate and Regular Services Counseling Grants when needed and authorized.
Milwaukee County Historical Society	1. Evaluate the extent and type of historic rehabilitation activities needed based upon assessments of damage. 2. Assist the Chief Building Official in related historic resource rehabilitation activities. 3. Provide information on historic resource rehabilitation and redevelopment in historic districts to interested parties to coordinate and maximize such efforts.
Milwaukee County Office of Emergency Management	1. Conduct and/or assigns preliminary damage assessment. 2. Make recommendations for restoring critical infrastructure. 3. Coordinate the Preliminary Damage Assessment, Public Disaster Assessment, and federal financial support. 4. Work with WEM, FEMA, VOAD, and local agencies to set up Disaster Recovery Center(s). 5. Inform disaster victims about the federal individual assistance programs that are available and how to make application. 6. Develop and review mitigation strategies and tactics used during the incident and apply them to the planning process. 7. Addressing recovery needs across all sectors of the economy and community, and addressing individual and family recovery activities and unmet needs.
Milwaukee County Public Information Officer – County Executive	1. Preparing and release information about the County's recovery activities to the news media, affected community citizens, recovery personnel and other agencies and organizations. 2. Serve as a central point for distributing public information.
Milwaukee County Risk Management	1. Advise the Disaster Recovery Manager on recovery safety issues. 2. Monitor and assess safety hazards or unsafe conditions for recovery personnel 3. Develop measures for assuring personnel safety. 4. Determine insured losses and uninsured losses. 5. Compile personnel injury claims/reports. 6. Process, manage jurisdiction insurance claims.
Public Works (Municipal)	1. Provide heavy equipment and transportation. 2. Assist with debris removal. 3. Assist with damage assessments. 4. Provide road engineering. 5. Provide, coordinate repair and restoration of public infrastructure and services to return the public infrastructure and government services to pre–event levels or better.
Recovery Task Force	1. Oversee the recovery and reconstruction process, and to serve as an advisory committee to the Disaster Recovery Manager. 2. Identify mitigation opportunities, identify resources, and ensure maximum control over the recovery process. 3. Prepare a recovery and redevelopment plan.
Milwaukee County OEM / Waukesha County EM Long Term Recovery Committee	1. Addressing recovery needs across all sectors of the economy and community, and addressing individual and family recovery activities and unmet needs.
Utilities	1. Provide information regarding the current status of their respective services, as well as the estimated times of power or water supply restoration.
ATTACHMENTS	1. ESF # 14A: Volunteer & Donation Management Plan.
REFERENCES	None.

Milwaukee County Emergency Management
633 W. Wisconsin Ave. | Milwaukee, WI 53203
Hazard Mitigation Plan

1.30 Milwaukee County ESF #14A - Volunteer and Donation Management

Preface

Emergencies may create an influx of volunteers wishing to aid in the emergency response as well as of donations (both money and goods) intended to aid the victims of the emergency. Manage masses of "solicited and/or unsolicited goods, undesignated cash donations, and large numbers of affiliated and unaffiliated (spontaneous) volunteers solicited and/or unsolicited goods, undesignated cash donations, and coordinate large numbers of affiliated (spontaneous) volunteers.

Primary Agency

Milwaukee County Office of Emergency Management – Emergency Management Division

MILWAUKEE COUNTY AGENCIES

Primary

- Milwaukee County OEM - Emergency Management Division

Support

- American Red Cross
- ARES/RACES
- Bus Companies (Private)
- Community Based Organizations
- Community Leaders
- Correctional Facilities
- Faith Based Organizations
- Fire Departments
- Law Enforcement
- Medical Reserve Corps
- Milwaukee County Corporation Counsel
- Milwaukee County Departments, All
- Milwaukee County Department of Administrative Services – Facilities Management
- Milwaukee County Department of Administrative Services – Human Resources
- Milwaukee County Department of Administrative Services – Information Management Services
- Milwaukee County Department of Administrative Services – Procurement
- Milwaukee County Office of Emergency Management– Division of Emergency Management
- Milwaukee County Parks
- Milwaukee County Public Information Officer – County Executive & Office of the Sheriff
- Public Health (Municipal)
- Public Works (Municipal)
- Salvation Army
- VOAD

State of Wisconsin AGENCIES

- Note: State support to this ESF may be available in coordination with the State Emergency Operations Center (EOC).

Federal AGENCIES

Coordinating

- Department of Homeland Security/Federal Emergency Management Agency

Cooperating

- Department of Agriculture
- Department of Health and Human Services
- Department of Homeland Security
- Department of State
- Department of Transportation
- Corporation for National and Community Service
- General Services Administration
- U.S. Agency for International Development
- USA Freedom Corps
- National Voluntary Organizations Active in Disaster

Likely Support Includes:

- Support state governments in the management of masses of unaffiliated volunteers and unsolicited donated goods.

A. PURPOSE

1. The purpose of this ESF is to define the organization, operational concepts, responsibilities and procedures to accomplish volunteer and donations management requirements. The ESF is designed to include coordination of solicited and/or unsolicited goods, undesignated cash donations, and large numbers of affiliated and unaffiliated (spontaneous) volunteers.

B. POLICIES

1. Local government typically bears primary responsibility for responding to those seeking to help and directing them to appropriate disaster agencies and organizations.

2. The role of Milwaukee County government in donated goods and volunteer management is to ensure that an organized, equitable, and thorough disaster support is rendered to affected citizens.

3. Local government has primary responsibility for the coordination and management of unsolicited goods and spontaneous volunteers.

4. Local government is ultimately in charge of the donations management system. Federal/State government, international organizations and WI-VOAD/NVOAD activities are always in support of local government.

5. The management of volunteers and donations requires a united and cooperative effort in the cooperative effort in response to preparedness response and recovery by local government, NGOs, community and faith-based organizations, the business sector, and the donor community.

6. Not all volunteers, registered, affiliated or spontaneous, may be utilized during a particular disaster. Deployment of volunteers is based on the size and type of disaster as well as the skills needed by officials to mount an effective response and recovery effort. Qualified volunteers will be utilized as requested in emergency response actions necessary to relieve human suffering. The County may reject or limit the utilization of volunteer services based on the analysis of ongoing need matched against bona fide qualifications of the volunteers.

7. This plan does not supersede the established protocols of voluntary agencies regarding their respective procedures for soliciting goods and services, or mobilizing their trained volunteers. However, in a County emergency, voluntary agencies and community based organizations are expected to abide by this document in order to ensure a consistent disaster relief and volunteer system.

8. Untrained, unaffiliated volunteers may be incorporated into operations, particularly for large scale disasters.

9. Volunteers will assume responsibility for following the instructions of the supervisors and adhere to the safety precautions as provided to them. Milwaukee County does not accept responsibility for risk taking and negligent actions by volunteers.

10. All affiliated volunteers must be self-sustaining with regard to food, water and shelter.

11. Volunteers must be managed to ensure that volunteers do not become victims, casualties, or impede rescue, response and recovery operations.

12. Food safety protocols will be implemented during any distribution of food.

13. Transportation/distribution of donations from the donor to the receiving organization or site will be the responsibility of the donor.

14. Milwaukee County encourages donations to established non-profit voluntary or community based organizations tasked to provide response/recovery services.

15. Milwaukee County will coordinate with the State EOC to assure the expeditious delivery of donated goods to the affected area(s) and individuals.

PRIMARY DEPARTMENT RESPONSIBILITIES/TASKS BY PHASE

MILWAUKEE COUNTY OEM - EMERGENCY MANAGEMENT DIVISION

Pre-Emergency	**The Division of Emergency Management works with partner agencies to:** 1. Maintain this Emergency Support Function (ESF). **NGOs** 1. Develop a County Volunteer Management Plan for coordinating the influx of volunteers offering their services to Milwaukee County in time of emergency. Include provisions for referring needed services to appropriate ESF(s) for consideration. Coordinate planning with other participant organizations. 2. Identify potential sites for Volunteer Reception Centers. 3. Develop formal process to register volunteers as agents for the County. 4. Develop procedures for coordinating assignment of non–emergency personnel with the deployment of volunteer groups to prevent duplication of services. 5. Develop procedures for assisting other agencies with job descriptions and personnel management policies related to the deployment of volunteer groups/persons. **Donations** 1. Develop a County plan for the management of donations. Coordinate plan. 2. Develop procedures for development with the state donations management plan for the receiving, storing, sorting and distributing donated goods. 3. Train personnel in establishment of donations management group during major emergencies. 4. Coordinate with Personnel Department to establish personnel requirements for donations management and center sites. 5. Develop procedures for tasking the EOC Logistics/Facilities Unit to secure warehouse space and transportation resources. 6. Develop procedures and policies for disseminating information to the general public (through the EOC PIO), and to the various Law Enforcement Agencies regarding routing information, types of material needed, etc. 7. Coordinate with the Finance Department to develop procedures and policies for accepting special types of donations (e.g. cash, perishable materials, etc.). • Utilize the existing County procedures for receiving cash donations, as appropriate. 8. Plan and coordinate with State VOAD.

Emergency	1. When notified, report to the Milwaukee County EOC. **NGOs** 1. When notified of an emergency situation, report to the Milwaukee County EOC, if appropriate. 2. Provide information to the media (through the EOC PIO) concerning the proper method(s) of offering services to emergency victims in Milwaukee County should be developed. 3. Implement procedures to track offers and their status. 4. Establish Volunteer Reception Center for registration of unaffiliated/ spontaneous volunteers. 5. Screen, evaluate, and assign volunteers. 6. Ensure volunteers are self–sustaining with food, water, and shelter. 7. Provide other ESFs with periodic updates concerning offers received. When an ESF requests services offered by volunteers, implement procedures to arrange for the deployment of personnel to areas where need exists. **Donations** 1. When notified of an emergency situation, report to the Milwaukee County EOC, if appropriate. 2. Implement the County Donations Management Plan, which involves the following: • a. The issuance of press releases describing what is needed and what is not needed, as well as procedures for properly packaging, labeling, and transporting donated goods to Donations Management Centers. Additionally, the preference for cash donations as opposed to in–kind donations should be stressed. • b. The activation of the Donations Branch at the EOC and various other operating locations as dictated by the situation. • c. The establishment of a Donations Management Center outside the affected area, as well as staging areas for use in managing the deployment of needed goods. 3. Coordinate transportation requirements for incoming donations, including: • a. The relaying of information to rest areas and weigh stations concerning routing information and the acceptance or rejection of certain types of donated goods. • b. The placement of signs indicating routes to the reception center and/or staging areas. • c. The passage of designated goods for direct delivery to affected areas. 4. Task Public Works and Purchasing to secure warehouse space at sites near the emergency area. Arrange for security of site (through EOC Police Branch), traffic control, etc. 5. Request State EOC to activate the "1–800" number for use in managing donated goods flow (if necessary).

Emergency Operations Center (EOC)	1. Staff the ESF # 14A position in the EOC.
	
	General Actions
	
	1. Assess the need for donations.
	2. Set up one or more collection/distribution centers service area.
	3. Set up one or more central distribution site(s) for donated goods.
	4. Set up one or more assembly sites for volunteers from outside the County.
	5. Inform the community about the locations and availability of donated goods and services through the EOC PIO; coordinate with Resource support ESF # 7.
	6. Distribute donated goods at service sites
	7. Collect donated goods and volunteer services at service sites with the help of volunteers and County employees
	8. Provide staging areas at recreation centers and parks.
	
	NGOs
	
	1. Implement procedures to solicit, register, screen, receive, and deploy local volunteers. Establish Volunteer Reception Center.
	2. Determine present and future need for volunteer resources.
	3. Obtain and coordinate volunteer resources as requested by field incident commanders.
	4. Establish Volunteer Reception Center for registration of unaffiliated/ spontaneous volunteers.
	5. Sources for resources can include:
	
	   • a. Red Cross.
	   • b. Salvation Army.
	   • c. United Way.
	   • d. Faith based organizations and their affiliations.
	   • e. General public.
	   • f. Pre–existing NGOs.
	
	6. Coordinate, when necessary, with the State through the Milwaukee County Volunteer Reception Center and the EOC Manager for the influx of volunteer help offered in aftermath of an emergency.
	
	Donations
	
	1. Provide coordination of donations with the appropriate tasked organizations.
	2. Determine present and future needs for donated goods (type and approximate numbers).
	3. Develop information for public distribution (through PIO) describing items needed, where to send them, etc.
	4. Through the EOC Public Information Officer disseminates information to ensure that offers are not inappropriate to needs.
	5. Periodically update public information concerning needed items, etc.
	6. Receive offers of donated goods and services; match offers to needs.
	7. Coordinate delivery system to affected population.
	
	   • Request transportation resources from Logistics to facilitate the movement of needed items to staging areas or into the emergency area.
	
	8. As goods arrive, provide periodic listings for distribution to EOC Section Chiefs and Branch Directors so they will know what is available through the system.
	9. Respond to inquiries from other EOC Branches and Units regarding availability of certain items.
	10. Coordinate with the State when necessary, for the influx of donated goods offered in aftermath of an emergency.
	11. Coordinate activities with the State EOC through the EOC Manager.
	12. Implement procedures for disposing of unneeded or unusable items.
	13. Manage cash donations received by County Government. (Finance Department)
	14. Implement cash management policies/procedures to insure accountability for all cash donations received by the County during the emergency.
	15. Maintain records of cost and expenditures to accomplish this ESF and forward them to the EOC Finance/ Administration Section Chief.

Recovery Actions	1. Continue to assess the need for recovery goods and services. 2. Continue to monitor and report needs to EOC. 3. Coordinate delivery of donated goods into and out of the central distribution center. 4. Continue to inform the community about the locations and availability of goods and services through the EOC. 5. Continue to distribute donated goods at service sites. 6. Continue to collect donated goods and volunteer services at service sites with the help of volunteers and County employees.

SUPPORT DEPARTMENTS RESPONSIBILITIES/TASKS	
American Red Cross	1. Provide food, water and shelter (as applicable) for the volunteer workers. 2. Provide volunteers to assist in managing donated goods and services directly related to the American Red Cross services. 3. Assist with the delivery of donated goods directly related to the American Red Cross services. 4. Provide personnel, supplies and other resources necessary to assist with acceptance, sorting, storage, and distribution of donated goods. 5. Provide assistance at Volunteer Reception Centers to recruit, register, and process volunteers. 6. Provide available volunteers in support of Volunteer & Donation Management ESF initiatives.
ARES/RACES	1. Provide personnel to assist with response and recovery tasks, as assigned by the EOC, and within their training and capabilities. 2. Assist in the coordination and distribution of donations under the direction of Division of Emergency Management staff. 3. Provide available personnel to assist with primary or alternate emergency radio communications for the Volunteer and Donations facilities, staging area, distribution points, and volunteer work areas, as requested.

Bus Companies (Private)	1. Assist in the transportation of volunteers.
Community Based Organizations	1. Provide available volunteers in support of Volunteer & Donation Management ESF initiatives. 2. Provide personnel to manage warehouses for donated goods and assist with distribution of donations. 3. Provide personnel to manage and operate a Volunteer Reception Center for registration and assignment of volunteers. 4. Provide personnel to administer a volunteer phone bank to receive offers of volunteer assistance.
Community Leaders	1. Assist in the coordination of volunteers.
Correctional Facilities	1. Provide staff and warehouse to centrally receive and store/stage materials.
Faith Based Organizations	1. Provide personnel to assist with response and recovery tasks, as assigned by the EOC, and within their training and capabilities. 2. Provide temporary shelter locations. 3. Staff donated goods receiving/distribution sites. 4. Assist with the delivery of donated goods.
Fire Departments	1. Assist in the coordination of volunteers.
Law Enforcement	1. Provide routing information to incoming donated goods carriers. 2. Provide security and traffic control at donated goods warehouses and staging areas. 3. Provide security, access, and traffic control at Volunteer Reception Centers and distribution sites. 4. Coordinate the use of volunteer Detention Center inmate labor. 5. Provide security access and traffic control at volunteer reception centers.
Medical Reserve Corps	1. Assist in the coordination of volunteers.
Milwaukee County Corporation Counsel	1. Provide criteria for the lawful use of volunteers for the public good.
Milwaukee County Departments, All	1. Coordinate development of donated goods management plans and policies as requested. 2. Provide assistance, as requested, for the management of volunteers and donations.
Milwaukee County Department of Administrative Services – Information Management Services	1. Provide personnel, equipment, supplies and other resources necessary to assist in the establishment of Volunteer Reception Center telephone communications system
Milwaukee County Department of Administrative Services – Facilities Management	1. Provide signage indicating routes to warehouses, reception centers staging areas, or other locations.
Milwaukee County Department of Administrative Services – Human Resources	1. Assign non–emergency County personnel to assist with the management of donated items. 2. Provide information as to safety precautions and personal protective equipment (in accordance with OSHA standards and guidelines) are to be followed by the volunteers (i.e., use of boots, goggles, gloves, dust masks, etc.).
Milwaukee County Department of Administrative Services – Procurement	1. Locate and secure warehouse space for donated goods and transportation resources for the movement of needed goods to affected areas.
Milwaukee County Office of Emergency Management – Division of Emergency Management	1. Assist with the recruitment and organization of volunteer resources. 2. Assist in the coordination of distribution of donations. 3. Assign non–emergency County personnel to assist with the management of donated items. 4. Ensure warehouse space for donated goods is located. 5. Ensure transportation resources for the movement of needed goods to affected areas are located and coordinated.
Milwaukee County Parks	1. Provide personnel, supplies and other resources necessary to assist with acceptance, sorting, storage, and distribution of donated goods. 2. Provide assistance with site logistics, transportation, and resources at donation and volunteer management sites. 3. Determine availability of Parks and Recreation Division facilities for donated goods processing facilities.
Milwaukee County Public Information Officer – County Executive & Office of the Sheriff	1. Work with ESF 8C to develop information for public distribution describing items needed, where to send them, etc. 2. Periodically update public information concerning needed items, etc.
Public Works (Municipal)	1. Provide signage indicating routes to warehouses, reception centers staging areas, or other locations
Public Health (Municipal)	1. Provide personnel, supplies and other resources necessary to coordinate the inspections and other health concerns related to perishable donations intended for human consumption. 2. Ensure health standards, including food, sanitation and water, are maintained at all donations, volunteer, and points of distribution sites.
Salvation Army	1. Provide food, water and shelter (as applicable) for the volunteer workers. 2. Staff donated goods receiving/distribution sites. 3. Assist with the delivery of donated goods.
VOAD	1. Assist in the coordination of volunteers.
ATTACHMENTS	None.
REFERENCES	1. Volunteer Sign–In Sheet.