

ESF 07: Resource Support

PRIMARY AGENCIES:

Fire Services
Law Enforcement
Public Works Departments
The Salvation Army
Valley Transit
Walla Walla County Emergency Management
Walla Walla County Emergency Medical Services

SUPPORT AGENCIES:

Amateur Radio Emergency Services
American Red Cross Serving Central and Southeastern Washington
Blue Mountain Humane Society
Energy and Utility Providers
HAZMAT Team/Walla Walla Fire Department
Mayors
Walla Walla County Agriculturist/WSU Extension Office
Walla Walla County Assessor
Walla Walla County Auditor
Walla Walla County Commissioners
Walla Walla County Community Development
Walla Walla County Coroner
Walla Walla County Department of Community Health
Walla Walla County Emergency Public Information Officer
Walla Walla County Prosecuting Attorney
Walla Walla County Treasurer
Walla Walla Emergency Services Communications Center

I. INTRODUCTION

A. Purpose

1. To provide guidance for logistical and resource support following an emergency or disaster.
2. To provide efficient utilization and conservation of available resources during an emergency or disaster situation.
3. To provide a framework for requesting, obtaining, allocating and utilizing additional resources.
4. To provide a framework for the process to establish mandatory controls on essential materials, supplies and services during and after major disasters, if adequate resources are not or will not be available.

B. Scope

1. This Emergency Support Function (ESF) primarily applies to operations during major events that would have a widespread and complex impact on

the county and its citizens. However, any incident has the potential to require specific resource management activities with the operation.

2. Resource support includes the provision of services, personnel, commodities, and facilities to the county and cities within the county during the response and recovery phases of an emergency or disaster. This includes emergency relief supplies, office space, office equipment and supplies, contracting services, transportation services, and personnel as needed to support emergency activities.
3. The Walla Walla County Emergency Management (WWEM) Emergency Operations Center (EOC) coordinates resources and support agencies and organizations including volunteer groups, businesses, and community service organizations.

II. POLICIES

Walla Walla County Emergency Medical Services (EMS) and EOC functions are based on the Constitution and Revised Code of Washington (RCW) governing emergency management, which includes references regarding resource procurement, etc.

- A. Washington State Constitution. Article 8, Section 7, “No county, city, town or other municipal corporation shall hereafter give any money, or property, or loan its money, or credit to or in aid of any individual, association, company or corporation,
- B. Washington State RCW
 1. 38.52.070 - Emergency Contracts and Obligations
 2. 38.52.110 - Use of existing resources; command the service and equipment of the citizens.

III. SITUATION

- A. Emergency/Disaster Conditions and Hazards
 1. A significant emergency or disaster will severely damage, or limit access to the local resource infrastructure. (See Walla Walla County CEMP Basic.)
 2. Several emergency and disaster scenarios, such as earthquakes, floods or wildfires could require extensive resource management and coordination. Potential situations could occur during a disaster situation that would isolate the county or specific areas of the county and restrict available resource support.
 3. Another situation might be a lack of specific resources necessary for emergency response activities.
 4. An extreme situation could also develop that might require the elected legislative authorities of the county to invoke local resource restrictions or economic controls to assure an acceptable level of recovery and response.
- B. Planning Assumptions
 1. Normal methods of communication will be overloaded or interrupted during the early phases of an emergency or disaster.

2. Transportation to, and within the affected area will be impaired or disrupted due to blocked or damaged roads, bridges, airports, or railways.
3. Each responding organization has established a system for managing agency resources.
4. The Incident Command System (ICS) will be utilized.
5. Initially, there will be sufficient local and mutual aid resources necessary for emergency operations.
6. Following an emergency or disaster, there will be a need to provide a variety of resources and services to the affected area.
7. In a large emergency or disaster situation, request for and utilization of outside resources will often become necessary.
8. The management and logistics of resource support will require extensive coordination and personnel. A system will need to be established to record and utilize donated goods and services, and for the management and support of spontaneous volunteers.
9. The free market economy and existing systems will be maintained to the maximum extent possible.

IV. CONCEPT OF OPERATIONS

A. General

1. This ESF will be implemented upon notification of a potential or actual major emergency or disaster. Implementing this ESF will be the mechanism for providing support activity to other ESFs.
2. Actions undertaken by this ESF will be coordinated by personnel in the EOC.
3. During initial emergency operations, each entity will be responsible for managing its own resources. Local resources will be utilized before requesting assistance from the region and state.
4. Multi-agency response will use ICS.
5. WWEM or the EOC will manage resource coordination activities.
6. The legislative authority of the political subdivisions is empowered to establish controls on resources and resource allocation priorities during a State of Emergency.
7. Voluntary controls are the preferred method of resource management, although mandatory controls may be required, when feasible, as a temporary measure. The public will be encouraged to voluntarily cooperate with emergency measures through the public information program.
8. The Walla Walla County Board of Commissioners and the respective Mayors/City Councils have the responsibility and authority to allocate resources and invoke economic and other controls, if the situation warrants.
9. When appropriate, private agricultural, industrial, commercial, financial, or other services may assist local government in an advisory capacity with

emergency resource distribution and mobilization policies or control programs.

10. Local community service organizations, with the American Red Cross Serving Central and Southeastern Washington (ARC) being the lead agency will manage donated goods and services. The ARC will determine receiving points for donated goods.

B. Organization

1. The Walla Walla Emergency Management Executive Board (EMEB) will establish overall resource management priorities and strategies as appropriate and necessary.
2. The Walla Walla Board of Commissioners may establish an Emergency Resource Management Organization (ERMO) selecting public agency representatives and representatives from the private sector representing the following interests: construction, utilities, industrial production, petroleum products, transportation, food, labor, medical and health, and telecommunications.
3. The group of individuals within the EOC, designated as the Support Group will coordinate resource support and management. The Support Group will communicate and coordinate with the group of individuals within the EOC designated as the Policy/Decision Group in support of this ESF.
4. Authorization for expenditures, entering into contracts, and other administrative issues will come from The Policy/Decision Group.

C. Procedures

1. The management of initial emergency response will be the responsibility of the Incident Commander(s).
2. Resource requests will be received, coordinated and processed through the WWEM EOC. Requests will be evaluated by the EOC, and assigned to the appropriate group or sub-group for completion of the task.
3. WWEM EOC may request additional outside resources, these requests will be coordinated through the Military Department, Emergency Management Division (WAEMD) State Emergency Operations Center (SEOC).
4. If the WWEM EOC is activated and the need for resource management activities requires additional assistance, the Policy/Decision Group will designate a participating member as the Resource Coordinator.
5. Incoming resources will usually be processed through a staging area operation, which will be determined by the situation.
6. Procedures for purchasing resources during an emergency or disaster are described in RCW 43.19.200.
7. If the magnitude and complexity of the situation warrants, the EMEB may establish priorities and allocations of essential resources.
8. Demobilize outside resources as soon as practical.

D. Mitigation Activities

1. Walla Walla County Emergency Management
 - a. Works with local agencies and organizations to establish and review department and agency roles and responsibilities for preparedness, and providing resource support during the response and recovery phases of an emergency or disaster.
 - b. Participates in emergency management training at the county and state level.
 2. Support Agencies and Organizations

Develop plans and conduct a needs assessment analysis to identify their resource needs; and identify resources that can be provided to them during response and recovery phases of an emergency or disaster. Necessary resources may include, but is not limited to the following:

 - a. Identify essential personnel and staffing for internal and external support requirements.
 - b. Identify emergency supplies needed for personnel.
 - c. Identify essential records, equipment, office supplies, and office space requirements.
 - d. Identify additional transportation requirements and resources in support of emergency or disaster.
 - e. Identify and prioritize internal activities that may require assistance from WWEM in an emergency or disaster.
- E. Preparedness Activities
1. Walla Walla County Emergency Management
 - a. Conducts quarterly Local Emergency Planning Committee (LEPC) meetings, and invites participation from the response and support agencies and organizations.
 - b. Conducts and participates in emergency and disaster exercises.
 - c. Coordinates a backup plan for staffing the EOC in case the designated staff are unavailable or are unable to respond.
 - d. Assists with, and coordinates the development of lists of essential resource requirements and resources.
 - e. Obtain support of private resource organizations to participate in emergency resource management activities.
 2. Support Agencies and Organizations
 - a. Identify, develop and prioritize an inventory list for essential response and support agency resource requirements in an emergency or disaster.
 - b. Develop suggested operating procedures for resource management.
 - c. Ensure that all personnel are familiar with their roles during an incident.
 - d. Identify and inventory essential lacking resources that may be needed during a major emergency.

- e. Participate in local emergency management meetings, training, exercises and drills.
- F. Response Activities
- 1. WWEM/EOC
 - a. Activate EOC or other location for resource management activities.
 - b. Prioritizes requirements in support of ESF 7, and other ESFs as necessary, when activated for an emergency or disaster.
 - c. Establish resource needs and identify available resources.
 - d. Activate/request and coordinate with registered volunteer organizations and individuals as needed based on the type of emergency or disaster.
 - e. Coordinate the establishment and operation of staging areas to process incoming resources.
 - f. Provide support and coordination for managing spontaneous donations of goods, services, and volunteers that are received.
 - g. Coordinate with the EPIO regarding public announcements and press releases to clearly specify what the resource needs are, and how to support them.
 - h. Enter into contracts for critical goods or services, if not available through local government or volunteer agencies.
 - i. Request other resources and support through WAEMD/ SEOC as necessary. Many state resources will require authorization from the governor before they can be deployed to the county.
 - 2. Walla Walla County Board of Commissioners and City Mayors
 - a. Keep in contact with the WWEM EOC or other coordinating location for duration of incident.
 - b. Establish overall incident resource management strategies.
 - c. Prioritize resource necessity and allocation, in cooperation with WWEM or the EOC and operational agencies.
 - d. Provide necessary funding for required resources, as appropriate for the incident and available within county/city fiscal capabilities.
 - 3. Support Agencies and Organizations
 - a. Keep WWEM/EOC advised on resource status and needs.
 - b. Prioritize their resource needs, identify and prioritize their assets.
 - c. Provide their standard and supplemental support and resources to Walla Walla County.
 - d. Provide support and coordination of spontaneous donated goods, services and volunteers received by their agencies/organizations.
 - e. Maintain communication with the EOC regarding needs and assets, and coordinate information and resources with them.

- f. Coordinate with the Walla Walla County EPIO regarding public announcements and press releases concerning donations of goods, services, and volunteers
 - g. Document all activities and costs incurred.
- G. Recovery Activities
 - 1. WWEM/EOC
 - a. Continue to support and coordinate response and recovery activities as needed.
 - b. Follow appropriate policies and procedures in completing required documentation to justify emergency services, purchases, or expenditures.
 - c. Assure continuation of accurate and complete documentation of the event, and actions taken. Continue to submit situation reports and after-action reports to the WAEMD/SEOC as needed.
 - d. Document and report on resource status and activity.
 - e. Revise procedures or plans as necessary, based on information learned from the event or disaster. Some of this information may continue to be learned long after the event or disaster is over.
 - 2. Walla Walla County Board of Commissioners and City Mayors
 - a. As necessary, establish priorities in the allocation and utilization of essential services needed to provide effective recovery and restoration activity.
 - b. Coordinate recovery activities through WWEM and direct all county and city departments to cooperate with WWEM and the EOC.
 - 3. Support Agencies or Organizations
 - a. Keep WWEM informed on resource status and needs.
 - b. Continue to support by providing available resources and coordinate response and recovery activities as needed.
 - c. Continue to document the event and actions taken, and document identified or potential problems.
 - d. Contribute to after-action reports, and revise plans and/or procedures as necessary, based on information learned from the event or disaster.

V. RESPONSIBILITIES

- A. WWEM/EOC
 - 1. Maintain communication with involved agencies, and coordinate required logistical and resource support.
 - 2. Maintain local resources inventory.
 - 3. Coordinate resources through EOC or other coordination point.
 - 4. Document and report on resource status and activity.

5. Coordinate local requests for out of area resources and maintain contact with WAEMD/SEOC.
 6. Coordinate activities with adjacent jurisdictions.
 7. Document all activities and costs incurred.
- B. Support Agencies and Organizations
1. Support their own internal resource requirements as much as possible.
 2. Maintain communication with field personnel, other coordinating logistical and resource agencies/organizations, and the EOC.
 3. Work with WWEM/EOC to maintain resource inventories and operating procedures.
 4. Document all activities and costs incurred.

VI. RESOURCE REQUIREMENTS

- A. Resources required by this ESF will be established in coordination with local government and supporting agencies.
- B. Walla Walla County resources will be utilized before purchasing goods or services from commercial vendors.

VII. REFERENCES

- A. Washington State Constitution, Article 8, Section 7
- B. Walla Walla County Comprehensive Emergency Management Plan (CEMP)
- C. RCW 38.52.070
- D. RCW 38.52.110
- E. RCW 43.19.200

VIII. APPENDICES

- A. Appendix A – Emergency Personnel
- B. Appendix B – Management of Donated Goods, Services, and Monies

APPENDIX A: Emergency Personnel

I. INTRODUCTION

A. Purpose

To provide for the utilization and management of local or requested emergency personnel resources.

II. POLICIES and ASSUMPTIONS

A. The Walla Walla County Emergency Management Organization, including county and municipal departments, state and federal agencies, local political subdivisions, volunteer and other organizations; their personnel, services and facilities will be utilized as the primary WWEM EOC staff (RCW 38.52.110).

B. Locally organized and trained volunteer groups will provide the majority of additional specialized emergency personnel resources for areas such as operations, damage assessment, shelter and mass care activities, and handling donated goods and other emergency functions. These groups may include.

1. American Red Cross Serving Central and Southeastern Washington (ARC)
2. Fire Services
3. Local Church Groups
4. Local School Districts
5. Law Enforcement reserves and volunteers
6. Other local organizations

C. Additional emergency personnel assistance may be requested and will be coordinated through Washington State Military Department, Emergency Management Division (WAEMD)/State Emergency Operations Center (SEOC).

D. Responding agencies should notify the WWEM/EOC of all requests for additional personnel.

III. RESPONSIBILITIES

A. WWEM/EOC is responsible for coordinating emergency personnel and will:

1. Identify and register available personnel resources as emergency workers (RCW 38.52.310).
2. Utilize appropriate temporary emergency workers by registering and classifying them as to ability and skills (RCW 38.52.310).
3. Coordinate specialized training requirements for emergency workers.
4. Process emergency worker liability or other claims, as necessary (RCW 38.52.210).
5. Adhere to the rules pertaining to the uses, classes, scope, conditions of duty and training of emergency workers and compensation of emergency workers' claims per Chapter 118-07 Washington State Administrative Code (WAC) – Emergency Worker Program.

- B. During an emergency or disaster Walla Walla County and city departments and agencies and private and volunteer organizations are responsible for:
 - 1. Administrative Functions - Documenting all emergency or disaster related expenditures and obligations for auditing and reimbursement purposes.
 - 2. Support Functions - Providing personnel as agreed upon, contracted for, or designated in mutual aid agreements.

IV. REFERENCES

- A. RCW 38.52.210
- B. RCW 38.52.310
- C. WAC 118-04-020

APPENDIX B: Management of Donated Goods, Services and Monies

I. INTRODUCTION

A. Purpose

This appendix is to provide guidance for the management of donated goods and services in order to meet the needs of Walla Walla County, and to designate the responsibilities for management and dispersal of donated monies.

B. Scope

This appendix applies to WWEM, other county and city agencies and departments, church and volunteer service organizations, and private groups. (See the Washington State Comprehensive Emergency Management Plan for listing of specific groups and organizations available throughout the state and country)

II. POLICIES

A. WWEM EOC will facilitate the operations of voluntary organizations and service groups to enable them to function to the full extent of their mission and expertise.

B. WWEM EOC will coordinate with local jurisdictions and agencies to assure that local resources are utilized before requesting assistance from the Washington State Military Department, Emergency Management Division (WAEMD)/State Emergency Operations Center (SEOC).

C. WWEM EOC, through the Emergency Public Information Officer (EPIO), will advise the public of local groups or organizations such as the American Red Cross Serving Central and Southeastern Washington (ARC) to which donations of money, goods, and/or services may be made.

III. SITUATION

A. Emergency/Disaster Conditions and Hazards. (See CEMP Basic Plan, Section III A)

B. Planning Assumptions

1. The event will have such an impact on the county that there will be an outpouring of offers of assistance from throughout the community and region, and likely from throughout the state, and even other states.

2. Much of the response will be spontaneous and uncoordinated, and the influx of volunteers and resources will create an additional burden on the emergency management system.

3. Volunteer organizations and service groups will support and assist with the management of donated goods, services, and funds to the full extent of their capabilities.

4. State support of the county response to the event will take time to implement, and may be significantly impacted by conditions of the event.

5. An emergency management office from outside the affected area will be available to assist by opening a resource logistics center.

IV. CONCEPT OF OPERATIONS

A. General

1. Following an emergency or disaster, there may be a need to provide goods and/or services to the affected area. Although these goods and services may be available commercially, this Appendix specifically addresses donated resources.
2. During an emergency or disaster, people of all ages and backgrounds, from all parts of the community, U.S.A., and other countries have shown amazing generosity. People truly want to help. Because of the anticipated outpouring of donations and volunteers, it is very important to have a system in place to manage these resources. This system also needs to have the capability of coordinating the release of resources, or the transfer of resources to other communities or areas affected by an emergency or disaster, once the local needs have been met.
3. WWEM/ EOC should be prepared to manage volunteers, as well as assure proper handling of monetary donations, including those designated for a specific affected area. In addition to managing resources for incoming help, the WWEM/EOC should be willing to provide resource management assistance and logistics support to affected neighboring counties, provided Walla Walla County has the necessary capabilities and resources.
4. The ARC should be prepared to manage donated goods and services and will determine receiving points for them.

B. Procedures

1. The WWEM EOC is responsible for the management of logistical support to the event. A volunteer coordinator may be designated, as necessary. The volunteer coordinator will also work closely with the EPIO to inform the public of what is needed, and how they can help. The ARC-BMC will coordinate the dissemination of goods and services with the WWEM EOC.
2. When large volumes of volunteers and/or donated goods are anticipated or identified, the WWEM EOC may designate a logistics center. The ARC-BMC will participate in the logistics center for the distribution of donated goods and services. Ideally, the logistics center will be outside of the affected area, yet near enough to be easily utilized. In the case of a widespread disaster, the logistics center may need to be established in a neighboring county. If that were to be necessary, WWEM EOC would coordinate with the emergency management department of the assisting county.
3. If individuals or organizations wish to make monetary donations, the preferred method is to request they make the donation to a local service group or charity that provides emergency or disaster assistance. The donor can specify it be used in the local disaster area. The county and cities will not normally accept cash donations.

4. The WWEM EOC and EPIO will assist service organizations and charities by encouraging the public to make monetary donations to those groups, rather than donations of non-specified goods. Reducing the volume of goods that are not likely to be needed or used greatly reduces the need for space and personnel to manage them, freeing up resources for more critical needs. Additionally, monetary donations can be quickly used for whatever and wherever the most critical and greatest needs are.
 5. The WWEM EOC needs to maintain coordination and communication regarding needs and resources. Then, if needs cannot be met with local resources, the WWEM EOC can request assistance from the WAEMD/SEOC.
- C. Preparedness Activities
1. Walla Walla County Emergency Management
 - a. Involve EOC staff and service organizations in emergency preparedness planning and training, regarding resource management and donations.
 - b. Identify the roles and responsibilities of the volunteer/resource coordinator, and the logistics center manager.
 - c. Coordinate with the EPIO in the development of a public information and education outline or plan regarding identification of community needs, and how the public can be of assistance.
 2. Supporting agencies
 - a. Participate in preparedness planning and training, regarding resource management and donations.
 - b. Identify roles and responsibilities of their leaders and staff, to support, coordinate, and manage incoming donated goods, services, and volunteers, and to maintain communication with the WWEM EOC.
 - c. Assist the WWEM/EOC with identification of potential resources, and locations that could be used for managing, coordinating or storing donated goods, and/or provide an area for registration and coordination of volunteers and donated services.
- D. Response Activities
1. WWEM/EOC
 - a. Coordinate with the EPIO to provide press releases and announcements specifying what is, and is not needed, and indicating phone numbers and locations where people can make donations or volunteer.
 - b. Establish a resource/volunteer coordinator as needed; provide support to the coordinator as necessary.
 - c. Establish a logistics center, and identify a manager for it, as needed. Assure/establish communication between the logistics center and the EOC.

- d. Assure communication between the EOC, and supporting agencies.
- e. Coordinate with the Walla Walla County Department of Community Health representative, the Washington State University Extension Agent, and others as necessary, to assure that donated goods meet health and safety requirements, and that proper handling and storage procedures are being followed.
- f. Coordinate with Washington State Patrol and public works representatives, scale master, or other representatives as necessary, regarding issues such as weight limits, approved routes, and other factors for incoming truckloads of donated goods.
- g. Provide situation reports to the WAEMD/SEOC, and request support from them if local resources are inadequate.

2. Supporting Agencies

- a. Open and staff their offices and other facilities as needed to manage incoming spontaneous volunteers, and donated goods, services, and money.
- b. Support Walla Walla County efforts by providing necessary resources as requested, if available.
- c. Assist Walla Walla County efforts by helping locate, staff, and/or manage a logistics center, if requested.
- d. Assure appropriate transportation is obtained for volunteers or goods that the supporting agencies are responsible for.
- e. Maintain communication and coordination with the EOC.

V. RESPONSIBILITIES

- A. WWEM will have the overall responsibility for the coordination and management of the donated goods and services program or plan. This includes assuring that authorization, such as a Memorandum of Understanding (MOU) with the involved agency or facility has been processed, assuring that feeding and housing for incoming personnel has been arranged, and that security and sanitation have been provided. Other county agencies will support this program or plan, according to their day-to day and emergency mission.
- B. Supporting agencies are responsible for assuring the logistical support of their staff and volunteers, either through their own resources, or by coordinating with the WWEM EOC. Supporting agencies will support the donated goods and services program or plan consistent with their day-to-day and emergency mission.

VI. RESOURCE REQUIREMENTS

- A. Administration
 - 1. Maintain all records and reports necessary to accurately document the activities of departments and organizations involved in the response to the emergency or disaster.
 - 2. Provide administration support staff to personnel managing donated goods and services during the emergency or disaster.

3. Document all activities and costs incurred.
- B. Logistics
- Provide logistical support staff to the personnel managing donated goods and services during an emergency or disaster.

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