



ESF 16: Volunteers and Donation Management

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ESF 16 Tasked Agencies

Primary County Agency	Clackamas County Disaster Management (CCDM)
Supporting Agencies	Health, Housing, and Human Services (H3S) Public and Government Affairs (PGA) Finance Clackamas County Sheriff's Office (CCSO)
Community Partners	American Red Cross (ARC) Clackamas County Voluntary Organizations Active in Disaster (CCVOAD) The Salvation Army Clackamas Amateur Radio Emergency Service (ARES) Medical Reserve Corps (MRC) Community Emergency Response Team (CERT) Local community- and faith-based organizations
State Agency	Oregon Department of Emergency Management (OEM)
Federal Agency	Federal Emergency Management Agency (FEMA)

1 Introduction



1.1 Purpose

Emergency Support Function (ESF) 16 describes how the County will manage and coordinate volunteers and donations in support of emergency or disaster response and recovery operations. The County will work with its local agencies and community- and faith-based organizations to:

- Coordinate the activities/management of pre-identified and established affiliated volunteers and solicited donations.
- Manage spontaneous and/or unaffiliated volunteers as well as unsolicited donations (physical and monetary).

Specific details about this function are contained in the Clackamas County Volunteers and Donations Management Plan, which is Appendix 1 to this annex.

1.2 Scope

Activities encompassed within the scope of ESF 16 include:

- Coordinating the activities of volunteers affiliated with County departments, local agencies, and recognized community- and faith-based groups during response to an emergency or disaster.
- Coordinating and/or providing guidance on the management and/or utilization of solicited donations (physical and monetary) received by County recognized community- and faith-based groups.
- Managing spontaneous/unaffiliated volunteers and unsolicited donations and referring those resources to appropriate local agencies or County-recognized community- and faith-based groups.
- Providing guidance and support to local agencies and community- and faith-based groups engaged in the management of spontaneous/unaffiliated volunteers and/or unsolicited donations, as requested.

This annex does not supersede the plans, policies, or procedures of voluntary organizations, nor does it affect donations or volunteer assistance offered directly to voluntary agency partners.

2 Situation and Assumptions



2.1 Situation

The County faces a number of hazards that may require the management and coordination of volunteers and donations in support of response and recovery activities.

Volunteers represent a potential resource to a community affected by a disaster. However, volunteers who respond spontaneously and without training and qualifications can easily overwhelm the capabilities of local government and public safety agencies. With a system in place for receiving and referring spontaneous volunteers, local government agencies and relief organizations can capture this valuable resource and provide a more efficient, effective, coordinated, and cost-effective service to the community.

Similarly, the collection and dissemination of donated money, goods, and services also represent a potential resource to the community. It is critical that funds, goods, and services are delivered to organizations with the capacity to receive donations and the knowledge to disperse resources to those in need. Developing a system and process for receiving and distributing donations is essential to serving the community during disaster response and recovery. The challenges of sorting and distributing donations as well as disposing of inappropriate donations can be so difficult that it is sometimes referred to as the disaster that follows the disaster.

Several County departments have affiliated volunteer groups that routinely support emergency operations and/or may be available to provide other support. They include:

- The Medical Reserve Corps (MRC) affiliated with public health
- Clackamas Amateur Radio Emergency Service (ARES) affiliated with disaster management
- Clackamas Search and Rescue affiliated with the Sheriff's Office

Several of the county's local agencies also have affiliated volunteer groups, particularly Community Emergency Response Teams (CERT), who may be able to support emergency operations outside of their agency.

In addition, the county has many community and faith-based organizations that are experienced in managing volunteers and donations and have the capacity to receive and process goods and services and deliver them to the affected population. The County will look to those organizations to implement their existing plans, policies, and procedures to assist the County in volunteer and

donations management. Among many others, they include the American Red Cross (ARC), The Salvation Army, and the Clackamas County Voluntary Organizations Active in Disasters (CCVOAD).

The following considerations need to be taken into account in the management and coordination of volunteers and donations:

- During large-scale incidents, a surge of spontaneous/unaffiliated volunteers and/or unsolicited donations may disrupt distribution channels, overwhelm County government and volunteer agencies, and hamper County response operations.
- Despite good intentions, spontaneous/unaffiliated volunteers and unsolicited donations are often underutilized and problematic for established response agencies.
- The lack of an organized system to manage physical donations (i.e., receiving, sorting, prioritizing, and distributing) has the potential to severely reduce the effectiveness of County response operations.
- Careful planning reduces the challenges associated with spontaneous, unaffiliated volunteers.
- The timely release of information to the public regarding needs and collection points is essential to the management of donated goods and services.
- Coordinating the efforts of multiple volunteer agencies is necessary to avoid duplication of effort and redundancy in the provision of services.
- Reducing the potential for unethical solicitation and management of monetary donations is essential to public trust and support.

2.2 Assumptions

ESF 16 is based on the following planning assumptions:

- Spontaneous/Unaffiliated volunteers will step forward to assist.
- Some affiliated volunteers may be affected by the disaster personally and, therefore, unable to respond.
- Media coverage following an event will elicit an outpouring of both monetary and in-kind donations.
- Organizations that serve Clackamas County may set up a fund for disaster relief assistance with the intention of channeling funds into the county.
- Based on the magnitude of the incident, multiple local, state, and federal agencies and non-governmental organizations, including private corporations and national and local voluntary organizations, may become involved.
- Some fraudulent attempts to solicit donations will be made.
- Businesses and other organizations will contribute new goods, including palletized water, canned food, cleaning and building materials, and other useful bulk goods.
- Individuals will want to donate used goods, including clothing, blankets, sleeping bags, household items, and toys.

3 Concept of Operations

3.1 General

CCDM is responsible for coordinating ESF 16-related activities with assistance from the County Health, Housing, and Human Services Department (H3S). The Clackamas County Volunteers and Donations Management Plan (Appendix 1) and other procedures developed by the primary and supporting agencies provide the details for carrying out those activities.

The County Emergency Operations Center (EOC) will provide guidance for the coordination of volunteer and donations management resources. An early step in the process will be assessing the need to activate one or more Emergency Volunteer Centers (EVC) and/or donations centers along with identifying the organizations and/or resources necessary to operate them. If resources outside of the county are needed to assist with volunteer and/or donations management, the County EOC will request that assistance through the state Emergency Coordination Center (ECC).

The Clackamas County Voluntary Organizations Active in Disaster (CCVOAD) coordinates a network of voluntary organizations working together to encourage efficient service delivery to people affected by immediate, intermediate, and long-term disasters in the county. CCVOAD provides a single point of contact for its members to liaise with the EOC. When activated in support of volunteer and/or donations management activities, CCVOAD leadership initiates and maintains communication with its partners to facilitate a coordinated response. This may include convening meetings of its partners to support response and recovery, providing a liaison to the County EOC, coordinating with partner agencies to provide volunteer and donations management services, and responding to other requests for information and resources.

Some of the local voluntary agencies who engage in disaster relief operations are members of state and national organizations that can provide additional resources to support the work of their local affiliates, and they have their own processes for requesting assistance from their state and national partners. The County EOC will work with CCVOAD and other involved local organizations to ensure local government and voluntary agency requests for additional resources are coordinated to maximize support and minimize duplication.

3.2 Coordination with Other ESFs

The following ESFs support ESF 16-related activities:

- **ESF 1, Transportation:** Coordinate transportation of donated goods and volunteers to impacted areas.

- **ESF 6, Mass Care:** Identify unmet community needs and coordinate distribution of goods and services to impacted populations.
- **ESF 7, Logistics Management & Resource Support:** Identify resource needs and coordinate with ESF 16 to address them.
- **ESF 8, Health and Medical:** Coordinate healthcare volunteer (i.e., Medical Reserve Corps) support.
- **ESF 9, Search and Rescue:** Coordinate SAR volunteer support.
- **ESF 15, Public Information:** Inform the public of how to effectively support response and recovery through volunteering and donations.

4 Emergency Coordination



4.1 County

The County has responsibility for coordinating and supporting emergency related volunteer and donations management activities countywide. During a large-scale emergency or disaster, the County will activate the Emergency Operations Center (EOC) and the Volunteers and Donations Management Plan to guide those efforts. This may include the establishment of Emergency Volunteer Centers (EVCs) and donations centers as well as identifying appropriate agencies to receive monetary donations. The County will coordinate these actions as outlined in the Volunteers and Donations Management Plan with impacted cities and special districts, non-profit and community-based organizations, including the ARC and CCVOAD, and others as impacts and needs dictate. The County will also assist with the identification of suitable government, private sector, or other facilities to host EVCs and donations centers.

Volunteers affiliated with County departments (e.g., MRC, ARES, and search and rescue) will first work in support of those departments and secondarily with neighboring counties with needs for those specialties. Absent those needs, these volunteers may be made available to support other activities or operations. Affiliated or spontaneous volunteers working in support of County operations will be provided the appropriate level of training, equipment, and oversight for the work assigned.

4.2 Cities and Special Districts

Impacted cities and special districts will identify their needs for volunteers and/or donations and communicate those needs to the County. They will also use their affiliated volunteer groups (e.g., CERTs) as needed for their own response efforts. All volunteers working in support of city or district operations will be provided the appropriate level of training, equipment, and oversight for the work assigned.

Unimpacted cities and districts as well as impacted cities and districts whose affiliated volunteers are not needed for agency response operations will identify the volunteer needs of other agencies and organizations and share those opportunities with their affiliated volunteers.

4.3 Region

The County EOC will coordinate with neighboring counties to identify and prioritize volunteer

needs across the region and to advise community members of those needs. The EOC will also work with those counties to coordinate the donations management process including appropriate organizations to receive monetary donations and the placement of donation centers to receive donated goods.

4.4 State and Federal Assistance

The Oregon Department of Emergency Management (OEM) will, If the circumstances warrant, activate and deploy state resources to the county to support volunteer and donations management, and request federal technical and disaster relief assistance as required.

The Federal Emergency Management Agency (FEMA) may provide volunteer coordination and donations management expertise, technical assistance, and other resources to the county in a federally declared major emergency or disaster.

5 ESF Annex Development and Maintenance



CCDM is responsible for coordinating regular review and maintenance of this annex. Each supporting agency is responsible for developing plans and/or procedures that address assigned tasks.