



ESF 16 — Volunteers and Donations Management



Purpose

Emergency Support Function (ESF) 16 describes how the County will coordinate with community and faith-based organizations to effectively coordinate the activities/management of pre-identified and established affiliated volunteers and solicited donations and also coordinate with community and faith-based groups to manage spontaneous and/or unaffiliated volunteers as well as unsolicited donations (physical and monetary).

Coordinating Agencies

PRIMARY AGENCY: Clackamas County Disaster Management (CCDM)

SUPPORTING AGENCY: Health, Housing, and Human Services (H3S), Public and Government Affairs (PGA), Finance, County Counsel

Scope

Activities within the scope of ESF 16 include:

- Coordinate the disaster response activities of volunteers affiliated with County recognized community and faith-based groups.
- Coordinate 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 County-recognized community and faith-based groups.
- Providing guidance to community and faith-based groups engaged in the management of spontaneous/unaffiliated volunteers and/or unsolicited donations as requested.

Response

Response activities take place **during** an emergency and include actions taken to save lives and prevent further property damage in an emergency situation.

Response roles and responsibilities for ESF 16 include:

All Tasked Agencies

- Provide situational updates to the County EOC as required to maintain situational awareness and establish a common operating picture.
- Provide a representative to the County EOC, when requested, to support ESF 16 activities.

CCDM

- Coordinate with the EOC Planning Section to identify unmet needs.
- Establish a Volunteers and Donations Branch in the County EOC if needed.
- Designate a Volunteer Manager and coordinate establishment of a volunteer reception center or facility to facilitate the receiving, registering, and referral of spontaneous/unaffiliated volunteers.
- Designate a Donations Manager and coordinate establishment of donations reception points/staging areas, as needed.
- Coordinate with community and faith-based partners to facilitate the matching of volunteers and donations with unmet needs.

- Coordinate with community and faith-based partners to facilitate the distribution of donated relief supplies.
- Track the use of volunteers and donated resources through the EOC Finance Section.
- Communicate information to the public about how to volunteer and/or donate through the Public Information Officer.
- Request support for volunteers and donations activities through the State ECC.

Finance Department

- Manage the receipt and use of unsolicited and/or undesignated monetary donations in accordance with County, state, and federal statute.

Community and Faith-Based Organizations

- Assist with the delivery of food, shelter, fuel, clothing, transportation, financial assistance, victim registration and inquiry, and other essential services.

EOC Operations

When ESF 16-related activities are staffed in the EOC, the ESF 16 representative will be responsible for the following:

- Serve as a liaison with supporting agencies and community partners.
- Provide a primary entry point for situational information related to volunteer and donations management.
- Share situation status updates related to volunteer and donations management to inform development of the Situation Report.
- Participate in and provide ESF 16-specific reports for EOC briefings.
- Assist in development and communication of ESF 16-related actions to tasked agencies.
- Monitor ongoing ESF 16-related actions.
- Share ESF 16-related information with the Public Information Officer to ensure consistent public messaging.
- Coordinate ESF 16-related staffing to ensure the function can be staffed across operational periods.

Coordinating 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 (e.g., Medical Reserve Corps.) support.
- **ESF 15 – Public Information.** Inform the public of how to effectively support response and recovery through volunteering and donations.

Preparedness

Preparedness activities take place **before** an emergency occurs and include plans or preparations made to save lives and to help response and recovery operations.

Preparedness roles and responsibilities for ESF 15 include:

All Tasked Agencies

- Develop operational plans for ESF 15 activities, as appropriate.
- Participate in ESF 15-related trainings and exercises, as appropriate.

CCDM

- Coordinate regular review and update of the ESF 15 annex with supporting agencies.
- Facilitate collaborative planning to ensure County capability to support ESF15 activities.
- Develop and maintain a Volunteers and Donations Plan for the County that includes procedures for addressing:
 - Spontaneous/unaffiliated volunteers
 - Unsolicited donations (physical and monetary)
 - Coordination with community- and faith-based partners
- Maintain operational capacity of the County EOC to support volunteers and donations activities.
- Ensure that staff are identified and adequately trained to fulfill the finance function in the County EOC to include tracking of volunteers and donations, including monetary gifts.
- Facilitate, in coordination with citizen emergency preparedness organizations (e.g., Community Emergency Response Team, Citizen Corps), the recruitment, training, and equipping of a cadre of disaster relief volunteers.

Finance Department

- Establish financial protocols for the management of monetary donations.

H3S

- Establish procedures for credentialing of spontaneous medical volunteers.
- Establish protocols for the credentialing and tracking of volunteers.

County Counsel

- Advise on the legal implications and liability issues arising from volunteer and donations management.

Community- and Faith-Based Organizations

- Maintain an inventory of available volunteer and material resources to support response and recovery activities.

Recovery

Recovery activities take place **after** an emergency occurs and include actions to return to a normal or an even safer situation following an emergency.

Recovery roles and responsibilities for ESF 15 include:

All Tasked Agencies

- Demobilize response activities.
- Maintain incident documentation to support public and individual assistance processes.
- Participate in all after-action activities and implement corrective actions as appropriate.

CCDM

- Coordinate the demobilization of the volunteer reception center.
- Coordinate the demobilization of any donations reception points/ staging areas, etc.

Recovery

- Compile and keep all documentation collected relating to the management of spontaneous volunteers and unsolicited donations.
- Coordinate the disposition of unused donations.
- Coordinate all after-action activities and implement corrective actions as appropriate.

Community- and Faith-Based Organizations

- Distribute surplus items through existing charitable networks.

Mitigation

Mitigation activities take place **before and after** an emergency occurs and activities that prevent an emergency, reduce the chance of an emergency happening, or reduce the damaging effects of unavoidable emergencies.

Mitigation roles and responsibilities for ESF 15 include:

All Tasked Agencies

- Participate in the hazard mitigation planning process for the County.
- Provide agency and incident data to inform development of mitigation projects to reduce hazard vulnerability.
- Conduct public information campaigns, and continuously remind and encourage citizens, to:
 - Join recognized community and faith-based organizations' cadre of disaster volunteers before a disaster strikes.
 - Contribute financial/monetary donations rather than physical donations unless otherwise requested.
 - Give charitable donations directly to disaster relief organizations rather than to the County.



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Table of Contents

1	Introduction	ESF 16-1
1.1	Purpose	ESF 16-1
1.2	Scope.....	ESF 16-1
2	Situation and Assumptions	ESF 16-2
2.1	Situation	ESF 16-2
2.2	Assumptions.....	ESF 16-2
3	Concept of Operations.....	ESF 16-3
3.1	General.....	ESF 16-3
3.2	Coordination with Other ESFs.....	ESF 16-3
4	Emergency Coordination	ESF 16-3
5	ESF Annex Development and Maintenance	ESF 16-3

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ESF 16 Tasked Agencies	
Primary County Agency	Clackamas County Disaster Management (CCDM)
Supporting County Agency	Health, Housing, and Human Services (H3S) Public and Government Affairs (PGA) Finance County Counsel
Community Partners	American Red Cross Local Fire Districts Medical Reserve Corps (MRC) Volunteers in Police Service Community Emergency Response Team (CERT) Local community- and faith-based organizations
State Agency	Oregon Office 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 coordinate with community- and faith-based organizations to:

- Effectively coordinate the activities/management of pre-identified and established affiliated volunteers and solicited donations.
- Coordinate with community and faith-based groups to manage spontaneous and/or unaffiliated volunteers as well as unsolicited donations (physical and monetary).

1.2 Scope

Activities encompassed within the scope of ESF 16 include:

- Coordinate the disaster response activities of volunteers affiliated with County recognized community and faith-based groups.
- Coordinate 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 County-recognized community and faith-based groups.
- Providing guidance to 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. This annex does not address organized volunteer resources that have been pre-vetted to support a specific function. Those resources will be addressed by the appropriate ESF. For

example, coordination of Medical Reserve Corps volunteers will be the responsibility of ESF 8 – Health and Medical. Business and industry (private sector) support of response and recovery operations is addressed in ESF 14 – Business and Industry. Identification of unmet needs and bulk distribution of emergency supplies is addressed in ESF 6 – Mass Care.

2 Situation and Assumptions

2.1 Situation

The County faces a number of hazards that may require coordination of volunteers and donations to support response and recovery activities. The County is supported by numerous community- and faith-based partners who are able to facilitate volunteer support and donations management to address unmet needs. The following considerations should be taken into account when planning for the coordination and management of volunteers and donations:

- During large-scale incidents, a surge of spontaneous/unaffiliated volunteers and/or unsolicited donations may jam distribution channels; overwhelm County government and volunteer agencies; and hamper County response operations.
- Despite good intentions, during a disaster spontaneous/unaffiliated volunteers and unsolicited donations are often underutilized and are often 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 problems 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.
- How to reduce the potential for unethical management of monetary donations.

2.2 Assumptions

ESF 16 is based on the following planning assumptions:

- The arrival of spontaneous/unaffiliated volunteers is expected.
- Donations of unsolicited, non-useful, and unwanted goods is expected.
- Municipalities residing within the County are responsible for coordinating response activities within their own jurisdictional boundaries, including the management of volunteers and donations.
- Many community and faith-based organizations are experienced in managing volunteers and donations and have the capacity to receive, process, and deliver goods and services to the affected population; therefore, the County will look to those organizations to implement their existing plans, policies, and procedures assist the county in volunteers and donation management.
- The County is working to develop a robust network of community and faith-based organizations, and recognizes those entities based upon their membership in a state Voluntary Organizations Active in Disasters (VOAD) group. Should a local Community Organizations Active in Disaster (COAD) group be developed, the County will recognize those entities based upon their membership in the COAD. Non-VOAD/COAD community and faith-based groups may be utilized

during a disaster at the discretion of Clackamas County Disaster Management and VOAD or COAD leadership.

3 Concept of Operations

3.1 General

All ESF 16-related activities will be performed in a manner that is consistent with the National Incident Management System and the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

- In accordance with the Basic Plan and this ESF Annex, the CCDM is responsible for coordinating ESF 16-related activities with assistance from the County Health, Housing, and Human Services Department (H3S). Plans and procedures developed by the primary and supporting agencies provide the framework for carrying out those activities.
- Requests for assistance with volunteer and donations management will first be issued in accordance with established mutual aid agreements and once those resources have been exhausted, a request may be forwarded to the State Emergency Coordination Center (ECC).
- The County Emergency Operations Center (EOC) will provide guidance for the coordination volunteer and donations management resources.

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 (e.g., Medical Reserve Corps.) support.
- **ESF 15 – Public Information.** Inform the public of how to effectively support response and recovery through volunteering and donations.

4 Emergency Coordination

To be developed.

5 ESF Annex Development and Maintenance

CCDM will be responsible for coordinating regular review and maintenance of this annex. Each primary and supporting agency will be responsible for developing plans and procedures that address assigned tasks.