ESF 15 – Volunteers and Donations Management

(Working Draft: Last updated January 2017)

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ESF 15 Tasked Agencies	
Primary County Agency	Clackamas County Disaster Management (CCDM)
Supporting County Agency	Finance Health, Housing, and Human Services (H3S) County Counsel
Community Partners	American Red Cross Fire Corps Medical Reserve Corps Volunteers in Police Service Community Emergency Response Team Local faith-based organizations
State Agency	Oregon Office of Emergency Management
Federal Agency	Federal Emergency Management Agency
*See Section 3 for more information about Tasked Agencies.	

1   Introduction

1.1   Purpose

Emergency Support Function (ESF) 15 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 15 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 also 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 18 – Business and Industry. Identification of unmet needs and bulk distribution of emergency supplies is addressed in ESF 6 – Mass Care.

1.3   Policies and Authorities

None at this time.

2   Situation and Assumptions

2.1   Situation

The County is faced with a number of hazards that may require coordination of volunteers and donations to support response and recovery activities. The County is also supported by numerous community- and faith-based partners who are able to assist facilitating 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 15 is based on the following planning assumptions:

- The arrival of spontaneous/unaffiliated volunteers is expected.
- Donations of unsolicited, non-useful, and unwanted goods can be 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 local Volunteer Organizations Active in Disasters (VOAD) group. Non-VOAD community and faith-based groups may be utilized during a disaster at the discretion of Clackamas County Disaster Management (CCDM) and VOAD leadership.

3   Roles and Responsibilities of Tasked Agencies

The County has identified primary and supporting agencies and community partners to ensure ESF-related activities are performed in an efficient and effective manner during all phases of the emergency management cycle. This document does not relieve tasked agencies of the responsibility for emergency planning, and agency plans should adequately provide for the capability to implement their assigned tasks.

■ **Primary County Agency(s)** – County agency(s) may be assigned as the primary agency based on the agency's responsibilities, authority, functional expertise, resources, and capabilities in managing incident activities. Primary agencies may not be responsible for all elements of a function, and will work with supporting agencies to manage capabilities and resources to support ESF-related activities.

■ **Supporting County Agency(s)** - County agency(s) may be assigned as supporting if they may have a substantial support role during incidents based on their capabilities and resources.

■ **Community Partners** – May be assigned tasks if they meet one or more of the following criteria: the organization's self-defined mission includes emergency response (e.g., disaster relief non-profit organizations); the organization receives formalized tasking by governmental agencies (e.g., American Red Cross); or the entity's jurisdictional authority, or the entity's resources and capabilities.

Roles and responsibilities for state and federal agencies are identified in the State of Oregon Emergency Operations Plan and National Response Framework, respectively.

See Appendix B for a checklist of responsibilities for tasked agencies by phase of emergency management.

4   Concept of Operations

4.1 General

All ESF 15-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 15-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.

4.2   EOC Activation

When a disaster occurs, the CCDM may, based on the size and complexity of the incident, activate the County EOC and assume the role of EOC Manager. The EOC Manager will establish communications with leadership and gather situational information to determine an EOC staffing plan and set up operational periods.

Notification will be made to the Primary County Agencies listed in this ESF. The Primary County Agencies will coordinate with Supporting County Agencies to assess and report current capabilities to the EOC and activate Departmental Operations Centers as appropriate. Primary and Supporting County agencies may be requested to send a representative to staff the EOC and facilitate ESF 15-related activities.

4.3   EOC Operations

When ESF 15-related activities are staffed in the EOC, the ESF 15 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 15-specific reports for, EOC briefings.
- Assist in development and communication of ESF 15-related actions to tasked agencies.
- Monitor ongoing ESF 15-related actions.
- Share ESF 15-related information with the Public Information Officer to ensure consistent public messaging.
- Coordinate ESF 15-related staffing to ensure the function can be staffed across operational periods.

4.4   Disabilities, and Access and Functional Needs

Provision of ESF 15-related activities will take into account populations with disabilities, and access and functional needs (DAFN). The needs of children and adults who experience disabilities or access and functional needs shall be identified and planned for as directed by policy makers and according to state and federal regulations and guidance.

4.5   Coordination with Other ESFs

The following ESFs support ESF 15-related activities:

- **Transportation (ESF 1):** Coordinate transportation of donated goods and volunteers to impacted areas.
- **Mass Care (ESF 6):** Identify unmet community needs and coordinate distribution of goods and services to impacted populations.
- **Resource Support (ESF 7):** Identify resource needs and coordinate with ESF 15 to address them.
- **Health and Medical (ESF 8):** Coordinate healthcare volunteer (e.g., Medical Reserve Corps.) support.
- **Food and Water (ESF 11):** Coordinate donations of food and water supplies.
- **Public Information (ESF 14):** Inform the public of how to effectively support response and recovery through volunteering and donations**.**

5   Direction and Control

To be developed.

6   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.

7   Appendices

- Appendix A – ESF 15 Resources
- Appendix B – ESF 15 Responsibilities by Phase of Emergency Management
- Appendix C – ESF 15 Representative Checklist

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Appendix A   ESF 15 Resources

The following resources provide additional information regarding ESF 15 volunteer and donations related issues at the local, state, and federal level:

County

- None at this time.

State

- Emergency Operations Plan
  - ESF 15 – Volunteers and Donations

Federal

- National Response Framework

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Appendix B ESF 15 Responsibilities by Phase of Emergency Management

The following checklist identifies key roles and responsibilities for ESF 15 – Volunteers and Donations. It is broken out by phase of emergency management to inform tasked agencies of what activities they might be expected to perform before, during, and after an emergency to support the volunteers and donations function. All tasked agencies should maintain agency-specific plans and procedures that allow for them to effectively accomplish these tasks.

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.
❑ 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:
  o Spontaneous/unaffiliated volunteers
  o Unsolicited donations (physical and monetary)
  o 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 Attorney

❑ 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.

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 15 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 15 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.

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.
- ❑ 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:
    - o Join recognized community and faith-based organizations' cadre of disaster volunteers before a disaster strikes.
    - o Contribute financial/monetary donations rather than physical donations unless otherwise requested.
    - o Give charitable donations directly to disaster relief organizations rather than to the County.

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Appendix C   ESF 15 Representative Checklist

Activation and Initial Actions

- ❑ Report to the EOC Manager, Section Chief, Branch Coordinator, or other assigned supervisor.
- ❑ Become familiar with available job resources (e.g., plans, equipment, and staff) and EOC plans and forms
- ❑ Review the EOC organization and staffing chart and understand your role in working with the various branches and sections.
- ❑ Equip your work station with necessary equipment and supplies and test functionality of all equipment
- ❑ Obtain situation report(s), EOC Action Plan, and/or receive briefings from EOC and/or field personnel

Initial Operational Periods

- ❑ Obtain a briefing from the person you are replacing.
- ❑ Attend meetings and briefings, as appropriate.
- ❑ Establish and maintain your position log with chronological documentation.
- ❑ Follow procedures for transferring responsibilities to replacements.
- ❑ Follow staff accountability and check-in/-out procedures when temporarily leaving your assigned work station.

Final Operational Periods

- ❑ Complete and submit all required documentation
- ❑ Ensure all materials are returned to their proper storage location and file requests for replacement of resources that are expended or inoperative
- ❑ Follow check-out procedures.
- ❑ Share lessons learned at After-Action Conferences to contribute to the After-Action Report and inform future activations.

Keys to Success: Information Management

Information management is getting the right information to the right people, in the right form, at the right time. It includes receiving, sorting, prioritizing, and delivering information.

❑ The EOC information management role for ESF Leads and agency representatives includes:

❑ Filter information for what is accurate, distill that information to what is useful, and push it to the appropriate people within the EOC or agency, contributing to a Common Operating Picture.

❑ Serve as a conduit of information to and from agencies.

❑ Supply accurate, appropriate, and up-to-date information to the Situation Report.

Keys to Success: Resource Management

Resource management is getting the right resources to the right place, at the right time. The resource request process is at its core and supports coordinated management of resource requests by local, state, and federal partners. Resources include equipment, supplies, and personnel.

The EOC Resource Management support role for ESF Leads and agency representatives includes:

❑ Coordinate the contribution of resources from an agency to the response and recovery.

❑ Request resources from other sources and agencies.

❑ Keep the lines of communication open and provide specific information about what an agency can and cannot provide. The more specific and timely the information held by the Logistics Section is, the more efficiently it will support the request.