15

ESF 15 – Volunteers and Donations

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1   Introduction

1.1   Purpose and Scope

ESF 15 coordinates the efficient and effective use of unaffiliated volunteers and unsolicited donated goods to meet the needs of affected areas of Multnomah County following a disaster or lesser emergency.

ESF 15 can provide personnel and resources to support mitigation, preparation, response, and recovery in support of emergency management goals and objectives.

Responsibilities include management, coordination, and prioritization of volunteer support and distribution of resources to meet the needs of the affected population.

1.2   Relationship to Other ESF Annexes

ESF 15 often works closely with other County ESFs as a part of coordinated response and recovery activities. The following ESFs support volunteer and donations management activities:

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

- **ESF 6 – Mass Care.** Coordinates volunteer activities at shelter operations.

- **ESF 7 – Resource Support.** Identify needed goods and services and coordinate with ESF 15 to meet them.

- **ESF 8 – Health and Medical**. Coordinate the deployment of healthcare volunteers, e.g. Medical Reserve Corps.

- **ESF 11 – Food and Water.** Coordinates feeding and hydration for volunteers.

■ **ESF 14-** Public Information. Develop messaging and inform the public how to support response and recovery through volunteering or donations.

■ **ESF 16** – Law Enforcement. Volunteers in Police Service (VIPS) and Citizen Patrol may patrol mass shelters, food distribution sites, or other areas as determined appropriate by the Multnomah County Sherriff's Office.

1.3 Policies and Agreements

The following policies and agreements are currently in place to guide and support volunteers and donations management activities during an emergency.

■ Volunteers affiliated with recognized agencies and organizations, as well as donations requested as part of incident response and recovery, are governed by the plans, policies, and procedures of the respective agencies and organizations.

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

■ All requests for goods or services that can be provided through volunteers or donations will be coordinate by the ESF 15 staff within the EOC.

2 Situation and Assumptions

2.1 Situation

■ During emergencies, unsolicited goods and services may jam distribution channels, overwhelm government and volunteer agencies, and hamper operations.

■ Offers of assistance from unaffiliated volunteers are often underutilized and may be problematic for established response agencies, despite the good intentions of citizens that emerge to help their neighbors.

2.2 Assumptions

■ Events that require regional, state, or mutual aid assistance will require ESF 15 implementation.

- ESF 15 staff will have limited or no advance knowledge of the arrival of every donation and 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.

- An accurate inventory management system is essential to the effective and timely distribution of donated goods.

- Volunteer organizations such as the American Red Cross, Salvation Army, United Way, faith-based organizations, and other locally established volunteer groups are the most appropriate organizations to support the management of volunteers and donations.

- Government and volunteer agencies have access to personnel who can support response and recovery operations.

- Personnel from coordinating and cooperating agencies will be adequately trained and prepared to conduct operations.

- Public offers of assistance may be in the form of money, food, clothing, products, equipment, in-kind services, or volunteered time. Monetary donations, staple goods, and items specifically requested best serve the needs of victims.

3　Roles and Responsibilities

The roles and responsibilities for each department in support of emergency services will vary depending on the type of resource, the length of the warning period, and the duration of the incident.

3.1　Primary Agency

The primary agency for each ESF is assigned based upon the agencies coordinating responsibilities, authorities, functional expertise, resources, and capabilities in managing incident activities. The primary agency may not be responsible for all elements of a function and will work with supporting agencies and community partners to ensure a coordinated response.

3.1.1　Department of County Management

- Provide continual coverage at the EOC to coordinate volunteer and partner agency activities, and assign them to areas of need based upon priorities established by EOC leadership.

- Coordinate with other ESFs to determine requirements and inform them of available resources.

- Determine locations of facilities needed to support ESF 15 activities; assign partner agency of county staff as facility manager.

- Identify and facilitate resolution of areas of responsibility for partner agencies involved in response and recovery.

- Coordinate donations management activities.

- Facilitate partnerships with community- and faith-based partners.

- Advise County officials on personnel policies and work rules relating to emergency work.

- Coordinate temporary reassignment of County personnel to assist in emergency operations.

3.2 Supporting Agencies

Supporting agencies for each ESF are those County entities that have substantial support roles during major incidents.

3.2.1 Department of Community Services

3.2.2.1 Animal Services

- Coordinate volunteer support for animal care and shelter operations.

3.2.2 Multnomah County Library

- Provide trained personnel to support mass shelter operations. Just-In-Time training will be provided, as needed.

3.2.3 Department of County Human Services

- Assist with coordination of information, referral, and advocacy, collaborating with other human service programs for the delivery of food, shelter, fuel, clothing, transportation, financial assistance, victim registration and inquiry, and other essential services.

- Coordinate emergent volunteer registration and referral.

3.2.4 Department of Health

- Coordinate with ESF 15 to integrate Medical Reserve Corps staff into response and recovery operations.

3.2.5 Office of Citizen Involvement

■ To be developed.

3.3   Community Partners

The County is supported by a variety of community partners that provide support through coordination of emergency functions within their own authority/jurisdiction, or are able to provide additional resources to support County response activities. Community partners that support ESF 15 include:

3.3.2 Community Organizations Active in Disaster (COAD)

The COAD consists of community organizations partnering to meet the unmet needs of the community during a disaster. These organizations include the Red Cross, Salvation Army, faith-based organizations, community-based organizations (CBO), and non-governmental organizations (NGO).

3.3.2 Community Emergency Response Teams (CERT)

The Community Emergency Response Team (CERT) Program educates people about disaster preparedness for hazards that may impact their area and trains them in basic disaster response skills, such as fire safety, light search and rescue, team organization, and disaster medical operations. Using the training learned in the classroom and during exercises, CERT members can assist others in their neighborhood or workplace following an event when professional responders are not immediately available to help. CERT members also are encouraged to support emergency response agencies by taking a more active role in emergency preparedness projects in their community.

3.3.3 Volunteers in Police Services (VIPS) and Citizen Patrol

The County's Citizen Patrol members are assigned to the Columbia River Gorge national scenic area. This area is visited by over a million tourists each year. Unfortunately, many of these tourists are victims of car break-ins and theft. The Citizen Patrol members patrol the area parking lots and trailheads to identify potential problems and to deter crime.

3.3.4 Medical Reserve Corps

The Medical Reserve Corps is a voluntary unit of licensed and certified healthcare providers that will assist Multnomah County Health Department in the health and medical response during large scale public health emergencies.

4   Concept of Operations

4.1   General

- ESF 15 will coordinate with support agency counterparts to locate, procure, coordinate, and direct the use of required volunteers or donations.

- Throughout response and recovery operations, ESF 15 will evaluate and analyze information regarding the availability of volunteers and donated goods and services; develop and update assessments of requirements for volunteers and donated goods and services, and implement plans to meet anticipated requirements.

- Community partners will provide liaisons to the EOC either in person or remotely to help coordinate activities of ESF 15.

- ESF 15 will identify warehouse space, as needed, to receive, sort, inventory, and redistribute donated goods to local agencies and disaster relief partners.

- Volunteer and donations management support requirements that cannot be met at the local level should be forwarded to the State for assistance. If needed, Federal assistance may be requested by the Governor.

Table 1 Multnomah County ESF 15 Organization
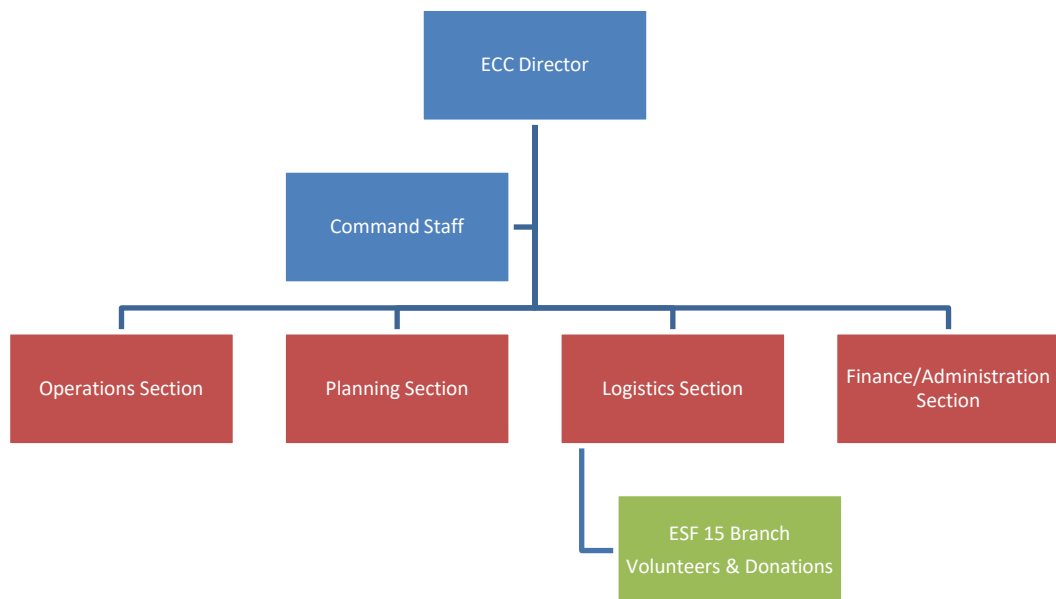
4.2   Notifications

■ The Duty Officer will notify DCM and partner agencies of EOC activations and request that representatives report to the EOC to coordinate volunteer and donations management activities and staff the ESF 15 Branch, if activated.

■ As additional EOC staffing needs become apparent, other support and partnering agency personnel may be asked to report to the EOC to assist with volunteer and donations management activities.

4.3   Actions by Phase of Emergency Management

4.3.1 Preparedness

■ Conduct planning with cooperating agencies and other Emergency Support Function groups to refine volunteer and donations operations.

■ Maintain and distribute, as necessary, a roster of agency contacts and support personnel.

■ Conduct training and exercises for EOC and volunteers and donations response teams.

■ Provide identification for volunteers assigned to the EOC and for field operations, as needed.

■ Encourage individuals interested in volunteering to directly affiliate with a voluntary organization or agency of their choice.

■ Prepare and maintain plans and procedures, resource inventories, personnel rosters, and resource mobilization information necessary for implementation of the responsibilities of the lead agency.

■ Ensure that key agency personnel are trained in their responsibilities and duties.

■ Coordinate with the Public Information Officer (PIO) to brief the local media so they understand how the donations program will work. This will enable them to advise the public of specific donation needs, discourage donations of unneeded items, disseminate information on the availability of donated goods, and provide information for potential volunteers.

- Coordinate with the PIO to brief citizen groups on how they can contribute to disaster relief with their donations through volunteer efforts.

- Establish mutual aid agreements and memorandums of understanding with local agencies and neighboring jurisdictions that can provide additional resources and assistance.

4.3.2 Response

- When activated, ESF 15 coordinates volunteer and donations activities at the EOC.

- Partner agency representatives report to the EOC, when requested.

- Appoint members of the volunteer and donations management units to respective positions.

- Activate a donations hotline.

- Identify and prepare specific sites for donations management facilities, and begin assembling needed equipment and supplies.

- Identify and activate staff for donations management facilities.

- Inventory, update, and maintain a database of donated goods and services.

- Coordinate donated resources into the affected areas from designated staging locations.

- Coordinate with support agencies to task and deploy volunteers.

- Coordinate with other ESFs on their need and the availability of resources from volunteers and donated goods.

- Provide the media (through the PIO) with information regarding donation needs and procedures, updating this information regularly.

- Continually assess donations management operations, and determine when the donations management facilities should close down or be consolidated and when the donations management program can be terminated.

- Keep records of donations received and thank donors, where appropriate.

4.3.3 Recovery

■ Transition to demobilization based on indicators, including immediate needs being met and when donor fatigue becomes apparent.

■ Release volunteers and staff no longer needed to support operations.

■ Close facilities no longer needed to support operations.

■ Properly distribute or dispose of surplus goods.

■ Coordinate with the PIO to update public on unmet needs.

■ Ensure that public "thank-you's" are published and broadcast to recognize the generosity of those donating goods and services during the incident.

4.3.4 Mitigation

■ Identify agencies and resources that may support volunteer and donations management in the community.

■ Promote Community Organizations Active in Disasters.

■ Disseminate public service announcements regarding how to donate and/or volunteer appropriately during an incident.

4.4 Volunteer Coordination

Volunteer coordination matches volunteers with established voluntary organizations and procedures for effectively channeling offers of assistance from unaffiliated citizens to meet disaster-related needs. The County encourages individuals to affiliate with a local or other recognized organization to facilitate their involvement in relief activities. When implemented, this volunteer coordination system should be supplemental to, and not duplicative of, established volunteer coordination systems in local volunteer centers, Volunteer Organizations Active in Disaster, Citizen Corps Councils, or other existing programs.

4.5 Donations Management

Donations Management involves coordinating a system that receives and distributes unsolicited, undesignated goods, matching them with victims who demonstrate a need. The County looks principally to those private voluntary organizations with established donations systems already in place to receive and deliver appropriate donated goods to disaster victims. The County encourages the donation of cash to these organizations rather than clothing, food, or other goods. Donations management activities

include providing guidance to citizens, managing a telephone registration and database system, establishing one or more collection facilities, creating a system to sort and distribute donated items, and storing donated resources until they are needed.

5   Annex Development and Maintenance

The Department of County Management 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.

6   Supporting Documents

The following documents are currently in place:

Multnomah County

■   None at this time.

State of Oregon

■   State of Oregon Emergency Operations Plan

● ESF 15 – Volunteers and Donations

Federal

■   National Response Framework

7   Appendices

None at this time.