

15

ESF 15 – Volunteers and Donations

AS OF 3/20/2017

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ESF 15 Tasked Agencies	
Primary Agencies	Oregon Office of Emergency Management (OEM)
Supporting Agencies	Oregon Department of Administrative Services (DAS) Oregon Dept. of Business and Consumer Services (DCBS) Oregon Department of Human Services (DHS) Oregon Department of Transportation (ODOT) Oregon Volunteers (Oregon Commission for Voluntary Action and Service)
Adjunct Agencies	Oregon Voluntary Organizations Active in Disaster (ORVOAD) Adventist Community Services 211info

1 Introduction

1.1 Purpose

Emergency Support Function (ESF) 15 describes how the State of Oregon will fulfill the state's role in coordination of spontaneous volunteers and unsolicited donations of cash, goods, and services to support local and tribal emergency operations. The purpose of this ESF is to overcome the challenges related to effectively using and managing spontaneous volunteers and unsolicited donations.

1.2 Scope

Activities encompassed within the scope of ESF 15 include:

- Coordinate the identification and vetting of volunteer resources.
- Match volunteer resources and donations with the unmet needs of impacted communities.
- Coordinate a state donations management strategy to ensure the effective utilization of donated cash, goods, and services.
- Coordinate a state volunteer management strategy to ensure the effective utilization of spontaneous volunteers.
- Provide guidance to personnel coordinating the management of undesignated cash donations, unsolicited goods, and spontaneous volunteers.
- Coordinate with the ORVOAD (Oregon Voluntary Organizations Active in Disaster) and the supporting disaster relief network.

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ESF 15 does not address organized volunteer and donation 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. ESF 15 does not compete with already established voluntary organizations’ volunteer and donation structures.

1.3 Related Functions

ESF 15 often works closely with other State ESFs as a part of coordinated response and recovery activities. The following ESFs support volunteers and donations management-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 – Resource Support.** Support the identification and fulfillment of resource needs and coordinate with ESF 15 to address them.
- **ESF 8 – Health and Medical.** Coordinate healthcare volunteer and donations.
- **ESF 11 – Food and Water.** Coordinate donations of food and water supplies.
- **ESF 14 – Public Information.** Inform the public of how to effectively support response and recovery through volunteering and donations.
- **ESF 17 – Agriculture and Animal Protection.** Identify unmet needs for animal sheltering and coordinate distribution of goods and services to impacted populations with animal sheltering needs.
- **ESF 18 – Business and Industry.** Support the provision of donations and volunteers to meet the unmet community needs.

2 Situation and Assumptions**2.1 Situation**

Oregon is faced with a number of hazards that may require coordination of volunteers and donations to support response and recovery actions.

ESF 15. Volunteers and Donations

Considerations that should be taken into account when planning for and implementing ESF 15 activities include:

- During emergencies, unsolicited goods and spontaneous volunteers may overwhelm distribution channels, challenge government and voluntary agencies, and hamper operations, unless there is an effective system of management.

2.2 Assumptions

ESF 15 is based on the following planning assumptions:

- A county or counties is/are overwhelmed and/or inexperienced in volunteers and donations management and the state needs to provide assistance.
- The state has gone through a catastrophic disaster thus requiring a statewide coordinated approach to manage the donations of unsolicited goods and spontaneous volunteers to ensure equitable distribution of resources.

3 Roles and Responsibilities

The following section outlines the roles and responsibilities assigned to state agencies and community partners to ensure ESF 15 activities are performed in an efficient and effective manner to support response and recovery. This document does not relieve tasked agencies from responsibility for emergency planning. Agency plans should adequately provide for the capability to implement the actions identified below.

3.1 Primary Agency

The primary agency for ESF 15 is the Oregon Office of Emergency Management (OEM), which has a key role in coordinating spontaneous volunteers and unsolicited donations management activities in support of response and recovery operations. Key ESF 15 responsibilities for OEM include:

- Coordinate regular review and update of the ESF 15 annex with support and adjunct agencies.
- Facilitate collaborative planning to ensure state capability to support ESF 15 activities.
- Provide a representative to the State ECC, when requested, to support ESF 15 activities.
- Serve as leader of the Volunteers and Donations Coordination Team (VDCT), when activated.

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- Coordinate with ORVOAD and FEMA Region X Voluntary Agency Liaison, advising the potential needs of ESF15 Volunteers and Donations Coordination Team activation and federal guidance.
- Lead the organization and activation of the donations management strategy and corresponding tracking system.
- Lead the organization and activation of the volunteer management strategy and corresponding tracking system.
- Coordinate volunteer and donation management issues with other ESFs through the State ECC and the corresponding federal ESF.
- Work in conjunction with the Public Information Officers, ORVOAD representative, and FEMA Voluntary Agency Liaison in areas involving public messaging-related issues.
- Facilitate transition to recovery.

State government will function in a support role to the county or local government and the voluntary agencies of Oregon. It is OEM's responsibility to ensure a complete and coordinated response from those state agencies able to assist in volunteers and donations management.

3.2 Supporting Agencies

Supporting agencies contribute to the overall accomplishment of the mission of the ESF. Not every support agency will have input to, or responsibility for, the accomplishment of every mission assigned to the ESF.

3.2.1 Oregon Department of Administrative Services

DAS is the central administrative agency for the state and is a key partner in ensuring efficient delivery of state services including donations management. Key ESF 15 responsibilities for DAS include:

- Provide assistance in locating and leasing available and adequate temporary facilities, publicly owned or privately held.

3.2.2 Oregon Department of Consumer and Business Services

DCBS is responsible for ensuring that Oregon's workplaces are safe. Key ESF 15 responsibilities for DCBS include:

- Provide technical assistance for the health and safety of volunteers.

ESF 15. Volunteers and Donations**3.2.3 Oregon Department of Human Services**

DHS is responsible for mass care and mass feeding for the State of Oregon. Key ESF 15 responsibilities include:

- Coordination of community unmet needs identification and matching needs with donated goods and volunteers in support of ESF6 and ESF11 activities

3.2.4 Oregon Department of Transportation

ODOT is responsible for maintenance of the state's transportation system. Key ESF 15 responsibilities for ODOT include:

- Support movement of donated goods and materials into the state.
- Help manage the movement of spontaneous volunteers in the disaster impacted areas.
- Assist in transportation of donated goods and materials to distribution centers.

3.2.5 Oregon Volunteers (Oregon Commission for Voluntary Action and Service)

Oregon Volunteers, the Commission for Voluntary Action & Service is a statewide entity with a mission to focus service and volunteer efforts, to enhance the ethic of service and volunteerism in the state and provide funds for state-based AmeriCorps programs. Key ESF 15 responsibilities for Oregon Volunteers include:

- Match volunteers with unmet needs in coordination with ORVOAD.

3.3 Adjunct Agencies

Adjunct agencies are organizations that are not part of state government, but have a direct role in the function.

3.3.1 Oregon Voluntary Organizations Active in Disasters (ORVOAD)

In the event of a disaster, when the State ECC is activated, ORVOAD will be assigned a position in the State ECC. Key ESF 15 responsibilities for ORVOAD include:

- Provide a representative to staff ESF 15 at the State ECC.
- Staff the Volunteer and Donations Coordination Team (VDCT) in support of OEM.
- Maintain a list of ORVOAD members indicating their areas of service and the names of up to three contacts for each agency.

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- Match needs, unsolicited goods and services (volunteers), and the ORVOAD member agencies and other nonprofit agencies that deal in those particular goods and services; contact their representative and make arrangements in coordination with Oregon Volunteers.
- Coordinate with local volunteer, community, and faith-based organizations to manage and operate distribution centers.
- Coordinate registration of local relief organizations established to assist persons affected by disasters for the purpose of coordinating efforts and avoiding duplication.
- Provide updates to ORVOAD membership on a regular basis.

See Appendix C for a matrix of ORVOAD capabilities.

3.3.2 Adventist Community Services

Adventist Community Services (ACS) may be called upon to provide donations management expertise. Key ESF 15 responsibilities for ACS include:

- Provide teams, as available, to manage multi-agency warehouses, distribution centers, and/or collection centers for in-kind, unsolicited donated goods as requested by OEM.
- Serve on the State Volunteer and Donations Coordination Team (VDCT) to assist in matching the needs for goods with donation offers and vetted voluntary organizations active in disasters.

3.3.3 211info

211info may be called upon to operate phone banks for the state's volunteer and donations management system and will collect and organize all offers of goods for disaster relief. Key ESF 15 responsibilities for 211info include:

- Establish phone bank operations at the request of the State ECC or Volunteer and Donations Coordination Team.
- Refer people who are attempting to volunteer or donate to the appropriate organizations.

4 Concept of Operations**4.1 Activation**

When an incident requires significant coordination of volunteers and donations, OEM will activate ESF 15. OEM will coordinate with supporting agencies to assess and report current capabilities to the ECC; these supporting agencies will activate Agency Operations Centers as appropriate. Supporting and adjunct

agencies may be requested to send a representative to staff the ECC and facilitate ESF 15 activities.

To facilitate a coordinated operation between the state and adjunct agencies, Memorandums of Understanding (MOUs) will be developed. The MOUs will be further detail the relationship between the state and adjunct agencies.

4.2 ECC Operations

When ESF 15 is staffed in the ECC, the ESF representative will be responsible for the following:

- Support the establishment of a Volunteer and Donations Coordination Team, as needed.
- Monitor OpsCenter for ESF 15 specific mission assignments.
- Serve as the primary link between the State ECC and voluntary organizations that do disaster work.
- Provide status updates in OpsCenter on assigned missions.
- Evaluate the ECC staffing needs and strive to provide 24-hour staffing for ESF 15 functions.
- Provide ESF 15 specific information during operational briefings.
- Provide ESF 15 specific information to the State ECC Situation Reports.
- Coordinate with Oregon ESF 6, 8, 11, and 17 partner agency representatives.
- Provide proactive public information about volunteering and donating responsibly during disasters to ESF 14 for dissemination.
- Coordinate with ORVOAD, National VOAD, and their member organizations.
- Coordinate with federal ESF 6 partners as needed.
- Work with the Volunteer and Donations Coordination Team to request, transport, and manage donated goods coming into Oregon from other states and countries.
- If the ESF Lead, assign ESF 15 mission assignments to partner agencies as appropriate.

4.3 Transition to Recovery

Intermediate- and long-term recovery activities are guided by the State of Oregon Recovery Plan. In the event of a large-scale or catastrophic incident, the Governor may appoint a State Disaster Recovery Coordinator (SDRC) to facilitate state recovery activities and the longer-term aspects of volunteer and donations management coordination. The SDRC and the State Coordinating Officer (SCO) are responsible for agreeing on the timing of transition from response to recovery.

See the State of Oregon Recovery Plan for additional information.

5 ESF Development and Maintenance

OEM will be responsible for coordinating regular review, maintenance, and exercise of this ESF Annex. Each primary, supporting, and adjunct agency will be responsible for developing plans and procedures that address assigned tasks.

6 Appendices

- Appendix A – ESF 15 Work Plan
- Appendix B – ESF 15 Resources

Appendix A ESF 15 Work Plan

Action	Responsible Department	Point of Contact	Priority	Timeline	Status
Conduct a series of planning meetings to update ESF 15.	OEM	Joseph Murray and Karen Parmelee	High	2016	First meeting held
Submit updated ESF 15 for inclusion into State EOP	OEM	Joseph Murray and Karen Layng	High	2017	Submitted

Appendix B ESF 15 Resources

State

- ORVOAD Capabilities Matrix (in development)

Federal

- National Response Framework
 - Volunteers and Donations Management Support Annex