



Emergency Support Function 17: Volunteer and Donations Management

County of Riverside Riverside County Operational Area (OA)



August 2024 Update

County of Riverside
Emergency Management Department

Portions of this document may contain sensitive information pertaining to the deployment, mobilization, and tactical operations of Riverside County in response to emergencies and disasters. Most of this annex is available for public review. Refer any request for a copy of this document to the County of Riverside Emergency Management Department at (951) 358-7100.



Riverside County EOP Functional Emergency Support Function #17: Volunteer and Donations Management

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1. Introduction

1.1 Lead and Supporting Agencies

Lead Agency (Donations Management)	The County of Riverside Emergency Management Department (EMD) provides oversight to Riverside County Voluntary Organizations Active in Disaster (VOAD), a collaboration of nonprofit entities who serve the needs of the whole community before, during and after disasters. VOAD can accept, track, manage and distribute donations.
Supporting Agencies	Riverside County Counsel (COCO); Riverside County Office on Aging (OOA); Riverside County Department of Public Social Services (DPSS); Riverside County Sheriff's Office (RSO); Riverside County Transportation Land Management Agency (TLMA); Riverside County Veterans Services; Riverside University Health System-Public Health (RUHS-PH); California Governor's Office of Emergency Services (Cal OES); California Volunteers (CalVolunteers); Inland SoCal 211.
Lead Agency (Volunteer Management)	Riverside County Human Resources (HR).

1.2 Emergency Support Function Responsibilities

Agencies	Responsibilities
EMD	<ul style="list-style-type: none">▪ Based on the situation and identified needs, activate the VOAD Liaison position within the Operational Area Emergency Operations Center (OA EOC) to assess the situation and recommend volunteer and donations management actions.▪ Serve as oversight coordinator of the volunteer and donations management system.▪ Assign a VOAD representative to serve as the VOAD Liaison.▪ Provide coordination through the Whole Community Assessment Unit Leader and VOAD Liaison to the Joint Information Center (JIC) to notify the contributing public of specific goods and materials that are needed to directly support the affected residents.▪ Activate the OA EOC Logistics position to support and manage volunteers. Depending on incident size and complexity, spontaneous volunteers may be



	coordinated through the VOAD Liaison.
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Supporting Agencies	<ul style="list-style-type: none">▪ Support the storage and allocation of donated goods and materials and support the movement of these items to identified sites.▪ Provide local governmental and non-governmental organization staffing to serve as managers and distributors of donated funds, goods, materials, and services.▪ Activate volunteer groups and available resources within each agency/department to coordinate volunteers and receive monetary and in-kind donations.▪ Outline the roles and responsibilities of key partners for coordinating volunteers, monetary, and in-kind donations.
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1.3 Purpose

The Volunteer and Donations Management Emergency Support Function (ESF) to the Riverside County Operational Area (OA) Emergency Operations Plan (EOP) provides a system for the operation of a flexible OA-level volunteer and donations management system. This system is designed to receive, process, and distribute various donated goods, materials, and services that are given or sought to assist disaster survivors. Cash donors are directed to charitable organizations. This ESF will provide the capability for the OA to effectively activate the organizations that can efficiently get resources to organizations providing goods, materials, and services to people adversely affected by disaster. In most cases, the OA EOC will rely on nonprofits (VOAD) to collect and distribute such goods, materials, and funds directly to the affected residents. Typically, spontaneous volunteers are not managed by the County; instead, such volunteers are referred to agencies such as the American Red Cross (ARC), which could immediately accept such volunteers.



1.4 Scope

This ESF is designed for use by all jurisdictions within the Riverside County OA. It outlines coordination at the OA level for managing volunteers and donations during a disaster's response, relief, and recovery phases.

1.5 Definitions

Monetary Donations

Monetary donations are financial contributions from donors designated for disaster response, relief, and recovery. This is the preferred method of contribution by most local and national organizations providing disaster relief and recovery services. The County does not request monetary donations on behalf of residents; however, in some cases, non-profits may make such requests to continue to aid them.

In-Kind Donations

In-kind donations are the contributions of goods and materials, both new and used, in a disaster. Most organizations only want new in-kind donations that are requested (e.g., baby formula, water, etc.) and can be provided in large quantities because of limited abilities to sort, organize and disperse items. The County does not generally have the ability or intent to accept such donations. Generally, VOAD organizations or other community nonprofits or faith-based organizations will receive such donations and immediately distribute them to affected residents. In some limited cases, the County may accept in-kind donations for things like water when residents arrive at a site and drop it off unannounced. These donations are directed immediately to the affected residents, and the County does not benefit from them.

2. Concept Of Operations (ConOps)

2.1 General Concepts

As the lead agencies, EMD and HR will coordinate with support agencies to evaluate the needs of disaster survivors and determine if all or portions of this ESF will be implemented:

- Activation is dependent on the type and level of assistance needed. In many cases the level of assistance needed will not necessitate activation, since some volunteer and donation requirements during disasters can be handled by organizations as part of normal disaster operations.
- Any time the ESF is activated, in whole or part, close coordination with the JIC is essential to ensure donation needs, information on the availability of donated goods and materials, and pertinent information on the volunteer and donations management program is provided to the media for accessible dissemination to the public.
- When cash donations are offered or solicited, donors are encouraged to



contribute to a charitable organization. Cash donations are not accepted through EMD or the OA EOC.

2.2 Basic Functions

There are four basic functions of Volunteer and Donations Management:

2.2.1 Volunteer and Donations Hotline

Inland SoCal 211 will serve as the dedicated Volunteer and Donations Hotline. The Hotline will receive, and process offers of donations and volunteer services. The Hotline will also provide information on acceptable donations and disaster relief organizations accepting various donations.

2.2.2 Donation Warehouse and Resource Staging Area

In cooperation with the ESF lead agencies, the County Chief Executive Officer, OA EOC Director, and Logistics Section Chief will determine the activation and deactivation of an OA Donation Warehouse. The decision will be based on the probability and volume of needs during the emergency event.

- VOAD organizations will be engaged to provide management and staffing for the warehouse during the event. County and OA member agency staff may be required to provide temporary supervision and staff dependent upon volunteer availability.
- The primary Donations Warehouse is to be in a facility away from the disaster area but centrally located. There should be parking areas adjacent to the warehouse to be used as a staging area to manage traffic of inbound loads coming to the warehouse and any unsolicited or unexpected donations.
- The HR Safety Officer may be requested to inspect warehouses planned for use.
- The Donations Warehouse can receive solicited and unsolicited donations. Unsolicited shipments will be directed to the staging area adjacent to the Warehouse for inspection, inventory, acceptance, and delayed unloading so as not to interrupt scheduled donations.
- Warehouse operations shall include, but are not limited to, receiving, sorting, processing, recording, inventorying, and distributing donated goods and materials to disaster survivors. Sorting will determine whether items are usable or not. Unusable and/or unsanitary items will be discarded.
- The warehouse will remain active until deactivated by the Donations Coordination Team.
- The OA EOC may coordinate for security at such sites if determined to be necessary.

2.2.3 Unmet Needs Committee

- During the demobilization of the Donations Warehouse, operations will shift to OA-level Long Term Recovery committees and related activities. The Unmet



Needs Committee will support disaster survivors who need assistance beyond the scope of this ESF.

- The term “unmet needs” refers to unmet individual and family needs that could not be met by government agencies or volunteer organizations during the response phase. In a continued attempt to meet these needs, a team approach can be implemented to ensure every effort has been made to connect disaster survivors to appropriate care and/or resources. A case worker from DPSS, OOA, Veterans Services, or another agency may be assigned to the Unmet Needs Committee. Various organizations can combine resources and talents to provide support. Once unmet needs have been met and/or all available resources have been exhausted, the case(s) will be closed.

2.2.4 Volunteer Processing Center

A Volunteer Processing Center (Center) serves as a location to process and register unaffiliated and trained medical volunteers and match their skills to agencies needing assistance responding to a disaster effectively and efficiently. A Center may be an American Red Cross Volunteer Processing Center, an OA Volunteer Reception Center, or a center of any other design or origin that provides for the effective and efficient processing of unaffiliated and trained medical volunteers.

Affiliated and trained volunteers are those individuals associated or identified with a service agency or disaster relief organization. Unaffiliated or spontaneous volunteers are not associated with a specific disaster relief organization. Trained medical volunteers are associated with the Riverside County Medical Reserve Corps, a function of EMD. The Center provides an efficient way to document volunteer registration, requests for volunteers, volunteer service hours, staffing costs, and incurred expenses.

- EMD and HR may determine the need to activate an OA-level Volunteer Processing Center.
- The Center will work with other agencies to process and refer spontaneous volunteers and may serve as the check-in site for trained medical volunteers.
- Depending on the situation and need, a Center may be activated to process and screen trained medical volunteers through the Riverside County Medical Reserve Corps.
- If EMD determines there is a need for a Center to be activated but there is no local capability to establish a Center, the OA EOC Director will notify Cal OES to request that state-level assistance be provided to the OA to enable a Center to be opened. Cal OES will then notify the Volunteer Coordination Team of the need for a Center. The Volunteer Coordination Team member agencies will partner with EMD to establish and operate a center.



2.3 Volunteer and Donations Management Activities by Phase

Volunteer and Donations management primarily occurs during a disaster's response phase; however, some activities may occur during the recovery phase.

2.3.1 Preparedness

- Review and update this ESF annually.
- Coordinate with VOAD to aid in operating jurisdictions' volunteer and donation management programs.
- Brief media representatives to provide information on volunteer and donations management processes.
- Conduct donations management-related training and involve volunteer and donations management in exercises.

2.3.2 Response

- Assemble members of the Donations Coordination Team to make recommendations regarding the appropriate activation level.
- Activate the program based on available information and anticipated needs.
- Through the JIC, provide the media with information regarding donation needs and procedures, and provide regular updates.

2.3.3 Recovery

- The Volunteer and Donations Coordination Team will determine which volunteer and donations management facilities should open.
- Staff donations management facilities.
- Continually assess volunteer and donations management operations.
- Through the JIC, provide regular updates to the media regarding volunteer and donation procedures, progress, and status.
- Assess volunteer and donations management operations to determine when the donations management facilities and programs should be consolidated and terminated. These determinations are coordinated with the Unmet Needs Committee and the OA EOC.
- The Donations Management Coordinator will participate with the Unmet Needs Committee as needed to provide continuing assistance to affected populations.

2.4 Responsibilities by Level of Government

2.4.1 Federal

The federal government may provide technical, logistical, managerial, resource, and workforce support for state volunteer and donations management.

2.4.2 State

The state may provide technical, logistical, managerial, resource, and manpower support for OA volunteer and donations management.



2.4.3 Local

Local jurisdictions will activate this ESF and request, activate, and oversee the management of volunteer and donations management operations within their jurisdictions with the assistance and support of VOAD agencies.

2.4.4 Non-governmental Organizations

VOAD does not deliver services to the emergency site, but individual member organizations may do so. Member organizations provide a wide variety of emergency assistance. VOAD provides the overall coordination necessary to ensure that redundant or conflicting services are avoided, that needed volunteer resources are located, and that offers of donated goods, materials, services, and financial resources are handled expeditiously.

2.5 Organization and Structure

2.5.1 Organization

The Riverside County OA Logistics Section is where the Spontaneous Volunteer Unit Leader is assigned. The VOAD Liaison is situated within the Operations Section.

2.5.2 Volunteer and Donations Management ESF Responsibilities

The following organizations are designated to assist the primary agencies with available resources, capabilities, and expertise in support of response and recovery operations under the Volunteer and Donation Management ESF entities needed to support Volunteer and Donations Management ESF operations will vary and will be determined according to the needs of the event.

Entity	Responsibility
Emergency Management Department	<ul style="list-style-type: none">▪ Provide operational support.▪ Assist VOAD and other nonprofits with establishing and operating volunteer processing centers.
Riverside County Department of Human Resources	<ul style="list-style-type: none">▪ Serve on the Volunteer Coordination Team and provide policy guidance and general direction for the volunteer program.▪ Inspect warehouses intended for donations management.



Riverside County Department of Public Social Services	<ul style="list-style-type: none">▪ Serve on the Donations Coordination Team and provide policy guidance and general direction for the donations program.▪ Serve on the Unmet Needs Committee.▪ Determine areas of greatest need and specific resources that are needed.▪ Coordinate with Voluntary Organizations.▪ Determine if donations given can be used for Mass Care and Shelter responsibilities for the direct benefit of residents.
Riverside County Sheriff's Department	<ul style="list-style-type: none">▪ Coordinate security for the Donations Warehouse through the Law Enforcement ESF.
Riverside University Health System-Public Health	<ul style="list-style-type: none">▪ Provide resources to coordinate the activities of local health departments.▪ Assist in the determination of volunteer needs.▪ Serve as a member agency of the Donations Coordination Team.
Office on Aging	<ul style="list-style-type: none">▪ Determine areas of greatest need and specific resources that are needed for older adults and persons with disabilities.
Public Information Officer	<ul style="list-style-type: none">▪ Advise the public of specific needs and locations for donations of goods and nonprofit organizations for monetary donations.
Riverside County VOAD	<ul style="list-style-type: none">▪ Activate and staff the warehouse and provide additional OA support as needed.▪ Notify member organizations when activated by EMD during emergencies.▪ Keep the OA EOC notified of member organization activities throughout an emergency.▪ Facilitate resolution for areas of responsibility between member organizations during emergencies.▪ Tracks donated goods in the Donations Database.



Riverside County Counsel	<ul style="list-style-type: none">▪ Provide legal advice and counsel to the Board of Supervisors, the Executive office, and other county departments, including EMD.
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2.6 Notification and Activation

2.6.1 Notification

In the event of an incident requiring activation of the Volunteer and Donations Management ESF, notification will be issued to relevant supporting entities and to any additional departments or agencies as required. Notification will be distributed via the most appropriate communications equipment for the event requirements and will detail incident information, reporting instructions, and any relevant coordination information.

2.6.2 Activation

Activation will be concurrent with any incident that would prompt the public to make in-kind and/or monetary donations and/or generate volunteers to respond to the disaster area. The activation level will be determined according to the needs and magnitude of the event. Coordination between the Donations Warehouse, the Volunteer Processing Center, the PIO, and the OA EOC Spontaneous Volunteer Unit and Donations Management Unit may be necessary throughout the incident.

Step 1: Initial Assessment

- EMD will assess the need for activation of the Volunteer and Donations Management ESF.

Step 2: Provide EOC Staff

- If the OA EOC is activated, departmental representatives should be sent to staff the Spontaneous Volunteer Unit Leader and Whole Community Assessment Unit Leader positions as requested.
- Notifications will be made to affected agencies and departments.

Step 3: Gather Information

Obtain continual situational awareness regarding the need for volunteers and donations for the incident. Information will be gathered from the following sources:

- County and OA law enforcement and fire-rescue personnel in the field.
- Other responding departments.



- Public Social Service and Public Health agencies; DPSS shelter staff.
- State and federal agencies, as appropriate.
- Media (via broadcast, web information, blogs, print, social media).

Step 4: Coordinate Response Activities

- Identify potential personnel, facilities, and resources shortages leading to the need to activate the Volunteer and Donations Management ESF.
- Identify temporary facilities to serve as the Donations Warehouse and Volunteer Processing Center:
 - Alert supporting agencies of intent to activate the ESF.
 - Notify supporting agencies of the need to commit personnel and resources to the activation of the ESF.

Step 5: Coordinate/Obtain Resources

- Arrange and acquire needed resources such as cargo vehicles, vehicle operators, and support personnel.
- Notify and request assistance from supporting departments as needed.
- Determine additional resource needs and request mutual aid assistance as necessary.
- Track all costs, including personnel time, lease agreements, fuel, repairs, and resources for reimbursement and cost expenditure records.

Step 6: Release Public Information

- Any information or instructions released to the public regarding volunteers and donations will be by a Public Information Officer(s) through the JIC.
- Disseminate accessible emergency information and guidance to the public, private, and government organizations.
- Initial public information includes, but not be limited to, the following:
 - Damage assessment and estimated/anticipated duration.
 - Specific volunteer and donated items in need.
 - Collaborative community efforts from businesses, industries, and residents.

Step 7: Continue to Monitor, Track, and Inform

- Monitor and report the status of volunteer resources and donated goods, materials, and monetary resources to the OA EOC.
- Receive and respond to requests for information.
- Provide situation updates as necessary.
- Obtain continual situational awareness of the entire volunteer and donations system for specific impacts on the incident.



2.7 Demobilization

- Demobilization begins when the flow of goods and services slows. Goods and materials in the donations pipeline are directed to volunteer agencies with existing warehouse facilities and personnel.
- The Volunteer and Donations Coordination Teams will make a joint decision regarding when closeout activities, downsizing of government involvement in facilities, coordination, and operations, transitioning to voluntary agency activities, and transition of remaining goods and services to traditional charitable organizations should occur.

3. Planning Assumptions

This ESF is based on the following assumptions:

- People inside and outside the devastated area will want to donate goods, materials, and money to local response, relief, and recovery efforts.
- The need for monetary donations will exist well into the long-term recovery phase as unmet needs are identified after other resources are exhausted.
- Media coverage will affect the outpouring of aid to a devastated community and can be used to provide messaging to the public.
- After a large-scale emergency, individuals and relief organizations outside the disaster area will begin collecting materials and supplies to assist the impacted areas.
- The preferred method for donating money is through a non-profit organization set up to receive monetary donations for the disaster.
- Donations management should coordinate closely with the private sector and business community.
- There is a well-known phenomenon of unsolicited and often unusable donations, which pour into a community and overwhelm the recovery effort.
- Warehousing, inventorying, tracking, and dispersing donations may be needed.
- FEMA, National Voluntary Organizations in Disaster (NVOAD), and state efforts will support local programs and policies.
- It is the intent of the County, its employees, contractors, and partners to ensure a whole community response and recovery operation in a timely, efficient, and professional manner.