

PIERCE COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN VOLUNTEER & DONATIONS MANAGEMENT SUPPORT ANNEX 6



Pierce County Comprehensive Emergency Management Plan

Executive Summary

A Whole Community approach to emergency preparedness, response, recovery, and mitigation has proven, over and over again, to be the most effective way to build a healthy, resilient community. No single agency, organization or volunteer association can do it all. By getting to know each other before a disaster and planning on what we can bring to the table, we become a stronger and more effective force. We are all in this together and together we can make it through.

Lowell Porter, Director
Pierce County Department of Emergency Management

The goal for this Volunteer & Donations Management Annex is to outline ways in which volunteers and support agencies can be effectively integrated into emergency management processes. It describes methods for effective supervision, authority, operations, and integration of volunteers and donated materials to all phases of emergency management.

Basic Plan

I. PURPOSE, SCOPE, SITUATIONS, AND ASSUMPTIONS

A. The purpose of this Support Annex is:

1. To provide guidance for the coordination of volunteers responding to an emergency or disaster.
2. To establish a consistent framework for coordinating with volunteer organizations supporting the response and recovery.
3. To provide guidance for the coordination of goods donated in response to an emergency in an efficient and timely manner.
4. To outline a volunteer and donations management program for the county that can be implemented for large-scale, high-visibility disasters, or for smaller scale emergencies that may also generate a flow of unsolicited volunteer services and donated goods.

B. Scope

1. This Annex applies to all departments and agencies of Pierce County, along with the private sector, volunteer organizations, citizens, and tribal entities. This Annex also guides support agencies that respond within Pierce County to an emergency or disaster and that have responsibility involving the recruitment, process, assignment, and/or management of volunteers.
2. This annex also guides the overall coordination of Pierce County affiliated volunteer organizations, affiliated volunteers, unaffiliated volunteers, and donated goods. Pierce County government and affiliated organizations will respond in coordination with one another, to the best of their abilities, to emergencies or disasters occurring in the county or outside of the county as Mutual Aid Agreements apply.
3. Planning for every possible volunteer and/or donation contingency is beyond the scope of this Support Annex, but it will outline objectives that will provide for the greatest possible management and utilization of these resources.
4. This Support Annex is organized into a basic plan and two (2) appendices.
 - a. Appendix 1: Volunteer Reception Center
 - b. Appendix 2: Donations Management

C. Situation

1. General
 - a. Pierce County is subject to the effects of many disasters, varying widely in type and magnitude. The impact of these disasters can be felt across the local community, regionally, and even across the state.
 - b. Pierce County's hazard analysis can be found in the Pierce County 2010 Hazard Identification and Risk Assessment (HIRA).
 - c. Disaster conditions resulting from natural phenomena or from technological threats, or a combination of any of those hazards, could result in the need for volunteers to assist in response and recovery.

Pierce County Comprehensive Emergency Management Plan

2. Volunteers

- a. Recognized local and national volunteer organizations have been recruiting, training, credentialing, and background checking volunteers for many years. These volunteer organizations are skilled in the volunteer management process, and they should be the first source for processing and managing volunteers after a major emergency or catastrophic disaster.
- b. Pierce County does not wish to operate or change an organization's system to recruit, train, or background check volunteers who are affiliated with a volunteer organization.
- c. PCDEM agrees to assist in the coordination of volunteers from the different organizations.
- d. Volunteers not affiliated with a volunteer organization must acquire a **temporary** Emergency Worker Credential to provide volunteer services after a disaster. Emergency Worker Credentials are provided by the Pierce County Department of Emergency Management (DEM).
- e. Additional requirements or assessments of volunteers may be necessary to meet jurisdictional or legal requirements or needs.
- f. Volunteers outside the local area should be encouraged to work through recognized community, state, or national volunteer organizations where they live. These organizations are capable of receiving volunteers in areas across the state or nation and then providing assistance for a particular disaster.

D. Assumptions

1. An overwhelming number of spontaneous, unaffiliated volunteers will arrive in the impacted area in order to assist with the response and recovery efforts.
2. All departments and agencies of Pierce County involved in the management of volunteers may be expected to perform additional duties and responsibilities during disaster and emergency situations.
3. Assistance to Pierce County by other response organizations is expected to supplement efforts in an efficient, effective, and coordinated response, when local officials determine their own resources to be insufficient.
4. Effective response to a catastrophic incident occurs when local jurisdictions coordinate efforts at the county level.
5. During a disaster affecting Pierce County, local government and local volunteer groups and agencies may be adversely affected and may not be able to cope with a sizable influx of unaffiliated volunteers.
6. Federal and state disaster assistance should supplement, not be a substitute for, the response provided by Pierce County. This assistance is provided only upon request when jurisdictional resources appear insufficient to cope with the effects of the disaster.
7. Management of volunteer services requires a coordinated effort by all involved government entities, voluntary and community-based organizations, the business sector, and the media.
8. When spontaneous volunteer activity is well managed, it positively affects the volunteers and the community, and contributes to the healing process of both individuals and the larger community.
9. In a catastrophic event, a Federal Declaration will occur.

II. POLICIES

- A. Pierce County Department of Emergency Management (PC DEM) supports the Citizen Corps Council of Pierce County (CCC) and associated partner agencies in the management of registered volunteers and registration of unaffiliated volunteers and unsolicited donations.
 - 1. Registration does not guarantee participation in response and/or recovery efforts.
 - 2. Registration does not guarantee reimbursement for costs incurred for transportation, lodging, food or other expenses related to response and/or recovery efforts.
- B. This Annex does not affect the established procedures of any agency or organization regarding their respective procedures for management of volunteers and/or solicited goods.
- C. Any local affiliated organization that has a parent organization responding to a local disaster will fall under the guidance of the parent organization.
- D. Requesting agencies may incur expenses associated with the request for volunteer support.
 - 1. Those expenses may be reimbursed if the event is a presidentially declared disaster.
 - 2. Requesting agencies are responsible for accurate record keeping and applying for reimbursement.
- E. Policies and procedures in this Support Annex do not supersede any existing policies or procedures that normally apply to non PCDEM agencies or organizations.

III. CONCEPT OF OPERATIONS

A. General

- 1. All emergency operations will follow NIMS/ICS principles and guidelines.
- 2. As unaffiliated volunteers arrive in the impacted area or surges in volunteers occur and overwhelm the system, resources may be requested to assist with volunteer management. This could include requests to the next level of government or to non governmental entities.
- 3. This Annex defines the actions and roles necessary to provide a coordinated response by departments and agencies of Pierce County.
- 4. When the Volunteer Management Plan is activated, it will be activated at the County level. This plan describes actions taken in the identified jurisdiction.

B. Annex Activation

- 1. Before this Annex is activated, a need or potential need for volunteer management should be identified. Indicators may include, but are not limited to:
 - a. Survivors who have not previously affiliated with a response organization looking for opportunities to assist with the response and recovery efforts.
 - b. The arrival of large numbers of out-of-area volunteers.
 - c. Requests for volunteers from any response agency or organization.
 - d. Regional requests for volunteers and/or volunteer management from Pierce County.
- 2. The Emergency Operations Center Manager will determine the need to activate this Support Annex entirely or in part. Size of the activation is dependent upon the scope and impact of the incident.
- 3. Pierce County Department of Emergency Management (PCDEM) will work with the Citizen Corps Council of Pierce County (CCC) to help coordinate the volunteer and donations response during an emergency or disaster.

Pierce County Comprehensive Emergency Management Plan

4. The EOC Manager will notify the CCC Liaison of the need to mobilize resources.
5. The CCC Liaison will report to the EOC Operations Section Chief.
6. The CCC EOC team is comprised of CCC members trained to support EOC activation within the EOC.
 - a. CCC EOC team members are required to have:
 1. Washington State Emergency Worker Card
 2. ICS 700/100/200 classes
 3. EOC Liaison training
 - b. CCC EOC team includes, but is not limited to:
 1. Volunteer coordinator
 2. Donations coordinator
 3. Shelter liaisons
 4. CCC affiliated member liaisons
 5. Disaster Survivors Advocacy Team.
7. CCC EOC team normally is co-located within the EOC.
8. CCC EOC team responsibilities.
 - a. Coordinate all actions with the EOC through established protocols.
 - b. At the request of the EOC Operations Section Chief, will notify, activate and mobilize volunteer personnel and equipment to perform or support assigned functions.
 - c. Track requests for volunteers and volunteer availability status.
 - d. Furnish personnel and resources to perform operations as directed by the EOC staff.
 - e. Maintain communication links to the EOC staff, including the JIC.
 - f. Maintain records of personnel, money, and time expended in support of directed operation.

C. Volunteer Management

1. The scope of volunteer management is to organize and vet unaffiliated volunteers and assign them to a supervising agency, organization, or Emergency Support Function (ESF).
2. This Annex is designed to be scalable and will be used for very large or catastrophic disasters as well as disasters on a smaller scale. The design and operation of the volunteer management system is flexible in order to provide appropriate support to these situations.
3. Activation is dependent on the type and level of assistance needed. In many cases, the level of assistance needed will not necessitate activation of the entire volunteer management system, because some donation and volunteer needs during disasters can be handled by local agencies as part of their normal disaster operations.
4. Three levels of Volunteer Management (VM) have been identified to permit flexibility in the system so that it meets the unique needs of the disaster.
 - a. Volunteer Management–Level A:
 - Used in disasters that are small, limited, or localized in nature.
 - Spontaneous volunteers generally come from surrounding area.
 - There will be no need to stand up a VRC.
 - The need for VM will typically be identified by the IC and first responders.
 - Voluntary, faith-based, or community organizations responding to the scene will identify and appoint a coordinator to manage the spontaneous volunteers on-site.

Pierce County Comprehensive Emergency Management Plan

- This level of VM activity is consistent with Phase I or II¹ of an EOC activation.
- b. Volunteer Management–Level B:
- Implemented for medium to large disasters.
 - An indicator may be when significant attention is paid to an incident by local and regional media outlets, prompting both gawkers and volunteers.
 - A more coordinated level of VM will be necessary, and a small VRC may be needed to be set up just outside the impact area.
 - Not all components of this Annex or the VRC Standard Operating Procedures (SOPs) will need to be activated, and VRC staff will fill multiple roles.
 - This level of VM activity is seen when the EOC is at a large Phase II or Phase III² activation.
- c. Volunteer Management–Level C:
- This level of VM occurs in very large or catastrophic disasters.
 - Generates a great amount of spontaneous volunteers.
 - Volunteer activity will overwhelm the local capacity for VM.
 - At least one large VRC will be established and a Phone Bank/Call Center set up.
 - The EOC will be activated to a Phase III or IV³.
5. The CCC EOC team will notify and help coordinate volunteer activations.
- a. Activate the local affiliated organizations.
- Organizations that have a prior working relationship with PC DEM or that are a member of the Citizen Corps Council of Pierce County are considered local affiliated organizations.
 - Affiliated organizations without representation on the CCC EOC team may be notified and asked to report to and coordinate with the CCC EOC Liaison Team, as applicable, for response and recovery operations.
6. The CCC EOC team at the EOC will work with representatives from the primary and support agencies to assess what resources are required to meet the growing need for VM. Potential requirements include but are not limited to those listed below.
- a. Facilities to serve as:
- VRC (s)
 - Volunteer staging area
- b. Transportation
- c. Communications
- d. Radios
- e. Phone Bank/Call Center
- f. Personnel
- g. VRC staff
- h. Security for the VRC

¹ See the State Comprehensive Emergency Management Plan (CEMP) for Phase descriptions.

² Ibid.

³ Ibid.

- i. Office equipment and supplies
- j. VRC go-kits

D. Volunteer Reception Center

The Volunteer Reception Center (VRC) is a site designed to process and register large numbers of unaffiliated volunteers.

1. The EOC Manager, Operations Section Chief, and the EOC Volunteer Liaison will coordinate VRC mobilization when the scope of the emergency or disaster dictates activation.
2. Location of VRC is determined by proximity to the impacted area(s).
 - a. Not so close as to impede response activities.
 - b. Ease of access from major arterials.
 - c. Availability determined with input by local Emergency Management, Fire, and law, as well as partner organizations.
3. The VRC is the administrative branch for the unaffiliated volunteers.
4. Protocols for opening and operating a VRC are found in Appendix 1 to this Annex.
5. Communication capability between the EOC and the VRC or Donations Center will be established, using available phones, radios, or HAM operators.
6. When the EOC Manager determines that the VRC can be closed, the VRC Director and facility representative will be notified.
 - a. The VRC will put the facility back into the original condition.
 - b. Representatives from both sides will note any damage or loss.

E. Procedures for Donations Management Activation

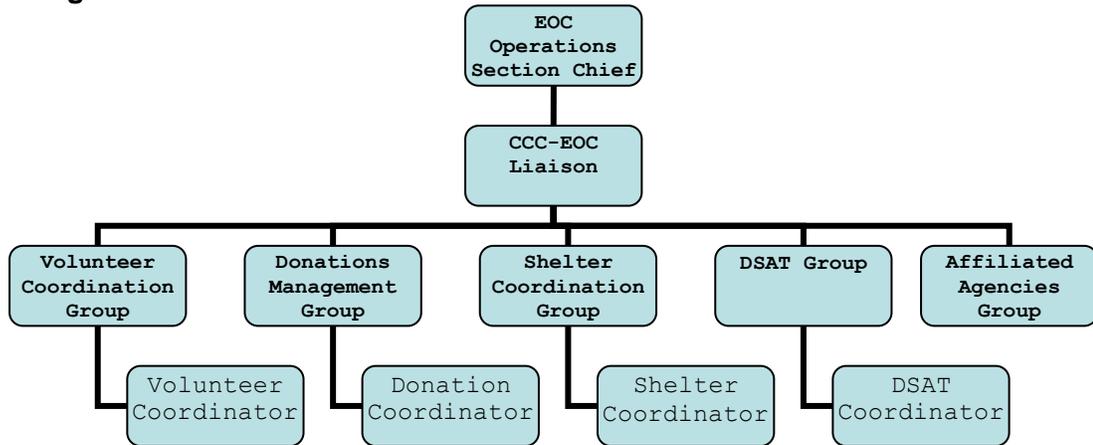
1. The Salvation Army (TSA) has the lead for Donations Management.
2. TSA works with the Emergency Operations Center Manager and Logistics Section Chief to activate this Support Annex entirely or in part.
3. Twenty-four hour security will be provided for Donations Management facilities and personnel. Coordination for security will be provided by the EOC through ESF 13 in cooperation with local law enforcement agencies.
4. Protocols for opening and operating a Donations Reception Center are found in Appendix 2 to this Annex.

IV. COMMUNITY PREPAREDNESS

Community preparedness is at the core of an effective response and recovery plan. To this end, PDCEM (PCDEM) and the Citizen Corps Council of Pierce County (CCC-PC) work together to increase the capacity, coordination, and effectiveness of non-governmental agencies, faith-based groups, and individuals during times of crisis.

V. Concept of Operations

A. Organization



B. Primary Agencies

1. Pierce County Department of Emergency Management (DEM)
 - a. Establish a process for Support Annex plan maintenance.
 - b. Coordinate with the Citizen Corps Council to support volunteer registration, establish Volunteer Reception Centers, assist in operations, and provide logistical support.
 - c. Coordinate with the Donations Management Team to support donations referrals, screening, receiving, distribution, and provide logistical support.
 - d. DEM will coordinate and provide training to the Volunteer Reception Center Team and Donations Coordination Team in NIMS/ICS.
 - e. Work closely with CCC, TSA, 2-1-1 to coordinate public information messaging regarding volunteer or donations activities during an event.
2. Citizen Corps Council of Pierce County (CCC)
 - a. Coordinate with the PCDEM to help maintain and upkeep this Support Annex.
 - b. Provide training opportunities for volunteers and affiliated agencies to support emergency preparedness, response, recovery, and mitigation efforts in Pierce County.
 - c. During activation of this Annex, seek to identify members who can speak on behalf of respective organizations with regard to volunteers and/or donations management.
 - d. CCC Liaison Team

During an EOC activation provide a cadre of CCC members trained to work as volunteers at the EOC.

 1. Cross-trained to work in several different capacities, including logistics support, sheltering, DSAT and the Joint Information Center (JIC), to support EOC functions.
 2. Support operations of shelters, recovery, volunteer and donations management.
 3. Develop a communications plan with redundancy among its members.

Pierce County Comprehensive Emergency Management Plan

3. The Salvation Army
 - a. Lead agency in establishment of Donations Coordination Center.
 - b. Supply trained staff members with expertise in receiving, sorting, warehousing, tracking, packing, and distributing non-monetary goods.
 - c. Support Pierce County Citizen Corps Council operations, and Volunteer and Donations Coordination Teams.

C. Support Agencies and Organizations

1. American Legion
 - a. Support operations of a Volunteer Reception Center (VRC).
 - b. Support operations of the CCC, and Volunteer and Donations teams.
 - c. Provide support services and case management for veterans.
2. Associated Ministries
 - a. Support activities in shelters.
 - b. Maintain trained Care Teams ready to activate to help citizens in need.
 - c. Support operations of the CCC, and Volunteer and Donations teams.
3. Catholic Community Services
 - a. Support operations of the CCC, and Volunteer and Donations teams.
4. Church of Jesus Christ of the Latter Day Saints
 - a. Support operations of the CCC, and Volunteer and Donations teams.
 - b. Offer volunteers for disaster clean-up.
 - c. Provide case management.
5. Functional Assessment Service Teams (FAST)
 - a. Provide assistance in shelters to help identify accommodation needs for guests in the shelters.
 - b. Support operations of the CCC.
6. Habitat for Humanity
 - a. Support operations of the CCC.
 - b. As able, assist with recovery efforts through the CCC.
7. Medical Reserve Corps
 - a. Supports the medical community in responding to emergencies of all types.
 - b. Integrates with the Tacoma Pierce County Health Department in providing health services in clinics and other locations where they are needed.
8. Peninsula Emergency Preparedness Coalition
 - a. Provide community preparedness training for community members.
 - b. Support operations of the CCC including Volunteer and Donations teams.
9. Pierce County Amateur Radio Emergency Services
 - a. Provide emergency radio communication services during disasters.
 - b. Offers ham radio training to the community.
 - c. Support CCC operations including Shelter, Volunteer, and Donation teams.

Pierce County Comprehensive Emergency Management Plan

10. Pierce County Animal Response Team
 - a. Assist local officials and Pierce County residents in establishing emergency pet shelters co-located with people shelters.
 - b. Support operations of the CCC, including Shelters, DSAT and Volunteer and Donations Coordination teams.
11. Pierce County Emergency Community Shelter teams
 - a. When requested and available, open community information, warming, and dormitory shelters in a disaster.
 - b. Plan and train together to open emergency community shelters.
 - c. Support other shelter teams as requested.
12. Pierce County Public Works and other municipal public works agencies
 - a. Provide heavy equipment when requested.
 - b. Ensure accessible roads to the shelters, VRC and Donations Center.
 - c. Provide barricades, cones, and other traffic devices.
13. Pierce County Sheriff's Department (PCSD) and other law enforcement agencies
 - a. Lead agency for volunteers assigned to Search and Rescue operations.
 - b. Provide security support at Volunteer Reception and Donation Centers.
 - c. Provide background security checks for registered volunteers.
 - d. Support CCC operations, including shelters, Volunteer and Donations teams.
14. Presbyterian Disaster Assistance
 - a. Assist in disaster relief and recovery efforts.
 - b. Support CCC operations, including DSAT, Volunteer and Donations teams.
15. Saint Vincent De Paul (SVDP)
 - a. Assist in facilitation of assistance to disaster victims, including case management.
 - b. Assist in facilitation of the Donations Coordination Center.
 - c. Support CCC operations, including DSAT, Volunteer and Donations teams.
16. Society of American Military Engineers
 - a. Provide expertise in structural assessments following a disaster.
 - b. Support operations of CCC, and Volunteer and Donations teams.
17. Southern Baptist Disaster Relief
 - a. Support CCC operations, including DSAT, Volunteer and Donations teams.
 - b. Provide volunteer support for response and recovery activities.
18. Tacoma Adventist Community Services
 - a. Support Donations Coordination Center.
 - b. Support CCC operations, including DSAT, Volunteer & Donations teams.
19. Tacoma Fire Department
 - a. Provides CERT training to residents and people who work in Tacoma

Pierce County Comprehensive Emergency Management Plan

20. Tacoma Goodwill
 - a. Assist in facilitation of the Donations Coordination Center.
 - b. Supply trained staff members with expertise in receiving, sorting, warehousing, tracking, packing, and distributing non-monetary goods.
 - c. Support operations of CCC, including DSAT, Volunteer and Donations teams.
21. Tacoma Pierce County Chaplaincy
 - a. Provide emotional and spiritual support and guidance to volunteers, first-responders, and residents.
 - b. Support operations of the CCC, and Volunteer and Donations teams.
22. Tacoma Pierce County Health Department
 - a. Lead agency for the mobilization and management of the Medical Reserve Corps.
 - b. Lead agency for credentialing in-county medical volunteers.
 - c. Provides guidance and support for community emergency shelters.
 - d. Support operations of the CCC, and Volunteer and Donations teams.
23. The American Red Cross
 - a. Provide training in mass care and shelter operations.
 - b. Assist in providing mass care for Pierce County residents, including sheltering and feeding.
 - c. Support CCC operations including DSAT, Volunteer and Donations teams
24. The Salvation Army
 - a. Lead agency in establishment of Donations Coordination Center.
 - b. Supply trained staff members with expertise in receiving, sorting, warehousing, tracking, packing, and distributing non-monetary goods.
 - c. Support CCC operations, DSAT and Volunteer and Donations Coordination teams.
 - d. Assist in providing mass care for Pierce County residents, including feeding.
 - e. Provide case management.
25. United Way of Pierce County/211
 - a. Provide trained staff with expertise in volunteer coordination.
 - b. Provide resource information for disaster case management committee.
 - c. Support CCC operations including DSAT, Volunteer, and Donations teams.
26. Washington Community Chaplain Corps
 - a. Provide trained volunteers to respond as chaplains in disaster situations.
 - b. Support Care Teams in shelter activations.
 - c. Support CCC operations including DSAT, Volunteer, and Donations teams.
27. Washington Service Corps
 - a. Provide trained AmeriCorps and VISTA members to assist in disaster relief, volunteer coordination, or other disaster related activities.
 - b. Support operations of the CCC, and Support Volunteer and Donations teams.
 - c. Offer training for volunteers.

Pierce County Comprehensive Emergency Management Plan

28. West Pierce Fire Department
 - a. Provides CERT training to residents.

D. Volunteers

1. Volunteers are successful participants in emergency management systems when they are flexible, self-sufficient, aware of risks, and willing to be coordinated by local emergency management efforts.
2. Volunteers must accept the obligation to “do no harm.”

VI REFERENCES

- Bay Area Volunteer Center Plan - Draft
- California Citizen Corps Councils and VOADS
- City of New York: Spontaneous Volunteer Management Plan
- www.citizen corps.gov
- Federal Response Plan
- Florida Commission on Community Service: Unaffiliated Volunteers in Response and Recovery
- Illinois Terrorism Taskforce: Committee on Volunteers and Donations
- Kitsap Medical Reserve Corps
- State of Texas: Emergency Management Plan
- Manatee County, Fla. CEMP ESF 15
- National Response Framework
- National Urban Search and Rescue Response System Task Force Safety Officer Course
- NVOAD: Managing Unaffiliated Volunteers Plan
- NVOAD: Long Term Recovery Manual
- Points of Light Foundation: Managing Spontaneous Volunteers in Times of Disaster
- Volunteer Center of Marin County
- Washington DC Response Plan: Donations and Volunteer Management

VII ACRONYMS

CCC	Citizen Corps Council of Pierce County
CCC-EOC	Citizen Corps Council Emergency Operations Center Liaison Team
COAD	Community Organizations Active in Disaster
DC	Donations Coordinator
DCT	Donations Coordination Team
DRC	Donations Reception Center
ESAR	Explorer Search and Rescue
MRC	Medical Reserve Corps
PCDEM	Pierce County Department of Emergency Management
PCNET	Pierce County Neighborhood Emergency Team
VOAD	Volunteer Organizations Active in Disasters
VRC	Volunteer Reception Center