



Hamilton County Emergency Management Volunteer and Donations Management Plan

2022



Hamilton County Emergency Management

Volunteer and Donations Management Plan

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Proclamation

The Hamilton County Volunteer and Donations Management Plan serves as the strategic foundation for Hamilton County's Emergency Management Plan. The EOP is supported by the Response Plan, which serves as the operational level plan on how the EOP is implemented. All plans in the Emergency Management Program are written to address the specific hazards in the county as outlined in the Hamilton County Multi-Hazard Mitigation Plan (MHMP). The Communications and Warning Plan is a supporting plan to both the EOP and Response Plan as well as address the hazards in the MHMP.

The Hamilton County Volunteer and Donations Management Plan was drafted in April of 2021 and shared with stakeholders for feedback in April of 2021. The feedback was incorporated, and the plan approved by the executive director on December 16, 2022. The approved plan was distributed to stakeholders.

A handwritten signature in black ink, appearing to read "Shane Booker", is written over a horizontal line.

Shane Booker, Executive Director

12.16.23

Date



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Executive Summary

The Hamilton County Comprehensive Emergency Management Plan (CEMP) establishes the foundation for emergency response, recovery, mitigation, and preparedness to many different types of emergencies and disasters. The Volunteer and Donations Management Plan supports the CEMP and establishes how Hamilton County Emergency Management (HCEM) will coordinate all volunteer, both unspontaneous and spontaneous, as well as coordination the receipt of donations and resources from the community. To ensure an efficient implementation of this plan, it shall support the CEMP and the Emergency Operations Plan (EOP).

Introduction

Mission

The mission of this plan is to create a volunteer and donations management process for Hamilton County which guides the collective efforts of partner agencies to focus their resources, knowledge, talents, and capabilities to assist Hamilton County in the most effective way possible during any emergency, disaster, or planned event.

The goals of this volunteer and donation management plan include, but are not limited to:

1. Provide a supporting plan to the Hamilton County CEMP.
2. Support collaboration during the entire disaster life cycle to include Long Term Recovery (LTR).
3. To enhance the resources available to the jurisdiction and the community-at-large for disaster response and recovery through the involvement of:
 - a. Hamilton County Emergency Management (HCEM)
 - b. Hamilton County Communities Active in Disaster (COAD)
 - c. Community Emergency Response Team (CERT)
 - d. Radio Amateur Civil Emergency Service (RACES)
 - e. Emergency Operations Center Volunteers (EOC Volunteers)
4. To encourage partnerships with governmental agencies and non-governmental organizations for the most effective community-wide approach to disaster volunteerism and donation coordination.
5. To ensure appropriate screening, documentation, activation, and tracking of volunteers, donations and their hours incurred during a disaster, an emergency, or planned event.
6. Encourage and support inter-agency training, among members, partners and the COAD at Emergency Support Function Six (ESF-6).
7. Establishes a framework by which HCEM coordinate spontaneous volunteer resources for community-wide response, relief, and recovery following a disaster.
8. Strengthen communication and coordination among HCEM and local jurisdictions regarding volunteer coordination.

Scope

This Volunteer and Donation Management Plan addresses the overall concepts for the coordination of affiliated and spontaneous volunteers and Volunteer Reception Centers (VRC), as well as communication and coordination with volunteers and human service programs, and is designed for use by HCEM during the preparedness, response and recovery phases of an "all-hazards" emergency management approach.



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The plan covers the mobilization, coordination, and referral of affiliated and spontaneous volunteers through the VRC.

Agencies or organizations who are utilized through the activation of this plan come under the guidance and auspices of this HCEM Volunteer and Donations Management Plan when they accept an assignment and are activated and deployed by Hamilton County Emergency Management. The HCEM Volunteer and Donations Management Plan is consistent and supportive of the CEMP.

Implementation of the Volunteer and Donations Management Plan may occur at any time during an incident and it may remain in use as long as volunteers are active including through to the completion of the recovery stage of the incident or event. It is not anticipated that every disaster will result in a need to implement this plan.

Purpose

The purpose of this plan is to outline a concept of operations and organizational assignment of responsibilities for coordinating the efforts of volunteers from the private sector, voluntary agencies, national service programs, community groups, and inter-faith groups. In addition, this will outline the coordination of their combined efforts to guide the management of affiliated and spontaneous volunteers, unsolicited donated goods, and financial contributions in an efficient manner in response to emergencies, disasters or planned events in Hamilton County.

Authorities

Federal, state, and local statutes and their implementing regulations establish legal authority for the development and maintenance of emergency management plans. The following laws and directives are the basis for the legal authority for the Volunteer & Donations Management Plan:

1. State
 - a. Indiana Code 10-19-2
 - i. This state law establishes the Department of Homeland Security in the State of Indiana.
2. Local
 - a. The Hamilton County Emergency Management Ordinance is an extension of Indiana Code 10-14-3, at the local jurisdictional level.
 - i. This local statute spells out additional, jurisdictional-specific or area-specific requirements the State law does not address.
 - ii. It provides the Local Emergency Management Director with authority to act before, during, and after an emergency or disaster, and define the necessary requirements for establishing and maintaining an effective emergency management and public safety program.
 - b. Hamilton County Emergency Management Local Code Title 10 Article 14.
 - i. Memorandum of Understanding (MOU) delegates a coordinating agency to accept and manage offers of donations to include in-kind donations, volunteers, and offers of services.



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Activation of Volunteer and Donations Management Plan

The Volunteer and Donations Management Plan will be activated by the executive and/or deputy director of HCEM. An activation determination may include but not be limited to the following:

1. An event making the convergence of spontaneous volunteers and/or donations likely.
2. A shortage of workers requiring augmentation of staffing support from outside resources.
3. A situation where volunteers with particular skills and/or special knowledge are required.
4. A situation where there is a need to coordinate volunteers and donations within the county.
 - a. This may be on behalf of a municipality or incorporated area within Hamilton County.

Authority to Activate

When the order to activate the plan is given; those people, agencies, and organizations tasked with specific implementation roles will be notified. Activation of HCEM volunteers and HCEM sponsored volunteer programs is a predetermined process with established policies and procedures, see the Activation Standard Operating Procedure (SOP) for further information. Volunteers may not self-deploy on behalf of HCEM, with any activated affiliated volunteers being assigned a position within the HCEM organizational structure.

Levels of Activation

HCEM has identified two levels of activation possible for the Volunteer and Donations Management Plan: Level I and Level II.

1. Level II (Local) Activation:
 - a. A Level II, local, activation would be by request of a local municipality or incorporated area and in support of ongoing response and recovery operations.
2. Level I (County-Wide) Activation:
 - a. A Level I, county-wide, activation would be required in the event that multiple incident sites are defined and there is a need for county resources to be coordinated between multiple local jurisdictions to support multiple operational areas.

As disasters vary in terms of their size, scope, duration, intensity, and consequences, the choice of activation levels and sequencing of activation levels will be determined at the county Emergency Operations Center (EOC) based on the needs of the incident and the community, as well as to the resources available.

Definitions

Affiliated Emergency Management Volunteer

For the purposes of this plan, the term 'affiliated' will refer to those volunteers who are commissioned by HCEM without pay or other consideration and have completed the application and training process for a specific role or function during an incident or event. Affiliated Emergency Management Volunteers may or may not have an association with other volunteer organizations or programs.



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Spontaneous Unaffiliated Volunteer

A volunteer is an individual who comes forward following a disaster to assist a governmental agency or Non-Governmental Organization (NGO) with disaster-related activities during the response or recovery phase without pay or other consideration. By definition, spontaneous unaffiliated volunteers do not have any connection with a response or relief organization and are not pre-registered with the county. However, they may possess training, skills, and experience that can be useful in the relief effort. Spontaneous unaffiliated volunteers may also be referred to as unaffiliated and convergent volunteers. While spontaneous volunteers may bring needed skills and resources, spontaneous volunteers will most likely be used secondarily in a disaster.

Volunteer Service Program

The term "Volunteer Service Program" may include Community Emergency Response Teams (CERT), Radio Amateur Civil Emergency Service (RACES), Medical Relief Corps (MRC), Volunteers in Police Services (VIPS) program, among others. For the purposes of this plan, the Volunteer Service Programs sponsored by Hamilton County Emergency Management are CERT, RACES and EOC Volunteers which may be activated by the executive or deputy director of HCEM, or their designee, if needed at the time of a disaster. Once activated the operational activities will be directed by the EOC and may be managed by the coordinating agency representing ESF-6.

Not all volunteers whether they are registered through the VRC or are spontaneous unaffiliated volunteers may be utilized during a particular disaster. Deployment of volunteers is based on the size and type of disaster as well as the skills needed by local officials or organizations to mount an effective response and recovery effort. Any individual or group that self-deploys to the incident will be considered spontaneous and may not be allowed to participate until appropriately registered and deployed.

Affiliated National Service Programs and Organizations

National service programs may include:

1. Citizen Corps
 - a. This is a program under the Department of Homeland Security that provides training for the population of the United States to assist in the recovery after a disaster or terrorist attack.
2. American Humane
 - a. This is a program that assists in all sheltering and care operations for domestic pets, for multiple operational periods, when a host community needs additional support to meet the resource needs of their community.

Affiliated organizations may include:

1. American Red Cross (ARC)
2. CERT
3. COAD
4. Faith-based Organizations
5. Governmental Agencies or NGO's
6. RACES
7. EOC Volunteers



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Administrative Authority

The administrative authority of emergency management applies to those individual HCEM affiliated volunteers who are appointed by HCEM for a specific function, which would encompass all incidents and events. Affiliated national service programs and organizations maintain administrative authority over their member volunteers until the program, organization, or individual volunteer accepts an assignment or activation from HCEM. Individuals from affiliated national service programs and organizations that have successfully completed the volunteer intake process, and that accept activation from HCEM, are considered to be affiliated volunteers operating under the direction of HCEM and the EOC.

Finance

Those responsible for staffing volunteer and donations management roles must track all expenses. This is necessary in order to document costs and account for funds expended in order to maximize any reimbursement that may become available. In the event the jurisdiction arranges for an outside agency to manage the volunteer and/or donations management program, the outside agency will track all expenses and provide the appropriate information to the jurisdiction during demobilization. Any reimbursement will depend on the nature of the agreement between the jurisdiction and the agency and the availability of resources.

Situation Analysis

General

Volunteers represent a potential resource to a community affected by a disaster. However, volunteers who respond spontaneously and without appropriate training and qualifications can easily overwhelm the capabilities of local government and public safety agencies. With a system in place for receiving and referring spontaneous volunteers, local government agencies and relief organizations can capture this valuable resource and thus provide a more efficient, effective, coordinated and cost-effective service to the community. Similarly, the collection, storage, and dissemination of donated goods and services represent a potential resource to the community as well.

Planning Assumptions

During a disaster or emergency that requires activation of this plan, the following considerations may affect the county response:

1. HCEM will utilize ESF-6 as the primary operator of this plan, which will be staffed by an ARC representative, as outlined in the CEMP.
 - a. The coordinating agency will function in a support capacity in the Hamilton County EOC managing ESF-6 during the response and recovery operations as a result of a disaster or emergency.
2. The first tier in an emergency or disaster is to utilize volunteers already affiliated with HCEM such as CERT, RACES and EOC Volunteers.
 - a. CERT will be the primary volunteer pool that will be considered first when staffing a VRC. If CERT are unable to staff the VRC, additional volunteer networks will be consulted to ensure adequate staffing.
3. Volunteers and service program members that have pre-disaster training and are affiliated with a government agency or NGO will report to their respective agency or organization at the time of a disaster.



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4. All other volunteers will be considered the second tier and will be processed as spontaneous unaffiliated volunteers.

HCEM has designated the coordinating agency with the responsibility for oversight and staffing of the VRC to include interviewing, screening, registering, training, and the safe supervision of any volunteers. HCEM has a volunteer and donations management responsibility from the government perspective, however, this does not restrict the collection, storage, and/or dissemination of donations by other organizations and individuals during emergencies and/or disasters.

Hamilton County has pre-identified multiple geographic locations as Points of Distribution (POD's), VRC's, multi-agency warehouses. The decision on actual locations and arrangements will be determined on an incident by incident basis.

Concept of Operations

General

All emergency events originate at the local level. To that end, HCEM will make every effort to ensure the most effective and efficient use of materials, resources, and personnel. Should an event exceed the capabilities of the county, HCEM shall activate additional networks to acquire sufficient resources to support the operational response of Hamilton County public safety agencies.

Comprehensive Emergency Management Plan

Hamilton County Emergency Management has delegated by agreement the ARC as the coordinating agency to manage, staff and provide oversight and coordination of ESF-6. ESF-6 coordinates spontaneous unaffiliated volunteers, and affiliated service groups and partners from within the EOC. In the EOC, the role of volunteer coordination is included in the duties and responsibilities of ESF-6 and as requested by the Operations Section. Once activated the operational activities of spontaneous unaffiliated volunteers will be directed by the EOC and managed by the coordinating agency from ESF-6.

Coordination of affiliated volunteers as a resource during emergencies come under the Operations Section of Hamilton County Emergency Management EOC. Individual affiliated volunteers and affiliated service groups e.g. CERT, RACES, and EOC Volunteers, operating within the EOC organizational structure have pre-trained volunteers categorized and commissioned as an operational resource. When deployed, volunteers are assigned to the Hamilton County Emergency Management EOC along with their managing agency. Affiliated volunteer programs should be coordinated within the Hamilton County Emergency Management structure consistent with their mission.

Other Potential Responsibilities

Hamilton County Emergency Management will when necessary, work with the state and federal government, Indiana Voluntary Organizations Active in Disasters (IN-VOAD) and/or COAD, other organizations, the private sector, the Public Information Officer (PIO), Long-Term Recovery Committee (LTRC) to coordinate the needs of affected populations.

HCEM shall also:

1. Coordinate with local volunteers, community, and faith-based organizations to manage and operate local distribution centers.



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2. Pre-identify local reception and multi-agency warehouse and/or distribution centers to be used in a time of disaster.
3. Be prepared for alternate multi-agency warehouse and distribution center usage.

As soon as reasonably possible, ensure that a needs assessment has been completed addressing the needs of all affected communities to include, goods, volunteers, and services impacted and communicate this information to the necessary parties.

1. Be aware of the LTRC how to access the referral system.
2. Initiate a demobilization plan when needed.
3. Use of a web portal such as recovers.org, voad.net, aidmatrixnetwork.org.

Indiana Voluntary Organizations Active in Disasters, Community Organizations Active in Disasters, and Faith-Based Organizations

It is important to understand the IN-VOAD and a local COAD are groups of organizations that have an interest and may participate in delivering specific disaster-related activities. These groups have no authority to command or control what the individual member organizations choose to do or not do. Faith-Based Organizations should be treated in the same manner as the local COAD. Therefore, it is highly recommended that if a government unit and one of these organizations commit to a particular joint activity or responsibility, that a formal written Memorandum of Understanding (MOU) be developed and executed.

State and Federal Government

The State and Federal Government are resources for the local government, but it is important to recognize that Indiana is a Home Rule State and as such, the responsibility for response to disasters and emergencies is the responsibility of the lowest elected level of government. While they can delegate activities, they cannot delegate their responsibility to their electorate.

Private Sector

The Private Sector is a valuable source of both volunteer and donated goods and services. HCEM is prepared to quickly communicate and coordinate with these community-minded organizations at the local level. In addition, HCEM and the coordinating agency make every effort to create pre-existing agreements with the private sector. This will benefit all parties by ensuring that any plan for activities associated with the disaster is not in conflict with the county's plans.

Public Information Operation

Rapid response by the Joint Information System (JIS) is essential to ensure that volunteer and donations do not quickly become problematic. Using the JIS and/or the establishment of a formal Joint Information Center (JIC), a coordinated messaging system between all organizations involved in volunteer and/or donations activities will be achieved. Priority messaging in the early stages of an incident is essential to ensure the safety of all involved as well as the efficient and effective use of volunteer efforts and/or distribution of goods and services to the benefit of those affected. Public information may be required to continue its activities well past the response phase of the incident with the LTRC to ensure that those affected receive current information about the availability of volunteer and donation assistance.



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Individuals and organizations, when connected to HCEM, are not permitted to share or release information without clearing and coordinating the message through the EOC Manager, PIO, JIS or the JIC.

Long-term Recovery Committee

Almost as soon as the response to an incident occurs, planning for the transition between the response and recovery phases needs to begin. Hamilton County Emergency Management working with the coordinating agency, private partners, stakeholders, NGO's and LTRC will begin directing the recovery phase. It is important that the LTRC has a representative assigned to the EOC when LTR activities begin so that those affected can receive the maximum benefit of donated time, goods, and services.

Coordinating Agency Responsibilities

As stated in the CEMP, ESF-6 is to be staffed by an ARC representative. During the activation of this plan, the ESF-6 representative shall:

1. Operate the Volunteer Reception Center activities within the County when the Volunteer and Donations Management Plan is activated.
2. Support HCEM and other emergency response organizations, by providing a system for processing, referring and requesting spontaneous volunteers.
3. Provide volunteer center staff and/or trained volunteers as on-site volunteer coordinators.
 - a. This will be in conjunction with HCEM affiliated programs and the Hamilton County COAD.
4. Provide volunteer intake procedures, including liability release forms and general safety instructions for volunteers.
5. Provide coordination with other agencies providing disaster response volunteer services.
6. Coordinate with county EOC Manager, emergency management staff and PIO on public messaging regarding volunteer and donation issues. Submit timely the required information, reports, timesheets, and files to Planning Section.
7. Ensure the county EOC Manager, and emergency management staff receive scheduled status updates.
8. Work with others in the EOC (ESFs and emergency management) to assess the status of volunteers and donations arriving at VRC's and other sites throughout the county, e.g. emergency shelters in the disaster area, police stations, churches, etc.
9. Coordinate within the EOC to establish a Volunteer Reception Center (VRC) site if/when requested by Emergency Management.
10. Coordinate within the EOC to establish donation facilities (collection/distribution centers, multi-agency warehouse) if/when requested by Emergency Management.
11. Maintain records on eligible expenses for reimbursement.
12. Provide EOC staffing support and a liaison to the COAD and VOAD network.
13. Facilitate access to needed resources through the network of member agencies.
14. Provide reunification and facilitated assistance for children separated from their parent(s)/legal guardian(s), as well as adults from their families, due to disaster.
 - a. Supports reunification with technical assistance.

Where applicable the policies and procedures of the coordinating agency and support agencies may meet or exceed the policies and procedures of this document.



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Emergency Operations Center

The EOC is the central point for coordinating the operational, logistical and administrative support needs of response personnel at the disaster site, in public utilities, at the EOC, and at dispatch points. Within the EOC, local decision-makers direct and coordinate emergency activities. The EOC staff gathers and disseminates situation reports and information for the local decision-makers, and other units of local, state and federal governments. Through this process, resources can be utilized without duplication of effort and operations can be more efficient. The EOC is the central coordinating point for obtaining, analyzing, evaluating, reporting, and recording disaster-related information.

Volunteer and Donations are normally viewed as support activities coordinated through the EOC rather than the on-site Incident Command System (ICS). ESF-6, operating from with the EOC, will have responsibilities for coordinating the Volunteer and Donation activities necessary to meet the requests of the ICS and others.

Volunteer Reception Center

The primary method for coordinating spontaneous volunteers is the establishment of a VRC. The VRC can be set up as a walk-in center (physical), an on-line process (virtual), or a combination of both of these strategies. Through the VRC, each prospective volunteer is referred, based on the volunteer's qualifications and availability, to the Hamilton County COAD, who will direct the volunteer to the organization that needs a volunteer with the skill set they possess. Volunteers referred to local government must also visit either a virtual or physical VRC to complete the placement process and, if appropriate, to be registered as an Emergency Management volunteer.

The exception to this shall be HCEM affiliated volunteers, e.g. CERT, RACES and EOC Volunteers, who are allowed to bypass this step and report directly to the location-specific by their supervisor. This may be the EOC, in the case of the EOC volunteers, or an alternative location specified by a CERT Team Leader, for CERT personnel.

Volunteer Reception and Referral

When a VRC refers a volunteer to an outside organization, the VRC limits its exposure to certain risks because the receiving organization assumes responsibility for the volunteer. The VRC staff uses a Volunteer Receiving Form to gather enough information to make an appropriate referral. The VRC does not verify the identity or licenses of, conduct background checks on, or perform other screening of a volunteer it refers to another organization; those tasks are the responsibility of the receiving organization.

As a central data collection point, personnel at the VRC should record names, addresses, cell phone numbers, and applicable skills, certifications and licenses claimed by the volunteers.

Communications

Communications are critical to the successful activation and coordination of responsibilities when managing volunteers. There must be communications between the VRC and ESF-6 within the EOC. The VRC will need to communicate directly with other government agencies and NGOs regarding their needs



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for volunteers and any related issues. When communications between all municipalities and the county regarding coordination between VRCs activated in various jurisdictions are unavailable, the VRC will employ other methods of communication, HCEM may deploy RACES personnel to assist in maintaining a communication link between the EOC and VRC.

Identification

Credentialing

Credentialing all volunteers is a required process of HCEM. This is to ensure that all volunteers are officially licensed or accredited with the skills they submit in their volunteer application. Proof of each skill, such as a forklift license, will be required to be either submitted online or shown at a VRC before credentialing for this skill is approved.

Badging

Badging is the action of providing visual identification of an individual and their authorization to access controlled area(s) of the disaster/emergency. Badging is the minimum level of identification for volunteers. Badging will enhance safety and security by providing the method of identifying an individual has access for a particular day or operational period and provide an identification tag for accountability. Badges are color-coded to a specific site or function and issued during the check-in process.

Risk Management

Safety

Safety of all workers, volunteers, and others at the VRC must be addressed, which will be done by assigning a safety officer to ensure that precautions are being considered. A VRC managed by an NGO must provide its own Safety Officer. In either case, the Safety Officer must examine the facility to be used for the VRC for unsafe or unsanitary conditions and will have the responsibility to address any conditions that exist before the VRC is open to the public.

Hazards

There are hazards volunteers may encounter during their activities. To reduce possible injury, all volunteers that register through a VRC will be required follow safety procedures, and will receive a minimum training in the area of their assigned task e.g. If lifting is required volunteers will receive lift training prior to beginning the assignment and the use of proper personal protective equipment (PPE). Training and PPE needs will be identified by the VRC Safety Officer. The Safety Officer will provide the necessary training and ensure all volunteers assigned to tasks have the proper training and PPE. Volunteers without the specific training or PPE needed to safely perform specific tasks will not be assigned to those tasks. Volunteers that are part of a service organization should have already received safety training as part of their organization's process and will also be required to follow established safety policies and procedures, including, but not limited to Personal Protective Equipment (PPE), safe work habits, report injuries or illness, maintain personal hygiene, etc.



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During the pre-disaster volunteer intake process or the spontaneous volunteer's registration process, the volunteer will be screened for placement in an area where they can operate and perform their assigned task safely. Volunteers that do not conform to training and PPE requirements, deviate from assigned tasks, pose a hazard to themselves or others or fail to perform may be reassigned or excused from service.

Accountability

The reasons for accountability include, but are not limited to:

1. Safety and Security.
2. Efficient use of volunteers, Time Tracking and cost recovery.
3. The credential level of personnel.
4. Creating personnel databases for future use.

All organizations participating in the operation should have a clear understanding of who, where, and when their personnel (paid/volunteer) are located during operations. During any type of incident or special event, HCEM will require documentation (sign-in & sign-out sheets) or other forms be used for personnel tracking, accountability, and availability.

Mental Health

Consideration must be given to the reduction and/or management of stress in the disaster work environment. Stress is an unavoidable component of disaster work, and in the event that mental health services are required for volunteers, the ESF-6 representative will coordinate with ESF-8 to activate Aspire mental health services.

Security and Force Protection

Security is another component of risk management. The level of security in the VRC may vary depending on the type of disaster and other factors. At a minimum, all entering the VRC should be asked to sign in and out, while a safe place for VRC staff to store personal belongings should also be made available. Security of equipment, supplies, and other resources should also be addressed, with an elevated security needed resulting in the coordination between ESF-6 and ESF-13 to assign a security detail to the VRC.

Public Information

Dissemination of information to the public near the onset of a disaster about volunteer opportunities and procedures is critical to successful management of volunteers. In the absence of such messages, people may converge at inappropriate sites and/or engage in activities that place themselves and others at risk. Public information messages may not entirely prevent such behavior but can provide an extremely useful service to those who wish to be helpful. Once the VRC infrastructure is in place, a release should be distributed to the media in coordination with the Public Information Officer for the incident. It is recommended that the VRC organizational infrastructure is in place before sending out the first release. During most disaster operations, at a minimum, a JIS and/or JIC will be established to ensure the coordination of messaging between organizations involved in the operation. This will be located separately to both the EOC and VRC.



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Demobilization

Demobilizing volunteers is managed in the EOC between ESF-6, the coordinating agency, and the individual participating volunteer organizations. As organizations see the number and need for volunteers decrease this information is to be communicated to the ESF-6 representative at the EOC. This will be communicated to the PIO, ESF-15, allowing a message to the public to be issued. Once the level of volunteer activity decreases, demobilization should begin at the VRC, with ESF-6 coordinating demobilization information with all other ESF's in the EOC. An EOC alert may also be utilized to ensure that all community stakeholders are made aware of VRC demobilization beginning.

An effort should be made to address all outstanding issues and transfer any unresolved issues to the appropriate staff or department within the jurisdiction. Lessons learned regarding volunteer management should be captured through debriefing of the VRC's lead staff and preparation of an after-action report. The lessons learned should be reviewed and evaluated for possible changes to the volunteer management plan.

Donations Management System

The decision to activate the donation process will depend on the severity and nature of the event or an imminent shipment of unsolicited goods bound for Hamilton County disaster areas. The donation management system for Hamilton County is designed to control and facilitate the collection and dispersal of donated goods and services. Based on the types and quantity of donations, a donation coordinating agency will be designated by HCEM to manage the system. Upon activation the coordinating agency, based on the size and nature of the incident may take the following actions:

1. Prepare to activate a phone number for handling questions about the reception of donations. For larger incidents, this phone operation may be handled by the State using an 800 number.
2. Designate types of donations needed and accepted.
3. Develop a distribution plan.
4. Identify the type(s) of distribution and the locations.
5. Maintain a records system of expenditures and in-kind donations received for County incurred expenses and coordinate this information exchange with the EOC.
6. Review database requirements for offered materials that may now be needed and begin contacting agencies for availability.

Types of Designated Donations

A designated donation is an offer made to and accepted by an organization or a specific donation requested by an organization. Inquiries concerning donations for a specified organization will be referred to that organization, and not handled by HCEM. The organization accepting or receiving the donation will follow its own policies and procedures for handling the logistics involved. Once an offered donation has been accepted, it is a designated donation and belongs to that agency to. Once a donation is under the control of a Private Voluntary Organization (PVO), distribution will be accomplished by that organization's procedures in coordination with the EOC ESF-6 representative. Donors will be advised to label goods and to provide a detailed inventory with shipments. In addition, all shipments must be palletized for ease of unloading with loose items shrink-wrapped. Anticipated unsolicited donations include cash, bottled water, blankets, clothing, food, pet food, and cleanup kits. Donors will determine



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the value of goods donated, and acknowledgment for in-kind and IRS purposes will be given by the accepting organization. Individual donations with a value in excess of \$5,000 will need an independent appraisal provided by the donor in order to comply with IRS regulations. Donors will be discouraged from sending unsolicited donations directly to the disaster site, with the donor being informed their offer will be entered into the database and will be called for when needed.

Unsolicited & Non-designated Donations

Donors will be discouraged from sending unsolicited donations directly to the disaster site, as this often causes more problems than good. Donors who insist on donating unsolicited or unwanted goods will be advised that although the goods cannot be accepted at this time, the information will be entered into a database and made available to federal and state governments, volunteer organizations, and other emergency responders, should a need arise for such goods. Goods not requested, but which can be used will be made available to all participating volunteer organizations and other specialized existing nonprofit organizations. The coordinating agency will track the receipt and distribution of unsolicited and non-designated goods.

Distribution

The Logistics Section will identify what items can be best acquired via donations, with these items being listed in the Incident Action Plan (IAP). The coordinating agency will use the IAP as a guide to establish a donations distribution plan that best meets the needs of victims. Goods may be distributed through the coordinating agency, cooperating agencies, VOAD/ COAD members, organizations, or agencies which are registered with them or with Hamilton County Emergency Management EOC.

Additional requests for and offers of goods will originate from a variety of sources. The Logistics Section and the coordinating agency will work together to determine the best way to meet such requests.

During recovery, management of donations may transition to the LTRC, or with similar structures as the incident moves to the recovery phase. Decisions arising from multiple requests for available resources will be determined by the multi-agency warehouse manager and with the advice of the coordinating agency/long term recovery committee.

Point(s) of Distribution

A Point of Distribution is a centralized location(s) for the public to travel to and pick up life-sustaining commodities (i.e. food, water, ice, tarps, blankets, etc.) during a disaster/emergency. Depending on the incident, local emergency management may accomplish distribution using one or all of the methods below to complete this distribution activity:

1. Mobile delivery is a method that utilizes vehicles to drive into an affected area and provide commodities at different drop locations or where the need is identified.
 - a. This type of distribution is common in rural areas and where roads are damaged.
 - b. Potential mobile delivery sites include shelters, parks and recreational fields, large parking lots at schools, churches, outdoor venues, and commercial locations.
2. Direct delivery is coordinated with a specific location, such as a shelter, feeding site, or hospital for the delivery of specific items and quantities.
 - a. These commodities could be food, water, comfort kits, etc.



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- b. Direct deliveries are usually larger in size and more specific in commodity-type than what is delivered through mobile delivery.

Key considerations for this type of operation include but are not limited to:

1. The POD should be capable of handling multiple modes of traffic.
 - a. Vehicle (Drive-thru)
 - b. Pedestrian (Walk-thru)
 - c. Mass (Bus and/or rail)
2. The number of supplies will also vary based on the mode of transportation.

Roles and Responsibilities POD

Hamilton County Emergency Management and the coordinating agency are responsible for

1. Determining the location and type of POD based on:
 - a. Needs analysis.
 - b. Population density.
 - c. Current methods of commodity distribution.
2. Coordinating the activation of POD(s) based on:
 - a. Public need and types of resources needed.
 - b. Infrastructure capability.
 - c. Designating resources for each POD.
 - d. Type of distributed commodity.
 - e. The amount of distributed commodity.
 - f. POD material handling equipment.
 - g. Operations of POD(s).
 - h. Registering of POD(s) staff and providing functional training.
 - i. Supplying POD(s).
 - j. Demobilizing POD(s).
 - k. Determining when to demobilize POD(s) based on need and infrastructure restoration.
 - l. Coordinating the receipt of excess resources.
 - m. Coordinating the removal of material handling equipment and support staff resources.
 - n. Restoring sites to original specifications.
 - o. Collecting and processing all paperwork associated with the POD(s).

Staffing and Management

A multi-agency warehouse manager must be appointed and have experience in managing a large multi-agency warehouse and in supervising a large number of people. This person should be able to develop inventory control procedures, schedules, and safety procedures.

Facility Description Multi-Agency Warehouse

A multi-agency warehouse should provide for receipt, sorting, classifying, storage, inventory control, assignment to recipients and preparation for distribution. The warehouse manager or coordinating agency may recommend the activation of a Resource Staging Area (RSA) to control the influx of trucks and goods on a temporary basis.



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A designated central multi-agency warehouse for collection and storage must have an ample open parking area in addition to the significant enclosed storage space. The following criteria shown are designed to provide a general range of space requirements:

1. Enclosed/secured storage area Secured/fenced area
2. Office Space Loading dock

In addition to the general office space requirements, each warehouse should be capable of supporting a staff of 25 to 40 people and accommodate desks, copy machine, fax, and telephones. The facility should have:

1. Adequate heating Water and sewer Emergency communications
2. Communications directly with the coordinating agency Emergency power (generators)
3. Large parking area Sanitary facilities Good lighting

The multi-agency warehouse facility must have the following minimum equipment:

1. Material handling equipment (i.e. pallet jacks, forklifts, etc.)
2. Shelving and storage containers
3. Personal protective equipment (gloves, hard hats, boots, etc.) First-aid supplies

Transportation of Goods

Transportation of goods to the multi-agency warehouse should be coordinated with ESF-1.

While the multi-agency warehouse manager has full authority for the acceptance of goods or the denial of unsolicited and unneeded goods, however, an area in the warehouse should be set aside to ensure the maximum benefit from donations is made. The multi-agency warehouse will function as the collection and dissemination location for donated goods and will be coordinated at the EOC.

Demobilization and the Decommissioning Process of a Multi-Agency Warehouse

As the call for donations begins to subside, hours of operation will be reduced accordingly; personnel involved will be gradually phased down according to function or service provided. As the need for the distribution center, pod(s) or multi-agency warehouse decreases, the coordinating agency will determine a final date and time of operations. Once the anticipation of demobilization begins, ESF-6 should work with the EOC to coordinate their intentions for demobilization with the LTRC, to ensure that this is the correct time to do so.

When demobilization has begun, an inventory of goods will be taken and distributed to all VOAD/COAD members and participating distribution sites. A final pickup date will then be determined, and goods will be available on a first-come basis. Any VOAD/COAD member will be encouraged to re-supply what they have taken from their own stock for disaster response and also to draw what they expect to use in the near future.

At closure, agencies will indicate items they are willing to accept and will pick up at a designated date. A final disposition of all goods will be transmitted to VOAD/COAD and any remaining items are transported to landfills or other appropriate means of disposal. Responsibility will be undertaken by an appropriate County agency for disposition. A unified message will be disseminated by the PIO to all county stakeholders and local media outlets, providing a situation update as well as the news that demobilization has begun and where any additional donations can be made.



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Managing Un-Designated Cash Donations

Hamilton County Emergency Management has designated the Hamilton County COAD as the agency responsible for tracking and to distribute funds fairly between all organizations within the COAD. Cash donations are preferred as they help to strengthen the local economy, therefore, helping the communities recover faster from the disaster, while also allowing organizations to fund their needs more accurately.

There may be undesignated cash that will come into local government offices. These funds should be provided to the Hamilton County COAD to include in funds distribution to affiliated organizations. It is important that donors feel confident their cash donations will be used to meet the needs of survivors, because of this, it is equally important to encourage donations to organizations which are active in the response/recovery.

Plan Maintenance

HCEM is responsible for developing, maintaining and drafting revisions to the plan, occurring on a two-year plan review cycle. The plan may also be modified as needed after an incident or exercise. During each plan review cycle, county stakeholders will be involved to ensure that the plan addresses the needs of organizations that will be involved in the operational use of the document.

After Action Review

Following any plan testing, training and exercises, HCEM will conduct an After-Action Review (AAR) of this plan. Items suggested in the After-Action report will be included in any subsequent Plan updates.

Acronyms

1. AAR: After Action Review
2. ARC: American Red Cross
3. CEMP: Comprehensive Emergency Management Plan
4. CERT: Community Emergency Response Team
5. COAD: Communities Active in Disaster
6. EOC: Emergency Operations Center
7. EOC Volunteers: Emergency Operations Center Volunteers
8. EOP: Emergency Operations Plan
9. ESF: Emergency Support Function
10. HCEM: Hamilton County Emergency Management
11. IAP: Incident Action Plan
12. ICS: Incident Command System
13. IN-VOAD: Indiana Voluntary Organizations Active in Disasters
14. JIS: Joint Information System
15. JIC: Joint Information Center
16. LTR: Long Term Recovery
17. LTRC: Long Term Recovery Committee
18. MOU: Memorandum of Understanding
19. MRC: Medical Relief Corps



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- 20. **NGO: Non-Governmental Organization**
- 21. **PIO: Public Information Officer**
- 22. **POD: Point of Distribution**
- 23. **PVO: Private Voluntary Organization**
- 24. **RACES: Radio Amateur Civil Emergency Service**
- 25. **RSA: Resource Staging Area**
- 26. **SOP: Standard Operating Procedures**
- 27. **VIPS: Volunteers in Police Service**
- 28. **VRC: Volunteer Reception Center**

