

# VOLUNTEER AND DONATIONS MANAGEMENT

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## **Capability Definition**

Volunteer and Donations Management is the capability to effectively coordinate the registration and management of unaffiliated volunteers and unsolicited donations in support of domestic incident management.

## **Outcome**

The positive effect of using unaffiliated volunteers and unsolicited donations is maximized and does not hinder response and recovery activities.

## **Relationship to National Response Plan Emergency Support Function (ESF)/Annex**

The capability supports the Volunteer and Donations Management Support Annex.

## **Preparedness Tasks and Measures/Metrics**

Activity: Develop and Maintain Plans, Procedures, Programs and Systems	
Critical Tasks	
Res.B1e 1.1	Develop NIMS-compatible plans, policies, and protocols for coordinating the management of unaffiliated volunteers
Res.B1e 1.3.1	Develop plans, policies, and protocols for coordinating the management of unsolicited donated goods
Res.B1e 1.3.2	Develop plans, policies, and protocols for coordinating the referral of undesignated cash donations
Res.B1e 1.1.8	Develop plan to open and staff a donations call center to accept, match and process offers of goods and services
Res.B1e 1.2.1	Develop system/criteria for evaluating and/or vetting voluntary organizations and/or relief funds
Res.B1e 1.2.2	Develop a list of verified and/or vetted voluntary organizations and/or relief funds
Res.B1e 1.4.1	Develop plans for effective information management communicating with Public Information Officers (PIOs) at all levels
Res.B1e 1.4.2	Develop plans to coordinate with local/state/tribal/federal government, nongovernmental organizations, and private entities to effectively use unaffiliated volunteers, unsolicited donated goods and undesignated cash donations

Res.B1e 1.4.3	Develop outreach plan designed to educate the preparedness and response community about the functions of the volunteers and donations management capability	
Res.B1e 6.2.2	Develop a strategic facilities management plan to identify, staff and operate all facilities including multi-agency warehouse, volunteer and donations coordination center, volunteer reception center(s) and emergency distribution centers	
Res.B1e 1.1.5	Research existing liability issues and laws that affect unaffiliated volunteers utilization.	
Res.B1e 1.1.5.1	Encourage agencies receiving unaffiliated volunteers to clarify their limits on liability protection	
Res.B1e 1.1.6	Determine priority needs and roles required from the unaffiliated volunteers for all-hazards	
Res.B1e 1.1.7	Identify potential volunteer opportunities to expedite community involvement	
Res.B1e 1.1.8.1	Assign toll free number for use at call center	
<b>Preparedness Measures</b>		<b>Metrics</b>
An unaffiliated volunteer and unsolicited donations management plan is in place that defines needs for and utilization of unaffiliated volunteers		Yes/No
An unaffiliated volunteer and unsolicited donations management plan is in place that manages unsolicited donations		Yes/No
An unaffiliated volunteer and donations management plan is in place that addresses facility management		Yes/No
National and State Volunteer Organizations Active in Disaster (VOAD) are established and coordinated with during disaster planning		Yes/No
Cooperative agreements and memorandums of understanding (MOUs) with volunteer management organizations are developed as appropriate		Yes/No
Norms and standards set regarding appropriate, fair and equal allocation of all donated resources to ensure 501 (c) 3 or other determined qualifiers are used		Yes/No
Points of contact for donations are shared with outside jurisdictions, the private sector, non-government organizations, and the media, as appropriate		Yes/No

### Activity: **Develop and Maintain Training and Exercise Programs**

#### **Critical Tasks**

Res.B1e 2.2.1	Exercise plans for unaffiliated volunteers and unsolicited donations management
Res.B1e 2.1.1	Develop and implement awareness-training programs regarding the use of volunteers and donations
Res.B1e 2.2.1.1	Develop and implement exercise and training for the distribution of public information

Res.B1e 2.1.2	Develop and conduct training to improve all-hazard incident management capability	
Res.B1e 2.2.2	Conduct an after action review to determine strengths and shortfalls and develop a corrective plan accordingly	
Res.B1e 2.1.5	Participate in training exercises with government agencies and other nongovernmental organizations, as appropriate	
Res.B1e 2.1.3	Complete relevant Incident Command System and/or National Incident Management System training for appropriate personnel and volunteers	
Res.B1e 2.1.4	Conduct internal and external training about the activities and responsibilities of unaffiliated volunteers and unsolicited donations capability	
<b>Preparedness Measures</b>		<b>Metric</b>
Plans are in place to coordinate exercise and training with local/state/tribal/federal government and nongovernmental organizations		Yes/No
Unaffiliated volunteers and unsolicited donations management plan is exercised		Annually
External awareness training is provided for government and nongovernment partners		Yes/No
Internal awareness training is provided for staff		Yes/No
Personnel are trained to manage required systems, materials and technology per their roles and responsibilities		100%
Donation management team and warehouse personnel are trained on distribution plan and procedures		100%

**Performance Tasks and Measures/Metrics**

<p><b>Activity: <i>Coordinate Management for Unaffiliated Volunteer Management Operations and the Establishment of Warehouses and Materials Handling Equipment</i></b></p> <p><b>Definition: In response to citizens, businesses, and corporations spontaneously volunteering and or/donating goods or cash, provide program to manage response plans.</b></p>	
<b>Critical Tasks</b>	
Res.B1e 3.1	Review and activate State and local plans for unsolicited donations and unaffiliated volunteers
Res.B1e 3.4.1	Coordinate voluntary support/activities with community/tribal leadership and liaise with local agencies
Res.B1e 6.2.1	Locate and establish warehouses and materials handling equipment
Res.B1e 6.2.2	Develop a strategic facilities management plan (multi-agency warehouse, emergency distribution centers)
Res.B1e 3.3.1	Establish a liaison with media outlets and other stakeholders (e.g., Congress, Federal agencies) to provide information about unaffiliated volunteers and unsolicited donations
Res.B1e 3.3.2	Work closely with public information officers (PIOs) to disseminate critical information about appropriate ways to volunteer and donate

Res.B1e 6.2.2.1	Implement a strategic facilities management plan (multi-agency warehouse, emergency distribution centers)	
Res.B1e 3.4.2	Coordinate and collaborate with state and national Voluntary Organizations Active in Disasters (VOAD) and its members	
Res.B1e 3.5.3	Collaborate with other agencies/organizations/businesses regarding volunteers and donations	
Res.B1e 6.1.2	Designate and advertise points of contact for receiving equipment and technical (i.e., communications, logistics, housing, medical) solutions from the private sector, outside jurisdictions, nongovernmental organizations, and volunteers	
Res.B1e 4.1.3	Establish a volunteer and donations coordination center (VDCC)	
Res.B1e 3.4	Coordinate with agencies offering and/or accepting donations	
Res.B1e 3.5.4	Gather donations information about collections, distributions and other events concerning donations from the field to help manage the effect	
Performance Measures		Metric
Volunteer and donations coordination center is activated		Within 12 hours of incident
The media and other agencies are provided precise information about volunteer and donation needs and give guidance on appropriate ways to help		Within 24 hours after the end of a disaster or incident

**Activity: *Activate Volunteer and Donations Management Emergency Plan***

**Definition: In response to an incident, mobilize personnel and facilities to begin processing offers of assistance.**

**Critical Tasks**

Res.B1e 4.1.2	Activate pre-assigned toll-free numbers	
Res.B1e 3.3.2	Work closely with a public information officer to disseminate critical information about appropriate ways to volunteer and donate	
Res.B1e 4.2.2	Brief senior leadership and elected officials (government, Federal Coordinating Officer [FCO], Congress staff)	
Res.B1e 4.2.3.1	Work with all affected local/state/tribal/federal governments	
Res.B1e 4.1.1	Activate donations/volunteer coordination teams (DVCT)	
Res.B1e 4.1.3	Establish a volunteer and donations coordination center (VDCC)	
Res.B1e 3.4.2	Coordinate and collaborate with Voluntary Organizations Active in Disaster (VOAD), its members and other vetted agencies/organizations/businesses	
Res.B1e 3.1	Review and activate State and local plans for unaffiliated volunteers and unsolicited donations	
Performance Measures		Metric
Volunteer/donations coordinators are deployed		6 hours after the end of a disaster or incident
Pre-assigned toll-free numbers are activated		Within 12 hours of incident
Points of contact for donations are advertised to outside jurisdictions, the private sector, non-governmental organizations, and the media		Yes/No

Senior leadership and elected officials are briefed	Within 12 hours of incident
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**Activity: Organize Volunteers and Assign Them to Disaster Relief Efforts****Definition: Gather and provide information unaffiliated volunteers to efficiently refer them to assigned organizations and agencies per developed tactical plans.****Critical Tasks**

Res.B1e 5.2.1	Operate call centers and websites to gather information and register if possible, unaffiliated spontaneous volunteers
Res.B1e 5.2.4	Match and refer individual or grouped volunteers with requests from agencies
Res.B1e 5.2.2	Conduct pre-deployment/pre-assignment briefing for volunteers

<b>Performance Measures</b>	<b>Metric</b>
Ability is in place to: receive, register and provide information to volunteers (via phone bank, web site virtual call center, etc.)	Within 24 hours of incident
Volunteers receive briefing	100%
Volunteers are briefed prior to start of assignment	100%
Volunteers are matched with assignments per the tactical plan	100%
Volunteers are referred	100%

**Activity: Collect and Manage Material Donations****Definition: Once activated, receive and manage unsolicited in-kind donations.****Critical Tasks**

Res.B1e 6.1.1	Operate phone bank and websites to collect information on material donations
Res.B1e 6.2.1	Locate and establish warehouses and material handling equipment

<b>Performance Measures</b>	<b>Metric</b>
A volunteer and donations staging area, including information management technology and communications equipment is established	Within 48 hours after an incident
A strategic facility management plan was implemented	Within 24 hours after notification of a disaster or impending disaster
An operational donations management warehouse(s) with professional and volunteer staff is established	Within 24 hours following the location of a warehouse

**Activity: Collect and Manage Cash Donations****Definition: Once activated, refer cash donations to appropriate voluntary organizations.****Critical Tasks**

Res.B1e 7.1	Educate the public through press releases on the benefits of cash donations to voluntary agencies
Res.B1e 7.4	Direct cash donations to voluntary agencies supporting the incident

Res.B1e 7.2	Keep appropriate documentation from all undesignated cash/monetary donations	
Res.B1e 7.3	Coordinate with verified and /or vetted agencies for the transfer of undesignated cash donations	
<b>Performance Measures</b>		<b>Metric</b>
Accuracy in accountability records is established and maintained		100%
Personnel follow policies and procedures concerning undesignated cash donations		100%
Personnel follow policies and procedures concerning referral of cash donations to appropriate voluntary agencies		100%

**Activity: *Coordinate Distribution of Donations***

**Definition: Process and disburse goods based on established plan.**

<b>Critical Tasks</b>		
Res.B1e 8.2	Manage surge in unsolicited donations and in-kind materials	
Res.B1e 8.3	Coordinate with local/state/tribal/federal government, nongovernmental organizations, and private entities to effectively use unsolicited goods and undesignated cash donations	
<b>Performance Measures</b>		<b>Metric</b>
Donated goods are inventoried		100%
Unneeded and unusable donated goods are managed according to developed plans		Yes/No

**Activity: *Transition to Long-Term Recovery***

**Definition: Period after the incident is determined to be under control and extended care/service plan by partner government agencies and NGOs becomes active.**

<b>Critical Tasks</b>		
Res.B1e 9.2	Allocate undesignated cash donations and in-kind material donations to long-term recovery effort	
Res.B1e 9.3	Assess the long-term needs and requirements for unaffiliated volunteers and unsolicited donations	
Res.B1e 9.4	Coordinate appropriate messages with public information officers and media outlets	
Res.B1e 9.5	Brief major donors on transition and redirection of donations	
<b>Performance Measures</b>		<b>Metric</b>
Inventory has been performed		Yes/No
Donations are re-designated/re-assigned in accordance with donors' intent		100%
Long-term needs and requirements are assessed		Yes/No
Transition is accomplished between the Volunteer/Donations Coordination Center and mass care, EOC management and other agencies/organizations/businesses		Yes/No

**Activity: *Deactivate Volunteer Management and Donations***

**Definition: Based on need assessments, deactivate components of the plan (i.e. warehouse, phone bank) when appropriate**

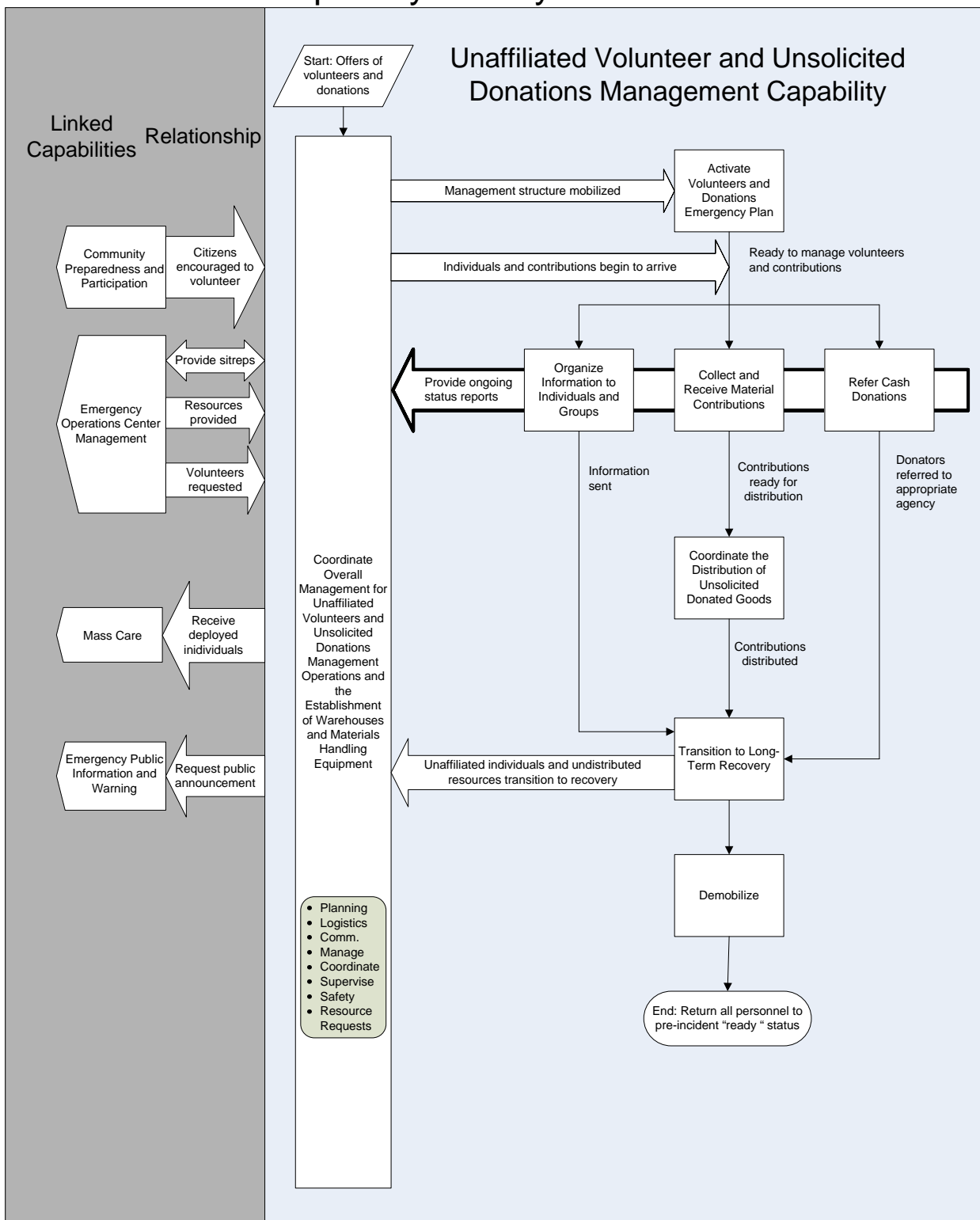
**Critical Tasks**

Res.B1e 10.3	Conduct appropriate salvage of remaining donated goods once response/recovery phase ends	
Res.B1e 10.1	Close Volunteer/Donations Coordination Center and other facilities such as phone bank and warehouses	
Res.B1e 10.2	Conduct a debriefing of Volunteer Management and Donations personnel	
<b>Performance Measures</b>		<b>Metric</b>
Percentage of donations re-designated/re-assigned in accordance with donors' intent		100%
Appropriate personnel are debriefed		100%
Stakeholders provided with information from lessons learned to improve future events		Yes/No

***Linked Capabilities***

<b>Linked Capability</b>	<b>Relationship</b>
Community Preparedness and Participation	Community Preparedness and Participation capability provides a prepared pool of unaffiliated volunteers for registration into the Volunteer Management and Donations capability to be referred as appropriate. Community Preparedness and Participation capability promotes affiliation of volunteers prior to the incident to reduce the numbers of unaffiliated volunteers registering into the Volunteer and Donations capability.
Emergency Operations Center Management	Emergency Operations Center Management provides resources and situation reports to the Volunteer Management and Donations capability, which provides situation reports in return.
Mass Care	Mass Care capability receives donated goods and individuals referred by the Volunteer and Donations Management capability.
Emergency Public Information and Warning	Volunteer and Donations Management capability requests public service announcements from Emergency Public Information and Warning.

# Capability Activity Process Flow



## Capability Element Description Details

Capability Elements	Components and Description
Volunteer and donations phone bank	Capability established pre-incident and activated as needed to handle calls. Consists of 20–60 operators (call takers) with computer terminals networked; access to high-speed Internet; phone bank database on secure Web site with logon, passwords, and varying levels of access; and 1 donation coordination team of 8–10 people with clerical support; 1 volunteer coordination team of 8–10 people to qualify offers of services and develop links to agencies needing volunteers; an 800 telephone number with 20–60 line capability; 20+ additional lines for coordination teams; and computers for coordination teams
Transportation	Trucks and drivers to pick up and deliver goods
Warehousing	One warehouse manager and associated equipment and personnel
Volunteer/Donations Coordinator	The Volunteer/Donations Coordinator manages the VDCC and media relations. Per NIMS, there are Type I, II, III, and IV donations coordinators, who are part of the Donations Management Team. The Volunteer and Donations Coordinator possesses an operational knowledge of all aspects of donations coordination, including management of unaffiliated volunteers, undesignated funds, and unsolicited goods, from concerned citizens and private organizations following a catastrophic disaster situation.
Donation Coordination Team	Per NIMS, a Donation Coordination Team consists of persons trained and experienced in all aspects of donations management.
Donations Specialist	Per NIMS, an individual who possesses an overall knowledge of all aspects of donations management at all levels. Capable of assisting in the physical establishment of the Volunteer and Donations Coordination Center (VDCC) and the Phone Bank (if required). This includes facility, data management, and internal operations

### Planning Assumptions

- Although applicable to several of the 15 National Planning Scenarios, the capability planning factors were developed from an in-depth analysis of the major earthquake scenario. Other scenarios were reviewed to identify required adjustments or additions to the planning factors and national targets.
- Volunteer and Donations Management will require significant attention immediately following the event. If not promptly and appropriately managed, attention to this activity will demand the diversion of resources away from service delivery.
- Offers of assistance will come from other countries.
- Seasonal considerations include the dead of winter instead of summer.

### Scenario-Specific

- Three million are affected, 2.5 million are displaced, 30,000 are killed, and 150,000 are injured.
- Infrastructure failure is pervasive in communications, energy, and water and sewer sectors.
- Resources are needed within 12–48 hours, which can be located regionally. The optimal location should be 15–20 miles from the event site (ground zero). However, damage to

infrastructure may dictate otherwise. The Volunteer and Donations Coordination Center and Phone Bank should generally be located close to the State’s Emergency Operation Center (EOC) for coordination purposes.

**Planning Factors from an In-Depth Analysis of a Scenario with Significant Demand for the Capability (Earthquake)**

Resource Organization	Estimated Capacity	Scenario Requirement Values	Quantity of Resources Needed
Volunteer and Donations Phone Bank	Handles 5,000 calls/day 60 operators for 14 hours/day	An average of 2,500 calls come in a day resulting from media blitz; each call averages 10 minutes	60 operators per shift 2 shifts = 120 operators 6 supervisors per shift. 1 manager
Transportation	1 26-ft. container holds 4 tons	1,000,000 persons are displaced; need 10 pounds of clothing and personal goods per day	1,250 trucks and drivers to pick up and deliver goods
Warehousing	1 warehouse manager and associated equipment and personnel	1,000,000 persons are displaced; need 10 pounds of personal goods per day	100,000 tons of material for each warehouse; one warehouse worker per 25,000 tons = 4
Volunteer/Donations Coordinator	Manage centers and media relations.		

**Approaches for Large-Scale Events**

Due to the possibility of severely damaged roads, alternative methods of transportation (e.g., helicopters) will need to be considered.

**National Targets and Assigned Levels**

Responsible	Element Resource Unit	Type of Element	Number of Units	Unit Measure (number per x)	Capability Activity supported by Element
Non-governmental Organization	Volunteer/ Donations Coordination Center (VDCC)	Resource organization	1	Per State	Organize and Assign Volunteers Collect and Manage Material Donations Collect and Manage Cash Donations
State/ local/ non-governmental organizations/ private	Transportation	Non-NIMS Resource Organization	As needed	Per incident	Collect and Manage Material Donations

Responsible	Element Resource Unit	Type of Element	Number of Units	Unit Measure (number per x)	Capability Activity supported by Element
Non-governmental Organization	Warehousing	Non-NIMS Resource Organization	1 - 6	Per incident	Collect and Manage Material Donations
Non-governmental Organization	Volunteer/ Donations Coordinators	Personnel	4	Per region	All Activities

### **References**

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