

VOLUNTEER MANAGEMENT AND DONATIONS

Capability Definition

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

Outcome

The positive effect of using volunteers and donations is maximized to augment incident operations.

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

The capability supports the following Emergency Support Functions (ESFs):

Volunteer and Donations Management Support Annex
ESF #6: Mass Care, Housing and Human Services

Preparedness Tasks and Measures/Metrics

Activity: <i>Develop and Maintain Plans, Procedures, Programs, and Systems</i>	
Critical Tasks	
Res.B1e 1.1	Develop NIMS-compatible plans, policies, and protocols for coordinating the management of volunteers
Res.B1e 1.3.1	Develop plans, policies, and protocols for coordinating the management of 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 volunteers, donated goods and 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 volunteer utilization.	
Res.B1e 1.1.5.1	Encourage agencies receiving volunteers to clarify their limits on liability protection	
Res.B1e 1.1.6	Determine priority needs and roles required from the 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	
Res.B.1.e 1.1.9	Develop system or process for ensuring credentialing/accreditation of skilled volunteers	
Preparedness Measures		Metrics
A Volunteer Management and Donations plan that defines needs for and utilization of volunteers is in place		Yes/No
Plans specify the criteria for activating the Volunteer Management and Donations Emergency operations, including establishing a volunteer and donation coordination center (VDCC)		Yes/No
Volunteer Management and Donations plan address the management of material and cash donations (e.g. maintenance of appropriate documentation, referral of undesignated cash donations).		Yes/No
Volunteer Management and Donations plan includes communications requirements (e.g. provide information via website and toll free number for use at call center, advertise points of contact for receiving equipment and technical solutions).		Yes/No
Volunteer Management and Donations plan addresses the management of unaffiliated volunteers (e.g. identify potential volunteer opportunities, determine priority roles and needs for all hazards, research existing liability issues).		Yes/No
Volunteer Management and Donations plan addresses long-term recovery (e.g. allocate donations, assess need for volunteers, brief major donors on re-direction of donations).		Yes/No
Volunteer Management and Donations plan addresses facility management (e.g. identify, staff, operate multi-agency warehouses, volunteer and donations coordination centers, volunteer reception centers, emergency distribution centers).		Yes/No
Volunteer Management and Donations plan addresses the safety, security, and self-sufficiency of facilities and materials		Yes/No
National and State Volunteer Organizations Active in Disaster (VOAD) are established and coordinated with during disaster planning		Yes/No
Cooperative agreements and memoranda 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,		Yes/No

non-government organizations, and the media, as appropriate	
A database is in place to track the status of resources (e.g. when supplies are requested, where supplies will be delivered, constant inventory updates.).	Yes/No

Activity: <i>Develop and Maintain Training and Exercise Programs</i>	
Critical Tasks	
Res.B1e 2.2.1	Exercise plans for volunteer management and donations
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 2.1.6	Develop just-in-time training program for volunteers to perform required tasks
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 volunteers and donations capability
Preparedness Measures	Metric
Plans to coordinate exercise and training with local/State/tribal/Federal government and nongovernmental organizations are in place	Yes/No
Frequency with which volunteers and donations management plan is exercised	Every 12 months
External awareness training is provided for government and nongovernmental partners	Yes/No
Internal awareness training is provided for staff	Yes/No
Percent of personnel trained to manage required systems, materials and technology per their roles and responsibilities	100%
Percent of donation management team and warehouse personnel trained on distribution plan and procedures	100%

Performance Tasks and Measures/Metrics

Activity: *Coordinate Volunteer Management Operations and the Establishment of Warehouses and Materials Handling Equipment*

Definition: In response to citizens, businesses, and corporations spontaneously volunteering and or/donating goods or cash, provide program to manage response plans.

Critical Tasks	
Res.B1e 3.1	Review and activate State and local plans for donations and 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 volunteers and 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
Res.B1e 3.5.5	Manage large numbers of government and nongovernmental volunteers in disaster
Performance Measures	Metric
Time in which volunteer and donations coordination center is activated	Within 12 hours from incident
Time in which 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 from the end of a disaster or incident

Activity: *Activate Volunteer Management and Donations 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 volunteers and donations
Res.B1e 4.1.4	Activate website for receiving monetary donations, and offers of other donations/volunteers
Performance Measures	Metric
Time in which volunteer/donations coordinators are deployed	Within 6 hours from the end of a disaster or incident
Time in which pre-assigned toll-free numbers are activated	Within 12 hours from 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 from incident

Activity: *Organize Volunteers and Assign Them to Disaster Relief Efforts*

Definition: Gather and provide information to efficiently refer volunteers 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 individual volunteers with requests from agencies
Res.B1e 5.2.2	Conduct pre-deployment/pre-assignment briefing for volunteers
Res.B1e 5.3.1	Provide just-in-time training program for volunteers to perform required tasks
Res.B1e 5.5	Coordinate with voluntary agencies
Res.B1e 5.5.1	Coordinate solicitation of skilled volunteers and technical capabilities
Res.B1e 5.2.3	Implement system to check credentialing/accreditation of skilled volunteers if necessary
Res.B1e 5.6	Support response operations using volunteer resources and volunteered technical capabilities

Performance Measures	Metric
Time in which ability is in place to: receive, register and provide information to volunteers (via phone bank, web site virtual call center, etc.)	Within 24 hours from incident
Percent of volunteers who receive briefing	100%
Percent of volunteers who are briefed prior to start of assignment	100%
Percent of volunteers who are matched with assignments per their capabilities and the tactical plan	100%
Percent of volunteers who 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 call centers and websites to collect information on material donations
Res.B1e 6.2.1	Locate and establish warehouses and material handling equipment
Res.B1e 6.3	Gather material donations intelligence from the field

Performance Measures	Metric
Time in which a volunteer and donations staging area, including information management technology and communications equipment is established and operational	Within 48 hours from an incident
Time in which a strategic facility management plan is implemented	Within 24 hours from notification of a disaster or impending disaster
Time in which an operational donations management warehouse(s) with professional and volunteer staff is established	Within 24 hours from the establishment of 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 7.3.1	Coordinate with agencies collecting cash donations
Res.B1e 7.3.2	Collect cash donations
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

Performance Measures	Metric
Accuracy in accountability records is established and maintained	Yes/No
Percent of personnel following policies and procedures concerning undesignated cash donations	100%
Percent of personnel following 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.

Critical Tasks	
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
Res.B1e 8.4	Implement proper accounting policies and protocols to handle cash donations
Performance Measures	Metric
Percent of donated goods that are inventoried	100%
Percent of unneeded and unusable donated goods managed according to developed plans	100%

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

Critical Tasks	
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 volunteers and 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
Performance Measures	Metric
Inventory of donations has been completed	Yes/No
Percent of donations re-designated/re-assigned in accordance with donors' intent and/or the donation management plan	100%
Needs and requirements for volunteers and donations for long-term recovery 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

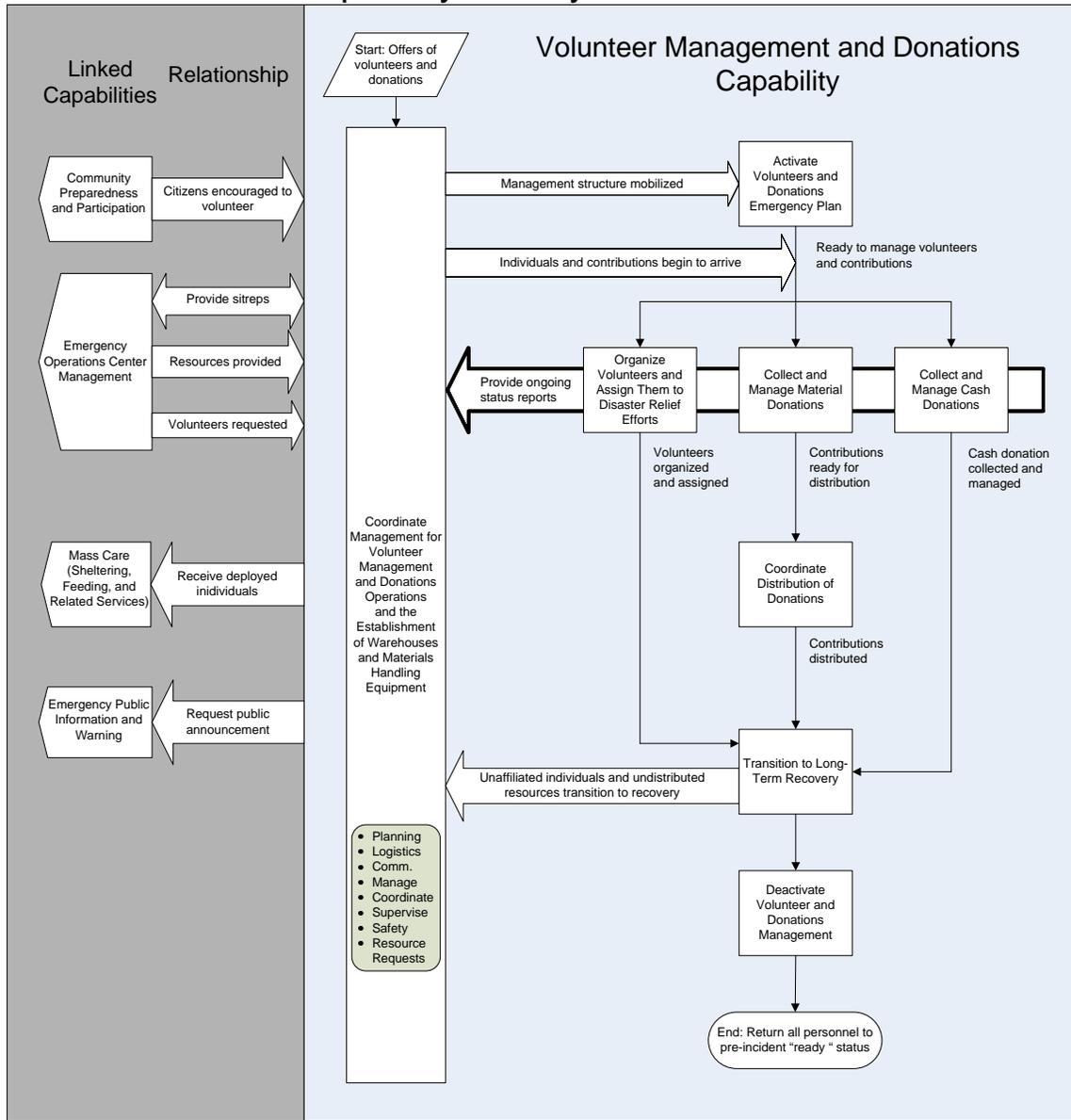
Critical Tasks

Res.B1e 10.3	Conduct appropriate salvage of remaining donated goods once response/recovery phase ends	
Res.B1e 10.1.2	Demobilize deployed volunteers	
Res.B1e 10.1.3	Demobilize volunteered technical capabilities	
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	
Performance Measures		Metric
Percent of donations re-designated/re-assigned in accordance with donors' intent and/or the donation management plan		100%
Percent of appropriate personnel debriefed		100%
Stakeholders are provided with information from lessons learned to improve future events		Yes/No

Linked Capabilities

Linked Capability	Relationship
Community Preparedness and Participation	Community Preparedness and Participation brings nongovernmental organizations and entities together with government emergency planners through Citizen Corps Councils to integrate resources from nongovernmental organizations and entities into emergency response operations plans through pre-disaster MOAs and MOUs for pro-bono NIMS-typed resources and NIMS-credentialed volunteers and to develop processes for coordinating unaffiliated volunteers registering into Volunteer Management and Donations. Community Preparedness and Participation provides all-hazards preparedness education and training to develop more resilient community organizations and individuals.
Emergency Operations Center Management	Emergency Operations Center Management provides resources and situation reports to Volunteer Management and Donations, which provides situation reports in return.
Mass Care (Sheltering, Feeding, and Related Services)	Mass Care receives donated goods and individuals referred by Volunteer Management and Donations.
Emergency Public Information and Warning	Volunteer Management and Donations requests public service announcements from Emergency Public Information and Warning.

Capability Activity Process Flow



Resource Element Description

Resource Elements	Components and Description
Volunteer and Donations Coordinator Center (VDCC) and Phone Bank	<p>Capability established pre-incident and activated as needed to handle calls.</p> <p>Personnel: 60 operators (call takers) per shift; 6 supervisors per shift; 1 manager; 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</p> <p>Equipment: networked computer terminals for call takers; access to high-speed Internet; phone bank database on secure Web site with logon, passwords, and varying levels of access; an 800 telephone number with 20–60 line capability; 20+ additional lines for coordination teams; and computers for coordination teams</p>
Volunteer/Donations Coordinator	Per NIMS, there are Type I, II, III, and IV donations coordinators, who manage the VDCC and media relations. The Volunteer and Donations Coordinator possess an operational knowledge of all aspects of donations coordination, including management of volunteers, funds, and 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.
Transportation Team	Trucks and drivers to pick up and deliver donated goods
Warehousing Team	One warehouse manager, 4 personnel, and associated equipment

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 Management and Donations 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 Coordination Center and 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 = 2 Teams
Volunteer/Donations Coordinator	Manage centers and media relations.	Manage 2,500 calls per day and provide support to 1,000,000 displaced persons	4 per region
Transportation	1 26-ft. container holds 4 tons	1,000,000 persons are displaced; need 10 pounds of clothing and personal goods per day = 5000 tons per day	1,250 trucks and drivers to pick up and deliver goods
Warehousing Team	1 warehousing team (1 manager and 4 personnel can handle 100,000 tons of material	1,000,000 persons are displaced; need 10 pounds of clothing and personal goods per day = 5000 tons per day	100,000 tons of material for each warehouse

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.

Target Capability Preparedness Level

Resource Element Unit	Type of Element	Number of Units	Unit Measure (number per x)	Lead	Capability Activity supported by Element
Volunteer/ Donations Coordination Center (VDCC)	Resource organization	1	Per State	NGO	Organize and Assign Volunteers Collect and Manage Material Donations Collect and Manage Cash Donations
Volunteer/ Donations Coordinators	Personnel	4	Per region	NGO	All Activities

Resource Element Unit	Type of Element	Number of Units	Unit Measure (number per x)	Lead	Capability Activity supported by Element
Transportation	Non-NIMS Resource Organization	As needed	Per incident	State/Local/N GO/Private Sector	Collect and Manage Material Donations
Warehousing Team	Non-NIMS Resource Organization	1 - 6	Per incident	NGO	Collect and Manage Material Donations

References

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