

## Unit 1: Volunteer and Donations Strategies and Management

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### Introduction

In this unit, we will discuss events leading to the formation of a strategy for working with donations and volunteers at the local level. Next, we will explore how the national strategies for donations and volunteer management relate to your jurisdiction. We'll examine the functions of emergency management and how they relate to volunteer and donations management. Finally, we will have a panel discussing your State's Volunteer and Donations Management Support Annex and how it supports the work you do following a disaster.

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### Objectives

At the conclusion of this unit, you will be able to:

1. Identify the key historical events in Volunteer and Donations Management.
  2. Relate the national strategies for managing unsolicited donations, unaffiliated volunteers, and undesignated cash to events at the local and State levels.
  3. Explain the continuous nature of emergency management functions.
  4. Describe specific ways the State Volunteer and Donations Management Plan supports Local Plans and operations.
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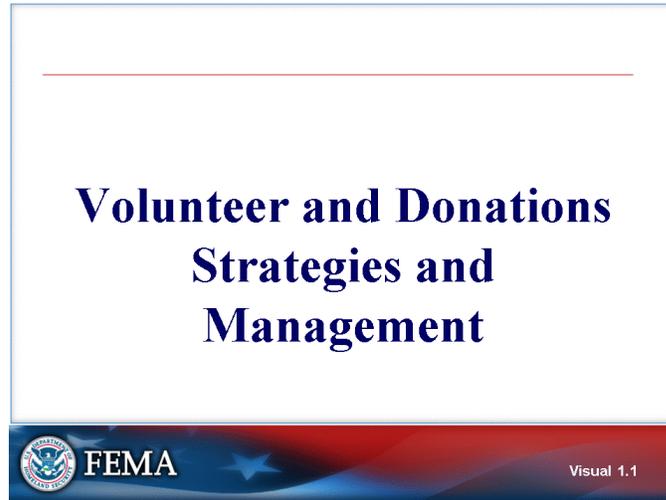
### Scope

- Volunteer and Donations Management Timeline
  - Relationship of the National Volunteer and Donations Management Strategy to local and State events
  - Functions of Emergency Management
  - Panel and Plan Review
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### Methodology

- Interactive discussion
  - Small group activity
  - Facilitated panel discussion
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Visual 1.1



## Unit Objectives

Visual 1.2

**Objectives**

1. Identify the key historical events in Volunteer and Donations Management.
2. Relate the national strategies for managing unsolicited donations, unaffiliated volunteers, and undesignated cash to events at the local and State levels.

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1. Identify the key historical events in Volunteer and Donations Management.
2. Relate the national strategies for managing unsolicited donations, unaffiliated volunteers, and undesignated cash to events at the local and State levels.

Visual 1.3

**Objectives (Continued)**

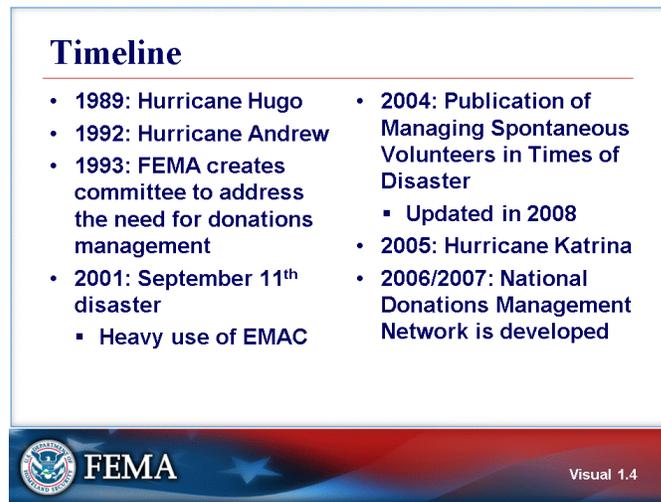
3. Explain the continuous nature of emergency management functions.
4. Describe specific ways the State Volunteer and Donations Management Plan supports Local Plans and operations.

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3. Explain the continuous nature of emergency management functions.
4. Describe specific ways the State Volunteer and Donations Management Plan supports Local Plans and operations.

## Volunteer and Donations Management Timeline

Visual 1.4



- 1989—Hurricane Hugo—interagency coordination and planning started with Hugo.
- 1992—Hurricane Andrew—
  - Operation highlighted the need for plans to address the issue of unsolicited donated goods and unaffiliated volunteers.
  - People across the Nation donated tons of materials that were not appropriate for a hurricane in Florida.
- 1993—FEMA created a committee to address the need for donations management.
  - 1994—First State donations training occurred at EMI.
- 1995—Oklahoma City Bombing—assembled a team to determine what donations needs there might be. Specific donation problems included:
  - Trucks dropping off materials on an hourly basis but no one knew if they were donations or just being loaned.
- September 11<sup>th</sup>—Heavy use of FEMA-trained State Donations Coordinators through the Emergency Management Assistance Compact (EMAC). EMAC is a legal mechanism to provide staffing resources from one State to help another.



- 2002—The UPS Foundation, Points of Light Foundation, and FEMA co-host the National Leadership Forum on Disaster Volunteerism, where more than 90 stakeholders met to begin development of guidance on managing unaffiliated volunteers.
- 2004—UPS Foundation, Points of Light Foundation, and FEMA publish “Managing Spontaneous Volunteers in Times of Disaster: The Synergy of Structure and Good Intentions.”
- 2005—Hurricane Katrina underscores the need for a more centralized information management system for managing unsolicited donated goods and unaffiliated volunteers.
- 2006/2007—FEMA works with AidMatrix Foundation to develop the National Donations Management Network (NDMN), a Web-based information management tool, for States and voluntary agencies for unsolicited donations and unaffiliated volunteers.

## Relationship of the National Volunteer and Donations Management Strategy to Local/State Events

Visual 1.5

### National Management Strategies

- Majority of this course is about:
  - Unsolicited donated goods
  - Unaffiliated volunteers
  - Undesignated cash
- The National Management Strategies are National Incident Management System (NIMS) compliant
  - And they respect the very sensitive donor relationships that may exist between donors and voluntary agencies


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Visual 1.5



- A majority of this course is about unsolicited donated goods and unaffiliated volunteers and undesignated cash.
- The National Management Strategies are National Incident Management System (NIMS) compliant.
  - There is no interest in disturbing the very sensitive donor relationships that may exist between donors and voluntary agencies.
- The National Donations Management Strategy includes 10 points that set the foundation for the entire subject of managing unsolicited donated goods.
  - Because of the broad-based and inclusive approach taken by FEMA in 1993 in the development of these points, there is still a sense of ownership of these main points by all involved in Donations Management.



- *Managing Spontaneous Volunteers* was developed in partnership with FEMA, the Points of Light Foundation, and the Volunteer Management Committee of National VOAD, through a grant from the UPS Foundation. The publication is offered as a basis for developing a strategy on working with unaffiliated volunteers and is based on an analysis of effective models.

## Relating the Strategies to You

Visual 1.6



### Relating the Strategies to You

1. Read the National Strategy assigned to your group.
2. Answer the questions and summarize on chart paper.
3. Be prepared to report to the class if your group is selected.

**You have 15 minutes to work.**

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Visual 1.6

**Purpose:** To explore the relationship of the national strategies to the types of events you have faced, or will face, on the local, county, or tribal level.

- Directions:**
1. Each person in the group should read the assigned strategy.
  2. Working with other members of your group, discuss the following questions:
    - Were any of the elements or principles a surprise to you or unclear?
    - Which elements or principles has your jurisdiction(s) already taken into account:
      - During preparedness activities?
      - In plans?
      - Informally?
      - During response activities?
  3. Record the key points of your answers on the easel and be prepared to give a 2- to 3-minute report to the class.

## 10 Principles of National Donations Management Strategy

- 1. DONATIONS ACTIVITIES MAY BEGIN BEFORE A DISASTER DECLARATION:** Donations and volunteers may flow into a disaster area immediately after a disaster. It is imperative that efforts are made to coordinate these early efforts to prevent difficult problems and misunderstandings later. Donations planning, coordination, and management are necessary to avoid the chaos, waste of time, and effort that large shipments of undesignated goods can cause. This is also necessary toward addressing spontaneous, unaffiliated volunteers who often arrive on-site at a disaster ready to help. Because they are not associated with any part of the existing emergency management response system, their offers of help are often underutilized and even problematic to professional responders.
- 2. DONATIONS MANAGEMENT SHOULD ADDRESS UNDESIGNATED GOODS AND SPONTANEOUS VOLUNTEERS:** State and Federal donations management concerns and efforts are the **unsolicited or undesignated goods** and **spontaneous or convergent volunteers**. Designated goods and services are not addressed by the national strategy; they are managed by voluntary agencies, as designated goods are part of a voluntary organization's supply line and designated volunteers are affiliated with an organization. Spontaneous volunteer efforts should be carefully monitored to ensure that there are no health or safety issues associated with the volunteer services.
- 3. SHIPMENT OF DESIGNATED GOODS MAY BE AFFECTED BY STATE POLICIES:** During a catastrophic disaster, the State may set policies that affect the transportation of all vehicles including shipments of designated donated goods. These policies should facilitate, and not interfere with, the shipment of designated goods.
- 4. STATE AND LOCAL GOVERNMENTS ARE IN CHARGE OF DONATIONS OPERATIONS:** The government should address critical issues, such as what procedures should be established at weigh stations, toll booths, and other points of entry. The government also should address developing and disseminating a message to the public regarding donated goods and volunteer services.
- 5. FEDERAL GOVERNMENT AND NATIONAL VOLUNTARY ORGANIZATIONS ACTIVE IN DISASTER (NVOAD) HAVE SUPPORT ROLES:** NVOAD is a coalition of disaster relief agencies in the United States founded in 1969 after Hurricane Camille. Its mission is to foster cooperation, coordination, collaboration, and communication among voluntary agencies. It provides guidance to Voluntary Organizations Active in Disaster (VOAD), a State-level coalition of disaster relief agencies. The NVOAD works together with FEMA in a supporting role to State and local governments and State VOADs.

6. **STATE SHOULD MAKE FULL USE OF EXISTING VOLUNTARY AGENCY CAPABILITIES:** State and local donations management personnel should be very familiar with the strengths and interests of the voluntary agencies in their area. Disaster volunteer agencies, community-based organizations, and other non-governmental organizations have a wide variety of abilities that can be used during a disaster. Experienced voluntary agencies are often the best judges of what donated goods and volunteer services may be needed in the disaster area. Voluntary agencies are very concerned with making full use of potential donated goods and services and in developing a good rapport with donors, in case of future disasters.
7. **USE A FLEXIBLE STRATEGY:** Flexibility must always be used in disaster operations. There is no single correct way to manage unsolicited goods and spontaneous volunteers for all disasters. The approach taken will depend on the size of the disaster and the kinds of needs in the affected community. Other factors determining the appropriate approach will depend on the types of working relationships and agreements that are made between government emergency management personnel and voluntary agencies prior to a disaster.
8. **USE A TEAM APPROACH:** While the government is responsible for certain critical issues, the leading voluntary agency representatives are actively involved in the day-to-day operations.
9. **CASH DONATIONS TO VOLUNTARY AGENCIES ARE PREFERRED:** Cash donations to the voluntary agencies experienced in disaster relief help the agencies purchase precisely what the affected community needs, such as food items for the food bank. Cash donations to voluntary agencies help the local economy affected by the disaster because the money is spent in the local area. Cash donations also eliminate the difficult transportation and logistics requirements necessary for the donation of goods.
10. **INFORMATION MANAGEMENT IS ESSENTIAL:** During a large-scale or catastrophic disaster, several thousand calls to a phone bank (hotline) can be anticipated. A phone bank is the backbone of a successful donations management operation. The public should know where to call to discuss and coordinate their offers before they collect and send goods and volunteers into the disaster area. A volunteer and donations phone bank must be adequately staffed to give the caller accurate and timely information about the need for donations of goods and volunteers.

## 10 Principles of Managing Unaffiliated Volunteers

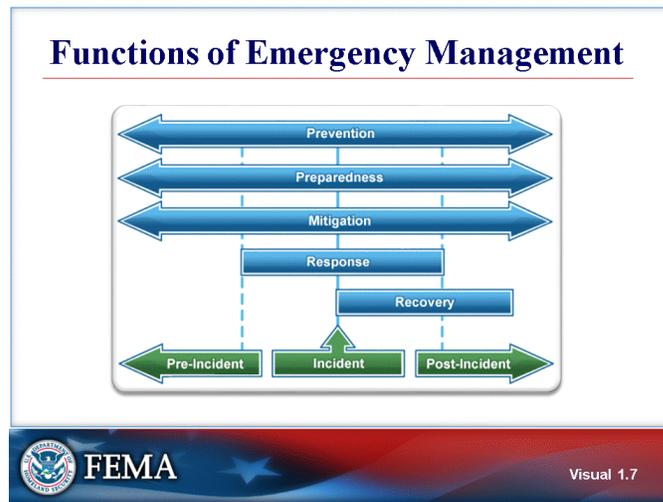
1. **VOLUNTEERING AND COMMUNITY LIFE:** Volunteering is a valuable part of every healthy community. Volunteers come from all segments of society and often provide essential services. Everyone has the potential to contribute strength and resources in times of emergency.
2. **THE VALUE OF AFFILIATION:** Ideally, all volunteers should be affiliated with an established organization and trained for specific disaster response activities. However, the spontaneous nature of individual volunteering is inevitable; therefore it must be anticipated, planned for, and managed.
3. **VOLUNTEER INVOLVEMENT IN THE FOUR PHASES:** There are valuable and appropriate roles for unaffiliated spontaneous volunteers in mitigation, preparedness, response, and recovery – as well as in other areas of community need. The response phase provides an opportunity to direct volunteers toward longer-term affiliation and community involvement.
4. **MANAGEMENT SYSTEMS:** Volunteers are a valuable resource when they are trained, assigned, and supervised within established emergency management systems. Similar to donations management, an essential element of every emergency management plan is the clear designation of responsibility for the on-site coordination of unaffiliated volunteers.
5. **SHARED RESPONSIBILITY:** The mobilization, management, and support of volunteers is primarily a responsibility of local government and nonprofit sector agencies, with support from the State level. Specialized planning, information sharing, and a management structure are necessary to coordinate efforts and maximize the benefits of volunteer involvement.
6. **VOLUNTEER EXPECTATIONS:** Volunteers are successful participants in emergency management systems when they are flexible, self-sufficient, aware of risks, and willing to be coordinated by local emergency management experts. Volunteers must accept the obligation to “do no harm.”
7. **THE IMPACT ON VOLUNTEERS:** The priority of volunteer activity is assistance to others. When this spontaneous activity is well managed, it also positively affects the volunteers themselves and thus contributes to the healing process of both individuals and the larger community.
8. **BUILD ON EXISTING CAPACITY:** All communities include individuals and organizations that know how to mobilize and involve volunteers effectively. Emergency management experts and VOAD partners are encouraged to identify and utilize all existing capacity for integrating unaffiliated volunteers.
9. **INFORMATION MANAGEMENT:** Clear, consistent, and timely communication is essential to successful management of unaffiliated volunteers. A variety of opportunities and messages should be utilized in order to educate the public, minimize confusion, and clarify expectations.
10. **CONSISTENT TERMINOLOGY:** When referring to volunteer involvement in emergency management, it is helpful to use consistent terminology. The following terms and definitions are recommended:

***Affiliated volunteers*** are attached to a recognized voluntary or nonprofit organization and are trained for specific disaster response activities. Their relationship with the organization precedes the immediate disaster, and they are invited by that organization to become involved in a particular aspect of emergency management.

***Unaffiliated volunteers*** are not part of a recognized voluntary agency and often have no formal training in emergency response. They are not officially invited to become involved but are motivated by a sudden desire to help others in times of trouble. They come with a variety of skills. They may come from within the affected area or from outside the area (also known as: “convergent,” “emergent,” “walk-in,” or “spontaneous”).

## Functions of Emergency Management

Visual 1.7



- While emergency management was previously conceived as a circle with four phases, most of its functions are always going on. We'll explore some activities that could be occurring within each of the functions shown above and then go into further detail on the next few visuals.

Visual 1.8

**Prevention**

**Actions taken to avoid an incident or intervening to stop an incident from occurring**



 **FEMA** 

Visual 1.8

What kinds of actions might you take to prevent the second disaster of too many of the wrong donations and unaffiliated volunteers affecting response operations?

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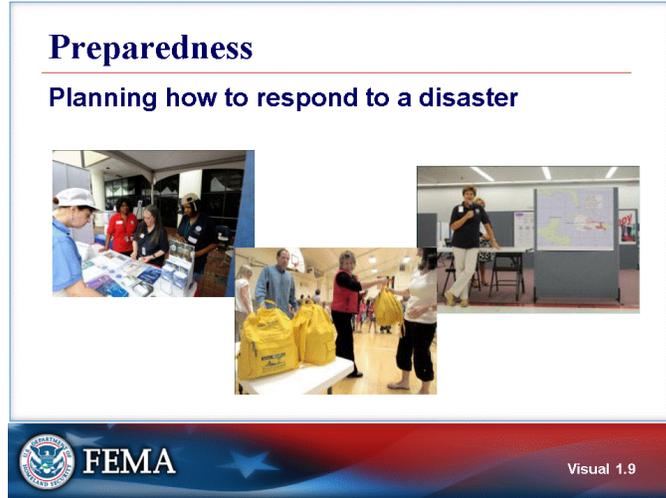
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Visual 1.9



What kinds of actions might you take during preparedness?

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Visual 1.10

**Response**

**Emergency assistance to survivors during and immediately following a disaster**



The image contains two photographs. The left photograph shows a disaster relief center with several people, including children, sitting on the floor amidst piles of clothing and supplies. The right photograph shows a woman in a blue shirt, likely an SBA representative, talking to a woman in a floral top at a table. A sign in the background reads 'SBA DISASTER ASSISTANCE'.

 **FEMA**

Visual 1.10

What kinds of actions might you take during response?

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Visual 1.11

**Recovery**

Returning systems to normal or near normal operating conditions



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Visual 1.11



It is helpful when closing a call center to leave a message on one incoming line to inform people of the closing and to give them more information on where to donate or volunteer.

What kinds of actions might you take during recovery?

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Visual 1.12



**Long-Term Recovery**

- Usually lasts from 18 months to 2 years or longer
- Evaluate scaling back or closing of donations facilities
- Volunteers and donations are still needed
- Cash is very important
  - Organizations should save money rather than give it away immediately after the disaster

Visual 1.12

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- Evaluate scaling back or closing of donations facilities
- Volunteers and donations are still needed
- Cash is very important
  - Organizations should save money rather than give it away immediately after the disaster



- Support the unmet needs committee with donations and volunteers (Long-Term Recovery Group, LRTG): Group of voluntary organizations that work together to coordinate and provide further long-term unmet needs.
- Take time to analyze the efforts for best practices to share as well as lessons learned.
- Local/county plans should address long-term recovery strategies.

Visual 1.13

**Mitigation**

Activities that eliminate or reduce the chance of occurrence or the effects of a disaster



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Visual 1.13



Mitigation takes place on a continuous basis.

- The annex or emergency plan can be updated or revised on a regular basis.
- Voluntary organizations can work with the State and local jurisdictions in rebuilding efforts.

What kinds of actions might you take during mitigation?

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## Panel and Plan Review

Visual 1.14

**Panel and Plan Review**

- Overview of State Plans
  - How does it support Local Plans?
  - When is it activated?
  - When it's not activated, what Local Plans go into effect?
    - Who does what?
    - When?
    - What are differences between declared and non-declared?

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Visual 1.14

## Unit Summary

Visual 1.15

**Summary**

1. Identify the key historical events in Volunteer and Donations Management.
2. Relate the national strategies for managing unsolicited donations, unaffiliated volunteers, and undesignated cash to events at the local and State levels.

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Visual 1.15

1. Identify the key historical events in Volunteer and Donations Management.
2. Relate the national strategies for managing unsolicited donations, unaffiliated volunteers, and undesignated cash to events at the local and State levels.

Visual 1.16

**Summary (Continued)**

3. Explain the continuous nature of emergency management functions.
4. Describe specific ways the State Volunteer and Donations Management Plan supports Local Plans and operations.

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3. Explain the continuous nature of emergency management functions.
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Let's see what you remember about what we covered in this unit ...

- In this unit, we have had a chance to gain appreciation of the unique characteristics of the management of unaffiliated volunteers and donations.
- We've also discussed how your State Plan supports the Local Plans for various jurisdictions and relates to local operations.

## **APPENDIX**

	<b>Page</b>
<b>Acronyms for Volunteer and Donations Management Class .....</b>	<b>1-22</b>

**ACRONYMS FOR  
VOLUNTEER AND DONATIONS MANAGEMENT CLASS**

\*If a participant asks about the term COAD, tell him or her the term is not used because it is a copyrighted acronym in use for another purpose. Community Organizations Active in Disaster are generally considered Regional VOADs or community groups.

<b>ACRONYMS</b>	<b>TERMS</b>
ACS	Adventist Community Services
CAP	Community Action Programs
CBO	Community-Based Organizations
CFR	Code of Federal Regulations
*DRC	Disaster Recovery Center
DSS	Department of Social Services
EM	Emergency Management
EMAC	Emergency Management Assistance Compact
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
ESF	Emergency Support Function
FCO	Federal Coordinating Officer
FEMA	Federal Emergency Management Agency
GIS	Geographical Information System
ICS	Incident Command System
IMAT	Incident Management Assistance Team
JFO	Joint Field Office
JIC	Joint Information Center
LTRG	Long-Term Recovery Group
MACC	Multi-Agency Coordination Center
Mob Center	Mobilization Center
MRE	Meals Ready to Eat
National VOAD	National Voluntary Organizations Active in Disaster
NDMN	National Donations Management Network (information management system used by States)
NEMA	National Emergency Management Association
NGO	Non-Government Organization

NIMS	National Incident Management System
NPSC	National Processing Service Center
NRCC	National Response Coordination Center
NDRF	National Disaster Recovery Framework
NRF	National Response Framework
NWS	National Weather Service
OFDA	Office of Foreign Disaster Assistance
PAO	Public Affairs Officer
PDA	Preliminary Damage Assessment
PIO	Public Information Officer
PNP	Private-Not-for-Profit
POD	Point of Distribution
PVOs	Private Voluntary Organizations
RA	Regional Administrator
Red Cross	American Red Cross
RRCC	Regional Response Coordination Center
SBA	Small Business Administration
SCO	State Coordinating Officer
SEOC	State Emergency Operating Center
SERT	State Emergency Response Team
SITREP	Situation Report
SOP	Standard Operating Procedures
USDA	United States Department of Agriculture
USDOT	United States Department of Transportation
VAL	Voluntary Agency Liaison
VDCC	Volunteer and Donations Coordination Center
VDCT	Volunteer and Donations Coordination Team
VOAD	Voluntary Organizations Active in Disaster (National, State, Regional, Community)