

Coordinating Agency:

Department of Homeland Security/Federal
Emergency Management Agency

Cooperating Agencies:

Department of Agriculture
Department of Health and Human Services
Department of Homeland Security
Department of State
Department of Transportation
Corporation for National and Community
Service
General Services Administration
U.S. Agency for International Development
USA Freedom Corps
National Voluntary Organizations Active in
Disaster

INTRODUCTION

Purpose

The Volunteer and Donations Management Support Annex describes the coordination processes used to support the state in ensuring the most efficient and effective use of unaffiliated volunteers, unaffiliated organizations, and unsolicited donated goods to support all Emergency Support Functions (ESFs) for incidents requiring a Federal response, including offers of unaffiliated volunteer services and unsolicited donations to the Federal Government.

Scope

This annex provides guidance on the Federal role in supporting state governments in the management of masses of unaffiliated volunteers and unsolicited donated goods. (Any reference to volunteer services and donated goods in this annex refers to unaffiliated volunteer services¹ and unsolicited goods, unless otherwise stated.) This guidance applies to all agencies and organizations with direct and indirect volunteer and/or donations responsibilities under the National Response Framework.

Policies

The goal of volunteer and donations management is to efficiently and effectively support the affected jurisdictions in close collaboration with the voluntary organizations/agencies, in an effort to manage the overall influx of offers of goods and services to the Federal Government, local, state, tribal, territorial, and insular area governments, voluntary agencies, and other entities before, during, and after an incident.

The Federal Government encourages local, state, tribal, territorial, and insular area governments to coordinate with voluntary agencies, community and faith-based organizations, volunteer centers, and private sector entities through local Citizen Corps Councils and local Voluntary Organizations Active in Disaster (VOADs) to participate in preparedness activities including planning, establishing appropriate roles and responsibilities, training, and exercising.

Private nonprofit and private sector organizations that can provide a specific disaster-related service to local, state, tribal, territorial, insular area, and Federal governments are encouraged

¹ Unaffiliated volunteers, also known as spontaneous volunteers, are individuals who offer to help or self-deploy to assist in emergency situations without fully coordinating their activities. They are considered "unaffiliated" in that they are not part of a disaster relief organization. Although unaffiliated volunteers can be significant resources, because they do not have preestablished relationships with emergency response organizations, verifying their training or credentials and matching them with the appropriate service areas can be difficult.

to establish preincident operational agreements with emergency management agencies. At the Federal level, FEMA will provide preincident support to broker a match with the most appropriate ESF or response element for organizations with disaster services that are not currently affiliated with a specific ESF.

Local, state, tribal, territorial, and insular area governments have primary responsibility, in coordination with VOADs, to develop and implement plans to manage volunteer services and donated goods.

Full use of existing volunteer and donations management resources at the local level is encouraged before seeking assistance of the state or Federal governments.

The Department of Homeland Security (DHS)/Federal Emergency Management Agency (FEMA) coordinates with other Federal agencies, in support of the state, to identify operational requirements for an effective state Volunteer and Donations Management operation.

The Corporation for National and Community Service (CNCS) coordinates with other Federal agencies and voluntary organizations in support of local, state, tribal, territorial, and insular area government efforts in the coordination and management of unaffiliated volunteers.

The Federal Government will have a system to manage and coordinate offers of unaffiliated volunteer services and unsolicited donated goods from the private sector that are made to the Federal Government, so that any appropriate offer can be effectively integrated into the overall process.

Local, state, tribal, territorial, and insular area governments are encouraged to establish a structure responsible for receiving, tasking, and employing the full range of goods and services that may be donated during an emergency.

The Federal Government encourages individuals interested in volunteering personal services to directly affiliate with a voluntary organization/agency of their choice or a local volunteer center, and/or to participate through their local Citizen Corps program.

The Federal Government encourages donations from the general public to be made as cash to voluntary, faith-based, and/or community organizations providing services to disaster victims.

Policies and procedures regarding International Donations coordination of government-to-government assistance and assistance from international organizations such as the North Atlantic Treaty Organization (NATO) and the United Nations (U.N.) are addressed in the International Assistance System (IAS) as described in the International Coordination Support Annex, which is managed jointly by the Department of State (DOS), the U.S. Agency for International Development (USAID), and DHS/FEMA.

Donations of blood products are referenced in the ESF #8 Annex.

Other Federal agencies may have independent authority to accept gifts and/or services of volunteers that may be exercised independently by those agencies.

The Federal Government will include state and tribal governments, nongovernmental organizations, private sector representatives, and others as appropriate in training and exercises.

All activities, functions, and services are provided in accordance with existing Federal statutes, rules, and regulations.

Preincident Activities

DHS/FEMA recommends that local, state, tribal, territorial, and insular area jurisdictions develop and strengthen a Volunteer and Donations Management ESF/Support Annex in their local, state, tribal, territorial, and insular area emergency plans. These plans should detail volunteer and donations management-related outreach and education programs, procedures to activate mutual aid such as the Emergency Management Assistance Compact, communications and facilities management, a Volunteer/Donations Coordination Team, a call center, relevant points of contact, safety and security, and demobilization.

CONCEPT OF OPERATIONS

The Federal Government supports state and tribal government efforts to manage unaffiliated volunteers and unsolicited donated goods. Requests for support under this annex from local, state, tribal, territorial, insular area, and Federal authorities generally are coordinated through the Regional Response Coordination Center (RRCC) or the Joint Field Office (JFO). Depending on the situation, however, coordination may occur at the National Response Coordination Center (NRCC). DHS/FEMA provides Volunteer and Donations Management staff to the NRCC, RRCC, and JFO in support of the state, as required.

Federal support of volunteer and donations management operations may include:

- Activation of a Volunteer/Donations Coordination Team at DHS/FEMA Headquarters to expedite service provided to donors from large private sector entities, large civic organizations, and others, and to address large national media-driven collection drives and other complex situations involving donated goods and volunteer services.
- At the request of the state or tribal government, a national donations and volunteer management Web-based application that enables the general public to register their offers of donated goods and services, thus providing the state/tribal Volunteer/Donations Coordination Team a real-time view of offers and the ability to match offers to needs.
- Coordination with appropriate DHS/FEMA Divisions/Offices, the CNCS, National VOAD leadership, the Points of Light & Hands On Network leadership and their Volunteer Centers, state VOAD leadership, and other stakeholders as necessary.
- Facilities management such as multiagency warehouse and volunteer reception center capabilities.
- Communications support such as coordination of a national hotline and/or call center.

The CNCS supports utilization of volunteers who are not part of the preexisting local, state, tribal, territorial, insular area, and/or Federal emergency management structure.

National VOAD supports the management of unsolicited donations including efforts to maximize the utility of unsolicited donations, public information campaigns, and disposition of unneeded goods.

RESPONSIBILITIES

Headquarters-Level Responsibilities: DHS/FEMA and Cooperating Agencies

Preincident Activities

In coordination with DHS/FEMA regions, the CNCS, National VOAD, Points of Light & Hands On Network and their Volunteer Centers, and private sector representatives:

- Establish a steering committee to be chaired by FEMA and National VOAD that will manage further development and revision of this annex and other supporting documentation.
- Develop and expand the national network of the following organizations that serve at the local, state, tribal, territorial, and insular area levels:
 - Citizen Corps Councils
 - CNCS
 - VOADs
 - Points of Light & Hands On Network and their Volunteer Centers
- Support and promote availability and operation of a Web site to facilitate collection and tracking of offers of goods and services to enable effective matching of offers with needs.
- Develop, maintain, and implement a comprehensive volunteer and donations management training program.
- Encourage resource typing and credentialing in support of effective volunteer and donations management in the field. Examples include typing of Volunteer/Donations Coordination Teams and volunteer and donations facilities.
- Support DHS/FEMA regional staff and cooperating agencies in providing technical assistance to the states.
- Convene regular interagency meetings with cooperating agencies and other stakeholders to enhance collaboration and information sharing.
- Establish and maintain contingency plans for an enhanced level of Federal support to affected states in a catastrophic and/or multistate incident.
- Support the activation of the IAS, as needed, to coordinate requests for international assistance and formal offers of assistance from foreign governments and international organizations such as NATO and the U.N. (See the International Coordination Support Annex.)

Response Activities

The affected local, state, tribal, territorial, and insular area governments, in conjunction with their voluntary organization partners, are responsible for implementing the appropriate plans to ensure the effective management of the flow of volunteers and goods in the affected area. DHS/FEMA provides support through the RRCC or JFO as necessary.

Volunteer and Donations Management Support Annex

In conjunction with the RRCC and/or JFO, DHS/FEMA provides communications support as needed including:

- Rapid communications with key voluntary agency, state, and private sector coordinators.
- Media relations support.
- Support in the activation of the Web-based volunteer and donations matching software.
- In catastrophic circumstances, the possible activation of a national call center.

The NRCC activates its Volunteer/Donations Desk and/or DHS/FEMA activates a Volunteer/Donations Coordination Team to:

- Address high-level corporate offers, complex media- and/or congressionally driven offers, nationally organized collection drives, and international coordination, as needed.
- Provide technical assistance to other agencies that receive offers of goods and services from the private sector and assist with the processing of those offers.
- Designate a headquarters-level point of contact to coordinate with regional and field offices to determine significant needs for donations or unique goods and services that large organizations may be able to donate. The point of contact provides a headquarters liaison with high-level organizations, arranging to satisfy identified needs.

Regional-Level Responsibilities: DHS/FEMA and Cooperating Agencies

- Coordinates with the state and/or tribal government on their specific needs and requests.
- Designates an RRCC point of contact.
- Designates a point of contact in regional and field offices to obtain information about significant needs for donations or unique goods and services that large organizations may be able to donate, and to provide such information to the headquarters-level point of contact.
- Assists the State Volunteer and Donations Coordinator, as needed, with:
 - Early on-the-ground situation assessment for critical operational requirements and appropriate follow-through (e.g., the need for the establishment of possible ad hoc staging areas for incoming unaffiliated volunteers, and assistance regarding unaffiliated volunteers who have organized large-scale donations distribution centers in the affected area).
 - Setting up a Volunteer/Donations Coordination Center to include a Volunteer/Donations Coordination Team and volunteer and donations hotline.
 - Ensuring the appropriate donations receiving and distribution facilities are established and operating effectively.
 - Coordinating with the Joint Information Center and ESF #15 on public service announcements, press releases, and other media-related support.
 - Coordinating with appropriate DHS/FEMA Divisions/Offices, the CNCS, National VOAD leadership, the Points of Light & Hands On Network and their Volunteer Centers, state VOAD leadership, other Federal agencies, and stakeholders as necessary.
 - Preparing input for situation reports, briefings, and VIP visits, as necessary.
 - Providing support to voluntary groups in documentation of activities.

COOPERATING AGENCIES

Agency	Functions
Department of Agriculture	Inspects and ensures the wholesomeness and safety of donated foreign animal, plant, and food products.
Department of Health and Human Services	Food and Drug Administration: Inspects and ensures the wholesomeness and safety of donated foreign animal, plant, and food products.
Department of Homeland Security	Private Sector Office: Provides support to DHS/FEMA Headquarters Volunteer/Donations Coordination Team efforts in processing private sector and other high-level offers.
Department of State	In coordination with DHS/FEMA and USAID, operates the IAS to coordinate requests for government-to-government international assistance and manage formal offers of assistance from foreign governments and international organizations. (See the International Coordination Support Annex.)
Department of Transportation	<ul style="list-style-type: none"> • Provides information on transportation routes as necessary. • Provides guidance and support on transportation rules, regulations, and requirements as needed.
Corporation for National and Community Service	<p>Provides support to the states, including trained national service participants (AmeriCorps members, Learn and Serve America volunteers, and Retired and Senior Volunteer Program volunteers) to support state volunteer and donations management operations, as needed, such as:</p> <ul style="list-style-type: none"> • Call center/hotline operations. • Volunteer Reception Center startup. • Donations warehousing operations. • Other support activities identified by the FEMA Volunteer and Donations Coordinator or FEMA Voluntary Agency Liaison.
General Services Administration	Provides equipment, supplies, and facilities as required.
U.S. Agency for International Development	In coordination with DHS/FEMA and DOS, operates the IAS to coordinate requests for government-to-government international assistance and manage formal offers of assistance from foreign governments and international organizations. (See the International Coordination Support Annex.)
National Voluntary Organizations Active in Disaster (National VOAD)	<p>National VOAD members are the primary coordinating nonprofit organizations for the management of unaffiliated volunteers and unsolicited donations. National VOAD:</p> <ul style="list-style-type: none"> • Provides technical assistance, as needed, to National VOAD member organizations and local, state, tribal, territorial, and insular area VOADs regarding their unaffiliated volunteer and unsolicited donations management activities. • Supports, as necessary, National VOAD members that have roles in volunteer and donations management to ensure the members' full participation in volunteer and donations management operations. Volunteer and donations operations functions may include: multiagency warehouse management, local distribution centers, volunteer reception centers, call center support, operational guidance on managing unsolicited donations and unaffiliated volunteers, situational assessment, and coordination of matching offers to needs.
USA Freedom Corps	<ul style="list-style-type: none"> • Shares volunteer and donation information via www.volunteer.gov and 1-877-USA-CORP. • Connects individuals with volunteer opportunities.