



---

# Local Volunteer and Donations Management

Student Manual

G288

June 2013

Federal Emergency Management Agency  
Emergency Management Institute

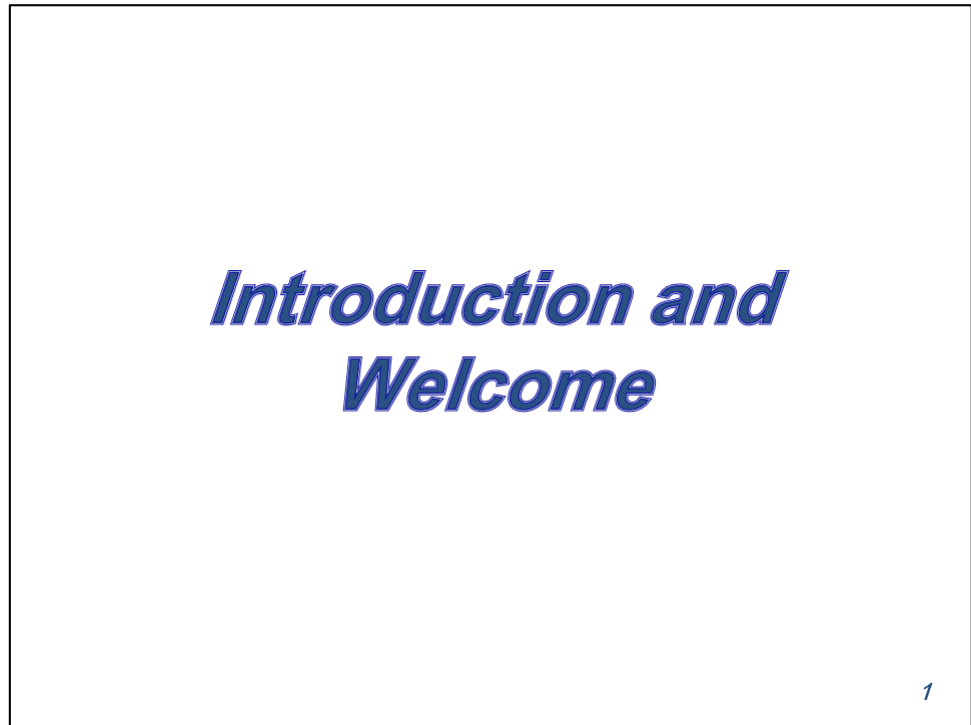


**FEMA**

## Introduction and Welcome

### *Welcome*

Visual 1



## Administrative Information

Visual 2

### Administrative Information

- *Logistics*
- *Facilities*
- *Classroom Behaviors*
- *Course Evaluations*
- *Pre-Course and Post-Course Assessments*
- *Announcements*



2

## ***Unit Objectives***

Visual 3

### ***Unit Objectives***

- 1. Identify the instructors and recognize other participants in the classroom.**
- 2. Associate the course objectives with units in the course schedule.**
- 3. Identify course materials and describe how they will be used during the course.**
- 4. Answer questions on the pre-course assessment.**


3

## ***Participant Introductions***

Visual 4

***Participant Introductions***

- Name
- Organization
- Roles/Responsibilities
- Expectations



4

## Course Materials

Visual 5

***Course Materials***

- **Student Manual**
  - Appendices
- **State and local plans**
- **Reference materials**

*5*



### **Student Manual**

- Information includes: PowerPoint presentation, class activities and scenarios, and appendices at the end of each unit.

### **Reference Materials**

- Instructor distributes, when applicable.
  - Contain supplementary training information.

## Course Goal and Objectives

Visual 6

***Course Goal***

*To provide local emergency management personnel and voluntary agency representatives with the knowledge and skills necessary to develop and execute an effective volunteer and donations management program as well as develop a volunteer and donations management support annex*

6

Visual 7

***Course Objectives***

- Identify key organizations and individuals who have a role in managing unaffiliated volunteers, unsolicited goods, and undesignated cash donations in disasters.
- Identify specific agencies and organizations and how they collaborate to form a Volunteer and Donations Coordination Team (VDCT).
- Develop an effective public education and information structure to support the successful management of unaffiliated volunteers, unsolicited goods, and undesignated cash donations in disasters.



7

## Course Goal and Objectives (Continued)

Visual 8

### *Course Objectives*

- Identify how to manage effectively the surge of unsolicited goods.
- Gather information from organizations, agencies, volunteers, media, and others for donations intelligence purposes.
- Facilitate the matching of unaffiliated volunteers with appropriate organizations or agencies during program implementation.

  
8

Visual 9

### *Course Objectives*

- List the planning considerations for cash donations.
- Incorporate technology needed to manage successfully information on unaffiliated volunteers and unsolicited goods.
- Relate volunteer and donations management program responsibilities to the planning components of the annex.

9

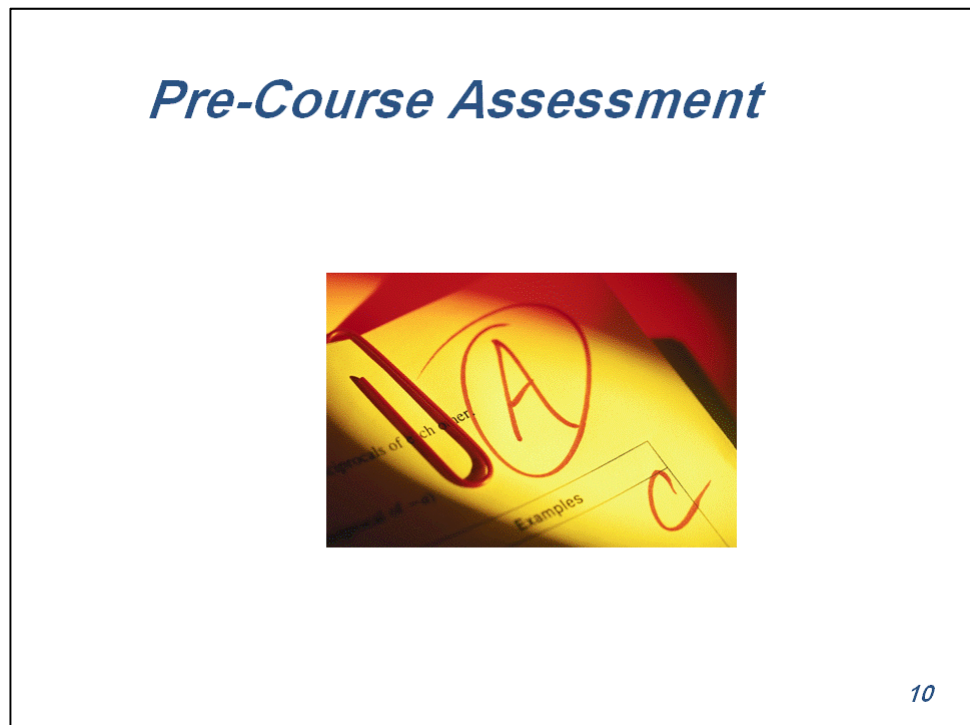




- At the end of Unit 1, there will be a panel discussion that reviews the relationship of the State Annex to your local plan or annex.
- At the end of each unit, you will review your annex (or the local annex you have been given) to see what the annex states about the content that has just been reviewed.
- The course will also discuss several questions related to the contents of your annex and you will have the opportunity to make notes about improvements.
- At the end of the course, you will spend more time on your annex and take the time to compare it for ways to make it more efficient.

## Pre-Course Assessment

Visual 10



- This assessment is to help your instructor get a baseline of your knowledge so they can tailor the course to your needs. It will also give you an idea of what you will learn in the class, as well as the types of questions that will be on the post-course assessment.
- The numbers by each question refer to the unit objective covered by that particular question.

## TABLE OF CONTENTS

### Unit 1: Volunteer and Donations Strategies and Management

Unit Objectives .....	1-3
Volunteer and Donations Management Timeline.....	1-4
Relationship of the National Volunteer and Donations Management Strategy to Local/State Events .....	1-6
Functions of Emergency Management.....	1-13
Panel and Plan Review .....	1-20
Unit Summary.....	1-21

### Unit 2: Collaboration and Partnership

Unit Objectives .....	2-3
Interagency Collaboration.....	2-4
Organizations and Individuals.....	2-7
Volunteer and Donations Coordination Team (VDCT).....	2-11
Unit Summary.....	2-17

### Unit 3: Managing Public Education and Information

Unit Objectives .....	3-3
Donors and Volunteers.....	3-4
Reaching the Public.....	3-7
The Message and Its Delivery: An Activity .....	3-13
Unit Summary.....	3-18

### Unit 4: Managing Unsolicited Donated Goods

Unit Objectives .....	4-3
What Does It Cost? .....	4-4
Flow of Donations.....	4-7
Collection and Distribution Centers .....	4-8
Manage Those Goods: An Activity .....	4-14
Unit Summary.....	4-19

### Unit 5: Managing Unaffiliated Volunteers

Unit Objectives .....	5-3
Types of Volunteers.....	5-4
Preparedness .....	5-5
Key Stakeholders .....	5-11
Managing Unaffiliated Volunteers: An Activity .....	5-13
Unit Summary.....	5-16

**Unit 6: Managing Undesignated Cash**

Unit Objectives .....	6-3
Why Cash is Best .....	6-4
Who Should Get Cash? .....	6-6
What to Do With All That Cash: An Activity .....	6-10
Unit Summary .....	6-13

**Unit 7: Information Management**

Unit Objectives .....	7-3
Information Management.....	7-4
Automated Information Management .....	7-12
Unit Summary .....	7-13
Post-Course Assessment .....	7-14

**Unit 8: Local Plans**

Unit Objectives .....	8-3
Planning Terminology and Considerations .....	8-4
Evaluating Local Annexes: An Activity.....	8-14
Unit Summary.....	8-15

## Unit 1: Volunteer and Donations Strategies and Management

---

### 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.

---

### Objectives

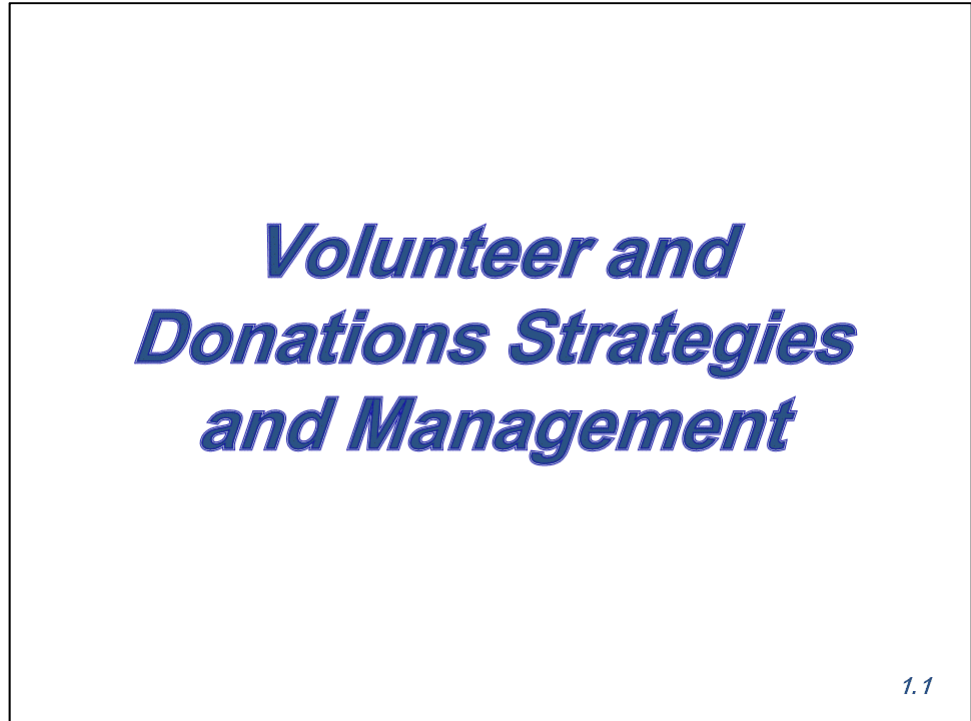
At the conclusion of this unit, you will be able to:

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.
- 

### 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

Visual 1.1




## ***Unit Objectives***

Visual 1.2

***Unit 1 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.



1.2

Visual 1.3

***Unit 1 Objectives***


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.

1.3

## Volunteer and Donations Management Timeline

Visual 1.4

### *Timeline*



- 1989 - Hurricane Hugo
  - 1992 - Hurricane Andrew
  - 1993 - FEMA creates committee to address the need for donations management
  - 2001 - September 11<sup>th</sup> disaster
    - Heavy use of EMAC
- 2004 - Publication of *Managing Spontaneous Volunteers in Times of Disaster*
    - Updated in 2008
  - 2005 - Hurricane Katrina
  - 2006/2007 - National Donations Management Network is developed

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

*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.
- Similar to the donations strategy, but developed more recently, are the Principles of Managing Unaffiliated Volunteers.



- *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.**

*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:

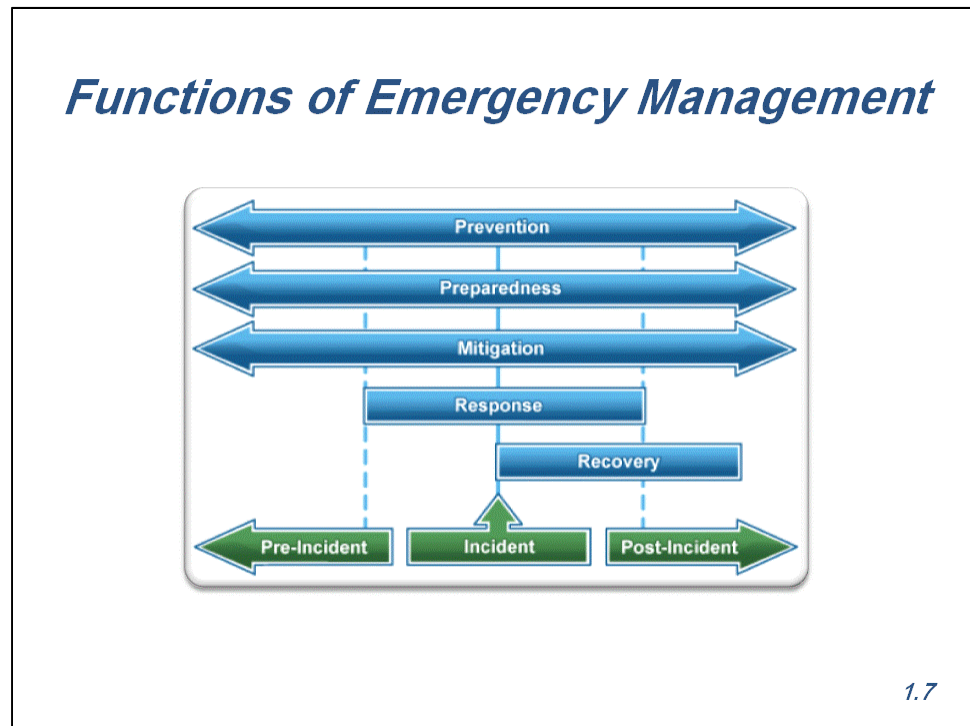
**Affiliated volunteers** are attached to a recognized voluntary or nonprofit organization and are trained for specific disaster response activities. Their relationship with the organization precedes the immediate disaster, and they are invited by that organization to become involved in a particular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



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?

---

---

---

---

---

---

---

Visual 1.9



What kinds of actions might you take during preparedness?

---

---

---

---

---

---

Visual 1.10

## *Response*

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



1.10

What kinds of actions might you take during response?

---

---

---

---

---

---

---

Visual 1.11

*Recovery*



*Returning systems to normal or near normal operating conditions*

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?

---

---

---

---

---

---

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



1.12



- 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*



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?

---

---

---

---

---

---

## 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?



1.14




## Unit Summary

Visual 1.15

***Unit 1 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.



1.15

Visual 1.16

***Unit 1 Summary***

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.

1.16



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>1-23</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)

## Unit 2: Collaboration and Partnership

---

**Introduction** During this unit, we will focus on the benefits and challenges of collaboration, as well as the responsibilities of the players involved in volunteer and donations management.

---

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

1. Describe the benefits and challenges of collaboration.
2. List organizations that collaborate on volunteer and donations management.
3. Explain the composition and operations of a Volunteer and Donations Coordination Team (VDCT).

---

**Scope**

- Interagency Collaboration
- Organizations and Individuals
- Volunteer and Donations Coordination Team (VDCT)

---

**References/  
Handouts** When Disaster Strikes...How to Donate or Volunteer Successfully. L217, August 2007.

---

Visual 2.1



## Unit Objectives

Visual 2.2

***Unit 2 Objectives***

1. Describe the benefits and challenges of collaboration.
2. List organizations that collaborate on volunteer and donations management.
3. Explain the composition and operations of a Volunteer and Donations Coordination Team (VDCT).

*2.2*



- Neither chiefs of response organizations nor emergency managers have the right to tell a voluntary organization what to do during any emergency management functions. That is why you need to develop effective relationships with representatives of voluntary agencies before an emergency in your area.

## Interagency Collaboration

Visual 2.3

### *What Is Collaboration?*

... the process by which agencies make a formal, sustained commitment to work together on a common mission



2.3



- Collaboration is built on the foundations of cooperation, communication, and coordination.
- In fact, the guiding principles of the National Voluntary Organizations Active in Disaster (National VOAD) are the 4 Cs.
  1. Cooperation
  2. Communication
  3. Coordination
  4. Collaboration
- They are listed in that order (easiest to most difficult) because it references how member organizations grow in their working relationship with each other, but also with government and private-sector organizations.



## Breaking the Barriers

Visual 2.4



### *Breaking the Barriers*

- Discuss the assigned potential barrier
- Determine if it is applicable to organizations in your area
  - If so, develop solutions
  - If not, what are other barriers faced by organizations in your area?
- Prepare easel chart



2.4

**Purpose:** To develop solutions to several common barriers limiting organizations from building successful collaborative relationships.

- Directions:**
1. Working with other members in your table group, discuss the potential barrier assigned.
    - Determine whether it is applicable to organizations in your area.
    - If so, develop as many solutions as possible.
    - If it is not applicable, explore whether organizations in your area face additional potential barriers.
  2. Prepare an easel chart with the key points from your discussion and be ready to give a brief report to the rest of the class.

Visual 2.5

***Benefits of Collaboration***

- Expand resources availability
- Eliminate unnecessary duplication of services
- Provide effective service to community
- Provide services to diverse groups
- Enhance problem-solving ability
- Engage in specialized expertise

2.5



- We want people to see the effort in working together will pay off and that there are benefits in doing so.

## Organizations and Individuals

Visual 2.6

### *Collaborative Partners*

- Local, Tribal, or State/Regional VOADs
- Local, Tribal, and State Emergency Management Agencies (EMAs)
- State volunteer and donations coordinator
- Other local, tribal, and State agencies
- Warehouse manager
- Call center, phone bank, or Website manager

2.6



Several key individuals become involved in managing unsolicited donations and unaffiliated volunteers. They may be part of the Volunteer and Donations Coordination Team (VDCT), which we will discuss next.

- Local, Tribal, or State Voluntary Organizations Active in Disaster (VOAD): Collaborates within the VDCT because VOAD members are the receiving agencies for volunteers and donations in disaster.
- Local, Tribal, or State Emergency Management Agency (EMA): Typically, the Public Information Officer (PIO) is the EMA representative. The PIO will receive information from VDCT and develop it for public delivery or assist a representative from the VDCT with message development and delivery.
- State Volunteer and Donations Coordinator: From EMA or other State agency. The key player for establishing/instituting the Volunteer and Donations Management Program.
- Other local, tribal, or State agencies.
- Warehouse Manager: The individual responsible for managing daily activities at the warehouse, who is tasked by the organization responsible for the warehouse.



- Call Center Manager: The individual designated to manage the phone bank, call center, or Website; implementing and updating scripts; identifying and training call-takers, etc.

Each State is required to have a Volunteer and Donations Coordinator who:

- Collaborates with a local VOAD point of contact, but might not be the lead VOAD point of contact.
- Coordinates the management of unsolicited goods and unaffiliated volunteers.

Visual 2.7

## *Other Partners*

- **Business, industry, and professional leaders**
- **Media**
- **Labor organizations**
- **Civic organizations**
- **Faith-based organizations/ associations**
- **Community-based organizations**
- **Others?**



2.7



- Business and industry leaders may be able to fill a certain need, such as:
  - Medicines
  - Discounts on goods
- The media may communicate your organization's needs and phone bank numbers, and should be involved in planning before the incident to educate them on your organization.
- Labor organizations can provide:
  - Transportation
  - Specialized volunteers
- Labor can be found through civic associations such as:
  - Rotary clubs and other civic groups, e.g., Lions, Moose, Elk
  - Kiwanis
  - Animal-related organizations, e.g., Humane Society
- Churches, synagogues, mosques, and interfaith groups may provide:
  - Volunteers
  - Counseling
  - Showers
  - Short-term emergency housing



- Community-based organizations may be smaller groups not associated with national or State VOADs, but they have resources and need to be a part of your plan.

## Volunteer and Donations Coordination Team (VDCT)

Visual 2.8

### *What Is a Volunteer and Donations Coordination Team (VDCT)?*

- An organized team of government, private voluntary organizations, and the private sector that has a vested interest in all aspects of managing unaffiliated volunteers and unsolicited donations



2.8



- A VDCT is the group of collaborative partners involved in volunteer and donations management during a disaster. It brings resources to the table and represents volunteer groups in the response and recovery functions.
- You may need or want separate teams for volunteer management and donations management.
  - Use whatever works well for your area.

Visual 2.9

## *Key VDCT Functions*

- **Local Volunteer and Donations Coordinator**
  - Cash
  - Volunteers
  - Donations
  - Public information
- **State Volunteer and Donations Coordinator (depending on the size of the disaster)**

2.9



- Functions of the VDCT include:
  - Donations intelligence (where donations are being dropped off, what is coming in, etc.)
  - Reporting requirements
  - Participation in daily communications
  - Liaison with other government agencies
  - Managing the phone bank
  - Coordination of media (social media, press releases, Public Service Announcements [PSAs], Website updates)
  - Coordination of offers; look at the offers and decide if they are to be accepted, declined, or referred to an organization.



Visual 2.10

### ***Local Volunteer and Donations Coordinator Responsibilities***

- Activate the annex
- Manage the VDCT
- Determine support needed from other agencies/organizations
- Coordinate with local government and emergency officials
- Manage the call center
- Coordinate field logistics



2.10

Visual 2.11

### ***Local Volunteer and Donations Coordinator Responsibilities***

- Coordinate media releases to set realistic public expectations
- Coordinate the flow of unsolicited goods, spontaneous volunteers, and undesignated cash
- Maintain a link with local or tribal EOC
- Delegate responsibilities as necessary
- Ensure a smooth transition from response to recovery

2.11



The following is a list of responsibilities of the State Volunteer and Donations Coordinator. Depending on the size and complexity of the disaster, not all of these responsibilities will be needed.

- The Volunteer and Donations Annex is part of the county or city's Emergency Operations Plan (EOP). The responsibilities of the Local Volunteer and Donations Coordinator are overseeing, writing, exercising, updating, and activating the Annex.
- Provide leadership of VDCT and manage potential issues of interpersonal dynamics (e.g., morale, mental health, conflict, scheduling).
- In conjunction with PIO, as appropriate, generate press releases, PSAs, Website updates, Twitter feeds, blogs, etc.
- Know where media releases should be sent.
  - Work with the local and State Public Information Office to ensure coordinated and accurate messages and information as the situation evolves.
- Delegate someone with the authority to coordinate the management and flow of unsolicited goods and spontaneous volunteers.
  - Make sure to communicate if this person changes.
  - Management of goods, volunteers, and cash requires different sets of skills.
  - The VDCT coordinates this management during disaster operations.
- Maintain an accurate and timely communication link with the local or tribal EOC and, if necessary, with the State EOC.
  - Establish mile-markers in the planning stages as indicators of the transition from response to recovery.

Visual 2.12

## ***Volunteer and Donations Coordination Center (VDCC)***

**The physical location for the VDCT:**

- **Does not receive goods or volunteers**
- **Maintains consistent communication with volunteer and donations support functions**

2.12



- The VDCC serves as the central location for the VDCT, and possibly the phone bank.
- The VDCC must have direct communication/contact with the EOC if not located in the same facility.
- The VDCC does not receive goods or volunteers.
- It is the central meeting place for the command team.

The number of phone lines required will depend on the size of your community.

If possible, reserve at least one or two unpublished lines for outgoing calls, as published numbers may quickly be overwhelmed.

***What's In Your Annex?***

Visual 2.13

***What's In Your Annex?***

Does your annex:

- List the primary and supporting agencies and organizations?
- Describe the members of the VDCT?
- List the responsibilities of the VDCT?

2.13

## ***Unit Summary***

Visual 2.14

### ***Unit 2 Summary***

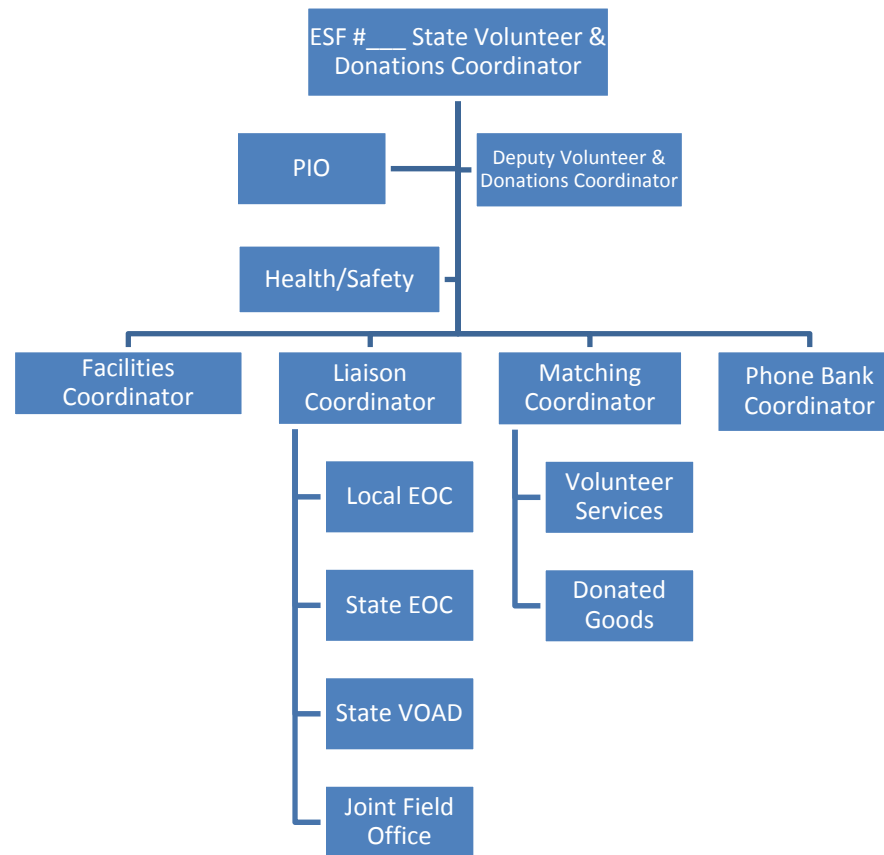
- 1. Describe the benefits and challenges of collaboration.**
- 2. List organizations that collaborate on volunteer and donations management.**
- 3. Explain the composition and operations of a Volunteer and Donations Coordination Team (VDCT).**

2.14

# APPENDICES

	Page
Appendix A: Sample Organization Chart for a VDCT .....	2-19

**Sample  
Volunteer and Donations Coordination Team  
Emergency Support Function #\_\_\_\_  
Volunteer and Donations Management Program**



ICS – Operations Section/Human Services Branch

## Unit 3: Managing Public Education and Information

---

**Introduction** During this unit, we will cover the reasons why people donate and how knowing their motivations can help you develop the most effective message regarding donations and volunteers.

---

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

1. Identify why people donate (individuals, groups, and private-sector companies).
2. List ways to educate the public about volunteering and donating before a disaster strikes.
3. Determine how to educate your public about the proper ways to donate and volunteer.
4. Define your target audience for your media messaging.
5. Use a message map to plan and deliver a message.

---

**Scope**

- Donors and Volunteers
- Reaching the Public
- The Message and Its Delivery: An Activity

---

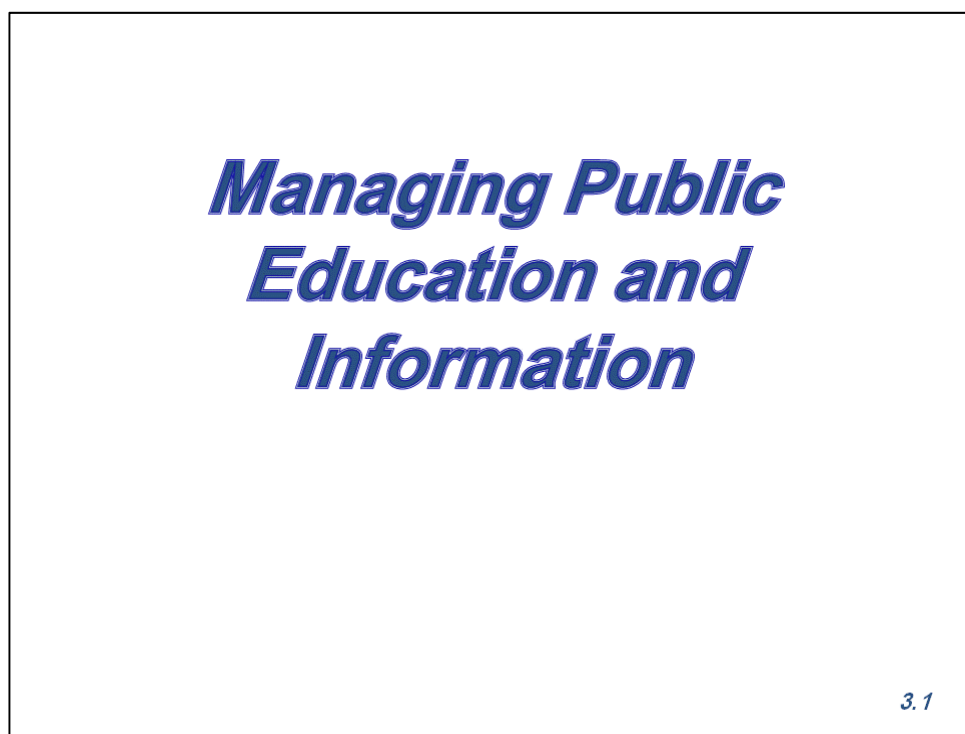
**References**

- Risk Communication in Action: The Tools of Message Mapping
- Basic Public Information Officer Training, FEMA, G290

---



Visual 3.1



To be effective with this management plan requires:

- Understanding why people donate and their expectations for use of donations.
- Providing detailed guidelines for donors, including timing of donations.
- Developing effective ways to reach the public with critical, accurate, and timely information.
- Conveying information about problems with unsolicited, undesignated donations and self-deployment of spontaneous, unaffiliated volunteers.
- Planning an effective coordination of information.

## ***Unit Objectives***

Visual 3.2

### ***Unit 3 Objectives***

1. Identify why people donate (individuals, groups, and private-sector companies).
2. List ways to educate the public about volunteering and donating before a disaster strikes.
3. Determine how to educate your public about the proper ways to donate and volunteer.
4. Define your target audience for your media messaging.
5. Use a message map to plan and deliver a message.

3.2


## ***Donors and Volunteers***

Visual 3.3



Visual 3.4

## *Why People Donate or Volunteer*



Motivated by:

- Sincere wish to help
- Religion or faith
- Have been survivors in the past
- Want to be part of a cause
- Respond to media reports
- Want a tax break
- Introduce new product into market
- Clean out closets

3.4



- The more people see and hear about the disaster, the more they want to help the survivors. This is why it is so important to have media relations planned before, during, and after the disaster.
- If people have helped in the past, they want to help again.
- Seeing disorganized relief efforts or apparent unmet needs will often stimulate people to collect “stuff.”

Visual 3.5

## *Helpful Hints for Donors and Volunteers*

- Remember that cash donations are best
- Confirm the need
- Pack well, label clearly, and plan transportation
- Donate miscellaneous goods to local charities
- Volunteers should be trained and affiliated with a volunteer agency

3.5



- Cash donations to voluntary organizations are best. Remember that this point should be stressed in your public education program. All other points about donating and volunteering are secondary.
- Confirm the need and pass the message of specific needs to potential donors.
- Educate the public about what is needed.
- It's okay to decline a donation offer—but be careful of how you decline it. If you are not accepting used clothing and someone shows up with used clothing, have a list of charitable organizations that will accept the clothing.
- Get the message out about how people should pack things—how items and boxes should be labeled. This is part of public education/messaging. Example: pack the items in a brown cardboard box, seal it, and label it, “canned fruit.”
- Recommend that volunteers need to be deployed through an organization with trained personnel.

## Reaching the Public

Visual 3.6



Visual 3.7

## *Coming to Terms With New Media*

- Blog
- Citizen journalism
- Micro-blogging
- Photo sharing
- Podcast
- Really Simple Syndication (RSS)
- Smartphone
- Social media
- Video blogging
- Web 2.0
- Webcast

3.7



- To look at just one example of new media, Twitter is being called not just a useful part of disaster response and recovery, but an essential one. In-person Tweeting (sending Twitter messages) has become a regular part of natural disasters and Twitter makes it as easy as texting not just to one person, but everyone who subscribes to Twitter, including a rapidly growing number of journalists.
- Certainly, part of Twitter's power is that messages can be sent and received, not just from computers, but also from cell phones and Smartphones, making the technology truly portable.
- As an example of Twitter's acceptance, during the immediate reaction to the March 2011 Japanese earthquake and tsunami, FEMA posted links to Tsunami Advisories for specific Regions, preparedness tips, and live streaming from inside State emergency centers on the West Coast. (<http://www.govexec.com>, March 11, 2011).
- With new media, the public is no longer only the audience. Every member of the public is a potential reporter!



- We've seen individuals with mobile devices using blogs, video, and Twitter to spread information in real time during an emergency. New media can both aid and detract from emergency response and is proving to be a tool, but also a challenge.



Visual 3.8

## *Basics Concepts Do Not Change*

- **The questions remain the same:**
  - Why are you communicating?
  - Who are you trying to reach?
  - What will you say? How will you say it?

```
graph TD; Objective[Objective] --> Audience[Audience]; Audience --> Message[Message];
```

**Staying on top of what is  
“New” Media is the key!**

3.8



- Basic concepts in information management do not change with the inclusion of new media tools. Whether you are using a press release or a blog to get the message to your audience about donations and volunteering, you still need to answer the basic questions:
  - Why are you communicating? (Your objective)
  - Who are you trying to reach? (Your audience)
  - What will you say and how will you say it? (Your medium)

Visual 3.9

## *Target Audiences/Stakeholders for Messaging*

- Elected officials
- The media
- Emergency management
- Professional groups  
(to prevent self-deployment)
- Youth groups
- Others?



3.9



- Now, let's examine your audience. Who do you need to reach?
- With the media, be sure your message to all organizations is consistent (same message distributed to all groups).

Visual 3.10

## *Public Messaging*



- Aims to limit the flow of spontaneous volunteers and unsolicited donations to a manageable level
- Stakeholders working together should have one consistent message
  - The message and messenger should be established before the disaster

3.10



Be proactive prior to an event with ongoing information:

- Have pre-scripted press releases ready to be sent out.
- Provide “talking points” for government officials to use with media.
  - For structuring the key messages, you may want to use a message map.
  - A message map is an organized means for displaying layers of information. It contains detailed, hierarchically organized responses to anticipated questions or concerns.



## ***The Message and Its Delivery: An Activity***

**Purpose:** To practice developing and delivering a message based on a scenario.

- Directions:**
1. Read the scenario.
  2. Working with other members of your group, answer the questions.
  3. Record your answers on the easel and be prepared to report to the class.

## SCENARIO

At 6:04 a.m., local and mutual aid fire and ambulance vehicles rushed to the scene of a huge fire engulfing the largest apartment building in your town. It took 125 firefighters more than 3 hours to bring the fire under control. Twenty-two apartments are consumed by the fire, meaning that 58 people are displaced. While the structure is not a total loss, it will take at least a year to rebuild.

Fortunately, the building manager roused all the residents so everyone evacuated. No one was seriously hurt during the evacuations.

Only one of the families has renter's insurance; the rest are totally uninsured for their loss. Many have only the clothes in which they were sleeping, although a few of the families were able to rescue household pets and a few of their belongings.

By 9:15 a.m., the county American Red Cross has set up operations in a local church. They are providing 3 days of shelter for the displaced families in a local hotel but have warned local officials that they cannot provide money for housing beyond that date.

Since the first sirens sounded, dozens of people have walked to the scene to see what is happening. They are 3 blocks away because of the police barricade tape. Some are just gawking, but several are talking to each other about what they can do to help out.

The mayor has posted a notice about the fire requesting that all donations be dropped off at a local restaurant. Fortunately, he has gotten permission from the business owner before his announcement. However, he did not specify what was needed or when people were to drop off donations.

Simultaneously, and with all good intentions, one of the town commissioners announced on the same Website: "Please give all you can. We need donations for the fire victims from the apartment building tragedy this morning. Most of them have no family in the area to depend on and they have nothing left. Drop your donations at the fire station any time, day or night, and we will make sure the victims get what they need."

### **Questions/issues for this Unit to be addressed by the groups:**

- Develop a news release OR message map for the "response" to this scenario, given the conflicting messages sent by town officials. It should include your immediate "message" for donating goods vs. cash and your immediate need for volunteers.
  - Who will you coordinate this release with before you send it out?
  - Where and how will you disseminate the information?
- Are there any groups that will require a message specifically targeted: foreign-language communities, residents with access and functional needs, etc.?

- You have received calls from two neighboring communities asking if there is any message they should share with their residents about donating goods and volunteering for your emergency response that would be helpful to the overall effort.

## Message Map Template for Activity

<b>Stakeholder:</b>		
<b>Question or Concern:</b>		
<b>Key Message 1</b>	<b>Key Message 2</b>	<b>Key Message 3</b>
<b>Supporting Information 1-1</b>	<b>Supporting Information 2-1</b>	<b>Supporting Information 3-1</b>
<b>Supporting Information 1-2</b>	<b>Supporting Information 2-2</b>	<b>Supporting Information 3-2</b>
<b>Supporting Information 1-3</b>	<b>Supporting Information 2-3</b>	<b>Supporting Information 3-3</b>

***What's In Your Annex?***

Visual 3.11

***What's In Your Annex?***

**Does your annex:**

- **State which person or organization/agency is responsible for volunteer and donations management messaging?**
- **Have pre-scripted message maps or releases?**
- **Assign an organization or individual to development and implementation of social media?**

3.11



## ***Unit Summary***

Visual 3.12

### ***Unit 3 Summary***

1. Identify why people donate (individuals, groups, and private-sector companies).
2. List ways to educate the public about volunteering and donating before a disaster strikes.
3. Determine how to educate your public about the proper ways to donate and volunteer.
4. Define your target audience for your media messaging.
5. Use a message map to plan and deliver a message.

3.12

## **APPENDICES**

	<b>Page</b>
<b>Appendix A: Guidelines for Sending In-Kind Donations to Disaster Survivors.....</b>	<b>3-20</b>
<b>Appendix B: Guidelines for Volunteer Service.....</b>	<b>3-22</b>
<b>Appendix C: New Media Glossary.....</b>	<b>3-23</b>
<b>Appendix D: Sample Message Maps .....</b>	<b>3-29</b>

## **GUIDELINES FOR SENDING IN-KIND DONATIONS TO DISASTER SURVIVORS**

Use these guidelines to plan your collection of in-kind donations for disaster survivors.

- **Remember, cash contributions are often the best donation.**

Cash contributions allow professional relief organizations to purchase what is most urgently needed by disaster survivors, and to pay for the transportation necessary to distribute those supplies. Unlike in-kind donations, cash donations have no transport costs. Also, cash donations given to recognized relief organizations are often tax deductible. In addition, cash donations allow relief supplies to be purchased at locations as near to the disaster site as possible. Supplies, and particularly food, when purchased locally have the advantage of stimulating local economies and ensuring the supplies will arrive as quickly as possible.

- **Confirm that there is a need.**

Exactly what is needed can be confirmed by checking with a relief organization that has personnel working at the disaster site, or by calling the State toll-free number set up specifically for donations during a given emergency. Different disasters create different needs. Local climate and culture of the affected area must be considered.

- **Donate through an organization.**

Before starting a collection of goods to send to a disaster site, it is essential to locate a reliable relief organization willing to receive the shipment of donated goods. When unsolicited truckloads of items arrive at a disaster site, there is often no place to unload the goods. Too often, items are left in an empty lot to be plundered or rained on and eventually become part of the garbage that must be removed during the cleanup phase of the disaster response.

- **Plan transportation in advance.**

Never assume that unsolicited relief supplies will be transported at no charge. Local trucking firms may be willing to help in times of disaster, if funds are available to cover part of the expense. Some volunteer agencies may have trucks going to the disaster site that can take donations, or they may be able to identify another group in the area.

## **GUIDELINES FOR SENDING IN-KIND DONATIONS TO DISASTER SURVIVORS**

(Continued)

- **Plan transportation in advance.** (Continued)

Be sure to have the following list of information when arranging transportation:

- Point of contact at disaster area.
- Verification of storage facilities, including special storage needs such as refrigeration, and personnel for offloading at the disaster location. (Boxes should be strong and sized for a single person to carry. If goods are on pallets, make sure that the receiving warehouse has unloading equipment.)
- Inventory of goods to be transported.
- Approximate weight of total load to be transported.

- **Ensure that donated items are packed well and clearly labeled.**

It is more efficient when items sent are already sorted, labeled, and ready for distribution. Specific content lists should be taped to the side of each box sent. This allows officials to determine quickly what the box contains without opening it. To save relief workers' time, food donations in smaller packages (cans) are preferred over bulk packaging, unless donating to an agency involved with mass feeding. New clothing should be packed in separate boxes according to gender, size, and season.

## **GUIDELINES FOR VOLUNTEER SERVICE**

Review this list of guidelines for volunteer service before volunteering after a disaster. Following these guidelines will help you—and help the disaster survivors.

- **Affiliate before showing up.**

Instead of arriving unexpectedly in a disaster-affected area, volunteers should register with a recognized volunteer agency. There are many agencies. Most are organized under the National Voluntary Organizations Active in Disaster (National VOAD); however, if a volunteer is unable to identify one, then he or she should register with the local Volunteer Center recording offers of availability from unaffiliated volunteers.

- **Prepare for self-sufficiency.**

Commonly, there are inadequate facilities for feeding, housing, personal hygiene, and health/medical needs for unaffiliated volunteers. Therefore, it is best to attach with a recognized agency as the first step in involvement.

- **Be patient and flexible.**

Volunteers should be prepared to step into any of a variety of roles, depending on current or sudden needs. Volunteers expecting to enter a response or relief effort in a certain capacity will often be disappointed. Sometimes a volunteer's unique talents are not immediately needed.

- **Know the liability situation.**

A volunteer should be certain that there is coverage by liability clauses in the insurance structure of the volunteer agency with which he or she is affiliated. Usually, this will be the case. A volunteer working in the response effort, but not registered with a volunteer agency, should assume that all liability is entirely with the volunteer as an individual.

- **Remember that the use of volunteers is a coordinated process.**

The use of volunteers is an organized process by which people with abilities, skills, and/or training are assigned to special tasks. Volunteers are most useful when they are able to do the right thing at the right time. That is, they are used as part of a plan.

- **Be committed to the response effort.**

Response and recovery work is most often dirty, monotonous, mundane, and not glamorous. There is little individual recognition. Volunteers should be committed to work under such conditions and fit within plans that are coordinated by the volunteer agencies.

## New Media Glossary

*While not all-inclusive, this glossary offers definitions and examples of many components of today's "New Media." The following content was compiled in March of 2011. Due to the rapidly changing landscape of communication technology and trends, it is important to frequently review, update, and add new information to maintain the value of this glossary.*

### **Blog**

A blog (a contraction of the term Weblog) is a Website, usually maintained by an individual with regular entries of commentary, descriptions of events, or other material such as graphics or video. Entries are commonly displayed in reverse-chronological order. "Blog" can also be used as a verb, meaning to maintain or add content to a blog.

Many blogs provide commentary or news on a particular subject; others function more as personal online diaries. A typical blog combines text, images, and links to other blogs, Web pages, and other media related to its topic. The ability for readers to leave comments in an interactive format is an important part of many blogs.

### **Citizen journalism**

Citizen journalism is the act of nonprofessionals "playing an active role in the process of collecting, reporting, analyzing and disseminating news and information," according to the seminal report *We Media: How Audiences are Shaping the Future of News and Information*, by Shayne Bowman and Chris Willis. They say, "The intent of this participation is to provide independent, reliable, accurate, wide-ranging, and relevant information that a democracy requires."

According to Mark Glasser, a longtime freelance journalist who frequently writes on new media issues, "The idea behind citizen journalism is that people without professional journalism training can use the tools of modern technology and the global distribution of the Internet to create, augment, or fact-check media on their own or in collaboration with others."

### **Facebook (see Social network service)**

### **Mashup** (Web application hybrid)

In Web development, a mashup is a Web application that combines data from one or more sources into a single integrated tool. The term Mashup implies easy, fast integration, frequently done by access to open data sources to produce results that were not the original goal of the data owners. An example of a mashup is the use of cartographic data from Google Maps to add location information to real estate data, thereby creating a new and distinct Web service that was not originally provided by either source.

## Micro-blogging

Micro-blogging is a form of multimedia blogging that allows users to send brief text updates (say 140 characters or fewer) or micromedia (such as photos or audio clips) and publish them, either to be viewed by anyone or by a restricted group that can be chosen by the user. These messages can be submitted by a variety of means, including text messaging, instant messaging, e-mail, digital audio, or the Web.

For example, Twitter is a free social networking and micro-blogging service that enables its users to send and read other users' updates known as *tweets*. Tweets are text-based posts of up to 140 characters that are displayed on the user's profile page and delivered to other users who have subscribed to them (known as *followers*). Senders can restrict delivery to those in their circle of friends or, by default, allow anybody to access them.

## New Media

New media is a term meant to encompass the emergence of digital, computerized, or networked information and communication technologies in the later part of the 20<sup>th</sup> century. Most technologies described as "new media" are digital, often having characteristics of being manipulable, networkable, dense, compressible, and impartial.

## Photo sharing

Photo sharing is the publishing or transfer of a user's digital photos online through both Websites and applications that facilitate the upload and display of images. The term can also be loosely applied to the use of online photo galleries that are set up and managed by individual users, including photoblogs.

## Podcast

A podcast is a series of visual or sound files that are distributed over the computer by syndicated download, through Web feeds, to portable media players and personal computers. Though the same content may also be made available by direct download or streaming, a podcast is distinguished from most other digital media formats by its ability to be syndicated, subscribed to, and downloaded automatically when new content is added. Like the term broadcast, podcast can refer either to the series of content itself or to the method by which it is syndicated; the latter is also called podcasting. The host or author of a podcast is often called a podcaster.

### **Really Simple Syndication (RSS)**

RSS (abbreviation for Really Simple Syndication) is a family of Web feed formats used to publish frequently updated works—such as blog entries, news headlines, audio, and video—in a standardized format. An RSS document (which is called a “feed,” “Web feed,” or “channel”) includes full or summarized text, plus metadata such as publishing dates and authorship. Web feeds benefit publishers by letting them syndicate content automatically. They benefit readers who want to subscribe to timely updates from favored Websites or to aggregate feeds from many sites into one place. The user subscribes to a feed by clicking an RSS icon in a browser that initiates the subscription process. The RSS reader checks the user’s subscribed feeds regularly for new work, downloads any updates that it finds, and provides a user interface to monitor and read the feeds.

### **Short Message Service (SMS)**

Short Message Service (SMS) is a communication service standardized in mobile communication systems, using standardized communications protocols allowing the interchange of short text messages between mobile communication devices. According to Wikipedia as of April 2011, SMS text messaging is the most widely used data application on the planet, with at least 2.4 billion active users, or 74 percent of all mobile phone subscribers sending and receiving text messages on their phones. The SMS technology has facilitated the development and growth of text messaging. The connection between the phenomenon of text messaging and the underlying technology is so great that in parts of the world, the term “SMS” is used as a synonym for a text message or the act of sending a text message, even when a different protocol is being used.

### **Smartphone**

A Smartphone is a mobile phone offering advanced capabilities beyond a typical mobile phone, often with PC-like functionality. There is no industry standard definition of a Smartphone. For some, a Smartphone is a phone that runs complete operating system software providing a standardized interface and platform for application developers. For others, a Smartphone is simply a phone with advanced features like e-mail and Internet capabilities, and/or a built-in full keyboard or external USB keyboard and VGA connector.

### **Social media**

Social media are primarily Internet- and mobile-based tools for sharing and discussing information. The term most often refers to activities that integrate technology, telecommunications, and social interaction; and the construction of words, pictures, videos, and audio. This interaction, and the manner in which information is presented, depends on the varied perspectives and “building” of shared meaning among communities, as people share their stories and experiences. Businesses also refer to social media as user-generated content (UGC) or consumer-generated media (CGM).



## Social network service

A social network service focuses on building online communities of people who share interests and/or activities, or who are interested in exploring the interests and activities of others. Most social network services are Web-based and provide a variety of ways for users to interact, such as e-mail and instant messaging services.

The main types of social networking services are those that contain directories of some categories (such as former classmates), means to connect with friends (usually with self-description pages), and recommender systems linked to trust.

For example, [Facebook](#) is a free-access social network service.

## Twitter (see Micro-blogging)

## User-generated content (UGC) (see Social media)

## Video blogging

Video blogging, sometimes shortened to vlogging or vidblogging, is a form of blogging for which the medium is video. Entries are made regularly and often combine embedded video or a video link with supporting text, images, and other metadata. Video logs (vlogs) also often take advantage of Web syndication to allow for the distribution of video over the Internet using either the RSS or Atom syndication formats, for automatic aggregation and playback on mobile devices and personal computers

## Video hosting service

A video hosting service allows individuals to upload video clips to an Internet Website. The video host will then store the video on its server, and show the individual different types of code to allow others to view this video. The Website, mainly used as the video hosting Website, is usually called the video-sharing Website.

For example, [YouTube](#) is a video-sharing Website where users can upload, view, and share video clips.

## Web 2.0

The term “Web 2.0” refers to a perceived second generation of Web development and design that aims to facilitate communication, secure information sharing, interoperability, and collaboration on the World Wide Web. Although the term suggests a new version of the World Wide Web, it does not refer to an update to any technical specifications, but rather to changes in the ways software developers and end-users utilize the Web.

Web 2.0 concepts have led to the development and evolution of Web-based communities, hosted services, and applications such as social networking sites, video-sharing sites, wikis, and blogs.

**Webcast**

A Webcast is a media file distributed over the Internet using streaming media technology. A Webcast may either be distributed live or on demand. Essentially, Webcasting is “broadcasting” over the Internet. A Webcast uses streaming media technology to take a single content source and distribute it to many simultaneous listeners/viewers. The largest “Webcasters” include existing radio and TV stations that “simulcast” their output, as well as a multitude of Internet-only “stations.”

**Web mapping**

Web mapping is the process of designing, implementing, generating, and delivering maps on the World Wide Web. Although the terms Web GIS and Web mapping are used synonymously, they don't mean exactly the same thing. Web maps are often a presentation media in Web GIS, and Web maps are increasingly gaining analytical capabilities. A special case of Web maps are mobile maps, displayed on mobile computing devices, such as mobile phones, Smartphones, Personal Digital Assistants (PDAs), Global Positioning System (GPS) units, and other devices. If the maps on these devices are displayed by a mobile Web browser or Web user agent, they can be regarded as mobile Web maps. If the mobile Web maps also display context- and location-sensitive information, such as points of interest, the term location-based services is frequently used. Customizable Web maps are usually more complex Web mapping systems that offer Application Programming Interfaces (APIs) for reuse in other people's Web pages and products. Examples of such a system are Yahoo! Maps and Google Maps.

**Wiki**

A wiki is a page or collection of Web pages designed to enable anyone who accesses it to contribute or modify content, using a simplified markup language. Wikis are often used to create collaborative Websites and to power community Websites. The collaborative encyclopedia Wikipedia is one of the best-known wikis.

A defining characteristic of wiki technology is the ease with which pages can be created and updated. Generally, there is no review before modifications are accepted. Many wikis are open to alteration by the general public without requiring them to register user accounts. Sometimes logging in for a session is recommended, to create a “wiki-signature” cookie for signing edits automatically. Many edits, however, can be made in real-time and appear almost instantly online. This can facilitate abuse of the system. Private wiki servers require user authentication to edit pages, and sometimes even to read them.

**YouTube (see Video hosting service)**

In response to the flood relief efforts, there have been questions as to what items and services are needed. Central City encourages people to give cash donations to an organized voluntary agency of your choice.

Central City officials are helping to coordinate between people and businesses who wish to donate money, goods, and services with agencies that are able to receive, store, and distribute donated items.

For more information on what and where to donate, call the Central City Coordination Center at phone number 1-800-555-1212.

## Sample Message Maps

While the Message Map below addresses the public's concern about an influenza epidemic, the format can serve you well when developing messaging about volunteers or donations following a disaster.

<b>Stakeholder:</b> Public		
<b>Question or Concern:</b> What does the public most need to know about the influenza epidemic?		
<b>Key Message 1</b>	<b>Key Message 2</b>	<b>Key Message 3</b>
<i>Vaccination a top priority for:</i>	<i>Symptoms</i>	<i>Highly contagious</i>
<b>Supporting Information 1-1</b>	<b>Supporting Information 2-1</b>	<b>Supporting Information 3-1</b>
Elderly	Fever	Avoid direct contact with others
<b>Supporting Information 1-2</b>	<b>Supporting Information 2-2</b>	<b>Supporting Information 3-2</b>
Health care workers	Congestion (cough, sore throat)	Avoid sharing food, drinks
<b>Supporting Information 1-3</b>	<b>Supporting Information 2-3</b>	<b>Supporting Information 3-3</b>
Immuno-compromised individuals	Muscle aches and pains	Keep bedding (sheets, linens) clean

Source: *Risk Communication in Action: The Tools of Message Mapping*, published by National Service Center for Environmental Publications (NSCEP), the U.S. Environmental Protection Agency. Retrieved from [nepis.epa.gov](http://nepis.epa.gov) on 11/30/2009.

## Information for LTRG Members

**Instructions:** A Presidential Disaster Declaration for Public Assistance, Individual Assistance and the Hazard Mitigation Grant Program has been made for all counties within a State. You have been asked to attend a long term recovery group (LTRG) meeting for the first time to discuss what FEMA is doing.

<b>Stakeholder:</b> LTRG members		
<b>Question or Concern:</b> What is FEMA doing and how does it relate to the LTRG?		
<b>Key Message 1</b>	<b>Key Message 2</b>	<b>Key Message 3</b>
Encourage all disaster survivors to register	FEMA isn't the team, but only part of the team.	FEMA Voluntary Agency Liaisons (VALs) are here to support the LTRG and its partners
<b>Supporting Information 1-1</b>	<b>Supporting Information 2-1</b>	<b>Supporting Information 3-1</b>
All survivors are encouraged to register at <a href="http://disasterassistance.gov">disasterassistance.gov</a> or 800-621-FEMA.	FEMA commends the work of the LTRG for your role in providing humanitarian relief.	VALs are here as a resource to support the State of ____ and its VOAD partners.
<b>Supporting Information 1-2</b>	<b>Supporting Information 2-2</b>	<b>Supporting Information 3-2</b>
Don't assume ineligibility due to insurance.	All disasters start local, and end local, and we know that the LTRG will be here after FEMA leaves.	VALs can explain the sequence of delivery for disaster assistance, as well as field question on FEMA programs.
<b>Supporting Information 1-3</b>	<b>Supporting Information 2-3</b>	<b>Supporting Information 3-3</b>
Registering for LTRG assistance is not the same as registering for FEMA.	The LTRG plays a key role in ensuring that disaster caused unmet needs of disaster survivors are met.	VALs can assist with information on how to receive FEMA registration information via the Privacy Act of 1974 Routine Uses

## Unit 4: Managing Unsolicited Donated Goods

---

### Introduction

During this unit, we will discuss the need to emphasize that cash donations are best. Since goods will still be donated, we'll talk about operating a collection center and distribution centers. We will also discuss the benefits of continuing operations through recovery.

---

### Objectives

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

1. Describe why cash donations are more economically feasible than donated goods.
  2. Define requirements for collection centers.
  3. List types of distribution centers.
  4. Summarize the benefits of operating through recovery.
- 

### Scope

- What Does It Cost?
  - Flow of Donations
  - Collection and Distribution Centers
  - Manage Those Goods: An Activity
-

Visual 4.1



## ***Unit Objectives***

Visual 4.2

### ***Unit 4 Objectives***

- 1. Describe why cash donations are more economically feasible than donated goods.**
- 2. Define requirements for collection centers.**
- 3. List types of distribution centers.**
- 4. Summarize the benefits of operating through recovery.**

4.2



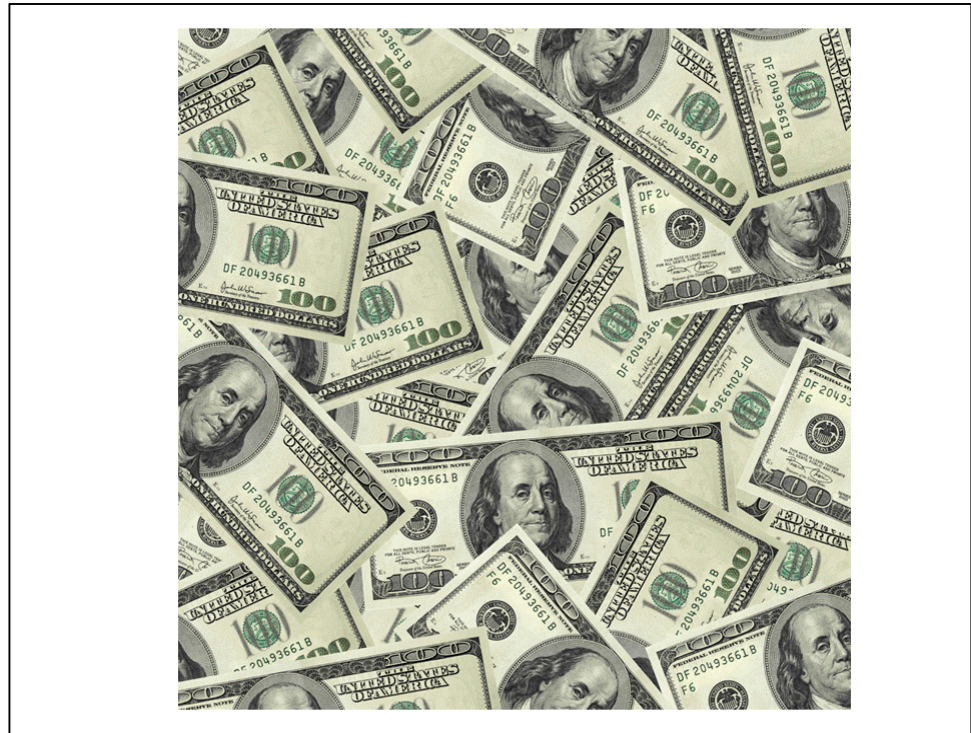
## What Does It Cost?

Visual 4.3



- Someone donates canned goods.
- The canned goods are gathered at a centralized point and boxed.
- The box of canned goods is loaded on a truck and shipped (which costs dollars).
- The truck is unloaded.
- The cans and individual items are resorted.
- The sorted items are repacked in specially marked donation boxes.
- The boxes are shipped to a distribution site.
- Disaster survivors pick up the donated goods.
- Statistical information indicates that the cost of donating a can of food through the stages of management is at least \$10 vs. a can that is purchased at about \$.85.

Visual 4.4



- Cash is best—it assists the local economy in its recovery.
- Buying products within the local economy helps the recovery of the community.
- Cash can be used to buy exactly what is needed, when it is needed, not what the donor believes is needed.
- It also ensures freshness of the product.
- Some donated goods may be out of date.

Visual 4.5

***Reality is ...***

**Even though you “just say no ...”**



**goods will still come and a facility to manage those goods may be required.**

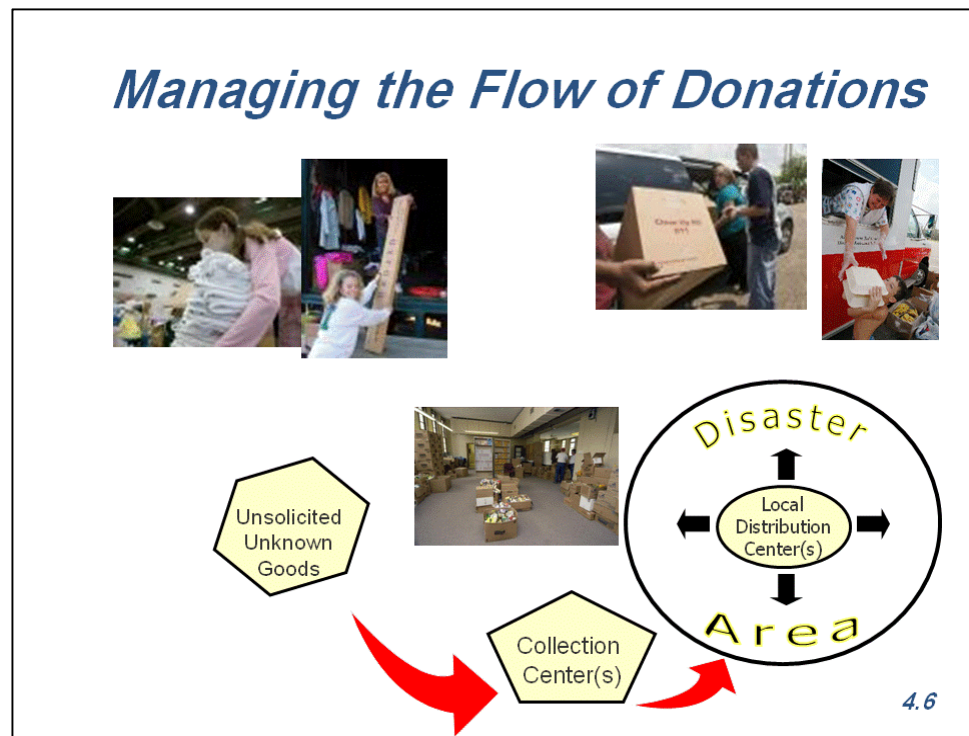
4.5



- Even though you may have a good public education strategy about the proper way to volunteer and donate goods:
  - Cash is best
  - Affiliate to volunteer
  - Donate properly
- Your community needs to be prepared to address goods and volunteers coming into a disaster site.

## Flow of Donations

Visual 4.6



Most of the time, the goods will go to a Collection Center. If the goods are packaged correctly and are needed, then they can be directed straight to a Local Distribution Center.

In a small emergency or jurisdiction, the collection and distribution may be done from the same building. However, it is VITAL to separate the warehouse collecting and sorting operations from the distribution operations.

You could even use the back of a building for drop off and the front for pick up if you only have one building.

## Collection and Distribution Centers

Visual 4.7

### *Collection Centers*

- Often public sites for collecting unsolicited goods
- Converts “Stuff” to “Goods”

  
4.7



An efficient management program will take “stuff” and make “goods” out of it.



Visual 4.8

## ***Collection Centers***

- **Develop a plan to operate and demobilize a collection center**
- **Identify, sort, inventory, and prepare items for distribution**
- **Consider structure for distribution**
  - **Voluntary agencies**
  - **Faith-based organizations**
  - **Survivors at distribution centers**
- **Record and document process**

4.8




Potential collection centers should be identified before an event or disaster occurs. Businesses and residents who live nearby need to know what these centers are. They should be included in your plan along with information management considerations for recording and tracking:

- What goods are received
- Who made donations in order for them to receive recognition
- How goods will be distributed and transported to non-profits, survivors, distribution centers if established, etc.
- Your plan should also include a criteria and process for demobilizing collection centers and/or a warehouse.

Visual 4.9

## *Information Management*

- **Inventory Tracking**
- **Systems may be interrupted**
- **Create redundancy with layers**
  - **Web-based technology**
  - **Non-networked computer**
  - **Paper forms that duplicate electronic entries**



4.9




- You may need to start your inventory with a pen and paper.
  - You may have 30 people dropping off bags of donations before you get a computer to track your inventory.
  - Power outages and Internet interruptions can also halt computer-based inventory control.
  - Always have a backup in case technology fails.
  - Paper copy may be predominantly used as the initial method of inputting information before you have the opportunity to input it into a computer.
- Consider having the inventory program on a stand-alone computer, so if the internet is down, you can still use a computer.
- Have forms printed out from the computer program so you can use paper-based if the computer is not available.
- Redundancy across all systems is key to success.

Visual 4.10

## *Communications*

- **External**
  - VDCT
  - Distribution Centers
  - Incoming Trucks
  - Others?
- **Internal**
  - Between sections and key personnel (use walkie talkies)



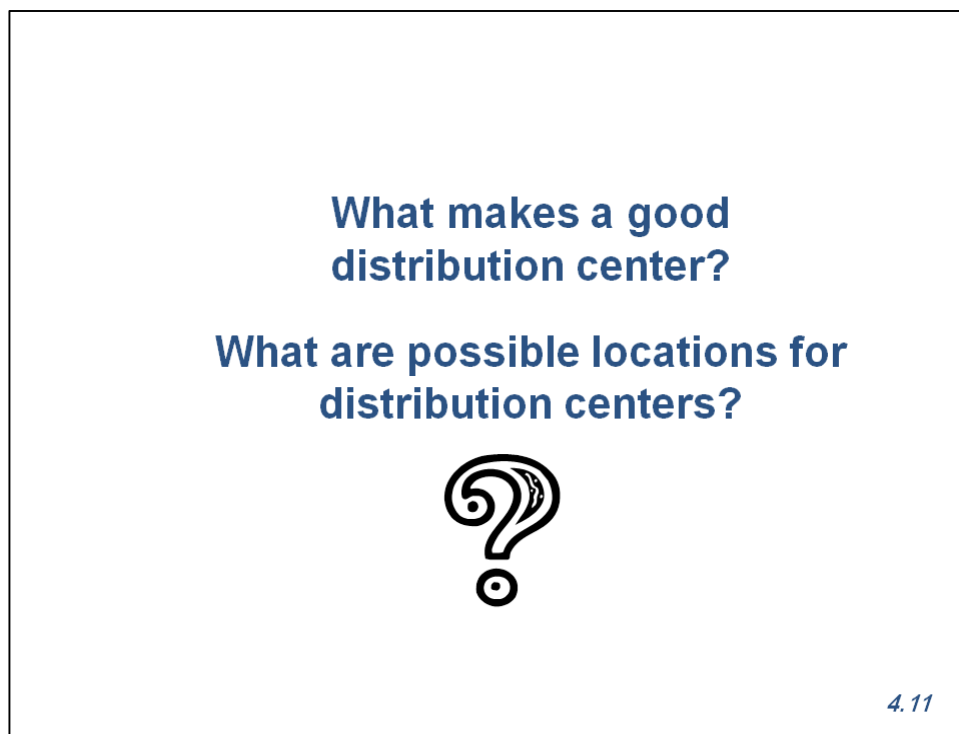
4.10



Effective communications is key to having successful operations. For example, external communications can help identify where all the goods are at all times—what is coming in and when it is coming in. This type of communication provides a base for planning the number of volunteers you will need to assist in operations. Internal communications is as important as external communications.

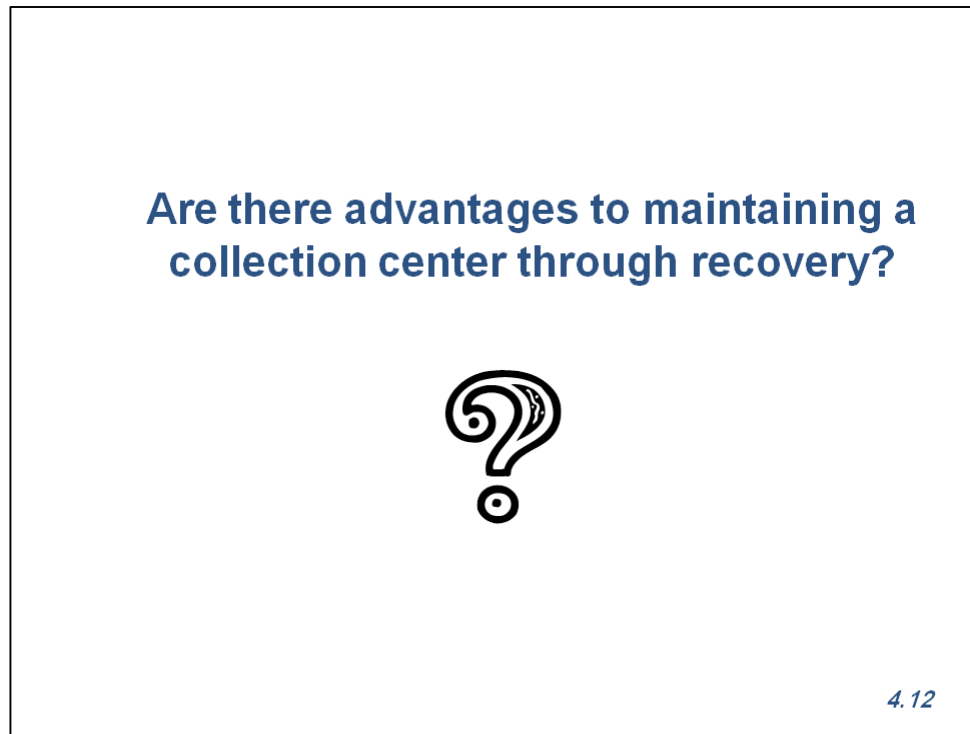


Visual 4.11



Effective collection, sorting, and inventory of donated goods is incomplete without a mechanism in place for the distribution of collected items.

Visual 4.12



- Eventually, the voluntary organizations can transition remaining goods to their own storage areas or warehouses.
- If there is not a plan on how to open, run, and close a warehouse, there will be a loss of time, money, and resources.

## ***Manage Those Goods: An Activity***

Visual 4.13



### ***Manage Those Goods!***

- 1. Review the scenario and read additional information.**
- 2. Answer the questions/issues to consider.**
- 3. Summarize your responses on the easel chart.**
- 4. Be ready to report to the class.**



4.13

**Purpose:** To select warehouse space and accept donated goods that are needed based on the details of a scenario.

- Directions:**
- Review the scenario (in Unit 3).
  - Read through the additional scenario information for this unit.
  - Working with other members of your small group, answer the questions for Unit 4.
  - Record your answers on the easel and be prepared to report to the class.

### Additional Scenario Information

The media message created in Unit 3 has been released. Between word-of-mouth about the fire, Tweets, blogs, local newspaper articles, and even a few TV news reports, many donors have been drawn to collect stuff from their own houses to donate.

Since the fire station is usually locked, town and area residents have started dropping off large green trash bags of donations at the local restaurant. The owner donated a 40' x 20' room to house the donations. After a day and a half, the room is full of green trash bags. Extra bags and boxes being dropped off are now being placed on the sidewalk. Two days later, the business owner says, "I'm tired of my restaurant looking like a garbage dump. You need to get that stuff out of here. I've got a party using that room in 2 days."

### Questions/issues for this Unit:



- Describe your process for finding space to be used for a new collection center in your town. How would you determine what product(s) are needed by the survivors? What stakeholders would you engage in these processes?
- Based on the scenario and additional information above, list the top 10 items on your immediate "needs list" of donated items and draft another press release/Tweet in which you address these specific needs.
- What groups in your town will you involve in collection center operations and in organizing the "green trash bags" in the restaurant?
- Would you encourage survivors to come to the collection center? If yes, why? If no, what mechanism(s) would you set up for distribution?

Visual 4.14

***Pulling it all together ...***

**Preparedness/Planning**

- Know your team
- Establish MOUs
- Develop phone scripts
- Include SOPs
- Develop triggers for action
- Manage public education



4.14



Visual 4.15

***Pulling it all together ...***

**Response**

**Activating the plan ...**

- Public information
- Information management
- Matching needs
- Making changes as needed
- Monitoring staffing
- Working toward recovery
- Demobilizing



4.15

Visual 4.16

## *Pulling it all together ...*

### Recovery

#### For the long haul ...

- Making the transition
- Transferring management
- Appealing to public for long term
- Thanking donor
- Establishing After-Action process



4.16

***What's In Your Annex?***

Visual 4.17

***What's In Your Annex?***

Does your annex:

- Discuss procedures for handling an influx of unsolicited goods?
- List a mechanism for locating collection and distribution centers?
- Designate people responsible for unsolicited goods?
- Discuss criteria for opening and closing collection and distribution centers?

4.17

## ***Unit Summary***

Visual 4.18

### ***Unit 4 Summary***

- 1. Describe why cash donations are more economically feasible than donated goods.**
- 2. Define requirements for collection centers.**
- 3. List types of distribution centers.**
- 4. Summarize the benefits of operating through recovery.**

*4.18*



## **APPENDICES**

	<b>Page</b>
<b>Appendix A: Collection Center Demobilization.....</b>	<b>4-21</b>
<b>Appendix B: Thank You Letter for Donations .....</b>	<b>4-22</b>

## Collection Center Demobilization

Closing a collection center is a matter of timing.

When the flow of donated goods coming into the center slows to small amounts of shipments on a daily basis and the number of offers coming into the call center/donation coordination team has ceased, it is time to announce the closing of the center.

Procedure:

1. Set a date (2 or more weeks in the future).
2. Announce the date to the Distribution Centers.
3. Announce the date to the media.

Prior to closing, encourage the existing Distribution Centers to stock up as much as is reasonable (based on the demand and on their space).

During the last week, make offers to local social service agencies who will be continuing to serve the communities affected by the event.

As soon as the center is empty:

- Return leased/rented/loaned equipment.
- Have phones turned off.
- Clean warehouse.
- Take down signage.
- Send volunteers home.
- Do a walk-through with owner or agent (have utilities transferred to owner/agent).
- Turn over keys.

## Thank You Letter for Donations

Sample City  
Main Street  
Anywhere, USA

Date

Dear:  
Willing Citizen  
Center Street  
Junction City, USA

On behalf of the \_\_\_\_\_, I want to personally thank you for your offer of:  
3 mattresses including transportation.

Many residents of our city have been impacted heavily by the fire that destroyed the apartment building.

I just wanted to let you know how much we appreciate your willingness to make such an offer to our city's residents when they were most in need.

Sincerely,

John Stokes  
Mayor  
Sample City

## Unit 5: Managing Spontaneous Volunteers

---

**Introduction** In this unit, we will discuss the normal rush of people responding after a disaster and cover the benefits of planning for this before the disaster happens.

---

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

1. Differentiate between spontaneous unaffiliated and affiliated volunteers.
2. Identify process for referring donated volunteer services to voluntary agency organizations, local EMAs, and local volunteer reception centers.
3. Match offered volunteer services to needs.
4. Explain the interaction process with the local volunteer centers in the response phase.
5. Cite ways to promote public messaging about the correct way to volunteer through recovery.

---

**Scope**

- Types of Volunteers
- Preparedness
- Key Stakeholders
- Managing Spontaneous Volunteers: An Activity

---

**References**

- *Managing Spontaneous Volunteers in Times of Disaster: The Synergy of Structure and Good Intentions*
- “Unaffiliated Volunteers in Response and Recovery” by Volunteer Florida: the Governor’s Commission on Volunteerism and Community Service, <http://www.volunteerflorida.org/wp-content/uploads/2013/03/UnaffiliatedVolunteers.pdf>
- E489, *Management of Spontaneous Volunteers in Disasters*, EMI, April 2011

---

Visual 5.1




## ***Unit Objectives***

Visual 5.2

***Unit 5 Objectives***

1. Differentiate between spontaneous and affiliated volunteers.
2. Identify process for referring donated volunteer services to voluntary agency organizations, local EMAs, and local volunteer reception centers.
3. Match offered volunteer services to needs.



5.2

Visual 5.3

***Unit 5 Objectives***

4. Explain the interaction process with the local volunteer centers in the response phase.
5. Cite ways to promote public messaging about the correct way to volunteer through recovery.

5.3

## Types of Volunteers

Visual 5.4

### *Traditional Affiliated Volunteers*

- Are attached to a voluntary agency
- Normally trained for disaster response by their agency
- Logistical support is provided



5.4



One type of volunteer is the traditional affiliated volunteer. They are beneficial in that:

- They are already part of a voluntary agency and less likely to self-deploy.
- They are trained and liability insurance is covered by their agency.
- Their feeding, housing, and transportation are provided.

Since affiliated volunteers are already part of a larger organization, their needs are taken care of. Their organizations should already be a part of your plan.

Visual 5.5

## *Unaffiliated Volunteers*

- No association with voluntary organization
- Feel motivated by degree of community ownership
- They may be highly skilled:
  - Accountant
  - Construction
  - Food Services
  - Information Technology
- Commonly known as Spontaneous



5.5



Another type of volunteer is the spontaneous or unaffiliated volunteer. These volunteers:

- Have no association with a voluntary organization.
- Want to help their community.
- Bring many different skills to the table.

In disaster operations, one of the most important aspects of these volunteers is for a community to coordinate a way to match them with a voluntary organization and transition them from unaffiliated to affiliated.

This is often done through regular and social media releases that announce the details of how to serve as a volunteer with a local organization.

It is not the job of the VDCT to transition them to the disaster response, but the job of the organization with whom they want to affiliate.



Visual 5.6

## *Unaffiliated Volunteers*

- **May not have skills relevant to current disaster**
- **Must be a major consideration for the annex or EOP**
- **Could include convergent groups**
  - No affiliation with emergency management
  - Individual or group acts independently outside the recognized coordination of the impacted jurisdiction

*5.6*



These volunteers:


- May have varied skills but those may not be conducive to the mission.
- Will show up, therefore you must address them in planning.
- It may be tempting to look at spontaneous volunteers as a problem, but you need to reframe them as a resource. Work closely with the VOAD lead in the EOC or Emergency Manager to see what jobs have priorities and if you can use them to fill those jobs.
- Can include convergent groups. These groups:
  - Have no affiliation with an emergency management group and should be addressed in your plan.
  - May have liability insurance. If they do not, treat them as spontaneous volunteers and match them with an affiliated group.

Visual 5.7

## *Public Perception*

Well-managed volunteers:

- Contribute to a positive public perception of the response and recovery effort
- Can fill in the gaps and meet individual needs of survivors, offer comfort and encouragement



5.7



Well-managed spontaneous volunteers can create a positive public perception of disaster relief efforts. This perception is important because:

- The press may interview individuals or organizations.
- Volunteers may want to volunteer again or become affiliated.
- Volunteers will tell others about the organization they worked with.


It may encourage others who have not volunteered or donated before to contribute to current or future disasters.

## Preparedness

Visual 5.8

### *General Planning Before a Disaster*

- Identify existing local volunteer coordination processes and protocols
- Identify a volunteer intake coordinating agency
- Determine location for physical intake
- Establish MOUs with organizations
  - E.g., who will staff the VRC



5.8



- The location, agency, and person you will refer volunteers to should all be in your plan.
  - Community centers and faith-based campuses are good for Volunteer Reception Centers (VRCs) because they often have:
    - Large open rooms
    - Adequate parking
    - Sanitary facilities
  - Venues to be used for VRCs should be targeted for priority restoration of utilities.
  - Wherever your facility, establish one entrance and a separate exit to create flow.
  - Schools are not good locations because they are often used for shelters.
- Memorandums of Understanding (MOUs) with stakeholders should be in your annex or emergency plan.
  - Tap into existing resources; do not reinvent the wheel.

Visual 5.9

## *General Planning Before a Disaster*

- Determine process of vetting which organization will receive volunteers
- Determine priority needs and roles of organizations that can use unaffiliated volunteers
- Research existing liability issues and laws that affect unaffiliated volunteers



5.9



Planning involves:

- Knowing the agencies working the disaster in order to determine which volunteers will be referred to them based on the agencies' needs and the volunteers' skills.
  - Organizations may have specific needs, such as volunteers for populations with access or functional needs or animal needs.
  - Agreements to be made ahead of time.
- Referring to legal counsel about liability issues.
- Discovering one organization in the community that is a logical choice for coordinating the multi-agency utilization of spontaneous volunteers.

Visual 5.10

## ***General Planning Before a Disaster***

- **Educate local coalitions and community members**
- **Build a community network**
- **Engage the business community**
- **Establish reporting procedures**

5.10



Planning involves:

- Being proactive in the community. Attend local community meetings or visit local stores.
- Contacting organizations that may not be a part of emergency management.
- Contacting local businesses that may have existing volunteers, donate goods, or offer discounts during times of disasters.
  - According to a survey by Deloitte and The Conference Board, 77% of companies believe volunteer programs can help them improve their business practices and nearly 50% said aligning their giving programs—including volunteering—with business objectives was the biggest change in their philanthropy. (*Talent Management Magazine*, April 2009 issue)
- Establishing reporting procedures to track the number of volunteers that show up, call in, or are referred to an organization. Keep track of volunteer hours.

## Key Stakeholders

Visual 5.11

### *Key Stakeholders in Managing Unaffiliated Volunteers*

- Emergency management
- Volunteer center(s)
- VOAD members
- Faith-based organizations
- Community leaders
- Corporate and business partners
- Media



5.11



- It is beneficial to identify all potential partners and build cooperative relationships with organizations such as these listed on the visual.
- Document the number of volunteers your organization has and what they do for your organization. Use this information as you work with community leaders to demonstrate the benefits volunteers give to the community through your organization. This may help garner assistance from the community when needs arise.

Visual 5.12

## *Volunteer Management – Questions to Consider*

- How will volunteers be supervised?
- Will there be liability coverage for the volunteers? How? In what circumstances?
- How will hours be tracked for a potential soft match against the State's cost share for the disaster?

5.12



- A great Website: <http://www.nonprofitrisk.org>
  - On this site, you can find laws for each State on liability for volunteer organizations.
  - You should know the law in your particular State.

## Managing Spontaneous Volunteers: An Activity

Visual 5.13



### *Managing Unaffiliated Volunteers: An Activity*

- Review the scenario and additional information
- Answer the questions/issues to consider
- Summarize your responses on the easel chart
- Be ready to report to the class



5.13

**Purpose:** To determine your role in the process of managing spontaneous volunteers.

- Directions:**
- Review the scenario (in Unit 3).
  - Read through the additional scenario information for this unit.
  - Working with other members of your small group, answer the questions for Unit 5.
  - Record your answers on the easel and be prepared to report to the class.

ADDITIONAL SCENARIO INFORMATION FOR THIS UNIT



Even though a media message including information about volunteers was released in Unit 3, spontaneous unaffiliated volunteers are hanging around, wanting to help. At least 2 dozen people are milling around the burned out apartment building, but no one is directing them. Over the next few days, others volunteer their services to help people left homeless by the fire. No one has a structured process in place for managing or coordinating the spontaneous volunteers.

**Questions/issues for this Unit to be addressed by the group:**

- Spontaneous volunteers will need to be coordinated. What key stakeholders from your community would you collaborate with and what would be their role?
- What tasks could these volunteers undertake?

***What's In Your Annex?***

Visual 5.14

***What's In Your Annex?***

Does your annex:

- List key stakeholders for management of unaffiliated volunteers?
- Set up a VRC or similar mechanism?


5.14

## Unit Summary

Visual 5.15

***Unit 5 Summary***

1. Differentiate between spontaneous unaffiliated and affiliated volunteers.
2. Identify process for referring donated volunteer services to voluntary agency organizations, local EMAs, and local volunteer reception centers.
3. Match offered volunteer services to needs.



5.15

Visual 5.16

***Unit 5 Summary***

4. Explain the interaction process with the local volunteer centers in the response phase.
5. Cite ways to promote public messaging about the correct way to volunteer through recovery.

5.16

## APPENDIX

	<b>Page</b>
<b>Appendix A: Volunteer Protection Act of 1997 .....</b>	<b>5-18</b>

**PUBLIC LAW 105-19—JUNE 18, 1997**

**VOLUNTEER PROTECTION ACT OF 1997**

**Volunteer Protection Act of 1997**

*This is the text of Public Law 105-19; the Volunteer Protection Act of 1997 as signed into law by President Clinton on June 18, 1997:*

One Hundred Fifth Congress of the United States of America

AT THE FIRST SESSION

Begun and held at the City of Washington on Tuesday, the seventh day of January, one thousand nine hundred and ninety-seven

**An Act**

To provide certain protections to volunteers, nonprofit organizations, and governmental entities in lawsuits based on the activities of volunteers.

*Be it enacted by the Senate and House of Representatives of the United States Of America in Congress assembled,*

**SECTION 1. SHORT TITLE.**

This Act may be cited as the “Volunteer Protection Act of 1997”.

**SECTION 2. FINDINGS AND PURPOSE.**

- (a) FINDINGS—The Congress finds and declares that—
- (1) the willingness of volunteers to offer their services is deterred by the potential for liability actions against them;
  - (2) as a result, many nonprofit public and private organizations and governmental entities, including voluntary associations, social service agencies, educational institutions, and other civic programs, have been adversely affected by the withdrawal of volunteers from boards of directors and service in other capacities;
  - (3) the contribution of these programs to their communities is thereby diminished, resulting in fewer and higher cost programs than would be obtainable if volunteers were participating;
  - (4) because Federal funds are expended on useful and cost-effective social service programs, many of which are national in scope, depend heavily on volunteer participation, and represent some of the most successful public-private partnerships, protection of volunteerism through clarification and limitation of the personal liability risks assumed by the volunteer in connection with such participation is an appropriate subject for Federal legislation;

- (5) services and goods provided by volunteers and nonprofit organizations would often otherwise be provided by private entities that operate in interstate commerce;
- (6) due to high liability costs and unwarranted litigation costs, volunteers and nonprofit organizations face higher costs in purchasing insurance, through interstate insurance markets, to cover their activities; and
- (7) clarifying and limiting the liability risk assumed by volunteers is an appropriate subject for Federal legislation because--
  - (A) of the national scope of the problems created by the legitimate fears of volunteers about frivolous, arbitrary, or capricious lawsuits;
  - (B) the citizens of the United States depend on, and the Federal Government expends funds on, and provides tax exemptions and other consideration to, numerous social programs that depend on the services of volunteers;
  - (C) it is in the interest of the Federal Government to encourage the continued operation of volunteer service organizations and contributions of volunteers because the Federal Government lacks the capacity to carry out all of the services provided by such organizations and volunteers; and
  - (D)(i) liability reform for volunteers, will promote the free flow of goods and services, lessen burdens on interstate commerce and uphold constitutionally protected due process rights; and (ii) therefore, liability reform is an appropriate use of the powers contained in article 1, section 8, clause 3 of the United States Constitution, and the fourteenth amendment to the United States Constitution.

(b) **PURPOSE**—The purpose of this Act is to promote the interests of social service program beneficiaries and taxpayers and to sustain the availability of programs, nonprofit organizations, and governmental entities that depend on volunteer contributions by reforming the laws to provide certain protections from liability abuses related to volunteers serving nonprofit organizations and governmental entities.

### **SECTION 3. PREEMPTION AND ELECTION OF STATE NONAPPLICABILITY.**

- (a) **PREEMPTION**—This act preempts the laws of any State to the extent that such laws are inconsistent with this Act, except that this Act shall not preempt any State law that provides additional protection from liability relating to volunteers or to any category of volunteers in the performance of services for a nonprofit organization or governmental entity.
- (b) **ELECTION OF STATE REGARDING NONAPPLICABILITY**—This Act shall not apply to any civil action in a State court against a volunteer in which all parties are citizens of the State if such State enacts a statute in accordance with State requirements for enacting legislation—

- (1) citing the authority of this subsection;
- (2) declaring the election of such State that this Act shall not apply, as of a date certain, to such civil action in the State; and
- (3) containing no other provisions.

#### **SECTION 4. LIMITATION ON LIABILITY FOR VOLUNTEERS.**

(a) **LIABILITY PROTECTION FOR VOLUNTEERS**—Except as provided in subsections (b) and (d), no volunteer of a nonprofit organization or governmental entity shall be liable for harm caused by an act or omission of the volunteer on behalf of the organization or entity if--

- (1) the volunteer was acting within the scope of the volunteer's responsibilities in the nonprofit organization or governmental entity at the time of the act or omission;
- (2) if appropriate or required, the volunteer was properly licensed, certified, or authorized by the appropriate authorities for the activities or practice in the State in which the harm occurred, where the activities were or practice was undertaken within the scope of the volunteer's responsibilities in the nonprofit organization or governmental entity;
- (3) the harm was not caused by willful or criminal misconduct, gross negligence, reckless misconduct, or a conscious, flagrant indifference to the rights or safety of the individual harmed by the volunteer; and
- (4) the harm was not caused by the volunteer operating a motor vehicle, vessel, aircraft, or other vehicle for which the State requires the operator or the owner of the vehicle, craft, or vessel to--(A) possess an operator's license; or (B) maintain insurance.
  - (A) Possess an operator's license; or
  - (B) Maintain insurance

(b) **CONCERNING RESPONSIBILITY OF VOLUNTEERS TO ORGANIZATIONS AND ENTITIES**—Nothing in this section shall be construed to affect any civil action brought by any nonprofit organization or any governmental entity against any volunteer of such organization or entity.

(c) **NO EFFECT ON LIABILITY OF ORGANIZATION OR ENTITY**—Nothing in this section shall be construed to affect the liability of any nonprofit organization or governmental entity with respect to harm caused to any person.

(d) **EXCEPTIONS TO VOLUNTEER LIABILITY PROTECTION**—If the laws of a State limit volunteer liability subject to one or more of the following conditions, such conditions shall not be construed as inconsistent with this section:

- (1) A State law that requires a nonprofit organization or governmental entity to adhere to risk management procedures, including mandatory training of volunteers.



- (2) A State law that makes the organization or entity liable for the acts or omissions of its volunteers to the same extent as an employer is liable for the acts or omissions of its employees.
  - (3) A State law that makes a limitation of liability inapplicable if the civil action was brought by an officer of a State or local government pursuant to State or local law.
  - (4) A State law that makes a limitation of liability applicable only if the nonprofit organization or governmental entity provides a financially secure source of recovery for individuals who suffer harm as a result of actions taken by a volunteer on behalf of the organization or entity. A financially secure source of recovery may be an insurance policy within specified limits, comparable coverage from a risk pooling mechanism, equivalent assets, or alternative arrangements that satisfy the State that the organization or entity will be able to pay for losses up to a specified amount. Separate standards for different types of liability exposure may be specified.
- (e) **LIMITATION ON PUNITIVE DAMAGES BASED ON THE ACTIONS OF VOLUNTEERS—**
- (1) **GENERAL RULE—**Punitive damages may not be awarded against a volunteer in an action brought for harm based on the action of a volunteer acting within the scope of the volunteer’s responsibilities to a nonprofit organization or governmental entity unless the claimant establishes by clear and convincing evidence that the harm was proximately caused by an action of such volunteer which constitutes willful or criminal the individual harmed.
  - (2) **CONSTRUCTION—**Paragraph (1) does not create a cause of action for punitive damages and does not preempt or supersede any Federal or State law to the extent that such law would further limit the award of punitive damages.
- (f) **EXCEPTIONS TO LIMITATIONS ON LIABILITY—**
- (1) **IN GENERAL—**The limitations on the liability of a volunteer under this Act shall not apply to any misconduct that—
    - (A) constitutes a crime of violence (as that term is defined in section 16 of title 18, United States Code) or act of international terrorism (as that term is defined in section 2331 of title 18) for which the defendant has been convicted in any court;
    - (B) constitutes a hate crime (as that term is used in the Hate Crime Statistics Act (28 U.S.C. 534 note));
    - (C) involves a sexual offense, as defined by applicable State law, for which the defendant has been convicted in any court;
    - (D) involves misconduct for which the defendant has been found to have violated a Federal or State civil rights law; or

(E) where the defendant was under the influence (as determined pursuant to applicable State law) of intoxicating alcohol or any drug at the time of the misconduct.

(2) **RULE OF CONSTRUCTION-** Nothing in this subsection shall be construed to effect subsection (a) (3) or (e).

## **SECTION 5. LIABILITY FOR NONECONOMIC LOSS.**

(a) **GENERAL RULE-** In any civil action against a volunteer, based on an action of a volunteer acting within the scope of the volunteer's responsibilities to a nonprofit organization or governmental entity, the liability of the volunteer for noneconomic loss shall be determined in accordance with subsection (b).

(b) **AMOUNT OF LIABILITY—**

(1) **IN GENERAL—**Each defendant who is a volunteer, shall be liable only for the amount of noneconomic loss allocated to that defendant in direct proportion to the percentage of responsibility of that defendant (determined in accordance with paragraph (2)) for the harm to the claimant with respect to which that defendant is liable. The court shall render a separate judgment against each defendant in an amount determined pursuant to the preceding sentence.

(2) **PERCENTAGE OF RESPONSIBILITY—**For purposes of determining the amount of noneconomic loss allocated to a defendant who is a volunteer under this section, the trier of fact shall determine the percentage of responsibility of that defendant for the claimant's harm.

## **SECTION 6. DEFINITIONS.**

For purposes of this Act:

(1) **ECONOMIC LOSS—**The term "economic loss" means any pecuniary loss resulting from harm (including the loss of earnings or other benefits related to employment, medical expense loss, replacement services loss, loss due to death, burial costs, and loss of business or employment opportunities) to the extent recovery for such loss is allowed under applicable State law.

(2) **HARM—**The term "harm" includes physical, nonphysical, economic, and noneconomic losses.

(3) **NONECONOMIC LOSSES—**The term "noneconomic losses" means losses for physical and emotional pain, suffering, inconvenience, physical impairment, mental anguish, disfigurement, loss of enjoyment of life, loss of society and companionship, loss of consortium (other than loss of domestic service), hedonic damages, injury to reputation and all other nonpecuniary losses of any kind or nature.

- (4) **NONPROFIT ORGANIZATION-** The term nonprofit organization means--
- (A) any organization which is described in section 501(c)(3) of the Internal Revenue Code of 1986 and exempt from tax under section 501(a) of such Code and which does not practice any action which constitutes a hate crime referred to in subsection (b)(1) of the first section of the Hate Crime Statistics Act (28 U.S.C. 534 note); or
  - (B) any not-for-profit organization which is organized and conducted for public benefit and operated primarily for charitable, civic, educational, religious, welfare, or health purposes and which does not practice any action which constitutes a hate crime referred to in subsection (b)(1) of the first section of the Hate Crime Statistics Act (28 U.S.C. 534 note).
- (5) **STATE**—The term “State” means each of the several States, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, American Samoa, the Northern Mariana Islands, any other territory or possession of the United States, or any political subdivision of any such State, territory, or possession.
- (6) **VOLUNTEER**—The term “volunteer” means an individual performing services for a nonprofit organization or a governmental entity who does not receive—
- (A) compensation (other than reasonable reimbursement or allowance for expenses actually incurred); or
  - (B) any other thing of value in lieu of compensation, in excess of \$500 per year, and such term includes a volunteer serving as a director, officer, trustee, or direct service volunteer.

## **SECTION 7. EFFECTIVE DATE.**

- (a) **IN GENERAL**—This Act shall take effect 90 days after the date of enactment of this Act.
- (b) **APPLICATION**—This Act applies to any claim for harm caused by an act or omission of a volunteer where that claim is filed on or after the effective date of this Act but only if the harm that is the subject of the claim or the conduct that caused such harm occurred after such effective date.

## Unit 6: Managing Undesignated Cash

---

**Introduction** In this unit, we will discuss what to do with the undesignated cash and you will practice making decisions during an activity.

---

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

1. Analyze why cash is the best of all potential donations.
2. Develop a policy for referring cash donations to appropriate local organizations.
3. Write guidelines to encourage donors to give cash to acknowledged voluntary organizations.

---

**Scope**

- Why Cash is Best
- Who Should Get Cash?
- What to Do With All That Cash: An Activity

---

Visual 6.1



- There may be undesignated cash coming into local government offices.
- The government is encouraged to provide those funds to Long-Term Recovery Groups. It is important that donors feel confident their cash donations will be used to meet the needs of survivors.
- To assist with building this confidence, it is important to tell prospective donors about the kinds of services provided by voluntary organizations.

## ***Unit Objectives***

Visual 6.2

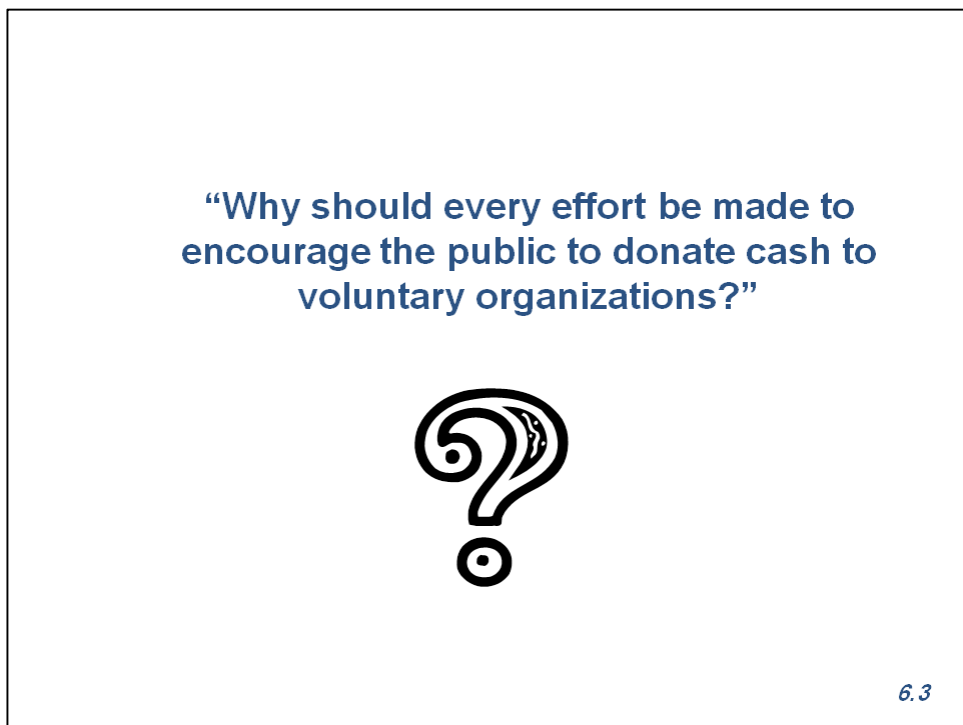
### ***Unit 6 Objectives***

- 1. Analyze why cash is the best of all potential donations.**
- 2. Develop a policy for referring cash donations to appropriate local organizations.**
- 3. Write guidelines to encourage donors to give cash to acknowledged voluntary organizations.**

6.2

## **Why Cash is Best**

Visual 6.3



Visual 6.4

## *Cash is Preferred*

- **Helps voluntary agencies meet precise needs**
- **Helps rebuild local economy**
- **Allows for:**
  - Equitable disbursement procedures
  - Standard accounting procedures
- **Provides support for Long-Term Recovery Committees**
- **Is more efficient to inventory cash than stuff**

6.4



- Voluntary organizations are the ideal recipients of cash donations from the public because they provide numerous services to the most affected disaster population with little red tape. Practically all assistance, including volunteer labor provided by voluntary organizations, is provided for free.
- Voluntary organizations are usually aware of specific items needed by the survivors of the disaster—whether it be food, baby products, cleaning supplies, or other items.
- Receiving cash avoids the often difficult and labor-intensive task of sorting, storing, re-packaging, and re-shipping donated goods at a collection center or warehouse.
- Putting money back into the local economy helps those communities recover faster from the disaster. When donated goods are received, it can compete with local businesses.



## Who Should Get Cash?

Visual 6.5

### *Which Cash Recipients Are Best?*

- **National VOAD guidelines**
  - Always encourage donations to VOAD organizations active in the response efforts
- **Many organizations have existing Disaster Relief Funds**
- **Mayor or Chief Executive may decide to create a “Disaster Relief Fund”**
  - Provides potential donors with another option for giving to help meet immediate and/or long-term needs of disaster survivors

6.5



- The overarching guidance from National VOAD for cash donations is to ALWAYS encourage cash donations be made to voluntary organizations.
- Many National VOAD organizations have been able to help many people get their lives back to normal by using cash donations.
- While the overarching guidance is important, the messaging shared with the media after a disaster is just as important. The cash donations message MUST be a consistent one used by everyone each time they talk with the media.
- While cash donations to voluntary organizations are preferred, some cities and counties may create their own disaster relief fund as another option for potential donors. The thought behind the creation of such a fund is that donors might donate to a Mayor’s Fund who wouldn’t normally donate cash to a voluntary organization.
- While setting up such funds may not be recommended, your community may choose to create one after a disaster. As the Local Volunteer and Donations Coordinator, you may be asked to manage or provide assistance in the operation of the Fund.



- Determine where those funds will be used BEFORE a disaster. The recommendation is that you have, in writing, where those monies will be channeled. The best place is to the Long-Term Recovery Groups.
- Have clear guidance on the subject of how cash donations are helpful to all stakeholders.
- Your policy should be clear on how cash donations are processed.

Visual 6.6

### ***Challenges: Voluntary Organizations versus Local Government Fund***

- **Management**
  - Organization has pre-determined staffing; Local Government might not
- **Processes**
  - Organization has established processes; Local Government has to develop
- **Disbursement of funds**
  - Organization has established guidelines; Local Government has to develop
- **Accountability**
  - Organization knows when and what needs to be reported to the IRS, donors, etc. and when it should be reported; Local Government might not

6.6



- There are challenges for funds managed by the government. Donors' money given to a government fund is not tax deductible. Some communities cannot take donations.
- A reputable voluntary organization that accepts cash donations has probably been doing that for a while. This could be something new to your government. Keep in mind the fund will likely be created in the middle of a disaster when stress levels and work responsibilities are already elevated.
- If a voluntary organization has accepted cash donations previously, those processes are already in place. The government has to take time to create its fund and develop an entire process for receiving, receipting, and depositing donations.

Visual 6.7

## ***Cash and Long-Term Recovery***

**For a local disaster without State involvement:**

- **Funds may go into an account**
  - Ministerial association
  - United Way
  - Other non-profit organizations
- **Funds can then be directed to non-profits involved in long-term recovery efforts**

6.7



- Cash is very important for long-term recovery efforts.
- Funds may go into the account of any “tax-free” voluntary organization that is willing to act as the fiscal agent for the funds once agreed on by the Long-Term Recovery Group.

## What to Do With All That Cash: An Activity

Visual 6.8



### *What to Do With All That Cash*

- Review the scenario and the additional information
- Answer the questions/issues to consider
- Summarize your response on the easel chart
- Be ready to report to the class



6.8

**Purpose:** To determine the most efficient process for handling cash donations based on a scenario.

- Directions:**
- Review the scenario and read the additional information.
  - Working with other members of your small group, answer the questions for Unit 6.
  - Record your answers on the easel and be prepared to report to the class.

**Debriefing:**

**ADDITIONAL INFORMATION FOR THIS UNIT**

Another message has been released in the local media about donated cash vs. donated goods. While the message is clear that cash is best, several voluntary organizations are each receiving funds. To date, there is no central accounting or management. Rumors say there is more than \$35,000 that has been collected just 4 days after the fire, but no one can verify that amount or state how it is being used.

**Questions/issues for this unit to be addressed by the group:**

- What is the best way to handle this situation based on the particulars in your community? Would you put one group in charge of the cash? What process would you use to ensure that all survivors' needs are being addressed?

***What's In Your Annex?***

Visual 6.9

***What's In Your Annex?***

Does your annex:

- State assumptions about cash?
- Discuss a policy for preference for cash?
- Specify a process for referring cash donations to various voluntary organizations?

6.9

## Unit Summary

Visual 6.10

### *Unit 6 Summary*

1. Analyze why cash is the best of all potential donations.
2. Develop a policy for referring cash donations to appropriate local organizations.
3. Write guidelines to encourage donors to give cash to acknowledged voluntary organizations.

*6.10*



- In this unit, we have had a chance to understand why cash is the preferred donation, and to identify the challenges of undesignated cash management in a disaster.
- In this unit, we explored in more detail the systems available to manage undesignated cash.



## Table of Contents for Appendix

	<b>Page</b>
<b>Appendix A: NVOAD Disaster Donation Policy.....</b>	<b>6-15</b>



## National Voluntary Organizations Active in Disaster

COOPERATION | COMMUNICATION | COORDINATION | COLLABORATION

1501 Lee Highway  
Suite 206  
Arlington, Virginia 36536-0244  
Tel: (703) 778-5088  
Fax: (703) 778-5091

### Board of Directors

#### Officers

Mickey Caison  
Southern Baptist Disaster Relief  
North American Mission Board  
President

Kevin Massey  
Lutheran Disaster Response  
Vice - President

John Robinson  
Presbyterian Disaster Assistance  
Secretary

Mike Manning  
Louisiana Voluntary  
Organizations Active in Disaster  
Treasurer

#### Directors

Bill Adams  
Christian Reformed World  
Relief Committee

Kim Burgo  
Catholic Charities USA

Steve Cain  
Indiana Voluntary  
Organizations Active in Disaster

Kevin King  
Mennonite Disaster Service

Nate Leishman  
Latter-Day Saints Charities

Major Sharon Polarek  
The Salvation Army

Jane Prinz  
Virginia Voluntary  
Organizations Active in Disaster

Mark Askey  
Federal Emergency  
Management Agency  
(ex-officio)

Bob Leipold  
Executive Director  
(ex-officio)

### To: State and Local Officials Subject: Disaster Donation Policy

#### National Voluntary Organizations Active in Disaster Background:

When disaster strikes—whether flood, hurricane, earthquake, or explosion—lives, homes, communities, and businesses may be damaged or destroyed. The people affected often need serious and substantial short- and long-term help to put their lives back together. Federal, State, and local governments supply resources; voluntary organizations also provide money, volunteers, material necessities, and a variety of expertise.

After Hurricane Camille (1969), it became clear to organizations that regularly helped disaster survivors that their services were frequently duplicated and uncoordinated. For example, two organizations would be feeding disaster survivors on opposite corners. Representatives from seven organizations began to meet on a regular basis to share their respective activities, concerns, and frustrations in disaster response. They developed the National Voluntary Organizations Active in Disaster (National VOAD), which now has almost 40 members. In addition, there are VOADs in all of the States and most of the territories.

After Hurricane Andrew (1992), the VOAD movement extended to the local level. Disaster response organizations in regions hit by the disaster learned that cooperation at the regional, county, or metro-area level was crucial. In Florida, for example, the disaster did not affect the entire State, just the far south. It made sense for local groups to convene locally instead of in the State capital. In 1996, serving local VOADs became part of the official mission of National VOAD.

#### Issue Background:

Voluntary organizations operate on budgets based on donations from members, from private and public institutions, and from the general public. During times of disasters, many donors are motivated to contribute to voluntary organizations that perform disaster services. These donations make it possible for voluntary organizations to provide urgently needed services to disaster victims. Government agencies at all levels depend on the relief efforts

[www.nvoad.org](http://www.nvoad.org)



## National Voluntary Organizations Active in Disaster

COOPERATION | COMMUNICATION | COORDINATION | COLLABORATION

1501 Lee Highway  
Suite 206  
Arlington, Virginia 36536-0244  
Tel: (703) 778-5088  
Fax: (703) 778-5091

### Board of Directors

#### Officers

Mickey Caison  
Southern Baptist Disaster Relief  
North American Mission Board  
President

Kevin Massey  
Lutheran Disaster Response  
Vice - President

John Robinson  
Presbyterian Disaster Assistance  
Secretary

Mike Manning  
Louisiana Voluntary  
Organizations Active in Disaster  
Treasurer

#### Directors

Bill Adams  
Christian Reformed World  
Relief Committee

Kim Burgo  
Catholic Charities USA

Steve Cain  
Indiana Voluntary  
Organizations Active in Disaster

Kevin King  
Mennonite Disaster Service

Nate Leishman  
Latter-Day Saints Charities

Major Sharon Polarek  
The Salvation Army

Jane Prinz  
Virginia Voluntary  
Organizations Active in Disaster

Mark Askey  
Federal Emergency  
Management Agency  
(ex-officio)

Bob Leipold  
Executive Director  
(ex-officio)

of voluntary agencies to provide immediate relief, as well as mid- and long-term assistance. These private resources augment assistance from the government. Without voluntary organization assistance and the labor of volunteers, government would be faced with many more demands on their scarce resources.

### The Current Issue:

In the last few years, several State Governments and other political jurisdictions have solicited or received donations from companies and the public following a disaster. Several Government agencies have established 800 telephone numbers to coordinate or solicit donations. Government “competition” for private donations has decreased the amount of cash available to voluntary organizations, thus negatively impacting the ability of voluntary organizations to provide emergency relief and rehabilitation.

### National VOAD Position and Recommendation:

National VOAD and its members want State Governors and their Offices of Emergency Management to understand the potentially serious negative impact of their donation management policies. Government solicitation or receipt of public donations after a disaster negatively impacts the ability of voluntary agencies to respond to the immediate and urgent needs of disaster victims.

National VOAD urges States to recognize the national Donation Management Policy of the Federal Emergency Management Agency (FEMA) and adopt the following policies related to Cash Donations following a disaster:

State Governments should establish policies that refer potential donors to voluntary organizations that are providing services to disaster victims; and States should not solicit or accept private donations from the public. State Governments should encourage local jurisdictions to establish similar policies and procedures. In the event that cash donations are received by a State or local government agency, decisions about the distribution of such contributions should be referred to a public-private group with established criteria for distributing these funds.

[www.nvoad.org](http://www.nvoad.org)



**National  
Voluntary Organizations  
Active in Disaster**

COOPERATION | COMMUNICATION | COORDINATION | COLLABORATION

1501 Lee Highway  
Suite 206  
Arlington, Virginia 36536-0244  
Tel: (703) 778-5088  
Fax: (703) 778-5091

**Board of Directors**

**Officers**

**Mickey Caison**  
Southern Baptist Disaster Relief  
North American Mission Board  
President

**Kevin Massey**  
Lutheran Disaster Response  
Vice - President

**John Robinson**  
Presbyterian Disaster Assistance  
Secretary

**Mike Manning**  
Louisiana Voluntary  
Organizations Active in Disaster  
Treasurer

**Directors**

**Bill Adams**  
Christian Reformed World  
Relief Committee

**Kim Burgo**  
Catholic Charities USA

**Steve Cain**  
Indiana Voluntary  
Organizations Active in Disaster

**Kevin King**  
Mennonite Disaster Service

**Nate Leishman**  
Latter-Day Saints Charities

**Major Sharon Polarek**  
The Salvation Army

**Jane Prinz**  
Virginia Voluntary  
Organizations Active in Disaster

**Mark Askey**  
Federal Emergency  
Management Agency  
(ex-officio)

**Bob Leipold**  
Executive Director  
(ex-officio)

We believe that this policy will result in more contributions and fewer conflicts among organizations that are now supporting government in assisting disaster victims. Additionally, to support this policy, National VOAD will encourage every State VOAD to have representation on the State Donations Coordination Team. This in turn will assure participation in the ongoing planning efforts of the State Government to address issues of donations management. National VOAD and VOAD members are available to assist government jurisdictions to: develop their donation management plans; establish procedures for managing phone banks; and conduct training courses for staff working in donation management.

Sincerely,

The National VOAD Board of Directors

[www.nvoad.org](http://www.nvoad.org)

## **Unit 7: Information Management**

---

**Introduction** In this unit, we will talk about methods for handling the potential massive amount of offers of donations and volunteers and matching them with needs of non-profits serving disaster survivors.

---

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

1. Describe what technologies can be used to accept and track offers.
2. Establish procedures for matching offers to the needs identified.
3. Identify information management system(s) to help match offered resources to identified needs.

---

**Scope**

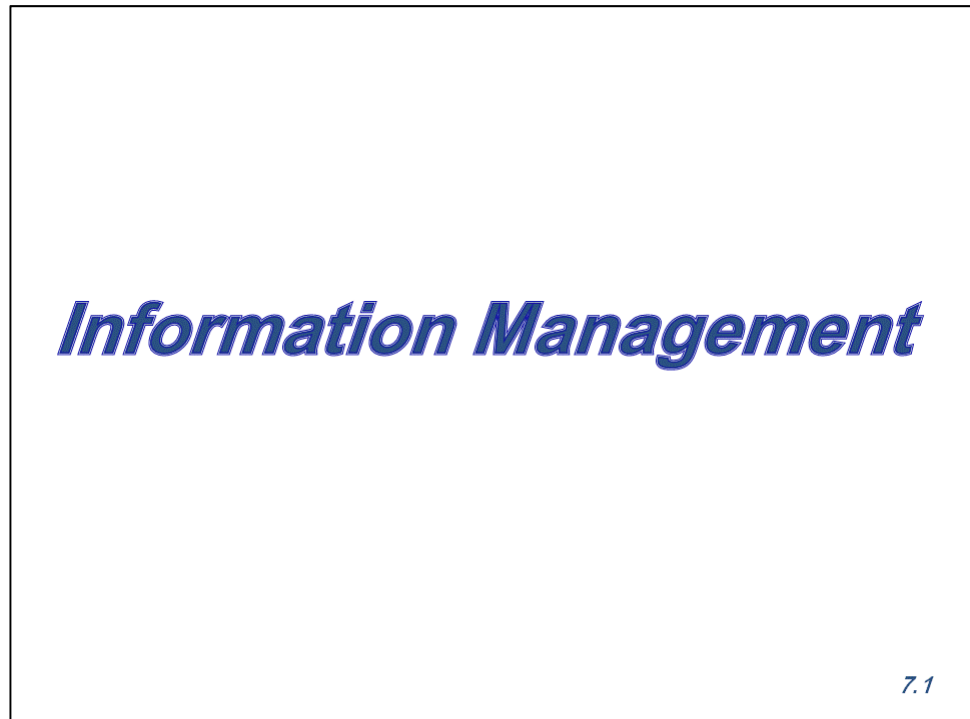
- Volunteer and Donations Process
- Automated Information Management
- Post-Course Assessment

---

**References** If applicable, discuss how the information management software (if used by the local jurisdiction) intersects with emergency management needs exhibited on other local systems like Web EOC.

## Unit 7: Information Management

Visual 7.1



### **Unit Objectives**

Visual 7.2

### *Unit 7 Objectives*

- Describe what technologies can be used to accept and track offers.
- Establish procedures for matching offers to the needs identified.
- Identify information management system(s) to help match offered resources to identified needs.

7.2

## Information Management

Visual 7.3

### *Discussion Questions*

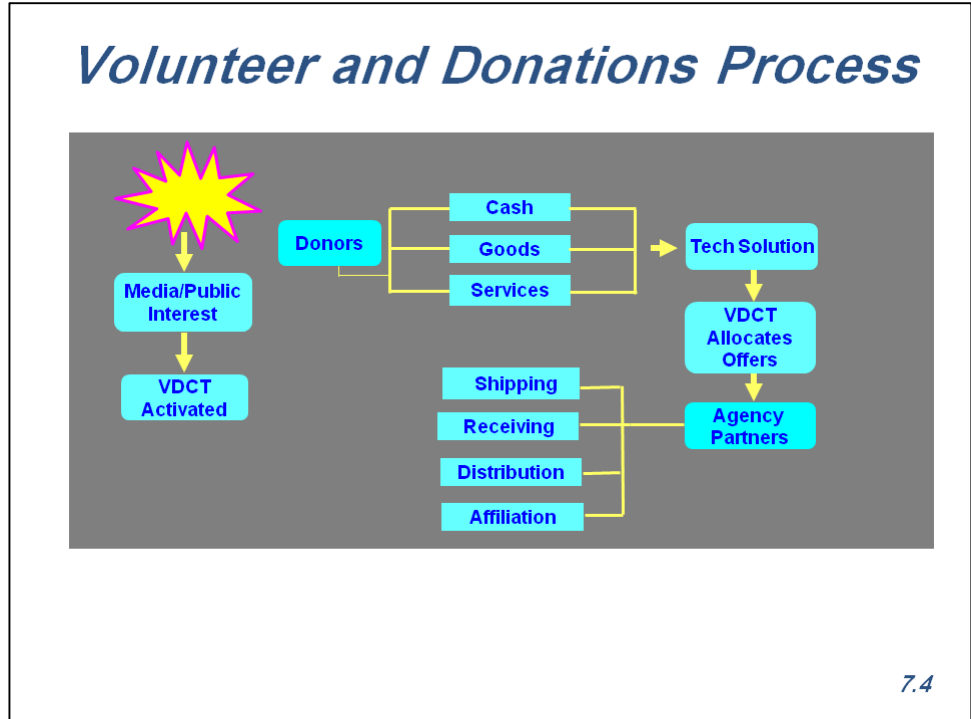
- Why is it best for local jurisdictions to match offers to needs instead of managing stuff and people?
- How do local jurisdictions match offers to needs?



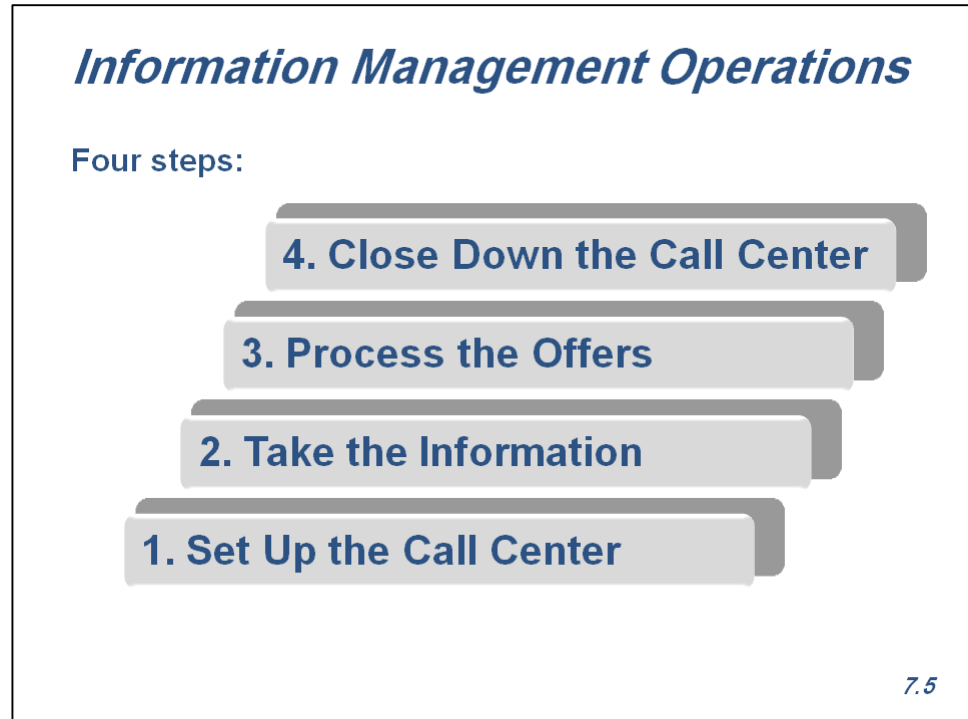
7.3



Visual 7.4



Visual 7.5



- In information management, Steps 1, 2, and 4 are specific to the call center or Website. Step 3, Process the Offers, is handled by the VDCT.
- The phone bank is a physical place within a call center.
  - This is where operators answer the donations toll-free number. Therefore, a call center can be a larger operation that encompasses a phone bank. In addition to a phone bank, a call center can also support other areas such as meeting rooms, break room, offices, etc.
  - Call centers may have as few as 1 to 2 people during a small disaster and up to 30 in a large disaster.

Visual 7.6

## *The Need for a Call Center*

Determined by:

- Media attention
- An overwhelming number of phone calls to the EOC and agencies offering donations




7.6

Visual 7.7

## *Set Up the Call Center*

**Considerations:**

- Space/location
- Hours of operation
- Equipment
- Personnel
- Key messages
- Training



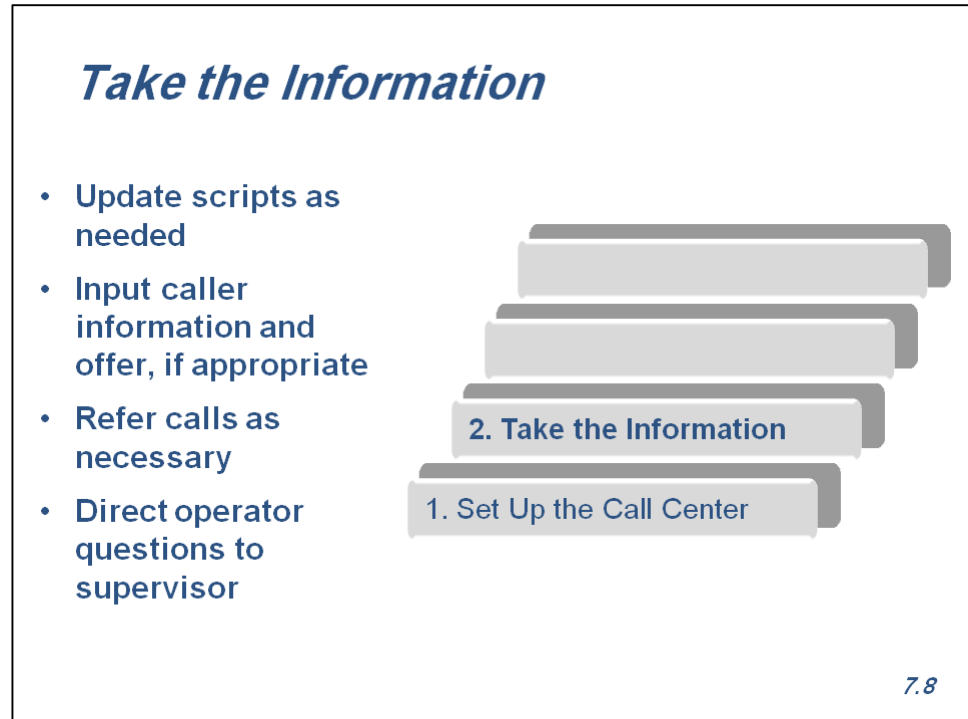
1. Set Up the Call Center

7.7



- During the initial operations, it is necessary to look at the space to determine if the location will adequately support the phone bank. If you have a Website, do you have the capacity and people to handle the offers of goods and services?
  - Where are you going to set up the call center?
  - How many phone calls/messages do you anticipate?
  - What kind of amenities will you need?
  - What are the hours of operation?
  - What is the accessibility into the building?
  - Where are you going to get the equipment?
  - Where are you going to get phone operators? (A lesson learned is that a ratio of 10:1 of operators to supervisor, who reports to the center manager.)
  - How are you going to get the message out to the public that you have a donations toll-free number(s) or Website?
- Consider having operators that are bi-lingual.
- TTY capability may be needed.

Visual 7.8

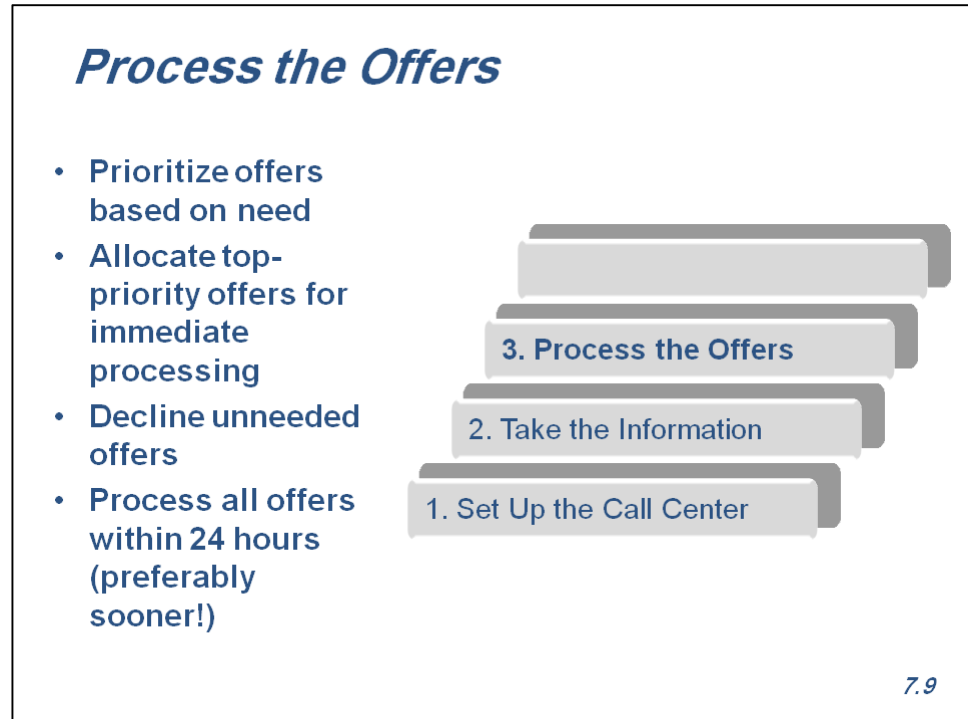


- Provide training to call center operators prior to an event.
  - During a disaster operation is not the best time for ‘just in time’ or ‘on the job’ training.
  - Have scripts for the operators to use when answering the calls. The script should include instructions on how to refuse an offer politely or re-route an offer.
  - Brief operators before their shift. This keeps operators up to date on what is happening with the disaster.
  - Have reference sheets for operators to use when answering questions.
- Will an established organization/agency set up and manage the call center for you?
- Not all offers will be processed.
 

Reasons for refusing offers:

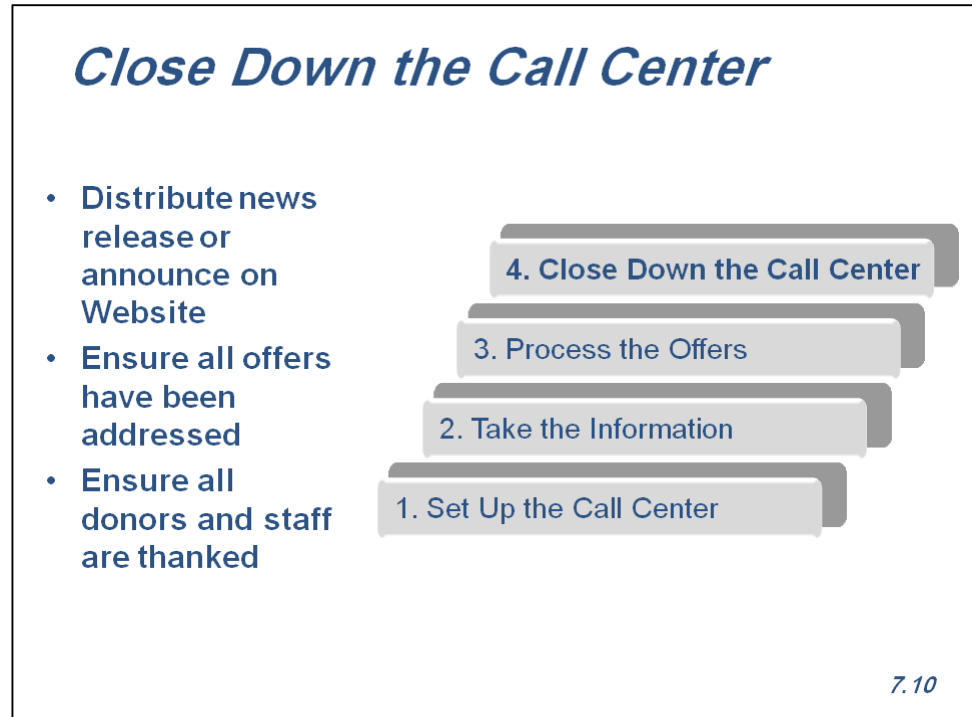
  - Not needed now or ever.
  - Too many restrictions from donor on offer.
  - Legal restrictions.

Visual 7.9



- **IMPORTANT NOTE:** This step is done by the VDCT based on the needs of disaster or emergency survivors.
- For instance, donors may offer cash. The VDCT may determine that the most pressing need is for deposits for apartment rents.
- Correct categories for processing the offers are as follows:
  - Match (between survivor need and donation)
  - No Match—Refused
  - No Match—Referred
  - No Match—Maintain for Future (within the current disaster OR a future disaster)

Visual 7.10



- Instead of just closing the center abruptly, first cut back the hours/days of operations.
- Release an announcement about the “scaled back” hours to the Media.
- Put a message about the phone bank hours on the voice mail system.
- Reduce the number of operators and/or their scheduled hours, as needed.

## ***Automated Information Management***

Visual 7.11

### ***Automated Information Management***

- **Improves coordination and management of donations**
- **Sorts offers of goods, cash, or services; searches for useful offers; and creates reports**
- **Provides a central information clearinghouse**
- **Maintains a list of specific needs**
- **Ensures all offers are handled**

*7.11*



There are several types of technologies available:

1. Web-Based Technology—Internet
2. Networked computers
3. Stand-Alone Technology—Single, non-network computer
4. Paper-Based Technology—Form template matches computer template

There is a need for redundant systems in many situations because of power failure, computer system down time, etc.



## ***Unit Summary***

Visual 7.12

### ***Unit Summary***

- Describe what technologies can be used to accept and track offers.
- Establish procedures for matching offers to the needs identified.
- Identify information management system(s) to help match offered resources to identified needs.

7.12

## Post-Course Assessment

Visual 7.13



- Before we review annexes in the next unit, we are going to take the post-course assessment.
- The instructor will give you the assessment and a blank answer sheet.
- As with the pre-course assessment, please write your answers on the answer sheet and turn both documents in at the front of the room when you are done.

## Unit 8: Local Plans

---

**Introduction** In this unit, we will discuss some planning terminology and considerations. Finally, you'll use a review tool to evaluate your local jurisdiction's Volunteer and Donations Management Annex, part of your local Emergency Operations Plan (EOP).

---

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

1. Describe the planning considerations for annex development.
2. Determine who needs to be involved in annex development.
3. Explain the components of an annex to the local Emergency Operations Plan (EOP).
4. Evaluate and compare annexes for key principles and strategies.

---

**Scope**

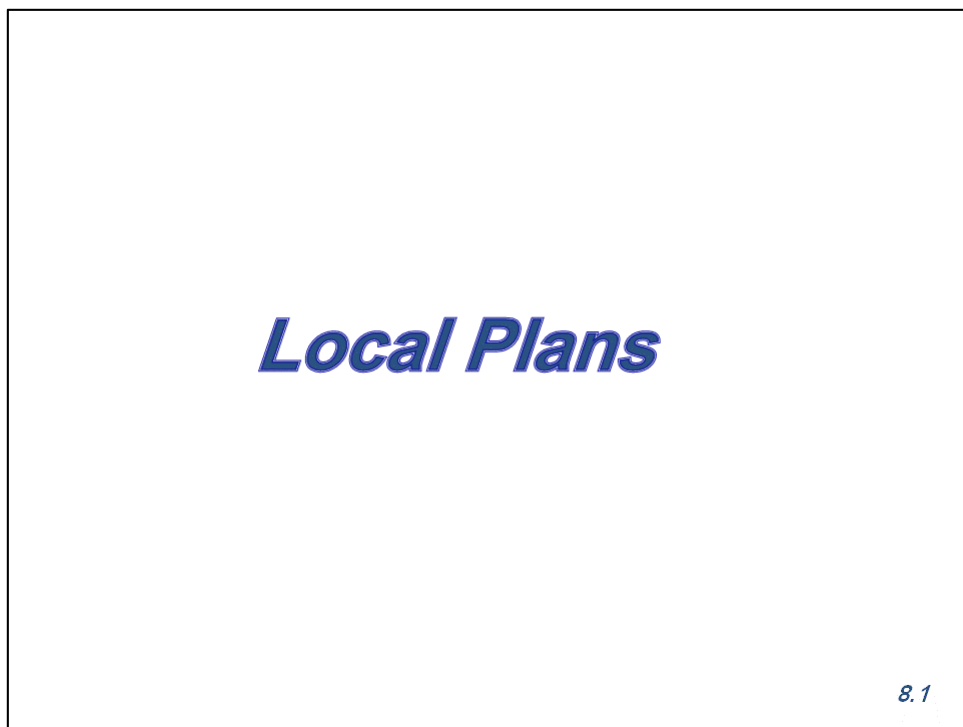
- Planning Terminology and Considerations
- Evaluating Local Annexes: An Activity

---

**References**

- National Response Framework, National Disaster Recovery Framework, Lessons Learned Information Sharing Website.

Visual 8.1



## ***Unit Objectives***

Visual 8.2

### ***Unit 8 Objectives***

- Describe the planning considerations for annex development.
- Determine who needs to be involved in annex development.
- Explain the components of an annex to the local Emergency Operations Plan (EOP).
- Evaluate and compare annexes for key principles and strategies.

8.2


## Planning Terminology and Considerations

Visual 8.3




Visual 8.4

## *Planning Considerations*



- Why is an annex needed, who will develop it, and why is it important to get a team involved?
- What voluntary organizations should be involved in the process?
- Have lessons learned from previous exercises or operations been addressed?

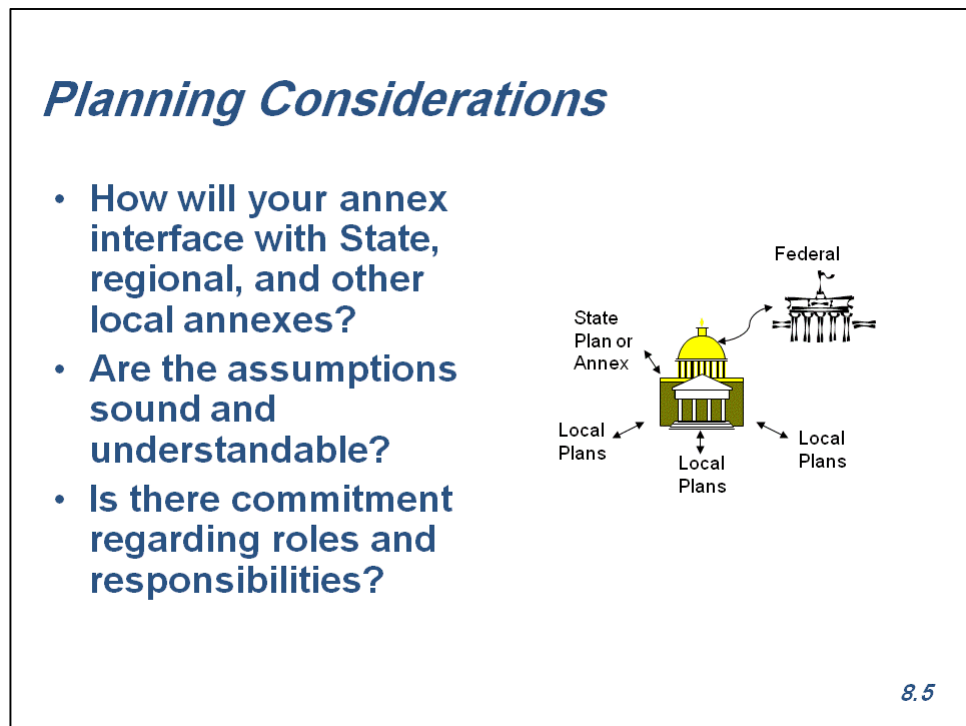


*8.4*



- No matter what title is used for the document itself, your jurisdiction needs to develop a written strategy for volunteer and donations management in a disaster.
- Since volunteer and donations is a complicated function, it requires a comprehensive plan of action.
- The annex, if done well, will serve as the blueprint for an effective volunteer/donations operation.
- Ideally, a joint government–voluntary organization team should be involved from the start in writing the annex. This approach will lead to a better sense of ownership and will be more sustainable and effective.
- FEMA’s Learning Resource Center (LRC) at the Emergency Management Institute (EMI) maintains a repository of after-action reports for volunteer and donations management. Contact the LRC at <http://www.lrc.fema.gov> for additional information.
- <http://www.llis.gov> is also a good resource for information useful in planning.
- Call and talk with other Local Volunteer and Donations Coordinators to get feedback on whether your plan will work as well as it would appear to on paper and discuss it with your State Volunteer and Donations Coordinator.

Visual 8.5



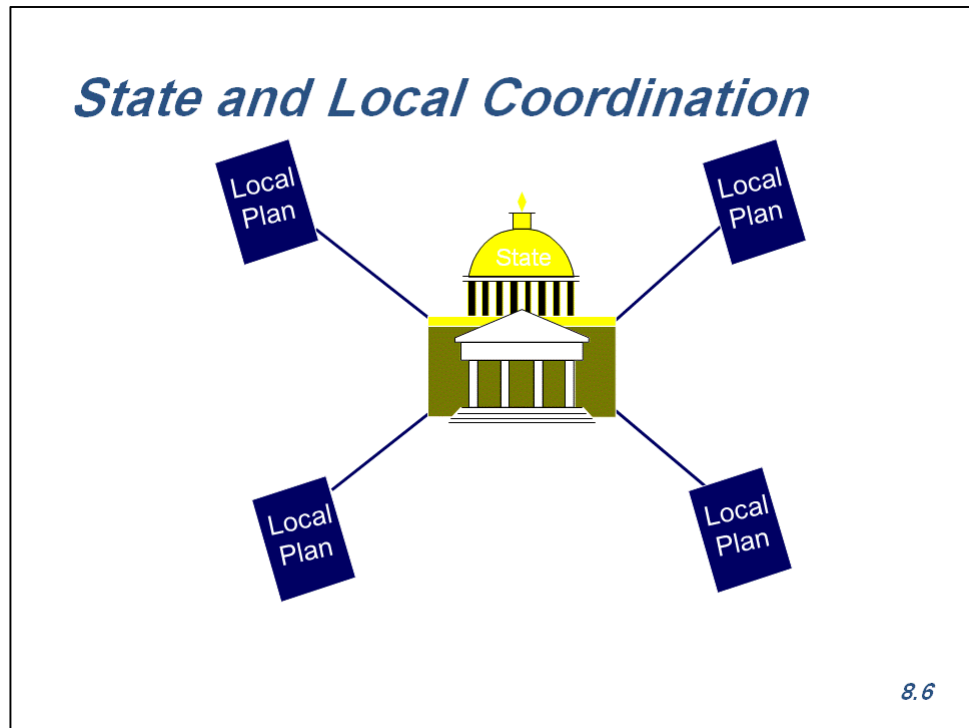
- In the National Capital Region, for example, the District of Columbia, Maryland, and Virginia each have their annexes for volunteer and donations management, but there is also a regional annex developed by the Washington Council of Governments of which the three States are members. The specific local annexes should be in sync with the regional annex for volunteer and donations management.
- Does the annex spell out mutual aid support for neighboring jurisdictions?
- Are the assumptions sound and clear? Are they confused with facts?
  - An underlying assumption is important to an annex because it spells out some basic underlying factors which serve to anticipate certain activities. For example, a good assumption is that in a disaster, unsolicited donated goods and volunteer services will come into the area.
- Also, unsolicited donations and volunteer services could severely affect the local jurisdiction and local recovery efforts if not well managed.





- It is important that there is a good understanding of the level of commitment an organization will have when it is listed in the roles and responsibilities section. When the disaster occurs, it should be clear that each supporting organization or agency will respond as it has committed to in the annex. Exercising the plan with all stakeholders will help clarify responsibilities.

Visual 8.6



There may be a need to include linkages to county/local volunteer/donations annexes for readers to gain a broader picture of what role the county may play and how the local jurisdictions will support the county.

Visual 8.7

## ***Structural Components of an Annex***

An example of a format for an Annex:

Primary agency: \_\_\_\_\_

Supporting agencies: \_\_\_\_\_

- I. Introduction/Purpose/Scope
- II. Policies
- III. Situation/Assumptions
- IV. Concept of Operations



8.7

Visual 8.8

## *Structural Components of an Annex*

An example of a format for an Annex:

Primary agency: \_\_\_\_\_

Supporting agencies: \_\_\_\_\_

- V. Responsibilities
- VI. Resource Requirements
- VII. References
- VIII. Terms and Definitions

8.8

Visual 8.9

## *Potential Pitfalls*

- What are some potential pitfalls in developing and maintaining a Volunteer and Donations Management Annex?
- How can we overcome them?

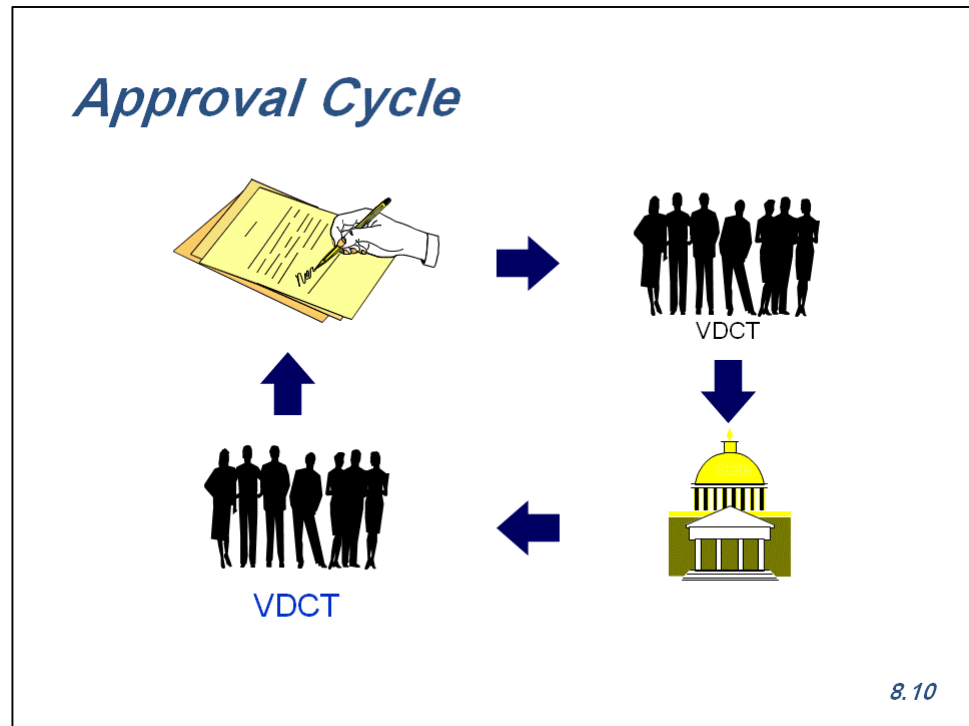


8.9



- The first pitfall we all see is an inadequate time to develop a plan.
  - This may be true because the priority given to the project is lower than it should be.
- Lack of funding and/or staff support.
  - By both government and voluntary organizations involved in the planning process.
- Local jurisdiction thinks that the State will take care of all donations/volunteer management issues.
- Challenges of agreement on roles and responsibilities of stakeholders.
  - How soon are they going to activate and assume responsibility for their role?
  - What assets are they going to bring to the table?

Visual 8.10



- It is critical the content of the annex be as current and complete as possible as it may not be sent through the approval process very often.
- Everyone has worked together to get the plan in writing.
- Work through your chain of command to go to the Local Emergency Director, to other local groups, and on to the county commissioner (or other local official) for his/her approval, as needed.
- After that official approves, it is routed to the VDCT.
  - This cycle may be repeated several times before the elected official will sign. Usually your Local Emergency Director will have a good idea of what the official will sign.
- Don't be afraid to put innovative ideas in your plan, as long as they make sense.
- Remember, this is a living document. There will be changes in the future.

Visual 8.11

## *So Your Annex Is Finished. What's Next?*



- **What training schedule is there for stakeholders?**
- **What is the exercise schedule for the annex?**
- **When will the annex be revised?**

8.11



- Important points:
  - Is it functionally possible to do?
  - Will the plan work?
  - Do all the stakeholders know that they are included in the plan and their responsibilities?
  - To expose gaps in plans. (Either you will expose gaps in your plan from your exercises or they will be exposed during a disaster operation.)
  - The repetition in exercises creates ingrained responses.
  - Promotes familiarity within all stakeholders.



## Evaluating Local Annexes: An Activity

Visual 8.12

### *Comparing and Contrasting Local Annexes*

- Individually (15 minutes)
  - Review the annex using the Checklist and Comparison Summary Tool.
- Group discussion (15 minutes)
  - Capture planning shortfalls and planning strengths on the easel.
- Report Out (10 minutes per group)



8.12

**Directions:** The instructor will separate you into groups.



- Working in your small group, analyze your local plan. Then, using information from class, compare your plan with other plans to assess how to improve your own.
- Appendices A and B are the Checklist and Comparison Summary Tool to use in the initial individual review.
- Compare what you have learned from the analysis. List the key points from the comparisons that you would like to include into your plan. Capture on the easel chart.
- Discuss and capture on easel chart: “Where do we go from here?” What are the next steps the participants should do after leaving the class?
- Each group will report on its findings.



## ***Unit Summary***

Visual 8.13

### ***Unit 8 Summary***

- Describe the planning considerations for annex development.
- Determine who needs to be involved in annex development.
- Explain the components of an annex to the local Emergency Operations Plan (EOP).
- Evaluate and compare annexes for key principles and strategies.

8.13

## **APPENDICES**

	<b>Page</b>
<b>Appendix A: Local Annex Review Tools.....</b>	<b>8-17</b>
<b>Appendix B: Comparison Summary Tool .....</b>	<b>8-25</b>

## LOCAL ANNEX REVIEW TOOL

Appendix A

**ANNEX CHECKLIST AND ANALYSIS:****Annex for the Local Jurisdiction of \_\_\_\_\_****Annex was last revised on \_\_\_\_\_****Checklist***Overview of annex – check that standard components are in place:*

- Purpose
- Situation
- Assumptions
- Concept of operation
- Assessment of roles and responsibilities
- Direction and control
- Administration and logistics
- Annex development
- Appendices and attachments
  - \* SOPs
  - \* Forms
  - \* Contact lists
  - \* Organizational charts

*(Note: some documents are referenced only)***Analysis:*****Identify and analyze key concepts and roles. Provide short concise analysis for each question.***

Who is the lead agency? \_\_\_\_\_

Who are the support agencies? \_\_\_\_\_

\_\_\_\_\_

Are the State and Regional VOADs featured as prominent players? How?

---

---

To what extent are the Voluntary Organizations identified and involved in the annex?

---

---

Are other local agencies involved in the annex? How?

---

---

Are media relations and public information functions addressed? How effectively? Are there sample press releases?

---

---

Is there a policy for working with social media?

---

---

Are facilities (collection centers, distribution centers, phone banks, etc.) identified and a process for acquiring them explained?

---

---

Are transport, trucking, and access control points addressed adequately in the annex?

---

---

Does the annex identify an information management system with support agencies/staff?

---

---

Is the concept of operations for planning for spontaneous volunteers adequate? How? Are volunteer reception/coordination centers mentioned?

---

---



What is the policy on cash donations?

---

---

Are the VDCT members identified and the role of the VDCT clearly explained?

---

---

How are needs for donations identified?

---

---



What is the policy on distributing unsolicited and undesignated goods to voluntary organizations? Which voluntary organizations are included?

---

---

Does the annex address how to support donations operations in other localities, in order to prevent the collection of unsolicited goods?

---

---

## LOCAL ANNEX REVIEW TOOL

Appendix A

**ANNEX CHECKLIST AND ANALYSIS:****Annex for the Local Jurisdiction of \_\_\_\_\_****Annex was last revised on \_\_\_\_\_****Checklist***Overview of annex – check that standard components are in place:*

- Purpose
- Situation
- Assumptions
- Concept of operation
- Assessment of roles and responsibilities
- Direction and control
- Administration and logistics
- Annex development
- Appendices and attachments
  - \* SOPs
  - \* Forms
  - \* Contact lists
  - \* Organizational charts

*(Note: some documents are referenced only)***Analysis:*****Identify and analyze key concepts and roles. Provide short concise analysis for each question.***

Who is the lead agency? \_\_\_\_\_

Who are the support agencies? \_\_\_\_\_

\_\_\_\_\_

Are the State and Regional VOADs featured as prominent players? How?

---

---

To what extent are the Voluntary Organizations identified and involved in the annex?

---

---

Are other local agencies involved in the annex? How?

---

---

Are media relations and public information functions addressed? How effectively? Are there sample press releases?

---

---

Is there a policy for working with social media?

---

---

Are facilities (collection centers, distribution centers, phone banks, etc.) identified and a process for acquiring them explained?

---

---

Are transport, trucking, and access control points addressed adequately in the annex?

---

---



Does the annex identify an information management system with support agencies/staff?

---

---

Is the concept of operations for planning for spontaneous volunteers adequate? How? Are volunteer reception/coordination centers mentioned?

---

---



What is the policy on cash donations?

---

---

Are the VDCT members identified and the role of the VDCT clearly explained?

---

---

How are needs for donations identified?

---

---



What is the policy on distributing unsolicited and undesignated goods to voluntary organizations? Which voluntary organizations are included?

---

---

Does the annex address how to support donations operations in other localities, in order to prevent the collection of unsolicited goods?

---

---

### COMPARISON SUMMARY TOOL

Appendix B

<b>STRENGTHS</b>	<b>GAPS</b>
<u>LOCAL ANNEX A:</u>	<u>LOCAL ANNEX A:</u>
<u>LOCAL ANNEX B:</u>	<u>LOCAL ANNEX B:</u>

<b>SIMILARITIES</b>	<b>DIFFERENCES</b>
<u>LOCAL ANNEX A:</u>	<u>LOCAL ANNEX A:</u>
<u>LOCAL ANNEX B:</u>	<u>LOCAL ANNEX B:</u>