



**Support Annex 7
Volunteer and Donations Management**



Coordinating Agency

West Virginia Voluntary Organizations
Active in Disaster (WVVOAD)

Primary Support Agency

West Virginia Division of Homeland
Security and Emergency Management
(WVDHSEM)

Support Agencies and Organizations

West Virginia Department of Military
Affairs and Public Safety (WVDMAPS)
West Virginia Department of
Transportation, Division of Highways
(DOH)

Purpose

A. This annex describes the management of donated goods and services provided by public and private relief organizations during response to, and recovery from, disaster situations without charge to the government.

B. A guiding principle is that all disasters are local. While State and Federal assistance may become available, the response to, and the recovery from, a disaster is managed by local authorities.

Scope

This annex applies to all departments and agencies of the State of West Virginia.

Policies

A. All agencies assigned responsibilities within this annex will develop and maintain the necessary plans, standard operating procedures, mutual aid agreements, and model contracts to successfully accomplish their tasks.

B. The WVDHSEM is responsible for the development and maintenance of this annex. This should occur at minimum once every two years.

Situation

- A.** Historically, persons not directly affected by an emergency/disaster are eager to render aid to disaster victims through donations of money, goods and services.
- B.** The lack of an organized system of management for identification, receipt, organization and distribution of donated goods, management and services results in confusion and loss of control of donated resources.
- C.** The timely release of information to the public regarding needs and points of contact is essential to the management of donated goods and services.
- D.** Donated goods and services are essential to recovery in most cases.
- E.** Suitable facilities, equipment and personnel are needed for the management of donations.
- F.** The coordination of the collection, packaging and shipment of donations to a disaster area is best accomplished by shipping to the location's reception points.
- G.** Monetary donations, staple goods, and those items specifically requested best serve the needs of victims.
- H.** This annex uses a "whole of community" approach to voluntary support, meaning it should be used for any type of situation: natural disaster, technological/accidental incident, or intentional act such as a terrorist incident. It is for any magnitude of incident: minor, major or catastrophic.

Planning Assumptions

- A.** A disaster has occurred requiring numerous volunteers and volunteer organizations to respond to, and assist with, needs of disaster victims.
- B.** Resources are allocated so the impacted area receives services within the capabilities of the local volunteer agencies.
- C.** Assignments are coordinated to avoid duplication of services and resource allocation.
- D.** A regional reception and distribution site for donated goods may be established by the State of West Virginia.
- E.** Unsolicited donations of goods can be expected.
- F.** Donations of non-useful and unwanted goods can be expected. The unwanted items may include loose, unsorted clothing, extremely perishable items, and worn-out items.

G. An aggressive public information effort expedites the distribution of goods, as well as limits an influx of unwanted goods.

H. Transportation is available to ship donated goods from the State to county levels.

I. It is inevitable that there is a surplus of some donated goods which will require disposal.

Organizational Structure

During the donations management process, WVDHSEM coordinates and identifies State and volunteer agencies to assist in the operational process.

State Government

Prior to, or in the absence of, a Presidential disaster or emergency declaration, the WVDHSEM Director or another individual named by the Governor to coordinate emergency operations, works with volunteer relief organizations to ensure the best use of their resources to meet the human needs arising from the emergency. The WVDHSEM Director may appoint a State Disaster Recovery Coordinator (SDRC) to work with these organizations. The SDRC serves as the primary POC for disaster recovery. The SDRC coordinates development, training and exercise of jurisdiction disaster recovery plan.

Federal Government

The Administrator of the Federal Emergency Management Agency (FEMA) is authorized by Public Law 93-288, Section 312, to enter into agreements with volunteer relief or disaster assistance organizations under which the activities of these organizations may be coordinated by the Federal Coordinating Officer (FCO). Whenever such organizations are engaged in providing assistance during or after an emergency or major disaster, current agreements are to include provisions ensuring that the use of Federal facilities, supplies and services will comply with regulations prohibiting duplication of benefits. Such regulations include provisions for ensuring that the distribution of supplies, the processing of applications, and other relief and assistance activities to be accomplished in an equitable and impartial manner, without discrimination on the grounds of race, color, religion, nationality, sex, age, or economic status.

Concept of Operations

A. General

1. WVVOAD is responsible for the coordination of all aspects of donations management, including the administrative, management, planning, preparedness,

mitigation, response, and recovery activities. This includes the developing, coordinating and maintaining of the Donations Management Standard Operating Guidelines (SOGs) and the designation of a Donations Management Team. All designated supporting agencies are to assist WVDHSEM in the planning and execution of the SOGs. All donations management personnel/volunteers are to be trained on the principles of the National Incident Management System (NIMS) and the Incident Command System (ICS). These principles are integrated into Donations Management planning and response operations.

2. Planning strategies and procedures utilized in handling donated items in West Virginia will be in accordance with the National Donations Management Strategy, used by the US Department of Homeland Security (DHS)/ FEMA and other States to process donated goods.

3. Designated donations

a. A designated donation is an offer of a donation made to, and accepted by, an organization or a specific donation received due to a request by an organization.

b. Inquiries concerning donations for a specified organization are referred to that organization. The organization accepting / receiving the donation should follow its own policies and procedures for handling the logistics involved.

c. Once an offered donation has been accepted, it is a designated donation and belongs to that agency.

d. Distribution of a designated donation should be accomplished by the receiving organization's procedures and other plans, such as mass feeding or sheltering.

4. Unsolicited/non-designated goods

a. Unsolicited/non-designated goods are those donations which have arrived, but have not been requested by an agency.

b. Every effort is made to designate every shipment to a specific agency.

c. As a last resort, shipments which are unsolicited and undesignated are directed to the reception center.

d. Unsolicited donations that cannot be directly sent intact to a using organization from the reception center are unloaded, sorted, classified, and stored until needs arise.

5. Monetary Donations

- a. WVVOAD will work with all member organizations to ensure equitable distributions.
- b. Monetary donations are managed by West Virginia Disaster Relief Fund. The WVVOAD is responsible for disbursement of funds to the appropriate and/or designated agencies.

6. Transportation

- a. The transportation of goods from the donor to the receiving organization is the responsibility of the donor. Exception to this is on a case-by-case basis and only with the most desperately needed items.
- b. Transportation of donated goods from the reception center to the distribution points is accomplished using the West Virginia Department of Highways (WVDOH) or other assets. Transportation services are coordinated by the Transportation Coordinator see Emergency Support Function (ESF) 1 Transportation.

7. Voluntary Services

- a. Persons calling may wish to volunteer their personal time and services.
- b. Agencies and the West Virginia State Emergency Operations Center (WVSEOC), or others taking inquiries from volunteers, encourage individuals interested in volunteering services to affiliate with a recognized, private, voluntary organization or other organized group of their choice. Calls can be referred to Volunteer WV.
- c. Public sector volunteers are to be registered through the Donations Management lead agency and are called upon by agencies seeking particular skills.
- d. WVVOAD coordinates the housing and feeding of public volunteers.

8. Volunteer liaisons within the WVSEOC determine responsibilities for their respective areas.

B. Phases of Management

1. Preparedness and Mitigation

- a. Establish a Donations Management Team. All supporting agencies and organizations coordinate the management of donations to ensure that West

Virginia meets the needs of its citizens. WVDHSEM is the lead agency for the designation, reception, and distribution of donated goods and services. WVDHSEM can appoint another member of the Donations Management Team as the lead agency. This designation is made in consultation with WVDHSEM, and WVVOAD. Donations management is not normally handled by State agencies; however, coordination falls under the WVSEOC.

b. Roles and responsibilities are identified for the Donations Management Team members and other participating agencies. The team may consist of five components: Team Leader, Donations Group, Needs Group, Coordination Group, and Support Group.

c. Develop and maintain Donations Management Plan.

d. Provide training on Donations Management Plan, NIMS, and Incident Command.

e. Designate a seat at the WVSEOC for donations management.

f. Establish and staff of a Citizen Information Line (reference ESF 15 – External Affairs) in coordination with the Governor’s Office of Communications and WVDHSEM to receive calls of all donations of goods and services. The Citizen Information Line can be coordinated with DHS/FEMA National Donations Coordinator and its national hotline. Adequate personnel, phones, and space must be available.

g. Coordinate among WVDHSEM, the Governor’s Office of Communications and the Public Information Officers (PIOs) from all involved agencies and organizations involved in the Joint Information System (JIS)/Joint Information Center (JIC) is necessary to assure timely and appropriate dissemination of public information. Media Statements must be coordinated and non-conflicting with each other.

h. Establish policy guidance regarding donations issues. All agencies and organizations involved in donations issues should participate in developing the policies.

i. Establish a system to handle unsolicited goods and services.

j. Establish a computer database to track the donations.

k. Identify Distribution Center(s) to collect, stage, sort and distribute donated goods. Secure Memorandum of Understanding (MOUs), Mutual Aid Agreements (MUAs) or other agreements to use this space during disasters.

l. Exercise the Donations Management Annex during all Statewide exercises.

m. The State Volunteer Coordinator may meet regularly with local jurisdictions and agencies to coordinate volunteers – particularly spontaneous volunteers.

n. The State maintains a volunteer management plan to include training of volunteers and ways to manage and deal with spontaneous volunteers.

2. Response

a. Alert Donations Management Team and assign representative to WVSEOC.

b. Establish a Distribution Center, if needed. Determine resources requirements needed for the Distribution Center.

c. Distribute public information on the Citizen Information Line, location of distribution center, types of donations needed and hours of operation.

d. Liaison with counties to ensure the availability of needed resources.

e. Solicit staff assistance from the Volunteer Coordinator's list of available personnel resources.

f. Request needed goods and re-supply needed goods through the WVSEOC and forward to the Distribution Center, when it has been established.

g. Sort and package donations in a manner suitable for distribution.

h. The local government with jurisdiction coordinates initial actions. This jurisdiction may request mutual aid from neighboring communities and are to coordinate mutual aid assignments and/or utilization of arriving mutual aid resources.

i. The local jurisdiction coordinates the response and recovery actions of local volunteer organizations. The local emergency management agency appoints a person or persons to serve as the liaison with local volunteer organizations for coordinating their activities. Coordination includes:

1) Allocate resources so the impacted area receives services within the capabilities of the local volunteer agencies.

2) Minimize duplication and maximize services by coordinating assignments and resource allocation.

3) Assess shortfalls in services to determine mutual aid requirements.

3. Public Information

a. Coordinate public information regarding distribution and reception sites, needed goods, volunteers, and other pertinent matters with State Public Information Officer assigned to the WVSEOC or the JIC.

4. Demobilization

a. Disposal. Donated items may be unsuitable and unneeded. These items have to be disposed of properly.

1) Recycle where possible.

2) Redistribute to non-profit organizations such as Goodwill, Disabled American Veterans Thrift Shop and other such organizations.

b. Develop an After Action Report (AAR) of the operation of the Donations Management process for the event, to be used to improve plans and operations for the next activation.

C. Escalating to State Response

1. If multiple jurisdictions are impacted, or if the incident exceeds the capability of the local mutual aid, the WVDHSEM Director, or another individual designated by the Governor, coordinates volunteer organizations at the State level to channel the most appropriate resources to the local jurisdictions with the need.

2. The Director of WVDHSEM, or other appropriate designee, may appoint a State Volunteer Coordinator. The responsibilities of this position may include:

a. Liaison with Statewide and/or national volunteer organizations.

b. Assess needs between multiple requesting communities and allocate resources among them.

c. Assess services to minimize duplication of effort and resources while maximizing utilization of resources.

d. Identify shortfalls and seek solutions to them.

- e. Liaison to their Federal representatives in the case of a Presidential-declared disaster.

D. Escalating to Federal Response

1. In the event of a Presidential-declared disaster, the Federal Coordinating Officer (FCO) may directly, or through a designated individual, coordinate with volunteer relief organizations on a national level.
2. The person with Federal authority to coordinate with volunteer relief organizations serves as the liaison to the West Virginia-designated State Volunteer Coordinator.
3. Federal volunteer efforts identify available resources and coordinate their response through the WVDHSEM structure to the local jurisdictions. The local jurisdictions have the authority and responsibility to coordinate utilization of the volunteer relief organizations for disaster response and recovery operations.

E. Recovery Activities

1. During the response phase of the disaster, local, State and Federal officials may establish a Long Term Recovery Board to manage the longer-term recovery needs of the communities affected. This Board functions as long as needed in the local jurisdiction and coordinates individual/family, business, and public entity recovery. The same volunteer organizations that were involved in the disaster response may continue as partners in disaster recovery.

Agency Responsibilities Matrix

Supporting Agency	Acronym	Responsibilities
West Virginia Voluntary Organizations Active in Disaster	WVVOAD	<ul style="list-style-type: none"> • Encourages members and other voluntary agencies to convene on site. • Coordination of volunteer organizations to avoid duplication of services and resource allocation.
West Virginia Division of Homeland Security and Emergency Management	WVDHSEM	<ul style="list-style-type: none"> • WVDHSEM is responsible for coordinating the management of donated materials. • WVDHSEM may request Donations Management assistance through the Emergency Management Assistance Compact (EMAC). WVDHSEM may coordinate resources provided by local jurisdictions, non-profit organizations, and the private sector as referenced in support agencies within this annex.

Authorities & References

Authorities

West Virginia Code §15-5-6

References

West Virginia Emergency Operations Plan, Basic Plan

The Disaster Relief Act of 1974 (Public Law 93-288

Act of Congress (Act of January 5, 1905, 33 Stat. 599) as amended (36 U.S. Code, Section 1);
Disaster Relief Act of 1974, (Public Law 92-288; Executive Order 11795)