

Volunteer and Donations Management

Primary Agency Illinois Emergency Management Agency (IEMA)

Support Agencies

Governor's Office of Citizens' Assistance (GOCA)
Illinois Department of Agriculture (IDA)
Illinois Department of Central Management Services (CMS)
Illinois Department of Corrections (IDOC)
Illinois Department of Human Services Serve Illinois Commission on
Volunteerism and Community Services (ICVCS)
Illinois Department of Military Affairs (IDMA)
Illinois Department of Public Health (IDPH)
Illinois Department of Transportation-Highways (IDOT-H)
Illinois State Police (ISP)

Voluntary Organizations

American Red Cross (ARC)
Illinois Voluntary Organizations Active in Disaster (VOAD)

I. Introduction

A. Purpose

The Volunteer and Donation Management Annex documents the design and operations of a flexible state-level volunteer and donation management system. This system is designed to receive, process, and distribute a wide variety of donated goods and services that are offered or sought to assist emergency and disaster victims.

This Annex provides procedures for the coordination, acceptance, control, receipt, storage, distribution and disposal of donations-in-kind, volunteers, donated services and funding. For these purposes, a volunteer is defined as a person who provides a service without compensation; and donations are defined as materials, good, and supplies which are given, not purchased.

B. Scope

IEMA will work closely with Illinois voluntary organizations who have agreed to help coordinate volunteers and donations. This Annex will not interfere with any individual private voluntary organization's policy concerning donations. The intent is to provide a means to coordinate all donations and respond to the needs of disaster victims and affected governments in the most efficient and timely manner possible.

II. Assumptions

- A. Lack of an organized system of management of donations and volunteers will result in chaos and detract from an otherwise effective disaster response. Without controls, large amounts of unsolicited, unusable donations will be sent.
- B. The state of Illinois will, during large scale disasters, activate the Volunteer and In-Kind Donations Response Center (Response Center) to coordinate response needs with offers of goods and services.
- C. The timely release of appropriate information to the public regarding the recruitment and necessity of volunteers during an event which activates the Illinois Emergency Operations Plan (IEOP) is a priority. Information can be released via many outlets, including the State's Response Center through its hotlines and internet systems. In turn, it is widely believed that appropriate information and direction discourages spontaneous volunteers. Spontaneous volunteers are defined as individuals who arrive at a disaster scene without a specific request or affiliation with a traditional disaster agency.
- D. The timely release of information to the public regarding the needs of the incident agencies involved in disaster relief, acceptable donations and a readily available point of contact are essential in donations management.
- E. In a wide scale disaster, the Federal Emergency Management Agency (FEMA) Region V may establish a regional disaster donations program for the benefit of all states in Region V.
- F. The donation of money is the most desirable and practical. Monetary donations require little manpower to process, can be used directly to relieve suffering, can be used to buy needed disaster items, and can assist the recovery of the affected economy.
- G. This Annex was designed to coordinate the application of resources during times of disaster; it does not direct any individual or private community organization's policies concerning gifts or donations. Individual organizations will operate under their own administrative protocols.

III. Concept of Operations

- A. General
 - 1. When warranted, the IEMA director or designee, will assign staff to determine the initial "needs list" for donated goods (defined as specific items of value) and services (defined as those people who volunteer their time to be of benefit to an incident) and to identify operating facilities for volunteer and donations management. IEMA personnel will be designated

as the volunteer and donations liaison to facilitate transactions concerning offers of cash, goods, and services during disaster operations.

2. The Aidmatrix system will be utilized by IEMA to document all offers of goods and services. Additionally, the Aidmatrix system is available to all Illinois Voluntary Organizations Active in Disaster (VOAD) agencies and local units of government.
3. Voluntary organizations will provide IEMA with an organizational point of contact and their contact information. Voluntary agencies active in disaster relief will operate independent facilities for coordinating designated donations and donations that are specifically solicited by their agencies.
4. Individuals and businesses soliciting contracts for goods and services will be referred to CMS.
5. Each voluntary organization will be responsible for the reception and coordination of goods and services of its organization.
6. Local units of government may refer all offers and inquiries regarding donations to the Aidmatrix system.
7. No attempts will be made by anyone involved in the coordination and implementation of this Annex to solicit donations for any specific organization. The Aidmatrix system allows each organization the opportunity to participate in the statewide system. The system also provides for a method to share information with financial donors regarding appropriate organizations.
8. Only those government organizations or charitable organizations recognized by the Attorney General's Office of Charitable Solicitation or otherwise exempt from the Solicitation for Charity Act and recognized by VOAD as actively providing disaster relief may benefit from the state's volunteer and donations management system.

B. Specific

1. Designated Donations
 - a. A designated donation is an offer made to an organization and accepted, or a donation requested by an organization. Aidmatrix allows for donations to be designated to certain recipients.
 - b. Inquiries concerning donations for a specified organization will be referred through Aidmatrix to that organization.

- c. The organization accepting/receiving the donation will follow its own logistical policies and procedures.
 - d. Once a donation has been accepted, it is deemed to be a designated donation and belongs to that agency.
 - e. Once a donation is under the control of an agency, distribution of the donation will be accomplished by that organization's procedures.
2. Unsolicited/undesigned goods
- a. Donors will be discouraged from sending unsolicited donations directly to the disaster site.
 - b. Unsolicited/undesigned goods are those that arrive in the area or at the reception center but have not been requested by an agency. Every effort will be made to have every shipment designated to a response agency. As a last resort, shipments that are unsolicited and undesigned will be directed to the reception center.
 - c. Unsolicited and undesigned goods will first be directed to an agency that has agreed to accept such goods and services.
 - d. Should those donations arrive on site against the advice of the system, a VOAD agency skilled in managing unsolicited donations will be requested to manage the sorting and distribution of these donations.
 - e. Items that circumvent this policy may be destroyed or donated to suitable charities.
3. Volunteer Services
- a. State communications will encourage volunteers to affiliate with a recognized private disaster response organization or other organized group of their choice. Unaffiliated volunteers will be restricted from entry into any disaster site.
 - b. All public volunteers will be registered through the Aidmatrix volunteer and donations management database and may be called upon by the agencies seeking their particular skills.
 - c. IEMA regional coordinators and local emergency managers may be asked to identify local volunteers with specific technical skills.

- d. Voluntary organizations may request public volunteers, as needed, from the Response Center. These agencies are responsible for the registering, credentialing, housing and feeding of requested volunteers.
4. Corporate Donations
 - a. Corporate offers of bulk items will be accepted if they can be used in the disaster response and relief efforts. The offer will be entered into the donations database.
 - b. If applicable, information concerning the proper use of items being donated and expiration dates will also be entered into the database.
 - c. Donors will be advised to label all goods and to provide a detailed inventory list with all shipments.
 - d. Information on these resources will be made available to all private organizations, affected emergency managers and State Incident Response Center (SIRC) personnel.
 5. Request for services other than volunteers/other than toll-free numbers
 - a. Requests from local governments and private organizations in affected jurisdictions for unmet needs will be forwarded to the Response Center from the field or SIRC for attempted fulfillment. This does not preclude direct coordination with voluntary organizations involved in the disaster operations by local jurisdictions.
 - b. Requests will be entered into the Aidmatrix system at the Response Center or SIRC.
 - c. Updated information regarding the status of the need should be forwarded to the Response Center or SIRC by the affected community.
 6. Transportation
 - a. Transportation of goods from the donor to the receiving organization will be determined by agreement of those two parties.
 - b. Transportation of disaster supplies from the reception center to distribution points in the affected area(s) will be accomplished by various means. The receiving organization may pick up, volunteer hauling services may be used, or transport may be provided

through the provisions outlined in the Transportation Annex.

- c. IEMA will coordinate with ISP, IDOC, other state agencies and local governments to identify and manage checkpoints and staging areas for incoming donations. IDOT will assist at the staging areas. Fairgrounds and correctional institutions may be considered for this use.
- d. IEMA will coordinate with ISP and IDOT in directing vehicles and trucks bringing donations into the state.
- e. IDOT, with assistance from ISP, will coordinate over-height and over-weight vehicle transports throughout the state. IDOT will also issue temporary permits for such transports.

7. Public Information

- a. The IEMA Public Information Officer (PIO), in conjunction with the ARC and VOAD, will develop a program to educate the public and media concerning the state volunteer and donations management plan. CMS will assist with the development of guidance for the use of state employees seeking release from job duties in order to volunteer.
- b. The program will be designed to encourage cash donations and to limit or stop the arrival of unwanted goods and services.
- c. The program should target a variety of organizations, such as civic/church groups, unions, parent teacher association/organizations, and other interested groups.
- d. Press releases, prepared in advance, will be issued immediately following a major disaster. These press releases will encourage cash donations to voluntary organizations and will briefly explain some of the problems associated with unsolicited goods and services. Press releases can also provide information on the need for volunteers. Release of these materials will be based on the needs assessment.

8. Training

- a. All persons involved in the Response Center must be trained, familiar with its procedures, and unbiased in referrals.
- b. Copies of this Annex, and copies of any press releases issued throughout the disaster period will be made available for reference

to Response Center workers. It is imperative that individuals involved stay abreast of all information being provided to the media.

9. Disposition of Excess Donated Materials

a. Disposal

- (1) Many items donated will be unsuitable and unneeded. These items must be disposed of properly, taking into consideration donor sensitivity and environmental concerns.
- (2) Unusable items will be recycled when possible.
- (3) Usable goods will be redistributed to not for profit organizations that may not have been involved in disaster operations.
- (4) Goods may also be donated to other disaster areas overseas through the Office of Foreign Disaster Assistance or other agencies.

b. Local Economic Considerations

- (1) Dumping of food stuffs (defined as food commodities in all forms) and other commodities may have an adverse affect on the economic recovery of the affected areas and should be avoided.
- (2) Local laws will apply when disposing of any hazardous materials. Contracting for disposal of these items should be considered.

IV. Responsibilities

A. Primary Agency – Illinois Emergency Management Agency (IEMA):

1. Serves as the lead agency and provides a State Volunteer and Donations Coordinator (SVDC). The SVDC serves as the point of contact with the Governor's Office of Citizens Assistance (GOCA), local government(s), supporting state agencies, and appropriate voluntary agencies at the state level.
2. The SVDC coordinates with voluntary agencies at the state level and secures predisaster agreements to manage and operate reception center(s) and determines preacceptance for different types of donated goods and

services.

3. Establishes the Volunteer and In-Kind Donations Response Center.
4. Organizes and coordinates a volunteer and donations management committee through the SIRC to manage and maintain control over volunteer and donations management as described in this Annex.
5. Instructs, informs and coordinates all private voluntary organizations involved in volunteer and donations management.
6. Arranges for transportation as required during the reception, movement and distribution of unsolicited donations and others as required in accordance with the Transportation Annex.
7. Establishes a volunteer and donations database.
8. Public Information Officer (PIO)
 - a. Drafts and coordinates all news releases involving volunteers and in-kind donations on behalf of the Response Center.
 - b. Prepares pre-event news releases for release upon activation of the IEOP.
 - c. Develops a public education program for donors and volunteers.

B. Support Agencies

1. Governor's Office of Citizens Assistance (GOCA)
 - a. Provides support staffing for the Response Center when operations are in transition from response to recovery.
 - b. Assists with recording volunteer and donation offers in the volunteer and donations management database.
 - c. Provides additional staff through the use of voluntary organizations.
2. Illinois Department of Agriculture (IDA)

Coordinates donations for livestock and other agricultural needs.
3. Central Management Services (CMS)
 - a. Upon request, establishes a toll free telephone number and internet availability for all citizens and agencies desiring to donate money,

services, or other in-kind donations. CMS also provides required telecommunications lines, space and office equipment as possible to accommodate the Response Center.

- b. May provide available warehousing equipment resources as circumstances may dictate to the Reception Center(s).
 - c. Identifies equipment available at State Surplus Property as needed for use during disaster operations.
 - d. Upon request, assists in recruiting and assigning state agency employees to staff the Response Center operations. This may include those employees with specialized skills such as bilingual specialists, data entry operators, and other specialized skills. CMS can assist with some special skills that relate to job descriptions, but language skills requests usually route through IDHS.
4. Illinois Department of Corrections (IDOC)
 - a. May utilize correctional institutions as staging areas for unsolicited donations.
 - b. May utilize corrections offenders to sort and process unsolicited goods at designated staging areas.
5. Illinois Department of Human Services Serve Illinois Commission on Volunteerism and Community Service (SICVCS)

Assists in the establishment of the Response Center by coordinating, recruiting, training and overseeing volunteer operators.
6. Illinois Department of Military Affairs (IDMA)
 - a. Provides transportation if needed, for donated goods as the situation may dictate and as resources allow.
 - b. Provides warehousing equipment and operators if needed, as circumstances may dictate in support of the Reception Center as resources may allow.
7. Illinois Department of Public Health (IDPH):
 - a. Provides applicable health guidelines and medical rules and regulations for the acceptance, handling and issue of in kind donations.
 - b. Provides applicable health and medical inspection and oversight in

the public interest as required to public and private facilities accepting and dispensing in kind donations.

c. Inspects food donations as required by law.

8. Illinois Department of Transportation–Highways (IDOT-H)

a. Provides transportation of disaster supplies from the reception center to distribution points in the affected area(s).

b. Assists at staging areas in coordination with recovery efforts.

c. Coordinates, with assistance from ISP, over-height and over-weight vehicle transports and issues permits for such transports.

9. Illinois State Police (ISP)

Provides convoy escort support as the situation may dictate and as resources allow.

C. Voluntary Agencies

1. American Red Cross (ARC)

a. Provides liaison to the Response Center.

b. May provide traditional services according to the nature of the incident including but not limited to Mass Care, Shelter Operation, Mental Health Counseling, Disaster Welfare Industry, and Health Services.

c. May provide training to and volunteers for the Response Center.

d. May operate response centers for spontaneous volunteer registration.

2. Illinois Voluntary Organizations Active in Disaster (VOAD)

a. Provides volunteers to assist in operation of the Response Center and reception centers.

b. Provides organizational donation phone numbers, if active in disaster relief operations, to the Response Center for reference.

c. Provides any particular donation requests to fulfill unmet needs.

V. Resource Support

A. Personnel

Response Center staff may be assigned state employees or other volunteers or, if necessary, temporary contracts may be let.

B. Communications

CMS will establish and maintain the telephone lines and provide computer support for the Response Center.

C. General/Support/Equipment

IEMA and CMS will determine the needs and sources for office space, furniture, computers and other equipment, and arrange for the procurement of such.

D. Administration

1. Administrative support will be provided by IEMA, other state agencies and voluntary organization personnel. Temporary personnel may be employed on an as needed basis.
2. All agencies involved are to maintain logs and journals on their agencies' respective activities as they relate to the Response Center.
3. Audits
 - a. IEMA will be responsible for the audit of all undesignated donations of goods.
 - b. The organization accepting donations of goods and/or cash will follow its own internal policy and procedures for audits.

VI. Exemption from Liability

Section 21 of the IEMA Act provides for no private liability for government workers, volunteers, and companies that provide services during a disaster.

- A. "a) Any person owning or controlling real estate or other premises who voluntarily and without compensation grants a license or privilege, or otherwise permits the designation or use of the whole or any part or parts of such real estate or premises for the purpose of sheltering persons during an actual or impending disaster, or an exercise together with his or her successors in interest, if any, shall not be civilly liable for negligently causing the death of, or injury to, any person on or about such real estate or premises under such license, privilege or other permission, or for

negligently causing loss of, or damage to, the property of such person.

b) Any private person, firm or corporation and employees and agents of such person, firm or corporation in the performance of a contract with, and under the direction of, the State, or any political subdivision of the State under the provisions of this Act shall not be civilly liable for causing the death of, or injury to, any person or damage to any property except in the event of willful misconduct.

c) Any private person, firm or corporation, and any employee or agent of such person, firm or corporation, who renders assistance or advice at the request of the State, any political subdivision of the State under this Act during an actual or impending disaster, shall not be civilly liable for causing the death of, or injury to, any person or damage to any property except in the event of willful misconduct.”

B. “The immunities provided in this subsection (c) shall not apply to any private person, firm or corporation, or to any employee or agent of such person, firm or corporation whose act or omission caused in whole or in part such actual or impending disaster and who would otherwise be liable therefore.”

VII. Authorities

IEMA Act (20 ILCS 3305/1 et seq.)

VIII. References

- A. State of Illinois Volunteer and Donations Operating Guide
- B. State of Illinois Aidmatrix Administrator Guidelines
- C. State of Illinois Aidmatrix Organization Application
- D. Aidmatrix FEMA Manual
- E. Aidmatrix Financial Management
- F. Aidmatrix In-Kind Management
- G. Aidmatrix Warehouse Management
- H. Aidmatrix Needs User Guide
- I. FEMA Disaster Assistance Policy (DAP) 9525.2 – Donated Resources