

Illinois Emergency Operations Plan

Annex 21 – Volunteers and Donations Management

Illinois Emergency Management Agency

August 2021





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Annex 21 – Volunteers and Donations Management

Primary Agency: Illinois Commission on Volunteerism and Community Service
(Serve Illinois)

Support Agencies: Illinois Department of Agriculture (IDOA)
Illinois Department of Central Management Services (CMS)
Illinois Department of Corrections (IDOC)
Illinois Department of Innovation and Technology (DoIT)
Illinois Department of Public Health (IDPH)
Illinois Department of Transportation (IDOT)
Illinois Emergency Management Agency (IEMA)
Illinois National Guard (ILNG)
Office of the Illinois Attorney General (OIAG)
Illinois State Police (ISP)
Illinois Voluntary Organizations Active in Disaster (ILVOAD)
Illinois Board of Higher Education (IBHE)
Illinois Community College Board (ICCB)

Support Organizations: American Red Cross (Red Cross)
Salvation Army (SA)

I. Introduction

A. Purpose

1. Provide strategic and operational assistance to local units of government, community and voluntary organizations in managing volunteers and donations.

B. Scope

1. State support of Volunteer and Donations Management (VDM) is limited to requests for assistance received through recognized public, private and voluntary organizations.
2. State VDM operations are scalable and modular based on the scope and magnitude of event.
3. This annex addresses operations designed to augment impacted local units of government and voluntary organizations.
4. VDM operations include resource management processes that address



acceptance, management of donated goods, materials, services, personnel, financial resources and facilities, whether solicited or unsolicited.

5. For the purposes of this annex, a volunteer is defined as an individual who, beyond the confines of paid employment and normal responsibilities, contributes time and service to assist in the accomplishment of a mission.
6. For the purposes of this annex, donations are defined as materials, financial resources, goods, supplies, and facilities which are solicited and unsolicited, not purchased.
7. Volunteers and donations may be solicited and unsolicited.

C. Policy

1. SEOC VDM Liaison Officer (LNO) will work with voluntary organizations who have agreed to help coordinate volunteers and donations through Illinois Voluntary Organizations Active in Disaster (VOAD) to address the needs of affected populations and impacted units of government.
2. This annex will not supersede any private sector, voluntary or community-based organization's administrative protocols or policies concerning volunteer and donations management.
3. This annex does not establish or provide any guarantee of support or liability to voluntary organizations.
4. For purposes of this annex volunteers and employees of voluntary organizations are not state employees. The state and its agencies, officers and employees accept no responsibility or liability for these volunteers.
5. Upon activation of the SEOC, technical and logistical assistance will be provided to private sector, voluntary or community-based organizations, and local governments in addressing acceptance and management of donated goods, materials, services, personnel, financial resources and facilities, whether solicited or unsolicited.
6. No attempts will be made by anyone involved in coordination and implementation of this annex to solicit donations for any specific organization.
7. Once a donation has been accepted by an organization, it is deemed to be a designated donation and is the responsibility of that organization.



8. Unused donations may be retained for future requirements, destroyed or donated to charities not providing services in connection with that disaster.
9. State employees will be released from job duties in order to perform volunteer services under the terms set forth in 5 ILCS 335.
10. State agency personnel will be trained to the assigned mission and be made aware of potential risks involved.
11. Individual organizations providing/accepting volunteers are responsible for the training of those volunteers.
12. Section 21 of the IEMA Act (20 ILCS 3305) provides for some private liability protections for people and companies that donate designated services during a disaster.

D. Situation Overview

1. A disaster or preplanned event has occurred resulting in affiliated volunteers needing to be mobilized for response and recovery activities as well as spontaneous unaffiliated volunteers and convergent group volunteers presenting themselves to become involved in the disaster or event.
2. Key stakeholders, partners and executive officials are contacting the SEOC, Business Emergency Operations Center (BEOC) or state agencies regarding volunteer and donations information and support.

E. Assumptions

1. Lack of an organized system for management of volunteers and donations will result in confusion and inefficiency.
2. Unsolicited donations will be sent to impacted areas.
3. Public information regarding volunteer and donations operations will be required.
4. Points of contact will not be available for all private sector, voluntary and community-based organizations.
5. The Federal Emergency Management Agency (FEMA) will support volunteer and donations operations as necessary.
6. The state will receive monetary donations on behalf of impacted areas in



accordance with applicable laws, rules and regulations.

7. Private sector, voluntary and community-based organizations will likely have individuals interested in volunteering for the disaster and event.
8. Private sector, voluntary and community-based organizations will work cooperatively with community partners.

II. Concept of Operations

A. General

1. The SEOC will utilize a variety of technological and social media systems to communicate information regarding volunteer and donations operations.
2. The SEOC VDM LNO coordinates with Illinois VOAD in their capacity as the state Voluntary Agency Liaison.
3. The SEOC VDM LNO coordinates with the Attorney General's Charitable Trust Bureau to identify recognized and sanctioned organizations providing disaster relief and organizations exempt from the Solicitation for Charity Act.
4. Individuals and businesses soliciting contracts for goods and services will be referred to SEOC Finance LNO.
5. Temporary contracts for the augmentation of personnel may be let by SEOC Finance LNO.
6. Primary and support agency SEOC LNOs will identify situations affecting volunteer and donations management operation.
7. Needs identified for volunteer and donations management will be incorporated into the SEOC Common Operating Picture (COP) and situational reports.

B. Notification, Alert and Warning (NAW)

1. SEOC NAW of SEOC LNOs will be handled in accordance with IEOP Annex 3, Communication, Appendix A-1, Notification, Alert and Warning
2. The SEOC VDM LNO will notify, alert and warn Illinois VOAD leadership if this appendix is activated.
3. Illinois VOAD is responsible for internal NAW.



C. Activation

1. The SEOC will provide support for volunteer and donations management efforts through activation of SEOC LNOs.
2. SEOC Activation Level Standard Operating Procedure (SOP) will be used to determine necessity of volunteer and donations management coordination.

D. Communications

1. Communications throughout response and recovery will be conducted in accordance with standard operating procedures and managed using established procedures, processes and policy outlined in IEOP Annex 3, Communications.
2. Communications will be conducted in a National Incident Management System (NIMS) compliant manner utilizing clear-text and frequencies coordinated with the SEOC.

E. Resource Management and Logistics

1. Resource management and logistics will be carried out in accordance with IEOP Annex 9, Resource Management and Logistics.
2. Resource management includes mutual aid and assistance agreements, the use of special federal and state teams, and resource mobilization protocols.
3. Requests for unmet needs from local units of government and Illinois VOAD partner agencies in impacted jurisdictions will be forwarded to the SEOC VDM LNO for prioritization and fulfillment working in cooperation with Illinois VOAD. This does not preclude direct coordination with voluntary organizations involved in disaster operations by local authorities having jurisdiction (AHJ).
4. Updated information regarding the status of unmet needs should be forwarded to the SEOC VDM LNO by the impacted local AHJs.
5. If activated, information on unmet needs and resource requests may be routed to Lines of Effort (LOE) – Volunteer and Donations Management (LOE) VDM, as identified in Base Plan, Appendix 4 - Coordination and Management.

F. Reporting Requirements



1. When Annex 21, Volunteer and Donations Management is activated, and throughout an event, Significant Event Activity Logs (SEAL) will be distributed to community partners.

G. Implementation Requirements

1. Notification, activation, deployment, coordination, implementation and sustainment of state resources in support of VDM will be approved through the SEOC.
2. Implementation of state supported VDM is predicated on SEOC approval of a request from a local government, private sector organization or state.
3. Coordination and sustainment requirements of VDM must be fully addressed prior to implementation.

H. Designated Donations

1. A designated donation is an offer made to and accepted by an organization or a donation requested by an organization.
 - a) Inquiries concerning donations will be referred to a receiving whole community organization when possible.
 - b) Organizations accepting/receiving donations will follow internal logistical policies and procedures for management and distribution.

I. Unsolicited/undesigned donations

1. Unsolicited/undesigned donations are those that arrive in the area but have not been requested by an organization.
 - a) Donors will be discouraged from sending unsolicited donations directly to disaster sites.
 - b) Unsolicited/undesigned donations will be directed to community organizations when possible.
 - c) Support for management of unsolicited/undesigned donations will be coordinated when necessary.

J. Categories of Volunteers

1. Affiliated Volunteers



- a) Attached to a recognized voluntary organization;
 - b) Trained in disaster response;
 - c) Mechanism in place to use them following a disaster;
 - d) Less likely to self-deploy;
 - e) Trained and managed by their respective agencies, and
 - f) Feeding, housing and transportation provided.
2. Spontaneous Unaffiliated Volunteers (Unsolicited)
- a) Often volunteer in the immediate aftermath of a disaster.
 - b) Not currently attached to any recognized voluntary relief organization;
 - c) May/may not be trained;
 - d) Feel motivated by degree of emotional connection;
 - e) May/may not be skilled;
 - f) May/may not be from the affected area, and
 - g) Need to be managed.
3. Convergent Group Volunteers
- a) May have an organizational identity and a collective desire to assist;
 - b) Do not have an affiliation with the local jurisdiction;
 - c) Could be requested or spontaneously offer help following a disaster;
 - d) Not expected to be paid;
 - e) Possible pre-disaster training;
 - f) Need to be managed by the local volunteer and donations system, and
 - g) May/may not be utilized.



K. Volunteer Services

1. State public information and crisis communications will instruct volunteers to affiliate with a recognized disaster response organization or other organized group.
2. Local AHJs will verify legitimate volunteer opportunities and designate a point of contact.
3. Local governments may restrict access to volunteers.

L. Private Sector Donations

1. Private sector donations may be received through state agencies, executive officers, local units of government and national organizations.
2. Private sector donations of goods, materials, services, personnel, financial resources and facilities, whether solicited or unsolicited, to the state, will be coordinated by the SEOC.

M. Transportation

1. Transportation of volunteers and donations will be accomplished by various means, including the following:
 - a) Pick up by receiving organization;
 - b) Use of whole community organizations, and
 - c) Coordination through IEOP Annex 4, Transportation Management

N. Public Information

1. Public information will be released in accordance with IEOP Annex 5, External Affairs.
2. The IEMA Public Information Officer (PIO), in coordination with community partners, will disseminate information to the public and media concerning the state's volunteers and donations operations.
3. The public information program will be designed to encourage monetary donations and to limit arrival of unsolicited/undesigned goods and services.
4. To the extent possible, pre-scripted public information outlining the need for voluntary services and donations will be issued.



- O. Disposal of Excess Donated Materials
 - 1. Unused donations may be disposed of, taking into consideration the following:
 - a) donor preference;
 - b) environmental concerns;
 - c) retain for potential redistribution;
 - d) transfer to other disaster relief efforts;
 - e) economic concerns, and
 - f) laws, rules and regulations.

- P. Organization
 - 1. Direction, Coordination and Control
 - a) The governor, or designee, has the authority to exercise overall coordination of resources belonging to the state.
 - b) Organizations retain operational control of resources owned/obtained for use in response and recovery.
 - c) Organizations receiving voluntary services and donations are responsible for maintenance, sustainment and use.
 - d) The IEMA director, or designee, has the authority to exercise overall coordination of resources belonging to the state.
 - e) State agencies will coordinate support of VDM operations with the SEOC.
 - 2. Coordinating Elements
 - a) LOE-VDM will be activated by the SEOC Manager.
 - b) Strategic and operational guidance on LOE operations can be found in IEOP Base Plan, Appendix 4, LOE - Coordination and Management.
 - 3. Federal Coordination
 - a) SEOC LNOs, state agencies, boards and commissions will



coordinate with federal counterparts in accordance with enabling authority.

III. Roles and Responsibilities

A. Illinois Commission on Volunteerism and Community Service (Serve Illinois)

1. Serves as point of contact with governor's office, local government(s), supporting state agencies, appropriate voluntary agencies and private sector organizations.
2. Ensure private sector coordination between the SEOC and BEOC.
3. Facilitate coordination between donors and whole community partners.
4. Track state facilitated donations through the SEOC resource management system.
5. Instruct, inform and coordinate with private sector and voluntary organizations involved in VDM operations.
6. Coordinate requests for state assistance.
7. Manage the Serve Illinois phone line to provide information to prospective volunteers.
8. Use the Serve Illinois website and social media to distribute public information.
9. Utilize the Serve Illinois volunteer opportunity database via Serve Illinois website to help coordinate matching potential non-medical volunteers with local volunteer opportunities specific to the disaster or event.
10. Coordinate activation of licensed, verified medical volunteers registered through the Illinois Emergency System for Advance Registration of Volunteer Health Professionals (ESAR-VHP) program known as Illinois Helps, including but not limited to, the following:
 - a) Physicians;
 - b) Physician assistants;
 - c) Registered nurses;
 - d) Dentists;



- e) Respiratory therapists;
 - f) Pharmacists;
 - g) Social workers, and
 - h) Veterinarians.
- 11. Coordinate alongside the AmeriCorps National and Offices with volunteers from various national service(AmeriCorps and AmeriCorps Senior) programs.
 - 12. Deploy the Illinois Disaster Corps team when requested through the SEOC to set up and manage local Volunteer Reception Centers.
- B. American Red Cross (Red Cross)
- 1. Operate volunteer intake centers for Red Cross operations.
 - 2. Provide just-in-time training or on-the job training for event-based volunteers utilized by Red Cross.
 - 3. Provide lists of volunteer positions and skills needed by the American Red Cross to assist in response and recovery operations.
 - 4. Develop and disseminate lists of desired in-kind donations.
 - 5. Encourage the public to make monetary donations and to limit arrival of unsolicited/undesigned goods and services.
- C. Illinois Department of Agriculture (IDOA)
- 1. Assist with coordinating or obtaining donations for the agricultural community.
 - 2. Assist in identifying and establishing facilities for storage of donations or volunteer reception centers.
- D. Illinois Department of Central Management Services (CMS)
- 1. Provide facilities and equipment as available from state resources for staging and storing donations.
 - 2. Assist in identification of state employees having specialized skills for support of VDM operations.



3. Coordinate the use of state facilities as available for just-in-time training of volunteers.
- E. Illinois Department of Corrections (IDOC)
1. Provide correctional facilities as a temporary storage site for donations.
 2. Provide individuals in custody labor to sort and process donations.
- F. Illinois Department of Innovation and Technology (DoIT)
1. Coordinate the provisioning of computers and Internet connectivity in support of VDM operations.
 2. Provide information technology resources in support of VDM operations.
 3. Coordinate the establishment and maintenance of telephone toll-free volunteer and donations hotlines.
- G. Illinois Department of Public Health (IDPH)
1. Provide applicable health guidelines and medical rules and regulations for the acceptance, handling and issuance of donations.
 2. Provide applicable health and medical inspection and oversight as required to public and private facilities accepting and dispensing donations.
 3. Inspect food donations, as required by law.
- H. Illinois Department of Transportation (IDOT)
1. Provide and/or coordinate transportation of donations.
 2. Establish, retrofit and support staging areas as necessary.
 3. Coordinate the identification and acquisition of resources for the transportation of volunteers.
- I. Illinois Emergency Management Agency (IEMA)
1. Coordinate public information and messaging.
 2. Manage the private sector aspect for volunteer and donations issue in cooperation with Serve Illinois.
- J. Illinois National Guard (ILNG)



1. Provide transportation for donations, warehousing equipment and operators in accordance with Annex 27, Military Coordination.

K. Office of the Illinois Attorney General (OIAG)

1. Assist in identifying recognized and sanctioned organizations providing disaster relief and organizations exempt from the Solicitation for Charity Act.
2. Provide legal expertise as it related to the liability and other legal issues for volunteers.

L. Illinois State Police (ISP)

1. Provide force security and protection, including access, control and escort, to VDM operations.

M. Salvation Army (SA)

1. Provide just-in-time training or on-the job training for event-based volunteers utilized by Salvation Army.
2. Develop and disseminate lists of desired in-kind donations.
3. Operate volunteer intake centers for Salvation Army operations.
4. Operate in-kind donation intake centers for Salvation Army operations.

N. Illinois Volunteer Organizations Active in Disasters (ILVOAD)

1. Provide personnel in support of VDM operations.
2. Coordinate VOAD agencies response activities.
3. Provide information and strategic awareness to SEOC VDM LNO.
4. Coordinate requests for specific donations to fulfill unmet needs.

O. Illinois Board of Higher Education (IBHE)

1. Coordinate campus volunteer efforts at colleges and universities.

P. Illinois Community College Board (ICCB)

1. Coordinate campus volunteer efforts at community colleges.

IV. Authorities and References



Illinois Emergency Operations Plan (IEOP) – Annex 21 Volunteers and Donation Management
Dated August 2021

A. Authorities

1. IEMA Act (20 ILCS 3305/), as amended.
2. 29 Illinois Admin Code 301, including subpart F, as amended.

B. References

1. FEMA Disaster Assistance Policy (DAP) 9525.2 – Donated Resources