

## ESF-19

### VOLUNTEER MANAGEMENT

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#### Appendices

(Appendices for this ESF currently appear in  
American Red Cross documentation for Volunteer and Donations Management)

## ESF-19

### VOLUNTEER MANAGEMENT

**PRIMARY AGENCY:** Springfield-Greene County OEM

**SUPPORT AGENCIES:** Southwest Missouri Volunteer Organizations Active in Disaster  
Salvation Army  
American Red Cross (ARC)  
Health Department  
Ozarks Food Harvest  
Highway Department  
Public Works

#### I. PURPOSE

To establish a working strategy on how to properly channel offers of volunteer assistance from concerned groups or citizens in the aftermath of a catastrophic disaster or emergency situation occurring in Springfield/Greene County.

#### II. SITUATION AND ASSUMPTIONS

##### A. Situation

1. Springfield/Greene County is subject to many types of occurrences that create the potential for a major disaster (see **Hazard Mitigation Plan**)
2. Disasters have the potential to trigger large amounts of media coverage which can overwhelm the abilities of volunteer agencies..
3. Local Government has the responsibility in a catastrophic disaster to respond to offers of unsolicited donated goods or services in order to ensure an efficient relief and recovery operation.

##### B. Assumptions

1. People as a whole are kind and want to do something to help disaster victims.
2. Volunteer services potentially could come in from around the State, the Country or the World, should a catastrophic disaster affect the city/county.
3. In a disaster local government and local volunteer groups and agencies may be adversely effected and may not be able to cope with a sizable flow of donated goods and services.
4. In some cases the amount of volunteer support may be related more to media attention the emergency situation receives than the magnitude of the disaster.

### III. CONCEPT OF OPERATIONS

#### A. Organizational Strategies: Volunteer Resources

The purpose of this section is to provide guidance to local officials in the coordination and distribution of local volunteers. This guidance is not meant to be all-inclusive. It only provides an important first step in the efficient management of a much under-used resource. To be effective, many of the elements of this plan must be undertaken before a disaster happens.

##### 1. Definition

Recognizing that volunteer groups are approached and coordinated in different ways, it is necessary to establish categories for these groups. For planning purposes, there are four categories of volunteers: Professional, Traditional Affiliated, Spontaneous from Within the Affected Area, and Spontaneous from Outside the Affected Area.

- a. Professional  
These volunteers are emergency personnel from jurisdictions outside of the response area. They may be attached to emergency operations in their home regions. Professional personnel are certified or licensed, and include physicians, EMT's, nurses, fire fighters, and law enforcement. Often regulatory agencies within the affected area may waive or relax local certification requirements when there is a need for these people.
- b. Traditional Affiliated  
These volunteers are attached to a recognized voluntary agency. They are pre-trained for disaster response by the agency with which they are enrolled. This group forms the core cadre for para-professional and non-professional volunteers.
- c. Spontaneous From Within the Affected Area  
Living within the affected area, these volunteers generally feel motivated by a degree of community ownership of the disaster. They have no association with recognized voluntary agencies and may have no formal training or relevant skills.
- d. Spontaneous From Outside the Affected Area  
These volunteers are not from within the impacted area and have no prior affiliation with recognized voluntary agencies. They may or may not have relevant skills. A pragmatic approach dictates whether local volunteers or outside-the-area volunteers are used in a given situation.

##### 2. Description of the Voluntary Agency System

There are more than 20 recognized agencies using volunteers in emergency response and recovery. Each agency has established procedures for managing recruiting, training, and using volunteers. Common among these agencies are systems that include: written enrollment, liability arrangements, formal training programs, command and supervision, and planning and organization.

- a. Community Emergency Response Team (OEM)
- b. American Red Cross
- c. Community Heroes (Health Department)
- d. The Missouri Voluntary Organizations Active in Disaster (MOVOAD)
- e. Americorp

f. Other Organized Groups

3. Volunteer Management Assumptions

The following is a listing of the underlying assumptions for the management of volunteers responding to a disaster situation:

- a. There is an established and verified need for volunteers.
- b. Agencies accept and manage their own volunteers.
- c. Affiliated volunteers are most preferred and may be required.
- d. Spontaneous volunteers will be assigned to an existing voluntary agency or organized group.
- e. All volunteers must be screened, and this is an on-going process. Screening is done by individual agencies to various degrees, using a range of methods.
- f. Agencies should not discriminate in the employment of volunteers.
- g. Equal access to volunteers should be exercised among communities in need.
- h. Equal access to volunteers should be exercised among all agencies.
- i. Volunteers come from within the affected area, as well as from regional, state, national, and international origins.
- j. Recruitment of volunteers may be needed.
- k. Volunteers deserve to be treated with dignity and respect recognizing the competence and spirit they bring to the response and recovery effort.
- l. Voluntary agencies must be collaborative and inter-dependent. One organization depends upon another for resources and referrals. Therefore, a strategic distribution of volunteers is necessary.
- m. Successful recovery efforts in a community impacted by a disaster require the use of volunteers.

4. Volunteer Coordination Center (VCC)

The type of disaster event will determine the number of volunteers needed for an effective response. In events where a large number of volunteers are needed, the Springfield-Greene County Office of Emergency Management will activate the Volunteer Coordination Center (VCC).

The establishment of a VCC is vital to the successful management of volunteers and requested volunteer services. In disaster response, two needs are inevitably created: 1) volunteer management and 2) volunteer services. Volunteer management includes effectively organizing all types of volunteers identified above, training them, and assigning them to priority missions. Volunteer services include efficiently meeting requests submitted by private citizens as it relates to the disaster.

The VCC is designed to bring these two elements together, providing an avenue where willing citizens can effectively and safely help those impacted by a disaster.

- a. The Springfield-Greene County VCC is located at Schweitzer United Methodist Church (2747 E. Sunshine).
- b. Identified volunteer agencies will be represented at the VCC.
- c. Identified needs that can be filled by volunteers will go through the VCC.
- d. Spontaneous volunteers will be required to report to the VCC for registration and assignment to a volunteer agency (see Appendix 2).
- e. Personnel for the VCC include:
  - Volunteer Coordinator
  - EOC Liaison
  - Volunteer Agency Liaisons

- Damage Assessment Team Liaison
- Phone Bank Supervisor
- Front Desk Greeters
- Registration Personnel
- Volunteer agency representative
- ID Badge Maker Personnel
- Safety Instructors
- Runners
- Phone Bank Operators

5. The VCC will be capable of serving in two capacities: 1) coordination center and 2) mobilization center.

a. Coordination Center

As a coordination center, the VCC will meet the two needs identified above which are volunteer management and volunteer services. With all identified volunteer agencies from the community represented at the VCC, the center will receive all needed volunteer services and join them with all available volunteer resources.

b. Mobilization Center

As a mobilization center, the VCC can also serve as a central location for volunteers to come together and receive their mission assignments. This is not required if established volunteer agencies have other pre-designated locations for mobilization. The VCC will also accommodate spontaneous volunteers, providing registration, training, and affiliation assignment.

6. Volunteer Coordination Team

The Volunteer Coordination Team will work at the front of the Operations Room at the VCC. This team will work cohesively to coordinate all incoming volunteer requests then quickly and appropriately assigning the requests to volunteer agencies. Each member of the coordination team will work under the direct supervision of the Volunteer Coordinator. The Volunteer Coordinator may initially fulfill all roles of the coordination team, but as the incident grows, team responsibilities will be delegated by the Volunteer Coordinator.

a. Volunteer Coordinator (VC)

- Oversees the operation of the Volunteer Coordination Center.
- Will activate VCC with prepared supply box (see Appendix 1).
- Works under the direction of the OEM.
- Coordinates with a representative from each volunteer agency represented at the VCC.
- Coordinates with Donations Coordinator.
- Briefs and assigns tasks to staff and volunteers of the VCC.
- The VC will track all 1) potential volunteer resources and 2) all identified needs to be filled by volunteers. He/she will coordinate the placement of resources with needs.
- Monitors the operation and makes changes when necessary.
- Maintains all signed records of safety training provided to volunteers.
- Tracks all expenses incurred at the VCC (see Appendix 5).
- Maintains all time records of staff working in the VCC.

- Maintains all time records of VCC volunteers.
- b. EOC Liaison
- Works under the direction of the Volunteer Coordinator.
  - Works at the Springfield-Greene County Emergency Operations Center (EOC).
  - Proficiently maintains communication between the EOC and VCC.
  - Communicates volunteer requests generated from EOC operations to the Volunteer Coordinator.
  - Provides updated reports of volunteer activities and damage assessment teams to the Situation Unit Leader of the EOC Planning Section.
  - Coordinates ongoing volunteer operations with the Operations Section Chief.
- c. Volunteer Agency Liaison
- Coordinates all incoming requests submitted by other volunteer agencies to the coordination team.
  - Makes volunteer assignments to affiliated agencies with approval from the Volunteer Coordinator.
- d. Damage Assessment Team Liaison
- Coordinates all incoming assessment reports from dispatched Damage Assessment teams.
  - Submits all volunteer requests identified by the teams to the Volunteer Coordinator.
  - Coordinates all assignments to the Damage Assessment teams, dispatching them to affected areas with approval from the EOC.
- e. VCC Phone Bank Supervisor
- Manages all phone messages acquired by phone bank operators.
  - Coordinates all volunteer requests from the phone bank with the coordination team.
  - Oversees proper training and staffing of the VCC phone bank.
7. Other VCC Staff
- a. Front Desk Greeters
- Located at the office entrance.
  - Expresses appreciation to the volunteers for their time.
  - Gives each volunteer a Volunteer Instructions Sheet (see Appendix 8).
  - Finds out if they are affiliated with a Volunteer organization.
  - Directs affiliated or unaffiliated volunteers to the next appropriate desk.
- b. Registration Personnel
- Located in Room 203.
  - Provides each unaffiliated volunteer with a Volunteer Registration Form (see Appendix 9).
  - Reviews Waiver Form (see Appendix 10).

- Answers any questions.
  - Directs volunteers through to assigned organization.
- c. Volunteer Agency Representative
- Located in gymnasium.
  - Fulfills identified needs as able.
  - Receives and organizes volunteers assigned to agency.
  - Coordinates with Volunteer Coordinator.
  - Fills out “Request for Volunteers” Forms and submit to Volunteer coordinator (see Appendix 7).
- d. ID Badge Maker Personnel
- Located in room 202.
  - Reviews Disaster Volunteer Referral Form for necessary information for the ID Badge.
  - Makes identification badges for all volunteers without one.
  - Instructs volunteers in proper placement of badge.
  - Explains that the ID badge is required to work in disaster scene.
  - Creates and/or designs new badges for groups not previously organized in database.
- e. Safety Instructors
- Rooms 204 and 206.
  - Reviews Safety Training information with volunteers.
  - Encourages everyone to attend a debriefing if available, at the end of the shift.
  - Distributes snack bags, water, gloves, etc.
  - Answers any questions.
  - Directs volunteer to exit area.
- f. Runners
- Carries information from one station to another within the VCC.
  - Supports each station with necessary supplies.
  - Responds to requests manifested by posted desktop flags.
- g. Phone Bank Operators
- Room 207
  - Answers volunteer related calls, directing them to come to the VCC for registration and assignment.
  - Completes a Request for Service form and insures submission to the Volunteer Coordination team.
7. VCC Flow System for Volunteers (see Volunteer Coordination Center Flowchart, Appendix 2)
- a. Greeted at reception desk
  - b. Registration & Orientation Station
  - c. Agency Coordination
  - d. Identification badge

- e. Safety briefing
- f. Exit to disaster site

8. VCC Flow System for Requests (see VCC Requests Flowchart, Appendix 3)

All requests for volunteer services will channel through the VCC. Service requests may come in a variety of ways including:

- From the EOC Disaster Hotline
- Through volunteer agencies represented in the VCC
- Through EOC Operational personnel
- Through Damage Assessment teams in the field

Every request will be channeled in the specified manner identified (see Appendix 3). All requests received at the VCC will be coordinated by the Volunteer Coordination team. The Volunteer Coordination team is responsible for fulfilling the requests through delegation and assignment with the represented volunteer agencies.

9. Shared Database

A common data recording form should be used by agencies recording information on volunteer service offers. The information recorded for unaffiliated volunteers will be placed in a common database and maintained at Schweitzer United Methodist Church.

10. Liability

Voluntary agencies will assume any liability related to their volunteers, and consider appropriate insurance coverage such as a liability clause in their corporate insurance policy. Greene County will oversee all registered Greene County Community Emergency Response Team (CERT) members acting under the direction and control of the OEM.

Missouri's applicable Good Samaritan and volunteer liability laws provide limited immunity for medical professional volunteers. Such volunteers must act within their range of competency and training and receive no compensation.

All medical professionals must operate within Missouri's requirements for licensing reciprocity. Other professionals must similarly meet licensing or reciprocity requirements. Each department and credentialing institution sets forth the requirements for professionals under their jurisdiction.

**B. Actions to be Taken by Operating Time Frames**

**1. Mitigation**

- a. Primary and support agencies will work to develop and maintain a list of available support services.
- b. Primary and support agency personnel will participate in disaster operations training, including training in donations management.
- c. Conduct quarterly meetings of the Southwest Missouri Voluntary Organizations Active in Disaster (SWVOAD) and include review of this ESF during meetings.

**2. Preparedness**

- a. Maintain database for managing volunteers.
- b. Train VCC volunteers to complete job descriptions outlined.
- c. Voluntary agencies will coordinate with local chapters and groups to determine availability of personnel and resources.

**3. Response**

- a. Activate plan and notify all voluntary agencies of activation.
- b. Contact ESF-18 team members and place on stand-by.
- c. Activate the phone bank and other local or “800” numbers.
- d. Maintain records of expenditures and in-kind donations received.
- e. Respond to requests for services.
- f. Maintain records of volunteer hours associated with governmental assistance for potential federal reimbursement.

**4. Recovery**

- a. Start scaling back response operations and initiate the preparations for demobilization.

**IV. ORGANIZATION AND ASSIGNMENT RESPONSIBILITIES**

**A. Primary Agency: Office of Emergency Management/VCC**

2. Review and assess damage information to establish priorities of supplies and services.
3. Establish a VCC with a Volunteer Coordinator to oversee all VCC operations
4. Coordinate with the Volunteer Coordinator directly and/or through the established volunteer liaison located in the EOC.
5. Implement procedures and staff a telephone disaster hotline for information concerning volunteers and donations of goods and services.
6. Coordinate representation of each volunteer agency at the VCC.
7. Support the Volunteer Coordinator in coordination of the various volunteer agencies through use of the SWVOAD.
8. Support the Volunteer Coordinator in structuring volunteer assignments so that they can be managed in a systematic manner.
9. Provide any supplies or resources needed by the Volunteer Coordinator
10. Support the Volunteer Coordinator in the dispatch of volunteers as needed, coordinate with ESF-5 (Resource Management).
11. Coordinate with ESF-4 (Public Information) for the development of public information announcements including providing instructions for private individuals and groups desiring to donate items or services, and location of distribution points for pick-up of donated goods by victims.
12. Review and revise priority area designations as needed.

**B. Support Agencies:**

**American Red Cross**

1. Coordinate volunteer activities through the VCC when activated.
2. Communicate all necessary volunteer needs to the Volunteer Coordinator.
3. Coordinate the warehousing and distribution of donated durable and non-durable items, including food. Coordinate with ESF-17 (Food & Water).
4. Coordinate with private and public agencies to receive donated items.
5. Arrange for distribution of goods with help from ESF-5 (Resource Management) and ESF-15 (Transportation).
6. Keep an accurate accounting of the flow of goods from donors to recipients.
7. Establish other staging areas as needed.

### **Springfield/Greene County Health Department**

1. Assist with volunteer needs through Community Heroes program
2. Recruit, train and maintain volunteers according to the Greene County Health Department Volunteer Recruitment and Retention Plan (*Currently in Draft Form*). This plan includes methodologies for individual volunteer recruitment and training as well as recruitment of service organizations and groups. It also outlines training classes for all volunteers and groups, as well as methodologies to keep all volunteers and groups involved during non-emergency times.
3. Assist in the processing of all spontaneous unaffiliated volunteers through the County Volunteer Coordination Center (VCC)

### **Community Heroes**

1. Coordinate volunteer activities through the VCC when activated.
2. Communicate all necessary volunteer needs to the Volunteer Coordinator

### **Southwest Missouri Volunteer Organizations Active in Disaster (SWVOAD)**

1. Coordinate with member organizations throughout Southwest Missouri to determine disaster related needs/resources.
2. Coordinate post-disaster meetings to assess ongoing and unmet needs.

### **Americorp**

1. Coordinate volunteer activities through the VCC when activated.
2. Communicate all necessary volunteer needs to the Volunteer Coordinator.

### **Salvation Army**

1. Coordinate with American Red Cross in the warehousing and distribution points for durable and non-durable goods.
2. Coordinate with SWVOAD to identify unmet needs.
3. Work with American Red Cross to place volunteers in needed areas.
4. Establish and maintain liaison with EOC.

## **C. State Primary Agency:**

### **State Emergency Management Agency**

Works with the Statewide Volunteer Coordinator to assess the need for volunteers management and work with the MOVOAD organization to provide assistance.

## **V. DIRECTION AND CONTROL**

- A. For incidents that have reached an emergency classification (**ESF-1, Appendix 2**), overall direction and control will be from the EOC, however, Schweitzer United Methodist Church will staff this ESF.
- B. When a classified emergency occurs, normal operating procedures will be altered as necessary to ensure adequate direction and control.

## **VI. ADMINISTRATION AND LOGISTICS**

- A. Record Keeping
  1. All requests for assistance, all general messages, and all reports will be handled using the procedures and format set forth in this ESF. The use of reports will vary according to the type of emergency involved.

2. Each agency is responsible for maintaining its own records of expenditures for later reimbursement.

**B. Operational Equipment Supplies and Transportation**

1. OEM will provide "normal" amounts of office supplies to personnel of other agencies assigned to work in the EOC and the Volunteer Coordination Center. Unusual or extraordinary amounts must be secured by the individual organization.
2. The EOC has been adequately equipped to meet the needs of the procedures outlined in this ESF. If the equipment or physical capabilities of the EOC are not sufficient for a particular organization to meet its mission, this fact is to be brought to the attention of the OEM Director.
3. Each organization is responsible for furnishing its own transportation requirements for direction and control activities.

**C. Logistical Support**

Logistical support for the Volunteer Coordination Center must be coordinated through the Volunteer Coordinator.

**VII. ESF DEVELOPMENT AND MAINTENANCE**

- A. This ESF was developed by the Office of Emergency Management with the supporting documentation developed by Schweitzer United Methodist Church, American Red Cross, FEMA, SEMA and the participating departments/agencies.
- B. This ESF will be reviewed and updated annually. The Office of Emergency Management and the Donations Coordinator will instigate this review. Necessary updates will be accomplished by the responsible agencies.
- C. Tests, exercise and drills will be conducted regularly. The results of these activities will be incorporated in this ESF when so indicated

**VIII. REFERENCES**

- A. FEMA: FEMA 278, Donations Management Guidance Manual.
- B. American Red Cross: In-Kind Donations Information Packet, ARC 4039D, (May 2005).
- C. American Red Cross, Gifts of Goods & Services for Disaster Relief Volunteers Brochure
- D. American Red Cross: Local Disaster Volunteers, ARC 30-3054 (September 1999).
- E. American Red Cross: Disaster Services Spontaneous Volunteer Management, ARC 30-3054, Annex M (July 2003)
- F. American Red Cross: Coordinator of Disaster Volunteers, ARC 30-3054 Annex L (November 2000)
- G. Missouri Revised Statutes: Chapter 44.
- H. State Emergency Operations Plan, as amended, (October 2003).