

VOLUNTEER MANAGEMENT**ANNEX S****Functional Coordinator: EMA Chairman****Purpose**

The primary purpose of this annex is to establish a framework by which the Madison County operational area can coordinate spontaneous and affiliated volunteer resources for community-wide response, relief, and recovery following a catastrophic disaster.

SITUATIONS AND ASSUMPTIONS

Situations

The Volunteer Management annex addresses the overall concepts for the coordination of spontaneous unaffiliated volunteers and affiliated volunteers, as well as communication and coordination with affiliated volunteer programs for the Madison County operational area. This jurisdictional Volunteer Management annex is consistent with the National Incident Management System (NIMS).

This annex is developed in response to all hazards and scalable to the size and scope of an event.

This annex covers the mobilization, coordination, and referral of spontaneous volunteers through local Emergency Volunteer Centers. It does not address issues of their subsequent engagement with a nongovernmental organization (NGO) or government agency or their management during such an engagement. This annex also covers in a descriptive fashion the operations of government affiliated volunteer programs, including volunteer activation and demobilization. In addition, the annex addresses the need for communication and coordination by the jurisdiction with local NGO affiliated volunteer programs.

The geographic area covered by this annex is the County of Madison.

The time frame for the volunteer Management annex is the event through 60 days following the event.

Assumptions- Volunteer Management

- Spontaneous unaffiliated volunteers step forward at the time of an emergency. While not pre-trained, they have talents and time to share. The Emergency Volunteer Center concept was developed to channel these spontaneous volunteers and help them with a nonprofit or government agency that provides disaster services.
- Affiliated volunteers are pre-trained and generally ready to respond when a disaster strikes. They know what their role is, and how they will be notified about where and when they should report. Even in a catastrophic event, many affiliated volunteers should be able to respond.
- The annex applies both to spontaneous volunteers and volunteers affiliated with an existing organization or program.
- Preparedness activities including planning, training, and exercising are critical to the successful implementation of this annex.
- **The restoration of basic infrastructure, such as communications, roads, transportation services, and utilities, must be taken into account when mobilizing and assigning volunteers.**
- Volunteer coordination operations follow the principals of the National Incident Management System (NIM).
- Volunteer coordination will require jurisdiction-wide coordination among multiple government and non-governmental organizations. State and federal resources will be integrated into the response process.

- This annex is focused upon catastrophic events. However, efforts undertaken here may be applicable and scalable to non-catastrophic coordination of volunteers and more routine incidents.

CONCEPT OF OPERATIONS

Operational priorities are set in an emergency using an action planning process. Based on the current situation, incident commanders and EOC managers set priorities for a specific timeframe (operational period) and identify specific actions that must be taken to address those priorities. The information below outlines planning considerations, operational priorities for three timeframes and anticipated objectives and task for a catastrophic event.

First 72 hours

Planning Considerations:

- Most volunteer efforts confined to local communities, due to widespread infrastructure failure and impaired transportation corridors.
- Government affiliated volunteer programs struggling to activate and mobilize volunteer teams.
- Other pre-trained volunteers assist selves and neighbors.
- Free-lance spontaneous volunteers assist neighbors.
- Volunteer centers may be open or getting ready to open in local communities.
- Most local jurisdictions are unable to swear in volunteers.

Operational Priorities:

- Assess situation
- Determine initial need for volunteers and capacity to respond.
- Communicate Lead Agency expectations for volunteers.

Objectives and Tasks:

- Gather information about volunteer involvement.
- Disseminate public information about volunteering, as appropriate based on need and situation.
- Determine capacity for managing volunteer operations and opening Emergency Volunteer Centers.
- Begin identifying needs for volunteers based on priorities for provision of food, water, shelter, and healthcare.

14 days into Event

Planning Considerations:

- Some government affiliated volunteer programs demobilize, others continue.
- Other pre-trained volunteers assist respective communities.
- Local and countywide Emergency Volunteer Centers open
- Spontaneous volunteers are contacting Emergency Volunteer Centers.

- Number of volunteer opportunities out of synch with number of volunteers available.
- Number of spontaneous volunteers peaks during this time period.
- Recruitment for volunteers with particular skills begins.

Operational Priorities:

- Assess and monitor situation

Objectives and Tasks:

- Gather information about volunteer involvement.
- Disseminate public information about volunteering.
- Continue to identify volunteer opportunities based on priorities for provision of food, water, shelter, inspection of buildings for safe occupancy, and healthcare.
- Match volunteers with volunteer opportunities.

60 days into Event

Planning Considerations:

- Most government affiliated volunteer programs demobilized
- Most Emergency Volunteer Centers demobilized
- Volunteers able to move to neighboring communities
- Public information messages and targeted recruitment campaigns begin

Operational Priorities:

- Assess and monitor situation
- Determine and coordinate ongoing needs for volunteer resources.

Objectives and Tasks:

- Gather information about volunteer involvement.
- Disseminate public information about volunteering.
- Match volunteers with volunteer opportunities.
- Recruit volunteers with particular skills.
- Prepare to transition Emergency Volunteer Centers into recovery mode.

PUBLIC INFORMATION

The importance of coordinated public information, particularly for spontaneous volunteers, cannot be overstated. During many past disasters, conflicting messages from multiple sources about where, when and how people could sign up to volunteer resulted in public confusion. In the absence of clear and consistent messages, people may converge at inappropriate sites and /or engage in activities that place themselves and others at risk. Public information messages may not entirely prevent such behavior but can provide an extremely useful service to those who wish to help. Template messages should be prepared in advance and maintained by the county's Public Information Officer (PIO).

COMMUNICATIONS AND COORDINATION

Over and over, lessons learned from prior disasters demonstrate that communication and coordination with and among governmental agencies and non-governmental organizations in the preparedness phase generally lead to more effective post-disaster response. Venues for pre-disaster communication and coordination may include Disaster Councils, Citizen Corps Councils, emergency management groups, and local Voluntary Organizations Active in Disasters (VOADS).

FIELD MANAGEMENT OF VOLUNTEERS

Developing a plan for orienting, training, and supervising volunteers is essential to the successful involvement of volunteers in disaster response and recovery efforts.

Orientation and training

Volunteers should be oriented to the organization and the disaster situation. Orientation should cover agency's disaster mission, key policies and procedures, safety instructions, what to do in case of accident or injury, and relevant environmental factors.

Disaster volunteers should be provided with written description and trained to the specific job they are going to do. Training helps ensure safe volunteer operations, tells volunteers they are being taken seriously, helps maintain consistency and quality of services to clients, and helps protect the interest and assets of the organization.

Supervision

An appropriate level of supervision must be provided to volunteers at all times. The supervisor's job is to ensure that volunteers understand their responsibilities, know how to carry out their work, and are meeting performance standards, especially in regard to safety. Supervision ensures volunteers are correctly utilizing necessary supplies and equipment and not creating a situation which may cause harm to others.

VOLUNTEER COORDINATOR

In the Madison County ICS structure, spontaneous volunteer coordination falls in the Logistics Section, Personnel Unit.

In the EOC, the role of the Volunteer Coordinator (Personnel Unit) for spontaneous volunteer resources is to facilitate and coordinate spontaneous volunteer resources in a disaster. The Volunteer Coordinator will be the point of contact between the Command Staff for spontaneous volunteer issues. The Volunteer Coordinator will also communicate and coordinate with the cities and districts within the county as well as with any partner agencies and other entities for effective volunteer coordination within the county.

Key functions to support coordination of spontaneous volunteers and Emergency Volunteer Centers may include but not limited to:

- *Resource management* – requesting, brokering and tracking of resources in support of Emergency Volunteer Centers. Such requests from within the EOC are coordinated through a resource request form.

Examples of resource requests to support coordination of spontaneous volunteers include:

- Staff to operate Emergency Volunteer Centers
 - Identification of additional Emergency Volunteer Centers
 - Supplies for Emergency Volunteer Centers
 - Logistical support for volunteers with access and functional needs
 - Safety officer oversight and occupational health assessment of volunteer missions.
 - Planning support for volunteer opportunities
- *Information management* – the collection, compilation and sharing of data on spontaneous volunteers and Emergency Volunteer Centers. Information to be gathered may include:
 - Emergency Volunteer Center locations
 - Numbers of volunteers and hours worked
 - Types of volunteer service activities
 - Names of agencies and organizations that are engaging volunteers
 - Identification of any issues that may arise

Information can be gathered from key contacts within the EOC, Emergency Volunteer Centers, and other organizations, and then summarized in a report. Information will typically be requested by elected officials, county administrators, city managers, local media, state agencies, and others.

- *Coordination with Public Information Function* – to maintain consistent public messaging through the media. Public information plays a critical role in effective volunteer coordination. Coordination with the Joint Information Center (JIC) and with PIOs from all agencies tasked with responsibilities for volunteer coordination helps maintain accuracy, consistency and timeliness of public messaging. Types of information to be disseminated might include where volunteer can sign up to help, directions on how to stay safe and avoid putting themselves or others in danger, and how to help in their own neighborhoods.

ORGANIZATION AND ASSIGNMENTS OF RESPONSIBILITIES

Madison County Emergency Management Agency

Madison County EMA will be responsible for the overall coordination of spontaneous volunteers and Emergency Volunteer Centers.

Madison County Health Department Medical Reserve Corps

Designated as the agency to provide medications to the public to prevent disease. Volunteers will help with the dispensing of the medication, accepting and restocking supplies from the Strategic National Stockpile, crowd control, and performing clerical duties as an example of our public health response.

United Way and AmeriCorps

Supporting Agencies are responsible for providing support to the coordination of spontaneous volunteer resources and Emergency Volunteer Centers. United Way will assist with volunteer recruitment and coordination.

American Red Cross

Supporting agency available for mass sheltering of volunteers and will provide canteen services to volunteers in the field.

Volunteer Centers

Volunteer Centers have the technical expertise to coordinate spontaneous volunteer resources in times of disaster. Volunteer Centers may be designated as the Lead Agency for a jurisdiction or provide critical support to a Lead Agency.

County Government

These include human resources, social services and information services.

EOC

The Emergency Operations Center will Coordinate emergency information and resource request.

Federal and State agencies (IEMA and FEMA)

These agencies will Support overall activities of the State and Federal government for domestic incident management. FEMA also serves as the coordinating agency for Volunteer and Donations Management Support Annex to the National Reposed Framework.

Other nonprofit organizations

These organizations include a wide array of community-based organizations, faith-based organizations and others that provide services in a disaster and that involve volunteers, including spontaneous volunteers, in providing these services.

Local VOADs or other interagency groups

These groups can be useful points of contact for reaching a number of nonprofit and faith-based organizations regarding their involvement of spontaneous volunteers.

ACTIVATION

Activation of the Volunteer Management Annex for spontaneous volunteer coordination is generally handled through the Madison County EOC, at the discretion of the Personnel Resource Unit Leader in the Logistics' Section

EMERGENCY VOLUNTEER CENTERS

The Emergency Volunteer Center Model

The Emergency Volunteer Center, when activated at the time of a disaster, helps spontaneous volunteers affiliate with an agency or organization providing disaster services. The Emergency Volunteer Center accomplishes this by gathering information on current disaster-related volunteer opportunities, briefly interviewing spontaneous volunteers to learn their knowledge, skills, abilities and availability, and referring the volunteer to an appropriate opportunity, based on information supplied by the volunteer.

Emergency Volunteer Center Types

The primary method for referring spontaneous volunteers is the Emergency Volunteer Center. The Emergency Volunteer Center receives, interviews, and refers volunteers. It can be set up as a walk-in center (sometimes referred to as a volunteer reception center), a call center, an online process, or a combination of two or more of these possible types.

Levels of Activation

There are three possible activation strategies for coordinating spontaneous volunteers:

- *Local (Independent Municipal)* – defined as city independently establishing an Emergency Volunteer Center for the mobilization and deployment of volunteers within its boundaries.
- *Multi-city Activation* – defined as the operation of an Emergency Volunteer Center serving multiple cities. At this level, neighboring cities combine and leverage resources to serve a sub-area of the county.
- *Countywide Activation* – defined as the activation of a single countywide Emergency Volunteer Center to serve all agencies needing volunteers within the operational area.

Emergency Volunteer Center Locations

These should be established at a location not directly at or near the site of an incident or the EOC. The ideal location is ½ miles or more away from these places, yet close enough for a runner to deliver communications, supplies, etc. The location (when determined, as they are based on the event) should have adequate space and accommodations for volunteer intake and processing. Identification of sites and pre-positioning of supplies for operations is desirable.

Emergency Volunteer Staffing

At the outset, Emergency Volunteer Center staff will be pre-trained employees and volunteers from the Red Cross and the United Way. Additional staff can be brought on as needed to supplement trained staff; they can be government employees, nonprofit agency personnel, and volunteers.

COMMUNICATION AND COORDINATION

Communication is critical to the successful activation of the Emergency Volunteer Centers and the effective coordination of spontaneous volunteers among multiple agencies. To accomplish its mission of connecting volunteers with volunteer opportunities, the Emergency Volunteer Center interacts with

many agencies and organizations, including government agencies and NGOs.

The Emergency Volunteer Center communicates with potential volunteers by informing the public about whether volunteers are needed or not, about the availability of disaster volunteer opportunities, and about avoiding disaster scenes and instead contacting the local Emergency Volunteer Center. The Emergency Volunteer Center accomplishes this through media announcements developed and disseminated in collaboration with the EOC's Volunteer Coordinator and PIO function and, where capacity exists, via posted web messages.

ANNEX DEVELOPMENT AND MAINTENANCE

The primary responsibility for development and maintenance of this annex is the Madison County Emergency management Agency, with support from responding agencies. The annex will be review annually and revised accordingly, unless significant changes warrant an earlier revision.

Appendix

Appendix A: Volunteer Registration Instructions and check lists