

Puget Sound Region



Volunteer and Donations Management Toolkit July 2014

Regional Catastrophic Disaster Coordination Plan

[Part 1: User Guide](#)

[Part 2: Toolkit](#)

The above links will take you directly to the User Guide or the Toolkit.

Volunteer and Donations Management Toolkit

User Guide

Puget Sound
Region



Volunteer and
Donations
Management
Toolkit
July 2014

Regional Catastrophic Disaster
Coordination Plan Coordination Plan

User Guide Purpose



This User Guide is designed to 1) provide an overview of the Volunteer and Donations Management (VDM) toolkit and to 2) be practical, hands on mechanism for navigating regional coordination of spontaneous volunteers and unsolicited donations. The User Guide is not a replacement for the full text of the Toolkit.

Additionally, this User Guide is a tool for jurisdictions to use for advance planning to have policies and procedures in place to handle spontaneous volunteers and unsolicited donations. The User Guide and Toolkit is a proactive approach to prepare jurisdictions in areas identified as the largest gap in regional planning around volunteer and donations management.

How to Use this Guide

This document provides an overview and practical guide to using the Volunteer and Donations Management Toolkit. The full text of the Toolkit is contained in Section C and separately bound Attachments.

- Clicking on a blue box **(p. #)** will bring you to relevant information within this User Guide and full Toolkit document.

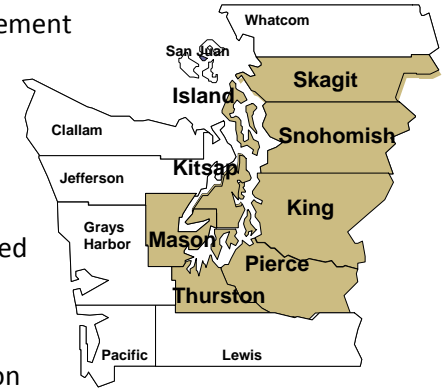
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- Clicking on [blue links](#) will bring you to relevant external resources.

Context

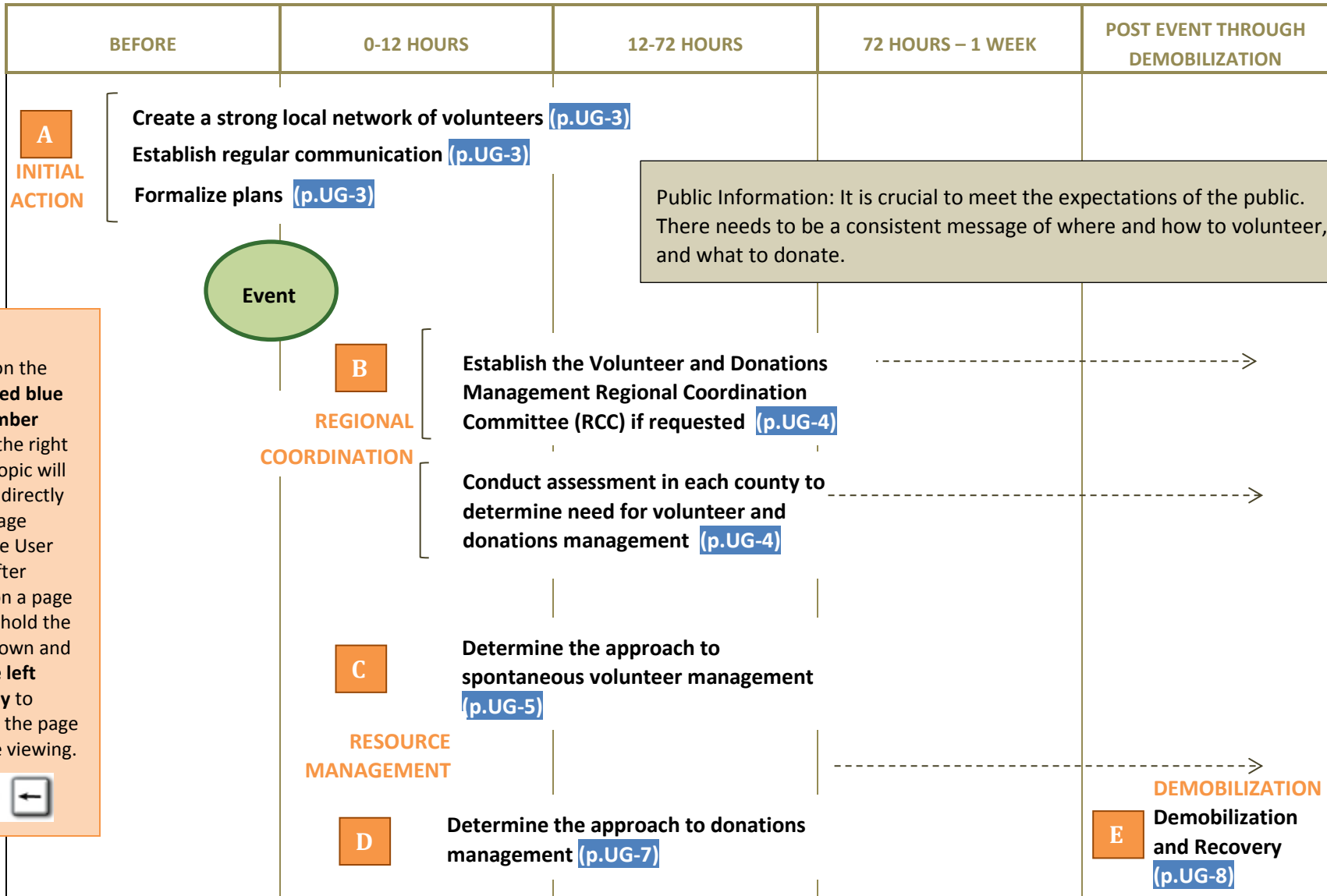
This Volunteer and Donations Management toolkit provides a framework and guidance on the roles of the Puget Sound RCPGP Region, State, county, and local governments in the management of masses of spontaneous volunteers and unsolicited donations in the aftermath of a catastrophic disaster.





Through the use of volunteer reception centers, the VDM enhances communications about volunteering and donations in the aftermath of a catastrophic disaster.

This annex applies to jurisdictions, departments and agencies within the Puget Sound RCPGP Region along with the involved private sector, voluntary and charitable organizations, citizens, and agencies and organizations with direct and indirect volunteer and/or donations responsibilities under the National Response Framework (NRF).

The Toolkit supports the regional [Coordination Plan](#).



TIP:
Clicking on the highlighted blue page number (p. #) to the right of each topic will take you directly to that page within the User Guide. After clicking on a page number, hold the **Alt** key down and press the **left arrow key** to return to the page you were viewing.

Initial Action to Prepare for Disasters

There are many varying levels of preparedness among the different jurisdictions included in this plan. Some ways to prepare include:

Before a Disaster [\(p.IV-5\)](#)

- A. Create a strong local network for effectively using spontaneous volunteers and unsolicited donations.
- B. Appoint a lead agency to coordinate with local volunteer groups.
- C. Continue to develop Spontaneous Volunteer Management Plan. Planning template can be viewed at [\(p.VII-26\)](#)
- D. Continue to develop Donations Management Plan. Planning template can be viewed at [\(p.VII-82\)](#)
- E. Develop a public education plan specifically targeted at potential volunteers and donors.
- F. Engage the business community in planning efforts.
- G. Include spontaneous volunteers and the management of unsolicited donations in Training & Exercises.
- H. Documentation.

Local Volunteer and Donations Management Community Building Questionnaire

[\(p.VII-101\)](#)

This questionnaire (Appendix 7) is intended to assist the locally appointed lead agency for spontaneous volunteer and unsolicited donations management with learning more about the voluntary organizations in its jurisdiction so that it can build and/or enhance its local volunteer network.

Before an Event

- It is important for the lead agency to establish regular communication with other volunteer agencies in order to be better prepared. The goal is to affiliate volunteers prior to any event.
- Jurisdictions should focus on creating or updating their plans for volunteer and donations management.
- Review Appendix 1: Gap Analysis Summary and Findings, which focuses on what is happening in the Puget Sound RCPGP Region and what currently needs to be done. [\(p.VII-23\)](#)

Establish Volunteer and Donations Regional Coordination Committee (RCC) [\(p.II-1\)](#)

The primary purpose of this conference call is to discuss and coordinate spontaneous volunteer and unsolicited donations management activities across the Puget Sound RCPGP Region.

WHO Volunteer and/or donations management coordinators and/or leads in each county and a representative from WA State EMD and 2-1-1.

Roles for the County Volunteer and/or Donations Coordinator (or designee) role in the RCC can be viewed at [\(p.II-2\)](#)

- WHEN**
- A catastrophic potential disaster takes place.
 - One or more jurisdictions are overwhelmed by the number of volunteers.
 - The mechanism to activate the group could occur during one of the initial regional calls.

WHERE Jurisdictions will receive notice of the regional conference calls by Pierce County's mass notification system. If Pierce County is unable to provide notification, Kitsap County serves as first alternate and Snohomish County as second alternate.

For more information, refer to Notification of Regional Conference Call on Page 21 of the [Coordination Plan](#).

WHAT Topics for discussion on the RCC conference call:

- Current location of Volunteer Reception Centers
- The status of processing
- Capacity to share spontaneous volunteers and unsolicited donations across the region
- Future projections or trends
- Assignment of donations coordinators and volunteer coordinators and their roles from each jurisdiction. Link to County Volunteer and/ or Donations Coordinator (or designee) role in the RCC.

Planning Restrictions for High Risk Individuals in the Puget Sound Region

[Planning Restrictions for High Risk Individuals in the Puget Sound Region](#) provides a comprehensive set of considerations for emergency planners to incorporate into current and future emergency plans in order to support high risk individuals during a disaster.

Once the disaster occurs, there may be a large influx of spontaneous volunteers. They can be of great help in a dire situation. A spontaneous volunteer is a person who is not affiliated with a locally recognized volunteer organization but offers his or her help during disaster response and recovery. It is necessary for spontaneous volunteers to go through a registration process so that the skills of the volunteer are matched to a specific request from the community. Being able to effectively organize these volunteers, through the County EOC or the use of a Volunteer Reception Center (VRC) will be very helpful. The RCC Conference Call can help to determine whether or not a VRC is necessary.

	A	B	C
Level of Disaster	Small, limited, localized disaster	Medium to large disaster	Very large or catastrophic disaster
Level of Volunteers	Spontaneous Volunteers will mainly be from surrounding, neighboring areas.	Significant media attention from gawkers and those wanting to help will promote mobilization.	Volunteer activity will overwhelm the local capacity.
VRC	No need for a VRC	VRC outside the impact area	Consolidate VRCs to save time

Can Volunteers Register Before a Disaster?

- Volunteers can register with local volunteer organizations prior to a disaster. Then, during disasters they can respond to that agency and be covered under their liability coverage.
- If a volunteer would like to become an Emergency Worker under Washington State Law, they can fill out an EMD-204 form to begin the process. [Link to the WAC 118.](#)

Will a Volunteer Reception Center be Set up?

- If yes, go to [\(UG-7\)](#).
- If a VRC is not going to be set up, then the Volunteer Coordinators in each county will handle the processing and referring of spontaneous volunteers. This coordination will occur at the County Emergency Operation Centers. [\(p.III-3\)](#)

Can Volunteers Contribute to Demobilization and Recovery?

- Volunteers and donations are crucial for the response and recovery of a disaster. Once affiliated, volunteers can continue to work with volunteer agencies and organizations under the auspices of that agency.

Liability – [\(p.IV-10\)](#)

- FEMA has learned from Citizen Corps Councils, volunteer program managers, and volunteers that liability is a significant concern and a potential barrier to volunteer involvement in emergency services.
- Spontaneous volunteers will be registered in the Volunteer Reception Center (VRC) as Temporary Emergency Workers, and they will need to sign a volunteer liability release form. [\(p. VII-64\)](#). Temporary workers are not Emergency Workers under Washington State Law.

Volunteer Reception Center (VRC)

A Volunteer Reception Center (VRC) is a location where spontaneous volunteers can be assessed, receive training and be placed with an agency, organization, or support function needing personnel. Once the volunteer has been assigned to a receiving agency or organization, the volunteer then becomes the responsibility of that agency or organization until he or she is released from assignment. A VRC can be implemented if the need for and supply of volunteers is significant. It will help to receive and organize volunteers in order to place them in appropriate situations where the need is the greatest.

The Standard Operating Procedures (SOP) appendix provides guidance and procedures for the various departments and agencies within a jurisdiction (City or County) that have responsibility for establishing and managing Volunteer Reception Centers. [\(p.VII-42\)](#)

A. How to prepare for and set up a VRC [\(p. VII-44\)](#)

B. VRC Activities include: [\(p. VII-45\)](#)

- Formal registration
- Interview & Assignment
- Safety & Cultural Trainings
- Public Information
- Phone Bank
- Demobilization

C. Forms include:

- VRC Arrival Sign In [\(p.VII-60\)](#)
- Volunteer Instructions Checklist [\(p.VII-61\)](#)
- Sample Disaster Volunteer Registration Form [\(p.VII-62\)](#)
- Sample Volunteer Liability Release Form [\(p.VII-64\)](#)
- Emergency Worker Registration Card [\(p.VII-72\)](#)
- Safety Training [\(p.VII-75\)](#)
- Sample VRC Floor Plan [\(p.VII-81\)](#)

Organizational Chart of the VRC

For more information about each position’s responsibilities, see [\(p.VII-76\)](#)



If not properly managed, donations can become the disaster within the disaster. Even donation activity for a small level disaster can be overwhelming. The importance of organizing and maintaining donations is crucial in any disaster response or recovery process. [\(p. VII-82\)](#)

This table depicts the level of donations that would accompany each level of disaster.

	A	B	C
Level of Disaster	Phase I or II activation of the EOC.	Small or large. Phase II or III	Very large or catastrophic. Phase III or IV. State and Federal declaration of disaster are probable.
Donations	Few and sporadic.	Donations activity is significant.	Donations Management Branch or unit will be established.

Public Messaging

- Managing the expectations of the general public is critical during a catastrophic disaster. Getting the right messages out early will help limit the unsolicited and often unusable donations. [\(p. IV-13\)](#)
- A consistent message on where and how to volunteer and what to donate during the disaster needs to be delivered. This can be established through the Joint Information Center (JIC) or the Joint Information System (JIS).

National Donations Management Network

- The National Donations Management Network can be accessed [here](#).
- This year, the State of Washington decided not to contract with the National Donations Management Network. Independent jurisdictions in the State of Washington will determine how to collect resources.

Valuable Public Messages

- “Don’t call 9-1-1 unless it is an emergency. Call 2-1-1, which will get you to the information you seek without jamming up a critical lifeline for true emergencies.”
- Other example messages are located in the toolkit [\(p. IV-14\)](#)

FEMA Disaster Assistance Policy: Donated Goods

[FEMA Disaster Assistance Policy](#) provides the criteria by which applicants will be credited for volunteer labor, donated equipment, and donated materials used in the performance of eligible emergency work.

Volunteer and Donations Management is unique in that it is prominent in both response and recovery operations.

Demobilization (p.IV-15)

A. Collection of Documentation for Federal Match.

Collect and compile all of the documentation and records of volunteer time expended during response activities so they can be utilized towards the Federal Match.

B. Affiliation.

Direct volunteers towards longer-term affiliation and community involvement, building larger and stronger networks of affiliated volunteers.

C. Volunteer Debriefing.

Conduct a debriefing with staff to ensure that everyone is coping with the experience.

Recovery (p.IV-15)

A. Volunteer Management.

After the response phase, a volunteer can continue to support recovery operations through their affiliation with a volunteer organization or with a long-term recovery organization (LRTO).

B. Donations Management.

Donations will continue to come in during recovery, but the needs of the impacted community may be different. It would be important in the planning process to reevaluate the needs of the community and continue to communicate those needs with the public through the National Donations Management Network (NDMN) and ongoing public information.

Disaster Debriefings and Managing Stress of Disaster Volunteers

- [Managing Stress During Disaster Events: A Guide for Emergency and Disaster Response Workers](#)
- [A Post-Deployment Guide for Emergency and Disaster Response Workers: Returning Home After a Disaster](#)
- [A Guide to Managing Stress in Crisis Response Professions](#)

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Puget Sound Region



Volunteer and Donations Management Toolkit July 2014



Regional Catastrophic Disaster Coordination Plan

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Puget Sound Regional Catastrophic Preparedness Program VOLUNTEER AND DONATIONS MANAGEMENT TOOLKIT

TABLE OF CONTENTS

I.	PURPOSE, SCOPE, SITUATION AND ASSUMPTIONS.....	I-1
	Purpose.....	I-1
	Scope.....	I-2
	Situation.....	I-3
	Planning Assumptions.....	I-3
	Definitions.....	I-3
II.	CONCEPT OF REGIONAL COORDINATION.....	II-1
	Volunteer and Donations Regional Coordination Committee.....	II-1
III.	VOLUNTEER AND DONATIONS MANAGEMENT TOOLKIT OVERVIEW.....	III-1
	Principles.....	III-1
	Local Planning Templates Summary.....	III-2
	Spontaneous Volunteer Registration Process.....	III-3
IV.	CONSIDERATIONS DURING THE PHASES OF A DISASTER.....	IV-5
	Before a Disaster.....	IV-5
	Disaster Response.....	IV-9
	Scalable Levels of Response.....	IV-9
	Spontaneous Volunteer Management:.....	IV-9
	Liability.....	IV-10
	Donations Management.....	IV-11
	Public Information.....	IV-13
	Post Disaster.....	IV-15
	Demobilization.....	IV-15
	Recovery.....	IV-15
V.	GAPS AND IDENTIFIED BEST PRACTICES.....	V-17
VI.	AUTHORITIES AND REFERENCES.....	VI-21
	Legal Authority.....	VI-21
	References.....	VI-21
VII.	APPENDICIES.....	VII-23
	Appendix 1: Gap Analysis Summary & Findings, September 2009.....	VII-23
	Appendix 2: Local Spontaneous Volunteer Management Plan Template.....	VII-26
	Appendix 3: County/Local Volunteer Reception Center Standard Operating Procedure (SOP) Template.....	VII-42

**VOLUNTEER AND DONATIONS
MANAGEMENT TOOLKIT**

Appendix 4: Donations Management Local Template..... VII-82
Appendix 5: FEMA Disaster Assistance Policy (DAP 9525.2) Title: Donated Goods..... VII-99
Appendix 6: Planning Considerations for High Risk Individuals in the Puget Sound Region VII-100
Appendix 7: Local Volunteer and Donations Management Community Building Questionnaire VII-101
Appendix 8: Acronym List VII-103

I. PURPOSE, SCOPE, SITUATION AND ASSUMPTIONS

Purpose

As surely as disasters will happen, volunteers and donations will come. Many emergency managers admit to being unnerved by the anticipation of coping with spontaneous volunteers and donations because there are so many unknowns. How many volunteers will come and when? Will any of the volunteers have the skills we really need? What happens if somebody gets hurt? Where will the volunteers stay? Who will feed them and how? How will they know where to go and what to do? Who will manage them? Who will sort and distribute the donations? The list goes on.

The emergency management community has learned through experience that without plans or procedures in place that proactively work to coordinate and manage unsolicited donated goods and spontaneous, self-deploying volunteers that will show up to assist - it can truly lend itself to creating a second disaster within a disaster. Without having somewhere to report to, spontaneous volunteers can often create more work for responders. Without specifying needs up front, mounds of donated goods will need to be organized - many unusable. Stories surrounding this issue are endless and ultimately the donated goods and services from the well-intentioned community just become a wasted resource. The need to develop the capability to manage spontaneous volunteers and unsolicited donated donations is there because whether we are ready for them or not, they will come. Through the Regional Catastrophic Preparedness Grant Program, the Puget Sound Region has worked toward the goal of establishing a system for effectively incorporating these resources into the overall response and recovery.

It is also important to manage the public's expectations of how response and recovery efforts take place during a large scale or catastrophic disaster. Having a better understanding of what is needed, what is not needed, and what is able to be provided for them will provide a better link between government response and the public's desire to help. That link can be created by providing the public with a common and consistent message relaying the best way for the community to help during a catastrophic disaster.

Though many are first-time disaster volunteers, spontaneous volunteers bring with them a wide range of skills and professional training, often in short supply after a catastrophic event. Effectively used, spontaneous volunteers can supplement your response and recovery operations in many areas. Through a short screening process, a volunteer coordinator might learn that a spontaneous volunteer who listed "accountant" as his occupation also has the skills and tools needed to trim trees or owns a boat that could be used for search and rescue. Along with their skills, they bring strength and energy, optimism for the future of the affected community, and concern for those who are suffering, both survivors and weary responders. Communities benefit from increasing public awareness of the need for everyone's participation in disaster recovery. Many government organizations and private corporations will even encourage their employees' community involvement by offering paid or unpaid leave to those who participate in disaster related activities.

The key words in this dilemma are “catastrophic disaster.” When a community experiences a disaster of such magnitude that the capacity of local response organizations is severely challenged, volunteers will respond, and donations will arrive. Media coverage of such events brings graphic images of the victims and their damaged property into living rooms in neighboring counties and states. Such coverage evokes viewers’ compassion for the victims and gratitude that their own community has been spared. Hundreds or thousands will feel compelled and energized to take action. The good news is that, no matter who or how many the “they” turns out to be, the procedure for managing spontaneous volunteers is the same. It’s straightforward, logical and easy. It can be used in any size community, with the participation of any combination of community resources, for any type of disaster, no matter how extensive the damage. A similar approach can be taken for unsolicited donations management, and this toolkit will outline both how to proactively organize them before they arrive through the use of tools like the National Donations Management Networks AidMatrix, and how to manage them when they do arrive.

This Regional Volunteer and Donations Management toolkit was developed to provide a framework and guidance for the various jurisdictions, departments, and agencies within the Puget Sound Regional Catastrophic Preparedness Grant Program (RCPGP) Region to coordinate the efforts surrounding the masses of spontaneous volunteers and unsolicited donations that will pour into the region in the aftermath of a catastrophic disaster.

Scope

The Volunteer and Donations Management toolkit describes the management of spontaneous volunteers and unsolicited donations through the use of volunteer reception centers, and enhancing the communications about volunteerism and donations in the aftermath of a catastrophic disaster. More specifically, this annex:

- Does not wish to change the structure or plans at the local level, but provides tools and templates that can be used to improve local preparedness, response and recovery regionally from a catastrophic disaster through a consistent and coordinated effort. The guidance found in this toolkit is derived from research on best practices and adapting that specifically to meet the needs of the Puget Sound RCPGP Region.
- Will discuss the way spontaneous volunteers and unsolicited donations management can take place in the Puget Sound RCPGP Region through a coordinated and collaborative planning process, and by utilizing a single and direct message to communicate to the public the true needs and most effective way to help the impacted area.
- Through a collaborative effort, templates were developed to provide a Regional approach to spontaneous volunteer management through the guidance found in these documents for local planning. Both of these documents were developed based on the outcome of the Gap Analysis which identified the need for spontaneous volunteer management planning in the Puget Sound RCPGP Region. The idea being, that if we strengthen and provide a standard for local spontaneous volunteer management planning, then we can better respond as a Puget Sound RCPGP Region. The tools that were developed are:
 - Spontaneous Volunteer Management Template (*Appendix 2*)
 - Volunteer Reception Center Standard Operating Procedure Template (*Appendix 3*)

- Provides a plan and local template for the management of donated goods and cash. Additionally this toolkit references the Washington State Military Department of Emergency Management Division Comprehensive Emergency Management Plan, Emergency Support Function 7: Resource Support Appendix 1: Donated Goods. This document outlines the implementation and standard operating procedures for the award-winning and tested tool from the National Donations Management Network, AidMatrix which manages and coordinates donated material goods and cash at multiple levels including local, county, State, Region, National and even worldwide.

Situation

This Volunteer and Donations Management toolkit provides a framework and guidance on the role of the Puget Sound RCPGP Region, State, county, and local governments in the management of masses of spontaneous volunteers and unsolicited donations in the aftermath of a catastrophic disaster. The guidance found in this plan can be scalable and utilized in all disasters, but the focus of this toolkit is on the catastrophic disasters that could impact the Puget Sound RCPGP Region; specifically a catastrophic earthquake, Chemical, Biological, Radiological, Nuclear or Explosive (CBRNE) event, or major flooding.

This annex applies to jurisdictions, departments and agencies within the Puget Sound RCPGP Region along with the involved private sector, voluntary and charitable organizations, citizens, and agencies and organizations with direct and indirect volunteer and/or donations responsibilities under the National Response Framework (NRF).

Planning Assumptions

The following are assumptions that were made in the development of this toolkit:

- Spontaneous, convergent, emergent, unaffiliated volunteers are those not associated with any local recognized disaster response agency, but who possess other training, skills and experience. They can appear on the scene or call to offer assistance. No distinction is made between the terms and they are often used interchangeably. For the purpose of this toolkit, they will be called spontaneous volunteers.
- This toolkit will not discuss the logistical support that will be needed for spontaneous volunteers (i.e. sheltering, feeding, transportation, etc).
- This toolkit will not discuss requested resources. That process will be discussed in the Resource Management & Logistics Plan. Instead the toolkit will discuss the process for managing unsolicited donations.
- Due to the magnitude of a catastrophic disaster in Washington State a presidential disaster declaration will be awarded.

Definitions

Affiliated Volunteer

Any volunteer who is attached to a recognized voluntary or nonprofit organization through membership and is trained for specific disaster response activities. Their relationship with the organization precedes the

immediate disaster, and they are invited by that organization to become involved in a particular aspect of emergency management, response and recovery.

Catastrophic Incident

Any natural or manmade incident, including terrorism that results in extraordinary levels of mass casualties, damage, or disruption severely affecting the population, infrastructure, environment, economy, national morale, and/or government functions.

Donations

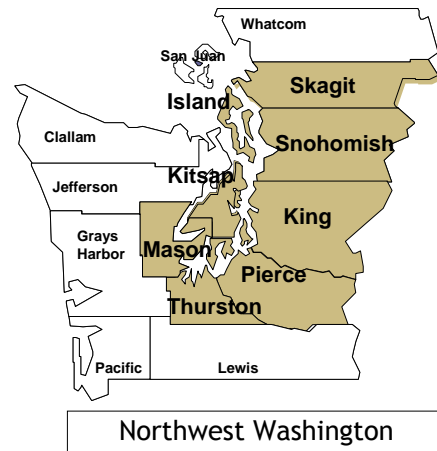
A donation is a gift given by an individual or organization, typically for charitable purposes and/or to benefit a cause. A donation may take various forms, including cash, services, new or used goods and it also may consist of emergency, relief or humanitarian aid items. Charitable gifts of goods or services are also called an in-kind donation.

Emergency Worker

Any person who is registered with a local emergency management organization or the department and holds an identification card issued by the local emergency management director of the department for the purpose of engaging in authorized emergency management activities or is an employee of the State of Washington or any political subdivision thereof who is called upon to perform emergency management activities.

Puget Sound Regional Catastrophic Preparedness Grant Program (RCPGP) Region

The Puget Sound RCPGP Region is the eight-county region that includes Island, King, Kitsap, Mason, Pierce, Skagit, Snohomish and Thurston counties; along with their principle cities.



Spontaneous Volunteer

(Also called Emergent, Convergent or Unaffiliated)

Is a person who is not affiliated with a locally recognized volunteer organization but offers his or her help with the disaster response and/or recovery efforts. Spontaneous volunteers may possess skills, training, or knowledge that can be useful in the response and recovery efforts. They may not officially be invited to become involved but are motivated by a sudden desire to help others in times of trouble. They may come from within the affected area or from outside the area.

Unsolicited Donations

Are donated items that have not been requested by government officials, voluntary disaster relief organizations, or other donations-related personnel.

Volunteer Reception Center (VRC)

A VRC is a location where spontaneous volunteers assemble, are assessed, and receive training and where a match and assignment are made with an agency, organization, or support function needing personnel. Once the volunteer has been assigned to a receiving agency or organization, the volunteer then becomes the responsibility of that agency or organization until he or she is released from that assignment. The VRC may be located within or outside of the impacted area based upon the situation.

II. CONCEPT OF REGIONAL COORDINATION

Volunteer and Donations Regional Coordination Committee

In the Puget Sound RCPGP Region local jurisdictions and counties organize their affiliated volunteer and donations management programs in different ways, and there is currently no Regional entity to coordinate their activities. This also lends itself to a gap in the management of spontaneous volunteer and unsolicited donations in the Puget Sound RCPGP Region.

The Volunteer and Donations Management Toolkit's recommendation for filling this gap is through regular conference calls between volunteer and/or donations management coordinators and/or leads in each county and a representative from WA State EMD and 2-1-1. This group will be called the Volunteer and Donations Management Regional Coordination Committee, and during the conference call their primary goal is to discuss and coordinate spontaneous volunteer and unsolicited donations management activities across the Puget Sound RCPGP Region.

- **The Mission of the Regional Coordination Committee (RCC):**

To determine strategies, seek and identify spontaneous volunteer and unsolicited donations resources and coordinate across programs throughout the RCPGP Puget Sound Region in the aftermath of a catastrophic disaster.

- **Triggers for initiating the conference call:**

- Any of the potential indicators of a catastrophic disaster take place as referenced in the regional coordination plan. There will be a need to be proactive and coordinate spontaneous volunteer and unsolicited donations immediately.
- One or more local jurisdictions are overwhelmed with spontaneous volunteers and unsolicited donations and need additional support and coordination.
- The mechanism to activate the Evacuation and Sheltering Regional Coordination Group during a catastrophic disaster could occur during one of the initial Regional conference calls as outlined in the Puget Sound Regional Catastrophic Disaster Coordination Plan.

- **Topics for discussion on the RCC conference call:**

- **Current location of Volunteer Reception Centers.** Is there a need to consolidate and/or open additional VRC's to better coordinate these efforts?
- **The status of processing.** The numbers of spontaneous volunteers processed through the local VRC's, the numbers of spontaneous volunteers assigned to a requesting agency, the amount and type of donations received, current donation status on AidMatrix, etc.)
- **Capacity to share spontaneous volunteers and unsolicited donations across the region.** Does your county need this additional resource support? Does your county have these resources they can share?
- **Future projections or trends.** What kinds of calls are being received by 2-1-1 about volunteerism and donations? Is the State receiving resource requests that spontaneous volunteer support and/or unsolicited donations received can fill? What is being said about the incident on local and national media outlets?

- Assignment of Donations Coordinators from each jurisdiction
- Assignment of Volunteer Coordinators from each jurisdiction
- **County Volunteer and/or Donations Coordinator (or designee) role in the RCC:**
- Gather information on spontaneous volunteer and unsolicited donations from local jurisdictions, agencies, organizations to get an overall picture of the status of these activities within the county.
- Provide situational awareness at the regional level on the conference call regarding what the county currently has, what is needed in the county, major issues or concerns, trends, etc. in order to make sure the needs of the locals are being met.
- Make limited policy making decisions such as consolidation of local VRC's and sharing spontaneous volunteers and unsolicited donations.
- Ensure local information is provided to WA State EMD and 2-1-1 for coordination purposes.
- Provide information from the RCC conference call at the regional level back to the local jurisdictions, agencies, organizations to ensure consistent communication and that they are aware of what is taking place regionally.

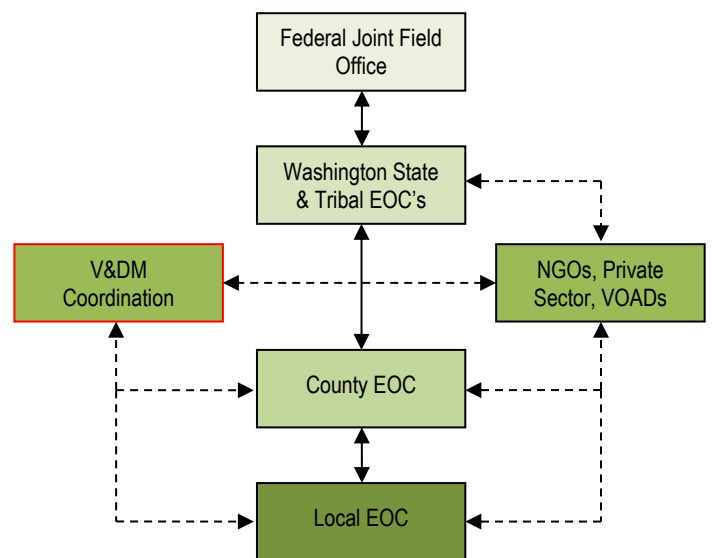
Regional Coordination Process

A catastrophic incident such as a major earthquake, flood or terrorist attack will significantly disrupt or disable critical infrastructure and many existing local government systems. Both the State and Federal governments will play a critical response role. At the same time, “all emergencies are local,” and a key National Incident Management System (NIMS) principle reinforces the need to manage an incident at the “lowest possible” geographic, organizational or jurisdictional level. Toward this end, the Regional Coordination Plan establishes a multi-county and tribal government coordination process to support a more rapid, effective and efficient response to and recovery from a catastrophic incident. This process includes

- An Incident Snapshot to provide regional partners and the state with a quick “red/yellow/green” assessment of damages by county
- A Regional Conference Call
- Creation of functional and/or geographic Regional Work Groups to address multi-county coordination issues that will build a foundation for a long-term recovery process

Participation on a conference call or a work group is voluntary and does not override local emergency management authorities or decision making autonomy provided by RCW 38.52.

Regional Coordination Process within Existing Linkages



III. VOLUNTEER AND DONATIONS MANAGEMENT TOOLKIT OVERVIEW

Principles

The management of spontaneous volunteers and unsolicited donations in times of a catastrophic disaster in the Puget Sound RCPGP Region is guided by the following principles and values:

Volunteering, Donating and Community Life

Volunteering and donating is a valuable part of every healthy community. Volunteers and donations can come from all segments of society and often provide essential services. Everyone has the potential to contribute strength and resources in times of emergency.

The Value of Affiliation

Ideally, all volunteers should be affiliated and coordinated with an established organization and trained for specific disaster response activities. However, the spontaneous nature of individual volunteering is inevitable; therefore it must be anticipated, planned for, and managed.

The toolkit is meant to function as just that, a toolkit. Take out the 'tools' or pieces of information that are relevant to your organization to fill existing gaps or provide a new approach to spontaneous volunteer and unsolicited donations management.

Volunteer and Donations Management Systems

An essential element of every emergency management plan is the clear designation of responsibility for the on-site coordination of spontaneous volunteers and unsolicited donations. It is critical to develop a mechanism for ensuring the effective utilization of these resources.

Shared Responsibility

The mobilization, management, and support of spontaneous volunteers and unsolicited donations are primarily a responsibility of local government and nonprofit sector agencies, with support from the state level. Specialized planning, information sharing, and a management structures are necessary to coordinate efforts and maximize the benefits of volunteers and donations.

Volunteer Effectiveness

Volunteers are successful participants in emergency management systems when they are flexible, self-sufficient, aware of risks, and willing to be coordinated. Volunteers want their time to be valued, and they want to feel like they are making a difference in support of the disaster.

The Impact of Volunteers and Donations

The ultimate goal of volunteers and donors is to provide assistance to others. An effective volunteer and donations management system positively affect the volunteers and donors themselves and thus contributes to the healing process of both individuals and the larger community.

Build on Existing Capacity

All communities include individuals and organizations that know how to mobilize and involve volunteers and donations effectively. Emergency management experts and partners are encouraged to identify and utilize all existing capacities for integrating spontaneous volunteers and unsolicited donations into their programs.

Information Management

A variety of opportunities and messages should be utilized in order to educate the public, minimize confusion, and clarify expectations. Clear, consistent, timely and coordinated communication is essential to successful management of spontaneous volunteers and unsolicited donations.

Consistent Terminology

When referring to volunteer involvement in emergency management, it is helpful to use consistent terminology. The terms that will be used throughout this document, and that are recommended to be used throughout the region are located under “*definitions*” in section 1.

Local Planning Templates Summary

One of the largest gaps identified in the RCPGP Puget Sound Region was spontaneous volunteer management planning (*More information in Appendix 1*). The Puget Sound RCPGP Region has not yet experienced a catastrophic disaster that would result in the influx of spontaneous volunteers pouring into the area. The planning hasn’t been done because it is just not an issue we have had to face, or even consider facing. In order to fill that gap and develop plans for spontaneous volunteer management, two planning templates were created in order to provide local jurisdictions a place to start from. The two templates that were developed are the Spontaneous Volunteer Management Template and the Volunteer Reception Center Standard Operating Procedure (SOP) Template.

The Spontaneous Volunteer Management Template (*Appendix 2*) provides the local departments and agencies within the with Puget Sound RCPGP Region an outline of the concept of operations, organizational arrangements, and responsibilities for coordinating the efforts of volunteer groups and governments to manage spontaneous volunteers in the aftermath of a disaster event. Activities described in these templates that will be developed by the local jurisdictions to ensure proper placement and utilization of spontaneous volunteers across the affected region.

The Volunteer Reception Center Standard Operating Procedure (SOP) Template (*Appendix 3*) applies to local departments and agencies within the Puget Sound RCPGP Region, along with the private sector, volunteer organizations, citizens, and tribal entities. This SOP Template also includes local support agencies that respond to a disaster or emergency and that have responsibility involving the recruitment, processing, assignment, and/or management of spontaneous volunteers. A Volunteer Reception Center (VRC) provides a place where large numbers of volunteers can be efficiently processed and referred to

The Volunteer and Donations Management Toolkit describes the basic flow of incident response and recovery to emergency and disaster situations along with the considerations and steps that can be taken for handling spontaneous volunteers and unsolicited donations in a catastrophic disaster based off of research of best practices. Depending on the scope of the disaster, there may not always be a need to utilize all steps that follow, and a subset of these tasks may be appropriate for some situations.

agencies needing their services. The process described here provides an easy way to document volunteers being registered, requests for volunteers, VRC staff hours worked, and expenses incurred.

The Donations Management Template (*Appendix 4*) provides local jurisdictions a framework for the development of a local donations management plan. The template provides guidance in the development of a donations management plan with an emphasis on utilizing services from Community Based Organizations (CBOs) and other volunteer organizations to manage the donation of goods during a disaster.

Spontaneous Volunteer Registration Process

The overwhelming effect of spontaneous volunteers on local government and volunteer organizations can be reduced, but not eliminated, by directing them to a location where they can be processed and sent out to assist agencies that request additional assistance. The Region may utilize a network of Volunteer Reception Centers to support this effort.

The volunteer coordinators at the County Emergency Operations Centers (EOC's) may begin processing and referring volunteers as soon as possible after the arrival of the first volunteers and the receipt of the first requests for volunteer assistance from response organizations. The process may include registering and quickly interviewing volunteers to determine their skills, abilities and limitations; referring each to a requesting agency with the name of the supervisor to whom they should report; providing identification tags or bracelets with the date and agency or ESF to which the volunteer was referred; and providing a basic safety briefing.

It is necessary for the spontaneous volunteer go through a registration process so that the skills of the volunteers are matched to specific requests from the community, the volunteers are used effectively, and they have a positive experience. Greater detail facilitates a better match and provides contact options to help locate the needed volunteers later. It is important to note however, that while detailed information on volunteers is very helpful, the magnitude of a disaster might make gathering all of the information requested on the form impossible; and the limited scope of some events, in which only sandbagging or clean-up are needed, might make some information unnecessary.

It is critical to document all training, expenses and time donated. All VRC staff should be made aware of the need to maintain accurate documentation of their activities, including training provided to spontaneous volunteers, expenses incurred through your disaster relief efforts, and time and skills donated by spontaneous volunteers.

It is essential for VRC staff to provide safety briefings and, when appropriate, specific job training to all volunteers and to keep complete and accurate records of all such training. These records will minimize the effects of any possible legal action taken against the county or the coordinating agency, should a volunteer be injured or inadvertently cause damage to property or to others.

To ensure that the Volunteer Reception Center is not left with non-reimbursable expenses at the end of its disaster service it is imperative to establish an agreement in advance with the local Department of

In order to ensure a consistent coordination mechanism throughout the Puget Sound RCPGP Region the toolkit will emphasize the coordination of local jurisdictions and agencies with County Emergency Management agencies. The coordination of Regional efforts will be done through the County Emergency Management agencies.

Emergency Management. It should detail what expenses will be reimbursed, and what documentation is required to ensure prompt payment.

The basic flow of spontaneous volunteers and information through the Volunteer Reception Center (VRC) is found in (*Appendix 3*) the Volunteer Reception Center (VRC) Standard Operating Procedure (SOP) Template.

IV. CONSIDERATIONS DURING THE PHASES OF A DISASTER

Before a Disaster

Each County in Washington State has a unique combination of community resources. Regardless of what organization you engage to take on this responsibility, familiarity of the people and the missions and staffs of local nonprofits and experiences will be extremely valuable. It is important for the lead agency for spontaneous volunteer and unsolicited donations management to establish regular communication to ensure mutual understanding of the responsibilities and the procedures by which they will be carried out.

Those responsibilities include:

While each voluntary organization that deals with volunteers and donations regularly has their own specific mission, it is important that those organizations work together toward the ultimate goal of working collaboratively to support their community when it is most needed.

One of the ways to build this local network is to have each county appoint a lead agency to coordinate with local volunteer groups to build a strong community network. It is important that participants from the private sector, volunteer, emergency management/first responder communities all work together toward this effort. For more information on how to develop a local network, or enhance an existing local volunteer community see (*appendix 5*).

They will come, so planning ahead for spontaneous volunteers and unsolicited donations is to everyone's advantage. For the following economic, logistical and psychological reasons, plan now to effectively utilize the spontaneous volunteers and unsolicited donations that will show up when your community experiences a disaster.

a. Economic

- One great example of the economic gain through the pre-planning and effective use of spontaneous volunteers was after the tornado in Osceola County Florida. The initial estimate for professional cleanup alone was over \$8 million. The actual cost of cleanup was only about \$1.4 million, largely due to the tremendous efforts of spontaneous volunteers. Volunteer participation also shortened the estimated cleanup time from 90 days to about 55 days. The county's total reimbursement from FEMA is anticipated to be over \$2 million. The documented value of those volunteer hours covered \$240,000 of Osceola's approximately \$300,000 total match. In Seminole County, the estimate for professional cleanup was \$1,525,000. The work contributed by spontaneous volunteers helped to bring the cleanup cost down to \$660,000. The economic advantages alone are a substantial reason to make this resource an integral part of your planning processes – but not the only reason.

b. Logistical

- All of the traditional response organizations would, of course, prefer to operate strictly with highly trained people who know and follow their organization's prescribed procedures. When responding to a catastrophic event, however, even these seasoned responders sometimes find themselves shorthanded and unable to meet the community's needs. The American Red Cross, The Salvation Army and many others have awesome responsibilities in the wake of a major disaster. Their work is hindered rather than helped, when, for lack of planning, a community places on them the additional burden of "doing something with" the spontaneous

volunteers and unsolicited donations that will arrive. It is a benefit to everyone to plan ahead for how to utilize such valuable resources when they will be needed most.

c. Psychological

- Well managed spontaneous volunteers and unsolicited donations contribute to a positive public perception of your response and recovery effort. Professional responders and trained, affiliated volunteers must maintain a “big picture” perspective and remain focused on their missions. Spontaneous volunteers, on the other hand, often have more time to meet the individual needs of survivors, to hold a hand or offer comfort and encouragement. That, coupled with the ability to provide disaster survivors with items donated to them from across the country adds a sense of the community taking care of them when they need it most. There are dozens of heart-warming stories of these resources helping to ease the pain of disaster survivors with their sacrifices of time, talent and compassion.

Managing the expectations of the general public is critical during a catastrophic disaster; the public needs to understand that assistance is being provided in the best way possible with the minimal resources that will be at hand. The public also needs to know the proper ways to volunteer and donate if they are compelled to, so that it can benefit the disaster struck area not create a logistical disaster within a disaster.

Below is a list of Public Education Tools and Websites that provides a good resource for this planning effort.

- FEMA “When Disaster Strikes...How to Donate or Volunteer Successfully”
- http://www.fema.gov/pdf/rebuild/recover/when_disaster_strikes.pdf
- FEMA “Helping Others” Website
- <http://www.fema.gov/rebuild/recover/howtohelp.shtm>
- American Red Cross “Give and Get Involved” Website
- <http://www.redcross.org/portal/site/en/menuitem.d8aaecf214c576bf971e4cfe43181aa0/?vgnextoid=91fe1a53f1c37110VgnVCM1000003481a10aRCRD&vgnnextfmt=default>
- AidMatrix: Accelerating Humanitarian Relief with Supply Chain Management and Partner Communities Website
- <http://aidmatrix.org/>
- Charity Navigator: Your Guide to Intelligent Giving
- <http://www.charitynavigator.org/>
- Hands-on Network: Inspire, Equip, and Mobilize People to Change Lives through Service Website
- <http://www.handsonnetwork.org/>

You can also find additional public education information on your State and Local Emergency Management Websites.

Engaging the business community is a dual partnership between business and emergency management. It involves emergency management providing businesses with information on what we need from them, and how they can get themselves prepared for a disaster. It also involves the business community communicating to emergency management what they could provide for us in terms of support and disaster response and recovery. It is critical for the business and emergency management community form a partnership to plan, prepare, respond, and recover together.

The State of Washington Emergency Management Business Portal is a great tool for connecting businesses with the response and recovery efforts taking place. This portal is designed to be a one-stop destination that businesses of all sizes can access to find the most requested resources. The goal of the portal is to assist businesses in achieving disaster resilience.

For more information o the State of Washington Emergency Management Business Portal:
http://www.emd.wa.gov/preparedness/prep_business.shtml.

Throughout the year, many experienced disaster relief agencies, including faith and community-based organizations, provide training to potential disaster recovery volunteers in order to ensure their efforts are maximized. Everyone should contact organizations like the American Red Cross, the Salvation Army, or your favorite faith or community-based agency that provides relief services. Ask them about available training opportunities.

The emergency management and first responder community provides regular training surrounding the use of volunteers and donations. It is important that there is a joint process between the volunteer organizations and emergency management community to ensure that the plans developed are effectively trained and exercised before disaster strikes.

Emergency Management agencies also conduct exercises in order to test their capabilities on a regular basis. This includes exercising plans, policies and procedures that have been developed. It is critical the volunteers and donations, and the plans developed to manage them be a regular part of exercises to ensure the response and recovery readiness of managing them during a real disaster.

To have a better understanding of how the management of volunteers and donations takes place during a disaster and to better educate those wishing to help with the process it is suggested that they take the following FEMA Independent Study Courses found at: <http://training.fema.gov/IS/crslist.asp>.

- IS-1: Emergency Manager: An Orientation to the Position
- IS-100: Introduction to the Incident Command System
- IS-120: An Introduction to Exercises
- IS-200: ICS for Single Resources and Initial Action Incidents
- IS-244: Developing and Managing Volunteers
- IS-288: The Role of Voluntary Agencies in Emergency Management
- IS-700: NIMS, An Introduction
- IS-703a: Resource Management
- IS-775: EOC Management and Operations
- IS-800: National Response Framework, An Introduction

- IS-807: Emergency Support Function #7 – Logistics Management and Resource Support Annex

- You can also check with your State and Local Emergency Management agencies for classroom based training opportunities.

It is critical to the recovery and reimbursement process that accurate records be kept of the hours and kinds of disaster relief work completed by volunteers. When done correctly this information has been extremely successful in counting those contributions toward their match for FEMA reimbursement. Developing a system for recording and maintaining the needed information is the crucial first step to success. All county personnel who will be supervising volunteers should be trained on the importance of thoroughly documenting the hours and kinds of work done by volunteers.

Important steps for accurate spontaneous volunteer documentation:

- Maintain a supply of volunteer sign-in sheets at each volunteer worksite. Use the sample form provided in the VRC SOP (Appendix 3) or develop one that meets your specific needs.
- Conduct a safety briefing as each group of volunteers arrives, regarding the specific hazards at the site. This step is critical to preventing injuries and minimizing the risks to the volunteers, the local jurisdiction, and the property on which the volunteers will be working.
- Have all volunteers read the statement at the top of the sign-in sheet and sign in, recording their time of arrival and departure each day. Review the statement with your Risk Management Department and edit as necessary. Volunteers registered with the Volunteer Reception Center will already have signed a complete release of liability on their Disaster Volunteer Registration Form, but should sign the sign-in sheet each day, as well.
-

Disaster Response

Scalable Levels of Response

This Regional Catastrophic Volunteer & Donations Management toolkit is designed for a very large or catastrophic disaster; however, spontaneous volunteer and unsolicited donations management on a lesser scale is necessary when smaller disasters result in small to moderate amounts. The design and operation of this spontaneous volunteer and unsolicited donations management system should be flexible to provide appropriate support to these situations. Activation is dependent on the type and level of assistance needed. In many cases the level of assistance needed will not necessitate activation of different parts of the system, since most spontaneous volunteer and unsolicited donations needs during disasters can be handled by local agencies as part of their normal disaster operations.

Spontaneous Volunteer Management:

Spontaneous volunteers will arrive whether or not they are requested - in large quantities. The large number of spontaneous volunteers who converge to assist with recovery can be overwhelming to an already stressed community. Hundreds or thousands of spontaneous volunteers cannot be easily handled within the normal office setting and operating procedures of an individual agency.

If volunteer assistance is required to support additional duties and responsibilities beyond what affiliated volunteer organizations can manage during a catastrophic disaster, a request can be submitted to the Emergency Operations Center in that jurisdiction who will funnel the requests to the closest Volunteer Reception Center.

Three levels of volunteer management have been identified to permit flexibility in the system so that it meets the unique needs of the disaster.

- Spontaneous Volunteer Management–Level A:
 - This level will be used in disasters that are small, limited, or localized in nature. Spontaneous volunteers will generally come from surrounding neighborhoods, and there will be most likely be no need to stand up a Volunteer Reception Center. The need for volunteer management will typically be identified by the Incident Commander and first responders. Voluntary, faith-based, or community organizations responding to the scene will identify and appoint a Volunteer Coordinator who will manage the spontaneous volunteer's onsite. This level of volunteer management activity is consistent with a Phase I or II activation of the EOC (*See WA State CEMP for Phase descriptions*).
- Spontaneous Volunteer Management–Level B:
 - This level will be implemented for medium to large disasters. Often significant attention is paid to this size incident by local and regional media outlets, prompting mobilization by both gawkers and those desiring to help. A more coordinated level of volunteer management will be necessary, and a local VRC may need to be set up just outside the impact area (*See appendix 3 for detailed VRC information*). Not all components of the VRC Standard Operating Procedures (SOPs) will need to be activated, and VRC staff can and will fill multiple roles. This level of volunteer management activity is seen when the EOC is at a large Phase II or Phase III activation (*See WA State CEMP for Phase descriptions*).

- Spontaneous Volunteer Management–Level C:
- This level of volunteer management will occur in very large or catastrophic disasters and disasters that generate a great amount of spontaneous volunteers. Volunteer activity will overwhelm the local capacity for volunteer management. A Regional Coordination Committee for Volunteer Management (*See Disaster Response Section for more information*) will be established with representatives from county EOC's to coordinate the spontaneous volunteer activity. There will be a need to consolidate local VRC's to alleviate staff time and resource requirements needed to operate several VRC's (*See appendix 3 for detailed VRC information*). The consolidation will result in at least one large VRC being established and a Phone Bank/Call Center set up to manage these activities. This level of volunteer management activity is seen when the EOC is activated to a Phase III or IV (*See WA State CEMP for Phase descriptions*).

Liability

The spontaneous volunteers will need to sign a volunteer liability release form as they are registered in the volunteer reception center. The release of liability form should be reviewed by your county Risk Management Department and any necessary changes made prior to using the form. The volunteer liability release form is critical because due to the scale of the disaster whose result is the need to operate a Volunteer Reception Center, there will not be sufficient resources to conduct background checks on spontaneous volunteers. Background checks, if required are the responsibility of the receiving/requesting organization.

The liability coverage found in the Washington Administrative Code (WAC-118-04) will apply here because the spontaneous volunteers being registered in the VRC will be registered as Temporary Emergency Workers with a date provided to them for when the coverage expires under the mission number for the disaster. They will not be considered an Emergency Worker under state law which requires a background check. If a volunteer would like to become an emergency worker under Washington State Law, they can fill out an EMD – 204 form: Emergency Worker Registration Card (*found in VRC SOP – Appendix 3*), to begin the process. Considering the magnitude of the disaster, this may not be something that can be accomplished quickly – but it would get the process started and would allow the potential utilization of the spontaneous volunteer for future events.

FEMA has learned from Citizen Corps Councils, volunteer program managers, and volunteers that liability is a significant concern and a potential barrier to volunteer involvement in emergency services. Liability—legal responsibility for one's acts or omissions—includes diverse concerns: legally imposed payment of damages for personal injury or property damage; penalties for practicing a profession or trade without the required license or permit; compensation for lost income and medical expenses of an injured volunteer; and damages for breach of contract. To offer guidance in this area, FEMA funded the nonprofit Public Entity Risk Institute (PERI) to develop the Citizen Corps Volunteer Liability Guide (CCVLG) to provide an overview of liability and to suggest some approaches to addressing these concerns. A copy of the Citizen Corps Volunteer Liability Guide can be found at http://www.citizencorps.gov/councils/volunteer_mgmt.shtml.

Donations Management

Overview

The purpose of donations (both for the donor and the manager) is to meet the unmet needs of disaster survivors. Voluntary and charitable organizations are considered the primary recipients, managers, and distributors of donated goods and services.

The Puget Sound RCPGP Region recognizes Washington State Department of Enterprise Services as the overall lead for donations management during a disaster through the use of Aid Matrix. However, local government has the ultimate responsibility for managing disaster response and recovery and may engage in the donations management process, as required. See the Donations Management Template (*Appendix 4*).

The Puget Sound RCPGP Region will stress to donors the preference for cash donations; however, if the donor wants to donate in-kind goods or services, the State will encourage the use of the National Donations Management Network (NDMN) to connect the donor with the organization needing that particular donation.

National Donations Management Network (NDMN)

To assist in the coordination and the overall flow of donated goods in the Puget Sound RCPGP NDMN's technology called AidMatrix will be utilized. Washington State currently has a Memorandum of Understanding (MOU) in place with AidMatrix and details regarding access and use are still being determined. The NDMN is a virtual portal that allows donors to offer support on-line to response and relief organizations. Each individual state signs a MOU with AidMatrix for use of the portal.

The NDMN is designed to make it easy to offer financial support, material donations, or to volunteer one's skills and time to voluntary organizations. The donations option is the major component that will be utilized throughout the Puget Sound RCPGP Region and Washington State because it is a valuable tool in the coordination of material and cash donations. The NDMN not only allows donors to post their offer of goods and financial contributions, but simultaneously local and State agencies can use this option to post specific needs, accept offers and work with donors to coordinate the delivery of items. The financial support option takes donors to a page that randomizes member organizations so that a different not-for-profit organization is listed first each time. The NDMN does not process financial contributions or material donations; rather it provides links to each organization so that donations may be made directly. For more information on the NDMN see: www.aidmatrix.org

Donations Management and the Emergency Operations Center (EOC)

Three levels of donations management, each suited to the particular scope of the disaster, allow the necessary flexibility. These levels are as follows:

- **Donations Management - Level A:**
- This level will generally be used in disasters that are small, limited or localized in nature. This would correspond generally with a Phase I or II (See CEMP for Phase descriptions) activation of the State Emergency Operation Center (EOC). Donations are few and sporadic. In this level,

local jurisdictions, faith based organizations and other agencies would handle any matters regarding donations or provide donations management guidance.

- **Donations Management – Level B:**

- This level is for disasters that range from small to large. The State EOC is activated to a Phase II or III (See CEMP for Phase descriptions). A state and a federal declaration of disaster are probable. Donations activity is significant but may not require activation of most donations components contained in this plan. One to several people can manage donations. They will use some of the components of this plan and combine others into one or two functions or positions.

- **Donations Management – Level C:**

- This phase is for very large or catastrophic disasters or disasters that generate a great amount of media attention or public interest. The State EOC is activated to a Phase III or IV (See CEMP for Phase descriptions). A state and federal declaration of disaster are certain. Donations activity may overwhelm local capability to manage within the voluntary and charitable organizations. A donations management branch or unit will be established.

State Donations Management Branch in the EOC

Washington State Military Department, Division of Emergency Management

- Establish response and recovery priorities;
- Declare state of emergency through the Governor's Office; and,
- Provide necessary guidance and leadership

EMD Logistics Chief

- Determine donations management requirements, including accounting for donations, their value, and disposition;
- Develop public messaging on donations;
- Coordinate with the Public Information Officer 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 citizens;
- Determine course of action for the receiving, storing and distribution of donated goods and services;
- Work with the WSDOT to determine appropriate transportation routes and modes;
- Ensure continued coordination through the donations management period;
- Determine the need for volunteers to support donations management;
- Provide a liaison between the EOC, GA and non-governmental organizations active in donations management; and,

Donations Management Leader (Enterprise Services)

- Designate a donations management leader if needed;

- Provide facilities for staging, sorting, warehousing and distribution, as required;
- Determine staffing requirements and provide warehouse support as needed;
- Coordinate with public, private, faith-based and non-profit groups to determine the initial needs for donated goods/services, financial donations and volunteers;
- Establish a donations management phone bank and/or coordinate with 2-1-1 to direct donations;
- Establish a donations management facility as needed;
- Coordinate with supporting agencies; and,
- Keep an accurate accounting of goods from donors to recipients.

Washington State Patrol

- Provide donations facility security;
- Provide crowd and traffic control; and,
- Establish disaster area checkpoints in coordination with WSDOT.

Public Information

One of the keys to keeping volunteers from impeding the response and recovery processes of a catastrophic incident, and essentially becoming a second disaster; is timely, informative, coordinated and accurate information distributed to the public. For example, it is important to make it clear what the needs are in the impacted areas, appropriate ways to help, and what is not needed.

Managing the expectations of the general public is critical during a catastrophic disaster; the public needs to understand that assistance is being provided in the best way possible with the minimal resources that will be at hand. In many cases, the number of spontaneous volunteers and the amount of unsolicited donations may relate more to the media attention the emergency situation receives than the magnitude of the disaster or the number of victims.

A consistent message on where and how to volunteer and where and what to donate during the disaster needs to be delivered. This can be accomplished through the Joint Information Center (JIC) or Joint Information System (JIS) established for the incident. The process for Regional Coordination through a JIC/JIS system can be found in the overall Regional Coordination Plan.

Examples of the types of messages that would be valuable to provide after a catastrophic incident through a JIC/JIS system include:

- In a community struggling to respond to and recover from a disaster, an influx of unexpected or unrequested volunteers and donations can make the process even more difficult.
- Before traveling to (the disaster area) help, learn where and when your skills will be needed.
- Discuss with volunteer organizers how your needs for food, water and shelter will be met while you are volunteering.
- Give cash. It is easy to manage, can address a wide variety of needs, and can be quickly distributed to support those in need.

- Don't call 9-1-1, Call 2-1-1. 2-1-1 has the ability to give you the information you seek without jamming up a critical lifeline for true emergencies.
- Know the risks of volunteerism after a major disaster. Due to the magnitude of the disaster there are possibilities of injury, emotional distress, and lack of resources available to you.
- Volunteers - know your limitations. Be honest with yourself about your ability to be self-sufficient and aid in disaster response and recovery. Become an asset, not a liability.
- There is a registration process if you wish to volunteer for your safety, the safety of responders, and for the overall management of the disaster. Don't just show up at the disaster site and expect to start working.
- Don't expect lavish treatment to be made available if you volunteer, the focus is the disaster survivors and restoration of the impacted community.

Post Disaster

Demobilization

Collection of Documentation for Federal Match

As discussed in the “Before a Disaster” section, it is critical to the recovery and reimbursement process that accurate records be kept of the hours and kinds of disaster relief work completed by volunteers. In Demobilization you must collect and compile all of the documentation and records of volunteer time expended during response activities so that they can be utilized toward Federal Match.

For more information on the reimbursement process, see the attached FEMA Disaster Assistance Policy (DAP 9525.2) (*Appendix 4*).

Affiliation

The goal of all the efforts of managing spontaneous volunteers in response is the opportunity to direct volunteers toward longer-term affiliation and community involvement, building larger and stronger networks of affiliated volunteers. The demobilization process is a great opportunity for local volunteer organizations to campaign to the spontaneous volunteers that worked in support of response and get them affiliated with their organization. Be sure to include this process in spontaneous volunteer planning efforts as it is a great incentive on all ends to utilize spontaneous volunteers.

Volunteer Debriefing

After a large disaster most organizations and first responder agencies conduct some sort of debriefing with their staff to check in and ensure that everyone is coping with the experience. It is critical that volunteers be included in this process, because they most likely are experiencing the same effects as staff and first responders. There many are different ways to conduct a debriefing; it can go from as simple as a thank you, and could go as formal as a structures Critical Incident Stress Management debriefing. There is no right or wrong way to achieve this effort, but it is critical that it be done. Below are a few links to find more information on disaster debriefings and managing stress of disaster volunteers:

- Managing Stress During Disaster Events: A Guide for Emergency and Disaster Response Workers <http://store.samhsa.gov/product/NMH05-0211>
- A Post-Deployment Guide for Emergency and Disaster Response Workers: Returning Home After a Disaster <http://store.samhsa.gov/product/NMH05-0219>
- A Guide to Managing Stress in Crisis Response Professions <http://store.samhsa.gov/shin/content/SMA05-4113/SMA05-4113.pdf>

Recovery

Volunteer & Donations management is unique in the fact that it is prominent in both response and recovery operations. Spontaneous volunteers and unsolicited donations don't stop arriving just because government entities have transitioned from response to recovery, and the need for them may be even more apparent.

Volunteers will continue to work for and be managed by their assigned agency until their job is completed and there is no longer need for their services. The work in the VRC is meant to be the initial link-up

between the spontaneous volunteer & the affiliated organization, with the intention being that the volunteer will become an affiliated volunteer throughout that time working for an agency or organization. The volunteer can then continue to support recovery operations through their affiliation with a volunteer organization or with a long-term recovery organization (LRTO).

Donations will continue to come in during recovery, but the needs of the impacted community may be different from response. It is important to include in planning efforts the process to reevaluate the needs of the community and continue to communicate those needs with the public through the National Donations Management Network (NDMN) and ongoing Public Information.

V. GAPS AND IDENTIFIED BEST PRACTICES

Overview

The concept of multi-county coordination for a catastrophic event in Washington State is a relatively new concept. Due to this; there is no way for one project to solve all issues, to all issues identified, in the time allotted for this grant. Below is an overview of the identified Gaps and Best Practices that the Puget Sound RCPGP Volunteer and Donations Management Project found while developing this Toolkit. The planning team for this project found that making these goals for future planning around volunteer and donations management efforts will ensure even better coordination in Washington State in the future.

1. There needs to be a more formalized and consistent Volunteer and Donations Management structure in Washington State.

Description of Issue:

There is currently no state-wide or regional entity that manages or oversees all volunteer & donations activities. Washington Volunteer Organizations Active in Disaster (WAVOAD) is a good central point of contact for finding out if volunteers are needed and linking volunteers with an affiliated volunteer organization. Each county, city, jurisdiction, and volunteer organization manages these activities in different ways; but without leadership and guidance in support of a unified Washington State mission for volunteer & donations management, a Regional plan will continue to have a large gap.

Possible Solutions:

- A statewide Volunteer and Donations Management Plan needs to be developed.
- Support from the governor's office on the management of spontaneous volunteers has been proven to be most effective. It provides a single consistent message to the public (including media and call center messages), it ensures the VRC's will be adequately staffed, and it provides a mechanism for coordinating the many volunteer efforts that will be taking place during a large scale disaster (Volunteer Florida Governor's Commission on Volunteerism & Service).
- Volunteer Centers that operate year-round to take on new volunteers and place them with an affiliated organization have proven to be successful. It is a natural transition for the volunteer center to switch from day to day activities to operating a volunteer reception center (VRC) in times of disaster.

2. The Puget Sound RCPGP needs a more coordinated public information and media messaging process surrounding volunteerism and donating.

Description of Issue:

Given the Puget Sound RCPGP Region's infrequent experience with multi-county disasters or catastrophic incidents, Public Information Officers (PIO's) have not had the opportunity to develop relationships or procedures that cross agency boundaries. In a Catastrophic disaster there is a critical need to have a common and consistent message to the public regarding where and how to help the disaster-stricken community.

Possible Solutions:

- Cross-jurisdictional public information planning and coordination is needed to ensure that a consistent, unified message is being disseminated to the public regarding volunteerism and donating. This planning effort also needs to work closely with the local media outlets.

3. Washington State needs to enhance the WAC118-04 specifically for Spontaneous Volunteer Liability Coverage in large-scale or catastrophic disasters.

Description of Issue:

The current law in Washington State for volunteer liability protection titled Washington Administrative Code (WAC) 118-04 was developed for a specific pool of volunteers and doesn't specifically account for spontaneous volunteers. Liability protection under WAC 118-04 is limited to the volunteers that fall under an emergency management director's delegation of authority under a specific mission number, which allows the work to be completed by that volunteer. A mission number is a state assigned number that is given to a particular activity, training, exercise, or disaster that involves the use of volunteers. This is found typically in volunteer Search and Rescue operations where the director delegates authority for that volunteer or volunteer group to do certain work under a certain request (mission number), like traveling outside of the county to assist another jurisdiction search for a missing hiker.

Registering spontaneous volunteers in times of a catastrophic disaster by nature will need a much more flexible process than this, but there is still the need to ensure that volunteers have the same liability protections as found under WAC 118-04. There are some situations where the law applies, such as being registered as a temporary emergency worker. This, however, still requires the same delegation of authority – and limits the scope of who can be covered and whom they can do the volunteer work for.

Possible Solutions:

- Provide training and educational opportunities for WAC 118-04 for those that use it to ensure an across the board understanding of what it covers.
- Review WAC 118-04 and consider making an amendment for catastrophic disaster or like-situations, where there may need to be more flexibility in the registration process for disaster volunteers (spontaneous and/or affiliated).
- Develop an extension or separate law to WAC 118-04 that specifically talks about liability coverage for volunteers who work for a non-emergency management agency.
- Consider revising the 'cap' placed on the reimbursement for claims to make it scalable for the type of declaration. In a catastrophic disaster, there is a much larger possibility of exceeding the cap before all claims have been met.

4. There needs to be continued spontaneous volunteer and unsolicited donations management planning across Washington State.

Description of Issue:

In the Puget Sound RCPGP Region, catastrophic disasters and the resulting spontaneous volunteer and unsolicited donations are a new concept; continuing to spend more time on this planning effort in the future will enhance our readiness should the time ever come that we have to face this issue.

The two concepts of volunteer management and donations management are very different. With the time allotted for this grant there was a heavy emphasis on filling the largest gap for spontaneous volunteer management, resulting in leaving a gap in planning for unsolicited donations management. More time and planning effort needs to be dedicated to this topic.

Possible Solutions:

- Include spontaneous volunteer and unsolicited donations management planning in Washington State Strategic Planning efforts and a continued goal.
- A Donations Management Template needs to be developed to give local jurisdictions a starting point for this planning effort. This will also lend itself to developing a more regional and unified approach to donations management in Washington State.

5. The Puget Sound RCPGP Region needs a coordinated process for sharing situational awareness information.

Description of Issue:

In order to respond and recover from a catastrophic disaster there needs to be coordinated efforts among impacted jurisdictions both to be able to support one another and to avoid duplication of efforts when resources will already be limited. The best way to accomplish this task is to ensure there is timely and accurate situational awareness in the Puget Sound RCPGP Region.

Possible Solutions:

- All spontaneous volunteer and unsolicited donations management activities are coordinated with the County EOC. Regular communications should occur between the County EOC and local jurisdictions to accomplish this task.
- Roles, responsibilities and expectations of Volunteer Reception Center directors need to be clearly delineated, particularly as they relate to local EOC organizational structure.
- A plan or process needs to be developed to ensure cross-jurisdictional situational awareness takes place during a large-scale or catastrophic disaster.

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VI. AUTHORITIES AND REFERENCES

Legal Authority

Federal

- The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended
- Homeland Security Presidential Directive 5 (HSPD-5)
- Homeland Security Presidential Directive 8 (HSPD-8)
- The National Response Framework (NRF), January 2008
- NRF, Volunteer and Donations Management Support Annex. January 2008

State

- Washington Administrative Code, 2000, Chapter 118-04, Emergency Worker Program, <http://apps.leg.wa.gov/WAC/default.aspx?cite=118-04>
- Good Samaritan law

Local

- (City/County) Emergency Operations Plans

Volunteer, quasi-governmental

- Act 58-4-1905 American National Red Cross Statement of Understanding, Dec. 30, 1985
- Mennonite Disaster Services Agreement with Federal Disaster Assistance Administration (FDAA).
- Salvation Army Charter, May 12, 1974

References

- Washington State Military Department, Emergency Management Division – Comprehensive Emergency Management Plan (CEMP) Emergency Support Function (ESF) 7: Resource Support, Appendix 1: Donated Goods Management Plan, 2010.
- Unaffiliated Volunteers in Response and Recovery Plan, Volunteer Florida Governor's Commission on Volunteerism & Service.
- Unaffiliated Volunteer Management, Florida's Record Breaking 2004 Hurricane Season - Volunteer Florida Governor's Commission on Volunteerism & Service.
- Citizen Corps Volunteer Liability Guide: An Overview of Legal Issues and Approaches to Address Liability for Emergency Volunteers.

- Managing Spontaneous Volunteers in Times of Disaster: The Synergy of Structure and Good Intentions.

VII. APPENDICIES

APPENDIX 1: GAP ANALYSIS SUMMARY & FINDINGS, SEPTEMBER 2009

A gap analysis on Volunteer and Donations Management plans and resources in the Puget Sound RCPGP Region which includes Island, King, Kitsap, Mason, Pierce, Skagit, Snohomish, and Thurston Counties. Also included are Red Cross, Washington State and other partnering agencies.

Background Information

As a lead on one of the eight projects for the overall Urban Area Security Initiative (UASI) Seattle Regional Catastrophic Preparedness Plan (RCPGP), Pierce County has broken down its project into two pieces – Volunteer and Donations Management, and Evacuation and Sheltering. This two-year grant asks for three central objectives to be met:

- Address shortcomings in existing plans,
- Build regional planning processes and communities, and
- Link operational and capabilities-based planning with resource allocation.

The purpose of this gap analysis is to piece together the puzzle of what is already happening in the Puget Sound RCPGP Region and what currently needs to be done for the Puget Sound RCPGP Region to be able to coordinate in large-scale catastrophic incidents.

Information was gathered through an initial workgroup meeting, a resulting site-survey and site visits with each county, Red Cross, Washington State and partnering agencies (i.e. Military, and University of Washington, and King 5.) See table 1 below.

Site Visits	Location	Date
Workgroup Meeting	Pierce County EOC	March 25, 2009
Thurston County	Thurston County EOC	May 8, 2009
Mason County	Mason County EOC	May 11, 2009
Skagit County	Skagit County EOC	May 19, 2009
Island County	Island County EOC	May 19, 2009
Snohomish County	Snohomish County EOC	May 20, 2009
King County	King County EOC	May 29, 2009
Kitsap County	Kitsap County EOC	June 2, 2009
Pierce County	Pierce County EOC	June 8, 2009
King 5	King 5 Building, Seattle	June 5, 2009
Washington State EMD	WA EMD EOC	June 10, 2009
Military	Ft. Lewis	June 11, 2009
University of Washington	University of Washington	June 23, 2009

Site Survey Tool

The site-survey was the tool used in site visits as a starting off point for gathering information. Questions asked were based on what was outlined on the site-survey and other information gathered from the site-visits was incorporated in the gap analysis.



Regional Catastrophic Planning Grant Program
Volunteer/Donations Management Survey

Please take some time to look over this survey. Pierce County will be meeting with various counties and groups to discuss the information below further, but the more information gathered prior to the meeting, the more efficient our time will be spent. Please note that not all questions will be relevant to every group.

Administrative Information	
Name of County/Other (i.e. Fire District, etc.)	
Contact Name	
Agency	
Phone number	
E-mail	
Emergency Management Director/Coordinator	
E-mail	

Volunteers	
Have you ever been faced with spontaneous volunteers during an event? <ul style="list-style-type: none"> Do you have a process for registering them? Do you track their hours? Do you provide just in time training? 	
Do you have a plan for managing volunteers? <ul style="list-style-type: none"> Do you register your emergency workers? What type of background check do you use? Do you track hours for volunteers? What kind of training do you offer? Have you done any exercises with volunteers? 	
Do your plans include a Volunteer Reception Center? <ul style="list-style-type: none"> Do you have potential locations for a VRC? Have you ever set up a VRC? Who was the lead for setting up the VRC? 	
Is there a process in place for having volunteer organizations work together (Citizen Corps, VOAD)? <ul style="list-style-type: none"> Do these organizations work together between events? Do representatives from these agencies have a place in the EOC? 	
Who is responsible per your CEMP for ESF #6? <ul style="list-style-type: none"> Is your plan linked with any other plans? 	

Donations	
Do you have a plan for managing donations? <ul style="list-style-type: none"> Have you looked at or do you use specific software? Do you have identified locations for warehousing? Do you have any MOU's for warehousing? 	
Do you have an agency or agencies in your area that normally take on the role of managing donated goods (Salvation Army, Adventist Community Services, WAVOAD)? <ul style="list-style-type: none"> Who has managed donated goods for you in past incidents? Who is responsible per your CEMP for donated goods management? 	
Do you work with private businesses or organizations to acquire or distribute donated goods? Do you have a plan or policy for the utilization of undesignated cash? <ul style="list-style-type: none"> Have you had any experience working with cash donations in an event? Is there a group that manages this for you? 	
General	
What is the role of Citizen Corp in your jurisdiction?	
What are the other active disaster volunteer groups in your area (Red Cross, Salvation Army, etc.)?	

Requested documents

- ESF 6 of your Comprehensive Emergency Management Plan – CEMP
- Any volunteer management plans by any agency in your area
- Any donated goods plans by any agency in your area
- Any Memoranda of Understandings/Memoranda of Agreements - MOUs/MOAs - for volunteers and donations management

For questions or more information, please contact:

Pierce County Planning Leads

Luke Meyers, Overall Lead, luke.meyers@co.pierce.wa.us
 Brittany Minker, Volunteer/Donations Management Lead, bminker@co.pierce.wa.us
 Sheri Badger, Evacuation/Sheltering Lead, Sbadger@co.pierce.wa.us

Findings

Target Capability: Volunteer Management and Donations

Activity: Develop and maintain plans, procedures, programs, and activities for volunteer and donations management

Below is an executive summary of the status of current plans in the Puget Sound Region including Red Cross, Military, University of Washington, King 5 News and Washington State Emergency Management Division for Volunteer and Donations Management. The information was gathered from responses to the site survey tool. The plans below were determined based off of the information from the Target Capabilities List Critical Task Activities and best practice information and are considered essential to be able to coordinate regionally for volunteer and donations management.

Type of Plan	Completed or Partial Plan in Place	Not Applicable	Total Surveyed
Affiliated Volunteer Plan	10	2	13
Volunteer Reception Center/Spontaneous Volunteer Plan	1	5	13
Material Donations Plan	7	4	13
Cash Donations Plan	6	2	13
Material Donations Warehouse Plan	4	3	13

Next steps

Create two templates through IEM Technical Assistance (TA) program for Spontaneous Volunteer Management:

- Spontaneous Volunteer Management Template, and
- Volunteer Reception Center Standard Operating Procedures (SOP) Template.

Provide Local Planning Workshops through IEM Technical Assistance, working through each template to customize for the jurisdiction that participated. The outcome of these workshops is to enhance local capabilities for spontaneous volunteer management, so that efforts can be coordinated at the regional level.

Develop a process for donations management and warehousing donations that can be applied at the regional level.

APPENDIX 2: LOCAL SPONTANEOUS VOLUNTEER MANAGEMENT PLAN TEMPLATE

Volunteer Management (Plan/Annex)

Please note that this template contains sample language that can be discarded or used in part or completely at the discretion of the jurisdiction. Items in regular text are the sample language. Bolded text in parentheses is guidance information. All underlined text must be replaced with jurisdiction-specific information.

I. PURPOSE, SCOPE, SITUATIONS, AND ASSUMPTIONS

A. Purpose

This (Plan/Annex) provides guidance for the departments and agencies within the (City/County), with the purpose of outlining the concept of operations, organizational arrangements, and responsibilities for coordinating the efforts of volunteer groups and governments to manage spontaneous volunteers in the aftermath of a disaster event.

When a major or catastrophic event occurs this plan will activate to prescribe the activities taking place in the (City/County). Activities described in this plan will be coordinated with the Regional Coordination Committee (RCC) to ensure proper placement and utilization of spontaneous volunteers across the affected region.

This plan complements the efforts of the Puget Sound Regional Catastrophic Planning, which is funded by a grant from the Federal Emergency Management Association (FEMA) National Preparedness Directorate.

B. Scope

This (Plan/Annex) applies to all departments and agencies of the (City/County), along with the private sector, volunteer organizations, citizens, and tribal entities. This (Plan/Annex) also governs support agencies that respond within the (City/County) to a disaster or emergency and that have responsibility involving the recruitment, processing, assignment, and/or management of volunteers.

C. Situations

1. General

- a. The (City/County) is subject to the effects of many disasters, varying widely in type and magnitude. The impact of these disasters can be felt across the local community, regionally, and even across the State. **(The jurisdiction's hazard analysis in the base plan may be referenced here instead of the following verbiage.)** Disaster conditions could be a result of natural phenomena such as avalanches, earthquakes, floods, severe thunderstorms, drought, severe winter weather, fires (including urban, grass, and forest fires), flu epidemic, severe heat, or high winds.

Apart from natural disasters, the (City/County) is subject to a myriad of other disaster contingencies, such as derailments, aircraft accidents, transportation accidents involving chemicals and other hazardous materials, plant explosions, chemical oil and other hazardous material spills, leaks, or pollution problems, dumping of hazardous wastes, building or bridge collapses, utility service interruptions, energy shortages, civil disturbance or riots, terrorism, warfare, applicable criminal acts, or a combination of any of these.

- b. Disaster conditions resulting from natural phenomena or from technological threats, or a combination of any of those hazards, could result in the need for volunteers to assist in response and recovery.
2. Volunteers
- a. The (City/County) does not wish to operate or change an organization's system to recruit, train, or background check volunteers who are affiliated with a volunteer organization.
 - b. The (City/County) does, however, reserve the right to coordinate these efforts.
 - c. All spontaneous volunteers who are not affiliated with a volunteer organization must acquire a Temporary Emergency Worker Credential to provide volunteer services after a disaster. Emergency Worker Credentials are provided by the (County) Department of Emergency Management (DEM).
 - d. Additional requirements or assessments of volunteers may be necessary to meet jurisdictional or legal requirements or needs.
 - e. Recognized local and national volunteer organizations have been recruiting, training, credentialing, and background checking volunteers for many years. These volunteer organizations are skilled in the volunteer management process, and they should be the first source for processing and managing volunteers after a major emergency or catastrophic disaster.
 - f. Volunteers outside the local area should be encouraged to work through recognized community, State, or national volunteer organizations where they live. These organizations are capable of receiving volunteers in areas across the State or nation and then providing assistance for a particular disaster.

D. Planning Assumptions

- 1. An overwhelming number of spontaneous volunteers will arrive in the impacted area in order to assist with the response and recovery efforts.

2. All departments and agencies of the (City/County) involved in the management of volunteers may be expected to perform additional duties and responsibilities during disaster and emergency situations.
3. Assistance to the (City/County) by other response organizations is expected to supplement efforts, in an efficient, effective, and coordinated response, when the local officials determine their own resources to be insufficient.
4. Effective response to a catastrophic incident will occur when local jurisdictions coordinate efforts at the county level. County volunteer liaisons will then coordinate on a regional level.
5. Both Federal and State disaster assistance will supplement, not be a substitute for, the response provided by the (City/County). This assistance is provided only when jurisdictional resources are clearly insufficient to cope with the effects of the disaster.
6. During a disaster affecting the (City/County), local government and local volunteer groups and agencies may be adversely affected and may not be able to cope with a sizable influx of spontaneous volunteers.
7. In a catastrophic event, a Federal declaration will occur.

II. CONCEPT OF OPERATIONS

A. General

1. The National Incident Management System (NIMS) and the Incident Command System (ICS) will be used in all emergency and disaster situations.
2. As spontaneous volunteers arrive in the impacted area or surges in volunteers occur and overwhelm the system, resources will be requested to assist with volunteer management. This could include requests to the next level of government or to nongovernmental entities.
3. This (Plan/Annex) defines the actions and roles necessary to provide a coordinated response by departments and agencies of the (City/County).
4. When the Spontaneous Volunteer Management Plan is activated, it will be activated at the (City/County) level. This plan describes actions taken in the identified jurisdiction.
5. Conference calls with activated entities within the county will occur at least daily to coordinate volunteer management activities.
6. Regional coordination calls between volunteer liaisons will be held at least daily as well.

B. (Plan/Annex) Activation

1. Before this (Plan/Annex) is activated, a need or potential need for spontaneous volunteer management must be identified. Indicators that volunteer management is or may be required include but are not limited to the following:
 - a. Survivors who have not previously affiliated with a response organization looking for opportunities to assist with the response and recovery efforts
 - b. The arrival of large numbers of out-of-area volunteers
 - c. Requests for volunteers from any response agency or organization
 - d. Regional entity requesting volunteers and/or volunteer management from the (City/County)
2. Once the need for volunteers and volunteer management has been identified, the Unified Command (UC), Incident Command (IC), or Emergency Manager will request (Emergency Support Function [ESF] 7/responsible local organization) to begin the call out of the Volunteer Management Unit.
 - a. Each department and agency of the (City/County) with responsibilities in this (Plan/Annex) will be contacted upon plan activation.
 - b. Each department and agency with responsibilities in this (Plan/Annex) will then communicate the activation to its personnel as needed to ensure an effective response.
3. Once activated, the Volunteer Management Unit will maintain continuous contact with the Emergency Operations Center (EOC) by providing a liaison to the (ESF 7/responsible local organization) Supervisor.
4. The Volunteer Management Liaison at the EOC will work with representatives from the primary and support agencies for volunteer management to assess what resources are required to meet the growing need for volunteer management. Potential requirements include but are not limited to those listed below.
 - a. Facilities to serve as:
 - i. VRC (s)
 - ii. Portable volunteer staging area
 - iii. Billeting, care, and feeding space
 - b. Transportation
 - c. Communications
 - i. Radios
 - ii. Phone Bank/Call Center
 - d. Personnel

- i. VRC staff
- ii. Security for the VRC
- iii. Receiving agency liaisons at the VRC
- e. Office equipment and supplies
- f. VRC go-kits

(The following sections describe the basic flow of response to many emergency and disaster situations. The steps and activities that follow constitute the general response framework. A subset of these tasks may be appropriate for some situations; it is not required that all the activities and steps are performed.)

C. Volunteer Management

The scope of volunteer management is to organize and vet spontaneous volunteers and assign them to a supervising agency, organization, or ESF.

This (Plan/Annex) is designed to be scalable and will be used for very large or catastrophic disasters as well as disasters on a smaller scale. The design and operation of the volunteer management system are flexible in order to provide appropriate support to these situations. Activation is dependent on the type and level of assistance needed. In many cases, the level of assistance needed will not necessitate activation of the entire volunteer management system, since some donation and volunteer needs during disasters can be handled by local agencies as part of their normal disaster operations.

Three levels of volunteer management have been identified to permit flexibility in the system so that it meets the unique needs of the disaster.

1. Volunteer Management–Level A: This level will be used in disasters that are small, limited, or localized in nature. Spontaneous volunteers will generally come from surrounding neighborhoods, and there will be no need to stand up a VRC. The need for volunteer management will typically be identified by the IC and first responders. Voluntary, faith-based, or community organizations responding to the scene will identify and appoint a Volunteer Coordinator who will manage the spontaneous volunteers onsite. This level of volunteer management activity is consistent with a Phase I or II activation of the EOC.
2. Volunteer Management–Level B: This level will be implemented for medium to large disasters. Often significant attention is paid to this size incident by local and regional media outlets, prompting mobilization by both gawkers and those desiring to help. A more coordinated level of volunteer management will be necessary, and a small VRC will need to be set up just outside the impact area. Not all components of this (Plan/Annex) or the VRC Standard Operating Procedures (SOPs) will need to be activated, and VRC staff will fill multiple roles. This level of volunteer management activity is seen when the EOC is at a large Phase II or Phase III activation.

3. Volunteer Management–Level C: This level of volunteer management will occur in very large or catastrophic disasters and disasters that generate a great amount of spontaneous volunteers. Volunteer activity will overwhelm the local capacity for volunteer management. A Volunteer Management Unit will be established at the EOC and at least one large VRC will be established and a Phone Bank/Call Center set up. The EOC will be activated to a Phase III or IV.

Any time this (Plan/Annex) is activated, in whole or part, close coordination with the County EOC is essential to ensure volunteer needs, information on the availability of volunteers, and pertinent information on the volunteer management program are provided to the media for dissemination to the public.

D. Facility Management

1. **County/local VRC**

When the Volunteer Management Unit begins to operate at Levels B and C, the Volunteer Management Liaison at the EOC will notify the VRC Director of the need to open the VRC. The liaison also will brief the Director on the status of the situation.

2. **Phone Bank/Call Center**

The Volunteer Management Liaison will discuss with the (ESF 7/responsible local organization) Supervisor, (Logistics) Section Chief, and the Public Information Officer the need for opening up the Phone Bank/Call Center, which will be located at the VRC.

E. Public Information and Outreach

One of the keys to keeping volunteers from impeding the response and recovery processes of a catastrophic incident, and essentially becoming a second disaster; is timely, informative, and accurate information distributed to the public. For example, it is important to make it clear what the needs are in the impacted areas, appropriate ways to help, and what is not needed.

1. **Pre-disaster messages**

2. **Joint Information System/Joint Information Center (JIC)**

3. **Media**

F. Recovery

1. Volunteers will continue to work for and be managed by their assigned agency until their job is completed and there is no longer need for their services.

2. Volunteers may return to the VRC and be reassigned to another opportunity.

G. Demobilization

1. Volunteers will need to be provided disaster mental health services once they have completed their work.
2. Volunteers will need to sign out with their assigned agency and that information will need to be provided to the (County/Local VRC) so the volunteer hours can be tracked and compiled.

III. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

(This section establishes the organization that will be relied on to respond to an emergency or disaster. It includes a listing by role of what kinds of tasks are to be performed. When two or more units within a department or agency perform the same kind of task, one should be given primary responsibility, and the other(s) should be given a supporting role. This listing may include organizations that are not under direct control of the jurisdiction but that have defined responsibilities for responding to emergencies/disasters.)

A. General

(This section contains general statements concerning the organization and assignment of responsibilities. The following is sample language.)

The departments and agencies of the (City/County) have emergency assignments in addition to their normal, day-to-day duties. The emergency assignments usually parallel or complement normal duties. The assignments of each department and agency are listed in this section. Each department or agency that provides response personnel is responsible for developing and maintaining its own emergency management procedures and training, including details of how to carry out the emergency assignments in this (Plan/Annex).

Departments and agencies maintain SOPs that include:

1. The specific emergency authorities to be assumed by a designated successor
2. When these authorities would become effective
3. When the delegated authorities would be terminated

B. Organization

(This section should contain details of the organizational structure during an emergency or disaster.)

C. Assignment of Responsibilities

(This section should assign emergency/disaster response responsibilities to each unit recognized in the organizational structure in the previous section. Understanding that every jurisdiction is different, we are providing a list of organizations or roles that must be filled and a list of tasks that must be completed. This section must be customized to reflect the operational approach of the jurisdiction. To do this, look at the roles/organizations and validate whether they are

active in your jurisdiction, then match the tasks with the appropriate role/organization. If you find an unmatched role/organization or task, it is likely that the matching role/organization or task was left out of this list. The following is sample language.)

The following is the assignment of responsibilities to roles/organizations of the (City/County) Volunteer Management Structure. The designated emergency assignment applies to all parts of the (Plan/Annex) when a specific part is not designated. The expected support from external organizations and agencies is also included.

1. Roles/organizations:
 - a. The chief elected official of (City/County)
 - b. Local Volunteer Management Leader
 - c. Local Volunteers Active in Disasters (LVOAD) Steering Group
 - d. Volunteer Coordinator
 - e. Phone Bank/Call Center Supervisor
 - f. Volunteer, voluntary organizations, and community-based agencies
 - g. Volunteer-receiving organizations
 - h. Private-sector parties
 - i. Media
 - j. Law enforcement agencies

2. Tasks:
 - a. Appoint a Volunteer Management Liaison.
 - b. Suggest membership to the LVOAD Steering Group, with the advice of the LVOAD Liaison and local groups.
 - c. Serve as the LVOAD Chair.
 - d. Identify and recruit volunteer management partners.
 - e. Coordinate the development of a volunteer management program for the (City/County) and Standard Operating Guidelines (SOGs) for the volunteer management function.
 - f. Schedule and coordinate regular meetings of the LVOAD Steering Group to coordinate, update, and collaborate on the volunteer management system and operational process before, during, and after a disaster.
 - g. Determine which volunteer management functions should be activated before and after a disaster occurs.
 - h. Identify suitable candidates for managing the various volunteer management functions.

- i. Locate volunteers and volunteer agencies to work in the volunteer management functions.
- j. Coordinate with the DEM and the Public Information Office to collect information about needed volunteers.
- k. Coordinate with the DEM and the Public Information Office to disseminate information to the community about available volunteer opportunities.
- l. Determine when to terminate or consolidate volunteer management functions.
- m. Ensure that a volunteer management program coordinating the efforts of the volunteer groups and local government is planned and ready for activation.
- n. Coordinate with other (City/County) organizations and agencies as the situation demands.
- o. Develop and maintain a separately published VRC SOP.
- p. Assist the LVOAD Coordinator in developing a volunteer management program for the (City/County) and in preparing SOGs for the spontaneous, unaffiliated volunteer management function.
- q. Meet regularly to coordinate, update, and collaborate on the volunteer management system and operational process before, during, and after a disaster.
- r. Provide advice to the LVOAD Coordinator on suitable candidates for managing the volunteer management functions.
- s. Assist in locating volunteers to work in the VRC.
- t. Assist the LVOAD Operations Office/Area in maintaining records on volunteer recruitment and management activities. Select a site(s) for a VRC and coordinate equipping and staffing the facility.
- u. Develop operating guidelines for the operation of the VRC.
- v. Coordinate training of volunteers for operation of the VRC.
- w. Supervise VRC operations.
- x. Select a site for a (Phone Bank/Call Center) and coordinate equipping and staffing the facility.
- y. Develop operating guidelines for operation of the (Phone Bank/Call Center).
- z. Coordinate training of volunteers for the operations of the (Phone Bank/Call Center).
- aa. Identify needed volunteers.
- bb. Manage the (Phone Bank/Call Center).

- cc. Coordinate field logistics, media releases, emergent organizations, and spontaneous volunteers.
 - dd. Establish the internal volunteer management program.
 - ee. Determine support requirements.
 - ff. Recruit, select, assign, train, and supervise volunteers.
 - gg. Provide knowledge of resources that can be brought to bear in an emergency.
 - hh. Provide own response plans.
 - ii. Provide specialized personnel and equipment resources needed in an emergency.
 - jj. Provide electronic and print media support for program activities and emergency response and recovery operations.
 - kk. Maintain law and order.
 - ll. Establish and secure perimeters.
 - mm. Control and limit access.
3. Support functions
- a. Initial support from local response organizations may be provided without a local disaster declaration. If the situation warrants, the IC or the local DEM may request that a local disaster be declared to support and supplement ongoing operations.
 - b. Initial support from State agencies may be provided without a State disaster declaration. If the situation warrants, State of Washington Military Department Emergency Management Division Officials will request that a State disaster be declared to support and supplement ongoing operations.

IV. DIRECTION, CONTROL, AND COORDINATION

(In this section, the emergency response command structure should be established. Once the response to an emergency or disaster begins, there should be no confusion on who reports to whom. The following is sample language.)

A. Authority to Initiate Actions

The (Agencies/Organizations) of (City/County) have the authority and responsibility to implement this (Plan/Annex), which is the official operations source for (City/County) pertaining to all emergencies and disasters managing volunteers when a coordinated response is required.

All volunteer management activities will be coordinated with the County EOC. Regular communication will occur between the County EOC and local jurisdictions.

Regional conference calls will occur regularly between volunteer liaisons in each county to enhance coordination and collaboration.

B. Command Responsibility for Specific Actions

1. The LVOAD Steering Group, chaired by the LVOAD Liaison, will provide general guidance for volunteer management operations.
2. The LVOAD Coordinator will manage the volunteer management program, supervise key volunteer management personnel, and coordinate the efforts of volunteer groups and local government.
3. The work of volunteers and paid government employees at a VRC will be directed by the supervisor of that facility.
4. Volunteers working as an integral part of a recognized volunteer group (e.g., the American Red Cross, Adventist Community Services, and Salvation Army) will respond to direction from those organizations.
5. Each individual supervising a volunteer management function will select an appropriate assistant or designee to run the operation in his or her absence.
6. The LVOAD Liaison will work out of and communicate from the LVOAD Operations Station/Area, which will be located in the county EOC.
7. Each volunteer group assisting in the disaster will designate a specific individual with authority to accept task assignments, liaison with the VRC, and coordinate with the LVOAD Coordinator.

V. INFORMATION COLLECTION AND DISSEMINATION

(This section describes the required critical or essential information common to all operations identified during the planning process. In general terms, it identifies the type of information needed, where it is expected to come from, who uses the information, how the information is shared, the format for providing the information, and any specific times the information is needed. The following is sample language.)

- A. Identify the type of information needed.
- B. Determine where the information is expected to come from.
- C. Identify who will use the information.
- D. Establish how the information will be shared.
- E. Select the appropriate format for providing the information.
- F. Determine specific times when the information will be needed.

1. Initial reports
2. Periodic unscheduled updates
3. Termination of incident

VI. COMMUNICATIONS

(This section describes the response organization-to-response organization communication protocols and coordination procedures used during emergencies and disasters. It discusses the framework for delivering communications support and how the jurisdiction's communications integrate into the Regional or National disaster communications network. It does not describe communications hardware or specific procedures found in departmental SOPs. Separate interoperable communications plans should be identified and summarized. This section may be expanded as an annex and is usually supplemented by communications SOPs and field guides.

This section should highlight any communication needs for Volunteer Management beyond the existing concepts for the jurisdiction)

VII. ADMINISTRATION, FINANCE, AND LOGISTICS

(This section covers general support requirements and the availability of services and support for all types of emergencies, as well as general policies for managing resources. Mutual aid agreements should be referenced; authorities for and policy on augmenting staff by reassignment of employees should be addressed. This section should provide the general policies on keeping financial records, reporting, tracking resource needs, tracking the source and use of resources, and acquiring ownership of resources. The following is sample language.)

A. Agreements and Understandings

Should (City/County) resources prove to be inadequate during emergency operations, requests may be made for assistance from local jurisdictions and other agencies in accordance with existing or emergency negotiated mutual aid agreements and understandings. Such assistance may take the form of equipment, supplies, personnel, or other available capabilities. Duly authorized officials enter into all agreements and understandings. Copies of existing agreements are on file at the EOC.

B. Policies

1. **(Authorities for and policy on augmenting staff by reassigning public employees and recruiting volunteers, along with relevant liability provisions**
2. **General policies on keeping financial records for volunteer management, reporting, tracking resource needs, tracking the source and use of spontaneous volunteers, acquiring ownership of donated resources, and compensating the owners of private property used by the jurisdiction)**

C. Reporting

During emergency operations, the LVOAD Operations Station/Area will compile and provide a daily summary of significant volunteer management activities to the EOC for use in staff briefings and inclusion in periodic Situation Reports. If the EOC has been deactivated, a periodic summary of activities will be provided to local DEM officials and the heads of volunteer organizations participating in the recovery process.

The VRC will provide a daily report of activities to the LVOAD Operations Station/Area. Such reports will include the following information:

1. Phone Bank/Call Center
 - a. Number of calls by type (volunteer inquiries, request for volunteers, referrals to agencies for disaster assistance, requests for information, etc.)
 - b. Major issues or challenges
2. Volunteer Reception Center
 - a. Number of volunteers processed
 - b. Number of volunteers assigned to tasks
 - c. General types of jobs to which volunteers have been dispatched
 - d. Number of workers in the facility
 - e. Number of volunteer hours worked
 - f. Number of available volunteers and types of services offered
 - g. Current hours of operation
 - h. Expenses incurred
 - i. Major operational activities
 - j. Support activities (e.g., feeding, lodging)
 - k. Major issues or challenges
 - l. Unmet volunteer needs

D. Records

1. Each VRC will maintain a log of major activities at that facility, including activation and deactivation, arrivals and departure of staff, receipt of or return of major equipment, and the commitment of people, equipment, or materials to specific tasks.
2. The LVOAD Steering Group will appoint a Secretary to provide a written record of the policies formulated and activities undertaken at meetings of the group. Those records will be maintained by the LVOAD Liaison.

3. The Unmet Needs Committee will appoint a Secretary to maintain a written record of its actions. When the recovery process is completed, those records will be turned over to the LVOAD Coordinator for retention.
4. Expenses incurred in operating the volunteer management system are generally not recoverable. However, in the event that State and/or Federal reimbursement is considered, accurate records would need to be provided. Therefore, all government departments and agencies should maintain records of personnel and equipment used and supplies consumed during volunteer management operations.

E. Post-Incident Review

The LVOAD Liaison will organize and conduct a review of the emergency operations in the aftermath of a major emergency or disaster. The purpose of this review is to identify needed improvements in this (Plan/Annex), its procedures, its facilities, and its equipment.

F. Training

1. The LVOAD Liaison should attend training in volunteer management. Such training is offered by the county and State DEM, FEMA, and several volunteer groups.
2. VRC Supervisors are responsible for providing on-the-job training for individuals who will be working in the facility.

G. Exercises

Local drills, tabletop exercises, functional exercises, and full-scale exercises should periodically include a VRC scenario based on the anticipated hazards that could be faced by this jurisdiction.

VIII. (PLAN/ANNEX) DEVELOPMENT AND MAINTENANCE

(The overall approach to planning, including the assignment of planning responsibilities, should be discussed in this section. Statements should focus on the planning process, participants in that process, and how development and revisions of different levels of the Plan/Annex will be coordinated. Provisions should also be made for a regular cycle of testing, reviewing, and updating the Plan/Annex).

- A. The (City/County) is responsible for developing and maintaining this (Plan/Annex).
- B. Individuals, departments, agencies, and volunteer organizations assigned responsibilities in this (Plan/Annex) and its appendices are responsible for developing and maintaining appropriate SOPs or SOGs to carry out those responsibilities.
- C. Responsible officials of the (City/County) should recommend changes at any time and provide information periodically as to changes of personnel and available resources. The (City/County) in collaboration with other response agencies will conduct an annual

review and revise as necessary. Revisions will be forwarded to those on the distribution list.

- D. This (Plan/Annex) should be activated at least once a year in the form of a simulated emergency, regardless of actual events, in order to provide practical, controlled operations experience to those who have response responsibilities.
- E. An After-Action Review (AAR) will be conducted as deemed necessary following exercises and actual events. The effectiveness of this (Plan/Annex) and any recommended changes should be part of the AAR process.

IX. AUTHORITIES AND REFERENCES

(This section should indicate the legal basis for emergency operations and activities. Laws, statutes, ordinances, executive orders, regulations, and formal agreements relevant to emergencies should be listed. Some of the Federal authorities are listed for your reference. State and local authorities should be researched and placed in this Plan/Annex.)

- A. Legal Authority
 - 1. Federal
 - a. The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended
 - b. Homeland Security Presidential Directive 5 (HSPD-5)
 - c. The National Response Framework (NRF), January 2008
 - d. NRF, Volunteer and Donations Management Support Annex. January 2008
 - 2. State
 - a. Emergency management personnel immunity
 - b. Washington Administrative Code, 2000, Chapter 118-04, Emergency Worker Program, <http://apps.leg.wa.gov/WAC/default.aspx?cite=118-04>
 - c. Volunteer immunity
 - d. Good Samaritan law
 - e. State employee immunity
 - f. State board of health rules and regulations
 - 3. Local
 - a. (City/County) Emergency Operations Plan Title 14 of the City Code of Ordinances

4. Volunteer, quasi-governmental
 - a. Act 58-4-1905 American National Red Cross Statement of Understanding, Dec. 30, 1985
 - b. Mennonite Disaster Services Agreement with Federal Disaster Assistance Administration (FDAA).
 - c. Salvation Army Charter, May 12, 1974

B. References

(Citing reference material, including related plans of other levels of government, can be valuable for indicating what has influenced the writing of the Plan/Annex. References also help by directing the user to the full text of procedures, data analyses, and other pertinent information.)

X. ACRONYMS AND ABBREVIATIONS

AAR	After-Action Report
CEMP	Comprehensive Emergency Management Plan
DEM	Department of Emergency Management
EOC	Emergency Operations Center
ESF	Emergency Support Function
FDAA	Federal Disaster Assistance Administration
FEMA	Federal Emergency Management Agency
HSPD	Homeland Security Presidential Directive
IC	Incident Command
ICS	Incident Command System
JIC	Joint Information Center
LVOAD	Local Area Volunteers Active in Disasters
NIMS	National Incident Management System
NRF	National Response Framework
SOG	Standard Operating Guideline
SOP	Standard Operating Procedure
UC	Unified Command
VRC	Volunteer Reception Center

APPENDIX 3: COUNTY/LOCAL VOLUNTEER RECEPTION CENTER STANDARD OPERATING PROCEDURE (SOP) TEMPLATE

Volunteer Reception Center Standard Operating Procedures (SOP) Appendix to Spontaneous Volunteer Management (Plan/Annex)

Please note that this template contains sample language that can be discarded or used in part or completely at the discretion of the jurisdiction. Items in regular text are the sample language. Bolded text in parentheses is guidance information. All underlined text must be replaced with jurisdiction-specific input.

Primary Agencies (List the most responsible agency for this function.)

Supporting Agencies (List the agencies that have functional support roles.)

I. Purpose, Scope, Situations, and Assumptions

A. Purpose

This Standard Operating Procedures (SOP) document provides guidance and procedures for the various departments and agencies within the (City/County) that have responsibility for establishing and managing Volunteer Reception Centers (VRCs). It outlines the concept of operations, organizational arrangements, and responsibilities for coordinating the efforts of volunteer groups and governments to establish and manage VRCs during response and recovery.

A VRC registers, screens, and places spontaneous volunteers in available opportunities during disaster situations. The goal of the VRC is to affiliate volunteers with requesting agencies and organizations.

B. Scope

1. This SOP applies to departments, agencies, and organizations responsible for establishing and managing VRCs in the (City/County). This SOP provides guidance on the role of (City/County) government in the management of volunteers and establishment of VRCs. This guidance applies to all government agencies, nongovernmental organizations, and private-sector entities with direct and indirect volunteer management responsibilities.
2. This SOP applies to the formal registration process of volunteers reporting directly to a VRC. Other methods of registering volunteers exist and are not within the scope of this SOP.

C. Situation Overview

1. The (City/County) is subject to the effects of many disasters varying in type and magnitude. A full hazard analysis describing the types and effects of disasters possible within this jurisdiction can be found in the (City/County) basic Emergency Operations Plan (EOP).
2. The impacts of a disaster may overwhelm the local jurisdiction's ability to respond. An overwhelming response from local citizens desiring to assist would require organization of their efforts. Individuals and organizations from outside the impact area will self-mobilize and arrive with tools, skills, and abilities that must be incorporated into an organized response.

D. Planning Assumptions

1. During an event, local professional responders and volunteer organizations can become overwhelmed. Spontaneous volunteers from within and outside of the impacted area can be utilized to supplement existing staff.
2. Many survivors will volunteer their time and skills. To be most effective, these spontaneous volunteers must be organized.
3. VRCs will be established to receive and manage spontaneous volunteers.
4. Organizations and registered volunteers within the impacted area have planned for response to disasters and have already been assigned functions. Upon activation, these organizations and affiliated volunteers will immediately begin providing services without interaction with a VRC.
5. Organizations within the impact area that already have a role in disaster response may request volunteers from a VRC if needed.
6. Organizations and individuals from outside the impacted area will mobilize and arrive in the affected area to offer assistance. They will expect to be used by the local jurisdiction in a meaningful manner.
7. Spontaneous volunteers may not be fully self-sufficient when they arrive in the impact area; they may require food, lodging, job assignments, and transportation.
8. If individuals must acquire an Emergency Worker Credential to provide volunteer services after a disaster, Emergency Worker Credentials are provided by the (County) Department of Emergency Management (DEM) to assist with the response and recovery efforts. Temporary registration will permit the use of these individuals.
9. Communication, transportation, and utilities may be severely impacted by the disaster and may affect the amounts and types of resources available in the impacted area.

10. Locations, staff, and supplies for VRCs have been pre-identified. Memoranda of Understanding/Memoranda of Agreement (MOUs/MOAs) have been signed. Supplies have been gathered and are ready to be deployed to stand up the VRCs.
11. Local VRC staff may be directly impacted by the disaster and may not be available to respond. Staff have been identified, both within and outside the local jurisdiction, to back up the primary staff should they be unable to respond.
12. Should the local response organizations become overwhelmed; a request to the next higher level of government for assistance will be made.

II. Concept of Operations

A. Preparedness

The preparedness phase focuses on ensuring that all resources necessary to successfully stand up and operate the VRC are identified and in place. Each department, agency, and organization with a role under this plan will identify what is needed for the successful execution and completion of assigned and accepted responsibilities.

Activities include but are not limited to:

1. Ensure this plan is reviewed and updated as appropriate
2. Acquire and maintain MOUs with all departments, agencies, and organizations that have roles and responsibilities as part of this plan
3. In conjunction with the VRC Director, the VRC Logistics Supervisor will:
 - a. Identify suitable facilities for the VRC and obtain a MOA for facility use during activation
 - b. Acquire and store basic expendable and nonexpendable supplies such as:
 - i. Paper, writing implements, and other basic office supplies
 - ii. Directional signs and banners that will:
 - 1) Direct people to the VRC
 - 2) Guide volunteers through the VRC facility
 - c. Acquire and maintain MOAs with businesses for the provision of other expendable and nonexpendable resources required such as:
 - i. Computers
 - ii. Printers
 - iii. Copy machines

- iv. Internet access, especially when traditional methods of accessing the Internet (e.g., dial-up modem, cable modem) may be unavailable
 - d. Identify and train staff for the VRC
- B. Response
 - 1. Activation and notification
 - a. The Incident Commander, Emergency Manager, and (Emergency Support Function [ESF] 7 Supervisor) may activate the VRC.
 - b. Member agencies of the (City/County) Volunteers Active in Disasters/Community Organizations Active in Disasters (VOAD/COAD) may see an increase in spontaneous volunteers seeking to be part of the relief operation and may request that the VRC be activated.
 - c. Once a determination has been made to activate the VRC, the (Primary Organization/Agency) representative identified in Tab A: VRC Contact Information and Call-Down Tree will be notified by the (ESF 7 Supervisor).
 - d. The (Primary Organization/Agency) representative will notify the VRC Director of the activation and timeline for the opening of the center.
 - e. The (Primary Organization/Agency) representative will activate the call-down tree and establish the timeline for the opening of the VRC.
 - f. The VRC Logistics Supervisor will coordinate the Logistics Support Team to set up the VRC according to the diagrams found in Tab F: VRC Floor Plan.
 - g. The VRC Director or their representative will participate in a regularly scheduled conference call with the county to ensure coordination.
 - 2. Set up the VRC
 - a. Once the decision has been made to open the VRC and call-down processes are under way, the VRC Director and VRC Logistics Supervisor will arrive at the VRC and perform a facility walk-through with the facility owner to note any issues before taking possession of the facility.
 - b. Once completed, the VRC Logistics Supervisor and the VRC Logistics Team will set up the VRC according to the diagram in Tab F: VRC Floor Plan.
 - 3. VRC activities
 - a. Registration and assignment process
 - i. Formal Registration

- 1) Volunteers will be greeted and will sign in on the VRC Arrival Sign-In Form to ensure they are seen in the order of arrival, minimizing wait time.
- 2) Volunteers will be given a brief orientation to the registration process, including a Volunteer Instructions Checklist. Volunteers will be reminded that if they are already affiliated with any organization involved in the response, they are not required to go through the VRC process and may report directly to the organization of affiliation.
- 3) Volunteers will be given the Disaster Volunteer Registration Form, EMD 024 – Emergency Worker Registration Card, and Volunteer Liability Release Form and sent to the Identification (ID) Management and Credentialing area to fill out the forms.
- 4) Washington Administrative Code, Chapter 118-04 oversees the Emergency Worker Program. Details and a link to the registration card can be found in Section VI, Authorities and References.

b. Interview and assignment

Volunteers will give their registration card to the interviewer, who will review the forms, interview volunteers about their skills, abilities, and interests, and identify appropriate available jobs. The interviewer will give the volunteers a Disaster Volunteer Referral form and send them to the Data and Agency Coordination Station.

c. Data and agency coordination

- i. The volunteer will present the Disaster Volunteer Referral form, which will be matched with the Request for Volunteers form. If the Request for Volunteers has been filled, it will be removed from the file and the job opportunity erased from the Open Job Opportunities board. An attempt will be made to contact the requesting agency representative to let him or her know when a volunteer has been assigned and to confirm any other volunteer needs. Volunteers should then be sent to the Safety Briefing/Training Station.
- ii. All volunteer assignments must be done under an active mission number for tracking and liability purposes.

d. Safety and cultural training

Volunteers will be given a briefing regarding the conditions of the disaster, what they can expect in the disaster environment, and precautions they should take to ensure their personal physical and mental health and safety and the health and safety of those around them. Volunteers must sign the Safety Training Attendance Record. They will then be sent to the Volunteer Identification station.

e. Volunteer Identification

Volunteers will present their Disaster Volunteer Referral form. They will be given a Temporary Emergency Worker Identification Card with the dates their card is valid clearly indicated. The dates will correlate to the mission requirements.

Volunteers will be told they will not be permitted to work on any day other than what is written on the card. If they wish to continue to volunteer after the end date on their card, they must come back to the VRC to get another identification (ID) card. Some volunteers will require extra training. They should be directed to the area where this training will be provided.

(Planners should consider what an appropriate timeframe for issuing ID cards is based on the incident and level of impact. Linking the length of time the card is valid to the mission requirements will provide a consistent approach.)

4. Other VRC Support Functions

a. Public information

- i. The onsite Public Information Officer (PIO) is the only staff member authorized to respond to media inquiries.
- ii. All media arriving at the VRC will be escorted at all times by the PIO.
- iii. The PIO will coordinate closely with the Joint Information Center (JIC), to ensure consistent messages are delivered to the media and public.

b. Safety

- i. A Safety Officer will be assigned to the VRC who will report to the operational safety officer.
- ii. The Safety Officer will identify and assess any health and safety hazard at the VRC and take appropriate measures to mitigate and resolve all issues that arise.

c. Security

A Security Officer will be onsite at all times the VRC is open or staffed. No weapons of any nature, alcoholic beverages, or drug paraphernalia will be permitted anywhere at the VRC.

d. Phone Bank

i. The Phone Bank will receive phone calls from the Emergency Operations Center (EOC) and agencies requesting volunteers. The information will be recorded on a Request for Volunteers form and placed on the Open Job Opportunities board.

- 1) Only nongovernmental agencies and organizations and faith-based entities that enjoy an active, pre-disaster relationship with the (County) DEM, are registered with the (County) DEM, and are currently actively providing support for the disaster relief efforts, as well as any governmental department, division, or agency in the (City/County), including municipalities, may request volunteers from the VRC.
- 2) Special consideration will be made for the State of Washington and Federal agencies actively performing relief work in the (City/County).
- 3) Each entity desiring to request volunteers from the VRC may have two representatives who will have authority to make official requests.
- 4) The name of each representative, along with his or her full 24-hour contact information, must be provided to the VRC Director by the agency Board Chair or Chief Executive Officer (CEO). The VRC Director will relay the information to the Database/Agency Team Lead and the Phone Bank Team Lead prior to the acceptance of any Request for Volunteers by that agency.

ii. The Phone Bank will receive phone calls from volunteers looking to be placed. Volunteers will be given information regarding ways to register and the location of the VRC. A time may be scheduled for volunteers to come to the VRC to complete the registration process.

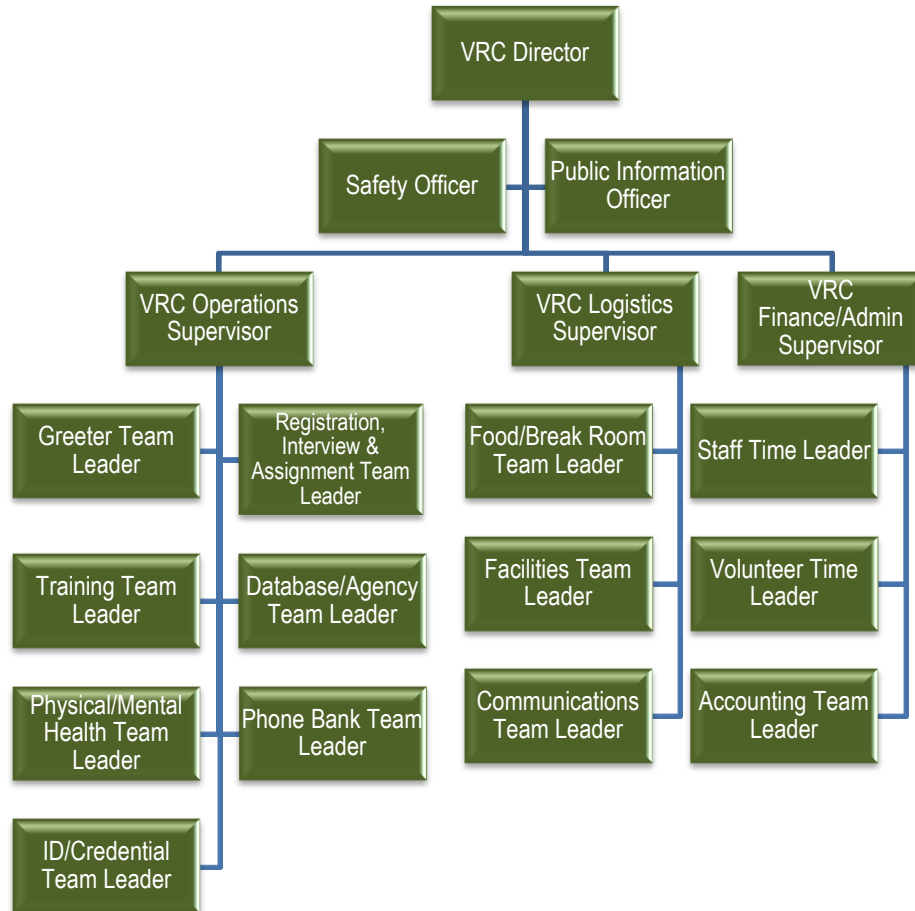
e. Health services

A nurse or other licensed health provider, as well as a licensed mental health provider, will be onsite any time the VRC is open to assist with any minor injuries or stress issues. Major health issues should immediately be referred to an appropriate health provider or 9-1-1.

- f. Food service
 - A break area will be set up with coffee and light snacks for both the volunteers and VRC staff. A staff-only area should be set up separate from the main activity area for staff to take breaks.
- 5. Regional coordination in a catastrophic disaster environment
 - a. During most disaster situations, the (City/County) will be able to provide most resources to support the VRC.
 - b. In the event additional resources are required, the (City/County) will make a specific resource request of the State of Washington.
 - c. Washington State is a home rule state. As such, the (County) DEM will maintain all command and control of operations within its jurisdiction.
 - d. The (City/County) fully supports this plan and will be represented on this call daily until the calls become unnecessary and are terminated by the Regional Plan.
- C. Demobilization
 - 1. The VRC Director, in conjunction with the (ESF 7) VRC Liaison and the (ESF 7) Supervisor, will determine when the VRC should close. Indicators that the VRC should close include a lack of volunteers registering and a lack of volunteer requests.
 - 2. Upon demobilization of the VRC, the VRC Logistics Supervisor should restock all supplies and return them to the appropriate storage location. A final walk-through of the facility will be conducted with the VRC Director, the VRC Logistics Supervisor, and the facility's representative. Notations will be made of any damage incurred during the time the facility was occupied and arrangements made for the damage to be repaired.
 - 3. All VRC staff and volunteers will undergo a debriefing with a mental health counselor. An after-action meeting will be scheduled with VRC staff and the EOC Liaison to discuss the activities of the VRC and any changes that need to be made to the VRC process.

III. Organization and Assignment of Responsibilities

The following chart represents the organization at the VRC. This structure is intended to be fully scalable. Not all positions will need to be filled for every activation of the VRC.



A. Responsibilities

(This section establishes the organization that will be relied on to respond to an emergency situation. It includes a listing by position and/or organization of tasks to be performed. When two or more units within an organization perform the same kind of task, one should be given primary responsibility, and the other(s) should be given a supporting role. This listing may include organizations that are not under direct jurisdictional control but that have defined responsibilities for responding to emergencies/disasters. A matrix of organizations and areas of responsibility should be included. Organizational charts are helpful. Roles related to prevention and protection activities should also be included.)

1. Primary agency

(The primary agency should be identified by name, and a listing of its responsibilities and roles should be included. The following verbiage may be utilized and must be updated to reflect the roles and responsibilities identified through the local planning process.)

- a. Provide leadership in planning for the VRC and the development and continual updating of this SOP.

- b. Pre-identify locations, staff, and supplies for VRCs, including signed MOUs/MOAs.
- c. Identify staff, both within and outside the local jurisdiction, to back up the primary staff should they be unable to respond.
- d. Provide training and exercise on this SOP on an annual basis.
- e. Implement this SOP whenever requested by the (ESF 6) Supervisor.
- f. Provide a VRC Liaison at the (City/County) EOC.
- g. Provide a VRC Director during all operating hours of the VRC.
- h. Provide other staff as determined for the VRC.
- i. Coordinate with the EOC VRC Liaison and the (ESF 6) Supervisor to determine when to consolidate and terminate the VRC.

2. Support agencies

(Each support agency should be identified by name, and a listing of its agreed-upon roles and responsibilities should be included. The following verbiage may be utilized and must be updated to reflect the roles and responsibilities identified through the local planning process.)

- a. Support agency A
 - i. Provide (Facility) at (Location) to serve as a VRC.
 - ii. Provide trained staff for the VRC during all operating hours as agreed.
 - iii. Provide supplies for the VRC as agreed.
- b. Support agency B
 - i. Provide trained staff for the VRC during all operating hours as agreed.
 - ii. Provide supplies for the VRC as agreed.

IV. Direction, Control, and Coordination

(Describe how you intend to operate and the coordination requirements with other ESFs.)

- 1. The (City/County) follows the principles of the National Incident Management System (NIMS) and the Incident Command System (ICS). They will be used in all emergency and disaster situations.
- 2. The (City/County) EOC, when activated, houses the operation UC. The UC will coordinate the response activities for the jurisdiction.

3. The VRC is an element of (ESF 7, Logistics Support). Direction and control will come from (ESF 7) at the (City/County) EOC. (ESF 7) is a part of the (Logistics Section) and reports to the (Logistics Chief.)
4. All reports and requests regarding the VRC will be made through the (ESF 7) Leadership Team at the EOC.
5. Each agency, organization, and department with responsibility for the implementation of this SOP will be notified when this SOP has been activated and will provide agreed-upon support and resources for the duration of the operation of the VRC.
6. A VRC Liaison will be present at the EOC continuously while the VRC is operational. The VRC Liaison will report to the (ESF 6) Supervisor.
7. Each agency and organization active in the operation and support of the VRC will maintain its independence in operating and administering its programs but will maintain a cooperative, coordinated response to the disaster and provide agreed-upon resources to the VRC.
8. The VRC Director will report to the VRC Liaison at the EOC.
9. All volunteer management activities will be coordinated with the County EOC. Regular communication will occur between the County EOC and local jurisdictions.
10. Regional conference calls will occur regularly between volunteer liaisons in each county to enhance coordination and collaboration.

V. Administration, Finance, and Logistics

11. The Finance/Administration Section will ensure documentation is maintained on the activities of the VRC, including the number of hours worked by VRC staff and the number of volunteer hours worked.
 1. Staff time may be submitted for reimbursement if the disaster is federally declared. A careful accounting of time and overtime must be maintained.
 2. Volunteer hours may be submitted as a match for disaster funds. It is the responsibility of the receiving organization to document the time of unaffiliated volunteers assigned to its operations.
12. The Finance/Administration Section will ensure careful documentation of all expenses incurred for the operation of the VRC. These expenses may be submitted for reimbursement if the disaster is federally declared.

VI. Authorities and References

1. Revised Code of Washington, 2009. Title 38.52.010 (4)

2. Washington Administrative Code, 2000. Chapter 118-04. Emergency Worker Program, <http://apps.leg.wa.gov/WAC/default.aspx?cite=118-04>
3. Emergency Worker Registration Card, EMD 024.
http://www.emd.wa.gov/search_rescue/forms/emd-024-b.pdf

VII. Training and Exercise

1. The VRC Director will ensure training and exercises are performed on an annual basis for this SOP. Training should focus on actions and activities of the VRC to ensure assigned staff understand their roles and responsibilities. Any updates or changes to this SOP should be included in the training.
2. If this SOP is activated, an exercise is not required, and the After-Action Report (AAR) will serve as the certification of exercise.

VIII. Terms and Definitions

(This section identifies words and concepts used throughout the document that are foundational to the understanding of this SOP. Words, acronyms, and concepts often differ among jurisdictions. When individuals from outside of the jurisdictional boundaries arrive to assist with the implementation of this SOP, they need to understand what is meant when terms are utilized within the jurisdiction's boundaries. This section establishes what each term means within the jurisdictional boundaries.)

1. **Affiliated volunteer**
Any volunteer who is attached to a recognized voluntary or nonprofit organization through membership and is trained for specific disaster response activities. Their relationship with the organization precedes the immediate disaster, and they are invited by that organization to become involved in a particular aspect of emergency management, response and recovery.
2. **Community Organizations Active in Disaster (COAD)**
Agencies and organizations in a local community that have coordinated during the preparedness phase to identify roles, responsibilities, and resources for response and recovery. Organizations can include nonprofit agencies, the local business community, and governmental representation. See Voluntary Organizations Active in Disaster.
3. **Emergency worker**
Any person who is registered with a local emergency management organization or the department and holds an ID card issued by the local emergency management director for the purpose of engaging in authorized emergency management activities or who is an

employee of the State of Washington or any political subdivision thereof who is called upon to perform emergency management activities.

4. Spontaneous volunteer

Is a person who is not affiliated with a locally recognized volunteer organization but offers his or her help with the disaster response and/or recovery efforts. Spontaneous volunteers may possess skills, training, or knowledge that can be useful in the response and recovery efforts. They are not officially invited to become involved but are motivated by a sudden desire to help others in times of trouble. They may come from within the affected area or from outside the area.

5. Unaffiliated volunteer

See Spontaneous Volunteer

6. Voluntary Organizations Active in Disaster (VOAD)

A consortium of voluntary organizations that collectively seek to foster, through cooperation in mitigation and response, more effective service to people affected (imperiled or impacted) by disaster. There are national, State, and local VOADs. Members of this umbrella organization include: organizations with voluntary memberships and constituencies; not-for-profit structures that qualify under Internal Revenue Service regulations for 501(c) (3) status; and organizations with a disaster response program and policy for commitment of resources (i.e., personnel, funds, and equipment) to meet the needs of people affected by disaster, without discrimination as to race, creed, gender, age, or handicap.

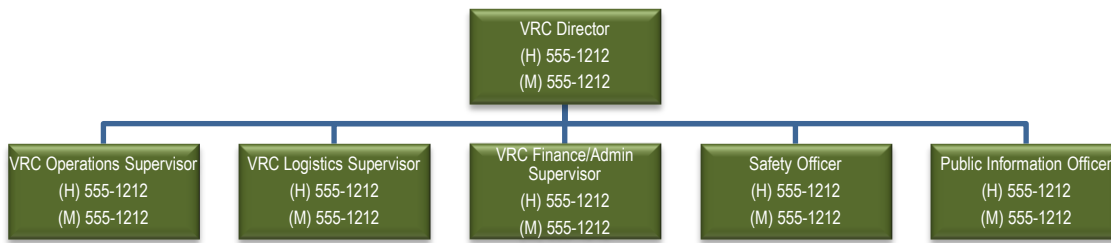
7. Volunteer Reception Center (VRC)

A location where unaffiliated volunteers assemble, are assessed, and receive training and where a match and assignment are made with an agency, organization, or support function needing personnel. Once the volunteer has been assigned to a receiving agency or organization, the volunteer then becomes the responsibility of that agency or organization until he or she is released from that assignment.

IX. Tabs

1. VRC Call-down Tree
2. VRC Stand-up Call Agenda
3. VRC Supplies and Equipment
4. Forms Required for the Operation of the VRC
5. Safety Training
6. VRC Position Tasks
7. VRC Floor Plan

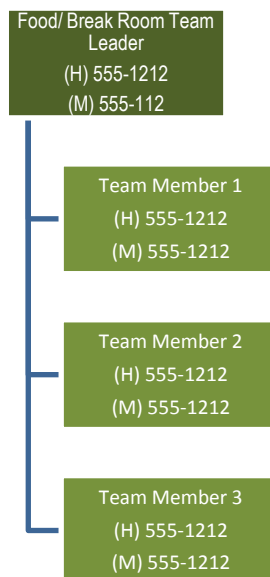
Tab 1: VRC Call-down Tree



Each supervisor will call his or her team leaders.



Call the next person in your chain. If you get voicemail or no answer, call the next person on the list, and continue to call the missing person. The last person on the list will call the team leader to close the loop. The team leader will call the supervisor to let him or her know the team has been notified.



Tab 2: VRC Stand-up Call Agenda

1. Situation Assessment
 - a. **Volunteer Reception Centers.** Is there a need to open VRC's to better coordinate these volunteer efforts?
 - b. **The status of processing.** The numbers of spontaneous volunteers processed through the local VRC's, the numbers of spontaneous volunteers assigned to a requesting agency, the amount and type of donations received, current/projected donation status on AidMatrix, etc.)
 - c. **Capacity to share spontaneous volunteers and unsolicited donations across the region.** Does your county need this additional resource support? Does your county have these resources they can share?
 - d. **Future projections or trends.** What kinds of calls are being received by 2-1-1 about volunteerism and donations? Is the State receiving resource requests that spontaneous volunteer support and/or unsolicited donations received can fill?
2. Review of MOUs and MOAs in place
3. Logistics Needs
 - a. Supplies and Equipment
 - b. Transportation needs/considerations
 - c. Staffing assignments
 - i. Assignment of Donations Coordinators from each jurisdiction
 - ii. Assignment of Volunteer Coordinators from each jurisdiction
4. Public Information
 - a. What is being said about the incident on local and national media outlets?
 - b. What information do we need to communicate to the public?

Tab 3: VRC Supplies and Equipment

1. Office supplies
 - a. Water-based markers
 - b. Dry-erase markers
 - c. Dry-erase board
 - d. Pens
 - e. Highlighters
 - f. Pencils
 - g. Copy paper
 - h. Newsprint paper and easel
 - i. 3x5 index cards and box
 - j. File folders
 - k. File folder labels
 - l. Hanging file folders
 - m. Clipboards
 - n. Stapler and staples
 - o. Tape (masking, clear, painters)
 - p. Name tags for staff
 - q. Self-adhesive notes
 - r. #10 envelopes
 - s. 3-ring binders
 - t. 3-hole punch
 - u. Scissors
 - v. Pencil sharpener
 - w. Paper clips
 - x. Permanent markers
 - y. Bulletin board
 - z. Extension cords/power-strips
2. Equipment
 - a. Laptop or desktop computer

- b. Printer
 - c. Copy machine
 - d. Clocks (battery operated)
 - e. Radio (battery operated)
 - f. Digital camera and batteries or recharging unit
 - g. Phone system
 - h. Flashlights and batteries
 - i. Cell phone
3. Other supplies
- a. Coffee urn and supplies
 - b. Ice chest, ice, and bottled water
 - c. Paper towels
 - d. Toilet paper
 - e. Maps
4. Signs
- a. Volunteer Reception Center
 - b. Entrance
 - c. Orientation
 - d. Administration
 - e. Public Information Officer
 - f. Registration
 - g. Interview and Assignment
 - h. Data and Agency Coordination
 - i. Risk Management
 - j. Safety Briefing/Training
 - k. ID Management and Credentialing
 - l. Health Services
 - m. Exit
 - n. Staff Only
 - o. Private
 - p. To Transportation
 - q. Directional Arrows

Tab 4: Forms Required for the Operation of the VRC

These forms are used on a regular basis in the VRC; samples of each form can be found on the following pages and may be modified and/or reproduced freely.

1. VRC Arrival Sign-In Form

<input checked="" type="checkbox"/>	Name	Time of Arrival	Purpose

2. Volunteer Instructions Checklist

☑	Instruction
	Application Area: Fill out registration forms and liability release form. After completion, wait for your name to be called by an interviewer.
	Interview Area: An interviewer will take your registration forms and discuss your skills and interests. You will be referred to an agency requesting assistance and receive a referral form. Take the referral form to the Data and Agency Coordination Station.
	Data and Agency Coordination Station: The worker will record and initial your referral form and attempt to contact the assigned agency so it knows to expect your arrival. Take the referral form to the Safety Briefing/Training Station.
	Safety Briefing/Training Station: You will receive information about safety, security, and transportation. Once complete, proceed to the Identification Management and Credentialing Station.
	Identification Management and Credentialing Station: You will receive a credential that will permit you access to assigned tasks/sites during your work activities on the specific dates written on your identification card. You will be directed to exit or proceed to the next station if your position requires additional training.
	Specific Job Training: Some assignments require extra job-specific training. You may receive that training here or at the agency to which you are assigned.
Thank You	

3. Disaster Volunteer Registration Form

(This form contains sample wording based on research and documentation. Prior to using this registration form, jurisdictions must have their legal counsel review it.)

Sample Disaster Volunteer Registration Form									
Mr.	Dr.	Mrs.	Ms.	First		MI	Last		
E-mail Address				Day Phone ()			Evening Phone ()		
Street Address (Home)					City		State	ZIP	
Occupation/Profession/Specialty						Employer			
Emergency Contact Name						Emergency Contact Relationship			
Emergency Contact Phone				Emergency Contact Alternate Phone					
Emergency Contact Address					City		State	ZIP	
Do you have any health issues?		Yes	No	If yes, please explain:					
List any disaster relief organizations you are or have been affiliated with, along with any disaster training you may have taken.									
Skills & Experience									
Medical: (Specify any Specialty)				Services					
Doctor				Food Service					
Nurse				Driving					
EMT				Clean-Up					
Paramedic				Child Care					
Mental Health				Social Work					
Veterinarian				Accounting					
Vet Tech				Elderly Care					
Other:				Other:					
Languages:				Equipment Operation:					
Spanish				Chain Saw					
Korean				Backhoe					
Russian				Forklift					
Chinese				Generator					
Vietnamese				Other:					
Cambodian									
Other:									
Office/Clerical									
Filing									
Reception									
Data Entry									
Software:									
Phone Center									

Sample Disaster Volunteer Registration Form P. 2

Liability Statement:

I, for myself and my heirs, executors, administrators and assigns, hereby release, indemnify and hold harmless *<insert coordinating agency, local government, State>* the organizers, sponsors and supervisors of all disaster preparedness, response and recovery activities from all liability for any and all risk of damage or bodily injury or death that may occur to me (including any injury caused by negligence), in connection with any volunteer disaster effort in which I participate. I likewise hold harmless from liability any person transporting me to or from any disaster activity. In addition, disaster relief officials have permission to utilize my photographs or video taken of me for publicity or training purposes. I will abide by all safety instructions and information provided to me during disaster relief efforts.

Further, I expressly agree that this release, waiver, and indemnity agreement is intended to be as broad and as inclusive as permitted by the State of _____, and that if any portion thereof is held invalid, it is agreed that the balance shall, notwithstanding, continue in full legal force and effect.

I have no known physical or mental condition that would impair my capability to participate fully, as intended or expected of me, except for what I have previously disclosed on the reverse of this page.

I have carefully read the foregoing release and indemnification and understand the contents thereof and sign this release as my own free act.

Signature	Date
-----------	------

Guardian, if under 18	Date
-----------------------	------

Volunteer's credentials were recorded as presented. Verification of credentials and background check is the responsibility of the receiving agency or Emergency Support Function.

This volunteer was referred to the following agencies:

Date	Need #	ESF or Agency	Contact Name	Contact #

NOTES:

Interviewer Name	Interviewer Signature	Date
------------------	-----------------------	------

4. Volunteer Liability Release Form

(This form contains sample wording based on research and documentation. Prior to using this registration form, jurisdictions must have their legal counsel review it.)

Sample Volunteer Liability Release Form

In consideration of my desire to serve as a volunteer in disaster relief efforts to be conducted by <insert agency> I hereby assume all responsibility for any and all risk of property damage or bodily injury that I may sustain while participating in any voluntary relief effort, disaster exercise or other activity of any nature, including the use of equipment and facilities of <insert agency>.

Further, I, for myself and my heirs, executors, administrators and assigns, hereby release waive and discharge <insert agency> and its officers, directors, employees, agents and volunteers of and from any and all claims which I or my heirs, administrators and assigns ever may have against any of the above for, on account of, by reason of or arising in connection with such volunteer relief efforts or my participation therein, and hereby waive all such claims, demands and causes of action.

Further, I expressly agree that this release, waiver and indemnity agreement is intended to be as broad and inclusive as permitted by the laws of the State of <insert State>, and that if any portion thereof is held invalid, it is agreed that the balance shall, not withstanding, continue in full legal force and effect.

I currently have no known physical or mental condition that would impair my capability for full participation as intended or expected of me.

Further, I have carefully read the foregoing release and indemnification and understand the contents thereof and sign this release as my own free act.

Signature	Date
Print Name	

5. Request for Volunteers

Request for Volunteers			
Request #	Today's Date	Start Date	End Date
Volunteer Position Title			
Agency Name		Agency Contact	
Agency Address		Agency Phone & Ext.	
Volunteer Position Duties			
Volunteers must physically be able to:			
Number of Volunteers Needed		Dates/Hours Needed	
Minimum Age Required for This Position			
Job Skill #	Description	Job Skill #	Description
Follow-up Contacts with Requesting Agency/Clarification of Need			
Date	Comments		
Volunteers Referred			
Date	Name	Date	Name
Date Request Closed			
<input type="checkbox"/> Completed	<input type="checkbox"/> No Placements Possible	<input type="checkbox"/> No Longer Needed	

6. Disaster Volunteer Referral

Disaster Volunteer Referral	
Name	Date
Referred to (agency/ESF)	Need #
Agency Contact Name	Agency Contact Phone
Agency Address	
Directions to Agency or Worksite	
Volunteer Position Title and Description of Duties	
Volunteers must physically be able to:	
Dates/Hours Needed	
Note: Verification of volunteer's credentials and background check is the responsibility of the (<u>Responsible Organization/Agency</u>)	
VRC Staff Initials	

7. Safety Training Attendance Record

Safety Training Attendance Record			
Print Name	Signature	Date	Time

Name of Trainer	Signature of Trainer
-----------------	----------------------

8. Worksite Sign-In/Sign-Out Record

Worksite Sign-In/Sign-Out Record						
Event:			Location:			
Site:			Date:			
Site Supervisor:			Phone:			
Please read before signing: I have received safety instructions for working at this site and agree to follow the safety procedures and the directions of the site supervisor.						
Volunteer's Name	Time In	Time Out	Time In	Time Out	Total Hours	Type of Work
Please use a new form every day.						

9. VRC Employee Sign-In/Sign-Out Record

VRC Employee Sign-In/Sign-Out Record							
Event:				Location:			
Site:				Date:			
Site Supervisor:				Phone:			
Employee's Name	Time In	Time Out	Time In	Time Out	Regular Hours	OT Hours	Total Hours

Please use a new form every day.

10. VRC Volunteer Sign-In/Sign-Out Record

VRC Volunteer Sign-In/Sign-Out Record						
Event:			Location:			
Site:			Date:			
Site Supervisor:			Phone:			
Please read before signing: I have received safety instructions for working at this site and agree to follow the safety procedures and the directions of the site supervisor.						
Volunteer's Name	Time In	Time Out	Time In	Time Out	Total Hours	Type of Work

Please use a new form every day.

11. VRC Expense Record

VRC Expense Record					
Event:			Date:		
Please save all receipts, place them in an envelope with this form and turn in to the VRC Finance/Admin Supervisor.					
Date	Item	Price	Quantity	Total	Authorized by

12. EMD-024 Emergency Worker Registration Card (*Optional*)


EMERGENCY WORKER REGISTRATION CARD								
Jurisdiction:			Issue Date:	Registration Number:				
Name (Last):		(First):	(Middle):	Social Security Number:				
Address 1:			PHOTOGRAPH					
Address 2:								
City:		State:				Zip Code:		
Driver's License No.:	Date of Birth:	Blood Type:				Sex (M-F):		
Height:	Weight:	Color Eyes:				Color Hair:		
Physical Disabilities (if any):								
Home Telephone:		Work Telephone:						
I certify that the information on this card is true and correct to my best knowledge and belief.						- In Case of Emergency - Please Notify:		
Emergency Worker Signature:						Date of Signature:	Name:	
Emergency Worker Assignment (WAC-118-04-110):						Telephone Number with Area Code:		
Authorizing Signature:		Local Jurisdiction:	Date of Signature:	Relation to Emergency Worker:				

Emd-024 (7/00) (FRONT)


EMERGENCY WORKER TRAINING RECORD		
COURSE	HOURS	DATE COMPLETED
ADDITIONAL INFORMATION - REMARKS:		

Emd-024 (7/00) (BACK)


13. EMD-025 Emergency Worker Identification Card (*Optional*)

		STATE OF WASHINGTON EMERGENCY WORKER IDENTIFICATION CARD	
Name: _____			
is a registered Emergency Worker of:			
Department: _____			
Authorizing Signature: _____			
Date Issued: _____	Date Expired: _____	Card No.: _____	
<small>EMD-025 (7/06) (Front)</small>			


Photograph or Right Index Fingerprint	Birthdate: _____	
	Weight: _____	Height: _____
	Color Hair: _____	Color Eyes: _____
Emergency Worker Assignment (WAC 118-04): _____		
Bearer's Signature: _____		
<small>EMD-025 (7/06) (Back)</small>		

		STATE OF WASHINGTON EMERGENCY WORKER IDENTIFICATION CARD	
Name: _____			
is a registered Emergency Worker of:			
Department: _____			
Authorizing Signature: _____			
Date Issued: _____	Date Expired: _____	Card No.: _____	
<small>EMD-025 (7/06) (Front)</small>			

Photograph or Right Index Fingerprint	Birthdate: _____	
	Weight: _____	Height: _____
	Color Hair: _____	Color Eyes: _____
Emergency Worker Assignment (WAC 118-04): _____		
Bearer's Signature: _____		
<small>EMD-025 (7/06) (Back)</small>		

		STATE OF WASHINGTON EMERGENCY WORKER IDENTIFICATION CARD	
Name: _____			
is a registered Emergency Worker of:			
Department: _____			
Authorizing Signature: _____			
Date Issued: _____	Date Expired: _____	Card No.: _____	
<small>EMD-025 (7/06) (Front)</small>			

Photograph or Right Index Fingerprint	Birthdate: _____	
	Weight: _____	Height: _____
	Color Hair: _____	Color Eyes: _____
Emergency Worker Assignment (WAC 118-04): _____		
Bearer's Signature: _____		
<small>EMD-025 (7/06) (Back)</small>		

		STATE OF WASHINGTON EMERGENCY WORKER IDENTIFICATION CARD	
Name: _____			
is a registered Emergency Worker of:			
Department: _____			
Authorizing Signature: _____			
Date Issued: _____	Date Expired: _____	Card No.: _____	
<small>EMD-025 (7/06) (Front)</small>			

Photograph or Right Index Fingerprint	Birthdate: _____	
	Weight: _____	Height: _____
	Color Hair: _____	Color Eyes: _____
Emergency Worker Assignment (WAC 118-04): _____		
Bearer's Signature: _____		
<small>EMD-025 (7/06) (Back)</small>		

14. EMD-078 Emergency Worker Daily Activity Report (*Optional*)

STATE OF WASHINGTON EMERGENCY WORKER DAILY ACTIVITY REPORT										
County in which mission/incident took place:					Mission/Incident Number:					
Mission/Incident Name:				Date From:		Date To:				
Unit Name:										
Unit Address:										
EMERGENCY WORKER NAME	CARD No.	ASSIGNMENT OR TEAM	DATE		DATE		DATE		TOTAL HOURS	ROUND TRIP MILES (DRIVER)
			IN	*OUT	IN	*OUT	IN	*OUT		
1.										
2.										
3.										
4.										
5.										
6.										
7.										
8.										
9.										
10.										
11.										
12.										
13.										
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17.										
18.										
19.										
20.										
21.										
22.										
23.										
24.										
25.										
26.										
27.										
28.										
29.										
30.										
* The time a person could reasonably have expected to reach home without stopping enroute.										
TOTAL PERSONNEL:					TOTAL HOURS:			TOTAL MILEAGE:		
THIS FORM MUST BE SIGNED BY LOCAL EMERGENCY MANAGEMENT DIRECTOR/COORDINATOR OR SHERIFF'S DEPUTY.										
<i>By my signature below, I certify that these persons did participate in this mission/incident:</i>										
Print Name and Title								Signature		
EMD - 078 (02/00)										

Tab 5: Safety Training

(Below are general points to incorporate in the VRC safety training. You must ensure it is edited to meet the specific needs of the incident.)

1. If you will be working outside, dress for the weather. Boots may be helpful, as debris on the ground can be sharp and dangerous.
2. Bring work gloves, sunscreen, mosquito repellent, a hat, and any appropriate tools you have. You are responsible for your tools.
3. Water may be available at your worksite, but you are encouraged to bring a personal water container. It is important to drink plenty of water while you work.
4. While working, you will have a higher than normal exposure to bacteria. When you take a break, wash thoroughly, and use hand sanitizer regularly.
5. The work you will be doing may cause you stress, anxiety, fear, or other strong emotions. You are providing a valuable service by volunteering today.
6. Older children may help with the disaster recovery work in some areas, but parents must sign a release of liability for each child under the age of 18. It is recommended that children remain in school if it is open. Older children can participate with parents on weekends.
7. Should you be injured or become ill while working, notify your supervisor immediately. Both the VRC and the EOC will need to be notified.

(Include information about liability and injuries based on local laws. Include information regarding initiating a claim through the local DEM.)

8. Attend any debriefing activity at the end of your shift.
9. Follow all instructions given to you by your supervisor.

Tab 6: VRC Position Tasks

(These roles and tasks are a sample listing. Jurisdictions should determine which are applicable and relevant to their operations, considering the tasks that must be completed with the staff available.)

A. VRC Director

1. Ensure the facility has been inspected with the facility owner, Safety Officer, and Logistics Supervisor before taking control of the facility
2. Oversee the operation of the VRC
3. Designate entrance and exit
4. Ensure VRC is set up for the most efficient flow of volunteers and information
5. Ensure VRC staff and volunteers are assigned and tasked and are clearly briefed on their roles and responsibilities, including confidentiality of information
6. Monitor VRC operations, and make staffing changes as necessary
7. Ensure all records are maintained and reports are completed and turned in at designated times
8. Ensure all time and financial records are submitted to the appropriate authority when required
9. Ensure all staff and volunteers are thanked for their work and that daily sign-in/sign-out forms are used by all staff and volunteers
10. Ensure all VRC staff and volunteers are briefed daily on the day's goals and objectives and any changes to policies and procedures

B. Safety Officer

1. Perform a walk-through of the facility with the facility owner, Logistics Supervisor, and VRC Director before taking possession of the facility
2. Ensure the VRC is a safe environment in which to work
3. Identify any potential safety issues, and report or fix as appropriate
4. Report to the Operation Safety Officer
5. Coordinate responsibilities with the VRC Director

C. Public Information Officer

1. Coordinate with all media that show up at the VRC
 2. Ensure releases of information are filled out before any interviews
 3. Coordinate with the VRC Director and the JIC to ensure consistent messaging
 4. Prepare news releases on the types of volunteers needed and not needed
- D. VRC Operations Supervisor
1. Report to the VRC Director
 2. Supervise and manage the VRC Operations Section activities, including:
 - a. Greeter Team
 - b. Training Team
 - c. Physical/Mental Health Team
 - d. Registration, Interview, and Assignment Team
 - e. Database/Agency Team
 - f. ID/Credential Team
 - g. Phone Bank Team
 3. Ensure staff and volunteers have signed in and out appropriately
 4. Ensure daily reports are submitted to the VRC Director
 5. Ensure span-of-control is maintained in all teams
- E. Greeter Team Leader
1. Ensure team members work in pairs for safety and understand their roles and responsibilities
 2. Ensure team members take appropriate breaks
 3. Ensure volunteers are greeted and oriented appropriately
 4. Ensure media is referred to the PIO
 5. Ensure survivors are referred to the appropriate organization or location for assistance
 6. Ensure volunteers who are waiting are not already affiliated with an active response organization, understand the wait, are comfortable, and are offered something to drink

F. Training Team Leader

1. Ensure all volunteers receive a thorough, focused safety training regarding what to expect at their jobsite
2. Ensure all volunteers completing training have signed the attendance form
3. Ensure volunteers are encouraged to attend debriefings and tend to mental health needs
4. Ensure questions are answered; if any questions remain unanswered, ensure the answer is found and delivered to the requestor.
5. Ensure a copy of the safety briefing is attached to the Safety Training Attendance Record for each class; file attendance records appropriately and turn them all in to the Operations Supervisor at the end of each day

G. Physical/Mental Health Team Leader

1. Ensure first aid supplies and qualified staff are available to handle common incidents that may occur
2. Ensure a mechanism is in place to handle any emergent medical issue that may arise
3. Ensure mental health professionals are available to monitor for any signs of stress for the staff or incoming volunteers

H. Registration, Interview, and Assignment Team Leader

1. Ensure interviewers have been trained and understand their roles and responsibilities
2. Ensure interviewers are as thorough and efficient as possible
3. Ensure interviewers are aware of the volunteer opportunities currently available and any changes that may be made to those position opportunities
4. Ensure interviewers verify the completeness and accuracy of the Disaster Volunteer Registration Form and use the notes section of the form to record additional pertinent information
5. Ensure Disaster Volunteer Registration Forms are filed appropriately in a safe, secure location that maintains privacy
6. Ensure interviewers completely fill out Disaster Volunteer Referral forms

I. Database/Agency Team Leader

1. Ensure Disaster Volunteer Referral form and Request for Volunteers form are matched and filed
 2. Ensure contact is made with the requesting agency to inform it of the impending volunteer
 3. Ensure the Open Job Opportunities board is updated regularly with new opportunities and that filled opportunities are removed
 4. Ensure confidentiality of volunteers
- J. ID/Credential Team Leader
1. Ensure a picture ID card is created for each volunteer
 2. Ensure the dates and location of the volunteer's work assignment are clearly marked on the ID card
 3. Ensure the volunteers understand they are permitted in the identified location only during the dates on their ID cards
- K. Phone Bank Team Leader
1. Ensure Request for Volunteers forms are completely filled out with as much detail as possible when an agency requests volunteers
 2. Ensure Request for Volunteers forms are given to the Database/Agency Team Leader to be included on the Open Job Opportunities board
 3. Ensure volunteers who call are treated with respect and receive accurate information regarding registering to volunteer
- L. VRC Logistics Supervisor
1. Ensure the Logistics Team has been trained and understands its roles and responsibilities
 2. Ensure any expenses incurred are accurately recorded and reported to the Finance/Administration Supervisor
 3. Ensure the facility has been inspected with the facility owner, the Safety Officer, and the VRC Director before taking control of the facility
 4. Ensure the facility is clean and well-maintained
 5. Ensure supplies are monitored and refilled before they run out
 6. Ensure the facility is set up according to the direction of the VRC Director

7. Ensure the facility is inspected with the facility owner and the VRC Director after the facility is closed down
8. Ensure all supplies are replenished and stored appropriately after the VRC demobilizes
9. In coordination with the VRC Director, ensure security is provided at the VRC during all times staff are onsite

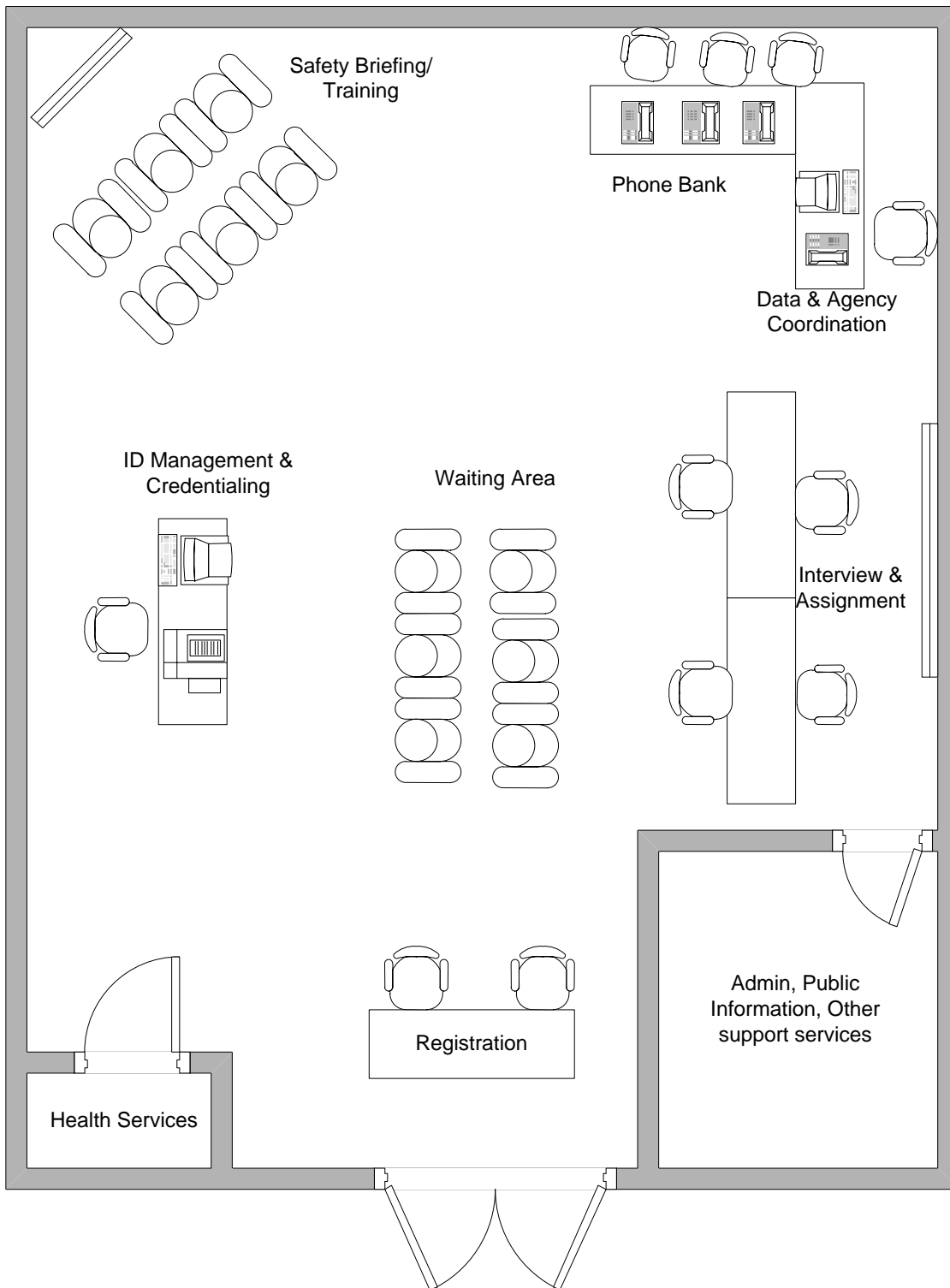
M. Food/Break Room Team Leader

1. Ensure the break room for the VRC staff is set up in a place away from the work area
2. Ensure the break room is kept clean and stocked
3. Ensure coffee, water, and snacks are stocked for volunteers and the volunteer snack area is clean

N. Facilities Team Leader

1. Ensure the facility is set up appropriately
2. Ensure the facility is maintained and cleaned
3. Ensure any issues that arise with the facility, such as Heating, Ventilation, and Air Conditioning (HVAC) system issues, are brought to the attention of the VRC Logistics Supervisor and handled appropriately
4. Ensure the facility is opened at the beginning of the day and locked at the end of the day

Tab 7: Sample VRC Floor Plan



APPENDIX 4: DONATIONS MANAGEMENT LOCAL TEMPLATE

Please note that this template contains sample language that can be discarded or used in part or completely at the decision of the jurisdiction. Items in regular text are the sample language. **Bold** text is guidance information and regular text is sample language. All underlined text must be replaced with jurisdiction-specific input.

I. Purpose, Scope, Situation Overview, and Planning Assumptions

A. Purpose

(This section of the Appendix should contain a general statement of the Appendix's purpose. The following is sample language.)

The purpose of this Appendix is to develop a plan for the management of donations. In the wake of a disaster, there will be a surge of various donations and monetary funds. Accounting for these, as well as how they are stored, who will receive them, and properly tracking them is a multifaceted issue.

B. Scope

(This statement describes the departments and agencies this Appendix applies to and the general operating parameters. The following is sample language.)

This Appendix applies to all departments and agencies of local, state, tribal and territorial entities along with the private sector, voluntary and volunteer organizations, and citizens responding within (Name of Jurisdiction) to a disaster or emergency situation.

C. Situation Overview

(The situation section characterizes the planning environment and should make clear why this Appendix is necessary. The following is sample language.)

1. Disaster conditions resulting from natural phenomena or from technological threats, or a combination of any of those hazards, could result in the need for volunteers to assist the sorting and distribution of unsolicited donations.
2. When confronted with a disaster situation, many individuals may want to donate money, goods, or services to assist the survivors or participate in the recovery process. Unsolicited donations could be sizable, and significant management challenges could be faced in receiving, storing, securing, sorting, transporting, accounting for, and distributing the donations to the disaster survivors.
3. The (Name of Jurisdiction) does not wish to operate a system to collect, process, and distribute donations to disaster survivors. This system is best operated by community-based organizations (CBOs) and other voluntary organizations/agencies with programs for disaster relief and services that have successfully handled donations in the past. \

4. While donations to CBOs and other voluntary agencies are the desired method, some individuals may attempt to donate to (Name of Jurisdiction). In these cases a formal system for the collection, processing, and distribution of donated goods to disaster survivors must be developed.
5. Donors outside the local area should be encouraged to work through recognized community, state, or national social service organizations in (Name of Community) in which they live. These organizations are capable of receiving donations in areas across the state or nation and then earmarking assistance for a particular disaster.
6. Donations of cash to disaster relief organizations should be encouraged for disaster relief to allow those organizations to provide assistance and services to disaster survivors. Cash donations also reduce the tasks of transporting, sorting, and distributing donated goods (which often costs the organizations more than the value of the items donated) and provides an economic impetus to the affected community as those assisted purchase their needed items within their affected community. Therefore, cash is generally the preferred donation for disaster relief.

D. Planning Assumptions

(General assumptions that the Appendix is based on. The following is sample language.)

1. All departments and agencies of the jurisdiction involved in the management of donations may be expected to perform additional duties and responsibilities during disaster and emergency situations.
2. Should a major emergency or disaster occur, donations may be given and delivered to the county whether or not they are requested. In large quantities, such donations may overwhelm the capability of the jurisdiction to handle and distribute them.
3. In a catastrophic disaster affecting the jurisdiction, local government and local voluntary organizations may seek support from local emergency management entities in order to cope with an extraordinary flow of donations.
4. Donated goods may be offered to local organizations or simply delivered to local government.
5. Many individuals donate goods that are not needed by disaster survivors or offer services that are not needed in the recovery process. Receiving and sorting unneeded goods wastes valuable resources; disposing of large quantities of unneeded goods can be a lengthy and very costly process.

6. In some cases, the amount of donations received by a community may relate more to the media attention the emergency situation receives than the magnitude of the disaster or the number of survivors.
7. The problem of unneeded donations can be reduced, but not eliminated, by developing and maintaining a current list of disaster needs, screening donation offers, and providing information to potential donors through the media on current needs and those items and services that are not required.
8. Most personal donations are given little expectation of return other than the personal satisfaction of giving and perhaps some acknowledgment of thanks. However, some donations may be unusable, have “strings attached,” or not really be donations at all. They may:
 - a. Be given with an expectation of some sort of repayment or inappropriate publicity,
 - b. Be items that are out-of-date (such as expired foodstuffs or pharmaceuticals), unusable (broken furniture; dirty or torn clothing) or unsuitable (food that requires refrigeration, winter coats in August).
 - c. Be volunteer services that do not meet the announced or advertised expectations or capabilities; skilled trades that are not properly licensed or certified or eligible for license or certification acceptance in the affected community.
 - d. Be offered at a “discount” to disaster survivors, with any real savings being minimal or nonexistent.
 - e. Be offered in limited quantity as a deception to simply show an “association” with government or disaster relief as a basis for future advertising or publicity.
9. Donated goods may arrive in the local area without warning, day or night. Delivery drivers will want to know where they should deliver their load and who will unload it. They typically want their cargo off-loaded quickly so that they can minimize down-time.
10. Many unsolicited donations arrive unsorted and with minimal packaging and markings. Donations may be packed in boxes, crates, barrels, or garbage bags; some items may be in bins or on pallets. When such goods are received, they must typically be sorted, repackaged, and labeled, temporarily stored, and then transported to distribution points to be picked up by disaster survivors.
11. Donors may want to:
 - a. Know what is needed in the local area—cash, goods, or services.
 - b. Know how they should transport their donation to the local area, or if there is someone who can transport it for them.

- c. Start a “drive for donations” to help disaster survivors, but have no knowledge of what to do and how to do it.
 - d. Have their donation received by a local official and/or receive a letter of appreciation or public recognition.
 - e. Want to be fed and provided with lodging if they are providing volunteer services.
12. Disaster survivors may:
- a. Desire immediate access to donations before they are sorted and ready to be disseminated at appropriate distribution points.
 - b. Believe that the donations have not been or are not being distributed fairly if they do not have information on the process of distributing donations.

II. Concept of Operations

(The audience for the Appendix needs to picture the sequence and scope of the planned emergency response. The concept of operations section explains the jurisdiction’s overall approach to an emergency situation, i.e., what should happen, when, and at whose direction. Topics should include: division of responsibilities; activation of the Appendix; “action levels” and their implications; general sequence of actions before, during, and after the emergency situation; who requests aid and under what conditions; and who is responsible for coordination of the system’s response with the State and Federal governments in accordance with State plans, as well as the National Response Framework [NRF]. The concept of operations will touch on matters such as direction and control, alerts and warnings, and continuity of operations that may be dealt with more fully in other sections or appendices.)

A. General

(In this section the general layout of emergency operations should be given. The following is sample language.)

- 1. The management of their volunteers and donations they have accepted are the responsibility of the established organizations who deal with them on a regular basis. As unaffiliated volunteers and unsolicited donations overwhelm the system assistance is requested from the next level of government.
- 2. This Appendix defines the actions and roles necessary to provide a coordinated response by departments and agencies of the jurisdiction.
- 3. The Appendix may be activated when deemed appropriate to support requests from the State/County Emergency Operations Center (EOC).
- 4. The Appendix may be activated when determined by the Incident Commander or Area Command.

5. The Appendix may be activated when deemed appropriate to respond to potential or actual emergency or disaster situations that affect the jurisdiction but originate from outside sources.
6. Each department and agency within the jurisdiction with responsibilities in this Appendix will be contacted when the Appendix is activated.
7. Each department and agency with responsibilities in this Appendix will then communicate the activation of the Appendix to their personnel as needed to ensure effective response.
8. The appropriate EOC, once activated, will coordinate the response activities for their jurisdiction.
9. The National Incident Management System (NIMS) Incident Command System (ICS) will be used in all appropriate emergency and disaster situations.
10. The following section describes the basic flow of response to many emergency and disaster situations. A subset of these tasks may be appropriate for some situations. The steps and activities that follow constitute the General Response Framework. It is not required that the jurisdiction perform all the activities and steps that follow. The steps and activities not performed should be coordinated with (Name of Lead Agency) officials.

B. Reception

1. Donations will be received in a variety of ways:
 - a. Online
 - b. In person
 - c. Mail
 - d. Telephone
2. Each medium has its own strengths and weaknesses. Clearly delineating how each will operate is essential to an effective and efficient system.

C. Inventory and Storage

1. All donations need to be properly tracked and a live database maintained. This allows individuals to have a handle on what is available and how these resources can be leveraged effectively.
2. Further, storage for these resources must be properly planned for. Some food donations will need to be refrigerated. Keeping all donations secure and dry are high priorities.

D. Acknowledgement

This comes in a number of ways. Donors will likely want a receipt of some kind indicating their tax write-off amount. In addition, thank-you notes should be considered for individuals who have contributed significantly. That gesture could serve positively in the future for obtaining support again, though should not be assumed.

E. Distribution

The manner in which resources are sent out to the survivors should be carefully weighed. Resource priorities are important and also ensuring that the receipt of a donation will not cause more difficult than the benefit of the donation itself.

F. Demobilization

As a response begins to wind down, there needs to be decisions made about what will be doing with remaining resources and cash. If cash has been given with a specific earmark, notification may need to be made to the donor to account for a re-direction of the funds and their consent to this. Additionally, the remaining items will need to be distributed or disposed of and those costs and resource requirements will be considered.

III. Organization and Assignment of Responsibilities

(This section of the Appendix establishes the organization that will be relied on to respond to an emergency situation. It includes a listing by position and/or organization of what kinds of tasks are to be performed. When two or more units within an organization perform the same kind of task, one should be given primary responsibility and the other(s) should be given a supporting role. This listing of organizations may include organizations not under direct control of the jurisdiction, but they have defined responsibilities for responding to emergencies/disasters that might occur in the jurisdiction.)

A. General

B. (This section contains general statements concerning the organization and assignment of responsibilities. The following is sample language.)

The departments and agencies of the jurisdiction have emergency assignments in addition to their normal, day-to-day duties. The emergency assignments usually parallel or complement normal duties. The assignments of each department and agency are listed in the following section. Each department and agency is responsible for developing and maintaining its own emergency management procedures, along with the necessary training and education, which contain details of how they may carry out the emergency assignments in this plan.

1. Departments/agencies of government that provide response personnel maintain Standard Operating Procedures, which include:
 - a. The specific emergency authorities to be assumed by a designated successor,
 - b. When these authorities would become effective, and
 - c. When the delegated authorities would be terminated.

- C. Organization
- D. (This section contains the details of the organizational structure during an emergency/disaster. The following is an example of what an organizational structure could look like.)
 - 1. Chief Elected Official
 - 2. Emergency Management Agencies
 - 3. Non-Profit Organizations
 - 4. Private Sector Partners
 - 5. Media
 - 6. Support Functions
- E. Assignment of Responsibilities
- F. (This section of the Appendix should assign responsibilities to each responsible agency and organization. The following is sample language.)
 - 1. The Chief Elected Official is responsible for:
 - a. Appointing a Local Area Volunteer Organizations Active in Disaster (Local VOAD) Liaison who is responsible for:
 - i. Supporting the Local VOAD.
 - ii. Recommending that organizations meeting the VOAD membership requirements consider joining their Local VOAD
 - iii. Identifying LAVOAD members.
 - iv. Coordinating the development of a Donations Program for the County and Standard Operating Guidelines for the donations management function.
 - v. Scheduling and coordinating regular meeting of the Donations Coordination Team to coordinate, update, and collaborate on the donations system and operational process before, during, and after a disaster.
 - vi. Determining which donations management functions should be activated before and after a disaster occurs.
 - vii. Identifying suitable candidates for managing the various donations management functions.
 - viii. Locating volunteers and appropriate agencies to work in the donations management functions.

- ix. Coordinating with the Office of Emergency Preparedness and the Public Information Office to for information about needed donations.
 - x. Coordinating with the Office of Emergency Preparedness and the Public Information Office to disseminate information to the community about available supplies and services, etc
 - xi. Coordinating with the Local VOAD members and other disaster organizations to determine the best method for handling and distributing large-volume or high-value donations received from the public or corporate entities.
 - xii. Determining when to terminate or consolidate donations management functions.
 - xiii. Ensuring that a donations management program that coordinates the efforts of the volunteer groups and local government is planned and ready for activation.
- b. Suggesting membership to the Local VOAD Steering Group, with the advice of the Local VOAD Liaison and local groups, who are responsible for:
- i. Developing and maintaining as a separately published document the Donations Management Operations Guide. In the pre-emergency phase, this Guide will contain general planning information with respect to facilities, equipment, staffing, and general operating guidance. When the donations management program is activated, the Guide will be updated with specific facility and equipment information, updated rosters, and detailed operating procedures; copies of the document will be provided to all key donations management program personnel. In the pre-emergency phase, the Guide shall include:
 - 1) Potential locations for the Volunteer Reception Center, Resource Staging Area, Phone Bank, Distribution Points, and the Local VOAD Station/Area.
 - 2) Equipment requirements for the facilities listed above.
 - 3) Supply requirements for the facilities listed above.
 - 4) Skeleton staff rosters for the facilities listed above.
 - 5) A list of organizations that could potentially provide volunteers to staff the facilities listed above.
 - ii. Assisting the Local VOAD Liaison or Donations Management Coordinator in developing a donations program for the County and in preparing Standard Operating Guidelines for the donations management function.

- iii. Meeting regularly to coordinate, update, and collaborate on the donations system and operational process before, during, and after a disaster.
- iv. Assisting the Local VOAD Coordinator in determining which donations management functions should be activated before and after a disaster occurs.
- v. Providing advice to the Local VOAD Coordinator on suitable candidates for managing the various donations management functions.
- vi. Assisting in locating volunteers to work in the donations management functions.
- vii. Assisting the Local VOAD Operations Office/Area in maintaining records on donations activities.
- viii. Providing information to donors regarding voluntary organization's operations and needs through the Donations Phone Bank.
- ix. Working together to determine the best method for handling and distributing large-volume or high-value donations received from the public or corporate entities.
- x. Helping the Local VOAD Liaison make decisions on when to terminate or consolidate donations management functions
- xi. Identifying, in conjunction with Local VOAD Coordinator, individuals for the following key donations management positions:
 - 1) Volunteer Coordinator who is responsible for:
 - a) Selecting a site for a Volunteer Reception Center and coordinate equipping and staffing the facility.
 - b) Developing operating guidelines for the operation of the Volunteer Reception Center.
 - c) Coordinating training of volunteers for operation of the Volunteer Reception Center.
 - d) Supervising Volunteer Reception Center operations.
 - 2) Resources Staging Area Manger who is responsible for:
 - a) Selecting a site for a Resource Staging Area (where materials, equipment, personnel, and donations are sent) and coordinate equipping and staffing the facility.
 - b) Developing operating guidelines for the operation of the Resource Staging Area.

- c) Coordinating training of volunteers for operation of the Resource Staging Area.
 - d) Supervising Resource Staging Area operations.
 - 3) Phone Bank Supervisor who is responsible for:
 - a) Selecting a site for a Phone Bank and coordinate equipping and staffing the facility.
 - b) Developing operating guidelines for operation of the Phone Bank.
 - c) Coordinating training of volunteers for the operations of the Phone Bank.
 - d) Supervising Phone Bank operations.
 - 4) Donations Financial Manager who is responsible for:
 - a) Directing donations to established organizations.
 - b) Establishing a Donations account for receiving monetary donations that are not given to established organizations.
 - c) Establishing specific wording for the “Pay to the Order of” line for all checks and other securities so that appropriate information can be provided to potential donors.
 - d) Ensuring that written disbursing procedures are prepared in close coordination with the Unmet Needs Committee so that account disbursing officials have a clear mandate on how to prepare assistance checks (i.e., when, how much, to whom, etc.).
- 2. Emergency Management Agencies:
 - a. Staff the EOC
 - b. Manage and coordinate resources
 - c. Coordinate the Volunteer and Donations Management Annex activities
 - d. Oversee Public alert/notification and emergency information
- 3. Volunteer, Voluntary Organizations and Community Based Agencies and:
 - a. Identify needed and unneeded donations, processes unsolicited offers
 - b. Provide comprehensive liaison
 - c. Manage the phone bank
 - d. Conduct donations intelligence and rumor control

- e. Coordinate field logistics, media releases, emergent organizations and spontaneous volunteers
- 4. Non-Profit Organizations
 - a. Establish the Volunteer and Donations Management Program
 - b. Determine support requirements
 - c. Recruit, select, assign, train and supervise volunteers
 - d. Provide knowledge of resources that can be brought to bear in an emergency
 - e. Provide list of shelters, feeding centers and distribution centers
 - f. Provide volunteers and donations management resources
- 5. Private Sector Partners
 - a. Provide own response plans
 - b. Provide specialized personnel and equipment resources needed in an emergency
- 6. Media
 - a. Provide electronic and print media support for donations management
- 7. Support Functions:
 - a. Initial support from local response organizations may be provided without a local disaster declaration. If the situation warrants, the Incident Commander or the local emergency management agency may request a local disaster be declared to support and supplement ongoing operations.
 - b. Initial support from State agencies may be provided without a State disaster declaration. If the situation warrants, (Name of Emergency Management Agency) Officials will request a State disaster be declared to support and supplement ongoing operations.

IV. Direction, Control, and Coordination

(In this section the emergency response command structure should be established. Once the response to an emergency situation or disaster begins there should be no confusion on who reports to whom. The following is sample language.)

A. Authority to Initiate Actions

The local non-profit and community-based organizations have the authority to implement this Appendix which is the official operations source for the jurisdiction pertaining to all emergency situations and disasters involving volunteer and donations management.

B. Command Responsibility for Specific Actions

1. The Local VOAD Steering Group, chaired by the LAVOAD Liaison will provide general guidance for donations management operations.
2. The Local VOAD Coordinator will manage the donations management program, supervise key donations management personnel, and coordinate the efforts of volunteer groups and local government.
3. The work of volunteers and paid government employees at a donations management facility will be directed by the supervisor of that facility.
4. Volunteers working as an integral part of a recognized volunteer group (i.e., Red Cross, Adventist Community Services, Salvation Army, etc.) will respond to direction from those organizations.
5. Each individual supervising a donations management function will select an appropriate assistant or designee to run the operation in his or her absence.
6. The Local VOAD Liaison will work out of and communicate from the Local VOAD Operations Station/Area, which will be located in the County Emergency Operations Center.
7. Each volunteer group assisting in the disaster will designate a specific individual with authority to accept task assignments and coordinate with the Local VOAD Coordinator.

V. Information Collection, Analysis, and Dissemination

(This section describes the required critical or essential information common to all operations identified during the planning process. In general terms, it identifies the type of information needed, where it is expected to come from, who analyzes and uses the information, how the information is shared, the format for providing the information, and any specific times the information is needed. The following is sample language.)

- A. Disaster information managed by the (Name of Jurisdiction) EOC will be coordinated through agency representatives located in the EOC. These representatives collect information from, analyze information with, and disseminate information to counterparts in the field. These representatives also disseminate and analyze information within the EOC that can be used to develop courses of action and manage emergency operations.
- B. Detailed procedures that identify the type of information needed, where it is expected to come from, who uses the information, how the information is shared, the format for providing the information, and specific times the information is needed are maintained at the (Name of Jurisdiction) EOC.

VI. Communications

(This section describes the communication protocols and coordination procedures between response organizations used during emergencies and disasters. It discusses the framework for delivering communications support and how the jurisdiction's communications integrate

into the regional or national disaster communications network. It does not describe communications hardware or specific procedures found in departmental SOPs. Separate interoperable communications plans should be identified and summarized. This section may be expanded as an annex and is usually supplemented by communications SOPs and field guides. The following is sample language.)

- A. Communication protocols and coordination procedures are described in detail in the (City/County/State) (Name of Communications Plan). Please refer to this plan for additional information.

VII. Administration, Finance, and Logistics

(This section covers the general support requirements and the availability of services and support for all types of emergencies, as well as general policies for managing resources. Mutual aid agreements should be referenced and authorities for and policy on augmenting staff through the reassignment of employees should be addressed. The section should provide the general policies on keeping financial records, reporting, tracking resource needs, tracking the source and use of resources, and acquiring ownership of resources. The following is sample language.)

- A. Agreements and Understandings

Should a jurisdiction's resources prove to be inadequate during emergency operations, requests may be made for assistance from other local jurisdictions and other agencies in accordance with existing or emergency negotiated mutual aid agreements and understandings. Such assistance may take the form of equipment, supplies, personnel, or other available capabilities. Duly authorized officials enter into all agreements and understandings. Copies of existing agreements are on file at the EOC.

- B. Authorities for, and policy on, augmenting staff by reassigning public employees and recruiting volunteers, along with relevant liability provisions.

- C. General policies on keeping financial records for donations and volunteer services, reporting, tracking resource needs, tracking the source and use of donated resources, acquiring ownership of donated resources, and compensating the owners of private property used by the jurisdiction.

- D. Reporting

During emergency operations, the Local VOAD Operations Station/Area will compile and provide a daily summary of significant donations management activities to the EOC for use in staff briefings and inclusion in periodic Situation Reports. If the EOC has been deactivated, a periodic summary of activities will be provided to local officials and the heads of volunteer organizations participating in the recovery process.

- E. Donations management facilities shall provide a daily report of their activities to the Local VOAD Operations Station/Area. Such reports will include the following information:

- 1. Phone Bank

- a. Number of calls by type (donation offer, vendor capabilities, requests for information, etc.)
 - b. Significant donations offered and their disposition.
 - c. Major issues or challenges.
2. Resource Staging Area
 - a. Number and type of bulk donations received (truckloads, pallets, etc.)
 - b. Significant donations and disposition
 - c. Goods delivered to distribution points (truckloads, pallets, and boxes)
 - d. Unneeded goods delivered to other agencies
 - e. Current hours of operation
 - f. Number of persons employed (volunteers and paid workers)
 - g. Major operational activities
 - h. Support activities (feeding, lodging, etc.)
 - i. Major issues or challenges
 - j. Unmet donation and volunteer needs
3. Distribution Points
 - a. Number of customers served
 - b. Hours of operation
 - c. Number of workers (volunteers and paid workers)
 - d. Major issues or challenges
4. Volunteer Reception Center
 - a. Hours of operation
 - b. Number of volunteers assigned to tasks
 - c. Number of workers within the facility
 - d. General types of jobs to which workers have been dispatched
 - e. Support activities (feeding, etc.)
 - f. Major issues or challenges
5. Financial Accounting
 - a. Cash received
 - b. Cash distributed
 - c. Major issues or challenges

F. Records

1. Activity logs – Each donations facility will maintain a log of major activities at that facility, location including activation and deactivation, arrivals and departure of staff, receipt of or return of major equipment, and the commitment of people, equipment, or materials to specific tasks.
2. The Local Steering Group shall appoint a Secretary to provide a written record of the policies formulated and activities undertaken at meetings of the Group. Those records shall be maintained by the LAVOAD Liaison.
3. The Unmet Needs Committee shall appoint a Secretary to maintain a written record of its actions. When the recovery process is completed, those records shall be turned over to the LAVOAD Coordinator for retention.
4. Documentation of costs – Expenses incurred in operating the donations management system are generally not recoverable. However, in the event state and/or federal reimbursement is considered, accurate records would need to be provided. Therefore, all government departments and agencies should maintain records of personnel and equipment used and supplies consumed during donations management operations.

G. Post-incident Review

1. The Local VOAD Liaison shall organize and conduct a review of the emergency operations in the aftermath of major emergency or disaster operations. The purpose of this review is to identify needed improvements in this plan, its procedures, its facilities, and its equipment

H. Training

1. The Local VOAD Liaison should attend training in donations management. Such training is offered by the State Office of Emergency Preparedness, the Federal Emergency Management Agency, and a number of volunteer groups.
2. Donations management facility supervisors are responsible for providing on-the-job training for individuals who will be working in the facility.

I. Exercises

1. Local drills, tabletop exercises, functional exercises, and full-scale exercises should periodically include a donation management scenario based on the anticipated hazards which could be faced by this jurisdiction.

VIII. Appendix Development and Maintenance

(The overall approach to planning, including the assignment of planning responsibilities, should be discussed in this section of the Appendix. Statements should focus on the planning process, participants in that process, and how development and revisions of different levels of the Appendix will be coordinated. Provisions should also be made for a regular cycle of testing, reviewing, and updating the Appendix.)

- A. The jurisdiction is responsible for developing and maintaining this annex.
- B. Individuals, departments, agencies, and volunteer organizations assigned responsibilities in this appendix and its appendices are responsible for developing and maintaining appropriate standard operating procedures or guidelines (SOPs or SOGs) to carry out those responsibilities.
- C. Responsible officials of jurisdiction should recommend changes at any time and provide information periodically as to changes of personnel and available resources. The jurisdiction in collaboration with other response agencies will conduct an annual review and revise as necessary. Revisions will be forwarded to those on the distribution list.
- D. This Plan should be activated at least once a year in the form of a simulated emergency, regardless of actual events, in order to provide practical controlled operations experience to those who have response responsibilities.
- E. An After-Action Review (AAR) will be conducted as deemed necessary following exercises and actual events. The effectiveness of this plan and any recommended changes should be part of the AAR process.


IX. Authorities and References

(This Section of the Appendix should indicate the legal basis for emergency operations and activities. Laws statutes, ordinances, executive orders, regulations, and formal agreements relevant to emergencies should be listed. Some of the Federal authorities are listed below for your reference. State and local authorities should be researched and placed in this plan.)

- A. Legal Authorities
 - 1. Federal
 - a. The Homeland Security Act of 2002, Pub. Law 107-296, as amended.
 - b. The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended.
 - c. Homeland Security Presidential Directive 5 (HSPD-5).
 - d. The Defense Production Act of 1950, codified as amended by the Defense Production Act Reauthorization of 2003, Pub. Law 108-195.
 - e. Title III of SARA, Public Law 99-499, October 17, 1986

- f. Federal Emergency Management Agency, Donations Management Guidance Manual, February 1995
 - g. Federal Emergency Management Agency, Donations Management Workshop (Student Manual), October 1997
 - h. Federal Emergency Management Agency, Donations Management Workshop (Toolbox), October 1997
2. State
- a. Emergency Management Personnel Immunity
 - b. Volunteer Immunity
 - c. Good Samaritan Law
 - d. State Employee Immunity
 - e. State Board of Health Rules and Regulations
3. Local
- a. (City/County) Emergency Operations Plan
 - b. Title 14 of the City Code of Ordinances
4. Volunteer, Quasi-Governmental
- a. Act 58-4-1905 American National Red Cross Statement of Understanding, 12/30/85.
 - b. Mennonite Disaster Services—Agreement with FDAA 194.
 - c. Salvation Army Charter—May 12, 1974.
- B. References
- 1. Comprehensive Preparedness Guide (CPG) 101: Developing and Maintaining State, Territorial, Tribal, and Local Government Emergency Plans, Federal Emergency Management Agency, March 2009.
 - 2. National Incident Management System, Department of Homeland Security, December 2008.
 - 3. National Response Framework, Federal Emergency Management Agency, January 2008.
 - 4. National Response Framework, Volunteer and Donations Management Support Annex, Federal Emergency Management Agency, January 2008.

APPENDIX 5: FEMA DISASTER ASSISTANCE POLICY (DAP 9525.2) TITLE: DONATED GOODS



DAP 9525.2

FEMA

DISASTER ASSISTANCE POLICY

I. TITLE: Donated Resources

II. DATE: April 9, 2007

III. PURPOSE:

Establish the criteria by which applicants will be credited for volunteer labor, donated equipment, and donated materials used in the performance of eligible emergency work – Categories A and B.

IV. SCOPE AND AUDIENCE:

This policy is applicable to all major disasters and emergencies declared on or after the publication date of this policy. It is intended for Federal Emergency Management Agency (FEMA) personnel involved in making eligibility determinations under the Public Assistance (PA) Program.

V. AUTHORITY:

Sections 403(a) and 502 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act), 42 U.S.C. 5121 – 5206, as amended, and Title 44 Code of Federal Regulations (CFR) §13.24, and OMB Circular A-87.

VI. BACKGROUND:

In some disasters, individuals and organizations donate volunteer labor, equipment, and material. The Federal government is not required to credit the value of "in-kind" contributions toward cost share arrangements. However, FEMA has determined that the value of "in-kind" contributions by third parties may be credited toward the calculation of the non-Federal share for eligible emergency work following declared disasters.

VII. POLICY:

Donated resources used on eligible work that is essential to meeting immediate threats to life and property resulting from a major disaster may be credited toward the non-Federal share of grant costs under the PA program. Donated resources may include volunteer labor, donated equipment and donated materials.

Page 1 of 4

APPENDIX 6: PLANNING CONSIDERATIONS FOR HIGH RISK INDIVIDUALS IN THE PUGET SOUND REGION



Planning Considerations for High Risk Individuals in the Puget Sound Region

April 20, 2010

APPENDIX 7: LOCAL VOLUNTEER AND DONATIONS MANAGEMENT COMMUNITY BUILDING QUESTIONNAIRE

This questionnaire is intended to assist the locally appointed lead agency for spontaneous volunteer and unsolicited donations management with learning more about the voluntary organizations in its jurisdiction so that it can build and/or enhance its local volunteer network.

Question	Responses
Basic Information	
Name of Voluntary Organization	
What services does your organization provide?	
What other organizations do you typically work with?	
Do you belong to any organizations/councils/etc?	Yes <input type="checkbox"/> No <input type="checkbox"/>
If yes, what is the name of organization?	
Is your organization part of a National Affiliation?	Yes <input type="checkbox"/> No <input type="checkbox"/>
If yes, what is the name of the National Affiliation?	
Does your organization require a written agreement to participate in disaster response or recovery?	Yes <input type="checkbox"/> No <input type="checkbox"/>
If assistance is requested, how quickly can your organization respond?	
Volunteer Information	
Does your organization use Volunteers?	Yes <input type="checkbox"/> No <input type="checkbox"/>
What are the specialized skills of your organizations Volunteers?	
What are the requirements to be a Volunteer?	
Do you background check your Volunteers?	Yes <input type="checkbox"/> No <input type="checkbox"/>

Question	Responses
If yes, what type of background check?	
Does your organization accept Spontaneous Volunteers?	Yes <input type="checkbox"/> No <input type="checkbox"/>
If yes, what are your requirements to use Spontaneous Volunteers?	
What types of tasks do you allow Spontaneous Volunteers to do for your organization?	
Donations Information	
Do you accept material donations?	Yes <input type="checkbox"/> No <input type="checkbox"/>
If yes, what types of material donations do you accept?	
Do you distribute material donations?	
Does your organization manage material donations warehouses?	Yes <input type="checkbox"/> No <input type="checkbox"/>
If yes, where are they located?	
If no, does someone else do this for your organization?	
Does your organization accept cash donations?	Yes <input type="checkbox"/> No <input type="checkbox"/>
If yes, does your organization distribute cash donations?	Yes <input type="checkbox"/> No <input type="checkbox"/>
If yes, what is your method for distribution?	
Contact Information	
Contact Name	
Contact Phone Number	
Contact Email	
24 hour Contact Info	
Alternate Contact Info (i.e. Twitter)	

APPENDIX 8: ACRONYM LIST

CEMP	Comprehensive Emergency Management Plan
DEM	Department/Division of Emergency Management
EOC	Emergency Operations Center
ESF	Emergency Support Function
FEMA	Federal Emergency Management Agency
HSPD	Homeland Security Presidential Directive
ICS	Incident Command System
JIC	Joint Information Center
JIS	Joint Information System
NDMS	National Donations Management System
NIMS	National Incident Management System
NRF	National Response Framework
PIO	Public Information Officer
RCPCP	Regional Catastrophic Preparedness Grant Program
SOG	Standard Operating Guideline
SOP	Standard Operating Procedure
VRC	Volunteer Reception Center
WA	Washington