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INTRODUCTION

Purpose

This Spontaneous Volunteer Management Plan establishes an organizational structure and process by which the Campbell County Operational Area, in partnership with the Center for Volunteer and Non-Profit Leadership (CVNL) of Campbell can access and manage spontaneous volunteer and service program resources for community-wide disaster response, relief and recovery efforts. When managed appropriately, spontaneous volunteers and service programs provide valuable and cost-effective resources to the community.

Goals

The goals of this Plan are:

- To augment, as a supporting plan, the Campbell County Emergency Operations Plan (EOP)
- To enhance resources available to the jurisdiction and the community-at-large for disaster response and recovery through the involvement of spontaneous volunteers and locally-based service programs
- To establish a means by which volunteers and service program members can contribute their time and talents following a disaster
- To encourage partnerships among governmental agencies and non-governmental organizations for the most effective community-wide approach to disaster volunteer coordination
- To ensure that implementation of the Spontaneous Volunteer Management Plan is in accordance with principles and practices as described in the Kentucky State Emergency Plan and local jurisdiction emergency plans

Scope

This Plan is designed for use by the Office of Emergency Management of the Campbell County Operational Area during the response and recovery phases of emergency management for all hazards. The County of Campbell and/or the incorporated cities take responsibility for implementing this Plan and will share responsibility with CVNL or other non-governmental organizations (NGOs) as appropriate. This Plan focuses on the mobilization, coordination and referral of spontaneous volunteers and service programs only and does not address other related issues, such as the recruitment and management of affiliated volunteers.

Under the Emergency Management System (EMS), the Operational Area is an intermediate level of the state's emergency services organization which encompasses the county and all political subdivisions located within the county's geographic borders. The Operational Area manages and/or coordinates information, resources, and priorities among local governments within the operational area, and serves as the coordination and communication link between the local government level and the regional level.

Definitions

- *Volunteer.* Someone who willingly provides his/her services without receiving financial compensation.
- *Spontaneous Volunteer.* An individual who comes forward following a disaster to assist a governmental agency or NGO with disaster-related activities during the response or recovery phase without pay or other consideration. By definition, spontaneous volunteers are not initially affiliated with a response or relief agency or pre-registered with an accredited disaster council. However, they may possess training, skills and

experience that can be useful in the relief effort. Spontaneous volunteers may also be referred to as unaffiliated, spontaneous unaffiliated and convergent volunteers.

- *Affiliated Volunteer.* An individual who is affiliated with either a governmental agency or NGO and who has been trained for a specific role or function in disaster relief or response during the preparedness phase. While spontaneous volunteers may bring needed skills and resources, affiliated volunteers will most likely be used first in a disaster. Examples of affiliated volunteer groups include Community Emergency Response Teams (CERT), the Auxiliary Communications Service (ACS), the Volunteers in Police Services (VIPS) program, Search and Rescue teams, the Disaster Medical Reserve Corps, and American Red Cross' Disaster Action Teams (DAT). The category of affiliated volunteers may be further defined as follows:

- Volunteers in *ongoing* programs. Such groups typically meet regularly and have other responsibilities in addition to their disaster response roles; for example, many are engaged in community disaster education, family preparedness and public safety efforts year-round. Many ongoing programs utilize Disaster Service Worker volunteers.

- Volunteers in *reserve* programs. These volunteers are called up at the time of a disaster. They may participate singly or in teams, depending on the program.

- *Impressed Volunteer.* Any unregistered person impressed into service during a state of war emergency, a state of emergency, or a local emergency by a person having authority to command the aid of the citizens in the execution of his or her duties. This occurs very rarely and usually involves law enforcement or fire department personnel.

- *Disaster Service Worker (DSW) Volunteer.* Any person registered with a disaster council or the Governor's Office of Emergency Services for the purpose of engaging in disaster service pursuant to the Kentucky Emergency Services Act without pay or other consideration.

- *Service Programs.* National, state and locally administered programs that provide organized opportunities for both full- and part-time service. The term "service program" refers to a wide range of programs, including AmeriCorps and the Retired and Senior Volunteer Program (RSVP). In Kentucky, many tens of thousands of individuals participate in service programs every year. For the purposes of this plan, participants in service programs will be referred to as members.

For the purposes of this Plan, volunteers and service programs affiliated with a local government agency or NGO will be activated at the time of a disaster through the appropriate branch of the jurisdiction's or NGO's emergency response organization. Volunteers and members of service programs who are not affiliated with local government or an NGO will be treated as spontaneous volunteers.

It should be noted that not all volunteers, registered, affiliated or spontaneous, may be utilized during a particular disaster. Deployment of volunteers is based on the size and type of disaster as well as the skills needed by local officials to mount an effective response and recovery effort.

SITUATION AND ASSUMPTIONS

Situation

Volunteers represent a potential resource to a community affected by a disaster, whether of natural or man-made origin. However, volunteers who respond spontaneously and without appropriate training and qualifications can easily overwhelm the capabilities of local government and other agencies. With a system in place for receiving and referring spontaneous volunteers, local government agencies and relief organizations can capture

this valuable resource and thus provide more efficient and cost-effective service to the community.

National service programs such as AmeriCorps and RSVP can be found throughout Kentucky. They are administered in local communities by a variety of nonprofit and government partners, so that program purposes, content and design vary widely. A number of these local affiliates are focused entirely on emergency preparedness and response and have members who are trained and available to be deployed on disaster assignments. Many others would welcome the opportunity to assist communities affected by a disaster. This plan identifies these resources and provides an organizational structure for accessing them for the benefit of government and the community-at-large.

Assumptions

- Volunteers and service program members that have pre-disaster training and are affiliated with a government agency or NGO such as the American Red Cross will report to their respective agency or organization at the time of a disaster as previously arranged.
- The Office of Emergency Management may delegate some of its volunteer coordination responsibilities to CVNL or other organization through its Emergency Operations Plan or through the action planning process during response and recovery operations.
- The first priority in an emergency or disaster is to utilize volunteers that are already affiliated with the jurisdiction.
- All unaffiliated volunteers and unaffiliated service program members will be considered and processed as spontaneous volunteers.
- The Campbell County Emergency Operation Center (EOC) is responsible for interviewing, screening, registering, training and the safe supervision of any volunteers that it involves in County disaster operations. This is for the protection of both the volunteer and the jurisdiction.
- Likewise, NGOs and National Service Programs that involve volunteers in their own operations are responsible for interviewing, screening, registering, training and the safe supervision of those volunteers.

CONCEPT OF OPERATIONS

Emergency Management System

This Spontaneous Volunteer Management Plan is consistent with the state's Emergency Management System Within the EM structure, volunteer management falls under the Personnel Unit of the Logistics Section (for more details, see the Volunteer Management Coordinator Position Checklist).

Roles and Responsibilities

- 1) Campbell County Office of Emergency Management (OEM)
 - Prepare and maintain this Spontaneous Volunteer Management Plan and all associated procedures
 - Determine need to activate Plan at time of disaster
 - Coordinate activation, implementation and demobilization of Plan
- 2) County and/or Cities Emergency Operation Centers (EOCs)
 - Determine need to activate current Local Spontaneous Volunteer Management

Plan at time of disaster

- Coordinate with other agencies and organizations for maximum utilization of limited resources

3) Center for Volunteer and Non-Profit Leadership (CVNL)

- Coordinate spontaneous volunteers and service programs to assist the efforts of both governmental agencies and organizations for maximum utilization of limited resources
- In the event of an activated Campbell County EOC, CVNL would assume primary responsibility for volunteer mobilization and coordination

Activation of Spontaneous Volunteer Management Plan

This Spontaneous Volunteer Management Plan will be activated by the local jurisdiction (county or cities). Reasons for activating the Plan may include but are not limited to the following:

- When the nature of the disaster and/or media coverage makes convergence of spontaneous volunteers likely
- When shortages of workers require augmentation of staffing support from outside resources
- When volunteers with particular skills and/or special knowledge of the affected community could enhance relief and recovery efforts

When the order to activate the Plan is given, the local jurisdiction will notify, as needed, those people, agencies and organizations tasked with specific disaster response roles.

Emergency Volunteer Center (EVC)

The chief method for coordinating volunteers is the Emergency Volunteer Center (EVC). The EVC can be set up as a walk-in center (sometimes referred to as a volunteer reception center), a phone bank, an online process, or a combination of two or more of these strategies.

Within the geographical confines of a county, several levels of activation are possible.

- Local activation* is defined as an incorporated city establishing an EVC for the mobilization and referral of volunteers within its boundaries. Theoretically, each city within a county could activate a local EVC.
- Multiple city activation* is defined as the operation of an EVC serving several cities. At this level, neighboring cities combine and leverage resources to serve a sub-area of the county.
- Operational Area activation* is defined as the activation of a countywide EVC under the guidance of the Operational Area.

LOCAL ACTIVATION

MULTIPLE CITY ACTIVATION

OPERATIONAL AREA ACTIVATION

Because disasters vary in terms of their size, scope, duration, intensity and consequences, the choice of activation levels and sequencing of activation levels should be tailored to the incident, as well as to the resources available.

Through the EVC, each prospective volunteer is referred, based on the volunteer's qualifications and availability, to an appropriate volunteer opportunity in either local government operations or an NGO. Volunteers may be registered as Disaster Service Workers (see Risk Management and Disaster Service Worker Volunteer – DSWV Program

sections below for more details).

Communications

Communications are critical to the successful activation and coordination of responsibilities for managing volunteers. Parties that must communicate include the following:

- Within the jurisdiction, there must be communications between the EVC and the Emergency Operations Center (EOC). Typically these will be located some distance apart.
- The EVC will need to communicate directly with other government agencies and NGOs regarding their needs for volunteers and any related issues.
- There should be communication between all cities and the Operational Area EOC in regard to coordination between EVCs activated in various jurisdictions.

In the event that direct communications via telephone is not possible, the EVC will employ other methods of communication, including Radio Amateur Civil Emergency Services (RACES), Satellite Telephones, and Campbell Emergency Radio Authority (MERA).

Operational
Area EOC
EVC
City
EOC
EVC
NGO
NGO
EVC
City
EOC
EVC

A Resource Directory with agency names and current contact information will enhance the ability to communicate. CVNL maintains the directory for Campbell County.

Mutual Aid

The local jurisdiction (county, city) may request mutual aid from other jurisdictions for staffing and other resources to assist with volunteer management operations. Requests should be channeled through the EOC in accordance with the jurisdiction's mutual aid policies and procedures.

Risk Management

When an EVC refers a volunteer to an outside organization, the EVC limits its exposure to certain risks because the receiving organization assumes responsibility for the volunteer. The EVC staff uses a Volunteer Intake Form to gather enough information to make an appropriate referral. The EVC does not verify the identity or licenses of, conduct background checks on, or perform other screening of a volunteer it refers to another organization; those tasks are the responsibility of the receiving organization.

Liability

The role of the Volunteer Registration Station is critical for managing certain inherent risks associated with spontaneous volunteers. Potential volunteers should be screened for suitability. Professional license verification and Department of Justice background checks may be necessary for some functions. As additional protection for the jurisdiction and the

volunteers, it is strongly recommended that all volunteers involved in disaster-related activities under the direction of this jurisdiction be registered as Disaster Service Worker (DSW) volunteers. A DSW volunteer must be deployed by his or her registering entity in order to be eligible for workers' compensation benefits in case the DSW volunteer is injured while performing disaster-related activities. Under the guidelines of the DSW Volunteer Program, volunteers who are current registered as DSW volunteers *must be provided with adequate training and supervision*. (See Disaster Service Workers Volunteer Program section below for more details).

Safety

Safety is an important component of risk management. Safety of all workers, volunteers and others at the EVC must be addressed. The responsibility for safety will depend on the EVC's relationship to the jurisdiction's EOC. A government-run EVC that reports to the EOC may request assistance from the EOC's Safety Officer. An EVC run by an NGO must provide its own Safety Officer. In either case, the Safety Officer must examine the facility to be used for the EVC for unsafe or unsanitary conditions and should address any that exist before the EVC is open to the public.

Security

Security is another component of risk management. The level of security in the EVC may vary depending on the type of disaster and other factors. At a minimum, all entering the EVC should be asked to sign in and out. A safe place for EVC staff to store personal belongings should be made available. Security of equipment, supplies and other resources should also be addressed.

Stress

Due consideration must be given to the reduction and/or management of stress in the disaster work environment. Stress is an unavoidable component of disaster work. A plan that addresses staff work schedules breaks, and accessibility to mental health services and Critical Incident Stress Debriefing should be implemented.

Public Information

Dissemination of information to the public near the onset of a disaster about volunteer opportunities and procedures is critical to successful management of volunteers. In the absence of such messages, people may converge at inappropriate sites and/or engage in activities that place themselves and others at risk. Public information messages may not entirely prevent such behavior but can provide an extremely useful service to those who wish to be helpful.

Once the EVC infrastructure is in place, a release should be distributed to the media in coordination with the Public Information Officer for the incident. It is recommended that the EVC organizational infrastructure be in place before sending out the first release.

Demobilization

As the level of volunteer activity decreases, those in charge of the EVC should prepare to demobilize. An effort should be made to address all outstanding issues and transfer any unresolved issues to the appropriate staff or department within the jurisdiction. Lessons learned regarding volunteer management should be captured through debriefing of the EVC's lead staff and preparation of an after-action report. The lessons learned should be reviewed and evaluated for possible changes to the spontaneous volunteer management plans part of the overall demobilization effort in coordination with the recovery team. Recognition of volunteers (at a minimum, those who rendered services to the jurisdiction but

ideally, all who came forward to help the community) should be executed as part of the demobilization process, coordinated with the recovery team.

Purpose

The procedures, materials and forms developed for this plan are based on tested plans and best practices from a variety of sources. Use of standardized methods and tools facilitates mutual aid. The local jurisdiction may adapt the plan elements to suit local conditions.

Finance

Those responsible for staffing the EVC must track all expenses. This is necessary in order to document costs and account for funds expended in order to maximize any reimbursement that may become available.

In the event the jurisdiction arranges for an outside agency to manage the EVC, the outside agency will track all expenses and provide the appropriate information to the jurisdiction during demobilization. Any reimbursement will depend on the nature of the agreement between the jurisdiction and the agency and the availability of resources.

Technology

The predominant use of technology within the EVC will be for computerized input and storage of information about spontaneous volunteers into a volunteer database. The database will mirror the volunteer intake form that is being used. A separate database file should be established for each disaster at the time of the EVC activation.

EVC staff will have the ability to search the database for volunteers with particular skills and availability. The database will allow summary reports for final reporting and other purposes. Confidentiality and privacy of information are important concerns when developing and using a database. The EVC will adhere to the jurisdiction's policies on these issues. Manual systems that serve the same purpose as computerized systems will be used in events where electricity is not readily available. (CVNL Forms).

Staffing the EVC

In large-scale disasters, or disasters that attract a large number of volunteers, it may be necessary to increase the number of staff of the EVC. Ideally, individuals and groups would be assigned and trained in advance. But new staff can also be brought in at the time of the disaster, if necessary. The following are possible resources:

- *Other employees of the jurisdiction.* By state law all government employees are designated Disaster Service Workers and therefore available to be assigned to any aspect of the jurisdiction's disaster operations. The ideal employees to staff the EVC include the following:
 - a government official with the authority to administer the loyalty oath to potential DSW volunteers
 - volunteer managers
 - those who work in Personnel/Human Resources
 - those who, regardless of department, possess good customer service skills, interact regularly with the public, can make quick decisions and exercise good judgment, and are able to work well under stress
- *Employees of other jurisdictions.* Request mutual aid assistance from other jurisdictions only after fully utilizing your own resources.
- *Spontaneous volunteers who have contacted the EVC.* EVC staff should look for volunteer managers, people with interviewing skills, those who work in the personnel/human resources field, social workers, teachers, trainers, etc.

- *CERT team members and VIPS volunteers.* Typically CERT and VIPS activities would take place in the early response phase, leaving members then available for other assignments.

New staff will be appropriately screened and will be oriented for their specific tasks, and supervision.

Policies should be established at the outset regarding hours of work, required breaks, shift schedules and other personnel-type issues for all workers in the EVC, both employees and volunteers. Establish some form of identification from the outset for EVC staff – vests, shirts, hats, identification badges, etc. – that will indicate to the public their role at the EVC.

Plan Maintenance

This Spontaneous Volunteer Management Plan is developed under the authority of the Campbell County Office of Emergency Management. The staff of the Campbell County Office of Emergency Management is responsible for developing, maintaining and drafting revisions to the plan consistent with the jurisdiction's schedule for updating the Emergency Operations Plan. The plan may also be modified as needed after an incident, exercise or changes in procedures, law, rules or regulations pertaining to volunteer management. Staff will submit plan revisions to the Campbell County Fiscal Court in accordance with local ordinances for approval.