Volunteer Management

During a major disaster emergency, the issue of the convergence of large numbers of volunteers who often respond must be dealt with effectively. One way is to use the position of Volunteer Manager. These volunteers are not members of organized volunteer groups such as a local EMS squad, Search and Rescue Team, HAM radio teams or other response groups. Typically these are civic minded and dedicated members of the community who wish to assist in restoring the community back to normal. As such these volunteers must be treated appropriately and where possible used in meaningful tasks for which they are qualified and physically capable of performing.

The Volunteer Manager is responsible for the overall management of the volunteer program, including communications, recruitment, training and referral. The Volunteer Manager is part of the Incident Management Team and can be placed either in the Planning Section or the Logistics Section to identify issues and needs where volunteers can be utilized and provide assistance. Communications with the Public Information Officer and other members of the Incident Management Team is important to the success of this program.

The Volunteer Manager would operate a Volunteer Referral Center, opened immediately after the incident occurs, to respond to needs for resources. The Public Information Officer will work with the local media to provide the public with information to contact the referral center.

As volunteers contact the referral center, they will be referred to the appropriate agencies where they can best contribute their skills and interest. The center will provide initial screening and orientation. Once the volunteer is referred, the agency will be responsible for further screening, training and supervision.

Insurance/Liability

In most cases, volunteers will be referred to volunteer agencies that will be directly responsible for placing most volunteers in the field. At this time there is no state provided umbrella for insurance/liability/workman’s compensation coverage to use volunteers in a disaster emergency, so the affected local jurisdiction and/or borough must decide whether to use volunteers and provide coverage under their umbrella, or refer volunteers to service agencies who carry insurance coverage for their workers. Note: agencies like the American Red Cross and others will only use volunteers who have had that agency’s specific training and are approved for use by that agency. This can create difficulties with the convergence of non-agency trained volunteers and their use in disaster operations in regard to insurance/liability/workman’s compensation issues.
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FACILITY REQUIREMENTS

The Volunteer Referral Center requires easy public access, a room for reception and for training, and communications capabilities. The actual facility depends on the magnitude of the disaster emergency. The center could be collocated in the EOC, or other facilities such as a school, church, recreation center, community hall, etc. used. Some of the supplies needed include: computers, telephones, fax machines, copiers, office supplies, etc.

It is advantageous to set up and publicize a separate "800" number for interested volunteers if practicable.

COORDINATION WITH SOCIAL SERVICE AGENCIES

In an emergency situation, many resources are stretched to the maximum and need additional personnel resources. Needs for volunteers will arise as a disaster emergency develops.

To maintain a process for coordinating needs and resources with local agencies prior to a disaster emergency, training sessions with agencies and potential volunteers will familiarize new personnel on how volunteers are utilized during and incident.

During response and recovery operations, the following process will be used to identify needs and place volunteers:

- As soon as possible, a Volunteer Referral Center will be established.
- An "800" number and fax number will be established and publicized.
- Agencies are to submit forms the referral center for needed volunteers.

NOTE: See Volunteer Request Form, Appendix A, this section.

Working with the Public Information Officer, information will be distributed to the local media for those interested in volunteering.

- As potential volunteers contact the referral center, they will be screened and referred to the agencies or organizations based on their skills and availability. The referral agency will be responsible for additional screening, approving assignments of volunteers, training and supervision.

TRAINING AND SKILL IDENTIFICATION

The implementation of a process for identifying volunteer's skills and training needs for specific volunteer jobs is essential to provide the local jurisdiction with a cadre of well trained, safety conscious volunteers ready to be used in a disaster emergency.
Emergency Operations Guide

Training and Skill Identification (cont)

A training module should be presented to interested volunteers to cover the following topics:

- Basic orientation to the Emergency Response Plan.
- Procedures for general and specific jobs e.g., shelter workers, referral center, logistics training, clean-up organization, food distribution, wildlife rescue and rehab, etc.
- Special site hazards, environmental and cultural issues.
- Safety training.
- Liability.
- Limitations on non-professionals.

A database of volunteers who have completed the training and registered for specific jobs will be used to activate workers.

In a response effort, volunteers not pre-trained will fill out a registration form listing preferences and skills. If not placed immediately, these will be available to the referral center as requests are received for volunteers.

NOTE: See Volunteer Registration Form, Appendix B, this section.
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VOLUNTEER REQUEST FORM

Agency/Organization

Date ______________________

Mailing Address

Contact: ______________________
Phone: ______________________ Fax: ______________________

JOB DESCRIPTION

Title: ______________________
Number of Volunteers Needed: ______________________
Description

<table>
<thead>
<tr>
<th>Duties</th>
<th>Specific Skills or Knowledge Needed</th>
<th>Training provided?</th>
</tr>
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<tbody>
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</tbody>
</table>

Equipment or special clothing needed

Additional training provided by agency

Location of job

Date volunteer(s) needed: ______________________
Time(s) needed: ______________________

Please check if available:
☐ restrooms  ☐ parking  ☐ safety equipment  ☐ transportation to work site  ☐ telephone

Volunteer should report to the following person for additional screening and training:
Name: ______________________
Location: ______________________
Phone: ______________________ Fax: ______________________
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VOLUNTEER REGISTRATION FORM

Name

Date _________________

Phone (daytime): ____________________________ (evening) ____________________________

Mailing Address

Volunteer Training Completed: ☐ Yes (date): _________________ ☐ No

Experience/Skills (please circle those you are experienced in):

☑ Office  ☑ Computer  ☑ Radio Communication  ☑ Volunteer Management

☑ Other: _______________________________________________________________________

Placement preference (please check your preferences):

☑ Clerical  ☐ Wildlife rescue, rehab  ☐ Clean-up  ☐ Shelter assistance

☑ Food, supply distribution  ☐ Other: _______________________________________________________________________

Emergency Contact

Name

Phone (daytime): ____________________________ (evening) ____________________________

Address

City: __________________________________ State: _____ Zip________

WAIVER

Signature: __________________________________ Date: _________________

Placed

__________________________________________________________________________

Date: _________________

By: ______________________________________________________________________

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UNIFIED COMMAND

Unified Command is a command structure which provides for all agencies that have jurisdictional or legal responsibility for the incident, either geographical or functional, to jointly manage an incident through a common set of incident objectives, strategy, and priorities.

A representative from each of the involved jurisdictions shares in carrying out the command function, collectively directing incident management. Although the command function is shared, as a point of practicality, the commander with the department/agency that has the greater incident priorities and/or objectives, should be designated the primary commander for ease of chain of command.

The concept of Unified Command simply means that all agencies who have jurisdictional responsibility at the incident contribute to the process of:

1. Determining overall incident objectives.
2. Selecting strategy.
3. Ensuring that integration of tactical activities will be accomplished through the assignment of a single Operations Section Chief.
4. Making maximum use of all assigned resources.
5. Agreeing to resource ordering processes including who pays for what.

UNIFIED COMMAND GOALS

1. Improve the information flow and interfaces between all agencies.
2. Develop a single collective approach to the incident regardless of its functional complexities.
3. Optimize the efforts of all agencies as they perform their respective missions.
4. Reduce or eliminate duplicate efforts or omissions.
5. Improve each department/agency’s awareness of the plans and actions of all others.
6. Ensure that all agencies with responsibility for the incident have an understanding of their organization’s goals, objectives, and restrictions.
7. Ensure that no department/agency’s authority will be compromised.
8. Develop one set of objectives for the entire incident.
MULTI-AGENCY COORDINATING (MAC) GROUP

A MAC Group would normally be established when the character, complexity, and intensity of the emergency situation significantly impacts or involves more than one agency or community and there are limited resources to meet the needs of all communities. Members of the MAC Group are community or agency representatives who have line authority or delegated line authority for the purposes of decision-making. The purpose of the MAC is to get decisions made by the right people in a timely manner and to get the needed actions implemented.

Activation of the MAC Group is for the intended purpose of improving interagency coordination at the top management level. The duties and responsibilities of the MAC Group are as follows:

1. Being informed of the overall situation.
2. Setting regional incident priorities.
3. Setting priorities for allocating resources.
4. Coordinating state and federal disaster declarations.
5. Providing a political interface with the incident activity.
6. Coordinating the information to other agencies and the publics.

It is very important that the MAC set the pace for what is to be done and not get involved in doing it. Two products of the MAC Group are decisions and direction, and can take the form of:

1. Policy establishment.
2. Policy modification.
3. Directions (procedures, standards, methods).

The standard criteria to be used by the MAC Group in establishing priorities are:

1. Potential to destroy:
   a. Human life.
   b. Property (type and amount).
   c. Environment (type and amount).
2. Social ~ political and economic consequences.
3. Difficulty of control:
   a. Growth potential.
   b. Difficulty of terrain.

MAC Groups provide off-site incident coordination. MAC Groups are not an expansion of the IC system, but rather an expansion of the coordination and management system that support "on-the-ground" Incident Management Teams.
MULTI-AGENCY COORDINATING GROUP ORGANIZATIONAL CHART

AGENCY #1 ADMINISTRATOR

AGENCY #2 ADMINISTRATOR

AGENCY #3 ADMINISTRATOR

AGENCY #4 ADMINISTRATOR

MAC GROUP
SPECIAL INCIDENT ORGANIZATION

Special incidents will occur in which the NIMS Incident Command System will need to be modified slightly in order to address the unique characteristics that are inherent to these incidents. The basic ICS structure remains with the same five incident functions, with additional positions and lines of authority added. These special incidents include, but are not limited to, oil spills, hazardous material spills, and multi-casualty incidents.

OIL SPILL INCIDENT

Due to the complexities of oil spills, many different agencies with jurisdictional authority and statutory functional responsibilities will be involved. A Unified Command structure is utilized incorporating the Federal On-Scene Coordinator (FOSC), State On-Scene Coordinator (SOSC), Local On-Scene Coordinator (LOSC), and the Responsible Party On-Scene Coordinator (RPOSC). This last individual would most likely be the primary IC, since that agency/organization/company is responsible and liable for mitigating the spill effects. The Local On-Scene Coordinator (LOSC) will be part of the Unified Command when there is an imminent threat to public safety, immediate or long term impacts to the local environment or when considerable local resources are engaged in the response efforts. In the absence of such a threat, the local community will be represented through the State On-Scene Coordinator.

For a detailed discussion of the response structure for oil and hazardous substance response, refer to the “Alaska Federal/State Preparedness Plan for Response to Oil and Hazardous Substance Discharge/Releases” in the Unified Plan.
HAZARDOUS MATERIALS OR SPILL INCIDENT

The hazardous materials and spill incident organization is designed to provide an organizational structure that will provide necessary supervision and control for the essential functions required at virtually all hazmat and spill incidents. Controlling the tactical operations and movement of personnel and equipment will provide a greater degree of safety and also reduce the probability of spreading contaminants.

The primary functions will be directed by the Hazardous Materials Group Supervisor, and all resources that have a direct involvement with the hazardous material will be supervised by one of the functional leaders or the Hazardous Materials Group Supervisor.

A detailed description of the hazardous materials and spill response plan is found in ANNEX A - Oil Spill and Hazardous Materials Response Plan.

MULTI-CASUALTY INCIDENT

This ICS organizational structure is designed to provide an organized response to multi-casualty emergency medical incidents, establishing the systematic sharing of emergency medical resources in order to provide appropriate emergency medical service.

This will establish an emergency medical organization within the Incident Command System. The Multi-Casualty Branch Structure is designed to provide the Incident Commander with a basic expandable system for handling any number of patients in a multi-casualty incident.

One or more additional Medical Group Division(s) may be established under the Multi-Casualty Branch Director if geographical or incident conditions warrant. The degree of implementation will depend upon the complexity of the incident.