



THEY WILL COME:

Post-Disaster Volunteers and Local Governments



Arnold Schwarzenegger
Governor

Henry R. Renteria
Director, OES

THEY WILL COME:

Post-Disaster Volunteers and Local Governments

Developed by the
Governor's Office of Emergency Services
Earthquake Program
State of California

Revised
November 2001

For additional information or technical assistance, contact your regional California Governor's Office of Emergency Services regional office:

Coastal Region
1300 Clay Street
Suite 400
Oakland, CA 94612
(510) 286-0895

Inland Region
3650 Schriever Avenue
Mather, CA 95655
(916) 845-8731

Southern Region
4671 Liberty Avenue
Los Alamitos, CA 90720-5158
(562) 795-2900

The recommendations and suggestions included in this document are intended to improve emergency preparedness and response. However, the contents do not guarantee the safety of any individual, structure, or facility in a disaster. The State of California does not assume liability for any injury, death, or property damage that occurs in connection with a disaster.

Acknowledgments

This publication is a revision of the 1995 California OES publication by the same name, written by James Marshall and Deborah Steffen of the Southern Region and edited by Sarah Nathe of the Coastal Region, with graphics by Norm Wobschall of the Information and Public Affairs Section.

Credit acknowledgement is given to the following:

Carrie Barnecut, Emergency Services Coordinator from the Coastal Region.

Ann Tanouye, Deputy Regional Administrator from the Southern Region.

Carolyn Moussa, Emergency Services Coordinator, and other personnel from the Planning and Technical Assistance Branch familiar with changes in the Disaster Service Worker Volunteer Program.

Bay Area Volunteer Centers Disaster Response Program, The Volunteerism Project, whose information in their publication "Getting Ready for Disaster Volunteers: A Guide for Community-Based Organizations" was also consulted during the revision.

We would like to also thank the many individuals who provided input in the development or review of the original manual and this revision.

They Will Come

Table of Contents

CHAPTER ONE: CONSIDER THE OPTIONS

CHAPTER TWO: PREPARE FOR CONVERGENT
(SPONTANEOUS) VOLUNTEERS

CHAPTER THREE: DISASTER VOLUNTEER PROGRAMS

CHAPTER FOUR: STATE OF CALIFORNIA DISASTER
SERVICE WORKER VOLUNTEER
PROGRAM

CHAPTER FIVE: COORDINATE WITH OTHER AGENCIES

APPENDICES

PAGE NUMBERS

Introduction	1
1. CONSIDER THE OPTIONS	3
Develop a Convergent Volunteer Management Plan	3
Develop a Reserve Disaster Volunteer Program	4
Establish an Ongoing Disaster Volunteer Program	4
2. PREPARE FOR CONVERGENT (SPONTANEOUS) VOLUNTEERS	7
Assess Agency Needs	8
Determine What Volunteers Can Do	8
Build a Volunteer Leadership Capability	9
Your Agency’s Volunteer Management Staff	9
Management Training	10
Establish Volunteer Program Procedures	10
Sign-up	10
Orientation	12
Placement	13
Training	13
Supervision	14
Evaluation and Recognition	16
Establish Program Policy	17
Verify Agency Liability Coverage	18
Implement the Plan	19
3. DISASTER VOLUNTEER PROGRAMS	21
Reserve Disaster Volunteer Program	22
Recruitment	23
Training	23
Supervision and Support	24
Ongoing Disaster Volunteer Programs	25
Recruitment	26
Training	26
Supervision and Support	26

4. CALIFORNIA DISASTER SERVICE WORKER VOLUNTEER PROGRAM (DSWVP)	29
Register Disaster Service Workers	30
Workers' Compensation for DSW Volunteers	31
Further Information	31
5. COORDINATE WITH OTHER AGENCIES	33
Establish Cooperative Agreements	33
Inter-Agency Memoranda of Understanding	33
Blanket Purchase Agreements	34
Build a Mutual Aid Network	34
Volunteer Centers /Volunteerism Projects	35
<i>Ready to Respond</i>	35
APPENDICES	37
A. California Volunteer Resources	39
B. Sample Volunteer Program Manager Duty Statement	43
C. Sample Disaster Volunteer Duty Statements	45
D. Sample Inter-Agency Memorandum of Understanding	49
E. Sample Volunteer Service Agreement	51
F. Sample Disaster Volunteer Information Record	53
G. Sample Disaster Volunteer Timesheet	55
H. Sample Disaster Volunteer Performance Appraisal	57
I. State of California's Disaster Service Worker Program Information	61



INTRODUCTION

In the wake of a disaster, public and community service agencies find themselves challenged as never before. Local governments scramble to assess damage, road crews struggle to open key routes, schools become shelters, and volunteer agencies distribute food, water, and other necessities. Disaster response and the ensuing recovery can require thousands of overtime hours, as well as additional personnel and resources that agencies may lack. Meanwhile, other important, but routine, services to the community get disrupted for some time, as attention is diverted to the disaster.

With a little advance planning, some of those difficulties can be relieved by volunteers. Without advance planning, however, a valuable resource may go untapped and opportunities may get lost.

While public agencies struggle to maintain their normal services during response to a disaster, scores of people are often lining up at the door and flooding the phone lines offering to help. From laborers to professionals, volunteers come with numerous abilities and an eagerness to help their community. Unfortunately, many are turned away by public agencies that have no system in place to receive volunteers, assess their skills and experience, and match them to the tasks that need to be done. Even agencies with an established, ongoing volunteer program frequently discover they have neglected to include a disaster role in their program planning.

This manual has been developed to address some of the challenges.

Chapter 1 discusses the three most common disaster volunteer management options. Chapter 2 details the steps necessary to prepare and implement a convergent volunteer management plan. Chapter 3 examines how to develop either a reserve or an ongoing disaster volunteer program by adding recruitment, training, and supervision to the basic plan. Chapter 4 provides guidance on how to participate in the California Disaster Service Worker Volunteer Program (DSWVP). Finally, Chapter 5 suggests ways to collaborate with other agencies on program development and disaster response coordination.



CHAPTER 1

CONSIDER THE OPTIONS

A volunteer is *someone who willingly offers his/her services without expectation of financial compensation*. Volunteers that spontaneously offer their help in the wake of a disaster are known as *convergent volunteers*. These volunteers are not impressed into service by someone of authority, and they are not registered in the State's Disaster Service Worker Volunteer Program. The first step in developing a plan to use convergent volunteers is the same as that needed to launch a disaster volunteer program – consider the agency's disaster needs. Are volunteers only needed to help with disaster response, or can the agency use volunteers for preparedness, response, or to maintain the agency's ongoing services? Often volunteers can assist with a combination of these activities. If volunteers are used to help with response, develop a convergent volunteer management plan. To organize volunteer efforts for preparedness or for maintaining the agency's ongoing services, establish a disaster volunteer program. The three most common disaster-volunteer management options are:

1. A Convergent Volunteer Management Plan
2. A Reserve Disaster Volunteer Program
3. An Ongoing Disaster Volunteer Program

OPTION #1 Develop a Convergent Volunteer Management Plan

Unsolicited (convergent) volunteers often overwhelm local government and community agencies following a disaster with offers to help. A Convergent Volunteer Management Plan directs their talents and energy to disaster response and relief efforts. Such a plan requires less staff, funds, and time to maintain than an ongoing disaster volunteer program. It must, however, include staff training; preparing duty checklists,



policies, and procedures; and securing necessary supplies and equipment. Management assumes the responsibility to ensure convergent volunteers are physically and mentally capable and have appropriate training for their assignment. This option benefits from establishment of a volunteer mobilization center as discussed in Chapter 5.

**OPTION #2
Develop a
Reserve
Disaster
Volunteer
Program**

Unlike a convergent volunteer plan, a reserve program requires recruitment and training of the volunteers. Reserve disaster volunteers do not work with paid staff on a daily basis; instead they are trained to perform a specific function in an emergency. Reserve volunteers can also be trained to carry out ongoing services to help maintain routine services when paid staff are responding to a disaster. Some cities train reserve volunteers to perform disaster response functions including damage assessment and shelter management. An agency's reserve disaster volunteers can become registered disaster service workers if the agency program meets the State's requirements.

**OPTION #3
Establish an
Ongoing
Disaster
Volunteer
Program**

Of the three alternatives, an ongoing program requires the most effort, but it is also the most versatile. Unlike the reserve program, volunteers are not limited to response roles, but can work to promote community/agency preparedness and assist with day-to-day operations. Examples of ongoing disaster service volunteer programs include a jurisdiction's auxiliary communications system (a group of licensed amateur radio operators), and neighborhood emergency training programs such Neighborhood Emergency Response Team Training (NERT) and Community Emergency Response Teams (CERT). Such programs include ongoing training and supervision and are well suited for inclusion in the State's Disaster Service Worker Volunteer Program.



The first two options are disaster response-specific; the third can encompass any volunteer activity including disaster preparedness, response, and support of ongoing agency services. Community-based volunteer centers may already have similar programs and may be interested in helping other agencies develop disaster response volunteer plans and programs.





CHAPTER 2

PREPARE FOR CONVERGENT (SPONTANEOUS) VOLUNTEERS

Following California's earthquakes in 1989 and 1994, thousands of convergent volunteers overwhelmed volunteer centers and government agencies, anxious to join in the relief effort. Some were trained professionals, others were simply willing to help. In either case, convergent volunteers were a valuable resource and made a significant contribution to the response and relief efforts of agencies prepared to use them. Convergent volunteerism is expected in future disasters. The American Red Cross Bay Area estimates that following a major earthquake in the Bay Area, 50,000 people will spontaneously come where help is needed (and they will expect to be utilized).

This section outlines how agencies that do not have an ongoing disaster volunteer program or disaster service worker volunteer program can plan to mobilize a volunteer center and use convergent volunteers for disaster relief activities. It is based on the assumption that volunteers following a major disaster will likely inundate emergency service and community-based agencies.

A Convergent Volunteer Management Plan lays the groundwork for a disaster volunteer program. When disaster strikes and convergent volunteers arrive, the plan can be used to activate a program. The plan defines what volunteers will do, how many will be needed, and who will supervise them. The relevant elements addressed in this publication are:

- A. Agency Needs
- B. Specific Volunteer Functions/Tasks
- C. Staff Leadership Capability
- D. Policies and Procedures
- E. Liability Coverage
- F. Plan Implementation



In developing a plan, it is wise to incorporate all of these elements. Successful implementation of the plan depends on identification of program leadership, accessibility of forms, and knowledgeable screening of volunteers. Equally important is orienting and training your paid staff. For the volunteer program to be effective, paid staff must be familiar with the policies and procedures in the plan. Once the plan is written and the staff trained, a volunteer program can be readily activated in response to a disaster.

**A. Assess
Agency
Needs**

The planning process begins with an assessment of an agency's needs during and following a disaster. Ask the question: *What could additional staff do for the agency?* Remember that an agency's disaster role may be very different from its ongoing mission. Anticipate disaster response and relief activities or tasks that the agency might perform in a worst-case scenario. How could volunteers be used to accomplish these tasks? How many would be needed? Conduct a survey of the various departments within the agency to help answer these questions.

Next, determine what resources are available to get started. Are there several staff members that could supervise the volunteers? What equipment and supplies will be needed for the volunteers' work? Where is there adequate space to register and orient new volunteers? Answers to these questions will be critical in the development of a plan.

**B. Determine
What
Volunteers
Can Do**

The following examples may be helpful in identifying what volunteers could do for an agency following a disaster. Many of the functions and tasks below require some training, however, volunteers in past disasters for local governments and other agencies have performed all of these tasks:



- Data entry, typing, filing
- EOC support – collecting information, drafting reports, taking messages
- Legal advocacy
- Communications support, runner/courier
- Translation
- Debris clean-up, sandbagging
- Hotline and phone bank staff
- Community outreach, information dissemination
- Supply distribution, loading, unloading, and transport
- Shelter staff /food and water service
- Damage assessment
- Counseling
- Reconnaissance photography
- Crowd control, security support
- Childcare
- Heavy equipment operation

This list is by no means all-inclusive. Every agency can identify additional functions that volunteers can support following a disaster.

C. Build a Volunteer Leadership Capability

Your Agency's Volunteer Management Staff

Based on the number of volunteers that can be used, determine how many staff will be needed to supervise them during disaster response and relief efforts. Recruit or select the requisite staff. Those selected should have exemplary personnel management and organizational skills. If applicable, ensure volunteer managers are willing to do any necessary travel or field work. The volunteer manager(s) should be involved in all phases of the development, implementation, and management of the program. A sample Volunteer Program Manager duty statement is included in Appendix B.



Management Training

By definition, convergent volunteers cannot be trained in advance, but an agency's staff can be. Conduct volunteer management training for staff involved in the program. The training should cover:

- ✓ Volunteer program policies and procedures,
- ✓ What tasks/functions volunteers are authorized to perform,
- ✓ How to evaluate volunteer performance, and
- ✓ Procedures for dealing with volunteer injuries or deaths.

Additional disaster volunteer management training may be available through a local volunteer center, the California Specialized Training Institute, the Federal Emergency Management Agency, or the American Red Cross (see Appendix A for contact information).

D. Establish Volunteer Program Procedures

A Convergent Volunteer Management Plan must include the necessary procedures to get the volunteer program up and running. Procedures include those necessary for volunteer selection, orientation, placement, supervision, and evaluation. Some jurisdictions are working with their county's Volunteer Center to develop a plan for "volunteer mobilization centers" that could handle the first three procedures immediately after a disaster for a few days (see Chapter 5 for information).

Convergent Volunteer Sign-up

Reception: Identify agency staff who will work in the reception area to screen incoming volunteers following a disaster. New volunteers should be interviewed, complete a sign-up form, and be oriented at one or more easily identifiable reception area(s). The agency may have such an area, or may wish to establish an agreement with a local volunteer center or other agency for use of its facilities. When choosing a site, consider a location



with adequate parking and communications, and that is separate enough from the agency as to not impede ongoing work.

Screening: The screening process consists of an interview to determine whether a potential volunteer has the necessary skills, qualifications, physical fitness, and attitude to serve the agency. Screening is similar to an employee interview – volunteers are essentially unpaid employees. Provide staff who screen potential volunteers a list of positions the agency is trying to fill. To ensure staff understand the qualifications for each position, include copies of the corresponding duty statements. As established by agency policies and procedures, staff may need to check on a volunteer's credentials or licensing. Your local volunteer center may have disaster response volunteer intake forms you can adapt for your use. See Appendix F for a sample volunteer information record.

Sign-Up/Registration: Volunteers should be signed-up as unpaid employees of your agency. If you do not have a specific volunteer intake form, personal information can be recorded on an agency's Personnel Application form. Maintain a personnel file on each volunteer with pertinent information: name, address, phone number, Social Security number (optional), credentials, emergency notification contact, and the volunteer's preferred physician (if applicable). Provide new volunteers with some form of agency identification such as a volunteer identification card.

If your agency plans to use the State of California Disaster Service Worker Volunteer Program (DSWVP), the agency's program must follow the DSWVP regulations. Qualified volunteers will need to complete the volunteer registration form and sign the loyalty oath. The DSWVP is discussed at length in Chapter 4.



Orientation of Convergent Volunteers

Shortly after signing up, volunteers should be given an orientation to the agency and the disaster situation. An orientation provides volunteers with the basic information necessary to function as agency staff. It can be given by a volunteer manager or supervisor and should consist of a briefing and a walk-through, if possible, of the work area. Often, it is more efficient to orient volunteers in a group than individually. Address the following items in the orientation*:

- Welcome new volunteers
- Explain agency mission and its disaster responsibility
- Explain the procedures for time keeping, daily sign-in/out, parking and travel reimbursement (if applicable)
- Explain the chain of command and work schedule
- Brief on safety issues, evacuation procedures, and explain how injuries are handled
- Explain any restrictions on volunteer activities
- Remind volunteers that during the time of their service they are representing the agency and should act accordingly

Prepare written orientation materials in advance. The information can be assembled in a package or presented in an agency volunteer handbook, much like the handbooks commonly given to new employees. Orientation materials may include the following:

- Agency mission statement and its disaster responsibility,
- Agency organizational chart and/or chain-of-command diagram,
- Volunteer program policies and procedures,
- Copies of commonly used agency forms such as time sheets and travel claims, and
- List of relevant agency phone numbers.

* For volunteers working in the field (at sites away from agency facilities), modify accordingly.



Volunteer Placement

The success of a volunteer program depends to a great degree on how effectively volunteers are matched to the work that needs to be done. During the screening process, volunteers provide key information about their expertise, qualifications, and interests. Use this data to meet the agency's needs to assign volunteers to an appropriate function or task. Since new skills training is often not feasible, make an effort to assign volunteers to tasks in which they have prior experience.

These steps ease the placement process:

- ✓ Introduce new volunteer(s) to supervisors and co-workers.
- ✓ Provide volunteers with a duty statement and ensure they understand their responsibilities (see Appendix C for samples).
- ✓ Show the volunteer(s) the facilities, work area, rest rooms, lunch area.

Training of Convergent Volunteers

Training for new volunteers is important for many reasons including:

- It helps assure safe operation of equipment and the competent execution of tasks.
- It helps maintain consistency and quality of services to agency clients.
- It tells volunteers they are being taken seriously.
- It helps protect the interests and assets of the agency.

Volunteers must understand the rules and procedures for their specific volunteer assignments in order to provide the best possible service. They must know to whom they report and they must be shown how to operate required equipment safely efficiently. In some cases volunteers may need to practice under supervision to be sure they have sufficiently mastered a task.



Following a disaster, time for training will be limited. For the best results in the shortest time, train to the specific job. On-the-job training works well. Pairing experienced people with new volunteers helps newcomers learn. Provide written instructions to reinforce oral directions. If many volunteers are assigned the same job and/or will use the same office equipment, consider offering group training for greater efficiency.

Keep records of training. Note in each volunteer's file what training has been completed and when.

Supervision of Convergent Volunteers

The supervisor's job is to ensure that volunteers understand their responsibilities, know how to carry out their work, and are meeting performance standards. To get started quickly, have the necessary supplies, equipment, and space available when volunteers arrive. Assign volunteers a realistic tasks that they can perform without continuous guidance. Make sure all new volunteers know who supervises them and to whom they should report with questions or problems.

Promote an atmosphere of teamwork, resourcefulness, and cooperation. In a high-stress disaster operation, even a seemingly insignificant personality conflict can be counterproductive. Pay attention to safety issues and ensure volunteers get adequate meals and fluids. Volunteers performing strenuous tasks or working in the field are especially vulnerable to dehydration.

Here are some additional supervision tips for convergent volunteers:



- ✓ Watch for signs of burnout and rotate tasks or relieve volunteers appropriately.
- ✓ Plan and enforce suitable breaks.
- ✓ Be specific, brief, and clear in giving instructions.
- ✓ Be flexible.
- ✓ Use humor to help people over the rough spots.
- ✓ Keep volunteers informed.
- ✓ Always be fair.
- ✓ Remind volunteers that their efforts are helping the entire community.
- ✓ Be generous with recognition.

The following supervisory administrative measures are especially important for those working in the field:

- ✓ Maintain a log of each volunteer's work hours and set up a shift schedule so volunteers are not overworked. Instruct volunteers to check-in and out each day. (See Appendix G for a sample timesheet.)
- ✓ Set up a system to track volunteers serving in the field. Clarify field workers' boundaries and provide them with a contact person to consult if problems or questions arise.
- ✓ Conduct regular staff briefings to address questions, concerns, and direct continued efforts. Ensure that volunteers, including those serving in the field, report their activities daily.
- ✓ Review the volunteers' time sheets and travel expense claims before they are processed.
- ✓ Regularly assess volunteer work and document volunteer performance, attitude, and appearance.

The long hours and stressful conditions characteristic of disaster response can adversely affect volunteer morale. Use the following suggestions on an ongoing basis to keep volunteers motivated:

- ✓ Assign volunteers meaningful work.
- ✓ Emphasize the importance of the volunteers' contributions.



- ✓ Praise good efforts, and offer constructive feedback when more effort is needed.
- ✓ Assign promising volunteers to tasks of increasing responsibility.

If necessary, make arrangements for Critical Incident Stress debriefings for volunteers exposed to traumatic incidents involving deaths or mass casualties.

Evaluation and Recognition

Evaluation: For each volunteer that serves for an extended time (2 weeks or more), prepare a written performance evaluation. An evaluation serves as a record of volunteer performance, experience, and interest in continued service. A written report of good performance will help motivate volunteers to keep up the good work. Evaluations can also serve as a record of misconduct or poor performance that may be necessary to justify a volunteer's dismissal.

Provide volunteers with a copy of their evaluation and the opportunity to discuss it with their supervisor. Evaluations should be kept in the volunteer's personnel file as long as those of short-term hires. (See Appendix H for a sample performance appraisal form.) The form should include:

- Name of immediate supervisor (evaluator),
- Description of the volunteer's assignment,
- Starting and ending dates of the evaluation period,
- Appraisal of volunteer's performance, attitude, punctuality, and appearance,
- Volunteer's interest in serving again,
- Volunteer's phone number for future reference, and
- Volunteer/ supervisor comments.

Recognition: After a disaster, plan a social function to recognize volunteers and their accomplishments with a certificate, pin, or thank-you letter. Invite both agency staff and volunteers.



Such recognition will lend credibility to the volunteers' efforts and build rapport between paid and volunteer staff.

E. ESTABLISH PROGRAM POLICY

Effective policies define clear standards and establish the guidelines necessary to keep your program running smoothly. Policies dealing with Equal Employment Opportunity, substance abuse, confidentiality of personnel records and conduct, should apply to employees and volunteers alike. However, additional written policies will be necessary to establish the regulations and limitations of a volunteer program and to prevent potential liability problems. At a minimum, address the areas suggested below:

- ✓ *Accountability:* Volunteers should sign in and out each day. The agency is responsible for the volunteers only during this time.
- ✓ *Media Contact:* Prepare your volunteers for contact with the media. Media representatives often question volunteers working in a disaster environment. Comments by volunteers may be considered as the opinion of the agency.
- ✓ *Use of Equipment:* Define what equipment, vehicles, and facilities volunteers are authorized to use and any qualifications necessary for use.
- ✓ *Personnel Matters:* Define the procedures for volunteer resignation, termination, and volunteer grievances. You may wish to include a provision for the immediate termination of a volunteer that commits a safety violation, breach of confidentiality or security, or is involved in criminal activity.
- ✓ *Expenses:* Consider a policy for volunteers dealing with travel, travel time, and work-related expenses. Reimbursement for expenses, if offered, should be consistent with that received by paid employees.
- ✓ *Volunteer Benefits:* Define any privileges or benefits offered to volunteers.



Have the agency's legal counsel review any new policies developed for the volunteer program. Once the plan's policies are established, distribute them in writing to both agency staff and volunteers.

**F. Verify
Agency
Liability
Coverage**

Under *California Labor Code* provisions, there is negligible legal difference between a paid employee and an unpaid one (volunteer). An agency is responsible for the actions and safety of and insurance coverage for its volunteers.

However, in the wake of a disaster, there will be little time to verify convergent volunteer credentials and references, or to train them in agency procedures, policy, and job skills. As a result, convergent volunteers increase an agency's exposure to liability. The following steps will help mitigate the risks associated with using convergent volunteers:

- ✓ Contact the agency's Risk Management Department and ensure that they inform the insurance carrier or joint powers authority (JPA) members that the agency intends to use volunteers for disaster work.
 - ✓ Expand the agency's current tort liability policy to include volunteers.
 - ✓ Consider registering the convergent volunteers as state Disaster Service Worker Volunteers as many ongoing volunteer programs do. DSW volunteers are provided with State Workers' Compensation and liability coverage. (See Chapter 4 for information on how to participate in the DSW Volunteer Program.)
 - ✓ Consult with the agency's legal counsel before using a volunteer liability waiver; it may not protect the agency in court.
-



G. Implement the Plan

The final step is to determine what additional facilities, equipment, or supplies will be needed to implement the program. For a large city or county, it may be advantageous to arrange for several facilities throughout the area to serve as volunteer reception centers following a disaster, while maintaining a single facility to direct and support ongoing volunteer efforts. Once the flow of incoming volunteers decreases, reception centers can be demobilized, allowing ongoing efforts to continue through one, centralized location. Plan the layout of each facility and identify areas for volunteer reception, orientation, program administration and parking.

In addition, ensure that the following are readily available:

- A public information phone number for those interested in volunteering. (A recording may be used to list volunteer positions available, directions to reception centers, and hours of operation.) Provide the number to local media.)
- Forms for signing up, time reporting, and injuries. Forms, supplies, and facility layouts can be assembled in a kit or a package for immediate use when disaster strikes.
- Any necessary equipment for the volunteers' work including safety gear.
- Additional desk/table space for clerical and administrative volunteers.
- Communications devices such as cellular phones and pagers for field workers.
- Pre-packaged volunteer orientation materials.

See Chapter 5 for information about establishing memoranda of understanding and blanket purchase agreements with local agencies and vendors to acquire needed supplies, equipment, and facilities in an emergency.



CHAPTER 3

DISASTER VOLUNTEER PROGRAMS

To avoid the difficulties inherent in mobilizing untrained convergent volunteers in the midst of a crisis, establish a disaster volunteer program before disaster strikes. Consider participating in the State's Disaster Service Worker Volunteer Program (DSWVP). Agencies with an established program may draw upon their trained volunteers in an emergency to supplement paid staff and are not dependent on the chance that qualified volunteers will spontaneously offer their services. Disaster volunteer programs afford agencies a greater level of preparedness than a convergent volunteer management plan. Such programs offer additional advantages:

- Allow for thorough volunteer screening to include reference checks, and verification of any credentials,
- Allow volunteers to be thoroughly trained and gain experience in their duties, and
- Provide paid staff members experience in managing and working with volunteers.

Disaster volunteer programs often take one of two forms: a reserve program or an ongoing program. Reserve volunteers are generally individual citizens that an agency can call to help in an emergency. Ongoing volunteers are often trained as a group, and can serve not only during a disaster but also after a disaster. Of the two, a reserve program requires less time and fewer resources to manage. On the other hand, reserve volunteers usually do not contribute to an agency until a disaster occurs, and volunteer interest may wane when they are not needed for an extended time. Volunteers participating in an ongoing program require support, guidance, resources, activities, and continued training opportunities. Volunteers in both programs would be eligible to register as Disaster Service Workers once they meet



all the requirements as indicated in the DSW Volunteer Program Regulations.

Use the guidelines in the preceding chapter and the following information on recruitment, training and supervision to develop a reserve or ongoing program.

**A. Disaster
Volunteer
Reserve
Program**

Agencies that have day-to-day volunteer programs can train participants to help perform ongoing agency functions in the event that agency staff is busy with disaster response activities. Disaster reserve volunteers can also be trained to perform specific disaster functions. The type of training depends on an agency's disaster role. Training could include: damage assessment, communications, light search and rescue, shelter management, and first aid/CPR. Identify training needs when screening and placing new recruits. Before launching a curriculum, contact local agencies such as the Red Cross, the Amateur Radio Emergency Services (ARES), other jurisdictions, and local colleges to find out what training is already available.

When using volunteers to support routine tasks, paid staff may feel that volunteers are encroaching on their responsibilities. Avoid the animosity this can cause by making it clear to paid staff that volunteers are not replacing them, but are being trained to support ongoing services in an emergency. Civil Service regulations and labor union contracts may restrict the use of volunteers for ongoing agency work. To avoid labor conflicts, direct the majority of volunteer efforts toward disaster-related tasks. Plan for activating and supervising these reserve volunteers following a disaster.

Volunteers who are part of this type of a reserve program may be registered as DSW volunteers – provided they are performing duties that fit within approved DSWVP classifications that are broad enough to accommodate most volunteer duties.



Recruitment

A disaster volunteer program requires recruitment to attract participants. Before launching a recruitment effort for volunteers to assist your agency with disaster response, determine what specific help you will need and know what qualifications are required for the jobs. Recruitment should be targeted at people with the necessary qualifications to fill the positions. Recruiting volunteers can be done in a variety of ways:

- Advertise at local colleges, universities, adult education classes and trade schools.
- Post volunteer program notices in public places such as post offices, grocery stores, laundromats, city facilities, and Chambers of Commerce.
- Prepare Public Service Announcements (PSAs) for local radio, television and newspapers. If available, advertise on public access channels.
- Contact local volunteer centers, career development offices, and vocational rehabilitation counselors.
- Prepare a recruitment mailing to agency retirees.
- Additional, and often effective, recruitment will occur through *word of mouth* advertising by current volunteers.

Training

Before beginning their assignments, volunteers need to have sufficient training to do the job. Training of new volunteers is important for many reasons including:

- Assuring safe operations of equipment and competent execution of tasks,
- Maintaining consistency and quality of services to agency clients,
- Showing volunteers they are being taken seriously, and
- Protecting the interests and assets of the agency.



To provide the best possible service, volunteers must understand the rules and procedures for their specific volunteer assignments, and they must be shown how to operate required equipment safely and efficiently. Training is needed, and, in some cases, volunteers may need to practice under supervision to be sure they have sufficiently mastered a task.

Prepare a class schedule and conduct disaster volunteer training on a regular basis. Regular training will give volunteers an opportunity to get to know the agency, each other, and their jobs. For in-house training, ensure instructors have the proper qualifications. Document in the volunteer's personnel file when training occurred and when re-certification is necessary (if applicable). Records of training may be checked for any volunteer in the State's Disaster Service Worker Volunteer Program. This program is discussed further in Chapter 4.

To reinforce the training and help maintain volunteer interest and response skills, provide refresher training and conduct regular disaster drills and exercises. Offer cross training to volunteers competent in one disaster function so that they can perform other functions.

Supervision and Support

Supervision of volunteers should follow the same general principles that apply to paid staff. The purpose of supervision is to ensure that volunteers know what is expected of them and to oversee the successful completion of assigned work. A good supervisor provides support for the volunteer by establishing performance expectations and giving feedback, by mentoring and coaching, and by offering recognition for accomplishments.



**B. Ongoing
Disaster
Volunteer
Program**

Ongoing disaster volunteer programs benefit both the local government and residents by promoting disaster preparedness and establishing a cooperative response role between area agencies and local volunteers. The following are disaster preparedness activities that volunteers have performed in similar programs:

- Conduct disaster preparedness presentations for community groups,
- Organize neighborhood preparedness groups,
- Assist and participate in planning and drills/ exercises for cities and schools,
- Catalog and maintain disaster resource lists, supplies, and equipment,
- Organize and staff community disaster preparedness expositions,
- Assist local schools, businesses, hospitals, and retirement homes update their disaster plans, and
- Conduct outreach to disseminate disaster preparedness information to the community.

In some communities, the fire or police department or office of emergency services will sponsor neighborhood emergency training programs. Most of these programs go by acronyms, such as NERT (Neighborhood Emergency Response Training), CERT (Community Emergency Response Training), or a name that identifies the city such as CORE (Citizens of Oakland Respond to Emergencies). Typically these programs teach residents how to take care of themselves and their neighbors before and after a disaster.

Other agencies sponsor auxiliary communications programs using volunteer amateur radio operators to provide an additional communication system. These volunteer programs go by acronyms as well such as ACS (Auxiliary Communications Service), RACES (Radio Amateur Civil Emergency Service),



AARL (American Amateur Radio League), and ARES (Amateur Radio Emergency Services).

Recruitment

Volunteers in these types of programs function as a team rather than as individuals, so recruiting members for these programs is different than recruiting for a reserve program. Recruiting team volunteers can be done in a variety of ways:

- Offer training to neighborhood associations.
- Advertise classes through the recreation department's class schedule and other agency publications.
- Provide program information at council members' town hall meetings.
- Submit articles about the program to the local newspaper.
- Have existing team members participate in citywide events such as parades and fairs.
- Tell other disaster response organizations such as the American Red Cross or County Volunteer Center about the program.

Training

Training for an ongoing disaster volunteer program is similar to that of a disaster volunteer reserve program (see previous section). It is important to be sure the agency's training is of a quality that meets the current standard of training. For instance, the Federal Emergency Management Agency provides curriculum for Community Emergency Response Team training. There is no requirement that programs use this curriculum, but other course content should have a similar level of training.

Supervision and Support

Ongoing disaster volunteer program participants need to know under what circumstances they will be activated for response



and how they will be supervised during the response. This information should be part of the agency's disaster plan. Here are some support tips for those supervising an ongoing disaster volunteer program.

- ✓ Look for people doing good work and praise them.
- ✓ Correct errors immediately.
- ✓ Help people feel important, included, and valuable.
- ✓ Watch for signals that people want increased responsibility.
- ✓ Watch for signs of burnout and suggest rotating tasks.
- ✓ Be generous with recognition..





CHAPTER 4

CALIFORNIA DISASTER SERVICE WORKER VOLUNTEER PROGRAM (DSWVP)

The Governor's Office of Emergency Services has published the DSWVP guidance and overseen the revisions to this chapter.

The Disaster Service Worker Volunteer Program, created by the California State Legislature, protects registered workers by providing Workers' Compensation when certain conditions are met (Section 8580 of the *California Emergency Services Act*). A Disaster Service Worker Volunteer is defined in the labor code, section 3211.92, as:

anyone who is registered with an accredited disaster council approved by the California Emergency Council, or any person ordered to perform services during a 'state of war emergency' or any 'state of emergency' or 'local emergency' by a person or body having authority to command the aid of citizens to carry out assigned duties. A disaster service worker volunteer might be a reserve law enforcement officer, an auxiliary fire fighter, an emergency welfare worker, a communications specialist, a clerk, or anyone qualified to perform services in one of a number of fields.

(See Appendix I, Disaster Service Worker Volunteer Program.)

This chapter provides Disaster Service Worker Volunteer Program information on:

- A. Registering Volunteers
- B. Worker's Compensation for Volunteers
- C. Further information



Each city uses its DSW volunteers in a unique way, to meet its own particular needs. Below is information on how the City of Huntington Beach uses the DSWVP. In reply to a question about the registered DSW volunteers, the July 1994 "Community Response Teams Newsletter" printed the following:

In Huntington Beach we have expanded [the DSWVP concept] to include comprehensive training on specific aspects of disaster preparation, response, mitigation and recovery through our CERT program. We use the state DSW form to track the CERT members attending the monthly training courses by placing a sticker on the DSW form for each class completed.

Volunteers can be used in numerous ways during emergency situations. Examples include [1] floods: sandbagging, assisting police in evacuations, monitoring flood channels, working in a shelter, and assisting in the Emergency Operations Center. [2] Earthquakes: assisting in feeding workers and displaced persons, sorting and distributing donated goods, evacuating convalescent homes, senior apartments or schools, traffic control, setting up a Casualty Collection Point, clerical tasks, computer work, tracking CERT Teams, tracking city employee families, driving dignitaries around the City, escorting responding building inspectors to sites, writing newsletters to residents, answering public phone call inquiries, and many more. The list is endless and we do not know exactly what we need until the emergency hits.

**A. Register
Disaster
Service
Workers**

The essential requirements for participation in the Disaster Service Worker Volunteer Program are:

- An accredited Disaster Council must officially register the volunteer.
- The volunteer must provide his or her name and address.
- A person having the delegated authority to do so must administer the Oath of Allegiance, sign and date the registration form.



-
- The volunteer must sign the registration form after affirming the oath.
 - The volunteer must be assigned to a DSWVP classification approved by the California Emergency Council.
 - The agency registering the volunteer must ensure that new volunteer DSWs sign a written copy of the oath.
 - The agency must file the registration form in the office of the city, county, or agency for which the volunteer is serving within 30 days of the date it was taken.
-

B. Workers' Compensation for DSW Volunteers

Properly registered DSW volunteers are covered by state Workers' Compensation during the following activities:

- Disaster service training related to their intended service as a DSW volunteer,
- Disaster response and relief activities authorized and directed by their hiring authority, and
- Travel to and from an actual disaster service assignment.

DSWVP benefits include medical care, disability payments, and death benefits. Coverage does not include travel to and from disaster service training. For current benefit information, contact the Sacramento State Compensation Insurance Fund district office. When a Disaster Service Worker volunteer is injured, becomes ill, or is killed during his/ her service, agency management must follow the proper reporting procedures.

C. Further Information

The DSWVP regulations were updated in 1999 and subsequently the "DSWVP Guidance" was published through the cooperative efforts of the California Governor's Office of Emergency Services and the State Compensation Insurance Fund. This publication provides the program history, information on the Disaster Service Worker Volunteer Program regulations, and answers to frequently asked questions. This publication is to be used in conjunction with the DSWVP regulations.



Included in the Guidance are step-by-step instructions for filing workers' compensation claims under this program as well as copies of DSWVP forms. Send requests for copies of the guidance to your regional Office of Emergency Services. The regional branch information is listed in the front of this publication.

- Additional Program information may be obtained by contacting the Governor's Office of Emergency Services, Disaster Service Worker Volunteer Program Coordinator at (916) 845-3200.
- For State Compensation Insurance Fund forms and brochures call (916) 567-7526. (This is not a DSWVP information line.)
- To speak with the State Compensation Insurance Fund claim office, call (916) 567-7629.
- Legal questions should be addressed to your city or county counsel.



CHAPTER 5

COORDINATE WITH OTHER AGENCIES

There may be active volunteer programs sponsored by a government agency, the American Red Cross, Salvation Army, local volunteer center, or other community groups in your area. Inquire now about the capabilities and resources of these agencies. Following a disaster, local agencies may share resources or volunteers. Determine how an individual agency could work with these agencies in a disaster to orient, train, and supervise large numbers of volunteers. This chapter discusses:

- A. Establishing Cooperative Agreements
 - B. Building Mutual Aid Networks
-

A. Establish Cooperative Agreements

Numerous public and private agencies have resources that can be made available in an emergency. A local agency may provide a facility for volunteer registration, staff to assist with volunteer screening and training, or other resources such as transportation or equipment. Often, local vendors are also willing to contribute necessary supplies or services.

Inter-Agency Memoranda of Understanding

Inter-agency coordination is most effective when established by a written Memorandum of Understanding (MOU). MOUs formally establish an agreement, relationship, or cooperative effort between agencies. An MOU should describe the assistance or resource offered, who will coordinate its provision, and any conditions for its use. For example, an MOU could provide for one agency to refer surplus volunteers to another during a disaster.



Consider establishing an MOU with local agencies such as schools, cities, volunteer centers, and businesses for the following:

- Provision of equipment and supplies such as desks, cellular phones, computer equipment, and office supplies
- Use of a facility, such as an assembly hall, gymnasium, or conference room for volunteer reception, screening, or training
- Provision of a service, such as screening, registering, or conducting background checks for new volunteers

Blanket Purchase Agreements

Local vendors such as equipment rental or office supply outlets may provide their equipment, supplies, or services free of charge or may agree to give your agency priority to purchase the needed items in an emergency. This can be accomplished through a Blanket Purchase Agreement (BPA), a written agreement usually established before a disaster. BPAs may define a specific price and/or priority for a purchase. Often, BPAs have a pre-set spending cap to allow selected agency staff to execute the agreements quickly, without the delay of normal approval channels.

B. Build a Mutual Aid Network

Most emergency management agencies participate in some form of mutual aid system to acquire resources when their own have been exhausted. Mutual aid is a pre-established network to facilitate the sharing of personnel and other resources needed for disaster response. In the wake of a disaster, many agencies that do not work together on a regular basis find themselves responding together. The response efforts are frequently hampered by a lack of communication, poor coordination of resources, and the duplication of services. Although written agreements greatly facilitate inter-agency



cooperation, good working relationships are also necessary to ensure agencies will respond together effectively.

Establish working relationships with the local volunteer center and branch office of the California Employment Development Department (EDD). Volunteer centers and EDD offices often can help local governments meet their emergency staffing needs following a disaster by recruiting and referring the requisite personnel.

Volunteer Centers/Volunteerism Projects

Volunteer centers recruit, screen and place thousands of volunteers every year for public agencies, businesses, and community organizations throughout California. Typically, volunteer centers maintain a database of local candidates seeking volunteer opportunities and many also provide volunteer management training. Involve local centers in the planning and development of a disaster volunteer program and establish a Memorandum of Understanding for assistance with locating, screening and registering volunteers following a disaster. (See Appendix D for a sample.)

In the counties surrounding Los Angeles and San Francisco, volunteerism projects link volunteer centers together in a regional support network and help coordinate disaster response activities. To find the nearest volunteer center, contact the appropriate volunteerism project listed in Appendix A.

Ready to Respond

The Volunteer Centers of the Bay Area and the Volunteerism Project have developed a program jurisdictions can use to plan for managing disaster volunteers. The plan involves opening and operating a Volunteer Mobilization Center (VMC). The plan is available to government and disaster response agencies



statewide to help them prepare communities to mobilize volunteers following a disaster through activation of VMCs. Highlights of the program include:

- A volunteer mobilization center is a clearinghouse run by a local organization.
- This clearinghouse is activated at the time of a catastrophic disaster to serve a specific neighborhood or community. The VMC helps other organizations by recruiting volunteers locally and sending them where they are needed.
- The VMC bridges the time between a disaster and when the Volunteer Centers have activated a countywide volunteer clearinghouse.

For more information on the “Ready to Respond” program, contact Margaret Melsh at The Volunteerism Project. (See Appendix A.)

The California Employment Development Department

The Employment Development Department (EDD) can provide emergency assistance to local jurisdictions by recruiting and referring volunteers and/or staff to assist with disaster response and relief. EDD maintains a comprehensive applicant database that can be queried locally or statewide for personnel with specific skills. Government agencies developing a disaster volunteer plan or program may contact their local EDD branch office to make arrangements for recruitment and referral assistance following a disaster.



APPENDICES

A. California Volunteer Resources 39

B. Disaster Volunteer Program Manager Duty Statement (SAMPLE) 43

C. Volunteer Disaster Service Worker Duty Statement (SAMPLES) 45

 C-1 Shelter Worker/Manager 45

 C-2 Supply Support 46

 C-3 Home Clean-Up 47

D. Inter-Agency Memorandum of Understanding (SAMPLE) 49

E. Volunteer Agreement (SAMPLE) 51

F. Volunteer Information Record (SAMPLE) 53

G. Volunteer Timesheet (SAMPLE) 55

H. Disaster Volunteer Performance Appraisal (SAMPLE) 57

I. State of California Disaster Service Worker Volunteer Program
Information 59



APPENDIX A

NON-PROFIT DISASTER RESPONSE ORGANIZATIONS

**California
Volunteer
Resources**

Numerous local government and community service agencies in California have their own unique disaster volunteer programs. Before launching a program, investigate what is already available. Listed below are agencies that often use volunteers for disaster-related work and may be active in your area:

Auxiliary Communications Service (ACS)
(916) 845-1600
Governor's Office of Emergency Services
Telecommunications Branch
3650 Schriever Avenue
Mather, CA 95655

Bay Area Volunteer Centers and the Volunteerism Project
(415) 772-7393
The Volunteerism Project
50 California Street, Suite 200
San Francisco, CA 94111

California Conservation Corps
(916) 341-3100
1719 24th Street
Sacramento, CA 95816

Earthquake Airlift Volunteers
(800) 244-1949
California Pilots Association
P.O. Box 6868
San Carlos, CA 94070

Habitat for Humanity
(213) 975-9757
1200 Wilshire Boulevard, Suite 510
Los Angeles, CA 90010-250

Jewish Federation Council
(323) 761-8000
Wilshire Boulevard
Los Angeles, CA 90048



**APPENDIX A
(Continued)**

Oil Spill Prevention and Response
(916) 445-9338
California Department of Fish and Game
1700 "K" Street, Suite 250
Sacramento, CA 95814

World Vision
(626) 303-8811
800 West Chestnut Avenue
Monrovia, CA 91016 - 2198

*NATIONAL VOLUNTEER ORGANIZATIONS ACTIVE IN
DISASTER (NVOAD)*

NVOAD is a consortium of recognized national voluntary organizations active in disaster relief. Members include:

American Red Cross
(213) 739-5200
State Lead Chapter
2700 Wilshire Boulevard
Los Angeles, CA 90057

Adventist Community Services
(925) 939-2235
401 Taylor Blvd.
(P.O. Box 23165)
Pleasant Hill, CA 94523
(213) 546-8400
P.O. Box 969
Glendale, CA 91209

American Radio Relay League, Inc
(408) 353-3911
P. O. Box 473
Redwood Estate, CA 95044
(714) 556-4398
2901 Palace Place
Costa Mesa, CA 92626

Catholic Charities USA
(415) 592-2000
2255 Hayes Street 4th Floor
San Francisco, CA 94114
(619) 231-2828
349 Cedar Street
San Diego, CA 92101

Christian Disaster Response
(863) 551-9554
American Evangelical Christian Church
4800 Lynchburg Road
Winterhaven, FL 33881-9121



**APPENDIX A
(Continued)**

Christian Reformed World Relief Committee
(800) 266-2675
Rippon, CA 95366

Church of the Brethren General Board
(909) 593-6405

Church World Service Disaster Service
(626) 296-3195
2235 North Lake Avenue, Suite 211
Altadena, CA 91001

Episcopal Church Presiding Bishop's Fund for World Relief
(415) 673-5015
1055 Taylor Street
San Francisco, CA 94108
2728 Sixth Avenue
San Diego, CA 92103

Inter-Lutheran Disaster Response
(510) 729-7240
433 Hegenberger Road
Oakland, CA 94621

Mennonite Disaster Services
(530) 873-6405

Points of Light Foundation
(202) 729-8000
1400 "I" Street, Northwest, #300
Washington DC 20005

Presbyterian Church USA
(310) 670-5076
6323 West 80th Street
Los Angeles, CA 90045

REACT International, Inc.
(650) 327-6100
741 Fair Oaks Lane
Atherton, CA 94027

Salvation Army
(415) 553-3572
832 Folsom (P.O. Box 193465)
San Francisco, CA 94119
(213) 896-9185
900 West Ninth Street
Los Angeles, CA 90015



**APPENDIX A
(Continued)**

Society of St. Vincent de Paul (510) 639-4700 3385 Herrier Street Oakland, CA 94602	(408) 993-9502 2040 South 7th Street San Jose, CA 95112
--	---

Southern Baptist Convention Home Mission Board
(559) 229-9533

United Methodist Commute on Relief (UMCOR)
(916) 374-1500
P.O. Box 1768
Sacramento, CA 95812

Volunteers of America
(323) 567-3297
3813 North Causeway Boulevard
Metairie, LA 70002

DISASTER VOLUNTEER TRAINING PROGRAM

California Specialized Training Institute (CSTI)
(805) 549-3535
P.O. Box 8123
San Luis Obispo, CA 93403-8123
CSTI offers a two-day course "Developing Volunteer Resources" (G244) at various locations throughout the year. Contact the Federal Programs Registrar at 805-549-3671 for more information.

Federal Emergency Management Agency (FEMA)
(415) 923-7100
Region 9 Office
Building 105, Presidio
San Francisco, CA 94129



**APPENDIX B
SAMPLE:**

**Disaster
Volunteer
Program
Manager Duty
Statement**

The volunteer manager(s) oversee(s) the implementation of the disaster volunteer program by performing or directing the performance of program functions in accordance with agency objectives, regulations and policy. The Volunteer Manager coordinates the program's activation, operations, logistics, and deactivation. He or she supervises ongoing program functions such as volunteer placement, training, and administrative actions and establishes liaison with applicable agency departments, Emergency Operations Centers (EOC), and other local agencies. Duties may include:

Before a Disaster

- Assist with or oversee the development of a disaster volunteer program, including the identification of volunteer functions and the preparation of program policies, procedures, and training materials.
- Establish liaison with local agencies involved in disaster preparedness, response, and relief as well as volunteer agencies managing other programs.
- Attend volunteer management training and coordinate the provision of such training to agency staff involved in the program.
- Procure or arrange for the provision of the requisite supplies and equipment for program operations.
- Direct any pre-disaster volunteer training and recruitment efforts as well as the registration of Disaster Service Worker volunteers (DSWs).
- If participating in a DSW volunteer program, obtain written delegation of Civil Service Oath authority through the agency or a local disaster council.

During a Disaster

Coordinate with agency management to activate the program and cooperate with other local agencies responding to the disaster.



**APPENDIX B
(Continued)**

- Execute memoranda of understanding and blanket purchase agreements as necessary for program operations.
- Establish and maintain communications with agency management, local EOCs , and other responding agencies.
- Oversee program functions such as volunteer screening, orientation, registration, evaluation, and training. If applicable, ensure DSW volunteers are working within approved DSWVP classifications.
- Track volunteer efforts and report on program operations to agency management.
- Process or oversee the processing of volunteer administrative paperwork such as time sheets, injury reports, and travel claims.

After a Disaster

- Archive program records including volunteer personnel information, DSWVP records, injury reports, and receipts for goods and services.
- Ensure agency equipment, supplies, uniforms, and identification items are returned.
- Ensure volunteers are recognized for their efforts.
- Revise the disaster volunteer plan to reflect lessons learned.



**APPENDIX C
SAMPLES:**

**Disaster
Volunteer
Duty
Statement**

*Adapted from
the County of
Santa Cruz
Emergency
Services
Department
duty statement.*

CARE AND SHELTER

DESCRIPTION:

Includes classifications of Shelter Workers, Shelter Manager, and Reception/Registration. Shelter Manager will coordinate with the Red Cross and Emergency Operations Center in managing local Disaster Shelters during major emergencies.

RESPONSIBILITIES:

- Managers provide overall management of Disaster Shelter facility when activated.
- Managers provide information, guidance, and reassurance to victims.
- Managers delegate responsibilities to other volunteers and mediate problems and complaints.
- Shelter Workers follow the direction of the Manager to coordinate the logistics of running a mass-care shelter.
- Reception/Registration maintains records of victims housed at shelter, moved to other facilities, or released to go home.

QUALIFICATIONS:

- Leadership and organizational skills
- Desire to assist disaster victims in time of need
- Ability to delegate (manager)
- Ability to follow directions (worker)
- Ability to maintain accurate records

TRAINING:

Available from the Red Cross

TIME COMMITMENT:

As needed - to include training and occasional drills



C – 2

LABOROR – SUPPLY SUPPORT

DESCRIPTION: Includes the following assignments:
collection site worker, forklift driver,
inventory control, loaders/unloaders,
sorters, supplies distribution, warehousing.

RESPONSIBILITIES:

- Staff collection and distribution sites for supplies.
- Maintain inventory records and control of supplies from receipt to distribution.
- If applicable, operate forklift to move supplies.
- Load and unload trucks and other vehicles.
- Sort supplies received and catalog in preparation for distribution.

QUALIFICATIONS:

- Ability to organize objects and people under stressful conditions
- Some knowledge of inventory methods
- Ability to perform with a high standard of customer service, professional conduct and civil responsibility

TRAINING: Training provided appropriate to current situation

TIME COMMITMENT: As needed



C – 3

HUMAN SERVICES – HOME CLEAN-UP

- DESCRIPTION: Assist frail, elderly, or other residents with restoring their homes to normal operations after a disaster by helping with removal of debris and clean-up.
- RESPONSIBILITIES:
- Remove debris from private homes after a disaster under direction of homeowner/ resident.
 - Assist residents in cleaning up their homes following a disaster.
 - Assist with inventory of broken items, boxing and tagging.
 - Encourage residents to keep proper records of damaged items for insurance/FEMA claims.
- QUALIFICATIONS:
- Ability to perform with a high standard of customer service, professional conduct and civil responsibility
 - Willing to perform a wide variety of tasks
- TRAINING: Situational briefing provided as well as orientation to the clean-up project
- TIME COMMITMENT: As needed



**APPENDIX D
SAMPLE:**

VOLUNTEER CENTER OF SONOMA COUNTY
EMERGENCY RESPONSE PLAN COUNTY OF SONOMA

**Inter-agency
Memorandum
of
Understanding**

I. PURPOSE

- A. A private nonprofit agency, the Volunteer Center acts as a clearinghouse for the recruitment and placement of volunteers throughout Sonoma County.
- B. As appropriate during and immediately following a disaster the Volunteer Center will be responsible for establishing Volunteer Reception Centers and/or a phone bank which will recruit and refer convergent volunteers with government and nonprofit agencies.
- C. County of Sonoma provides a range of public services and anticipates needing volunteers to assist with the provision of these services. The EOC Human Resources Coordinator designates the Volunteer Program Specialist to act as liaison with the volunteer center.

II. ACTIVATION OF PLAN

- A. Upon direction from the County Volunteer Program Specialist, Department of Emergency Services, or Personnel Department, the Volunteer Center of Sonoma County will proceed to recruit volunteers, match these convergent volunteers to appropriate tasks, and maintain accurate records of volunteers referred.
- B. In the event of a catastrophic disaster where large numbers of volunteers are needed, the Volunteer Center shall establish Volunteer Reception Centers (VRC) and/or a phone bank to facilitate the timely recruitment and referral of volunteers where necessary in Santa Rosa, Petaluma, Rohnert Park, Sonoma and/or other locations as resources permit.

III. ORGANIZATION

- A. The Volunteer Center of Sonoma County is wholly responsible for the effective operation of the Volunteer



**APPENDIX E
SAMPLE:**

**CITY OF RIVERSIDE
MUNICIPAL VOLUNTEER PROGRAM
VOLUNTEER AGREEMENT**

**Disaster
Volunteer
Agreement**

This form constitutes an agreement between _____
Volunteer

and _____
Department Division

THE VOLUNTEER AGREES TO BE AVAILABLE:

HOURS		DAYS OF WEEK						
FROM	TO	SUN	MON	TUE	WED	THU	FRI	SAT

Assignment Start Date: _____ End Date _____

For the following assignment (general description) _____

As a Volunteer, I realize I am representing the city of Riverside during my assigned hours. It is my responsibility to understand, agree with, and fulfill the following:

1. Be courteous with the public in their requests (s) for information and services.
2. Accept training, guidance, and supervision provided by my staff supervisor.
3. Perform duties to the best of my ability, and inform my supervisor or his/her staff when time or knowledge may be insufficient to complete the assigned task.
4. Maintain and exhibit a neat and clean appearance as a Volunteer representing the City.
5. Sign in and out on the time sheet provided, and inform my supervisor or his/her staff when unable to report to assignment or of intent to resign.

As a supervisor of the above named Volunteer, I understand and agree to the following:

1. To provide orientation to the Volunteer as it pertains to respective assignment(s).
2. To utilize the Volunteer's time effectively and have assignments prepared for the Volunteer at his/her scheduled time.
3. To arrange a flexible assignment as it meets the needs of the department and the Volunteer.
4. To notify the Volunteer in advance if services are not needed at a particular time or day.

It is understood by both parties that this agreement and assigned tasks are negotiable. In the event of any changes, please contact the Program Coordinator.

Volunteer's Signature _____ Date: _____

Supervisor's Signature _____ Date: _____

Distribution:

Supervisor, Volunteer, Program Coordinator/Human Resources Department



**APPENDIX F
SAMPLE:**

Volunteer Center of Sonoma County

**Disaster
Volunteer
Information
Record**

Date: _____ Interviewer: _____

Volunteer's Name: _____

Home Phone: _____

Home Address: _____

Mailing Address: _____

In case of emergency,

Contact Name: _____ Phone: _____

Notes: _____

Available to provide services in the following areas:

- | | | | |
|--|---|--|---|
| <input type="checkbox"/> Clerical | <input type="checkbox"/> Accounting | <input type="checkbox"/> Computer | <input type="checkbox"/> Heavy Equip. Op. |
| <input type="checkbox"/> Training Others | <input type="checkbox"/> Management | <input type="checkbox"/> Radio Equip. | <input type="checkbox"/> Phones |
| <input type="checkbox"/> Child Care | <input type="checkbox"/> Food Prep | <input type="checkbox"/> Cleaning | <input type="checkbox"/> Carpentry |
| <input type="checkbox"/> Electrical | <input type="checkbox"/> Plumbing | <input type="checkbox"/> Bldg. Repairs | <input type="checkbox"/> Work Crew |
| <input type="checkbox"/> Forklift Operator | <input type="checkbox"/> Truck Driver | <input type="checkbox"/> Inventory | <input type="checkbox"/> Sort Materials |
| <input type="checkbox"/> Warehousing | <input type="checkbox"/> Direct Traffic | <input type="checkbox"/> Translations | <input type="checkbox"/> First Aid |
| <input type="checkbox"/> Personal Asst. for Elderly/Disabled | <input type="checkbox"/> Medical Professional (specify below) | | |

Special Skills and Licenses: _____

Equipment & Resources (Specify type below if applicable.):

- | | | | |
|---|--------------------------------------|--------------------------------------|--|
| <input type="checkbox"/> First Aid Supplies | <input type="checkbox"/> Bike (type) | <input type="checkbox"/> Boat (type) | <input type="checkbox"/> Medical Equipment |
| <input type="checkbox"/> Portable Generator | <input type="checkbox"/> Chain Saw | <input type="checkbox"/> Water Pump | <input type="checkbox"/> Lantern |
| <input type="checkbox"/> Work Tools (shovels, wheelbarrows, etc. – specify below) | | | <input type="checkbox"/> Computer (type) |

Specific types of equipment and Miscellaneous: _____

(Continued on back)



They Will Come

Interviewed by: _____

Times Available: _____

DSWVP Registration Form Completed yes no

Job Assignment Made: yes no standby

Orientation Referral (Date, Time, & Type) _____

Assignment:

Date

Site

Report to (Name & Phone #)

Follow-up Contacts: (Date, Reason, Initials) _____

Total Hours Donated: _____

Recognition: _____



**APPENDIX G
SAMPLE:**

**Disaster
Volunteer
Timesheet**

DISASTER VOLUNTEER TIMESHEET
<p>Volunteer: Complete the form below for each week and submit it to your supervisor.</p>

Reporting Period: From _____ to _____

Your Name: _____

Department: _____

Classification/Assignment: _____

DATE	TIME IN	TIME OUT	TOTAL HOURS
TOTAL:			

Volunteer's Signature: _____ Date: _____

Supervisor's Signature: _____ Date: _____



**APPENDIX H
SAMPLE:**

**Disaster
Volunteer
Performance
Appraisal**

*Adapted from the
American Red
Cross, 1995*

Employing Agency: _____

Address: _____

City: _____ State: _____ Zip: _____

Phone: _____

Disaster/Incident Name: _____

Period of Review: From _____ to _____

Volunteer's Name _____

Address: _____

City: _____ State: _____ Zip: _____

Phone: _____

Classification/Assignment _____

Interested in further service? Yes No

OVERALL PERFORMANCE:

<input type="checkbox"/> Clearly Unsatisfactory Performance significantly below standards	<input type="checkbox"/> Needs Improvement Performance does not fully meet standards	<input type="checkbox"/> Fully Successful Performance consistently meets and sometimes exceeds standards	<input type="checkbox"/> Exceeds Expectations Performance exceptional and significantly exceeds standards
---	--	--	---

Based on observed behavior, evaluate below:

Punctuality

Ability to follow instructions

Appropriate appearance

Attitude/Initiative

Adherence to procedures

Ability to work with others/cooperate

Task Proficiency

Sensitivity to public/client

Appropriate use of equipment/privileges

SUPERVISOR'S COMMENTS:

Supervisor's Name: _____ Signature: _____ Date: _____

VOLUNTEER'S COMMENTS:

Volunteer's Name: _____ Signature: _____ Date: _____



APPENDIX I

**Disaster
Service
Worker
Volunteer
Program
Information**

The following definitions are excerpts from Division 4, Part 1 of the California Labor Code

§3211.9 Disaster Council

Disaster Council means a public agency established by ordinance which is empowered to register and direct the activities of disaster service workers within the area of the county, city, city and county, or any part thereof, and is thus, because of such registration and direction, acting as an instrumentality of the state in aid of the carrying out of the general governmental functions and policy of the state.

§3211.91 Accredited Disaster Council

Accredited disaster council means a disaster council which is certified by the California Emergency Council as conforming with the rules and regulations established by the California Emergency Council pursuant to the provisions of Article 10 (commencing with Section 8610) of Chapter 7 of Division 1 of Title 2 of the Government Code. A disaster council remains accredited only while the certification of the California Emergency Council is in effect and is not revoked.

§3211.92 Disaster Service Worker

Disaster service worker means any natural person who is registered with an accredited disaster council or a state agency for the purpose of engaging in disaster service pursuant to the California Emergency Services Act without pay or other consideration.

Disaster service worker includes public employees performing disaster work that is outside the course and scope of their regular employment without pay and also includes 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 citizens in the execution of his or her duties.



Persons registered with a disaster council at the time that council becomes accredited need not re-register in order to be entitled to the benefits provided by Chapter 10 (commencing with Section 4351).

Disaster service worker does not include any member registered as an active firefighting member of any regularly organized volunteer fire department, having official recognition, and full or partial support of the county, cit, or district in which the fire department is located.

The following information is excerpted from the Disaster Service Worker Volunteer Program (DSWVP) Guidelines published April 6, 2001.

Classifications

DSW volunteers are used throughout the state to augment first responder and rescue teams in a state of war, state of emergency, or a local emergency disaster, and to assist in recovery activities following a catastrophic event. The DSW volunteer classifications approved by the California Emergency Council are listed below. If an accredited Disaster Council determines it needs volunteer disaster services not included in one of these classifications, the Council may contact the Governor's Office of Emergency Services, DSWVP Coordinator.

The current classifications for disaster service worker volunteers are:

- Animal Rescue
- Care & Shelter
- Laborer
- Communications
- Law Enforcement



- Community Emergency Response Team Member
- Logistics
- Medical & Environmental Health
- Finance & Administrative Staff
- Safety Assessment Inspector
- Human Services
- Search & Rescue
- Fire
- Utilities

Specialties

Classifications may further be defined into specialty areas (e.g.; *Human Services* may include providers of food, shelter, registration of evacuees, religious or spiritual needs, *Laborer* may include a person under the direction and supervision of the responding agency who is doing general labor services and supporting emergency operations, *Medical and Environmental Health* may include doctors, nurses, radiologists, laboratory technicians, etc.).

Scope of Disaster Service Duties

Each Disaster Service Worker in any class shall, without regard to his formal designation or assignment, be considered to be acting within the scope of disaster service duties while he is assisting any unit of the emergency organization or performing any act contributing to the protection of life or property or mitigating the effects of an emergency either (1) under the authorization of a duly constituted superior in the local emergency organization, or (2) under the supervision and direction of the American Red Cross while carrying out its programs in consonance with state and local statements of understanding or in carrying out a mission assigned to that agency by a responsible state or local authority.



Background and Purpose

Realizing that failure to compensate volunteers for injuries received while volunteering was not conducive to recruitment, the Legislature addressed the problem with the War Powers Act of 1943. The Act provided that volunteers might receive the benefits of the State Workmen's Compensation funds if the volunteer was injured in the course of his or her volunteer duty. One requirement of this benefit that has evolved is that the volunteers must be registered with an accredited Disaster Council. State law now protects volunteers from financial loss resulting from injury, as well as providing them limited immunity from liability in the course of their disaster service duties.

Disaster Service Worker volunteers are registered in order to:

- Assist the emergency organization in advance disaster planning
- Assist in the dispatch and management of resources
- Facilitate administration of the loyalty oath, as required by law
- Protect the interests of volunteers who provide direct services to government agencies
- Provide documentation required for workers' compensation coverage under the DSWP.

Registration

Registration forms are to be properly completed and filed with City Clerks unless the City Clerks have designated a department as the official repository for Disaster Service Worker records. At the county level, properly completed registration forms are to be kept in the office of the County Clerk, or in a volunteer's personnel file. While registration expiration is not mandated, it is wise to purge the files since the registration is valid only for active Disaster Service Worker volunteers.



Convergent volunteers, people who come forward spontaneously during the time of a disaster or emergency event, are not eligible to participate in the Disaster Worker Service Volunteer Program unless they are pre-registered as a DSW volunteer. When an agency uses convergent volunteers, the agency's management assumes the responsibility for the response activities of these volunteers. Once a convergent volunteer is registered as a Disaster Service Worker volunteer, that person is no longer convergent, but considered a registered DSW volunteer.

It is illegal to retroactively register a volunteer as a DSW volunteer. For example, if a person has been active with a volunteer organization for some time, but not registered, and is injured, it would be illegal to register them after the injury in the hope that the DSW Volunteer Program would cover the injury.

Statutory Information

No workers' compensation benefit or reimbursement of expenses incurred may be paid to any DSW volunteer unless the loyalty oath has been taken or subscribed to.

The oath is to be administered only before an officer authorized to administer oaths. At the county and city level, the county or city clerk, at the request of the jurisdiction's OES, may deputize selected staff from the county or city OES as Deputy County/City Clerks for the purposes of administering the loyalty oath to DSW volunteers. The county or city clerk may also designate the county or city OES as the official repository for DSWVP records to make the administration of the Program more practical. (Refer to Govt. Code §3104)



Volunteers should sign and date the registration form. If the volunteer is under 18 years of age, the parent or legal guardian takes the oath, signs, and dates the registration. (The volunteer can also sign.) The emergency authority administering the oath must sign and date the registration.

For purposes of obtaining worker's compensation benefits through the disaster service worker program, convergent volunteers will be eligible when the requirements of disaster service are met in accordance with the Disaster Service Worker Volunteer Program regulations.

Disaster councils may require each person registered as a disaster service worker to satisfactorily complete a course of training or instruction, including periodic refresher training. Since volunteers are important assets in a major response, DSW volunteers should be trained and prepared for disaster service assignments.

The Governor's Office of Emergency Services *Disaster Service Worker Volunteer Program (DSWVP) Guidance* provides in-depth information about the program, program administration, workers' compensation benefits and filing compensation claims. To obtain a copy of the DSWVP Guidance, contact the nearest regional office of the Governor's Office of Emergency Services (listed in the front of this publication). The regional office can also provide an electronic file containing the current Disaster Service Worker Volunteer Program registration form.

