Part 3: Local WEAVR Planning Guidance

August 2016	Wisconsin Plan for Volunteer Health Professionals

This manual provides a template and preparedness steps for completing a county plan for managing volunteer health professionals (VHPs) during an emergency, including:

- Developing county VHP management capability

- Requesting, receiving, and managing VHPs

- Tracking VHP use and movement

- Demobilizing VHPs

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FOR MORE INFORMATION RELATED TO THIS DOCUMENT

Please contact the WEAVR state administrator at dhsweavrmail@wisconsin.gov.

Preface

In order to effectively deploy and manage volunteer health professionals (VHPs) during emergencies, your county needs a VHP management plan.

- Your county emergency management director may wish to integrate this plan within the emergency volunteer management annex of your county emergency operations plan (CEOP) if it has one.
- Alternatively, it can be an attachment to the health and medical services annex (Annex H or emergency support function 8) of your CEOP.

You will need to coordinate with your county emergency management director to determine which kind of plan to write.

SUPPORTING MATERIALS

This manual is part of a comprehensive publication series developed by the Wisconsin Department of Health Services, Division of Public Health, to support recruitment, retention, deployment, and management of VHPs statewide.
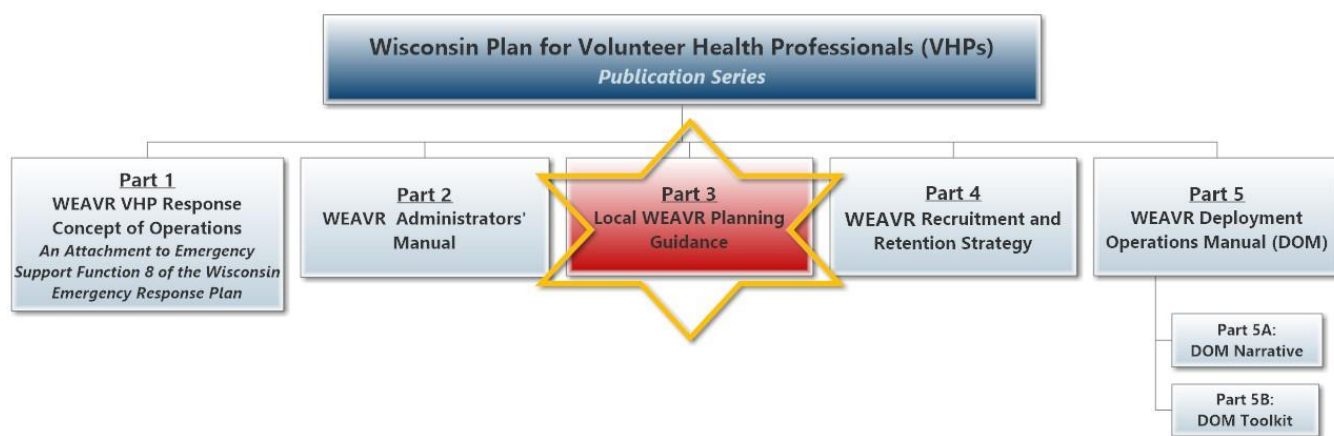
FIGURE 1: WEAVR PUBLICATION SERIES

VOLUNTEER MANAGEMENT STANDARDS

When you complete the preparedness steps suggested in this guidance manual and develop your county VHP management plan, you will fulfill the standards specified in Capability 15, Volunteer Management, of the *Public Health Preparedness Capabilities: National Standards for State and Local Planning*, published by the Centers for Disease Control and Prevention (CDC) in March 2011.[1]

- The DHS-DPH Capability 15 Checklist identifies these volunteer management standards and the resources to support achieving each.

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[1] For a complete discussion of these capabilities, go to http://www.cdc.gov/phpr/capabilities/.

- *Part 2: WEAVR Administrators' Manual* addresses the administrative side of building local VHP management capability.

  This manual, *Part 3: Local WEAVR Planning Guidance* addresses the operational side of local VHP deployment and management

HOW TO USE THIS MANUAL

This document is both a plan template and a preparedness guide. The format key on the following page explains how to recognize and work with the different types of content.

- Template: The template sections of this manual allow you to quickly assemble a rough draft of your plan into which you can insert county- and department-specific language.
- Planning Guidance: These are steps you will need to take and decisions your county leadership and emergency management office will need to make to solidify the protocols and procedures your plan will contain. Without doing this preliminary work your plan could be ineffective and might well violate important county requirements.

Format Key

This document is composed of a variety of different types of content to help prepare for and complete the development of your VHP management plan. The following charts illustrate and explain those types of content.

NOTE: Throughout this manual, we use the word "county" when referring to the jurisdiction the plan represents. However, we are using this word as a term of convenience to simplify the language. The guidance is equally valid for any type of jurisdiction, including tribes and local municipalities.

FIGURE 2: GUIDANCE FORMAT KEY

Content	Example and Explanation
Template	All black text is sample content to adopt or modify to meet the county's planning needs. You can keep this text "as is" if you wish.
Content Guidance	Red content located in line with black content provides specific instructions for text to be written and inserted.

Preparedness Checklists	**Preparedness Checklist**
	
	☐ Suggestions for preparedness steps to take prior to and during plan development
	
	☐ May include suggestions related to:
	   o Decisions the chief elected official and general counsel should make
	   o Additional partners/stakeholders to involve in

	the process
	o Policies, memoranda of understanding, or other documents to develop
	o Public education to conduct
	☐ Delete checklists from the final plan document
Explanatory Information	Explanatory or background information about a section of the plan. When you finish, you should delete this from the final plan.

Part 3: Local WEAVR Planning Guidance

WISCONSIN PLAN FOR VOLUNTEER HEALTH PROFESSIONALS

lead coordinating agency	[Insert name of agency.]
supporting governmental agencies	[Insert names of agencies.]
supporting non-governmental organizations	[Insert names of agencies.]
state coordinating agency	Wisconsin Department of Health Services, Division of Public Health

Introduction

The [insert county department] is responsible for developing and maintaining a system to recruit, deploy, and manage verified and credentialed volunteer health professionals (VHPs) to respond when needed to emergency incidents.

PURPOSE

This plan is an appendix/annex/attachment to [insert annex or ESF name] of the [insert name of county emergency management plan]. It defines the [insert county name] operational activities necessary to deploy VHPs in [insert county name] emergency incidents that require a medical response that exceeds county resources.

- It prescribes the process for requesting authorization through the incident command (IC) to deploy VHPs.
- It identifies the required conditions, protocols, and documentation, as prescribed by the [insert name of chief executive official and/or county legal counsel], necessary to meet county standards for operational safety and for liability and workers compensation protection.
- It provides for utilization of the Wisconsin Emergency Assistance Volunteer Registry (WEAVR) for systematic identification and mobilization of deployable volunteers.
- It provides direction for reception, orientation, briefing, just-in-time training, logistical support, operational assignment, supervision, and demobilization of VHPs.

Your county emergency operations plan may have an existing emergency volunteer management annex that addresses the registration, assignment, and management of unsolicited spontaneous volunteers who appear at the disaster site. If so, the existing annex can cover deployment of WEAVR VHPs with appropriate modifications. You must discuss this with your county emergency management director.

FIGURE 3: PREPAREDNESS CHECKLIST – PLANNING FORMATS

Preparedness Checklist
Understanding Emergency Management Planning Formats in Wisconsin

The following two columns show the two primary emergency planning formats counties currently use in Wisconsin along with two suggested options for inserting VHP management planning into your CEOP[2].

- **OPTION 1** indicates a VHP management plan that deals exclusively with VHPs and is attached to the health and medical annex of the *CEOP*.

- **OPTION 2** refers to a standing emergency volunteer management annex for managing all types of spontaneous volunteers. You and your county emergency manager would integrate the VHP management plan into the standing annex, creating VHP-specific procedures, attachments, etc., as needed.

County Emergency Operations Plans (CEOPs)	County Emergency Response Plans (CERPs)[3]
Basic Plan	**Basic Plan**
Functional Annexes	**Emergency Support Functions – ESFs**
A – Direction and Control	1 – Transportation
B – Communications and Warning	2 – Communications and Information Technology
C – Resource Coordination	3 – Public Works and Engineering
D – Law Enforcement	4 – Firefighting
E – Evacuation and Shelter	5 – Information, Analysis and Planning
F – Human Services	6 – Mass Care, Emergency Assistance, Housing & Human Services
G – Public Works and Engineering	7 – Resource Support
H – Health and Medical	8 – Health and Medical
○ **OPTION 1:** VHP management plan attached to Annex H	○ **OPTION 1:** VHP management plan attached to ESF 8
I – Radiological Incidents	9 – Search and Rescue
J – Public Information	10 –Hazardous Materials
K – Fire and Rescue	11 – Agriculture and Natural Resources
L – Disaster Assessment	12 – Energy and Utilities
?? – Emergency Volunteer Management	13 – Law Enforcement and Security
○ **OPTION 2:** VHP management plan integrated into Annex ??	14 – Long-Term Community Recovery
	15 – Public Information
	?? – Emergency Volunteer Management
	○ **OPTION 2:** VHP management plan integrated into ESF ??

Determine Planning Format

Meet with your county emergency manager to determine how your VHP management plan will fit into the

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[2] Terminology: We use the term *county emergency operations plan (CEOP)* collectively to refer to all types of county plans. Wisconsin counties use a variety of different terms.

[3] In the southeast region of the state eight counties and the City of Milwaukee elected to adapt this format into a comprehensive emergency management plan (CEMP) with up to an additional nine ESFs.

<table>
<tr><td style="background-color:#8B0000; color:white; text-align:center;">Preparedness Checklist</td></tr>
</table>

CEOP.

☐ OPTION 1: The VHP management plan will be an attachment to the health and medical Services annex (Annex H or Emergency Response Function 8) of the CEOP.

☐ OPTION 2: You will integrate VHP management requirements into the CEOP emergency volunteer management annex.

OPTION 1

☐ Use this guidance "as is" to complete a VHP management plan to attach to the health and medical annex of your CEOP.

☐ Determine whether your agency will need support from other governmental or non-governmental organizations to conduct the response activities specified in this plan.

  o If so, ask your county emergency manager which governmental agencies, if any, can provide support.

  o If non-governmental organizations will bear responsibility for plan components, create memoranda of understanding or letters of agreement with them.

OPTION 2

☐ Meet with your county emergency manager to initiate a revision of the CEOP emergency volunteer management annex.

☐ Decide which components of the existing CEOP emergency volunteer management annex apply equally to spontaneous volunteers and VHPs. For example:

  o County policies for receiving authorization from the chief elected official and/or legal counsel to utilize volunteers will likely be the same for all types of volunteers.

  o Procedures and resources for opening a volunteer reception center (VRC) may be essentially the same for all types of volunteers.

  o Many administrative requirements may be the same, such as:

    ▪ Volunteer supervision and timekeeping

    ▪ Volunteer code of conduct and accountability

    ▪ Orientation topics, such as volunteer liability, workers compensation, resources for volunteer support, etc.

☐ Determine which components of this guidance are VHP-specific. For example,

  o VHPs will need a separate receiving/registration station.

  o They may need specialized safety training and equipment.

  o They may need specialized just-in-time assignment training.

☐ Work closely with your county emergency manager and/or lead organization for the CEOP emergency volunteer management annex to create the necessary insertions and/or attachments to complete the plan revision.

SCOPE OF OPERATIONS

- Applies only to volunteers deployed under [insert name of health and medical annex]
- Applies to both pre-registered and spontaneous VHPs who wish to deploy in emergency response and recovery operations during declared emergencies
  o Includes health care, behavioral health, and animal health professionals
  o May also include non-health professionals (e.g., health educators, outreach personnel, etc.) who can support the public health mission

SITUATION

When a disaster or public health emergency response exceeds the capacity of [insert county name] health and medical services personnel, the incident command will need to call on VHPs to augment response efforts.

Potential Incidents

- Severe public health emergency
- Widespread and severe natural or human-made disaster
- Widespread biological or chemical attack
- Severe nuclear emergency

Potential Public Health Response Functions/Locations

- Hospital surge capacity and capability needs
- Alternate care sites/facilities
- Point of dispensing/mass dispensing sites for mass prophylaxis emergencies
- Shelters and hydration centers for incidents
- First-aid, mass triage, or screening sites

ASSUMPTIONS

- VHP requests can occur when a [insert county name] State of Emergency is in effect and local resources and capabilities are exhausted.
- The WEAVR system registers, verifies, and tracks all VHPs and their missions.
- VHPs may choose to decline a call to service at any time.
- Logistical and legal issues regarding the use of volunteers are fully resolved prior to mobilizing VHPs through WEAVR.
- [Insert county name or agency] provides for VHP transportation, care, lodging, and feeding.
- [Insert county name or agency] provides for a central staging and training area for all VHPs.
- *Part 5: WEAVR Deployment Operations Manual (DOM)* contains detailed procedures, forms, and templates for VHP management. To ensure consistency, thoroughness, and interoperability among cooperating jurisdictions, [insert county name] uses *Part 5: DOM*, as adapted for county use, for this plan's standard operating procedures (SOPs).

STRATEGY

Preparedness Checklist
VHP Management Staffing
☐ Make sure you have assigned a local WEAVR administrator (along with a back-up)
o   This person will conduct/manage all WEAVR system activities
o   This person MAY also serve as Disaster Volunteer Coordinator
☐ Determine what agency/organization will provide the staff to receive and manage VHPs (serve as disaster volunteer coordinator, mobilize and run

Preparedness Checklist
volunteer reception center, etc.)

- o Public health agency
- o Another governmental organization
- o A non-governmental organization (requires a memorandum of understanding or letter of agreement attached to this plan)
- o An out-of-jurisdiction incident management team (requires a delegation of authority at the time of the deployment)

Volunteer Reception Center

☐ Determine how you will handle spontaneous volunteers (examples follow)

- o Provide spontaneous volunteers with an opportunity to register in WEAVR and advise them to either:
  - ▪ Return home and wait for a deployment invitation.
  - ▪ Report to a separate volunteer reception center/station to register and receive assignments with other unaffiliated emergency volunteers
- o Direct ALL spontaneous volunteers, regardless of qualifications, to report to a separate volunteer reception center/station to register and receive assignments with other unaffiliated emergency volunteers
- o Alert potential VHPs in abundant public messaging that you will reject all spontaneous volunteers.

☐ Select a site for a volunteer reception center and develop an MOU with the owner.

☐ If it is not feasible to select a site in advance, prepare an MOU template that you can execute quickly at the time of the event.

☐ Determine how and where arriving VHPs will receive assignments to response agencies, such as:

- o Via a station at the VRC
- o At the staging area

[Insert county name or agency] employs a three-part strategy for deploying and managing VHPs aimed at preventing or reducing the convergence of spontaneous volunteers and ensuring a well-organized reception and support infrastructure for requested VHPs.

As occurs in every major disaster, well-intentioned spontaneous volunteers will converge on the impact area without invitations and likely before the receiving jurisdiction has mobilized its volunteer management capability. This convergence can significantly challenge response operations efforts.

The most important strategy is to anticipate and get ahead of the surge.

Public Messaging

Immediate public messaging [attach messaging templates] will:

- Direct volunteers NOT to self-deploy.
- Inform VHPs that if/when [insert county name or agency] decides to deploy VHPs it will make contact directly to VHPs who have pre-registered in WEAVR.
- Direct qualified health professionals who are not WEAVR registrants to complete WEAVR registration and await deployment invitations and instructions.

VHP Management Staffing

The [insert the name of the health and medical annex lead agency] will assign and direct:

- **Local WEAVR administrator** – to initiate and manage a WEAVR request and deployment, with support from DHS/WEAVR Staff as necessary.
- **Disaster volunteer coordinator** – to mobilize volunteer reception center and direct the VHP management team to support VHPs for the duration of the deployment
- Assigned VHP management – If the county elects to delegate management of converging volunteers to an external organization, choose one of the following options or describe an alternative.
  - [Option A] The county will request that Wisconsin Emergency Management activate a Department of Natural Resources or regional incident management team to initiate an emergency volunteer management system.
  - [Option B] The county will activate a memorandum of understanding with [identify local voluntary organization(s)] to operate the VHP management system.

Volunteer Reception Center/Station

Insert plan language here that describes the volunteer reception determinations you made in the Preparedness Checklist above.

[Insert county name or agency] will mobilize a volunteer reception center to receive and process all arriving VHPs.

- Pre-registered WEAVR VHPs will report to [insert language]
- Spontaneous unregistered health professionals will report to [insert language]
- Spontaneous unregistered non-health professionals will report to [insert language]

POLICIES

County Policy

Wisconsin jurisdictions accept liability and workers compensation exposure when they decide to use volunteers in emergency response. Therefore, you **must** consult your jurisdiction chief elected official and/or general counsel to clarify the policies for authorizing use of volunteers.

FIGURE 4: PREPAREDNESS CHECKLIST -- COUNTY POLICY ACTIVITIES

Preparedness Checklist

☐ Meet with county executive (county board chair, county oversight committee, or county administrator) and general counsel to:
     o   Define county's position on deployment of volunteers.
     o   Write policy.
     o   Adopt forms and waivers (templates in the DOM Toolkit).
     o   Determine minimum just-in-time training requirements VHPs.
     o   Determine training required for management personnel and qualifications for field supervisors of volunteers.
 ☐ Refer to the brochure, Volunteer Management during Emergencies and Disasters: Frequently Asked Questions[4] (attached).

☐ Establish record-keeping requirements and develop necessary forms/databases/ mechanisms to track VHPs. See the DOM Narrative and Toolkit for tracking resources.

☐ Determine whether the county will assign any portion of the management of emergency volunteers (e.g., logistics, running a volunteer reception center) to:
     o   A county government agency
     o   A voluntary organization within the county – if so, draft a Memorandum of Understanding or a Letter of Agreement.
     o   An incident management team (IMT) from outside of the county (e.g., a regional or Department of Natural Resources IMT) – if so, draft a Delegation of Authority template.

Deployment of VHPs in [insert county name] must comply requirements set forth in [identify county policy for emergency volunteer authorization and management], which states [Insert relevant content below]:

- At a minimum, address:
    - Who has the authority to approve a request to deploy VHPs?
    - What agency/organization receives and processes requests for VHPs?
    - What agency/organization manages volunteer reception processing, assignment, and tracking?
        - If the county assigns volunteer reception duties to a local organization outside of county government, explain the arrangement here, attaching a Memorandum of Understanding of Letter of Agreement.
        - If the county elects to call on a dedicated incident management team (IMT), indicate it here, and refer to an attached Delegation of Authority template to complete prior to any deployment.
- Address essential record-keeping requirements.

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[4] Randi Wind Milsap, "Volunteer Management during Emergencies and Disasters: Frequently Asked Questions" (Wisconsin Department of Military Affairs, November 2011).

State Policy

The excerpts below summarize Wisconsin state law regarding liability and worker's compensation coverage for emergency volunteers. The brochure Volunteer Management during Emergencies and Disasters: Frequently Asked Questions in provides additional explanations and guidance.

Chapter 257 of the Wisconsin Statutes – Emergency Volunteer Health Care Practitioners

§ 257.02, Wisconsin Statutes – Volunteer Registry

The department shall establish and maintain an electronic system that may be used to verify the credentials of and register volunteer practitioners before or during a state of emergency.

§ 257.03, Wisconsin Statutes – Volunteer Practitioners Indemnified

1) Except as provided in Subsection (3), a practitioner who, during a state of emergency and in a geographic area in which the state of emergency applies, provides services for which the individual is or has been licensed, certified, registered, or, in the case of a nurse aide, qualified, is, for any claim arising from the provision of the services, a state agent of the department under Sections 165.25 (6), 893.82, and 895.46 of the Wisconsin Statutes and, except as provided in Subsection (2), is considered an employee of the state for worker's compensation benefits under Chapter 102 of the Wisconsin Statutes if all of the following apply:

    a) The services are provided on behalf of a health care facility or mass clinic, or at the request of the department or a local health department.

    b) The health care facility, mass clinic, department, or local health department on whose behalf the practitioner provides the services does not compensate the practitioner for the services, except the health care facility, mass clinic, department, or local health department may reimburse the practitioner for travel, lodging, or meals. The practitioner's employer may compensate the practitioner for the services as long as the employer is not the health care facility, mass clinic, department, or local health department on whose behalf the services are provided.

    c) The practitioner is registered in the system under Section 257.02.

    d) If the practitioner provides the services at a health care facility or mass clinic, the practitioner first registers in writing with the health care facility or mass clinic.

2) A practitioner who provides services under Subsection (1) is not considered an employee of the state for worker's compensation benefits under Chapter 102 of the Wisconsin Statutes if the practitioner's employer compensates the practitioner for providing the services.

3) A practitioner is not a state agent of the department under Sections 165.25 (6), 893.82, and 895.46 of the Wisconsin Statutes if the practitioner's acts or omissions involve reckless, wanton, or intentional misconduct.

Chapter 323 of the Wisconsin Statutes – Emergency Management

§ 323.40 (2) and (3), Wisconsin Statutes – Responsibility for Worker's Compensation

An individual who registers in writing with a state agency or local unit of government's emergency management program to provide his or her own labor without compensation, other than reimbursement for travel, lodging, or meals, during a disaster, an imminent threat of a disaster, or a related training exercise is considered an employee of the local unit of government for worker's

compensation under Chapter 102 of the Wisconsin Statutes for purposes of any claim relating to the labor provided.

§ 323.41 (2) and (3) (a), Wisconsin Statutes – Liability of State or Local Unit of Government

An individual who registers in writing with a state agency or local unit of government's emergency management program to provide his or her own labor without compensation, other than reimbursement for travel, lodging, or meals, during a disaster, an imminent threat of a disaster, or a related training exercise is considered an employee of the local unit of government for worker's compensation under Sections 893.80, 893.82, 895.35, and 895.46 of the Wisconsin Statutes (as applicable), for purposes of any claim relating to the labor provided.

§ 323.41(4), Wisconsin Statutes – Exceptions

Section 323.41 of the Wisconsin Statutes does not apply if the person's act or omission involves reckless, wanton, or intentional misconduct.

§ 323.42, Wisconsin Statutes - Reimbursement of Local Units of Government

In any calendar year, if the amount the local unit of government is liable for under Sections 323.40 and 323.41 of the Wisconsin Statutes, plus losses incurred under Section 323.43 of the Wisconsin Statutes, exceed $1 per capita of the local unit of government's population, the state shall reimburse the local unit of government the amount of the excess.

Note: Providers of equipment and supplies under Section 323.45 of the Wisconsin Statutes are not eligible for liability and worker's compensation coverage under Sections 323.40 and 323.41.

Concept of Operations

VHP DEPLOYMENT TIMELINE

Once [insert name of official] has authorized VHP deployment, the following target timeline should guide the VHP deployment process. Each deployment will differ.

Figure 5: Target VHP Deployment Timeline

Time from Initial Request	Action Steps
2 hours	Query WEAVR database and generate initial list of potential VHPs. (federal standard)
12 hours	Complete initial polling of VHPs. Create the mission. Provide initial list of VHPs willing to deploy. (federal standard) Identify the entity/entities that will have responsibility for logistics planning.
24 hours	Provide a verified list of available, willing VHPs. (federal standard)
36 hours	Assign VHPs and complete mission staffing.
48 – 72 hours	Coordinate mobilization and embarkation of VHPs.

MOBILIZATION

Mobilization Triggers

In major emergencies, volunteers typically surge to the disaster scene whether or not the jurisdiction has requested them or has mobilized the resources to manage them. It is essential to anticipate these spontaneous movements.

While it is preferable for the Incident Command to initiate VHP deployment when depletion of available response resources is imminent, additional factors may prompt activation of all or part of this plan including, but not limited to:

- When the nature of the emergency or disaster is such that there is a high likelihood that large numbers of workers will be needed for operations
- When there is significant media coverage of the event
- When there are inquiries from health professionals seeking information on how to help
- If qualified VHPs begin to converge on the disaster scene

Mobilization Sequence

Describe or chart the process by which your agency must request authorization to deploy VHPs. The chart below illustrates a typical sequence. This sequence may be compressed or simplified depending on the scope of the emergency and the standard practices of the local incident command.

FIGURE 6: SAMPLE INCIDENT COMMAND VHP AUTHORIZATION REQUEST SEQUENCE
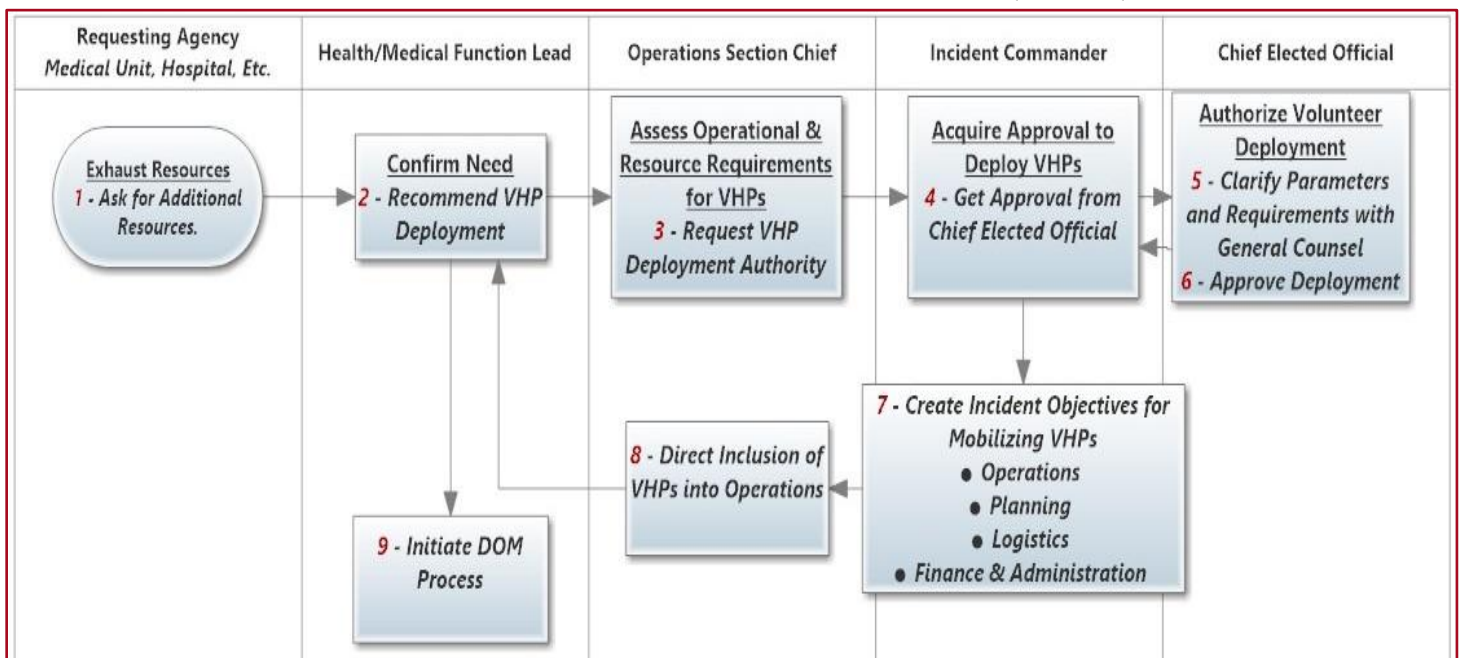
The [insert official], in consultation with the Incident Command, activates this plan during a State of Emergency when a responding health and medical services agency exhausts or anticipates soon exhausting its available internal and mutual aid resources.

- The requesting agency confers with [insert the name of the health and medical annex lead agency] to identify the extent of the need and the types of VHPs required.
- The [insert the name of the health and medical annex lead agency] works with the Incident Command to:
    - Determine what operational and resource requirements it must meet to adequately support a VHP deployment.
    - Receive authorization to deploy VHPs.
- The [insert the name of the health and medical annex lead agency] assigns a local WEAVR administrator to:
    - Conduct all necessary WEAVR system activities.
    - Work with the Incident Command to ensure completion of logistics and communications arrangements.
    - Direct all VHP management activities.
    - Ensure continuing communication with involved parties and jurisdictions.
- The [insert the name of the health and medical annex lead agency] assigns a disaster volunteer coordinator to:
    - Mobilize a volunteer reception center/station for deploying VHPs.
    - Ensure continuing support and documentation of VHP deployment.

REQUESTING STATE SUPPORT

The [insert the name of the health and medical annex lead agency] can request VHP deployment and management support from DHS/WEAVR Staff:

- **During normal working days and hours**, by submitting a direct request to the DHS-DPH via the State WEAVR Administrator. (See [Attachment 1: WEAVR System and Unit Mobilization Contacts]).
- **During evening and weekend hours**, by contacting the DHS Health Care Preparedness & Response Coordinator at (608) 225-9198.

INCIDENT COMMAND/EOC CONSIDERATIONS

In Public Health Emergencies

For an emergency in which public health is the primary focus, involving few outside agencies (e.g., dispensing mass prophylaxis):

- The [insert name of department or official] provides/is the Incident Commander.
- The Emergency Operations Center (EOC) location is:
    - [Insert location of primary departmental EOC.]
    - [Insert location(s) of alternate EOC(s).]
- The positions and tasks described below will largely be staffed by [insert name of department] personnel.

Multi-Agency Response Emergencies

In the event of a large-scale emergency requiring medical response (e.g., tornado, mass casualty):

- The [insert name of department] will respond as a part of the Operations Section.
- The [insert name of department] will coordinate through the Operations Section Chief or as directed by the Incident Commander to relay VHP-related needs to the appropriate Command and General Staff.

Command Staff

Authority

- Execute authorization [as prescribed by your chief executive officer and general counsel] to deploy VHPs.
- Provide clear definitions of where/when VHPs can and cannot legitimately work.

Staffing

If you plan to delegate all or part of VHP management to an entity outside of county government, describe the steps. The following are two examples.

OPTION A: Mobilize and authorize an Out-Of-County Incident Management Team (IMT) [if you plan to delegate all or part of volunteer management]

- Contact the Wisconsin Emergency Management duty officer (800-943-0003) to request either of the following teams.
  - Department of Natural Resources Incident Management Team
  - Regional Wisconsin Incident Management Teams
- Complete a Delegation of Authority (model attached), signed by the appropriate county official(s).
- If you expect volunteer management operations to last longer than one-two weeks identify a local authority/organization that can "shadow" the incident management team and assume authority for volunteer management operations at the conclusion of the IMT's authority.

OPTION B: Activate a memorandum of understanding or a letter of agreement with the non-governmental organization(s) tasked with providing VHP management support.

Public Information

- Immediately initiate public information messaging about volunteer operations.
  - Release pre-scripted messages [attach templates] to key parties.
    - WEM, WI E·Sponder®
    - News media
    - Relevant web sites and social media
    - 2-1-1, VOAD, partner agencies
    - Relevant list serves
  - Distribute talking points [attach templates] to all potential spokespersons.
    - It is essential that public officials know the plan strategy and understand the benefits of strategic volunteer deployment.

- Spokespersons must be aware of the dangers of issuing inconsistent or ill-informed statements regarding potential recruitment and deployment of volunteers.
  - Maintain close communication with incident command/EOC team to:
    - Edit the message as needed
    - Initiate "do not self-deploy" notices

Incident Action Planning

- Brief section chiefs on decision and parameters of volunteer deployment.
- Address mobilization of VHP reception and documentation systems.
- Ensure effective and consistent volunteer management across multiple municipalities as necessary.
- Include volunteer management considerations in briefings, situations reports, and incident action plans.
- Initiate volunteer safety measures/training.

General Staff

Operations Section

- Health & medical
  - Determine whether the situation warrants screening volunteers for health-related risks. If so, direct Local WEAVR Administrator to include screening requirements in WEAVR request.
  - Provide for appropriate background screening.
  - Ensure appropriate briefing and training at Volunteer Reception Center/station
    - Prepare VHP briefing materials (using *Part 5B: DOM Toolkit E* and appropriate current ICS forms[5]).
    - Provide for just-in-time training.
    - Establish procedures for assigning VHPs to response agencies.
  - Provide for communication between public health staff and volunteer resources (e.g., phones, computers, radios).
- Law enforcement – standardize procedures for volunteer handling at perimeter and at work zones
- Field supervision – ensure coordination between response entities receiving VHPs:
  - Assign adequate VHP supervision.
  - Implement systems/tools to validate VHP registration/assignment, hours, and work assignments in the field.
  - Conduct debriefing and performance evaluation (including assessment of volunteer management system).
  - Refer for counseling if necessary.

Planning Section

- Maintain situational awareness of:
  - Needs for volunteer labor

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[5] Obtain ICS forms at https://training.fema.gov/emiweb/is/icsresource/jobaids.htm.

- By unit/agency/organization
- By capability
  - Numbers of volunteers available, including specialized capabilities
- Integrate considerations for VHP deployment into incident action planning, including:
  - Communication to VHPs regarding incident action plans, including weather, safety, and environmental considerations
  - Transition from response to demobilization
  - Continuity of volunteer availability for long-term recovery operations
- Maintain intelligence of volunteer operations, including:
  - Locations of work crews
  - Status of county authority (i.e. when operating across county boundaries)

Logistics Section

- Work with [insert appropriate official – e.g., human services lead, local WEAVR administrator, disaster volunteer coordinator] prior to VHP deployment to identify and provide for logistics needs of traveling VHPs.
- Provide logistical support for volunteer reception center.

Finance/Administration Section

There are numerous, highly critical reasons to maintain detailed records of VHP processing, assignments, and hours worked. Accurate records are essential in adjudicating liability or worker's compensation claims. Additionally, a potential presidential disaster declaration for the Public Assistance Program allows recipients of funds to credit the value of qualifying volunteer hours and in-kind resources toward the jurisdiction's 25% match for federal disaster grants.[6]

- Coordinate with volunteer processing personnel and field supervisors to ensure systems are operating efficiently to maintain:
  - Volunteer records and tracking of deployment hours/locations
  - Costs associated with volunteer management
- Track emergency declarations and status of federal applications and ensure the collection and maintenance of relevant documentation related to VHP deployment.

VHP DEPLOYMENT ACTION STEPS

Part 5: WEAVR Deployment Operations Manual (DOM) follows a series of twelve action steps that Receiving and Sending Jurisdictions collaboratively follow to ensure a well-coordinated VHP deployment. The following summary provides an abbreviated checklist for overview purposes.

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[6] See FEMA Recovery Policy RP9525.2.

- Receiving and sending jurisdictions follow the action steps summarized in the following chart.
- DHS/WEAVR staff support receiving and sending jurisdictions in addressing all necessary components of the deployment process.

FIGURE 7: SUMMARY OF DEPLOYMENT OPERATIONS ACTION STEPS

Step #	Action Step	Task Summary
1	Exhaust local resources	☐ Follow [insert jurisdiction] protocols, as noted above, to obtain authority to deploy VHPs. ☐ Complete *Part 5: DOM Toolkit A: Deciding to Request WEAVR Resources.*
2	Request WEAVR/MRC resources	After exhausting resources and completing *Part 5: DOM Toolkit A:* ☐ Determine required VHP qualification levels. ☐ Submit request forms to DHS/WEAVR Staff.
3	Receive request	☐ Assess the availability of sufficient trained staff for multi-shift operations. ☐ Identify written local plans for mobilizing and managing VHPs.
4	Identify who will manage logistics	☐ Provide existing preliminary logistical information to the local WEAVR administrator. ☐ Determine whether the Incident Command's existing Logistics Section can handle VHP needs. If not, assign or request additional personnel to do so. ☐ Communicate relevant logistics information to all necessary parties.
5	Locate local deployable volunteers	Prior to inviting VHPs to deploy, find out how many are potentially available and willing. ☐ Create a master polling message. ☐ Query the WEAVR system. ☐ Ask selected Local Administrators/MRCs to poll local volunteers for readiness.
6	Create mission and assign VHPs	Initiate the actual deployment process. ☐ Create the mission. ☐ Create deployment groups.

Step #	Action Step	Task Summary
		☐ Invite volunteers.
		☐ Monitor WEAVR responses.
		☐ Confirm and assign VHPs.
7	Mobilize and transport VHPs	☐ Identify a disaster volunteer coordinator and a travel leader.
		☐ Ensure VHPs have received all essential deployment communication and have arrived appropriately equipped.
		☐ Establish a VHP communication infrastructure.
		☐ Confirm VHP identities and credentials at every check-in location.
8	Receive VHP resources	☐ Receive VHPs
		☐ Set up VHP tracking.
		☐ Instruct VHPs on deployment accountability expectations.
		☐ Establish chain of accountability and documentation for VHPs from arrival to the conclusion of the mission.
9	Provide reception, orientation, and training	☐ Create, staff, and equip a volunteer reception center (VRC).
		☐ Set up and operate an orientation process.
		☐ Provide just-in-time training, as needed.
10	Manage VHPs	☐ Manage continuing support to VHPs throughout the deployment.
		☐ Make sure ongoing VHP supervision includes attention to volunteer conduct, both on and off duty.
		☐ Strictly enforce confidentiality requirements and protocols.
11	Prepare for demobilization	☐ Address the resolution or continuity of assigned duties.
		☐ Provide for final volunteer needs and concerns.
		☐ Complete logistical and administrative tasks.
		☐ Document and appreciate the volunteers' experience.
12	Conduct post-deployment management	☐ Host a welcome for returning VHPs.
		☐ Complete post-deployment recordkeeping.
		☐ Update the WEAVR system components related to the deployment mission.

Agency Responsibilities

Work with your county office of emergency management and with your emergency management partners to identify essential agency roles and responsibilities. The following is a partial representative list.

FIGURE 8: AGENCY RESPONSIBILITIES

Agency	Functions
[Insert Lead Coordinating Agency]	**Preparedness** Appoint and train a minimum of one primary and one back-up local WEAVR administrator. Develop and maintain a robust VHP recruitment and retention program. Develop plans and standard operating procedures for VHP deployment. Coordinate with county emergency management partners to ensure integration with existing plans and standard operating procedures. Coordinate with county emergency management partners to include VHPs in training and exercises.
	Response Direct VHP deployment operations. Coordinate with county emergency management partners to ensure adequate logistics support to deploying VHPs. Ensure a well-organized demobilization of VHPs, including debriefing, continuing support to VHPs, as needed, and after-action reporting.
	Local WEAVR Administrator (See *Part 4: WEAVR Administrators' Manual and Part 5: WEAVR Deployment Operations Manual*) Develop and maintain county capability for completing WEAVR resource requests. Participate in WEAVR training activities. Coordinate local VHP recruitment and retention. Manage VHP deployments for local emergency operations. Coordinate local VHP polling and assignment for out-of-jurisdiction deployments.
	Disaster Volunteer Coordinator (See *Part 5: WEAVR Deployment Operations Manual*) Direct the mobilization of a volunteer reception center/station. Coordinate VHP support and documentation for the duration of the deployment.

Agency	Functions
[Insert County Office of Emergency Management]	**Preparedness** Support [insert lead coordinating agency name] in developing and/or integrating VHP management plans and procedures for the [insert name of county emergency operations plan]. Provide support in identifying and integrating supporting emergency management partners.
	Response Facilitate requests for authorization to deploy VHPs. Provide support in identifying and delivering logistical resources for deploying VHPs. Provide support in designating, equipping, and managing a volunteer reception center.
[Insert Supporting Governmental Agencies as needed]	
[Insert Supporting Non-Governmental Organizations as needed]	

Supporting Documents

Part 2: WEAVR Local Administrators' Manual

Part 5: WEAVR Deployment Operations Manual (DOM) – Narrative and Toolkit

Appendices

APPENDIX 1.1: WEAVR CONTACTS (REVISED AUGUST 2016)

WEAVR System Administrators (State Level)

Billee Bayou Billee.bayou@wisconsin.gov 608 266-3558
Shirley Bostock Shirley.bostock@wisconsin.gov 608 266-3451
Paul Wittkamp Paul.wittkamp@wisconsin.gov 608 261-9306

Functional Assessment Service Team (FAST) State Level Administrator

Jan Devore, Preparedness Human Services Coordinator, Janet.devore@wisconsin.gov 608 264-6303

Medical Reserve Corps Unit Coordinators

Dane County MRC
Lenora Borchardt
lenoraborchardt@hotmail.com
608 834-0802

Eau Claire County MRC
Kelli Engen
kelli.engen@co.eau_claire.wi.us
715 271-0425

La Crosse Area MRC
Brenda Lutz-Hanson
bhanson@lacrossecounty.org
608 785-9844

Racine County MRC
Pat Adams
Pat.adams@cityofracine.org
262 636-9537

Saint Croix Valley MRC
St. Croix, Pierce and Polk Counties
Natasha Cardinal
Natasha.cardinal@co.saint-croix.wi.us
715 381-4912

Walworth County MRC
Beth Walsh
ewalsh@co.walworth.wi.us
262 741-3136
    Lake Geneva MRC Team
    John Peters
    jpeters@lakegenevafire.org
    262 248-6075 ext. 11

Wisconsin Disaster Medical Response Team
Shawn Metzner
wdmrtmrc@ymail.com
920 843-4013
    Mobile Medical Unit
    Irv Lupee
    Lupee1535@centurytel.net
    608 778-4701

Wisconsin Animal Response Corps (statewide)
Dr. Darlene Konkle
Darlene.konkle@wisconsin.gov
608 224-4902

DHS Health Care Preparedness & Response Coordinator
Lisa Pentony
608 225-9198
Lisa.Pentony@dhs.wisconsin.gov

APPENDIX 2: VHP BRIEFING FORM

Use the following form along with appropriate current ICS forms to provide thorough briefing resources.

INCIDENT INFORMATION			
1. Incident Name:		**2a. DATE:**	**2b. TIME:**
3. Requesting Entity:	**3.a. Requesting Entity Point of Contact (POC) Name/Position:**		**3.b. POC Phone:**

EMERGENCY DUTY LOCATIONS & REQUIREMENTS
(duplicate on separate pages for additional duty locations)

4. Location:		**4.a. Reports To:**	**4.b. Desired Start Day:**
5. Specialized Qualifications Requirements: ☐ Yes ☐ No (*qualifications over and above professional license and government-issued photo identification such as FAST, Animal Response Corps*)	**5.a. Define:**		
6. Just-In-Time (JIT) Training Requirements: ☐ Yes ☐ No (*for example, use of the bifurcated needle at a smallpox vaccination clinic*)	**6.a. Define:**		
7. Extraordinary Health-Related Issues: ☐ Yes ☐ No (*e.g., potential for exposure to significant health risks*)	**7.a. Define:**		
8. Need for Fitness for Duty Screening: ☐ Yes ☐ No (*due to unusual/extreme working conditions – See* Toolkit O: Fitness for Duty Screening)	**8.a. Define:**		
9. Need to Bring Specialized Equipment/Supplies: ☐ Yes ☐ No (*see* Toolkit T: Packing Checklist, *for general packing guidelines*)	**9.a. Define:**		

ARRIVAL INFORMATION	
9. Arrival Location *(if different from staging area)***:**	**9.a. Arrival Instructions:**
10. Staging Area Location:	**10.a. Staging Area Procedure:**

MISSION SAFETY		
11.a. Who will deliver the briefing? Name/Position:	**11.b. Location:**	**11.c. Schedule:**

11.d. Known safety issues:

12. VHP Housing

12.a. Location:	12.b. Contact:	12.c. Comments:

VHP ROLES AND EXPECTATIONS

LOGISTICS OFFICER ASSIGNED

Name:	Agency/Position:
Phone #s:	Email:

ATTACHMENT 3: DHS-DPH CAPABILITY 15 CHECKLIST

FIGURE 9: CAPABILITY 15 VOLUNTEER MANAGEMENT CHECKLIST

Function 1: Coordinate Volunteers				
Ref #	**Activity**	**Guidance Document**	**Page**	**✓**
1	*Plan*: Identify the situations, assumptions, and jurisdictional policies that pertain to the deployment of VHPs.	Part 1: WEAVR VHP Response Concept of Operations Part 3: Local WEAVR Planning Guidance	7 10	☐
2	**Plan**: Include memoranda of understanding or others letters of agreement with jurisdictional volunteer sources.	Part 3: Local WEAVR Planning Guidance	12, 13	☐
3	Assign volunteer management staff – at a minimum: • Local WEAVR Administrator and back-up administrator • Disaster Volunteer Coordinator	Part 2: WEAVR Administrators' Manual Part 3: Local WEAVR Planning Guidance	10 11, 16	☐
4	Recruit, register, screen, verify, and accept volunteers.	Part 2: WEAVR Administrators' Manual	13-16	☐
5	Provide and document staff training – at a minimum: • WEAVR systems • ICS-100, IS-700, IS-200, ICS-300, and ICS-400 • Volunteer management	Part 2: WEAVR Administrators' Manual	16-18	☐
Function 2: Notify Volunteers				
Ref #	**Activity**	**Guidance Document**	**Page**	**✓**
6	**Plan**: Define the volunteer management roles and responsibilities of public health department staff.	Part 1: WEAVR VHP Response Concept of Operations Part 3: Local WEAVR Planning Guidance	14-15 22-23	☐

Ref #	Activity	Guidance Document	Page	✔
7	**Plan**: Summarize the process for requesting out-of jurisdiction VHPs.	Part 3: Local WEAVR Planning Guidance	15-16	☐
		Part 5A: WEAVR Deployment Operations Manual – Narrative	23-24	
8	**Plan Attachment**: Create a template to relate situation information to use when requesting/contacting potential volunteers for possible deployment.	Part 5B: WEAVR Deployment Operations Manual – Toolkit E	22-23	☐
9	**Plan**: Summarize the process for identifying and mobilizing deployable VHPs, including credential verification.	Part 3: Local WEAVR Planning Guidance	20-21	☐
		Part 5A: WEAVR Deployment Operations Manual – Narrative	27-32	
10	**Plan**: Summarize the process and protocol for determining the eligibility of volunteers based on pre-existing health conditions or background screening.	Part 3: Local WEAVR Planning Guidance	18	☐
		Part 5A: WEAVR Deployment Operations Manual – Narrative	32	
11	Secure and/or identify communications equipment for health department staff to communicate with volunteer resources (e.g., phones, computers, radios).	Part 2: WEAVR Administrators' Manual	20	☐
		Part 3: Local WEAVR Planning Guidance	18	
Function 3: Organize, Assemble, and Dispatch Volunteers				
Ref #	Activity	Guidance Document	Page	✔
12	**Plan**: Identify the process for coordinating with the incident command to meet the logistical needs of deploying volunteers.	Part 3: Local WEAVR Planning Guidance	18-19	☐
		Part 5A: WEAVR Deployment	25-26	

		Operations Manual – Narrative		☐
13	**Plan**: Summarize the process for mobilizing a Volunteer Reception Center/receiving station.	Part 3: Local WEAVR Planning Guidance Part 5A: WEAVR Deployment Operations Manual – Narrative	16, 17, 18 36-37	☐
14	**Plan Attachment**: Create a template for briefing deployed volunteers on the incident situation, VHP roles & expectations, training, safety, and liability issues.	Part 5B: WEAVR Deployment Operations Manual – Toolkit E – with Incident Action Plan	14-15	☐
15	**Plan**: Identify the jurisdiction's process for managing spontaneous volunteer health professionals.	Part 3: Local WEAVR Planning Guidance Part 5A: WEAVR Deployment Operations Manual – Narrative	10-12 36	☐
16	**Plan**: Identify the jurisdiction's process for assigning VHPs to response agencies.	Part 3: Local WEAVR Planning Guidance	18	☐
17	**Plan**: Describe the protocol for requesting inter-jurisdictional, state, or federal assets.	Part 3: Local WEAVR Planning Guidance	17	☐
18	**Plan**: Describe the process for providing support services to responding federal medical stations.	Emergency Support Function 8, Wisconsin Emergency Response Plan	n/a	☐
19	Prepare a manual and/or electronic system for tracking and maintaining a history of VHP deployment and activities.	Part 2: WEAVR Administrators' Manual Part 5A: WEAVR Deployment Operations Manual – Narrative	20 35	☐
Function 4: Demobilize Volunteers				

Ref #	Activity	Guidance Document	Page	✓
20	**Plan**: Describe the process for releasing VHPs from duty.	Part 3: Local WEAVR Planning Guidance Part 5A: WEAVR Deployment Operations Manual – Narrative	21 43-44	☐
21	**Plan**: Provide for exit screening and resource referrals for demobilizing VHPs.	Part 3: Local WEAVR Planning Guidance Part 5A: WEAVR Deployment Operations Manual – Narrative	21 43-44	☐

VOLUNTEER MANAGEMENT DURING EMERGENCIES AND DISASTERS

FREQUENTLY ASKED QUESTIONS (FAQs)

Prepared by:
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NOTE: This document is only meant to serve as a guide to answer general questions about legal issues in emergency/disaster volunteer management and pertains specifically to volunteers registered with a unit of government. "Volunteer" refers to an individual who assists during emergencies or under disaster declarations. Individual legal issues will be situation-specific; thus, actual outcomes or advice may differ from the responses provided in this document. **Acknowledgement:** Special thanks to Jim Kennedy with the Kenosha County Department of Human Services for his assistance in developing these questions.

November 2011

I. Costs and Coverage

For a volunteer* who incurs costs as a result of volunteering (e.g., medical expenses or lost wages/income due to injury related to volunteer service), which of the following costs are covered? See Table 1.

Table 1: Costs and Coverage

Type of Cost	Coverage Afforded a Volunteer of a Unit of Government
Medical expenses for volunteers who are injured	Medical costs are covered for injured volunteers. There is no distinction between short or long term costs – delayed onset health conditions arising from the initial injury are also covered.
Lost wages/income for volunteers who are injured	Volunteers are eligible to receive worker's compensation benefits.
Lost wages/income for volunteers who are killed	Volunteers who are killed while in the scope of volunteer activities are eligible for death benefits and compensation related to burial expenses.
Damage to a volunteer's personal property	Damage to a volunteer's personal property is not covered.

*The volunteer must have registered <u>in writing</u> with the appropriate unit of government prior to volunteering. The volunteer is also responsible for immediately reporting any injuries or accidents that happen. Volunteers are distinct from volunteer healthcare practitioners (VHCPs). VHCPs are not addressed here.

What amount or percentage of each of the above costs would be covered?
Generally, claims for medical expenses are subject to review by claims adjusters and risk management officials. In many instances, claims adjusters review and adjust costs for medical procedures, medications, and other pertinent factors. Claims for permanent or temporary disabilities are paid out subject to certain formulas based upon the percentage and type of disability suffered.

What time or monetary limits apply?
Injuries or accidents not reported to the sponsoring unit of government by the volunteer within 30 days of the occurrence of injury or within the first 30 days of knowledge of injury may be denied. Under §323.42 of the Wisconsin Statutes, there is a monetary cap of $1 per capita for a sponsoring unit of government for injured volunteers. (For example, a city with a population of 30,000 would have a monetary cap of $30,000 of eligible costs per event.) The state provides excess reimbursement to the sponsoring unit of government for costs above the cap. There is no monetary limit for excess reimbursement claims.

Who bears responsibility?
Volunteers must register in writing with a sponsoring unit of government. The sponsoring unit of government is responsible for paying costs associated with volunteer injury or death. The state acts to reimburse a sponsoring unit of government when the liability cap is exceeded. If claims are denied, some costs could be borne by the volunteer or his/her insurer. This is most likely to happen when a volunteer is not registered in writing or a volunteer acts beyond the scope of permissible and reasonable volunteer activities.

Is the $1 per capita limit for local units of government a per calendar year or per event cap?
Statutorily, the $1 per capita limit is a per calendar year cap; however, in practice the cap is per emergency or disaster event. When a local unit of government accrues more than $1 per capita in liability, every dollar above the cap may be eligible for state reimbursement. This includes events that result in long-term injuries that require years of recovery and rehabilitation. Once the $1 per capita threshold for an event is reached, eligible excess costs will be reimbursed by the state.

Does the $1 per capita maximum liability figure apply only to single units of government, or can it be shared between multiple units of government?

The $1 per capita maximum of liability applies to the "sponsoring" unit of government. The unit of government that registers volunteers in writing is the sponsoring unit and is responsible for the $1 per capita liability. A situation could arise where the $1 per capita maximum could be lumped together with other sponsors. See Table 2.

Table 2: Determining Sponsors

Relevant Factors
• Where the volunteer registered
• The site where the injury occurred
• Who the volunteer registered with (i.e., what unit or units of government were on the registration document)

II. Volunteer Conduct

Volunteers may be subject to tort liabilities. Such liabilities could arise from situations where the volunteer caused death, injury, or property damage. What protections do volunteers have against these liabilities?
Typically, volunteers register in writing with a local unit of government. Assuming the registration is valid and the volunteer was acting within the scope of his/her volunteer duties, the local unit of government is responsible for paying volunteer costs associated with tort liability.

With respect to tort liability protections, what time or monetary limits apply?
To the extent that tort liability protections exist, there are statute of limitations and monetary limits associated with claims against governmental bodies.

Does there need to be a formal disaster declaration for coverage to apply?
A registered volunteer is considered an employee of the sponsoring unit of government for worker's compensation purposes *during a disaster, an imminent threat of a disaster, or a related training exercise.* Formal declaration of disaster is not required by statute.

What is required for a volunteer to be covered to the greatest extent possible under Wisconsin law?
Volunteers must register in writing with the state or a local unit of government at the time of the event. Volunteers who are not registered in writing are not covered, regardless of circumstance. Volunteers who register have the full protection of state law. However, willful, wanton, or intentional misconduct is not covered under any circumstance.
Are there any special provisions for volunteers under the age of eighteen?
Volunteers under the age of eighteen must obtain consent from a parent or guardian before they volunteer. Those who obtain consent are covered in the same manner and afforded the same protections as other volunteers.

Are non-citizen volunteers covered?
There is no statutory language distinguishing coverage based on citizenship. Non-citizen volunteers are protected like citizen volunteers.

Are volunteers that provide mental or pastoral care covered?
Volunteers who provide mental health services (and are certified or licensed to do so) would be covered as volunteer health care practitioners (VHCPs). Volunteers who provide pastoral care (i.e., clergy, lay ministers, etc.) would be covered as volunteers.

What type of volunteering (as it relates to Chapter 323 of the Wisconsin Statutes) is covered for volunteers registered with the state or a local unit of government?
Activities covered include responding to an imminent threat of disaster, responding to a disaster, and training activities.

Are there minimum information requirements for volunteers to be registered in writing? Does meeting or exceeding the minimum registration requirements offer increased liability protection?
There are no minimum information requirements to register a volunteer in writing; however, the sponsoring unit of government should request sufficient information so that the volunteer is identifiable based on his/her responses.

Table 3: What to Include on a Registration Document

Recommended Information to Request Volunteers to Provide
• First and last name • Permanent street address (not P.O. Box) • Date of birth • Task assigned • Work location • Time in • Time out

Obtaining, at a minimum, the information in Table 3 increases the likelihood that registered persons will be identifiable. Never request Social Security numbers on the volunteer registration document, as the form may be subject to release under the Wisconsin open records law.

Is it necessary for volunteers to have undergone training in order for them to be fully protected by Chapter 323 or other Good Samaritan laws? Are units of government less protected if their volunteers have not been trained?
Volunteers acting in good faith are equally protected whether or not they have been trained. Volunteer negligence, however, might increase liability for the unit of government. For example, if a volunteer was provided a chainsaw, but received no formal training on the proper use of the chainsaw and went on to injure himself/herself or someone else, the unit of government could be held liable based on willful, wanton, or intentional misconduct.

Are local units of government liable for tort claims against their volunteers?
If volunteers act in good faith, they are likely to be covered. In this context, "good faith" means not acting with willful, wanton, or intentional misconduct. Criminal actions are, however, not covered.

III. Recommendations

✓ **Collect sufficient information from volunteers to ensure identification. (See Table 3.)**

✓ **Assign volunteers to specific task(s) and location(s), i.e., scope.**

✓ **Record time in/time out of each volunteer.**

✓ **Ensure volunteers are informed of and understand the scope of their volunteer activities.**

✓ **Supervise volunteers to ensure they do not exceed their assigned scope of volunteer activities.**

ATTACHMENT 5: SAMPLE PUBLIC MESSAGING & TALKING POINTS

Volunteering – Talking Points for Local Officials and Public Information Officers

To ensure all officials provide necessary and accurate information, please adhere to the following talking points.

- **PLEASE** – VOLUNTEERS MUST NOT SELF-DEPLOY. VOLUNTEER HEALTH PROFESSIONALS SHOULD NOT GO TO THE SCENE OF THE DISASTER UNLESS YOU HAVE RECEIVED A DEPLOYMENT NOTICE.
- The arrival of unexpected volunteers will interfere with the response efforts.
- If we decide to request the assistance of volunteer health professionals, we will ONLY deploy volunteers who have up-to-date registration in the Wisconsin Emergency Assistance Volunteer Registry (WEAVR).
- If you are a qualified health professional (or non-health professional, such as a health educator or outreach worker) and want to volunteer, contact YOUR OWN county public health department.
  - We WILL NOT accept volunteer health professionals who self-deploy.
  - We will only accept volunteer health professionals who deploy by invitation through a qualified WEAVR entity.

Volunteer Health Professionals Deployment News Release

Date:

Time:

Contact Phone:

Fax:

COUNTY ACTIVATES MEDICAL VOLUNTEER RESPONSE NETWORK

Sample County, WI - In response to [insert name/type of incident and area affected] in [insert location], [insert official/agency] has activated the Wisconsin Emergency Assistance Registry (WEAVR) to bring volunteer health professionals to [insert location].

While the need for additional medical responders in [insert location] is great, Sample County warns volunteers that they will be turned away if they self-deploy. According to [insert name of official], [insert quote].

[Insert jurisdiction] is using the statewide WEAVR system to find the volunteer medical personnel it needs to help with the emergency response in [insert location]. If you are currently a registered member of the WEAVR system, contact your own county public health department to find out how you can help. ###

APPENDIX 3.6: DELEGATION OF AUTHORITY TEMPLATE

State of Wisconsin \ DEPARTMENT OF NATURAL RESOURCES

Scott Walker, Governor
Cathy Stepp, Secretary

101 S. Webster St.
Box 7921
Madison, Wisconsin 53707-7921
Telephone 608-266-2621
FAX 608-267-3579
TTY Access via relay - 711

Month Day, Year

Subject: Delegation of Authority for Natural Disaster

To: Enter Name of Incident Commander

I hereby delegate the Incident Management Team, of the Wisconsin Department of Natural Resources, authority of *enter general job duties* on *enter date* for use on *enter incident name and location*. You are charged with the management responsibilities within the authority, regulations, and policies of the State of Wisconsin, Department of Natural Resources, Division of Forestry, for adhering to guidelines and considerations for the specific objectives seen below. All questions concerning the use of this personnel and any additional information should be directed to *enter name and phone number*.

Principle Objectives:

1. Provide for Safety of Personnel and the Public
2. Primary Disaster Objectives- Enter specific primary objectives to be filled by the Department of Natural Resource staff [evacuation, right-of-way cleanup, general cleanup, volunteer management, etc.]
3. Secondary Disaster Objectives- Enter specific secondary objectives to be filled by the Department of Natural Resource staff [evacuation, right-of-way cleanup, general cleanup, volunteer management, etc.]
4. Costs- Enter how transportation, equipment, and other costs will be paid for
5. Volunteer Management Guidelines-
6. Communications- Enter how best to communicate with staff (radio, cells, etc.)
7. Restrictions of Staff- Enter any areas where staff cannot work or equipment use restrictions
8. Additional Resource Ordering- Enter who to contact if additional staff is needed
9. Any Additional Goals- Enter any additional goals you feel should be addressed by the Department of Natural Resources

Enter your name

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FEMA
RECOVERY POLICY

RP9525.2

I. **TITLE: Donated Resources**

II. **DATE OF ISSUANCE:** FEB 2 6 2014

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

IV. **SCOPE AND EXTERNAL AUDIENCE:** This policy is applicable to all major disasters and emergencies declared on or after the publication date of this policy. The policy is intended for all personnel involved in the administration of the Public Assistance Program.

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

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

A. Donated resources are eligible to offset the non-Federal share of eligible Categories A and B costs if they meet the following criteria:

1. The donated resources must be documented by a local public official or a person designated by a local public official. The documentation must include a record of hours worked, the work site, and a description of work for each volunteer, and equivalent information for equipment and materials. Regional Administrators may establish alternate documentation requirements when required by an extraordinarily demanding situation.

2. The donated resources must apply to emergency work that has been organized by an eligible applicant and is eligible under the PA program. Examples include, but are not limited to:

   a. Removing eligible debris.
   b. Filling and placing sandbags.
   c. Donating equipment to raise or reinforce a levee.
   d. Donating materials, such as rocks or sand.
   e. Search and rescue when part of an organized search and rescue operation.
   f. Professional safety inspections.
   g. Mass care and sheltering for disaster survivors.

3. The donated resources must be documented on one or more Project Worksheets (PWs).

B. **Value of Resources.** 44 CFR 13.24, **Matching or cost sharing,** addresses how donated resources are to be valued. The following instructions are based on that part of the CFR:

1. Volunteer Labor: The value of volunteer labor is discussed in 44 CFR 13.24 (c) (1), **Matching or cost sharing.** *Valuation of donated services.* The rate placed on volunteer labor should be the same rate (plus reasonable fringe benefits) ordinarily paid for similar work within the applicant's organization. Premium rates will not be used. If the applicant does not have employees performing similar work, the rate should be consistent with those ordinarily performing the work in the same labor market. To determine the value of volunteer labor, the labor rate should be multiplied by the total number of volunteer labor hours. Credit may be given for volunteer labor in any field reasonably required for emergency work, including the work of volunteer equipment operators.

2. Donated Equipment: To determine the value of donated equipment, determine the number of hours that each piece of donated equipment was used and multiply it by the applicant's or FEMA's Equipment Rate, whichever is lower. The out-of-pocket cost to operate the equipment may

be claimed as a donation for credit under this policy unless it is included in a reimbursed equipment rate.

3. Donated Materials: Only materials donated by third party entities are eligible for credit. Typical donated materials include sand, dirt, and rocks, and other materials associated with flood-fighting activities. To determine the value of donated materials, use the current commercial rate for such material based on previous purchases or information available from vendors. Materials donated from other Federal agencies may <u>not</u> be included.

C. **Calculations**. The following guidance is to be used for calculation purposes:

1. "Total project cost" means the out-of-pocket costs (labor, materials, and contracts) plus the value of donated resources (limited to the maximum credit allowed, as defined in the next paragraph).

2. The maximum credit allowed for donated resources is calculated by dividing the non-Federal cost share percentage by the Federal cost share percentage (e.g., 25%/75% = .333 and 10%/90% = .111) and multiplying that factor by the out-of-pocket expenses for a particular PW or multiple PWs. When multiple PWs are going to be used for emergency work, the donations credit (with documentation listing each applicable emergency work PW) may be placed on one "credit" PW after all emergency work is completed.

3. The documented donations credit (not to exceed the maximum credit allowed for donation) is to be entered on the PW as a line item of the project cost. Any excess credit may be distributed to other emergency work PWs, and may not exceed the maximum allowable credit for each PW.

D. **Limitations**.

1. The donations credit is capped at the non-Federal share of emergency work (Category A and Category B) so that the Federal share will not

exceed the actual out-of-pocket cost. Any excess credit can be credited only to other emergency work for the same applicant in the same disaster. The value of excess donated resources cannot be credited toward another applicant, toward other State obligations, or toward permanent work.

2. A State may claim credit for the value of donated resources only according to the disaster cost-share agreement for the non-Federal share of cost for the eligible work. Credit for donated resources may not be applied to any work performed during a 100% Federally-funded period because the non-Federal share for that period would be zero.

3. Reasonable logistical support for volunteers doing eligible work may be considered an eligible cost or donations credit by the Regional Administrator.

4. Donated resources submitted for credit toward the non-Federal share may not be from another Federal grant or from other Federally funded sources.

VI.   **RESPONSIBLE OFFICE:** Recovery Directorate, Public Assistance Program.

VII.   **SUPERSESSION:** For all disasters declared after the date of issuance in Paragraph II, this policy supersedes DAP 9525.2, *Donated Resources* dated April 9, 2007, and all previous guidance on this subject.

VIII. **REVIEW DATE:** It is FEMA's policy to review policies and reissue, revise or rescind the policy within three years of the date of issuance.

Deborah Ingram
Assistant Administrator
Recovery Directorate