



UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANUAL TRANSMITTAL SHEET

Release

1-1654

Date

4/15/96

Subject

1114 - VOLUNTEERS

1. Explanation of Material Transmitted: This manual release updates the previous release on volunteers and provides additional policy, program direction, and procedural guidance for the administration of the Volunteer Program. This manual also consolidates program guidance on Needs Assessments and the Preparation of Volunteer and Hosted-Worker Action Plans so as to avoid reissuance each year. It provides the line manager and staff professionals with updated, specific direction in all facets of the Volunteer Program including volunteer eligibility, prohibited volunteer services, and relationship to the resource management planning process, and sets forth requirements for volunteers collecting Federal fees, surety bonding, uniforming volunteers, reimbursement of expenses, and other related information.
2. Reports Required: Volunteer Program Annual Report.
3. Material Superseded: Manual pages superseded by this release are listed under "REMOVE" below. No other directives are superseded.
4. Filing Instructions: After the attached sheets have been filed as directed, this Transmittal Sheet may be discarded.

REMOVE:

All 1114 (Rel. 1-1294)

(Total: 15 sheets)

INSERT:

1114 (Rel. 1-1654)

(Total: 32 sheets)

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.01 Purpose. This manual section provides overall policy guidance and general instructions for recruiting and working with volunteers and hosted-workers, herein referred to as volunteers, to further BLM programs.

.02 Objectives. The objectives of working with volunteers are to:

A. Enhance BLM programs by accepting voluntary, uncompensated personal services.

B. Involve members of the public in the work of the BLM and provide them opportunities for work experiences that are challenging and rewarding.

C. Provide the public with an opportunity to contribute to the preservation, conservation, and development of the resources of the Public Lands.

D. Provide opportunities for people of all ages including minorities, women, the economically disadvantaged, and the physically or emotionally disabled to be exposed to occupations available within the Federal Government.

E. Provide job sites and work experience for hosted-workers or alternative service volunteers.

F. Provide exposure to the work environment as a means of encouraging students and other young people to develop work ethics and to acquaint them with the mission of the BLM.

G. Provide public service opportunities for members of such citizen organizations as community civic groups, churches, service clubs, school and youth groups, and vocational interest groups to participate in enhancing public lands resource management in ways that advance the mission of the BLM.

.03 Authority.

A. Federal Land Policy and Management Act of 1976 (FLPMA) (43 U.S.C. 1737), as amended, including amendment by Public Law 98-540 of 1984 (the BLM Volunteers for the Public Lands Statute).

B. Federal Tort Claims Act (28 U.S.C. 2671-2680).

C. Provisions of the United States Code (U.S.C.) which authorizes compensation for work injuries (5 U.S.C. 8101).

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.04 Responsibility.

A. The Director is responsible for:

1. Promoting to bureauwide rank and file and to others the importance of the Volunteer Program, by emphasizing contributions of the volunteer workforce toward meeting the mission of the BLM.

2. Fostering an organizational climate within the BLM that is supportive of excellence, growth, and diversity among its employees and supplemental (nonemployee) workforce.

B. The Deputy Director is responsible for:

1. Ensuring that Volunteer Program management is enhanced and supported to help meet the unique program needs and responsibilities of the BLM.

2. Holding the Executive Leadership Team (ELT) accountable for effectively fulfilling program requirements through adherence to the BLM's Performance Improvement and Position Review (PIPR) process.

C. The Assistant Director for Human Resources is responsible for ensuring that the objectives of the Volunteer Program are accomplished by:

1. Exercising the authority and responsibility of the Director for establishing and implementing the program within the BLM, by promulgating this guidance and other program policies, procedures, and controls.

2. Managing the program development and priority setting processes to reflect adequate funding and staff at all organizational levels in BLM pursuant to the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1737), as amended, including amendment by P.L. 96-540 of 1984 to carry out the requirements of this guidance, and support National, Departmental, and Director priorities.

3. Overseeing and reporting program initiatives and accomplishments to the Director and the ELT, as well as identifying ways to improve the implementation of the program, and ensuring that elements identified are addressed in annual work plans within States/Centers.

4. Selecting a team leader in the BLM Washington Office, who reports directly to the Assistant Director for Human Resources, to exercise the specific responsibilities as outlined in this manual section.

D. Team Leader, Environmental Education and Volunteers Team, BLM Washington Office, is responsible for leading a staff that has general responsibilities for developing and implementing policies and strategic plans for the BLM's Volunteer Program, as well as for securing and utilizing the assistance of supplemental (nonemployee) workers. This staff provides leadership and coordination to advance the goals of expanding and maximizing the effective use of the BLM's volunteer workforce.

1. Serves as the primary point of contact on national Volunteer Program efforts.

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2. Identifies and pursues opportunities for national level partnerships that support and enhance BLM's Volunteer Program.
3. Provides guidance, coordination, and administrative leadership to carry out operational aspects of the Volunteer Program.
4. Develops and identifies resource materials to guide and support field Volunteer Program efforts.
5. Develops effective systems for information sharing between BLM staff and others involved with the agency's Volunteer Program.
6. Develops national level outreach tools to broaden public awareness of opportunities to serve as a BLM volunteer
7. Participates in efforts to coordinate and integrate volunteer and environmental education actions or activities across program areas.
8. Provides direction to permanent and temporary teams established to support BLM Volunteer Programs.

E. The State/Center Directors are responsible for:

1. Ensuring compliance with this guidance and all supplemental program directives, handbooks, guides, etc.
2. Selecting a volunteer coordinator for each principal field organization (State Offices, Service Center, D-OF&A) to exercise program responsibilities cited in this Manual Section. It is recommended this be a full time position in the State Office. It could, however, be a BLM staff position, an interagency position, or a shared position in the private sector. It also could be located in a field office. State/center directors also are encouraged to ensure that a collateral duty volunteer coordinator is assigned for each District/or detached Resource Area.
3. Ensuring that managers and supervisors are held accountable for fulfilling program requirements through the BLM Performance Improvement and Evaluation System.
4. Promoting the value of the Volunteer Program within their organization(s) and to potential organizations who could support working with volunteers to fulfill the BLM mission.
5. Providing funding for a viable Volunteer Program that will benefit the Government and the volunteers.

F. State Office/Center Volunteer Coordinators are responsible for the overall operation of the Volunteer Program within their state(s) or office(s). Responsibilities include but are not limited to: conducting program needs analysis, monitoring the budget process (PYBP, PAWP, AWP), setting program goals, planning, interpreting policy, training and orienting staff and volunteers, providing direction to field staff, recruiting, reporting, and evaluating the program.

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G. Group Administrators, District Managers, and Area Managers are responsible for:

1. Approving and signing Volunteer Agreements and for ensuring compliance with directives regarding volunteers. Through a volunteer coordinator for each group, district, and area, coordinate, report, and respond to State Office/Center requests and directives and to their group's, district's, or area's request for information and guidance.

2. Providing leadership for volunteers within their area(s) and ensuring that position descriptions and PIPR elements reflect duties and responsibilities for BLM employees who recruit volunteers, coordinate volunteer programs or projects, or who supervise such employees.

H. District/Area Volunteer Coordinators are responsible for developing and coordinating the Volunteer Program by developing and maintaining a catalog of volunteer projects and opportunities. They will lead the local recruitment process, and match volunteer requests to appropriate opportunities.

I. Project Lead or Supervisor in Charge of the Activity or Project:

1. Oversees the work of the individual volunteer or volunteer group, provides necessary instructions and guidance, and ensures that unqualified or undertrained volunteers are not involved in potentially hazardous work.

2. Reports volunteer activity, accidents, injuries, and property damage to the appropriate officials (see BLM Manual Section 1112).

.05 References.

- A. BLM Manual 1112 - Safety.
- B. BLM H-1112 - Safety and Health Management.
- C. BLM H-1112-2 - Field Operations.
- D. BLM Manual 1386 - Claims.
- E. BLM Manual Section 1617 - Resource Management Planning Approval, Use, and Modification.
- F. BLM Handbook H-1617 - Using Resource Management Planning.
- G. BLM Manual 1619 - Activity Plan Coordination.
- H. BLM Manual 4100 - Grazing Administration Exclusive of Alaska.
- I. BLM Handbook H-4120 - Grazing Management.
- J. BLM Manual Sections 9100-9104 - Engineering.
- K. Code of Federal Regulations 43 CFR 20, dated April 1, 1990.

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L. Departmental Manuals 350 - 354 Aviation Management.

M. Federal Personnel Manual Chapter 810 Injury Compensation, Basic Instruction 384, April 2, 1991.

N. Federal Personnel Manual Subchapter 335 Evaluation of Employees for Promotion and Internal Placement.

O. Federal Personnel Manual (FPM Supplement 990-2, Book 550, (Appendix A.) Pay Administration (General).

.06 Policy. The policy of the BLM is to encourage and accept volunteer services wherever its programs, services, or operations would be enhanced or improved. The BLM accepts the service of volunteers with the understanding that the BLM has the sole authority to terminate the volunteer's agreement regardless of reason.

.07 File and Records Maintenance.

A. Volunteer Files. In September 1983, the BLM received an exception to the Office of Personnel Management (OPM) procedural instructions found in the Federal Personnel Manual (FPM) Subchapter 33-5 ("Instructions") with respect to documentation of volunteer service by persons other than "Student Volunteers" as that term is defined in the Civil Service Reform Act of 1978 (U.S.C. 3111).

1. Accordingly, the BLM's Volunteer Agreements are to be used as the legal instrument between the BLM and organized volunteer groups (BLM Form 1114-5) and individual volunteers (BLM Form 1114-4). Subsequent performance reviews are to be documented on BLM Form 1114-1 Volunteer Performance Evaluation. The information described in FPM Supplement 296-33 is included in the equivalent BLM documentation. This includes volunteer service starting and ending dates, the number of hours of service, appropriate notice that volunteers are not considered Federal employees for purposes other than tort claims and work injury compensation, and a description of services performed.

2. The BLM is authorized by OPM to use its own agency field office record system for filing and retaining documents such as volunteer application, service agreement, performance evaluation, certificate of appreciation, correspondence, and related material. The BLM will maintain its own filing system at the field office where each volunteer is most likely to be available for service. Because the work is either occasional or seasonal, it is inefficient to have an Official Personnel Folder (OPF) for each volunteer and then send it to, or have it returned from, the National Personnel Records Center (NPRC) each time volunteer service is anticipated to be resumed or ending. Frequently, the BLM field officials determine that a volunteer group will be available on such short notice that there would not be time to retrieve a set of OPFs from the center.

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B. Records Retention Requirements. Individual volunteer and volunteer group records are to be maintained in an area segregated from the Official Personnel Files (OPFs) filed under paperwork management subject code 1114 at the office where the agreement is signed. Volunteer files are considered confidential and must be filed in a locked file cabinet with a Privacy Act Notification (Bureau sign S-137) affixed to the file or cabinets. Volunteer applications, agreements, award letters, correspondence etc., are to be retained for three years. Volunteer-related motor vehicle accident (tort claims), personal injury claims and personal property claims are covered under the General Records Schedule and subject to cut-off and destroy dates contained therein. Inasmuch as tort claims, worker's compensation, and personal property claims are adjudicated by either the Labor Department or the Solicitor's Office, it is important only to retain copies of these actions for reference purposes. Field officials shall take into account the need to have information available to respond to employment inquiries, making sure that prospective employers of BLM volunteers are not given the false impression that the volunteer was a Federal employee.

C. Annual Reports. Officials utilizing volunteer services must submit an annual report on volunteer activity for the preceding fiscal year to their State Office/Center volunteer coordinator each year. Washington offices, team leaders, and other units not within a state office/center organization shall submit their reports directly to the Washington Office Environmental Education and Volunteers Team. The State Office/Center Volunteer Coordinator shall forward a report of volunteer utilization to the Washington Office each year. Form 1114-7 will be used (see section .46). The Annual Report is sent to the Secretary of the Interior, Congress, and is used in budget justifications and testimony. The following items are generally covered in the report:

1. Total number of volunteers who served during the fiscal year.
2. Total number of hours worked.
3. Benefiting program or activity, and description of the work or projects undertaken.
4. Estimated value in dollars of work accomplished through the use of volunteers.
5. Estimated costs to the BLM including supplies, per diem, reimbursed expenses, training, overhead, supervision, and equipment.
6. Recommendations, success stories, suggestions, or other comments which can improve the Volunteer Program for the BLM or the volunteer.

.08 Relationships to Other Programs.

A. General. The Volunteer Program provides technical assistance and policy guidance in Volunteer Program administration and management to all other BLM programs. This includes interpretation of and assistance in the implementation of the various volunteer programs, including volunteers, hosted workers, and "Friends" groups, and supporting employees in promoting Volunteer Programs.

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B. Other Programs with Volunteer Components. In those program areas that have developed and implemented specialized volunteer-driven programs such as recreation, cultural resources, wilderness, or minerals, the Volunteer Program provides general administrative overview, technical assistance, and support. The Volunteer Program also provides these same functions to other BLM programs.

C. Workers' Compensation. The administration of the Federal Workers' Compensation program is a function of the Bureau's Personnel Office. The Volunteer Program provides assistance as necessary in processing workers' compensation claims for volunteers.

D. Federal Tort Claims. Field Officials and Volunteer Coordinators are responsible for immediately notifying the Tort Claims Officer (designated by the Assistant Director), of all accidents which might result in tort claims, and coordinating accident investigations with the Tort Claims Officer to assure adequate documentation. Accident investigations and reporting requirements are detailed in the BLM Safety Handbook (H-1112-1), Chapter 7.

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.1 Volunteer Eligibility and Status.

.11 Bureau of Land Management Volunteer. "A BLM Volunteer is an individual who contributes his/her time and service to assist the Bureau of Land Management (BLM) in the accomplishment of its mission and receives no wages, salary, stipend, or other compensation other than reimbursement for expenses." Volunteer service is not creditable for leave accrual or any other benefit. However, volunteer service is considered creditable work experience.

.12 Bureau of Land Management Hosted-Worker. A hosted worker is an individual who does work for the BLM for which he/she is paid wages or salary from funds other than funds appropriated to the BLM, and by some other entity such as other federal, state, and/or local government sources. The BLM serves as "host agency" or "site agency" to this supplemental worker. A hosted worker is not a BLM employee. Nor, is he/she a "volunteer," since volunteers are persons who contribute their services for no pay in wages or salary for their work from any source. Often the only cost or requirements for the BLM are provision of tools and supplies required for the work, a planned work project, and technical supervision of the project. Because a hosted worker is not a Federal employee, he/she is not counted against the full-time equivalency (FTE). Hosted workers are afforded benefits of tort claims protection and work injury compensation unless specified to the contrary in formal cooperative agreements with the sponsoring federal, state, and/or local entities.

.13 Age. Volunteer service must comply with federal and state laws on using the services of minors. Volunteers under the age of 18 years must have parental or guardian approval which is documented in the signature block on the Individual Volunteer Agreement, Form 1114-4. A volunteer under 18 years of age who is serving on a group project must have a parent or guardian sign a BLM Form 1114-5a, Parental Approval Form. If questions arise about the application of labor laws, the servicing personnel office or local state employment service office should be contacted for information.

.14 Qualifications. Volunteers must be qualified through training or experience before being assigned to any volunteer position, especially potentially hazardous work. Volunteers must be physically able to perform the work assigned. Many types of work are suitable for physically challenged volunteers. Volunteers may be asked prior to service about any physical limitations related to the work to be done.

.15 Status. Volunteers can be credited for their experience for future employment with the Government. However, volunteers participating in this program are not considered Federal employees for any purpose other than:

A. Tort Claims. The Federal Tort Claims provisions are published in 28 U.S.C. 2671 through 2680. Claims arising as a result of volunteer participation should be referred to the State's Tort Claims Officer. Volunteers are covered by these authorities only while they are performing within the scope of their agreements.

B. Work Injury Compensation. Provisions for compensation for injuries sustained while performing work assignments are found in Title 5 U.S.C., Chapter 81. Any claims related to injuries shall be referred to the State Safety Officer or the servicing personnel office. Volunteer injuries are to be reported as an employee injury; however, they shall not be counted as a lost time injury for statistical reporting.

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C. Regulations Concerning Protection of Volunteers. From time to time, unrelated to hazardous work (see section .24), volunteers have experienced threats, intimidation, and assaults while interacting with the public as part of their volunteer duties on behalf of the BLM. Unfortunately, the public lands are sometimes used for drug cultivation or manufacturing, felony theft, or disposing of hazardous materials or evidence of major crimes committed elsewhere. Other individuals may be participating in activities involving the use of firearms and explosives. Still others may consume alcohol and/or drugs to the point of becoming boisterous and disorderly. Persons who participate in these types of activities may be hostile and resistant to any official presence.

1. Presently, volunteers working with the BLM are afforded only misdemeanor protection from interference, assault, and battery--43 Code of Federal Regulations (CFR) 8356.14. Under a misdemeanor crime, an arrest or issuance of a citation is based on reasonable grounds (probable cause) or belief that a crime is being committed in the officer's presence or view (FLPMA). This means that the offense must be observed or known by the law enforcement officer through his/her senses.

2. Under a felony charge, the probable cause may be developed through investigation. Felony crimes are therefore more "enforceable" than a misdemeanor. Currently, only Federal employees are afforded felony protection under the law.

.16 Eligibility for Participation.

A. Citizens. Volunteers who are citizens of the United States are accepted without regard to color, national origin, race, age, sex, religion, physical challenge, or other nonmerit factors.

B. Foreign Nationals. Individuals need not be citizens of the United States to serve as volunteers with the BLM. The basic criteria for selection of foreign nationals as volunteers is the same as for citizens provided that:

1. The noncitizen has a visa (most common types of visas are tourist, student, and trainee) and the legal length of stay in the United States has not expired.

2. The expiration date of the volunteer's U.S. visa should be noted in the Volunteer Agreement and the term of the agreement shall not extend beyond the visa expiration date. Subsequently, if the term of the visa is extended, the term of the agreement may be extended.

C. Employees. A BLM employee may serve as a volunteer with the BLM provided the duties he/she performs are not the same type of duties for which he/she is paid. For example, a Realty Specialist may volunteer as a member of a volunteer group working on a wildlife project on his/her "own time," but may not volunteer as a Realty Specialist.

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D. Employee Dependents. Family members of a BLM employee may volunteer for the BLM. However, in order to avoid the appearance of conflicts of interest, the Volunteer Agreement and other approvals such as training, expenses or travel must be signed by a higher authority than the related employee's supervisor. The BLM employee may work with, but cannot directly supervise, a family member serving as a volunteer. The line manager who approves the Volunteer Agreement form and the work assignment shall be responsible for assuring that all regulations are met.

E. Corporate/Business Volunteers. Corporations and/or businesses whether large or small, local or national, have found that promoting volunteerism to their employees is an effective way to provide community service and develop the skills of their employees. These supplemental workers, if on loan to the BLM and still paid by their company, are to be considered hosted-workers.

F. Student Interns. By definition, an internship is a supervised, practical learning experience arranged between business, government agency, or organization and students and/or their academic institutions. Internships are designed to be educational programs which integrate a student's studies and career goals in a related, practical experience, for a quarter, semester, or longer. Internships are often a required part of a student's degree program for which he/she can receive academic credit. For reporting purposes, student interns are considered volunteers provided they are processed through the auspices of the Volunteer Program and not through personnel under provisions of the Federal Personnel Manual (FPM) Chapter 308, Sub-chapter 7, Youth and Student Employment Programs as stipulated in the Civil Service Reform Act, P.L. 95-454.

G. Alternative Community Service Volunteers. A growing trend in criminal justice is alternative sentencing, in which an offender is given the option of completing a set number of hours of community service work in lieu of a fine or spending time in jail. These supplemental workers have chosen to "volunteer" rather than exercise other options. Because they are nonsalaried, temporary personnel, they are reported as volunteers requiring that they be screened, oriented, supervised, and their service carefully recorded.

H. Prison Inmates. Several BLM State Offices have cooperative agreements with State Prisons to engage their prison inmate populations in work programs such as training and gentling wild horses in conjunction with the BLM Wild Horse and Burro Program. These prison inmates are paid a nominal salary with a cap of fifty dollars per month for their services. Regardless of the amount earned, these supplemental workers are counted as hosted-workers for reporting purposes.

I. Workfair Volunteers. Several state governments have required that individuals who are receiving financial assistance in the form of Aid to Families with Dependent Children perform work for their welfare funds. For reporting purposes, these individuals are counted as hosted-workers.

.17 Regulations Governing Volunteer Conduct. Volunteers perform work in support of the BLM mission in accordance with the regulations set forth below.

A. Volunteers are required to maintain high standards of honesty, integrity, impartiality, and conduct in the course of, or in relation to, their volunteer service (43 CFR 20.735-2(b)).

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B. Volunteers are expected to be courteous, considerate, and prompt when dealing with and serving the public (43 CFR 20.735-2(b)).

C. Volunteers must comply with all applicable federal statutes and regulations issued by the Department of the Interior and/or the Bureau of Land Management (43 CFR 20.735-2(b)).

D. Volunteers must comply with any lawful regulations, orders, policies, and proper requests of the supervisor or other government officials having jurisdiction over the work or project involved (43 CFR 20.735-2(d)).

E. In the course of, or in relation to, their volunteer service, volunteers shall adhere to the policy of the Federal Government that there shall be no discrimination in service based on factors of race, creed, or religion, color, national origin, political affiliation, physical challenge, sex, age, and similar matters not related to merit and fitness (43 CFR 20-735-(c)).

F. Volunteers should consult with their supervisors on general questions they may have regarding the applicability of various regulations which may pertain to their service (43 CFR 20.735-2(g)).

G. Volunteers shall be held accountable for Government property and monies entrusted to them in connection with their volunteer service. It is each volunteer's responsibility to protect and conserve Government property and to use it for official purposes only (43 CFR 20-735-15(a)).

H. Volunteers shall not use or authorize the use of a Government-owned or leased motor vehicle for other than official purposes (43 CFR 20.735.15(b)).

I. Volunteers shall not sexually harass other volunteers, Government employees, or members of the public having business with the Department (43 CFR 20.735-17(a)).

J. Volunteers shall not participate in any gambling activity while on Government-owned or leased property, or while on duty for the Government (43 CFR 20.735-17(d)).

K. Volunteers are prohibited from using alcohol or illegal drugs while on duty as described in the Volunteer Agreement. A volunteer who uses intoxicants while on duty is subject to dismissal and cancellation of his/her Volunteer Agreement (43 CFR 20.735-17(g)).

L. The carrying or transportation of firearms in a Government vehicle or use while on duty is prohibited. The authority to carry a firearm will be given only in a circumstance where a BLM employee would also require a firearm (excluding law enforcement) for safety reasons (e.g., bear count assignment).

.18 Volunteer Rights. Volunteers have the following rights while assisting the BLM:

A. To be treated equally and to have access to the same opportunities as employees of the BLM regardless of age, physical challenges, gender, race, color, religion, or national origin.

B. To be placed according to their interests and capabilities after receiving information about the BLM and volunteer positions.

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C. To receive BLM orientation on the program in which the volunteer is placed, a written position description (for long-term assignments), the training necessary for the assigned position, and the opportunity for meaningful work experience.

D. To have their time used effectively and efficiently.

E. To be given information, guidance, resources, tools, and a work environment needed to encourage their creative and meaningful productivity.

F. To be heard and receive consideration and responses to suggestions, questions, and concerns.

G. To receive constructive, timely feedback, and progress reviews.

H. To have access to an objective authority for assistance in resolving problems or conflicts.

I. To receive respect and appropriate recognition, appreciation, and awards for their efforts and contributions.

.19 Volunteer Responsibilities. Volunteers have the responsibility to:

A. Be reliable, fulfilling their part of any work agreement.

B. Present a public image that fits and speaks well of the BLM.

C. Follow the organization's policies and guidelines and understand its organizational structure.

D. Seek and accept the guidance and support needed to complete assignments.

E. Learn and participate in meetings, training sessions, and on the job.

F. Work as a member of a team with paid staff and other supplemental workers, and respect mutual roles.

G. Not abuse access to information, facilities, and equipment, etc.

H. Perform a quality professional job that fully utilizes their talents and skills.

I. Provide timely notices of absence and intention to terminate.

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.2 Assignment of Volunteers.

.21 Acceptable Volunteer Services. Volunteers may be used in all programs within the BLM with the exception of those listed in .22 below. For a listing of suggested volunteer activities, see Appendix 1.

.22 Prohibited Volunteer Services.

A. Law Enforcement. Volunteers may be used in support of the regulatory and compliance functions of the BLM unit. They must not, however, be assigned duties that would place them in life threatening situations, even as an observer. Under NO circumstances are volunteers permitted to carry firearms while in support of law enforcement activities. Volunteers supporting the compliance and regulatory functions must clearly understand the parameters of their jobs and not step into the realm of "law enforcement work."

B. Firefighting. Volunteers shall not be assigned to any firefighting capacity (wildland and/or prescribed) where hazardous situations may be encountered regardless of their qualifications. An individual may be hired as a casual "employee" or "emergency firefighter" to perform firefighting duties if he/she is qualified.

C. Policymaking. Volunteers can not be assigned to policymaking positions.

D. Displacing Employees. Volunteers shall be used to supplement the existing workforce, not to displace employees or impair authorized service contracts.

.23 Conflict of Interest. The BLM is the principal source of scientific and technical expertise in a variety of specialized work such as oil and gas leasing and cadastral survey within the Federal Government. Because of the scope of the programs and its involvement with confidential or proprietary information, it is essential that volunteers and supervisors understand the concern of the BLM regarding unauthorized use of data.

A. Avoidance of the Appearance of Conflict of Interest. To avoid any possible criticism of a volunteer's interests, supervisors should not place volunteers in a BLM project that is related to an outside activity from which the volunteer (or member of the volunteer's household) would benefit financially. If there is any question regarding the appropriateness of a volunteer's assignment, the supervisor should offer another BLM assignment. In extreme cases the supervisor may feel it necessary to terminate the volunteer's service with the BLM.

B. Security Investigations. Generally, volunteers shall be assigned duties in nonsensitive areas, so there is no need for a security investigation. However, if it is determined that it is advantageous to the Government for volunteers to be given assignments of a critical or noncritical, sensitive nature, the volunteers should undergo an appropriate investigation. The investigation could include a full field investigation if needed, with the advice and consent of the local personnel servicing office.

.24 Hazardous Work. As a general guide, a hazardous situation is one in which an employee is eligible for compensation for the hazard through the hazardous pay differential.

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A. Volunteers may be assigned to hazardous tasks that require certification or special training (e.g., chainsaw use, tree climbing, mineral inspections and support, machinery operation, white water rafting, cave exploration, or work in rugged environmental conditions).

B. In order to perform these tasks:

1. Volunteers must have the same certifications and special training that would be required by or given to an employee.

2. Volunteers will not be used when they and/or the authorizing official feel that they are not properly trained and cannot perform the task safely.

3. Managers and supervisors must assure the volunteers that the hazards have been addressed by means of a Job Hazard Analysis (See BLM Manual 1112 -Safety, BLM H-1112 Handbook 1 - Safety and Health Management, and BLM H-1112 Handbook 2 -Field Operations) to minimize potential risks to the volunteer work force. (See section .30 Safety for further discussion.)

C. All State and local age restrictions relating to operation of machinery or equipment must be complied with in addition to age restrictions stipulated under state child labor laws. Children under the age of 18 shall be used only in limited nonhazardous supervised field work. They may travel in field vehicles but cannot operate such vehicles. The following duties are prohibited for children ages 18 and under:

1. Operating machinery or power equipment of any kind.
2. Working in or near heavy equipment.
3. Working in the vicinity of any emergency condition.
4. Working in or near aircraft, boats, snowmobiles, ORV's.
5. Participating in wild horse operations, wildlife introduction, or livestock activities.
6. Participating in herbicide/pesticide activities.

.25 Range Program. Maintenance of rangeland projects developed for proper livestock management is an enforceable responsibility of the cooperating grazing permittee/lessee who receives primary benefit from the project (BLM Manual Section 4100.06E3 and Handbook H-4120-1.31). Therefore, it is not appropriate to assign volunteers to work in an area where the permittee/lessee has maintenance responsibility. Conversely, volunteers can maintain projects where the BLM has maintenance responsibility.

.26 Search or Rescue. Volunteers are not authorized to participate in searches or rescues on behalf of the BLM except in unique situations where he/she encounters a life threatening situation in which such services are not available. Volunteers who might encounter this situation should receive proper training and be certified to perform first aid. Volunteers who desire to participate in searches or rescues may temporarily terminate their volunteer status and participate in searches and rescue operations for local or other authorities who have jurisdiction to perform such functions on the public lands.

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.27 Wild Horses and Burros. Volunteers may work in corrals or pens in direct contact with wild horses or burros if they have been certified knowledgeable about horsemanship by the BLM wild horse specialist. The horse specialist will decide if they are qualified and properly trained to be certified in the care of wild horses and burros. An inexperienced volunteer shall apprentice under the BLM wild horse specialists until he/she qualifies for certification.

.28 Volunteers in Aircraft. Departmental Manual DM 350-354 series states, for purposes of aerial transportation, volunteers are treated exactly as paid employees.

A. Passenger Status. When traveling on official business, volunteers are official passengers within the terms of 350 DM 1.7. In the unlikely event that a volunteer should become an unofficial passenger, traveling for personal convenience, he/she would have to be serving under the terms of a Volunteer Agreement and have the appropriate supervisory authorization to travel for personal convenience. Family members of volunteers, who are not themselves volunteers or Federal employees, are unauthorized personnel (see 350 DM 1.7C). Before traveling as unofficial passengers they must execute a Release Authorization (OAS Form 115). Volunteers, like other passengers, shall comply with manifesting, safety briefing, and enplaning/deplaning procedures of 351 DM 1.5. These are routine field operating procedures within the Aviation Program.

B. Aircraft Operation/Aircrew Status. Volunteers are not permitted to operate aircraft, nor serve any aircrew function on government aircraft. Aircrew functions include, but are not limited to, observers, spotters, camera or sensor operators and wildlife surveyors. Volunteers may not operate their own aircraft for official business while serving under the terms of a Volunteer Agreement.

C. Special Use Flights. Volunteers are not permitted aboard any aircraft engaged in special use flights such as wild horse and burro roundup, firefighting supply flights, etc. State and District Aviation Managers will identify what flights constitute a special use flight and should provide advice in the field. State and District Aviation Managers shall oversee these procedures and are available for advice and assistance.

D. Safety Training. Volunteers who are expected to fly frequently should attend the 4-hour Basic Helicopter and/or Airplane Safety course described in 352 DM 2.5B (1) (Target Group A). Occasional passengers should receive safety briefings in accordance with 352 DM 2.5B (2) (Target Group B).

E. Personal Protective Equipment (PPE). Passengers may be required to wear personal protective equipment in aircraft, especially in helicopter operations. However, the use of PPE is routine and does not indicate unusual hazard or risk.

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.29 Volunteers Collecting Federal Fees. Volunteers may collect Federal fees (e.g. photostat, woodcutting, Christmas trees sales, etc.) in addition to visitor use fees as authorized under Section 4 of the Land and Water Conservation Fund (LWCF) Act of 1965, as amended (through Public Law 100-203, December 22, 1987).

A. Collection of Recreation Permit Fees. The following are the recommended procedures for handling recreation permit fee envelopes:

1. Collections shall be picked up at the campground fee boxes and, as often as necessary, taken to the BLM office for reconciliation.

2. In instances where a remote site may have only one employee and the collections are to be transmitted to a District Office (DO) for deposit, the unopened envelopes may be secured in a locking money bag and transmitted to the DO for opening and counting. Two keys for the money bag should be available, one at the collection site and the other one at the depositing site. For collections, the objectives of the control system are to provide reasonable assurance of protecting collections from loss and of properly accounting for amounts received.

B. Surety Bonding.

1. Volunteers collecting Federal fees are covered by a surety bond contracted for by the Washington Office on a yearly basis. The Washington Office shall issue yearly directives with specifics for the current bonding liability.

2. Each State Office/Service Center Director is required to maintain a list of all volunteers authorized to collect Federal fees.

3. The designation of a volunteer to collect fees shall be in writing and incorporated into the relevant Volunteer Agreement. Volunteers who collect fees should be given a notice of liability clearly informing the volunteers of the risks they assume for Federal funds when they take on the duties of collection agents. The notice must be signed by the volunteer, and a copy retained in the office files with the following clause: "I certify that I have received adequate training on the proper handling and safeguarding of Government funds in my possession, and understand that I am automatically liable for any loss or shortage of such funds. However, I may be relieved of such liability if the loss occurred without fault or negligence on my part, and while I was acting in the discharge of my official duties."

4. As required by Section 4(k) of the LWCF Act, the BLM is to ensure that volunteers responsible for the collection of recreation fees (and by extension other Federal fees) receive training that includes:

a. The proper handling and safeguarding of funds such as that contained in the U. S. Treasury's Manual of Procedures and Instructions for Cashiers and the Imprest Fund Payment Handbook.

b. Information on the sale of permits, collection of fees, and the handling of BLM funds.

c. The purposes and resources of the areas to which they are assigned.

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d. The provision of assistance and information to visitors and the general public to the designated area.

5. The BLM may grant relief to volunteer collection officers from non-negligent loss of funds up to \$750, the same as regular employee collection officers. Losses in excess of \$750 must be referred to the Comptroller General for decision. The office to which the volunteer is assigned shall be responsible for providing a funding source for relieved losses. In the event that a claim is filed for loss, follow the instructions of Administrative Officers who retain responsibilities for the collection of Government fees.

2. Volunteers are not to perform any type of work for which they are not qualified, have not been adequately trained, or are not willing to do.

3. Supervisors must ensure that volunteers receive orientation on job safety. If necessary, all volunteers involved with field work should attend first aid, radio operations, and driver training courses. Moreover, supervisors shall discuss the job hazards with volunteers prior to beginning new projects or changing work sites, identify any hazards not noted on the JHA, and discuss ways to reduce these hazards, including the use of protective equipment and procedures.

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.3 Program Planning and Coordination. Program planning in the Volunteer Program is dictated by the BLM's mission and program initiatives. This requires an assessment of program needs, volunteer resources, and the allocation of those volunteer resources. Costs associated with support of volunteer resources should be clearly defined so they can be incorporated into the budget process. Coordination with managers and resource specialists is essential so that needs and resources are properly matched and used to maximum efficiency.

.31 Volunteer Program Goals. The BLM's Volunteer Strategy calls for the BLM to weave the Volunteer Program into all aspects of the agency, maximizing the BLM's effective use of volunteers. Essentially, the goal of the Volunteer Program parallels the BLM's resource management responsibilities and success will be measured in the increased utilization of volunteers toward achievement of the BLM's mission. Increased diversity of volunteers, their skills mix and technical proficiency, and the retention of volunteers over the years will also be measurements of program success.

.32 Needs Assessments. A survey of work tasks/projects known as a needs assessment should be conducted annually of managers and staff to delineate those programs and activities that can benefit from work performed by volunteers. This analysis includes those tasks traditionally performed or those that should have been performed but were not accomplished because resources were not available. Once a complete list of needs is developed, an analysis can be performed to determine which tasks could be accomplished by volunteers. (See Appendix 2 for the format to follow in conducting these assessments.)

.33 Action Planning. State/Center Directors should develop and implement action plans that include a unit's purpose and long range goals in order to organize recruitment efforts needed to enlist volunteers with the skills that best match the jobs to be performed in meeting these goals. (See Appendix 3 for suggestions on how to write action plans.)

.34 Inter-Program Coordination. Volunteer Coordinators at all levels should work with their unit program or team leads to assist in planning for future volunteer needs and/or budget. Established planning processes such as Program Year Budget Process (PYBP) and Preliminary Annual Work Plans (PAWP) shall be used to accomplish this coordination.

.35 Resource Management Planning. The BLM Manual Series 1630 Resource Management Plan Approval and Use and the BLM Planning Handbook (H-1630-1), Using Resource Management Plans have been modified to incorporate the volunteer resource. Other program directives/manuals retain the flexibility to determine if planning manual changes are sufficient or whether individual program manuals need to be changed to reflect the volunteer aspects.

.36 Annual Work Plans. Managers should identify in AWP's the specific work they hope to accomplish with the assistance of volunteers. Projects requiring recruiting assistance shall be submitted to the State Office/Center Volunteer Program Coordinator with the AWP along with State/Office Volunteer Action Plans. Proposed volunteer projects requiring expenditures for materials, equipment, other incidental expenses, or employee work-months shall be included in the Annual Work Plan (AWP) of the benefiting program.

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.37 Construction Projects. All construction proposed for volunteers must be properly planned and designed as described in BLM Manual Sections 9100-9104. These sections relate to health and safety issues, construction code conformity, and BLM individual manager liability issues. A thorough review of these manual sections should be done before involving volunteers in construction projects.

.38 Safety. The BLM shall ensure that safe and healthful working conditions are provided.

A. Job Hazard Analysis (JHA). Just as with staff members, the safety program for volunteers should begin with the Job Hazard Analysis (JHA) or, as some prefer to call it, the Job Series Hazard Analysis. A JHA outlines an occupation or job specialty by tasks, hazards, necessary personal protective gear, and safe job procedures to minimize the risk of injury to a staff member or volunteer.

B. Safety Requirements. A JHA is required to be completed for:

1. Jobs or work practices which have potential hazards.
2. New, nonroutine, or hazardous tasks to be performed where potential hazards exist.
3. Jobs which may require employee/volunteer use of out-of-the ordinary personal protective equipment (PPE).

C. Safety Benefits. Properly implemented, the JHA can be an excellent management tool. Improved work methods can result in reduction of property damage costs, workers compensation, tort claims, and absenteeism.

D. Volunteer Responsibilities. Volunteers share in the responsibility to find ways to reduce risks, injuries, illnesses, and associated costs. Accordingly, volunteers must:

1. Comply with applicable work rules and procedures.
2. Report unsafe and/or unhealthful conditions.
3. Exercise rights and responsibilities for reporting unsafe or unhealthful conditions without fear of reprisal.
4. Actively participate in safety and health education and training activities.
5. Report to their supervisors every job-related accident/incident that results in or has the potential to cause injury, illness or property damage. Volunteers must report personal physical or mental conditions that would adversely affect their performance.

E. Supervisory Responsibilities. The following safety responsibilities shall be the rule and are to be implemented fully:

1. Supervisors must ensure that volunteers only perform duties within the scope of their Volunteer Agreements.

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2. Volunteers are not to perform any type of work for which they are not qualified, have not been adequately trained, or are not willing to do.

3. Supervisors must ensure that volunteers receive orientation on job safety. If necessary, all volunteers involved with field work should attend first aid, radio operations, and driver training courses. Moreover, supervisors shall discuss the job hazards with volunteers prior to beginning new projects or changing work sites, identify any hazards not noted on the JHA, and discuss ways to reduce these hazards, including the use of protective equipment and procedures.

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.4 Documentation. Various forms are used in the administration of the BLM Volunteer Program for record keeping, reporting purposes, personal travel and other administrative actions. Four forms were developed to specifically administer the program, while the others are routine forms which preexisted in Governmentwide use. Form numbers and descriptions are provided in the sections below. The forms are available through the Service Center's Printed Materials Distribution Section (SC-657B).

.41 Volunteer Application for Natural Resources Agencies. Optional Form 301 is an inter-agency application form that can be given to all people who are interested in volunteer service. The application form available from the Government Printing Office or the Service Center Printed Materials Distribution Section is designed to gather pertinent information on a potential volunteer's background, areas of interest, and skills. This form is not mandatory, but it can be used effectively to screen applicants, to develop a file of potential volunteers for future needs, or to refer volunteers to other agencies. Resumes, if provided by potential volunteers, can be attached to the completed application form or used in its place if sufficient information is provided. The use of reproduced copies of this form is permissible.

.42 Volunteer Agreements.

A. Volunteer Agreements, BLM Form 1114-4 for Individual Volunteers and BLM Form 1114-5 for Volunteer Groups, provide the legal basis for the agency/volunteer relationship. Accordingly, these forms must be completed and fully executed by the volunteer and the designated BLM official prior to the volunteer or volunteer group beginning work. Volunteer Agreements should be written for specific time frames, i.e., hours/day, days/week, days/month, and months/year. Under no circumstance are volunteers to begin volunteer activities without signing the Volunteer Agreement. A copy of these completed forms should be given to the individual volunteer or group leader for his/her records. The original should be kept in an active file for the period of volunteer service. After termination of the service, these forms should be kept in an inactive file for three years in case they are needed for law suits or injury claims or for providing letters of recommendation.

B. Volunteer Agreements should not exceed one year and must contain a serial number (example: WO92-101) for fiscal year tracking and procurement purposes. If the volunteer wishes to participate beyond the end of the designated fiscal year, a new fiscal year serial number should be assigned to the Volunteer Agreement. Prior to implementing any changes to this document, the Agreement should be amended or a new Agreement executed. See .07 File and Records Maintenance for additional information.

C. Documentation of supplemental workers other than volunteers including hosted-workers, alternative service, and prescribed program participants as defined in the Glossary of Terms are required to be enrolled in the BLM's Volunteer Program using the standard Volunteer Agreements, BLM Form 1114-4 for Individual Volunteers and BLM Form 1114-5 Volunteer Groups. Field Officials should make a notation on these forms about the particulars of these supplemental workers' affiliation; e.g., "Green Thumb - Senior Community Service," etc., to better document their involvement within the context of the Volunteer Program.

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D. Field Officials are requested to inform prospective volunteers that a Privacy Act Statement is inadvertently missing on the Individual Volunteer Services Agreement Form 1114-4 and that the law was promulgated after the last printing of the form. This omission is not considered as being serious and can simply be rectified by providing volunteers with the following statement: "Requesting your Social Security number and birth date on this form shall be used only for internal use and shall be safe guarded against illegal or improper use. This information is required for reimbursement of incidental expenses, only. Furnishing this information is voluntary under the Privacy Act, P.L. 93-579, 5 U.S.C. 301 and 7 CFR 260."

.43 Individual Volunteer Agreements. Individual Volunteer Agreements contain the following key items:

A. Full name, telephone number (with area code), and address (with zip code), date of birth (for reporting purposes) of the volunteer, and Social Security Number.

B. Full name, telephone number (with area code), and address (with zip code) of next of kin or other person to be notified in case of injury, accident, or other emergency.

C. A project or job description section establishes the parameters of the volunteer's duties and sets the time frames that the job is expected to take. The project or job description section serves as a vehicle for meaningful dialogue between the volunteer and the BLM supervisor. Similar to employees, volunteers need to know what is expected of them and when they will be expected to report to work and where. This section should be stated in terms of realistic or achievable accomplishments and where possible, establish some evaluative and measurable goals for the volunteer to obtain. In addition, this section includes the name of the person who will supervise the volunteer, the title of supervisor, and the supervisor's telephone number. If the volunteer is designated to collect fees, that also must be stated (see section.29B3).

D. The following statements must be signed and dated by the volunteer:

1. I understand that I will not be compensated for the above described work.

2. I will contribute my services (from and to) specified dates and intend to contribute specific hours/per time period.

3. I understand that this service will not confer on me the status of a Federal employee, except that:

a. The United States shall pay compensation, as if I were a Federal employee, and in accordance with applicable law (see 5 U.S.C. Sec. 8101 et seq. (1976 and 1978 Supp. 1)), for disability or death resulting from injury occurring while in the course and scope of the performance of my duties as a volunteer.

b. The United States shall be liable, as if I were a Federal employee, and in accordance with applicable law (see 28 U.S.C. Sec 2671 et seq. (1976 and 1978 Supp. 1)), for loss of property or personal injury or death arising out of an act or omission on my part occurring while in the course and scope of the performance of my duties as a volunteer.

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4. I am at least 18 years of age (if the volunteer is less than 18, see E.1 below).

5. I understand the health and physical condition requirements for doing the work described in item 4 above, and the project location, including altitude, and certify that the statement I have checked below is true:

a. I know of no medical condition or physical limitation that may adversely affect my ability to do this work.

b. I do know of a medical condition or physical limitation that may adversely affect my ability to do this work, and I have explained this to

_____ (name of BLM official).

6. It is understood that all publications, films, slides, videos, artistic or similar endeavors resulting from my volunteer services, as specifically contracted for and attached as an addendum hereto, will become the property of the United States, and as such, will be in the public domain and not subject to copyright laws.

7. This volunteer is authorized to wear the BLM uniform while performing official BLM volunteer services. The uniform shall be worn in accordance with Manual Section 1103 which is provided with this agreement and shall be returned to the BLM upon termination of this agreement. (If this item is not applicable to the agreement, line through it.)

8. I understand that either the Bureau of Land Management or I may terminate this Agreement at any time by notifying the other party in writing.

E. The agreement also contains:

1. Signature block for the volunteer or the volunteer's parent or guardian (if the volunteer is under 18 years of age) and the date signed.

2. Statement of acceptance by the BLM, along with the signature and title of the authorized officer making the acceptance, and the date signed.

F. Upon completion of the agreement, both the volunteer and the BLM official are to complete the following:

1. Completed or terminated by _____ (signature) on (date).

G. The signed original Volunteer Agreement shall be held by the immediate supervisor (copies to the volunteer and Volunteer Program Coordinator) until services are completed or terminated, then sent to the Volunteer Program Coordinator in the office where the volunteer is serving. The Agreement form should be used for annual statistical reporting.

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.44 Group Volunteer Agreements. Organized groups may provide volunteer services under one Group Volunteer Agreement (BLM Form 1114-5) for each sponsoring organization. The Group Volunteer Agreement form is required for groups of volunteers who work together on a project, usually under direct supervision of the group's own leaders. Group volunteer projects may also use cooperative management agreements (CMAs) and cooperative agreements (CAs). In such cases, a group volunteer services agreement should also be signed to assure that the volunteers involved are covered for tort claims and work-injury compensation. The Agreement includes the same key elements outlined in the Individual Agreement (IA) with the following variations:

A. The sponsoring group's leader is responsible for providing a list of all of the persons in the group, their dates of birth, and dates when the work will be performed. This list must include names, complete telephone numbers and addresses of each volunteer's next of kin or other person to be notified in case of injury or accident.

B. The sponsoring group's leader is responsible for certifying that he or she has informed each participating group volunteer of the health and physical condition requirements for doing the work; explained to each the particulars about the project and has informed them of the project's location, including altitude.

C. The sponsoring group will provide its own supervision, unless stipulated otherwise. (Field Officials are instructed to line through this statement on the agreement if there is any change.)

D. Group volunteer leaders will obtain parent or guardian consent for each individual under 18 years of age and will comply with child labor laws.

E. In special cases, groups may pay for BLM uniforms (see section .94A2).

.45 Parental Approval Form. The BLM Form 1114-5a, Parental Approval Form, must be used with the Group Volunteer Services Agreement, Form 1114-5, to ensure that parents or guardians of young persons under 18 years of age have given their permission for their child's involvement in group sponsored activities being conducted in conjunction with the BLM. The only exception to this rule is when an organized group has obtained parental approval on their own form.

.46 Volunteer Performance Evaluation. The BLM Form 1114-1, Volunteer Performance Evaluation, is to be used by supervisors to evaluate the performance of volunteers who work for extended periods of time (the duration of which should be determined locally and on a case-by-case basis). This form was designed for evaluating individual volunteers but not groups. This form is particularly useful as it provides a formal means of providing feedback to the volunteer on his/her performance. It also provides documentation for each volunteer to attach to a resume or job application.

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.47 Volunteer and Hosted-Worker Report. The BLM Form 1114-7, the Volunteer and Hosted-Worker Report, shall be used at least once a year to compile statistical data by benefiting activity including the total work hours, estimated value of work, and estimated costs to the BLM. Each State/Center Office is required to submit an annual volunteer accomplishments report each year. In addition to statistical information, the report should be accompanied by narratives highlighting the year's accomplishments and copies of any publications or articles related to the Volunteer Program. This information provides examples of BLM volunteer contributions and is summarized in the BLM's annual Public Lands Report and other formats to inform the public, Congress, the Secretary of the Interior, BLM Director and BLM managers of the Bureau's successful use of volunteers.

.48 Volunteer Identification Card. Form 1114-2, Bureau of Land Management Volunteer Identification Card, can be issued to volunteers having no other appropriate form of Government identification. The card designates the holder's volunteer status, contains a summary of volunteer rights and responsibilities and provides each individual volunteer with the names and phone numbers of BLM representatives to call in case of emergency.

.49 Other Forms

A. Volunteer Appreciation Certificate. The BLM Form 1114-9 (superseded form 1114-3) Volunteer Appreciation Certificate, recognizes volunteers for their contributions.

B. Purchase Requisition Form. Standard Form 1510-18, Purchase Requisition Form, is one means of reimbursing volunteers for official business. This form should be used if the administrative officer recommends this alternative. It requires the serial number (or actual copy of the individual volunteer services agreement), date(s) of service and type and amount to be reimbursed. If the amount of money is small enough, payment can be handled through an imprest cash account. Otherwise, a check will be issued to the volunteer by the National Business Center.

C. Claim for Reimbursement for Expenditures on Official Business. The Standard Form 1164, Claim for Reimbursement for Expenditures on Official Business, is used to handle reimbursement to volunteers for local (non-travel status) transportation, subsistence, meals, and miscellaneous expenses. For situations where meals are involved, meal costs should be coded as "Other Expenses," itemized in the last (Miscellaneous) column, and identified as meals. Any expenditure claimed in excess of \$25 shall be supported by a receipt. See .74 Specific Kinds of Costs for detailed information on claims processing.

D. Travel Authorization. Form DI 1020; Travel Authorization, is used to authorize approved Government travel for employees and volunteers alike. A volunteer's status shall be recorded by noting "volunteer" after his/her name and Public Law 98-540 or 43 U.S. Code 1737(e)(2) may be cited as the authority. The relevant Volunteer Agreement should also be cited, by serial number, as part of the documentation.

E. U.S. Government Transportation Request. Standard Form 1169, U.S. Government Transportation Request, is used to acquire passenger transportation services for volunteers in the same manner as employees.

F. Travel Voucher. Standard Form 1012, Travel Voucher, is a basic document used to claim reimbursement of authorized travel expenses.

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G. Application and Account for Advance of Funds. Standard Form 1038, Application and Account for Advance of Funds, is used to obtain funds before a scheduled trip. This form must be signed by a manager with the authority to commit or expend funds.

H. Federal Employee's Notice of Traumatic Injury and Claim for Continuation of Pay Compensation. Standard Form CA-1, Federal Employee's Notice of Traumatic Injury and Claim for Continuation of Pay Compensation, is the standard form given to the volunteer by the supervisor if a traumatic injury is sustained. The volunteer must complete and return the form to the supervisor. Contact your administrative officer or servicing personnel office, as appropriate, for copies of the form and additional instructions.

I. Request for Examination and/or Treatment. Standard Form CA-16, Request for Examination and/or Treatment, is the standard form given to the volunteer if an injury requires medical examination or treatment. Again, contact your administrative officer or servicing personnel office, as appropriate, for copies of the form and additional instructions.

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.5 Recruitment of Volunteers Recruitment of volunteers should be ongoing. It should begin with an analysis of the BLM unit's work and the elements of that work that can be delegated or shared with volunteers. After this analysis, a planned recruitment strategy (either a broad based or targeted approach) should be written.

.51 Volunteer Job Analysis. Using management goals, objectives, and priorities as a guide, each BLM office which desires to recruit volunteers should conduct a job analysis to determine where volunteers can be placed and what skills are required (see also section .32 Needs Assessment and the Needs Assessment Guidelines in Appendix 2). Appropriate volunteer jobs often represent work (tasks, projects, or jobs) that program and project leaders have planned or designed but which they have not been able to do. The most effective method of developing a list of volunteer jobs is to involve staff and volunteers in the process. In addition to the development of satisfying volunteer jobs, other needs can be determined from the job analysis such as training, supervisory requirements, time frame and required materials and supplies needed to perform these functions.

.52 Position Descriptions.

A. Volunteer job descriptions are essential in the recruitment and retention of volunteers. Volunteers must know exactly what is required of them before they consider accepting a position with the BLM. The volunteer's job description is important as a means of identifying the volunteer's role to paid staff so that there can be a greater mutual understanding of individual and joint responsibilities. The job description also serves as a vital part of the career development path for volunteers and their achievement of learning new skills.

B. Ideally, all volunteer position descriptions shall include a description of the purpose and duties of the position, a designated supervisor and worksite, a time frame for the performance of the job, a listing of job qualifications, training required and/or to be provided, equipment to be provided, tasks to be accomplished, a description of any indirect job benefits (mileage, lodging, meals, training, etc.), and an evaluation schedule.

.53 Recruitment Process. A recruitment strategy follows naturally from the volunteer job description which has specifically outlined the skill level, experience, abilities, and availability required of the job. The following elements are fundamental to the recruitment process and should guide the outreach efforts:

A. Volunteers shall be recruited by the BLM on a proactive basis, with the intent of broadening and expanding involvement of volunteers in the agency.

B. Volunteers shall be recruited without regard to gender, physical challenge, age, race, or other condition. The sole qualification for volunteer recruitment shall be suitability to perform a task on behalf of the BLM.

C. No final acceptance of a volunteer shall take place without the volunteer position/project description section on BLM Form 1114-4 having been completed.

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.54 Recruitment Methods.

A. The broadcast recruitment method consists of spreading the message about potential volunteer positions to as broad an audience as possible through such means as distributing agency brochures, using mass media through public service announcements (PSAs), newspaper ads, and the internet, sponsoring open houses, tours and volunteer fairs, and using word of mouth.

B. Targeted recruitment involves specific messages to specific groups. Means of reaching targeted audiences include speeches and personal contacts, direct mailings to groups, individuals, or specialized newsletters, posting of job descriptions, or advertising in organizational publications and university newspapers.

.55 Recruitment Advertising. Field offices should seek media news coverage of volunteer recruiting activities along with activities and opportunities for volunteer service. In special recruitment efforts, offices may pay nominal charges for recruitment advertising or for recruiting services under authority of Public Law 94-540, if authorized by the responsible manager. However, as a general rule, it is not necessary to use paid advertising. Check with your public affairs official for assistance in planning for cost effective recruitment advertising.

.56 Purchase of Promotional and Informational/Educational Materials. Purchase of promotional and informational or educational materials for the volunteer program must follow the following guidelines:

A. Promotional Purchases. The Federal Land Policy and Management Act (FLPMA) provides direct authority to provide information/education (I/E), and utilitarian items which are reasonably necessary to administer the law and carry out the BLM's mission. The BLM can use appropriated funds to buy items which are primarily I/E in function. Packaging I/E material to enhance its promotional value is acceptable, as long as the content of the material is I/E material in nature.

B. Policy on Procurement of Promotional/Informational Educational Materials. Field officials are to use the following criteria to guide the procurement of promotional I/E materials:

1. An I/E item must contain a message about a BLM program, or information that will be of use to the public, as opposed to merely a logo.
2. The message must be directly pertinent to the BLM's mission and programs. Even items with messages which promote laudable public purposes, such as drug-free schools, are not appropriate unless there is a direct connection to the BLM's mission.
3. Messages must be about specific BLM programs, rather than the BLM's existence. Information must be about specific public initiatives (e.g., Back Country Byways) to which individuals can relate, rather than general awareness of the BLM programs; (e.g., Recreation 2000) or philosophies (ecosystems) from which the initiatives derive.
4. The existing knowledge, interest, and applicability of the topic to the audience must be considered in determining whether the use is I/E materials or a gift. Members of conservation or leisure activity-related organizations or groups of prospective volunteers are examples of candidates for receipt of I/E materials on a variety of BLM programs.

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5. The higher the dollar value of the item, the more significant the message must be, in terms of quality of information, or likely visibility of the message.

6. Items must not contain messages which could be considered lobbying, which is illegal with appropriated funds, or manipulation of public opinion. Consideration must also be given to the degree of acceptance or controversy of a message.

7. Considering the BLM's environment-based mission, managers must consider the potential environmental effects of the eventual disposition of the item. Such considerations would include possible injury to wildlife, the possibility of recycling, and biodegradability. Balloons, for instance, are less desirable than other items on which messages would be printed. Plastic items degrade very slowly and may be hazardous to wildlife.

8. Items and their messages must reflect high quality and good taste that will reflect well on the BLM.

9. Items which have a strong personal connotation, such as T-shirts and caps, are not generally appropriate for I/E programs, except for limited use situations. An example might be T-shirts proclaiming that the wearer was the adopter of a BLM wild horse.

C. Ineligible Items. Mugs, key chains and other items with only the BLM logo are not appropriate for purchase with appropriated funds.

D. Other Options. For items which do not meet the test for purchasing using appropriated funds, the use of non-appropriated funds offers additional flexibility. The BLM has authority under Section 307(c) of FLPMA to accept contributions or donations of money, services and property for the management, development, acquisition and conveying of the public lands.

1. The BLM appropriations acts include authority for BLM to spend whatever donated funds the BLM receives, which are deposited into a separate trust fund account, and are available until expended. Donated funds are not subject to all of the restrictions applicable to direct appropriations.

2. The Government Accounting Office (GAO) has ruled that agencies receiving donated funds have discretion to determine whether expenditures of those funds are in furtherance of official purposes. However, this does not mean that agencies have blanket authority to use these funds; each agency must justify its use as consistent with the terms and conditions of the donation, and as related to the authorized programs of the agency.

3. Donated funds may not be used for personal expenses (for instance Christmas cards or business cards), or to pay expenses otherwise prohibited by law.

4. Accepting funds for promotion of BLM programs and buying promotional items related to the authorized programs of the BLM with those funds may be a legitimate use of donated funds.

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5. Acceptance of promotional items themselves, developed in partnership with private organizations, is also an option. If partners develop such items using our logo, field officials should approve them in advance to assure they are appropriate. When such partnerships are established, they must relate to the authorized programs of the BLM.

E. Responsibility. It is important that this policy be implemented and actively managed throughout the BLM in order to assure consistency and application of good judgment. Managers must consider both the positive and negative impacts of public use and visibility of these items. State Directors, Center Directors, and the Director of the Office of Fire and Aviation (OF&A) shall distribute the policy and ensure its application to all programs in the State. Accordingly, State/Centers Directors shall establish a system within the State/Center to provide guidance, control and review of implementation, and approval of requisitions by program or public affairs officials for consistency with this policy. Procurement and printing will then be done in the normal manner.

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.6 Interviewing, Screening, Placement, and Processing Volunteers

.61 Staff Requests for Volunteers. Requests for volunteers shall be submitted to the designated Volunteer Coordinator in writing by interested staff, complete with a draft position description and a requested time frame. This process is enhanced when the BLM unit has conducted a detailed volunteer job analysis and needs assessment.

.62 Interviewing Prospective Volunteers. As a general rule, all long-term volunteers should be interviewed to ascertain their suitability for and interest in advertised positions. The interview should determine the qualifications of the volunteers and their commitment to fulfilling the requirements of the position. Preparation is necessary before actually interviewing prospective volunteers. The following process should be used as a guide:

A. Prepare an interview format or checklist of questions to be asked of all applicants based on the advertised volunteer job.

B. Select trained interviewer(s) and include staff and volunteers in the process of drafting questions and/or participating in the actual interview.

C. Conduct an interview with all prospective volunteers.

D. Encourage the prospective volunteer to ask questions and express his/her concerns, etc.

.63 Screening Prospective Volunteers. Screen out candidates determined to be inappropriate for the BLM or having skills that could be better used in another setting. Such applicants could be referred to other Volunteer Programs or agencies as appropriate.

A. Speak to individuals who are listed as references of prospective volunteers to satisfy any lingering questions and to select the right candidate.

B. Both the BLM Individual and Group Volunteer Services Agreements (1114-4 and 1114-5, respectively) have a self-certification section concerning a prospective volunteer's health and physical ability to perform volunteer tasks. Should a question arise concerning an individual's health and ability to perform certain tasks, field officials are encouraged and authorized to have this prospective volunteer visit a physician and obtain a written verification of suitability. The BLM's Volunteer Statute enables the BLM to pay for such a medical referral.

.64 Placement of Volunteers. Upon completion of the interview and screening process, it is important to place the volunteer in his/her job as soon as possible. A letter should be sent to the volunteer specifying the work which the volunteer is agreeing to perform, the time frame, and benefits and support the BLM agrees to provide the volunteer.

.65 Standards of Performance. Standards of performance shall be established for each long-term volunteer position. These standards should list the work to be performed, measurable indicators of whether the work was accomplished, and appropriate timelines for accomplishment of the work. Creation of these standards will be a joint function of staff and the volunteer assigned to the position, and a copy of the standards shall be provided to the volunteer along with a schedule of evaluation dates.

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.66 Evaluations. Periodic evaluations are used to review the performance of the volunteer, to suggest any changes in work style, to seek suggestions from the volunteer on means of enhancing the volunteer's relationship to the BLM, to convey appreciation to the volunteer, and to ascertain the continued interest of the volunteer in serving in that position. The evaluation session is an opportunity for both the volunteer and the BLM staff to discuss the work and make improvements where appropriate.

.67 Evaluation Process. The BLM Form 1114-1, BLM Volunteer Performance Evaluation, along with the position description and standards of performance should form the basis of an evaluation. A written record should be kept of each evaluation. It is the responsibility of each staff person in a supervisory relationship with a volunteer to schedule and perform periodic evaluations and to keep records of the evaluation.

A. Key elements in the evaluation process are confirming and correcting. Confirming affirms the volunteer's strengths and recognizes accomplishments; correcting identifies where help is needed and provides an opportunity to coach and influence a volunteer's progress.

B. In appropriate situations, corrective action may be taken following an evaluation. Examples of corrective action include the requirement of additional training, reassignment of a volunteer to a new position, or dismissal from volunteer service.

1. Possible grounds for dismissal may include, but are not limited to, the following: gross misconduct or insubordination; being under the influence of alcohol or drugs; theft of property or misuse of equipment or materials; abuse or mistreatment of co-workers or the public; failure to abide by agency policies and procedures; failure to meet physical or mental standards of performance; and failure to satisfactorily perform assigned duties.

2. Decisions involving corrective action may be reviewed by higher management. If corrective action is taken, the affected volunteer should be advised of the appropriate procedures for requesting a review. Supervisory staff are required to document the rationale behind their decision.

3. In the event that a volunteer departs the BLM, whether voluntarily or involuntarily, the Individual Volunteer Services Agreement should be documented as such in the termination section.

C. Additionally, a Volunteer Exit Appraisal (in draft) should be conducted with volunteers who are leaving their positions. The form attempts to ascertain why the volunteer is leaving the BLM volunteer position, record suggestions the volunteer may have for improving the position, and to serve as a written record of their experience with the BLM.

D. Volunteer group leaders should be encouraged to provide an evaluation to the BLM on the overall project. Their comments shall be incorporated into a memorandum to the authorizing officer.

E. Each volunteer project, when completed, shall be evaluated by the project supervisor and the results documented by a succinct memorandum to the line officers.

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.68 Program Evaluation. Evaluation of the Volunteer Program is necessary to assess performance, growth, progress, and prescriptions for improvement. Program evaluations rely on an analysis of the critical components of the job, the stated goals and objectives as outlined in the Volunteer and Hosted Worker Action Plans, and performance measures. Measurable objectives achieved by volunteers and cost-benefit analyses should be the focus of any evaluation of the program.

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.7 Orientation and Training.

.71 Orientation. Supervisors should ensure that volunteers are given an orientation to the BLM, orientation to the BLM unit, and orientation to the specific job. Orientation to the BLM should cover the broad general scope of the agency including its history, mission, programs, objectives, working environment; and general policies, procedures, and benefits which apply to the volunteer staff. Orientation to the BLM unit should include information about the particular office, issues, resources managed and relationship to the community; the importance of volunteers to the agency and the relationships between paid and volunteer staff. Job induction should include discussion about volunteer responsibilities, level of authority and accountability, working conditions, supervision, reporting, and performance appraisal, job and career development opportunities. An effective orientation program should develop mutual trust, clarify expectations, and begin the team-building process. Orientation sessions should not exceed a few hours. Orientation may be less comprehensive for groups of volunteers when the service is through a Group Volunteer Agreement under the supervision of an experienced leader.

.72 Volunteer Handbook. Each new volunteer should receive his/her own copy of the BLM Volunteer Handbook (Publication Number 350) and the accompanying folder.

A. Orientation sessions should be periodically attended by managers and staff and should involve experienced volunteers as speakers and leaders. This practice accomplishes dual purposes of informing the entire workforce about the important roles played by volunteers and communicating that volunteers are valued members of the team.

B. In orientation sessions, volunteers should be advised about rules and responsibilities governing their appointment, office layout, records keeping requirements, their individual volunteer job, the performance appraisal process, and grievance procedures. Opportunities for growth and job development should be explained and they should be introduced to tools, equipment and procedures they will be expected to use.

C. Make certain that the volunteer knows in detail his/her status relative to tort claim (liability), workers' compensation (injuries on the job) and procedures to follow for filing claims. Emphasize safety and outline whom to contact in emergency situations as well as general emergency procedures to be followed should an emergency arise.

.73 Training. It is the policy of the BLM to ensure that each volunteer be provided with sufficient training on the job or through formal courses either to enhance a volunteer's current position or to prepare the volunteer for future positions.

A. Skills Development Training. Prior to actual task assignment, each volunteer's abilities should be assessed and any additional knowledge and skills required to perform the activities safely and effectively should be provided.

B. In-Service Training. In-service or on-the-job training refers to the perfecting of skills usable in the volunteer's current assignment or needed for transfer to another assignment.

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C. Specialized Training. Volunteers may be invited to attend BLM training courses on subject matters or materials related to their volunteer assignment if their participation would show a benefit to the Government and does not result in the displacement of employees or impose significant extra expenditure. Selection for training shall be the same as for employees. Additional training resources can be found in local communities through educational institutions, professional organizations, and businesses.

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.8 Recognition and Retention of Volunteers..81 Volunteer Awards.

A. Non monetary awards are authorized for BLM volunteers and follow the same guidelines outlined for employees. Non-monetary honorary awards may include medals, certificates, or plaques.

1. These non-monetary honorary awards should have an award or honor connotation and should not exceed the prices of a medal, certificate, or plaque normally used for honorary recognition.

2. The award should not exceed \$100 per individual and meet the following criteria:

a. The award or honor must be based on written selection criteria and justification. The award must plainly display the BLM's name or emblem and the basis of the recognition.

b. The award must be for a significant work contribution and not a gift, memento, or souvenir.

c. Requisitions submitted to procurement officers must clearly identify that the requested merchandise is for an approved awards program.

B. Other non-monetary awards include items that can be worn or displayed with an appropriate logo, emblem, or seal representing the BLM. These items can include merchandise such as belt buckles, pencils, pens, pen-pencil sets, key rings, paper weights, coffee mugs, tee shirts, and head gear. Other recognition items may not exceed \$100 per individual and may not be uniform components. Written selection criteria and justification is not required for these types of non-monetary awards.

C. Monetary awards to volunteers are not authorized.

.82 Employee Contributions. The BLM employees who contribute significantly to the Volunteer Program should be recognized as follows:

A. An employee who has served as a project leader or supervisor, or who has provided significant project support should, at the same time the volunteer or volunteer group is recognized for its contribution, be recognized for his or her involvement in the project. A certificate or letter of appreciation is appropriate.

B. An employee who continually makes significant contributions to the Volunteer Program should be considered for additional recognition through the BLM Employee Incentive Award Program. Managers and/or Volunteer Coordinators are encouraged to pursue this type of employee recognition when they feel it is appropriate. This type of recognition should be awarded during an "All Employees Meeting."

.83 National Level Awards. The BLM participates in a number of national level award programs which recognize volunteers, groups, partnerships, lessees/permittees, and BLM employees or field officials who make significant contributions toward the preservation and stewardship of America's public lands. For further information concerning the types of awards, criteria, and procedures for submission, contact your State Office/Center Volunteer Coordinator.

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.84 Media Recognition. Volunteer Coordinators should attempt to obtain appropriate media recognition during volunteer projects or recognition ceremonies. Coordination with the Public Affairs staff is recommended.

.85 Providing Light Refreshments for Award Ceremonies. The Department has delegated authorities to Bureau Offices allowing State Directors, Deputy Directors, Assistant Directors, and Center Directors to provide light refreshments at award ceremonies, to a maximum cost of \$2.00 per employee attendee up to \$500 per ceremony. This authority may be further delegated. Attendance at such ceremonies should not be limited to employees, and the maximum costs authorized should allow for refreshments for all anticipated attendees.

A. Functions such as coffees, picnics, or dinners held to recognize volunteers are appropriate and encouraged. These functions serve two purposes. One is to provide formal recognition of volunteers who make significant contributions and the other is to provide opportunities to make a recruitment presentation concerning the BLM Volunteer Program. The following criteria should be used when planning a recognition/recruitment function:

1. Recognize significant volunteer contributions. Non-monetary awards of nominal value may be presented (see .81B).
2. Refreshments of nominal value may be served. Payment can be made for meals for volunteers who are on assignment when such meals and miscellaneous expense payments are appropriate.
3. Discretion shall be used when selecting the location of the function.
4. Alcohol cannot be purchased.
5. A recruitment presentation shall be made during the function.
6. The function can be paid with a fixed-rate agreement, coded to object class 2519, and must be approved by the authorizing official.
7. Justification for the function must include a reference that "one purpose of the function is to assist in the recruitment of additional volunteers" as provided for in P.L. 98-540 as stipulated by the Comptroller General of the United States.

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.9 Volunteer Program Administrative Support.

.91 Agency Equipment. Volunteers may be issued BLM equipment to use on authorized projects. The authorizing official shall ensure that the volunteer has experience or training prior to operating the equipment.

.92 Government Vehicles. If necessary, volunteers may be issued a U.S. Government Vehicle Operator's Identification Card, following the same procedure used for employees. Issuance of an Operator's Identification Card should be documented on the Volunteer Agreement.

.93 Government Facilities. Volunteers may be authorized to use BLM fee facilities, such as campsites, at no cost, in conjunction with their duties. Volunteers may be furnished Government quarters without charge if approved by the manager; however, they may not displace regular or seasonal employees (see also .98C). Local managers must secure the Director's approval before establishing quarters. (See BLM Manual 1534.)

.94 Uniforms. Volunteers whose work involves public contact or high public visibility may be authorized to wear the BLM uniform and to receive a uniform allowance. Such authorization enables the volunteer to obtain authorized classes of uniforms, wear them in accordance with the provisions of BLM Manual Section 1103, maintain and replace items as necessary, and appear in a neat, clean, and complete uniform as prescribed. Volunteers authorized to obtain and wear the official uniform shall be issued BLM volunteer patches and nameplates in lieu of comparable BLM official employee patches and nameplates. Items listed in Appendix 3 of Manual Section 1103 may be bulk ordered and issued to volunteers who need temporary identification. Uniforms are available for BLM volunteers through an allowance and government purchase.

A. Allowances. Manual Section 1103.22 provides instructions on authorizing uniform allowances. There are two methods of authorizing volunteers an allowance. They are:

1. Individual. Uniforms paid for by a government allowance cannot exceed \$400 per fiscal year. This is an incidental expense of utilizing volunteer assistance when identification of a BLM volunteer is beneficial. The section on uniforms must be checked in the individual's Volunteer Agreement that states: "This volunteer is authorized to wear the BLM uniform while performing official BLM volunteer services. The uniform shall be worn in accordance with Manual Section 1103 which is provided with this agreement and shall be returned to the BLM upon termination of this agreement."

2. Group. If a volunteer group or organization wishes to pay for uniforms for BLM volunteers, the authorizing official must include in the Group Volunteer Agreement the following statement: "Volunteers who are members of _____ (complete as appropriate) are authorized to wear the BLM uniform while performing official BLM volunteer services. Policies and procedures outlined in Manual Section 1103, which is provided with this agreement, must be adhered to." Additionally, a letter to the organization authorized to pay for the uniforms (see BLM Manual Section 1103, Illustration 4) and a letter to the contractor to permit ordering and payment (see BLM Manual Section 1103, Illustration 5) shall be provided. In such cases, BLM volunteer patches and the DOI rockers must be returned to BLM upon termination of the agreement.

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B. Bulk Order Government Purchase Via a Blanket Purchase Agreement. Manual Section 1103.33 provides instructions on bulk order government purchases. Volunteers with reduced or temporary public visibility may be issued any or all of the items listed below. The issuing officer shall determine whether the items should be returned after project completion for future distribution.

1. Volunteer Patch. Volunteer patches may be issued to volunteers. If worn on personal clothing, without the DOI Rocker, the top of the patch shall be centered and sewn 1/2 inches below the shoulder seam of shirts, jackets, etc. Patches should be worn on garment(s) which are solid beige or tan. If worn on the uniform, the contractor will sew the patch on the left sleeve of appropriate garments.

2. Volunteer Baseball Cap. A volunteer baseball cap is authorized for wear with personal clothing when a method of identification less than the official uniform is appropriate, such as assisting in cleanup projects.

3. Volunteer Vest. A volunteer vest is authorized for wear with personal clothing when a method of identification less than the official uniform is appropriate, such as providing services as a campground host. If a volunteer name tag is worn on the vest, it should be placed on the right front panel centered on the upper third of the vest.

4. Volunteer Generic Name Tag. The volunteer generic name tag identifies an individual as a volunteer but does not have the individual's name and should be issued when volunteers are working for a short period of time and recognition of the individual as a BLM volunteer is beneficial. If worn on the uniform, this name tag shall be placed in accordance with instructions provided in BLM Manual Section 1103. Because this name tag does not identify an individual by name, it is readily available through the authorized supplier and can easily be reissued.

5. Volunteer Individualized Name Tag. The individualized name tag should be issued to volunteers providing services for a longer period of time and when identification of the individual volunteer by name is beneficial. If worn on the uniform, this name tag shall be placed in accordance with instructions provided in BLM Manual Section 1103.

C. Uniform Ownership. It is the issuing officer's responsibility to determine ownership of volunteer components (i.e., volunteer patches, caps, vests, and generic nameplates). When items are issued to volunteers on a short term basis, the items are considered to be government property and must be returned unless otherwise specified. The BLM must properly clean and maintain any components held in their custody for temporary issuance to volunteers.

.95 Reimbursement for Expenses or Incidental Expenses. Public Law 98-540, the Federal Land Policy and Management Act of 1976, provides authority for use of government funds to cover expenses and services incidental to the use of contributed services of volunteers. Although volunteers may be reimbursed by the BLM for all or a portion of their incidental expenses, they may not be paid for their labor. The seven categories of services, expenses, or costs specified in subsection (e)(2) of Public Law 98-540 ("including transportation, supplies, lodging, subsistence, recruiting, training, and supervision") are illustrative, rather than all inclusive.

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A. Approval Process. Terms should be included in the Volunteer Agreement for provision or reimbursement of incidental expenses. These terms shall be negotiated with each prospective volunteer or volunteer group on an individual basis. Procedures should be established with the appropriate purchasing office to facilitate reimbursement under the terms of the agreement.

1. Volunteer Agreements that provide for payment or reimbursement of expenses, or for provision of services that will mean additional costs to the BLM, must be approved by a BLM official who has authority to commit or expend funds for the subactivity account involved.

2. Each Volunteer Agreement should be given a serial number for the current fiscal year which becomes a reference for payment documentation.

B. Volunteer Purchases. In cases where a volunteer is authorized to purchase goods or services, specific procedures for acquiring such goods or services should be established and included in an attachment to the Volunteer Agreement in accordance with part 5 of the agreement form. Maximum duration of an agreement is one year with all reimbursements subject to the legal availability of funds.

.96 Management Consideration. In deciding whether and to what degree the volunteer authority should be used in any particular case, considerations to be taken into account by the responsible manager include the following:

A. Estimated value of the work proposed to be accomplished, compared with estimated costs, including any incidental expenses or services proposed to be paid or provided under a manager's authority. The proposed project should be cost-effective or otherwise advantageous to the Government.

B. The availability of funds in accounts of the benefiting subactivity or subactivities.

C. The needs of the individual volunteer or organized group of volunteers, in conjunction with the need of the BLM to accomplish the work as determined by the responsible official. The rates for payment or sharing of such expenses by the BLM will be determined by the official on a case-by-case basis after discussion and negotiation with the volunteer or group representative. The amount or percentage of the BLM's cost-share need not be the same in each case.

.97 Payment Procedures. Incidental expenses and services may be provided, at the discretion of the responsible official, in one of the following ways:

A. Agency Purchase. The BLM may directly purchase services, meals, or goods needed for a volunteer work project, and provide them to the volunteer or volunteer group involved.

B. Reimbursement. Payment of actual expenses shall be handled consistent with the procedures used for BLM employees' expenses.

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.98 Specific Kinds of Costs.

A. Travel. A volunteer may be reimbursed for actual and reasonable transportation expenses required as part of volunteer work as well as for round-trip transportation from the volunteer's place of residence to the work location or reporting BLM office. Reimbursement can be made provided the authorizing official finds, after comparing estimated value of work to be accomplished with estimated costs, that the proposed reimbursement is cost-effective or otherwise advantageous to the Government and BLM travel limitations permit. All travel outside of local travel must be authorized in advance by completion of a DI-4020, Travel Authorization. The Travel Authorization must specify the reimbursement rate and cannot exceed established statutory rates for BLM employees. Rates for mileage for a volunteer's necessary travel may not exceed those that apply to employees. A volunteer, unlike an employee, may be reimbursed for costs of daily travel to and from work (commuting expenses). See also .49 for related forms.

B. Meals and Miscellaneous Expenses. A volunteer may be reimbursed for meals and approved miscellaneous expenses while on assignment. A volunteer does not need to be in travel status to be reimbursed for part or all of such costs. However, reimbursement should not be authorized for meals consumed in the volunteer's residence or when they are not directly related to the volunteer's service. Procedures should be established with the appropriate purchasing office to facilitate reimbursement under the items of the agreement.

C. Lodging. A volunteer may be reimbursed for actual and reasonable lodging costs incurred while on assignment. Or, at the official's option, these costs may be covered by direct payment to the supplier. Volunteers may be lodged in Government quarters and shall not be charged rent or utility cost (see also .93). Such incidental actual costs as utilities or garbage collection shall be charged to the benefiting subactivity. The benefiting subactivity shall be charged only for actual costs incurred, not rates based on comparability.

1. If lodging is provided for the volunteer, the allowance for meals and miscellaneous expenses cannot exceed:

- a. Actual and reasonable.
- b. Allowances or rates that apply to employees.

2. In situations where a volunteer is housed at a camp site, the "Camp Rates" allowance shall be maximum.

3. Criteria for assigning quarters to volunteers include:

- a. The quarters are not needed at the time for employee housing.
- b. The volunteer has agreed to contribute sufficient services to justify the assignment.

4. In each case, terms of volunteer occupancy shall be spelled out in the relevant Volunteer Agreement. Managers are encouraged to utilize otherwise unoccupied quarters to house volunteers.

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D. Fixed-Rate Agreements. For the expenses discussed in A through C above, officials should consider the advantages, in the interest of reducing paperwork, of agreeing on daily, weekly, or monthly fixed rates for volunteers, rather than on an actual cost and reimbursement arrangement. Where a fixed rate method is used, documentation shall be attached to the Volunteer Agreement specifying how rates were determined.

E. Claims Relating to Damage to, or Loss of, Personal Property. As a matter of course, volunteers should work with Government equipment, materials, and supplies which are generally available to employees. However, volunteers may use their personal property or equipment, if they have written permission from their supervisor prior to commencing work. In the event that the volunteer's approved personal property or equipment is damaged or lost, follow the provisions for volunteers to claim damage to, or loss of, personal property which are found in Section 307(f) of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1737(f)).

1. The Secretary of the Interior (and by extension, the BLM Director) is authorized to adjudicate claims from volunteers for damage to, or loss of, personal property incident to volunteer service if possession of such property is determined to be reasonable or useful for task completion under the circumstances, and no part of the loss was caused by any negligent or wrongful act of the claimant.

2. All volunteers must provide an adequate explanation when damage to, or loss of, personal equipment occurs. This is accomplished by filing a claim with the Department of the Interior Solicitor's Office, either regional or Washington Office, as appropriate. Claims are to be processed in the same manner as those for BLM employees. The BLM Manual, Section 1386, provides guidance.

.99 Object Class Coding.

A. Authorized travel expenses incurred by volunteers during their service to the BLM and reimbursed by the Government must be coded to object class 21, Travel and Transportation of Persons. Examples of items in the Volunteer Program which fall under object class 21 are: expenses while in official travel status (authorized by DI-4020), reimbursed mileage expenses, and reimbursed costs of transportation to and from the volunteer's home.

B. Subsistence allowances and meals agreed upon in the Volunteer Agreement that are reimbursed or paid for when the volunteer is not in travel status may be included in object class 259z. Costs associated with recognition/recruitment functions are also funded to this object class.

C. As a matter of course, field managers should refer to BLM Funds Coding Handbook (H-1684-1) where information is current and revisions are kept up-to-date.

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Examples of BLM Volunteer Jobs

Below is an illustrative listing of some of the tasks that volunteers can accomplish. Each of these tasks requires orientation, appropriate skills and/or training, and supervision.

Cadastral Survey

Work on survey crews of various types including federally administered lands.

Assist the BLM cadastral surveyors search for and identify original monuments of early land surveys and cadastral surveys.

Operate equipment (when qualified).

Cultural Resources

Cultural resource survey, both for inventory and for case related projects.

Archaeological excavations.

Literature searches.

Site monitoring.

Artifact preservation and cataloguing.

Engineering

Construct or maintain facilities and trailheads.

Work on survey crews of various types (engineering, etc.).

Erect or maintain signs.

Fire and Aviation Management

Conduct fire prevention projects.

Assist with logistics operations (away from firelines).

Transport fire crews and equipment.

Operate communications equipment.

Assist with fire accounting.

Forestry

Assist with post pole and fuelwood sales to the public.

Thin seedling patches and sapling stands.

Assist in piling debris from cuttings.

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Lands

Monitor compliance with terms of lands actions.

Minerals

Geologic, paleontology, structural, geobotanical, and industrial minerals mapping.

Geochemical sampling and analysis.

Geophysical surveying.

Photogeology.

Sediment analysis.

Economic geology and other studies.

Monitor compliance with seismic permits, leases, etc.

Assist with paleontological excavations.

Multi-Program Tasks

Conduct research.

Draft news releases.

Assist with environmental analyses.

Perform office support tasks such as serving as receptionist, copying, filing slides or photographs, and typing.

Prepare artwork for publications.

Rehabilitate disturbed areas.

Serve as hosts, moderators, and facilitators at public meetings.

Take photographs.

Train employees in various skills.

Range Management

Inventory and identify plants.

Prepare study mounts.

Maintain a herbarium, or establish one.

Collect plant phenology data.

Assist in eradication of noxious weeds.

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- Prepare aerial photos and maps for field work.
- Compute field data or determine acreage.
- Assist in conducting vegetation or soil inventories.
- Monitor and maintain range projects where BLM has maintenance responsibility.
- Construct and/or maintain fences, enclosures, or exclosures.
- Update grazing case files.
- Assist in determining the effects of acid rain on vegetation.
- Gather samples for water quality analysis.
- Assist in determining stream runoff occurrences and reading streams.
- Recreation (many of these apply to Wilderness also)
- Serve as campground hosts.
- Develop and/or maintain interpretive exhibits.
- Maintain facilities.
- Perform in living history demonstrations.
- Monitor compliance with recreation permits (limited to reporting non-compliance to appropriate staff members).
- Monitor off road vehicle use.
- Monitor payment of fees at campgrounds or other fee-use sites.
- Conduct recreation inventories, recreation area management planning, and/or recreation project planning.
- Maintain and/or construct trails.
- Provide visitor services: staff visitor centers, provide information and interpretation, monitor use and report problems to appropriate staff members, and give first aid and other emergency assistance to visitors.

Watershed

- Monitor watershed studies, collect data.

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Wilderness

Monitor Wilderness Study Areas (WSA's) or designated Wilderness Areas (impairing actions are reported to appropriate BLM staff).

Teach low impact camping and wilderness skills.

Serve as trailhead contacts.

Collect user data.

Wildlife

Assist on habitat improvement projects including, but not limited to, installation of wildlife waters, installation of bird ramps in stock water tanks, stream improvements, shrub planting and seeding, nest box construction and erecting, and fence construction or modification.

Collect wildlife and/or vegetation data for inventory, monitoring, or management purposes.

Adopt a wildlife habit management area and complete selected projects, monitor changes in vegetation and wildlife.

Conduct or help conduct special studies and research.

Make literature/date searches.

Inspect and maintain wildlife improvements.

Record wildlife use of critical areas or facilities.

Revegetate wildlife habitat.

Make public fisheries contacts.

Wild Horses and Burros

Handle adoption applications including mailing, sorting, reviewing, and filing applications.

Draft responses to public inquiries.

Handle title applications.

Move, set, operate, and maintain portable capture traps or corrals.

Feed and water penned animals.

Maintain tack or other equipment.

Provide transportation, feed or other equipment.

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BUREAU OF LAND MANAGEMENT
VOLUNTEER PROGRAM NEEDS ASSESSMENT

Reporting Unit: _____ Date: _____

Program Planning

1. Is the entire staff aware of the Volunteer Program and does the staff understand its overall purpose and objectives?
2. Are Volunteer Program goals and objectives clearly tied to program, management team, and volunteer needs?
3. At this time, do managers and other staff members know what their responsibilities are and what is needed from them to support the Volunteer Program?
4. Are clear, concise, results oriented, and measurable position descriptions and project narratives prepared for individual volunteer and volunteer groups?

Volunteer Coordinator/Staff Involvement

5. Has a Volunteer Coordinator position been established and filled at a strategic location in your organization?
6. Was the Volunteer Coordinator sent to at least one in-service training session related to the field of volunteer administration in the last year?
7. Does the Volunteer Coordinator regularly attend staff meetings at the management team level?
8. When necessary, is full compensatory time given to staff who are required to work evenings and week-ends to supervise or coordinate volunteer assignments?
9. Are clear and explicit Employee Performance Plan and Results Report (EPPRR) elements provided to staff when they are expected to work with volunteers, and when performance meets standards, are appropriate incentives or awards given to such staff?

Budget

10. When the State Budget Plan (SBP) and Annual Work Plan (AWP) are prepared, is the Volunteer Program integrated into the planning of scheduled project work? Are volunteer Coordinators provided spreadsheet data from program leads to track funds specifically allocated to the Volunteer Program?
11. Do we maintain a tracking system on the Volunteer Program that can provide statistical data to managers for planning/budget purposes?

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Assignment/Supervision

12. Are Volunteer Agreements signed by all volunteers, including members of groups belonging to organizations which are working with the BLM under cooperative agreements?
13. Are all volunteers assigned supervisors?
14. Does each volunteer have an identification card, name plate, uniform, or other suitable identification?
15. Is statistical data kept current to readily show successfully completed volunteer assignments, along with benefits to the BLM?

Recruitment/Screening

16. Has a recruitment plan been developed to match individuals with skills, talents, and the time commitment to fit into the volunteer assignment/opportunities?
17. Does the recruitment plan address the recruitment of minorities, youth, senior citizens, women, and physically challenged persons?
18. Are volunteers screened? Are the background references checked and are they interviewed for the project(s)?
19. During the past year, how many volunteer opportunities were identified and developed for each program area?
20. Were all potential volunteers who contacted us followed up on within a 3-week period of the initial contact, either by oral or written communication?

Orientation/Training

21. Did each volunteer receive orientation training and a packet of current information on the program and the BLM?
22. Is there a systematic effort to orient and train staff to work with volunteers? Do potential supervisor(s) receive supervisory training or at a minimum are they trained in the administrative procedures for supervising volunteers?
23. When necessary, have in-service training sessions been held to train volunteers so that they perform their assignments better?

Records

24. Are all volunteer applicants and on-board volunteers listed in the Volunteer Information Resource Management Systems (VIRMS) automated computer system?
25. Are all Volunteer Agreements closed out once the volunteer leaves the BLM?
26. Do all volunteers complete an exit evaluation? Are supervisors instructed to complete exit evaluations with all volunteers?

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Publicity/Recognition

27. Does volunteer recognition occur at least once a year on a timely basis pertinent to the volunteers' assignments? Are success stories publicized in internal/external news media?
28. Are staff members (employees, managers, supervisors) recognized for their role in supporting the Volunteer Program?
29. Are the various state/national awards programs for volunteers staff given adequate attention?

Evaluation

30. Are we striving for a quality Volunteer Program by analyzing records and encouraging input/evaluations from volunteers and staff, all of which are utilized to improve program effectiveness?

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Guidance for the Preparation of Volunteer and Hosted-Worker Action Plans

Following are the recommended steps to be used in the Volunteer Program action planning process:

1. Assemble a work group composed of Volunteer Program Coordinators, representatives from teams, volunteers, project leaders, and line managers from all levels. The work group should be chaired by a line manager who is actively involved with the Volunteer and Hosted-Worker Program. It is important the group members be knowledgeable and have an understanding of goals and objectives of the program, the authorities and guidance available, and the current program status.
2. Once assembled, the work group should begin the task of identifying the purposes, goals, and objectives of the Statewide Volunteer and Hosted-Worker Program. This may be accomplished in an open forum involving all participants at the same time. When the purposes, goals, and objectives have been decided, the work group must then identify obstacles, issues, concerns, weaknesses, and shortcomings in the program which could prevent or impede the program from moving forward. This can be accomplished by subdividing the work group into smaller discussion groups and then reconvening. Each impediment should be thoroughly and openly discussed and a strategy or action devised to alleviate or eliminate the impediment.
3. If time allows while still assembled, the work group should then begin preparation of a draft Volunteer and Hosted-Worker Action Plan or various sections of the action plan should be assigned to individual members of the work group to be completed by deadlines imposed before the work group adjourns.
4. The job of editing and "polishing" the draft action plan should be the responsibility of the State Volunteer Coordinator. When the job is completed, the Volunteer Coordinator should distribute copies of the edited draft action plan to all work group members for their final review and comment. Once comments have been received from work group members and their final corrections have been made to the edited draft action plan, the State Volunteer Coordinator should present a final action plan to the State Director for consideration. A special briefing is advisable in order to answer any questions or address any concerns the State/Center Director may have.
5. The last step in the final Volunteer and Hosted-Worker Action plan is to transmit the final Volunteer and Hosted-Worker Plan to all offices to ensure adequate circulation and exposure to line management as well as staff. As soon as the temporary directive is signed by the State Director, implementation of the action plan may commence.

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Important Reminders

Remember that strategic action planning is not an end in itself, but a tool to better accomplish the BLM's mission. Done correctly, the volunteers and other supplemental workers will benefit greatly. Avoid the common misconception that when a strategic action plan is adopted planning is complete. A better view of strategic action planning is: When a plan is adopted, a new phase of planning has begun. Also, remember that implementing the plan, monitoring progress, making mid-course corrections, and updating your plan are all part of the strategic planning process. It is critical that the directions and strategies in your action plan be incorporated into the coming year's objectives and budget

A good plan needs good implementation. Review progress toward the plan at 6- or 12-month intervals. Ask: (1) Are we meeting our goals? If not, why not?, and (2) Are our vision and strategy for the future still sound? If not, take corrective action or change the plan, as needed.

Annual Update of Action Plans

Action plans should be updated annually before the Preliminary Annual Work Plan (PAWP) budget cycle for the coming year. A common method for yearly updates of the plan is:

- A. Reassess opportunities strengths and weaknesses and critical issues. Has anything new emerged?
- B. Review your strategy for the future. Is it still sound?
- C. Revise the plan, including service, staffing, fiscal projections, and other planning documents such as Resource Management Plans, Activity Plans, and the Implementation Plan.
- D. Review the revised plan with the volunteers, staff, and appropriate others. Get approval of major changes.
- E. Translate the revised strategic plan into the coming year's Annual Work Plan (AWP).

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Five Essential Parts of the Volunteer and Hosted-Worker Action Plan

The Volunteer and Hosted-Worker Action Plan should contain a minimum of five essential parts: (1) an introduction, (2) a statement of purpose, (3) goals and objectives for the program, (4) a discussion of impediments, and (5) strategies or actions designed to remove impediments to the program. Other sections may be added if deemed necessary by the work group.

Introduction

The introduction should be, in effect, an introduction to the State's Volunteer and Hosted-Worker Program. It might include a brief historic account of the program as well as a current status report. The introduction should emphasize the use of volunteers to further the BLM resource goals and stress how the potential for expanded use of volunteers in all areas and functions of the BLM's work has been recognized and encouraged by the Director and State Director.

Statement of Purpose

A statement of purpose will "set the stage" for the action plan. It should identify specific reasons why a Volunteer and Hosted-Worker Action Plan is necessary and appropriate at this point in the program's evolution. The statement of purpose should accentuate the necessity for proper long-range planning in order to integrate the Volunteer and Hosted-Worker Program with the various resource activity and support functions of the BLM. The statement should affirm the need for an adequate, reasoned, and consistent approach to implementation and management of the program in order to keep the program moving forward.

Identification of Goals and Objectives

The identification of definitive goals and objectives for the State Volunteer and Hosted-Worker Program is critical and cannot be overstated. Just as it is not possible for a captain to guide his ship to an unknown destination, neither is it possible for a manager or Volunteer Coordinator to direct the Volunteer Program if goals and objectives have not been clearly and succinctly identified.

Impediments/Challenges

The discussion of impediments should include and recognize important issues and concerns, obstacles, shortcomings, weaknesses, and inefficiencies in the Volunteer and Hosted-Worker Program which keep the program from advancing forward. The discussion of impediments could encompass anything from lack of overall policy guidance to problems with reimbursement process. Each State Office must tailor this discussion to their own individual situation.

Strategic Action

The strategy or action section of the Volunteer and Hosted-Worker Action Plan is the appropriate place to detail opportunities and suitable methods for overcoming the impediments examined in the previous section. This section provides the means for increasing knowledge and awareness of the program among managers, staffs, and prospective volunteers and should relate directly to the attainment of stated goals and objectives.

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Further, the action items listed should identify the line manager responsible for implementation of or compliance with each specific action item as well as the target date for completion. Line managers should be expected to accomplish appropriate action items on or before the target completion dates.

The State Volunteer and Hosted-Worker Action Plan can be a tremendously valuable tool in helping the State/Center Director define and develop a course of action which will purposefully and efficiently advance the program while maximizing the use and diversification of volunteers and hosted-workers. The plan should be crafted to cover both short-term and long-term contingencies over a 3-5-year period and should be updated annually or more often if necessary. The yearly meeting of District and SO Volunteer Coordinators provides an excellent opportunity to reexamine goals and objectives and to assess progress in the implementation of action items.

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Outline for Generic State/District Volunteer Program Action Plan

I. Introduction

II. Purpose of Plan

III. Authority and Guidance

IV. Program Status

V. Program Potential

Objectives to accomplish in order to realize potential.

1. Increase employees' knowledge and commitment.
2. Increase number of volunteers.
3. Expand diversity of use of volunteers.
4. Improve program quality.
5. Increase program recognition of volunteers.
6. Enhance agency image.

VI. Implementation

1. Present plan to State/Center Management Team.
2. Establish volunteer section in SO Weekly Update.
3. Develop District and SO Division volunteer action plans, including specified required elements (identify opportunities as well as needs).
 - a. List potential volunteer sources.
 - b. Target/list current projects/tasks that could be done with volunteers. Indicate the title of individual responsible for recruitment and supervision of volunteers for each project/task.
4. Training, Statewide, for all SO Division and District volunteer Coordinators and line managers.
5. Develop a list of Statewide potential sources of volunteers and facilitators of volunteers (individual and group). Identify the volunteer resource--present and potential.
6. Expand contact with these sources and facilitator.
7. Identify your communications resources (internal and external).
8. Present training package to each District's staff.
9. Develop Statewide volunteer opportunity catalog.

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10. Issue information bulletin regarding awards and other recognition for volunteers and employees.

11. Produce Statewide Volunteer Program each year. Assess successes and shortcomings and adopt a plan for the coming year