

**OHIO EMERGENCY OPERATIONS PLAN  
DONATIONS AND VOLUNTEER MANAGEMENT SUPPORT ANNEX**

- PRIMARY AGENCY:** Ohio Emergency Management Agency (Ohio EMA)
- SUPPORT AGENCIES:** Ohio Department of Administrative Services (DAS)  
Ohio Department of Development (ODOD)  
Ohio Department of Job and Family Services (ODJFS)  
Ohio Community Service Council (OCSC)  
Ohio Department of Health (ODH)  
Ohio Voluntary Organizations Active in Disasters  
(Ohio VOAD)  
Additional non-VOAD Member Volunteer Organizations as listed

**I. INTRODUCTION**

The Donations and Volunteer Support Annex documents the design and operations of a flexible state-level donations and volunteer management system. This system is designed to receive, process, and distribute a wide variety of donated goods and services that are given or sought to assist emergency and disaster victims. Cash donors are directed to charitable organizations. Each of the above-named agencies is responsible for addressing and maintaining its own policies for personnel issues and continuous operations.

**II. SITUATION**

- A. During emergencies, unplanned deliveries of donated goods and services to a disaster site can jam distribution channels, overwhelm volunteer agencies, and hamper life-saving operations. The need to unload and sort goods into more manageable and deliverable units can compete with the personnel and resource demands of other emergency response activities. Careful donations management planning will reduce or eliminate problems associated with unsolicited donations (see Tab #3).
- B. Preplanned volunteer management strategies will reduce problems associated with spontaneous, unaffiliated volunteer response.
- C. Based on the situation and needs, Ohio EMA will notify and assemble members of the Donations Coordination Team (see Tab #1). The team will study the situation to recommend action if any one of the following situations occurs:
  - 1. Significant increase in potential donors inquiring about an emergency.
  - 2. Out of state disasters or emergencies requiring massive support.

3. Media coverage generates unsolicited donations and volunteer response that will require management.
  4. Uncoordinated/unplanned donations drives develop.
  5. Solicitations from other agencies in impacted areas, and/or additional information regarding donations indicates a need for activation of the donations management system.
  6. Additional information regarding volunteer response indicates a need for activation of a volunteer processing center (Center).
- D. Ohio VOAD is composed of a number of member organizations. The list of participating Ohio VOAD Support organizations listings may change frequently, and the Ohio VOAD Executive Committee maintains updated listings of member organizations. Other volunteer organizations that are not Ohio VOAD members may also participate in donations and volunteer support activities.
- E. In regard to communications in support of donations and volunteer management operations and Centers, all operating units and county distribution points will use telephone and electronic mail to communicate and report information. Amateur radio organizations (ARRL, ARES and REACT) may assist in communication relay operations between state and county organizations.

### **III. ASSUMPTIONS**

- A. Government and volunteer agencies have personnel to support operations in this plan.
- B. Needs are identified and verified during the response and recovery phases.
- C. Adequate facilities are available.
- D. Personnel are adequately trained and prepared to conduct operations.
- E. Vehicles mentioned in this Annex have licensed operators.
- F. During emergencies, local volunteer organizations will experience demands that may necessitate state, and possibly federal assistance.

## IV. CONCEPT OF OPERATIONS

The primary and support state agencies will operate as the Donations and Volunteer Management Group in the Emergency Operations Center (EOC). As the primary agency, Ohio EMA will coordinate with support agencies to evaluate the needs of disaster victims and determine if all or portions of this Annex will be activated.

- A. Activation is dependent on the type and level of assistance needed. In many cases the level of assistance needed will not necessitate activation, since some donation and volunteer needs during disasters can be handled by agencies as part of normal disaster operations.
- B. Any time that the Annex is activated, in whole or part, close coordination with the Joint Information Center (JIC) is essential to ensure donation needs, information on the availability of donated goods and pertinent information on the donations and volunteer management program is provided to the media for dissemination to the public.
- C. When cash donations are offered or solicited, donors are encouraged to contribute to a charitable organization. Cash donations are not accepted through Ohio EMA or the EOC.
- D. There are four basic functions of the Donations and Volunteer Management Annex: 1. Donations and Volunteer Hotline, 2. Donations Warehouse and Resource Staging Area, 3. Unmet Needs Committee, and 4. Volunteer Processing Center.

### 1. Donations and Volunteer Hotline

The Donations and Volunteer Hotline will receive and process offers of donated goods and volunteer services contributing to the recovery process. The Hotline will also provide information on acceptable donations and disaster relief organizations accepting various donations.

- a. The Hotline will consist of multiple telephone lines.
- b. The primary location is in the EOC, with an alternate location possible at the warehouse.
- c. Telephone operators are provided first by the Telephone Pioneers, with alternative staffing by the Ohio Department of Administrative Services (DAS). If needed, additional volunteers registered on the Ohio Citizen Corps Volunteer Database, maintained by OCSC (the Volunteer Database) may be engaged to staff the Hotline.
- d. Shift supervisors and Donations Hotline Database operators are provided by DAS.

- e. When a Center is activated, volunteer information collected by the Hotline will be forwarded to that Center.

## 2. Donations Warehouse and Resource Staging Area

- a. The State Donations and Volunteer Management Group will determine the activation and deactivation of the State Donations Warehouse. The decision will be based upon the probability and volume of needs during the emergency event.
- b. Ohio VOAD will provide management and staff for the warehouse for the duration of the event. DAS may be required to provide temporary supervision and staff dependent upon VOAD availability.
- c. The primary Donations Warehouse is to be located in accordance with the State Donations Warehouse and Staging Area SOP. Parking areas adjacent to the warehouse can be used as a staging area to manage traffic of inbound loads coming to the warehouse and any unsolicited or unexpected donations.
- d. If an alternate Donations Warehouse is needed, then DAS – Office of Properties & Facilities will locate an alternate warehouse at the request of the DAS EOC Liaison. In the event that an alternate warehouse nearer to the disaster site is needed, Ohio EMA will consider a news media announcement requesting a donated facility.
- e. The Donations Warehouse has the ability to receive solicited and unsolicited donations. Unsolicited shipments will be directed to the staging area adjacent to the Warehouse for inspection, inventory, acceptance, and delayed unloading, so as not to interrupt scheduled donations.
- f. Warehouse operations shall include, but are not limited to receiving, sorting, processing, recording, inventorying, distributing, and shipping donated goods and materials to disaster victims. Sorting will determine whether items are usable or not. Unusable items will be discarded.
- g. The warehouse will remain active until deactivated by the Donations Coordination Team (DCT).
- h. DAS may coordinate security at the Donations Warehouse, if requested.
- i. When a request is made by a county operation, items will be selected and packaged for distribution to the county. Packages or pallets will be loaded onto cargo vehicles at specific doors in the warehouse. All drivers will be provided with packing lists that include: the physical delivery location, the point-of-contact's name and phone number, state and county maps, and advisories of weather and road conditions.

- j. The warehouse has the ability to deliver goods to county destinations. DAS will secure appropriate cargo, vehicles, and drivers. Cargo vehicles and licensed drivers may be donated services and coordinated by VOAD.
  - k. DAS may use contract haulers to deliver donated goods from state to county level.
  - l. When loaded, cargo trucks will depart for the specific county warehouse operation or terminal. Drivers will go directly from the State Donations Warehouse to their destinations, then assist in unloading cargo and return to the State Donations Warehouse.
3. Unmet Needs Committee (UNC)
- a. The UNC is a state-level activity formed during the demobilization of donations management and helps shift operations to county-level Long Term Recovery Committees and related activities. It assists disaster victims who need assistance beyond the scope of this plan, and beyond the capabilities and authority of government.
  - b. The term Unmet Needs refers to individual and family needs that were not met, or could not be met by government agencies or volunteer organizations during the response and recovery phases. Therefore, tracking will be done to ensure the affected population was served, but a small percentage may not, or could not be served. Therefore, in order to complete these needs, a team approach must be used to ensure that disaster victims have the appropriate care. A case worker may be assigned to the county's Long-Term Recovery Committee (LTRC) to ensure that affected individuals and families needs are reviewed by the Committee. Various organizations can pull resources and talents together to accomplish the needed tasks. Once these tasks are complete and the unmet needs have been met, then the case will be closed.
  - c. Under a federal declaration, the FEMA Volunteer Agency Liaison (VAL) facilitates the LTRCs at the county level, usually through the county VOAD or EMA. The FEMA VAL also notifies Ohio VOAD and Ohio EMA of the LTRC facilitations. Ohio VOAD serves as the lead organization of the UNC. Organizations from the Donations Coordination Team make up the UNC and may include representatives from American Red Cross (ARC), Ohio Department of Health, the Governor's Office, and Ohio Department of Aging. A representative from Ohio EMA-Disaster Response Branch may also serve on the UNC.
  - d. Ohio VOAD may request funding from the National VOAD to hire case workers for each LTRC. In addition to paragraph b of this Section, the UNC (at state level) tracks, and supports efforts as necessary the LTRC does this at the county level. These activities may continue for months and possibly over a year after the disaster. They will continue until the last case is closed.

- e. Additional information regarding the UNC can be found in ESF-14, Community Recovery and Mitigation (under development, completion expected in March 2006).

#### 4. Volunteer Processing Center

A volunteer processing center (Center) serves as a location to effectively and efficiently process and register unaffiliated volunteers and trained medical volunteers; and to match their skills to agencies needing assistance in response to a disaster. A Center may take the form of an American Red Cross Volunteer Processing Center; an OCSC-based Volunteer Reception Center; or a Center of any other design or origin that provides for the effective and efficient processing of unaffiliated volunteers and trained medical volunteers.

Affiliated and trained volunteers are those individuals associated or identified with a service agency or disaster relief organization. Unaffiliated or spontaneous volunteers are not affiliated with a specific disaster relief organization. Trained medical volunteers are associated with the Ohio Medical Reserve Corps (OMRC) (see ESF-8 – Public Health & Medical Services). The Center provides an efficient way to document volunteer registration, requests for volunteers, volunteer service hours, staffing costs and incurred expenses.

- a. The need to activate a county-level Center will be determined by County EMAs.
- b. The Center will work with other agencies to process and refer spontaneous volunteers and will serve as the check-in site for trained medical volunteers.
- c. Depending on the situation and need, a Center can be activated with or without resources to process trained medical volunteers through the OMRC.
- d. If a County EMA determines there is a need for a Center to be activated but there is no local capability to establish a Center, the County EMA Director will notify the State EOC Field Desk to request that state-level assistance be provided to the county to enable a Center to be opened. The Field Desk will then notify the Donations Coordination Team (DCT) of the need for a Center. DCT member agencies will work in partnership to establish and operate a Center in coordination with the County EMA.

The OCSC, in their role as a DCT member, may be engaged to assist in the establishment and activation of a Center in an affected county. OCSC may also screen and train volunteers to staff Centers, and ensure that Centers are operational through closeout.

- e. Contact information for prospective volunteers who contact the Donations Hotline will be referred to the OCSC or another appropriate agency for

inclusion in the Volunteer Database. OCSC will ensure that lists of registered volunteers that it collects are provided to each Center database operator through the region's Lead Volunteer Center (LVC) or coordinating agency.

- f. Upon request from the DCT, LVCs may establish a Center in a county or area that has a need for a Center, but does not have the resources to activate one. The LVC will work with the affected county regarding set up, operation, and closeout of a Center.

#### E. Emergency Management Activities by Phase

Donations management primarily occurs during the recovery phase of an emergency; however, some donations management activities may occur during the preparedness and response phases of emergency management.

##### 1. Preparedness

- a. This Annex shall be reviewed and updated annually.
- b. Coordinate with VOAD to provide assistance in operating jurisdictions' donations and volunteer management programs.
- c. Brief media representatives so they will understand donations and volunteer management processes (See Tab #3).
- d. Conduct donations management – related training and involve donations and volunteer management in exercises (see Tab #3).

##### 2. Response

- a. Assemble members of the Donations Coordination Team (DCT) to make recommendations regarding the necessary activation level.
- b. Activate the program based on available information and estimates.
- c. Through the JIC, provide the media with information regarding donations needs and procedures, and provide regular updates information.

##### 3. Recovery

- a. The DCT will determine which donations and volunteer management facilities should open.
- b. Staff donations management facilities.
- c. Continually assess donations and volunteer management operations.

- d. Through the JIC, provide regular updates to the media regarding donation procedures, progress, and status.
- e. Assess donations management operations to determine the dates at which the donation management facilities and programs should be consolidated and terminated. These determinations are coordinated with the UNC.
- f. The Donations Management Coordinator (DMC) will participate with the UNC as needed to provide continuing assistance to affected populations.

#### F. Demobilization

1. Demobilization begins when the flow of goods and services slows. Goods in the donations pipeline are directed to volunteer agencies with existing warehouse facilities and personnel.
2. The State DCT will make a joint decision regarding when closeout activities, downsizing of government involvement in facilities, coordination, and operations, transitioning to voluntary agency activities, and transition of remaining goods and services to traditional charitable organizations should occur.

#### G. Responsibility by Level of Government

##### 1. Federal

The federal government may provide technical, logistical, managerial, resource and manpower support for state donations and volunteer management.

##### 2. State (this Annex)

##### 3. Local

Local jurisdictions will request, activate and oversee the management of Donations and Volunteer Management operations within their jurisdictions.

### V. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITY

#### A. Primary Agency Responsibilities

1. The Ohio EMA will serve as the primary state agency for the coordination of donations management. Ohio EMA will maintain close coordination with the Ohio Department of Administrative Services (DAS) and VOAD. Ohio EMA will coordinate with DAS to:

- a. Based on the situation and identified needs, notify and assemble members of the DCT in order to assess the situation so to recommend actions regarding donations and volunteer management.
- b. Serve as coordinator of the donations management system.
- c. Provide and support phones and computers used by the Donations Hotline.
- d. Assign a staff person to serve as the Donations Management Coordinator. Ohio EMA will coordinate the Hotline, the Donations Warehouse, and volunteer processing center activities through DCT agencies.
- e. Provide coordination through the JIC to notify the contributing public of specific goods and volunteer skills that are needed.
- g. Support the storage and allocation of needed donated goods and support the movement of needed donated goods to the disaster site.

#### B. Support Agency Responsibilities

The following organizations are designated to assist the primary agency, the Ohio EMA, with available resources, capabilities, and expertise in support of response and recovery operations under the coordination of Ohio EMA.

##### 1. Ohio Department of Administrative Services (DAS)

- a. Serves on the DCT and provides policy guidance and general direction for the donations program.
- b. Identify, locate, and lease a facility for use as the State Donations Warehouse and Staging Area, if necessary.
- c. Activate and initially staff the warehouse and additional state support as required.
- d. Help counties identify local warehouses or terminals for the collection of donations.
- e. Serve on the UNC.
- f. If the Telephone Pioneers are unable to provide adequate staffing for the Donations Hotline, then provide alternative staffing as necessary.
- g. Provide the Donations Hotline with one Shift Supervisor skilled in data manipulation per shift.

- h. Provide temporary supervision and staff for the Donations Warehouse until VOAD assumes these duties.
  - i. If necessary, establish an alternate warehouse at the request of the DAS Liaison in the EOC.
  - j. Arrange for the transportation of donated goods.
  - k. Coordinate security for the Donations Warehouse and ESF-13 - Law Enforcement.
  - m. Track donated goods in the Donations Database.
2. Ohio Department of Job and Family Services (ODJFS)
    - a. Serve on the UNC.
    - b. Coordinate with ODOD to determine areas of greatest needs and specific resources that are needed.
  3. Ohio Department of Development (ODOD)
    - a. Serves on the UNC.
    - b. Coordinates with ODJFS to determine areas of greatest needs and specific resources that are needed.
  4. Ohio Voluntary Organizations Active in Disasters (Ohio VOAD)
    - a. Ohio VOAD does not deliver services to the site of the emergency, but the individual member organizations do. A wide variety of emergency assistance is provided by member organizations. VOAD provides the overall coordination necessary to ensure that redundant or conflicting services are avoided, that needed volunteer resources are located, and that offers of donated goods and services are handled expeditiously. In addition to the VOAD responsibilities listed in Section IV, Concept of Operations, VOAD will also:
      - i. Notify member organizations when activated by OEMA during emergencies.
      - ii. Keep the EOC notified of activities of member organizations throughout an emergency.
      - iii. Facilitate resolution for areas of responsibility between member organizations during emergencies.

- iv. Be responsible for warehousing activities, including management and staff.
  - v. Track donated services contributed to support response and recovery.
- b. Coordinate the response of Ohio-VOAD member organizations:
- b.1. American Radio Relay League (ARRL)
  - b.2. Radio Emergency Associated Communications Teams (REACT)
  - b.3. American Red Cross
  - b.4. Amanda Marga Universal Relief Teams
  - b.5. Brotherhood Committee of Ohio Southern Baptists
  - b.6. Christian Reformed World Relief Organization
  - b.7. Church of the Brethren
  - b.8. Church World Service
  - b.9. Episcopal Church
  - b.10. Friends Disaster Services
  - b.11. Inter-Lutheran Disaster Response
  - b.12. Mennonite Disaster Services
  - b.13. National Catholic Disaster Relief Committee
  - b.14. Ohio Conference of United Church of Christ
  - b.15. Ohio Counseling Association
  - b.16. Presbyterian Church/Mercy Ministries
  - b.17. Presbyterian Church/World Services
  - b.18. Salvation Army
  - b.19. Seventh Day Adventists/Adventists Community Services
  - b.20. Society of St. Vincent DePaul
  - b.21. United Methodist Committee on Relief
5. Ohio Community Service Council (OCSC)
- a. Provide operational support through the Volunteer Database.
  - b. Assist with the establishment and operation of volunteer processing centers.
  - c. Serve as a member agency of the Donations Coordination Team.
6. Ohio Department of Health
- a. Provide resources to coordinate the activities of local health departments.
  - b. Assist in the determination of volunteer needs.

## **VI. RESOURCE REQUIREMENT FOR DONATIONS MANAGEMENT**

- A. Each member organization of VOAD is responsible for maintaining a list of resources available during emergencies.
- B. VOAD will produce, maintain, and regularly update a directory of goods and services available from member organizations. VOAD will use this as a reference during state-level emergencies.

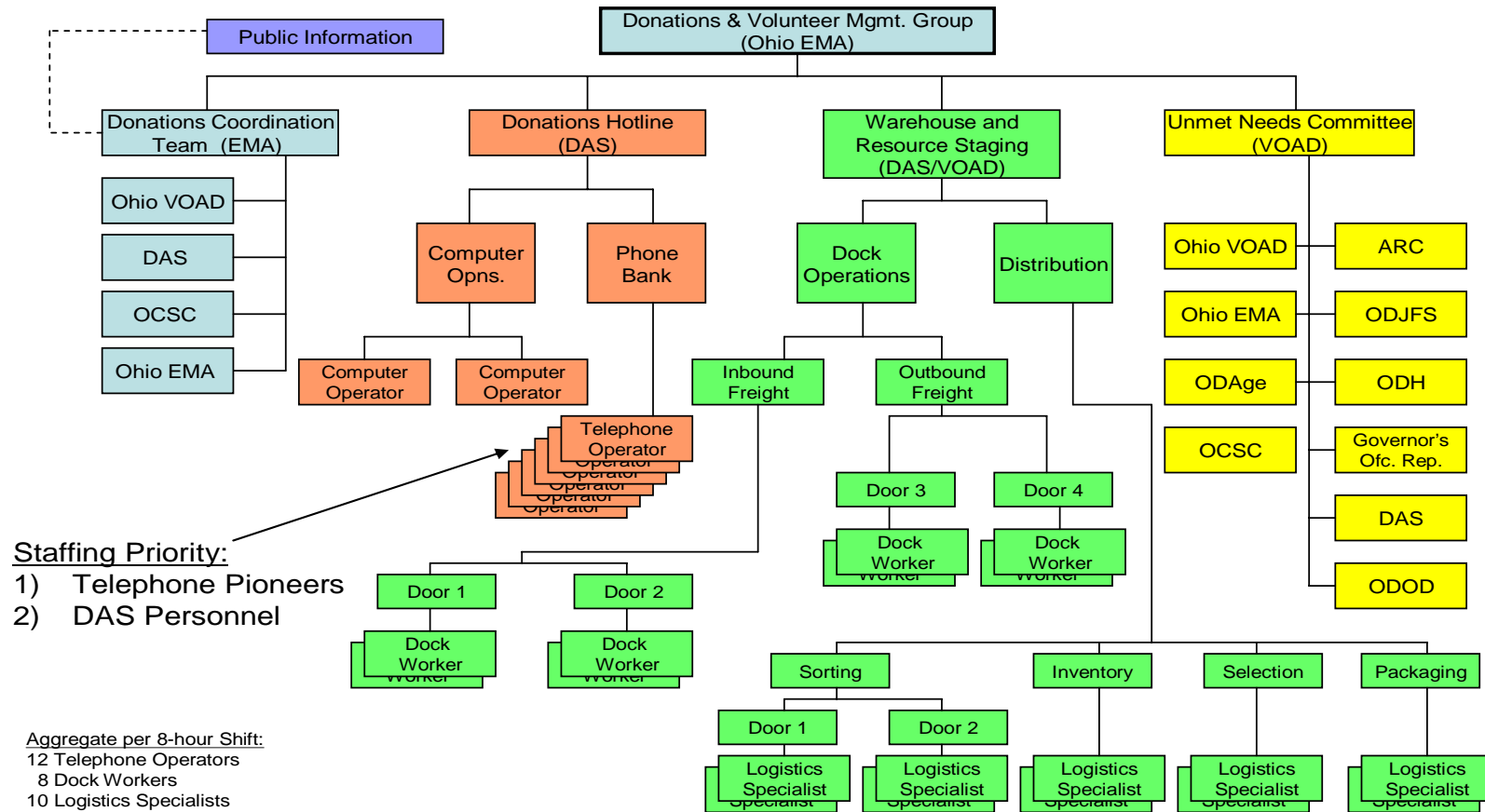
## **VII. TABS**

- A. Tab A - Donations Management Group
- B. Tab B - Donations Management Flow Chart
- C. Tab C - Donations Education and Training

**State of Ohio Emergency Operations Plan  
Donations and Volunteer Management Support Annex**

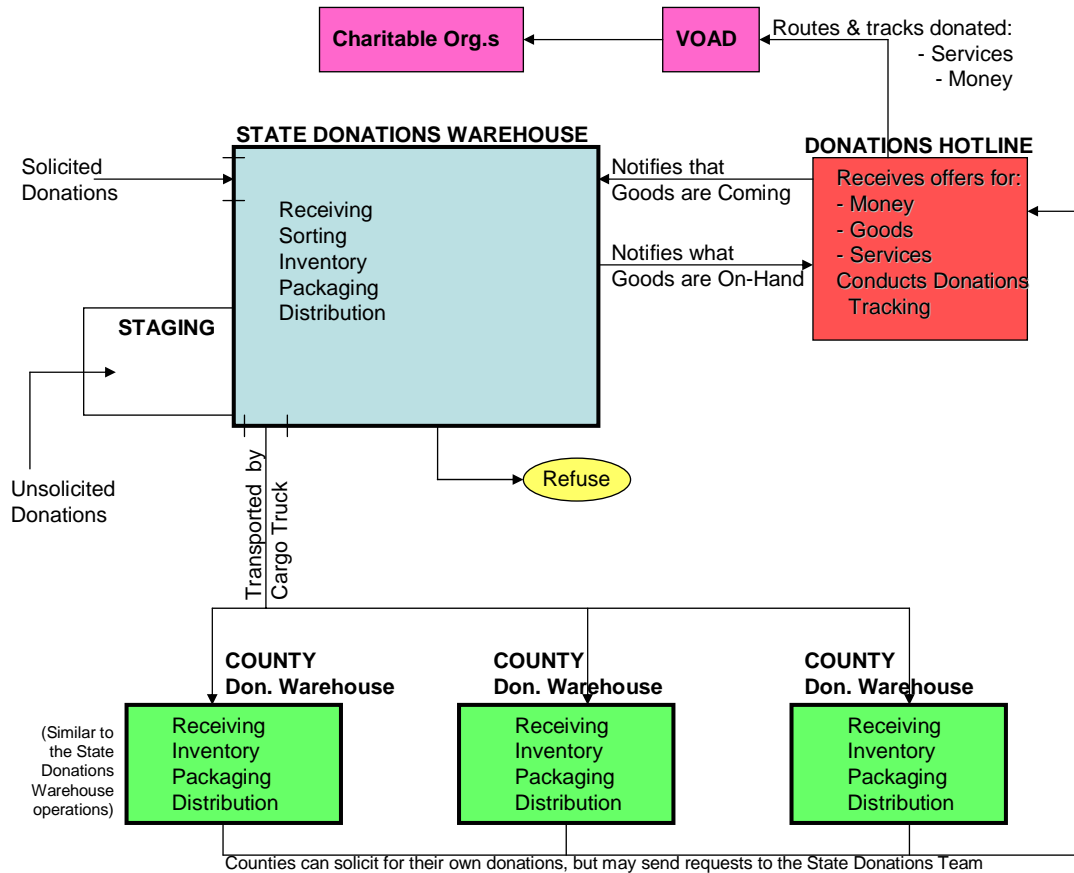
**Tab A - Donations Management Group**

# Donations Management Group



# State of Ohio Emergency Operations Plan Donations and Volunteer Management Support Annex

## Tab B - Donations Management Flow Chart



# **State of Ohio Emergency Operations Plan Donations and Volunteer Management Support Annex**

## **Tab C - Donations Education and Training**

### **I. DONATIONS EDUCATION GUIDELINES FOR THE PUBLIC AND MEDIA BEFORE A DISASTER**

A. Reaching the public is done either as a proactive public education campaign, or when requested by specific interested parties.

1. Organization newsletters.
2. Speakers' bureaus.
3. Briefings and presentations to community-based organizations or business and industry groups.
4. The media (e.g. Public Service Announcements).
5. NVOAD/FEMA websites.

#### **B. Unsolicited Donations**

Donation plans are an important part of the preparedness effort, although unsolicited donations can have adverse results:

1. Interference with the relief effort. For example the wrong truck arrives at the wrong place at the wrong time.
2. A huge cost to the community. Money and manpower are wasted sorting, storing, and disposing of inappropriate unsolicited goods.
3. Negative public relations. Poor customer service is provided to both the donor and those in need. The public may see an image of a victim picking through a pile of donations that has been discarded. A perception of disorganization also can result.

#### **C. Donors may want to know:**

1. What is needed in the local area: cash, goods, or services.
2. How they should transport their donation to the local area, or find out if there is someone can transport it for them.

3. How to start a “drive for donations” to help disaster victims, even though they have no knowledge of what to do and how to do it.
4. How to earmark their donation for a specific local organization, or find out who, specifically received their donation.
5. How their donation can be received by a local official, and whether they will receive a letter of appreciation or public recognition.

#### D. Guidance for Donations Hotline Operators

1. Remember that cash is often the best contribution. Cash contributions allow the purchase of urgent needs, entail no transportation cost, and are often tax-deductible.
2. Confirm the need with onsite personnel or call the State toll-free number, if one is activated.
3. Donate through an organization. Locate an established organization that is willing to receive the goods.
4. Plan transportation in advance. Identify local trucking firms, volunteer agencies, or other groups who may transport the donated goods.
5. Pack donated items well and place labels on them clearly. Tape content lists to the boxes and sort clothing by gender, size, and season.
6. Donate small items and unsorted clothing locally. Miscellaneous items that were not requested and clothing that was not sorted may be more appropriately given to a local charity, homeless shelter, or food bank.

#### E. Disaster victims may:

1. Desire immediate access to donations before they are sorted and ready to be disseminated at appropriate distribution points.
2. Believe that the donations have not been distributed fairly if they do not have information on the process of distributing donations.
3. May have needs that can be satisfied by additional donations.

## **II. TRAINING – AGENCY ROLES AND RESPONSIBILITIES**

### **A. Ohio EMA.**

1. Ensure that training programs are conducted for state agencies. This may include but is not limited to orientations, procedure familiarization, hands-on training with equipment and forms, practice drills, and small scale exercises.
2. Provide training programs for local government agencies.
3. Coordinate federal training programs with state and local agencies.
4. Training for key donations management and operational personnel includes:
  - a. G-288 Donations Management Workshop
  - b. E-288 State Donations Management
  - c. E-488 Donations Management Train-the-Trainer Workshop

### **B. Ohio Department of Administrative Services (DAS)**

1. Provide Emergency Response Training for:
  - a. DAS State Purchasing
  - b. DAS Computer Services
  - c. DAS State Mail Section
  - d. State Architect's Office
  - e. Real Estate Services
  - f. Risk Management
  - g. State Printing
  - h. GSD Business Office
2. Provide Donations Hotline training for Telephone Pioneers in conjunction with the Ohio EMA.

### **C. Volunteer Organizations Active in Disaster (VOAD)**

1. Conduct training related to Donations Warehouse operations, i.e. forklift operators' training, safety orientations for chainsaw crews.
2. Conduct training related to the operations of the Unmet Needs Committee (UNC) including: seminars, the "4 Cs", how to liaison with state or federal agencies, etc.

#### D. Telephone Pioneers

1. Receive periodic training for phone bank operations by Ohio DAS and Ohio EMA.

#### E. Ohio Community Service Council

1. Ensure that training programs related to staffing of volunteer processing centers are conducted, including hands-on-training with equipment and forms, and practice exercises.
2. Establish, maintain and support the operation of the Volunteer Database.
3. Coordinate and facilitate a statewide network of participating volunteer entities including Citizen Corps Councils, Volunteer Centers, Retired and Senior Volunteer Programs and Medical Reserve Corps units.