

# **STATE OF OHIO EMERGENCY OPERATIONS PLAN**



## **EMERGENCY SUPPORT FUNCTION #6 MASS CARE**

### **TAB C – VOLUNTEER MANAGEMENT SUPPORT PLAN**

#### **FACILITATING AGENCY**

Ohio Emergency Management Agency

**OHIO EMERGENCY OPERATIONS PLAN  
EMERGENCY SUPPORT FUNCTION #6  
MASS CARE**

**TAB C: VOLUNTEER MANAGEMENT SUPPORT PLAN**

**FACILITATING AGENCY:** Ohio Emergency Management Agency (Ohio EMA)

**SUPPORT AGENCIES:** Ohio Department of Administrative Services (DAS)  
Ohio Department of Transportation (ODOT)  
Adjutant General’s Department, Ohio National Guard (OHNG)  
Ohio Voluntary Organizations Active in Disasters (Ohio VOAD)  
Ohio Department of Public Safety (ODPS)  
Ohio State Highway Patrol (OHSP)  
Ohio Department of Health (ODH)  
American Red Cross (ARC)  
The Salvation Army (TSA)  
Ohio Homeland Security (OHS)  
Amateur Radio Organizations

**I. INTRODUCTION**

- A. The purpose of this plan is to facilitate the State of Ohio’s volunteer management system, and to provide a method to manage volunteers in an incident.
- B. This plan provides guidance to personnel supporting coordinating local- and state-level volunteer efforts.

**II. SITUATION**

- A. Volunteers can be a valuable resource following emergencies and disasters. As with any other resource, volunteers are most effective if properly utilized and managed. Volunteers may be affiliated or unaffiliated with a volunteer organization. They may be solicited, or they may spontaneously respond. Regardless of their affiliation or how they respond, there must be an effective process to organize and utilize them.
- B. Affiliated and trained volunteers are those who are associated or identified with a service agency or disaster relief organization. Unaffiliated or spontaneous volunteers are not affiliated with a specific disaster relief organization.
- C. A large-scale incident that impacts a large portion of the state may require state-level management of volunteers through a local-level or regional administrator, and may require the solicitation of individual volunteers or groups with particular skill sets and/or expertise.

### **III. ASSUMPTIONS**

- A. If they are able to respond, one of the most readily available volunteer resources following a disaster or emergency will be incident survivors.
- B. Adequate facilities, equipment and other resources will be available for local and state volunteer management operations.
- C. Volunteer management support personnel will be adequately trained and will be prepared to carry-out their functions.
- D. During emergencies, local volunteer organizations will experience demands that will necessitate state, and possibly federal assistance.

### **IV. SCOPE**

- A. This plan applies to any emergency, disaster or incident within Ohio that would result in a need to manage affiliated, unaffiliated or spontaneous volunteers at the state level.

### **V. CONCEPT OF OPERATIONS**

- A. For most incidents, volunteer management operations will be conducted at the county or municipal level, with state-level support as needed. If incidents require state-level volunteer management support, the primary and support agencies to this tab will form a Volunteer Management Team within the Ohio Emergency Operations Center (State EOC). As the primary agency, Ohio EMA will facilitate this team.
- B. When this plan is activated, close coordination with the Public Information Officer (PIO) and/or Joint Information Center (JIC) will be established and maintained to ensure that accurate information on volunteer needs, how people can volunteer, and information on where volunteers should report is provided to the media.
- C. Whenever possible, volunteers will be solicited and utilized to fill identified needs. It is also likely, however, that well-meaning citizens and incident survivors will spontaneously volunteer following an incident. These spontaneous volunteers may be a valuable resource, but they will need to be effectively managed to ensure that they do not become a liability to response operations.
- D. To reduce the number of spontaneous volunteers, the PIOs and/or JIC will issue public announcements urging volunteers to respond to identified volunteer needs by affiliating themselves with a recognized volunteer organization. Likewise, recognized volunteer organizations will be urged to respond only after being requested. Pre-scripted media messaging may be used to avoid delays informing the public.

## E. Credentialing

1. Members of the Ohio Department of Public Safety's (ODPS) Ohio Public Private Partnership (OP3) can obtain credentials to access the scene of incidents and disasters through the Emergency Personnel Credentialing System (EPCS). This system will provide the private sector a means by which they can obtain official access credentialing that can be verified by local first responders and emergency personnel who control access to incident scenes. Companies that have a routine need to provide critical goods or services in disasters or emergency situations may request access to Multi-Emergency Credentials through the EPCS. These credentials will allow an employee access to respond to regular statewide disaster relief initiatives.
2. When the EPCS system has been activated due to an impending or ongoing disaster situation, all OP3 partners participating in EPCS will be notified through the CIMS portal.
3. The Ohio EMA and Ohio Homeland Security (OHS) will both have the responsibility for activation and coordination of the EPCS during an emergency. Ohio EMA will be expected to be the primary agency for activation based on 24/7 operations and first notice of threshold criteria for consideration of activation.
4. Volunteers with proper credentials that are carrying-out authorized incident-related actions may be able to cautiously travel through areas that are under a County Sheriff-declared level three snow emergency.
5. Information sharing between EMA, OHS, and OSHP will be ongoing during the consideration of and actual activation of EPCS.
6. EPCS does not supersede the authority of local officials to restrict access to areas affected by disaster that are unsafe or have not yet stabilized. Local authorities will reserve their right to deny access to any individual to a restricted area, with or without EPCS credentials. EPCS credentials can be verified by local on-scene authorities through the Law Enforcement Automated Data System (LEADS).

## F. Volunteer Reception Centers (VRC)

1. VRCs will be established to receive, organize and direct volunteers as they respond to an incident. VRCs are an operational response component for effectively and efficiently processing and registering volunteers to match their skills to needs.
2. VRCs will provide a means to document volunteer registrations, volunteer needs, volunteer service hours, staffing costs and other expenses.
3. The need to activate a county-level VRC will be determined by local jurisdictions.
4. VRCs will work with other agencies to process and refer spontaneous volunteers and may serve as the check-in site for trained volunteers.

5. Volunteers arriving at the VRC will provide a form of identification or credentials to be verified. Affiliated volunteers whose credentials have been verified to be current prior to the incident may be utilized.
6. The Ohio Department of Public Safety Emergency Resource Team (DPS-ERT) can be activated to support state or local VRC operations.
7. Upon registration within the Ohio Responds Volunteer Registry, volunteers will be matched to a volunteer organization and will be provided limited liability protection as per the criteria of ORC sections 5502.281(C) and 3701.04 for their response to an emergency or disaster that is declared by either the state or by a political subdivision.

#### G. Demobilization

1. Demobilization of state-level volunteer management operations support will begin as soon as local volunteer management operations can adequately support the incident.
2. The decision to discontinue state-level volunteer management support operations will be made in consultation with local incident commanders and local agencies.

#### H. Coordination by Level of Government

##### 1. Federal

According to the May 2013 Volunteer and Donations Management Annex to the National Response Framework, FEMA will provide the following volunteer management support services through the RRCC or the Joint Field Office:

- a. Communications support for: rapid communications with key voluntary coordinators, media relations support; support in the activation of the Web-based volunteer and donations matching software; and in catastrophic circumstances, the possible activation of a national call center.
- b. Through Regional-Level Resources (DHS/FEMA and Cooperating Agencies): Coordination between federal and state governments regarding specific needs and requests, designation of an RRCC point of contact, and the designation of a point of contact in regional and field offices to obtain information about significant and/or specific donation needs.
- c. Assistance through the State Volunteer and Donations Coordinator, for:
  - Situation assessment for critical operational requirements and appropriate follow-through.
  - Setting up a Volunteer/Donations Coordination Center to include a Volunteer/Donations Coordination Team and volunteer and donations hotline.
  - Ensuring that donations receiving and distribution facilities are established.
  - Coordinating with the Joint Information Center and ESF #15 on public service announcements, press releases, and other media-related support.
  - Coordinating with federal response agencies.

- Assistance in preparing input for situation reports, briefings, and VIP visits.
- Providing support to voluntary groups in documentation of activities.

2. State

- a. The State will support local volunteer management efforts.
- b. The State may conduct state-level volunteer management operations if an incident spans multiple counties or has statewide impacts.
- c. When needed, the State will request support from other states through the Emergency Management Assistance Compact (EMAC) or from FEMA Region V if the volunteer management needs exceed the capabilities of the state.

3. Local

- a. Local jurisdictions will conduct volunteer management operations for their jurisdiction, unless the need exceeds their capabilities, at which time they may request state-level support.

I. Security

1. Security of disaster location(s) will be considered regarding the use of volunteers on site. Local officials will maintain the authority to restrict access to areas affected by a disaster that are unsafe or have not yet been stabilized. Local authorities will reserve their right to deny access to any individual, including volunteers, to restricted areas.
2. Emergency specific restrictions will be determined by local authorities, and will vary based on the nature of existing hazards.

## **VI. ASSIGNMENTS OF RESPONSIBILITY**

A. Ohio Emergency Management Agency (Ohio EMA) – Facilitating Agency

1. Coordinate and report on state agency resources and missions for the support of local volunteer management operations.
2. Activate and coordinate the Department of Public Safety Emergency Resource Team (DPS ERT) for local assistance or for state-level volunteer reception center staffing.
3. Maintain operational and fiscal records pertaining to volunteer management operations.
4. Activate EPCS based on criteria thresholds, and maintain coordination with state partners.

- B. Ohio Department of Administrative Services (DAS)
  - 1. Identify, locate, and (if necessary) lease facility(ies) for state-level volunteer reception centers and management operations.
  - 2. Maintain financial records of purchases made for volunteer management operations and provide them to Ohio EMA for reporting purposes.
- C. Ohio Voluntary Organizations Active in Disasters (Ohio VOAD)
  - 1. Coordinate the activities of VOAD member agencies in support of local and state volunteer management operations.
- D. Ohio Department of Transportation (ODOT)
  - 1. Coordinate transportation resources for the support of local and state volunteer management operations.
- E. Ohio Homeland Security (OHS)
  - 1. Coordinate the credentialing of members of the Ohio Public Private Partnership (OP3) through the EPCS system.
  - 2. Activate the EPCS system based on criteria thresholds and maintain coordination with state partners.
- F. Adjutant General's Department, Ohio National Guard (OHNG)
  - 1. Provide and/or assist with transportation and/or communication resources for local- and state-level volunteer management operations.
- G. Ohio Department of Public Safety (ODPS)
  - 1. Provide the DPS-ERT to staff state-level VRCs or to support local-level volunteer management operations.
- H. Ohio State Highway Patrol (OSHP)
  - 1. Assist local law enforcement with site security at the VRC location(s).
  - 2. Assist local law enforcement with perimeter security at the incident scene.
  - 3. Assist local law enforcement with volunteer credential verification through the Law Enforcement Automated Data System (LEADS).
- I. American Red Cross (ARC)
  - 1. Assist VRCs by providing trained staffing volunteers.
  - 2. Notify the State EOC of volunteer needs.

J. The Salvation Army (SA)

1. Assist VRCs by providing trained staffing volunteers.
2. Notify the State EOC of volunteer needs.

K. Ohio Department of Health (ODH)

1. Upon request, facilitate/assist with activation and deployment of Ohio Medical Reserve Corp (OMRC) and Radiation Response Volunteer Corps (RRVC) volunteers.
2. Provide management and assistance with the use of the Ohio Responds Volunteer Registry to database administrators, who are responsible for volunteer tracking and management.

L. Amateur Radio Organizations

1. Provide and/or assist with communication resources for local- and state-level volunteer management operations

## **VI. RESOURCE REQUIREMENTS**

A. The DPS-ERT and other state personnel deploying for VRC or other volunteer management operations will require the following:

1. Travel and in-state transportation as per State travel policies.
2. Laptop computer with internet access to the Ohio Responds Volunteer Registry database.
3. MARCS radio communications and/or cellular telephones.
4. Office supplies and other administrative support as dictated by the situation.



## VII. INFORMATION FLOWCHART FOR EPCS ACTIVATION

The following flowchart is designed to demonstrate the general information flow and decision making process regarding the activation of the EPCS system.

