

Massachusetts Emergency Support Function 7

VOLUNTEERS AND DONATIONS

Responsible Agencies

Primary Agency:

Massachusetts Voluntary Organizations Active in Disasters

Supporting State Agencies:

Massachusetts Emergency Management Agency

Massachusetts Department of Public Health

Supporting Federal Agencies:

Federal Emergency Management Agency

Supporting Organizations:

All Hands Volunteers

American Red Cross

AmeriCares

Boston Cares

Catholic Charities

Central Massachusetts Disaster Animal Response Team

Children's Disaster Services, Brethren Disaster Ministries

Christian Reformed World Relief Committee

Churches of Scientology Disaster Response

Civil Air Patrol

Commonwealth Radio Emergency Associated Communications Teams

Eastern Massachusetts Amateur Radio Emergency Service

Greater Boston Food Bank

Hope Worldwide New England

Islamic Circle of North America Relief USA
International Fund for Animal Welfare
International Orthodox Christian Charities
Lutheran Social Services of New England, Lutheran Disaster Response
Massachusetts Service Alliance
Medical Reserve Corps
Mennonite Disaster Services
National Voluntary Organizations Active in Disasters
New England Adventists
North American Mission Board
Operation BBQ
Salvation Army
Southern Baptist Convention of New England
State of Massachusetts Animal Response Team
Team Rubicon
Tzu Chi Foundation
United Church of Christ, Massachusetts Conference, Disaster Response Ministry
United Methodist Church, New England Conference, Disaster Response
United Way/ Massachusetts 2-1-1
Western Massachusetts Amateur Radio Emergency Service

1.0. INTRODUCTION

1.1 Purpose

The Emergency Support Function 7 (ESF-7) *Volunteers and Donations* annex provides a framework for coordination and cooperation across agencies and organizations regarding requests for donated goods, materials, services, personnel, and funds to support local communities in the event of an emergency or disaster requiring state level support.

1.2. Scope

This annex is flexible and scalable to any all-hazards event that requires state support. It applies to state agencies and departments within the Commonwealth, and affiliated ESF-7 partners, with designated roles in supporting ESF-7 activities in the event of a disaster or emergency. The state looks principally to the Massachusetts Voluntary Organizations Active in Disasters (MAVOAD) as an established organization with the capability to coordinate partner organizations and agencies.

1.3. Policies

- This annex supports and does not supplant local, state, or federal plans or policies.
- Massachusetts Emergency Management Agency (MEMA) has overall responsibility for coordination of state level support efforts.
- MEMA will collaborate with MAVOAD to coordinate ESF-7 activities.
- This annex does not supersede the plans, policies, or procedures of voluntary organizations, nor does it affect offers of donations and/or volunteer assistance directed to specific voluntary organizations. Further, MEMA does not possess any authority over voluntary organization partners.
- The resources available to ESF-7 will be used to assist local communities with unmet goods and service needs as requested by the state.

2.0. SITUATION AND ASSUMPTIONS

2.1. Situation

Disasters and emergencies impacting Massachusetts may hamper local governments' ability to provide necessary goods and services to impacted communities. Coordination and distribution of available resources may be needed at the state level to support or augment local efforts. In addition, public response may result in unsolicited volunteers and donations that could affect or disrupt emergency operations.

MEMA will partner with MAVOAD and will look to this organization to coordinate all responsible partner organizations to organize and deliver donated goods and voluntary services.

2.2. Planning Assumptions

- Local governments have resources, emergency plans, and procedures in place to coordinate volunteers and donations.
- When an emergency or disaster occurs, local governments will use their resources first, supplemented as needed by resources from local Community Organizations Active in Disasters (COAD), as well as resources available through Memorandums of Understanding (MOUs).
- Local governments will request state assistance only when their ability to support the local community exceeds, or is expected to exceed, their own capacity.

Requests will be made following the standardized Resource Request Process as defined in the state's Comprehensive Emergency Management Plan (CEMP).

- State partner organizations with ESF-7 responsibilities have developed internal plans and procedures.
- MAVOAD liaisons have general knowledge of the resources and capabilities of their respective organization, other partner organizations, and have access to the appropriate authority for committing such resources.
- Depending on the magnitude of the incident, goods and services from other states or the federal government may not be readily available to Massachusetts after a disaster occurs.

3.0 CONCEPT OF OPERATIONS

3.1. General

This annex will be activated at the direction of MEMA when there is a potential for or an actual disaster situation requiring the need for voluntary donations of monetary funds, goods, and/or services in Massachusetts or there has been an influx of unsolicited donations. MAVOAD will serve as the primary agency at the time of State Emergency Operations Center (SEOC) activation to provide overall coordination of ESF-7. All other organizations with responsibilities under ESF-7 will serve as support agencies. The primary agency will provide direction to, and work in conjunction with, the support organizations to cohesively coordinate the activities of ESF-7.

ESF-7 reports to the SEOC Operations Section, with an indirect report to the Planning Section. Depending on the size, scope, and complexity of the incident, the SEOC organizational chart may be expanded, to ensure proper Span of Control is maintained. To accommodate this, the ESFs may be aligned in appropriate Branches, with similar ESF's grouped together. In this scenario, ESF-7 will be organized under the Health and Welfare Branch, together with ESF's 6, 8, and 11.

As an incident requires, or at the direction of the SEOC Director, ESF-7 will be activated to coordinate resources to support activities related to Volunteer and Donations Management response efforts in the Commonwealth, to include responsibilities described below.

3.2. Organization

- All personnel and activities associated with ESF-7 will operate under the Incident Command System.
- MAVOAD has been designated as the primary agency for ESF-7.

3.3. Notification

- MEMA will notify the MAVOAD of a potential or actual event requiring support of MAVOAD.
- MEMA will assign appropriate staff to support ESF-7 activation at the SEOC.
- MEMA will coordinate with MAVOAD to notify partner organizations with roles and responsibilities under ESF-7. The primary point of contact for each required partner organization will be instructed to notify their networks throughout the state to ensure all available resources are on standby.
- Other potential support organizations/agencies may be notified and asked to remain on standby.

3.4. Activities

Responsible agencies for ESF-7 should conduct the following actions:

a. Preparedness Actions

- Communicate and share information across organizations with volunteer services and donations responsibilities.
- Identify opportunities to collaborate on volunteer services and donations.
- Identify potential issues and collaborate to develop or recommend protocols, procedures, and policies.
- Convene regular meetings of ESF-7 stakeholders to review and update this annex.
- Develop and maintain internal organization operational plans and procedures, resource directories, and emergency contact lists to support ESF-7 activities.
- Ensure procedures are in place to access directory information and quickly notify personnel in support of this plan.
- Maintain current inventories of facilities, equipment, materials, and supplies.
- As required participate in related training and exercises.
- Ensure all support organizations/agencies have pre-designated staff available to support ESF-7 and SEOC operations.

b. Response Actions

Pre-Impact

- Upon receiving notification to report to the SEOC in preparation of a notice event (e.g., a hurricane), ESF-7 organizations will complete the following actions commensurate with emergency priorities within the state and based on the availability of resources:
- Provide representative(s) to the SEOC to support ESF-7 pre-incident planning activities.
- Maintain communications with the SEOC, obtain status reports, and keep the SEOC informed of progress of assigned tasks.
- Notify the appropriate points of contact at each respective organization to pre-position resources and response personnel as needed.
- Review existing plans and procedures.

- Ensure organization decision makers are kept informed of the situation.
- Test communications systems.
- Coordinate information to verify transportation activities, capabilities, and inventories and report this information on a regular basis to the SEOC Operations Section.
- Provide situational awareness information for reports and/or statements to the SEOC Planning Section as needed.
- Coordinate with other functional areas in anticipation of projected needs and coordinate appropriate response efforts.
- Identify resources and coordinate the mobilization and pre-positioning of those resources once it is apparent that volunteer services and/or donations will be required, or as requested by the SEOC Director.

Initial Response

- If requested, provide representative(s) to the SEOC to support ESF-7.
- Designate staff to support response.
- Verify available resources and provide a summary listing to the SEOC Operations Section.
- Establish communications with the designated liaison from each organization to coordinate response efforts.
- Use information provided by the SEOC Planning Section to plan effective response actions.
- If needed, coordinate with SEOC Operations Section to establish a Volunteer and Donations Management Team to facilitate coordination of donated goods, materials, services, personnel, and financial resources, and assess unmet needs at the local level.
- As needed, coordinate with MEMA's Public Information Officer (PIO) as it relates to informing the public and media about the State's donations management operations.
- If necessary, coordinate with Mass 2-1-1 and ESF- 15 *Public Information and External Affairs* to establish a State Donations Hotline telephone number. The hotline telephone number may need to be published immediately following notification of the event to inform the public about organizations in need of donations and volunteers.
- Coordinate the reception of volunteers and donations, both material and monetary. Immediately following notification by the ESF-7 primary agency to commence response actions, each partner organization should complete the following actions:
 - Staff facilities in accordance with each organization's disaster plan.
 - Provide for on-going needs relative to each organization's designated area of responsibility.
- If needed, coordinate with the following ESFs for support; ESF-1 *Transportation*, ESF-6 *Mass Care, Emergency Housing, Human Services*, ESF-5 *Business and Industry*, ESF-14 *Recovery* and ESF-15 *Public Information and External Affairs*.

- Implement predetermined cost accounting measures for tracking overall ESF-7 personnel, equipment, materials, and other costs incurred during emergency response actions.
- As needed, coordinate with the Federal Emergency Management Agency's (FEMA) Region 1 Voluntary Agency Liaison (VAL).

Continuing Response

- Track committed resources and provide regular updates to the SEOC Operations Section on the status of all missions assigned to ESF-7.
- Coordinate with other ESFs represented at the SEOC to provide support and assistance as needed.
- Coordinate with the SEOC Operations Section on the status of donated goods, and services, and ways that ESF-7 can support local relief efforts and ongoing needs.
- Request assistance from other agencies/organizations (not explicitly covered in this annex) that may have authorities, resources, capabilities, or expertise required to support ESF-7 missions through the SEOC Resource Request Process.
- Participate in development of operational plans for the next operational period.
- Ensure the ESF-7 desk at the SEOC is staffed on a continuous basis as determined by the SEOC Planning Section Chief and SEOC Operations Section Chief.
- Ensure staff briefings are conducted during shift changes and at designated times throughout the event.
- Coordinate the transportation of personnel, goods, and services in response to requests for assistance.
- Reassess priorities and strategies to meet the most critical needs.
- Prepare and process reports with attention given to matters that will be of interest in after-action reports.
- Develop a demobilization plan and timeline.
- Draft recommendations for after-action reports and other reports as needed.

c. Recovery Actions

- Coordinate with ESF-14 *Recovery* for recovery actions.
- Develop strategies for supporting recovery operations.
- Determine when to begin demobilization and coordinate with ESF-15 *Public Information and External Affairs* to notify the public.
- Coordinate the consolidation of personnel and supplies as the need diminishes.
- Coordinate with support agencies to ensure financial tracking of all deployed assets and adequate cost accounting measures are being used. Generate summary reports and share them with the SEOC.

- This tracking may include volunteer hours, meals served, items distributed, houses “mucked,” etc., and may not relay direct financial costs, as many ESF-7 agencies are volunteer agencies.
- Coordinate with ESF-7 stakeholders for any remaining donation management issues as appropriate.

3.5. Demobilization

ESF agencies can work with the SEOC Planning Section and Operations Section to provide context to demobilization planning, including trends, workloads, upcoming operations, etc., and receive updates on priorities, objectives, and tasks as operations slow or cease.

- ESF agencies should have pre-established internal demobilization procedures in place to help facilitate the orderly, safe, and efficient return of personnel and resources to their original locations and operating status when their missions supporting SEOC priorities and objectives have concluded. These procedures should take SEOC Demobilization plans into effect to ensure they complement each other.
- Demobilization of rostered and mobilized ESF personnel and resources will be initiated based on operational needs and at the direction of the MEMA director /SEOC Operations Section Chief. It should be noted that ESF agencies may be subject to a rapid recall to partial or full activation based on evolving operational needs.
- ESF agencies must ensure that they have closed out any open and actively ongoing operations in support of the SEOC, reported status updates and demobilization to the SEOC Planning Section Chief, and have coordinated as needed with other ESFs regarding their demobilization status.

4.0. RESPONSIBILITIES

4.1. ESF-7 Primary Agency Responsibilities (MAVOAD)

- Regularly meet and coordinate with ESF-7 supporting agencies, to:
 - Maintain a list of critical contacts, noting any changes.
 - Maintain a list of ESF-specific resources which could be deployed during an emergency.
 - Report any unmet needs to MEMA.
- Staff the ESF-7 workstation at the SEOC, if activated.
- Liaison with MAVOAD leadership, member organizations, and the FEMA VAL as needed.
- Compile MAVOAD member organization points of contact and to provide to MEMA.
- Identify which MAVOAD partner organizations may be needed to support mission requests.

- Ensure support organizations are activated or placed on standby, as needed.
- Coordinate with MAVOD member organizations to keep apprised of their operation.
- Identify, prioritize, and coordinate resource needs related to volunteers and donations management, and provide information to the SEOC Operations Section.
- Document, track, and update requests for assistance.
- Coordinate with other ESFs to determine available resources and needs.
- Ensure partner organizations assigned to ESF-7 are responding to assigned requests for assistance.
- Provide overall coordination and provision of situational awareness ESF-7 activities and provide this information to the SEOC Planning Section.
- Maintain contact with local volunteer groups to develop a common operating picture and situational awareness regarding available resources.
- Coordinate recovery actions with ESF-14 *Recovery*.
- Ensure cost accounting measures are being used by all ESF-7 organizations and provide summary reports to the Finance Section Chief as needed.
- As needed, coordinate with other agencies, and organizations that may be able to supplement local and state response resources.
- Coordinate demobilization of ESF-7 when directed by the SEOC Director.
- As requested, assist in the impact assessment process.
- While primary agencies are designated in advance, this may be subject to change during an SEOC activation, dependent on the specific circumstances and needs of the incident, and therefore the agency most appropriate to take the primary assignment.

4.2. ESF-7 Supporting Agency Responsibilities

a. Massachusetts Department of Public Health

Collaborate with MAVOAD to streamline medical and public health volunteer initiatives, ensuring optimized utilization of resources and efficient response in public health emergencies.

b. Massachusetts Service Alliance

Match volunteers with unmet needs in coordination with MAVOAD.

c. Partner Organizations

At the time of an SEOC activation, MAVOAD partner organizations may be contacted by MAVOAD or MEMA to support ESF-7 activities. If support is requested, MAVOAD partner organizations should fulfill their roles and responsibilities, to the best of their ability, under the direction and guidance of the ESF-7 primary agency. The roles and responsibilities of partner organizations are as follows:

- Provide for ongoing needs relative to each organization's designated area of responsibility.
- Staff facilities in accordance with each organization's disaster plan.
- Identify, and assign personnel to prepare and execute missions in support of ESF-7 activities.
- Keep SEOC ESF-7 representative apprised of each organization's activities.
- Collectively, MAVOAD partner organizations can provide the following supports and services to local communities during a disaster/emergency (specific capabilities of each volunteer organization can be found in the Massachusetts VOAD Resource Guide):
 - Volunteer coordination.
 - Disaster needs assessments.
 - Donations and collection management.
 - Debris removal and clean- up.
 - Home repair/reconstruction.
 - Financial counseling.
 - Case management.
 - Health services.
 - Bulk feeding.
 - Evacuation assistance and sheltering.
 - Spiritual and emotional care.
 - Welfare information and inquiries.
 - Communications support.
 - Distribution of donations, equipment, supplies and materials.
 - Animal support and care.

4.3 Other Agencies

Other agencies not explicitly named in this annex may have authorities, resources, capabilities, or expertise required to support ESF-7 activities. These agencies may be requested to support ESF-7 activities as needed.

5.0. ADMINISTRATION AND LOGISTICS

5.1 Staffing

Per Executive Order 144, each agency must assign a minimum of two persons to act as liaison officers between the respective agency/organization and MEMA. Agencies activated to the SEOC (both primary and supporting) must be prepared to assign a representative to support ESF activities. Operations may result in assigning an agency representative(s) to be in person for each operational period. All agency liaisons should:

- Be knowledgeable about the resources and capabilities of their respective agency.

- Have a thorough knowledge of ESF responsibilities, capabilities, and resources, including locations and availability/lead time.
- Have the authority to commit ESF assets and approve requests for assistance or contact the 24/7 authority to commit assets and approve requests for assistance.

5.2 Mutual Aid

The process for requesting mutual aid from entities either within or outside of Massachusetts is described in CEMP.

5.3 Annex Review and Maintenance

This annex will be reviewed and revised in accordance with the Emergency Management Program Administrative Policy by participating agencies and organizations. MEMA's Planning Unit will provide administrative support for the plan review process, including coordinating and facilitating stakeholder meetings, compiling, and distributing meeting notes, and updating the plan. Additionally, this annex will be reviewed following any exercise or activation of the plan that identifies potential improvements. Revisions to this annex will supersede all previous editions and will be effective immediately.

6.0. AUTHORITIES AND REFERENCES

6.1 Authorities

- Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended (42. U.S.C 5121 et Seq)
- Volunteer Protection Act of 1997
- Massachusetts Executive Order No. 144
- Civil Defense Act (Chapter 639 of the Acts of 1950)
- Massachusetts Good Samaritan Laws

6.2 References

- Massachusetts Comprehensive Emergency Management Plan
- Massachusetts VOAD Resource Guide
- SEOC ESF Team Guide
- Massachusetts Hazard Identification and Risk Assessment