

# Massachusetts Emergency Support Function 7

## *VOLUNTEERS AND DONATIONS*

### Responsible Agencies

#### Primary Agency

Massachusetts Voluntary Organizations Active in Disaster

#### Supporting State Agencies

Massachusetts Emergency Management Agency

#### Supporting Federal Agencies/Organizations

Federal Emergency Management Agency

National Voluntary Organizations Active in Disaster

#### 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 (REACT)

Connect and Serve

Eastern Massachusetts Amateur Radio Emergency Service

Greater Boston Food Bank

Hope Worldwide New England

Islamic Circle of North America (ICNA) Relief USA  
International Fund for Animal Welfare  
Lutheran Social Services of New England, Lutheran Disaster Response  
Mennonite Disaster Services  
New England Adventists  
North American Mission Board  
Salvation Army  
Southern Baptist Convention of New England  
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 Massachusetts Emergency Support Function 7 (MAESF-7) *Volunteers and Donations*, provides guidance on the coordination process used by the state to ensure the most efficient and effective utilization of donated goods, materials, services, personnel, and monetary resources to support local communities in the event of an emergency or disaster requiring state level support .

### 1.2. Scope

This annex is applicable to agencies and departments within the Commonwealth, as well as affiliated MAESF-7 partners, with a role in supporting MAESF-7 related activities in support of a disaster. The state looks principally to the Massachusetts Voluntary Organizations Active in Disaster (MAVOAD) as an established organization with the capability to coordinate with partner organizations and other agencies to fulfill requests through standardized Resource Request Process as defined in the MA CEMP for donated goods and voluntary services in local communities that have been affected by an emergency/disaster.

### 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. State assistance will be prioritized in the following manner:
  1. Life Safety, including evacuation support of individuals from at-risk areas.
  2. Restoration of critical infrastructure to support emergency response efforts, including power restoration.
  3. Environmental and Resource Protection
- MAVOAD will coordinate with MEMA to direct the activities of MAESF-7 *Volunteers and Donations*.
- 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 MAESF-7 will be used to assist local communities with unmet goods and service needs as requested to the state.
- MAVOAD, and partner organizations will coordinate with MEMA to maintain this annex.

## **2.0 SITUATION AND ASSUMPTIONS**

### **2.1. Situation**

Disasters/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 to support or augment local efforts.

MEMA will seek to partner with MAVOAD and will look to this organization to coordinate all responsible partner organizations in an effort to organize and deliver donated goods and voluntary services both solicited and unsolicited.

### **2.2. Planning Assumptions**

- Local governments have resources, emergency plans, and procedures already in place.
- When an emergency/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 its ability to support the local community exceeds, or is expected to exceed, their own capacity.
- State partner organizations with MAESF-7 responsibilities have developed internal plans and procedures.
- Individuals representing the organization(s) staffing the SEOC will have general knowledge of the resources and capabilities of their respective organization, other MAVOAD 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. MEMA will notify the primary agency at the time of State Emergency Operations Center (SEOC) activation to provide overall coordination of MAESF-7. All other organizations with responsibilities under MAESF-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 MAESF-7.

MAESF-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 MAESF's grouped together. In this scenario, MAESF-7 will be organized under the Health and Welfare Branch, together with MAESF's 6, 8, and 11.

### **3.2. Organization**

- All personnel and activities associated with MAESF-7 will operate under the Incident Command System.
- The Massachusetts Voluntary Organizations Active in Disasters (MAVOAD) has been designated the primary agency for MAESF-7.
- The primary agency shall provide a minimum of two persons to serve as representatives for their organization at the SEOC to support MAESF-7 activities. The designated organization representatives should have the capability and authority to reach back to their respective organization to request resources and obtain necessary information to support the response to the incident.

### **3.3. Notification**

- MEMA will notify the MAVOAD of a potential or actual event requiring support of MAVOAD.
- MEMA will notify the designated MAESF-7 primary agency to report to the SEOC.
- MEMA will coordinate with MAVOAD to notify partner organizations with roles and responsibilities under MAESF-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 MAESF-7 should conduct the following actions:

#### **a. Prevention Actions**

- Communicate and share information across organizations with volunteer services and donations responsibilities.
- Collaborate and coordinate on volunteer and donations related prevention initiatives.

- Identify opportunities to collaborate on volunteer services and donations.
- Identify potential emergency issues and collaborate to develop or recommend protocols, procedures, and policies.

## **b. Preparedness Actions**

- Convene regular meetings of MAESF-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 MAESF-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.
- Complete appropriate training.
- Ensure all support organizations/agencies have pre-designated staff available to support MAESF-7 and SEOC operations.
- Participate in exercises and training.

## **c. Response Actions**

### **Pre-Impact**

Upon receiving notification to report to the SEOC in preparation of an incident, MAESF-7 organizations will complete the following actions commensurate with emergency priorities within the state and based on the availability of resources:

- As required, provide representative(s) to the SEOC to support MAESF-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 Manager.

### **Initial Response**

- If the organization has not already done so, provide representative(s) to the SEOC to support MAESF-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 Donations Management Team to facilitate coordination of donated goods, materials, services, personnel, and financial resources as well as to identify an operating facility suitable as a staging/distribution center. Assess unmet needs at the local level.
- The MEMA Public Information Officer in conjunction with MAVOAD informs and educates the public and media concerning the State donations management operations.
- If necessary, coordinate with Mass 2-1-1 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 MAESF-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 MAESFs for support; MAESF-1 *Transportation*, MAESF-6 *Mass Care, Emergency Housing, Human Services*, MAESF-5 *Business and Industry*, MAESF-14 *Recovery* and MAESF-15 *Public Information and External Affairs*.
- Implement predetermined cost accounting measures for tracking overall MAESF-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 MAESF-7.
- Coordinate with other MAESFs 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 MAESF-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 MAESF-7 missions through the SEOC Resource Request Process.
- Participate in development of operational plans for the next operational period.
- Ensure MAESF-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.

### **d. Recovery Actions**

- Coordinate with MAESF-14 *Recovery* for recovery actions.
- Develop strategies for supporting recovery operations.
- Determine when to begin demobilization and coordinate with MAESF-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 with the SEOC.

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

#### **e. Mitigation Actions**

- Conduct assessments of MAESF-7 capabilities to identify potential shortfalls.
- Develop plans to mitigate identified shortfalls of resources.

## **4.0. RESPONSIBILITIES**

### **4.1. MAESF-7 Primary Agency Responsibilities**

- Regularly meet and coordinate with MAESF-7 supporting agencies, to:
  - Maintain a list of critical contacts, noting any changes to MEMA
  - Maintain a list of ESF-specific resources which could be deployed during an emergency
  - Maintain the ESF-7 Toolkit
  - Report any unmet needs to MEMA
- Staff the MAESF-7 work station at the SEOC.
- Liaison with MAVOAD member organizations, and the FEMA VAL as needed.
- Identify which MAVOAD partner organizations may be needed to support mission requests.
- Ensure support organizations are activated or placed on standby, as needed.
- Ensure partner organizations assigned to MAESF-7 are responding to assigned requests for assistance.
- Identify, prioritize, and coordinate resource needs related to volunteers and donations management, and provide information to the SEOC Operations Section.
- Provide overall coordination and provision of situational awareness MAESF-7 activities, and provide this information to the SEOC Planning Section.
- Document, track and update requests for assistance.
- Coordinate recovery actions with MAESF-14 *Recovery*.
- Ensure cost accounting measures are being used by all MAESF-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 MAESF-7 when directed by the SEOC Manager.
- 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.

#### **a. Massachusetts Voluntary Organizations Active in Disaster**

- Compile MAVOAD member organization points of contact to provide to the SEOC Manager for reference.
- Coordinate with other MAESFs to determine available resources and needs.
- Coordinate with MAVOD member organizations to keep apprised of their operation.
- Maintain contact with local volunteer groups to develop a common operating picture and situational awareness regarding available resources.
- Provide a liaison to the SEOC as requested by MEMA.

## **4.2. MAESF-7 Supporting Agency Responsibilities**

### **a. Partner Organizations**

At the time of SEOC activation, any MAVOAD partner organization may be contacted by MAVOAD or MEMA to support MAESF-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 MAESF-7 primary agency. The roles and responsibilities of partner organizations are as follows:

- Provide for ongoing needs relative to each organizations 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 MAESF-7 activities.
- Keep SEOC MAESF-7 primary agency apprised of organization's activities.
  - Collectively, MAVOAD partner organizations are capable of providing 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 inquires
- 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 MAESF-7 activities. These agencies may be requested to support MAESF-7 activities as needed.

## **5.0. ADMINISTRATION AND LOGISTICS**

### **5.1. Staffing**

As required by Executive Order 144, all MAESF-7 stakeholders must designate at least two personnel to act as SEOC liaisons. These liaisons should be knowledgeable about the resources and capabilities of their respective agencies and have access to the appropriate authorities for committing said resources and capabilities.

### **5.2. Mutual Aid**

The process for requesting mutual aid from entities either within or outside of Massachusetts is described in the "Mutual Aid" section of the State CEMP Basic Plan.

### **5.3. Annex Review and Maintenance**

This annex will be updated every two years at a minimum, in accordance with the Emergency Management Program Administrative Policy, and will ensure that appropriate stakeholder

input is incorporated into updates. Additionally, the 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, RESOURCES, AND REFERENCES**

### **6.1. Authorities**

- The Disaster Relief Act of 1974, Public Law 93-288, as amended
- 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
- Chapter S31, Civil Defense Act (Chapter 639, Acts of 1950)
- Massachusetts Good Samaritan Law

### **6.2. Resources**

See Resources section of Basic Plan

### **6.3. References**

- Massachusetts Comprehensive Emergency Management Plan
- Massachusetts VOAD Resource Guide
- Massachusetts Disaster Recovery Annex
- SEOC ESF SOP Guidance Document
- Threat Hazard Identification and Risk Assessment (THIRA)
- Hazard Identification and Risk Assessment (HIRA)
- State Hazard Mitigation Plan