

# **New York State Comprehensive Emergency Management Plan**

## **Volunteer and Donations Management Annex**



**Disaster Preparedness  
Commission**

**Prepared by the New York State  
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## **Executive Summary/Policy**

The mission of the State of New York and the Disaster Preparedness Commission (DPC) is to provide leadership, coordination, and support for efforts to prepare for, respond to, and recover from incidents that require a State emergency response. In times of disaster, State agencies will be used to augment local resources by providing and administering programs with the focus of responding quickly and compassionately to the needs of disaster survivors, typically through the use of Emergency Support Functions (ESFs). These ESFs provide the structure for coordinating response activities for disasters or emergencies that exceed the capability of the local resources. At the State level, a cooperative effort among various State, county, and local governments, and non-governmental agencies are utilized to ensure that donated items are received and distributed in an efficient and effective manner. The Division of Homeland Security and Emergency Services (DHSES), in conjunction with ESFs #6 and #7, will coordinate the processes to ensure the most efficient and effective use of donated resources, including donations of goods, services, and/or financial donations. The State Chamber may drive the initiative to determine which donated goods are needed or not needed and maintain political acumen when soliciting resources and financial donations.

## **Comprehensive Approach**

At the State level, coordinating the intake and distribution of donated resources are vital roles in the State's response. The objective of the Volunteer and Donations Management Annex is to manage the reception and distribution of donated resources to quickly assist the affected populations and minimize waste. By quickly and efficiently providing comprehensive services through the integration of the Whole Community approach, anticipated donations of goods, services, time, and financial donations will aid in the timely distribution of resources, thus maintaining the focus on individual preparedness and community engagement to enhance resiliency.

## **Management Responsibilities and Authority**

Disasters have the potential to exhaust resources at the local level, which warrants support from the State to effectively respond to the event. Local government donations management resources will likely be overwhelmed, and the State may need to provide additional assistance to support local efforts, including coordination for the process for the solicitation, receipt, and management of donated goods and services. Federal assistance may be required to augment local and State efforts in providing disaster relief, as the need for assistance may surpass both local and State resources.

The successful management of disaster donations and volunteers requires a united, cooperative, and coordinated effort by local, State, tribal, and Federal agencies, non-governmental organizations, business and industry, public and private institutions, and the public. If conditions warrant, a Volunteer and Donations Management Team will be formed with representation from the ESFs #5, 6, 7, 8, 11, and/or 15 and private sector or non-governmental organizations (NGOs) involved in the support of volunteer and donations management.

# Section I: General Considerations and Planning Guidelines

## 1. Introduction

The State of New York experiences a wide variety of disasters and emergencies that may result in loss of life, damage, destruction of property, and negatively affect community members. Potential community disasters can be a result of natural or human-caused emergencies which pose challenges when public and private sector entities both from the affected area(s) and from outside of the affected area(s) are led by compassion to help those affected. Donations of goods, services, time, and financial donations should be anticipated and prepared for. While the type and quantity of supplies needed will vary by event, a process should be in place to prepare for the acceptance and distribution of human and material resources at the local, State, and Federal response levels. Many non-governmental agencies utilize volunteers and donations on a day-to-day basis, and it is recognized that the State-level guidance will not replace such individual agency efforts. At the State level, coordinating donations management operations include coordinating the processes to ensure the most efficient and effective use of donated resources, including donations of goods, services, and/or financial donations. This Volunteer and Donations Management Annex is intended to provide information, guidance, and a process for coordinating available State, Federal, and NGO resources to support local donations management operations through the response and recovery phases.

## 2. Purpose

The State Comprehensive Emergency Management Plan (CEMP) has been structured into three distinct, but interconnected volumes. These are:

- Volume 1: All-Hazard Mitigation Plan
- Volume 2: Response and Short-Term Recovery
- Volume 3: Long-Term Recovery Plan

The purpose of the State CEMP is to identify the State's overarching policies, authorities, and response organizational structure that will be implemented in an emergency or disaster situation that warrants a State response. The State CEMP serves as the foundational framework for the State's response levels and serves as the operational basis of which other functional and hazard-specific annexes are built upon. These annexes address a broad range of consequences to respond to the State's highest rated hazards.

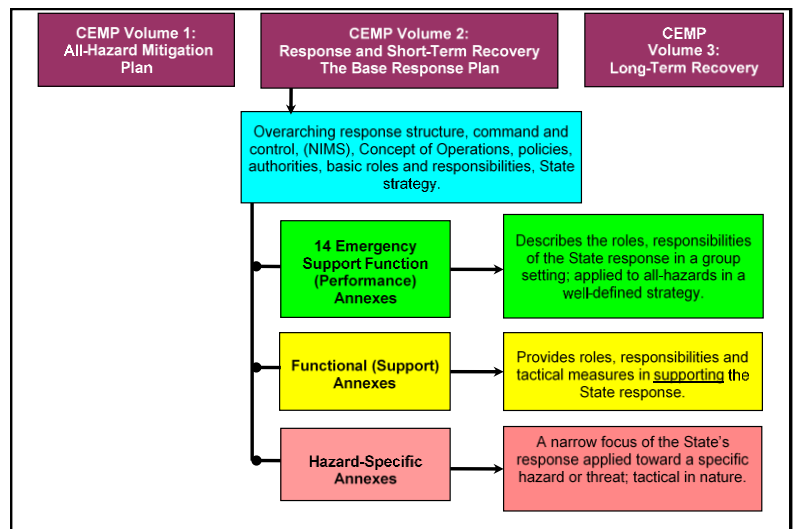


Figure 1: Structure of the State Comprehensive Emergency Management Plan

The purpose of this Annex is to ensure that the State can adequately prepare for and provide volunteer and donation management support to an affected area(s); inclusive of the solicitation, acquisition, warehousing, and distribution of donations of goods, services, and/or financial donations. Further, this Annex identifies the key mechanisms in coordinating with the local response and identifies the lines of coordination to interoperate with the Federal ESFs via the National Response Framework (NRF).

While a Volunteer and Donations Management Annex is clearly needed for very large or catastrophic events, disasters of a lesser scope can also trigger an outpouring of donations that must be managed. This Annex is designed primarily for large-scale disasters but is flexible and can be scaled back for moderate or smaller events that result in fewer donations.

### **3. Scope**

This Annex applies to any incident that warrants volunteer and donations management support from the State of New York. This Annex applies to all ESFs and authorities that may be directed to respond to such an incident. Response operations requiring volunteer and donations management resources will encompass the efforts identified in this Annex and utilize existing State capabilities. Further, this Annex acknowledges that local and State ESF response capabilities and this plan may be exceeded, necessitating the use of Federal ESF agencies and resources.

The Volunteer and Donations Management Annex:

- Applies to all incidents that require volunteer and donations management in response to a disaster or emergency at a State level.
- Outlines the operating structure, duties, and responsibilities, and the pre-planning and facilities that are established for a volunteer and donations management organization. The concept of operations defines how federal, state, and local governments prepare in advance to establish an effective management system.
- Describes the basic process for managing donated goods and services during a disaster. It identifies the basic assumptions of the management strategy, the concept of operations, planning considerations, and the roles and responsibilities of the major government agencies and volunteer and donations management organizations.
- Describes the volunteer and donations management goals to provide survivors of disasters with as much support as possible by effectively channeling offers and goods from the public.
- Intends to address State-level response activities related to volunteer and donations management and does not address individual non-governmental entities who routinely utilize volunteers and donations for response activities at an agency level.

### **4. Situation**

New York State experiences many natural and human-caused disasters annually and has experienced multiple events in the past few years including coastal storms, flooding, winter storms, and a pandemic. New York State does not currently have any one entity assigned that has the capability to oversee the volunteer and donations management activities. Depending on the incident, a small or large-scale donations management operations would be needed. During small-scale incidents, the operations would be county run with assistance, as warranted, from the State. During a large-scale incident, donations management may include State or Chamber-driven activities or may necessitate assistance from organizations with MOUs with the State, such as the American Red Cross or the Seventh Day Adventists, or from the Federal government.

It is accepted that during times of large-scale emergency events, public and private sector entities both from the affected area(s) and from outside of the affected area(s) are led by compassion to help those affected. Donations of goods, services, time, and financial donations should be anticipated and prepared for. However well intended, volunteers and donations of goods that are not coordinated with the response activities can quickly become overwhelming. Donations of items can become an unnecessary obstacle when there are no plans for the receipt, storage, inventory procedures, tracking, and/or distribution within the affected areas.

Unnecessary or impractical items can also lead to concerns about appropriate disposal and waste.

Along with an influx of critical items donated during an incident, the State may experience a significant number of critical items being offered. An offer typically entails a financial payment from the State to the offering entity. Given the costs associated with donation management, it is imperative to know the difference and be cautious when approached with offers because of the additional costs associated with acquiring them.

It has been documented that donations and volunteers, whether solicited or unsolicited, can have negative impacts if the items are unnecessary, inappropriate, when the donations and volunteer efforts are not coordinated with the response activities, and if the donations have not been properly distributed, as indicated in the examples below.

- Following Hurricane Katrina in 2005, collection sites along the Gulf Coast area were inundated with unnecessary items that there were no distribution plans for. Truckloads of items were simply left on the side of the road, causing concerns about the removal of items that had been left in a hot, humid climate. Although well intentioned, these goods were damaged by the weather and ultimately disposed of as they were no longer usable.
- In December 2014, a mass shooting at the Sandy Hook Elementary School in Newtown, Connecticut left 28 dead and 2 injured, resulting in an inundation of approximately 67,000 donated teddy bears. Ultimately, a public request was made through the media that no additional donations be sent due to the lack of warehouse space.
- In 2015, wildfires in Lake County, California destroyed over 76,000 acres of land and displaced many from their homes. One local evacuation center received such an overabundance of unnecessary items that 18 semi-trailers were required to remove the unused donations.
- In 2017, Hurricane Maria pummeled through Puerto Rico. In 2018, at least 10 trailers of donated food, water, and baby supplies were left to rot at a state elections office. The supplies were never handed out after the end of the National Guard's mission and the trailers were soon infested with rats.
- Following a strong earthquake in January 2020, residents of San Juan, Puerto Rico, discovered a warehouse that contained food, water, cots, and other unused emergency supplies, much of which had expired. These supplies were donated following the aftermath of Hurricane Maria, which struck in 2017, and were never properly distributed.

As evidenced in the cases above, the receipt of unnecessary or inappropriate items, the delivery of items that are not coordinated with the response efforts, or the failure to distribute appropriate items can cause an unintentional burden on the affected area(s) and the responding agencies to sort and distribute the items, delegate the items to a community level agency, or dispose of items that are not able to be distributed.

Supply chain issues of critical items may necessitate the request for bulk donations. People with good intentions may donate unnecessary items or limited quantities. A product rating system at the donations center or warehouse with labels and tiers would assist with rating the quality of the product for usage and distribution. Pushback for non-critical items is not always possible and costs associated with disposal of non-critical items needs to be factored into operations.

A lack of adequate warehousing abilities may necessitate comingling of resources at a stockpile or warehouse. Tracking and reporting of donated items becomes difficult if goods are comingled with non-donated items, as it loses control of the processes. It is important to have an inventory system and a separate donations warehouse, as evidenced by difficulties during the COVID-19



operations. Should items be donated by other countries, difficulties with the Customs process may necessitate coordination with Customs and Border Protections.

Depending on the size and severity of the incident, issues may occur with a labor force. Skilled warehouse personnel or logisticians may not be available and just-in-time training may need to occur. Large-scale events may necessitate procurement of vendor resources, including contracted warehouses or logistics management. During the course of an incident, reporting requirements may evolve, however, it is important to understand that products need to be recorded in individual quantities (eaches) to adequately account for products.

Transportation of donated goods ties up resources, including vehicles and drivers, and may unintentionally limit resources to a centralized area while bypassing warehouses and donations centers along the transportation route. Collaboration with shipping companies, such as UPS or FedEx, allows for the use of pre-printed shipping labels to deliver goods to a pre-approved location, which also allows for tracking of any packages. This would also limit in-person donations at warehouses.

Past events in the State of New York have required both small and large-scale volunteer and donations management operations. These events have become lessons and examples on how to improve response and operational efforts for future incidents.

- For small-scale events, State OEM has worked in conjunction with other State agencies that have provided facilities and personnel for donation management. However, issues arose in instances where donations were needed outside of the facilities' operational period, as well as when personnel were not provided with consistent methods of categorization for donated items.
- Following Operation Desert Storm, State OEM in conjunction with UPS, used the Aidmatrix Network to directly provide donors with shipping labels. This donation portal eased the burden on donation warehouses, putting a larger emphasis on the transportation of resources rather than the storage of them.
- State OEM assisted with gathering donations and supporting warehouse operations in the aftermath of hurricanes hitting Puerto Rico. Items were received at the Shirley Chisholm State Building and transported to JFK. Issues arose with people who wanted to make monetary donations, as no official portal was set up for financial donations, and with the scheduling for transportation of goods to JFK.
- During the State's COVID-19 response, New York State received over \$15 million in financial donations and over 60 million individual critical items in donations including, but not limited to, cloth masks, medical masks, KN95 masks, and exam gloves. Given the large quantity of items, the State faced many challenges with the storage, distribution, and tracking of these items. For future events, particularly ones at similar levels, the State has learned of the importance of limiting the scope of items being received to only items coordinated with the State's response strategy. Donations should be stored in designated warehouses to facilitate tracking and reporting. As a result of this event, the State will have a much more uniformed response to future events.

## **5. Planning Assumptions**

State OEM has developed a strategy for collecting, managing, and distributing donated goods and volunteer services during a disaster, based on the assumptions below:

- During small-scale incidents, the volunteer and donations management operations would be county run with assistance, as warranted, from the State. This may include agency-specific needs, such as building use from OGS or resources from DOCCS.

- During a large-scale incident, donations management may include State or Chamber-driven activities or may necessitate assistance from organizations with MOUs with the State, such as the American Red Cross or the Seventh Day Adventists, or from the Federal government.
- Large-scale/catastrophic disasters will likely overwhelm existing local and State resources, requiring the procurement of necessary items through additional avenues. The supplemental items may be procured through State and Federal government channels, and/or the private sector, filled through voluntary disaster donations, or both.
- Full use of existing local resources to include private sector involvement and donations, should occur before State assistance is requested.
- The volunteer and donations management strategy must be flexible. State and local governments are ultimately responsible for the success of the volunteer and donations management system, including coordinating with the volunteer community, and may implement those parts of the Volunteer and Donations Management Annex that meet the needs of the response and recovery operations.
- There is a verified need for volunteers and successful recovery efforts in a community impacted by a disaster require a volunteer workforce to supplement traditional responder roles.
- Voluntary Organizations Active in Disasters (VOAD) groups must be collaborative and depend on one another for resources and referrals, therefore a strategic and coordinated distribution of volunteers is necessary.
- All volunteers must be screened as part of an ongoing process. Screening is done by individual agencies/organizations to various degrees per individual agency/organization standards. The State assumes no responsibility or liability for volunteer screening activities.
- Offers of assistance from citizens and the private sector will be made to all levels of government as well as to NGOs.
- In anticipation of a catastrophic incident, FEMA may elect to pre-stage disaster commodities at designated locations to ensure the rapid distribution of needed life-sustaining commodities to disaster survivors in the immediate aftermath of the incident.
- In the immediate aftermath of a catastrophic incident where there is a clear need for disaster commodities, FEMA may elect to deliver life-sustaining disaster commodities to designated locations for rapid distribution to disaster survivors.
- Federal government, international, and volunteer activities must always support the efforts of state and local governments, and existing volunteer and donations management networks or systems are a critical link to an effective program and should be used to the extent practicable.
- NGOs involved in the relief effort will coordinate their relief actions through the State Emergency Operations Center (EOC) or the local EOC. Such coordination is necessary to ensure maximum efficiency of the logistics management operation, and to ensure that the needs of the affected population are being adequately met.
- Unusable or inappropriate donations should be anticipated. Usable surplus commodities will be properly disposed of upon completion of response and recovery operations, or once the items are known to be unnecessary.
- Individuals and organizations will feel compelled to go to the disaster area to offer material goods and/or services. These activities may occur with or without coordination with an entity actively involved in the event.
- Close coordination with ESF #15 External Affairs will be necessary to publicize appropriate needs that will supplement operational response efforts and discourage unsolicited items.
- Offers of donations and volunteer services are typically managed at the local level.

- The State will only request and receive specific donations through an online portal, as identified by operational needs.
- Unsolicited volunteers will be coordinated by local entities as needed.
- An inventory system will be implemented in State warehouses to ensure that certain donated commodities, such as food, are not distributed past their expiration dates.
- State warehouses will be designated specifically for the storage of either donated or non-donated commodities. Warehouses will not store both categories of goods for tracking and reporting purposes.
- Donations will be labeled using a tiering system to ensure the quality of the items before distribution. Donations graded poorly will not be distributed and will be properly disposed of.
- When the State deems it is time to end the request of donations, all donors will be contacted thanking them for their contributions as well as informing them to hold off from sending additional products. It is anticipated that some products will continue to arrive during this period.
- The State will provide clear and concise language and instructions to ensure consistency in the tracking and reporting of donations.
- In the event of a large-scale incident, issues with the supply chain that may affect the receipt and distribution of donations will be anticipated.

## **6. Concept of Operations**

The concept of operations listed below is based on incidents that occur and warrants a response from the State. It follows the concept of a credible worst-case scenario of a significant disaster that initiates a mass care response.

- An incident occurs that warrants the activation of the State EOC and there has been an identified need to activate the Volunteer and Donations Management Annex for a potential operational response.
- The identification, activation, and operation of donation centers in response to an emergency is primarily the responsibility of county and local officials working in partnership with the COADs and the ARC.
- The State Office of Emergency Management (State OEM) will notify other appropriate DPC agency representatives, which may include the activation of ESFs #6, 8, 11, and/or 15. ESFs #5 and 7 will be activated for all events, regardless of activation level.
- If conditions warrant, a Volunteer and Donations Management Team will be formed with representation from the ESFs #5, 6, 7, 8, 11, and/or 15 and private sector or NGOs involved in the support of volunteer and donations management.
- The Governor could exercise gubernatorial authority in declaring a State Disaster Emergency. In doing so, the Governor may direct any and all State agencies, including non-DPC agencies, to provide assistance under the coordination of the DPC.
- The State OEM will coordinate with the Department of Homeland Security (DHS)/Federal Emergency Management Agency (FEMA) and other Federal agencies, as needed, and will coordinate with Federal ESF partners, as needed.
- If conditions warrant, the State may activate existing MOUs with either the ARC or the Seventh Day Adventists.
- The State will only request and receive specific bulk donations through an online portal, as identified by operational needs. The portal will be activated by request from the Governor's Office or through proper chains of command. Portal activation and deactivation will be driven by the needs of the incident.
- Warehouse/donations center activation and deactivation will be based on guidance from the Governor's Office and the needs and demands of the incident.

- When the State deems it is time to end the request for donations, all donors will be contacted thanking them for their contributions as well as informing them to hold off from sending additional products. It is anticipated that some products will continue to arrive during this period.
- Volunteer and donations management operational activities may transition to short or long-term recovery activities, or mitigation measures may be identified to reduce the impacts of future incidents.

## **7. Authorities or Policies**

The authority to develop this Annex and implement specific response actions to effectively respond to mass care needs can be found in a variety of New York State Laws, regulations, and Federal authorities, including but not limited to:

### State

- NYS Executive Law Article 2-B

### Federal

- Robert T. Stafford Act, as amended
- Public Law 93-299, as amended, the Robert T. Stafford Disaster Relief and Emergency Assistance Act
- National Response Framework (NRF), ESF #5 (Emergency Management), ESF #6 (Mass Care, Emergency Assistance, Housing, and Human Services Annex), ESF #7 (Logistics Management and Resource Support Annex), Private-Sector Coordination Annex, and Catastrophic Incident Annex

## **8. Annex Maintenance, Distribution, and Revision Process**

The State OEM Planning Section has the responsibility for the development, review, and maintenance of all multi-agency response plans under the State CEMP. As required under New York State Executive Law Article 2-B, each plan shall undergo an annual review, update, and be posted online (if applicable) no later than March 31 of each year.

During the annual review by the Planning Section for its material, this Annex is examined for both content and format. For updates that do not impact operational mechanisms or processes, the appropriate edits are initiated within the Planning Section and do not warrant external involvement. Annex updates will also be conducted based upon experiences and lessons learned from exercises or real-world events, or through administrative changes in government. Planning Section updates and/or edits affecting operational capabilities, responsibilities, or otherwise impacting operations will engage stakeholders in a variety of ways, such as verbally, by document review, meetings, webinars, or any combination thereof. Final drafts will be socialized to all appropriate agencies/personnel upon completion.

## **Section II: Preparedness**

### **1. Overview**

In anticipation of emergency situations where the State expects a need for volunteers and an influx of donations, State OEM and partners developed mitigation, prevention, planning and risk assessment, mitigation measures, resource requirements and logistical support, memorandums of understanding with other agencies, and tests, training, and exercise components to ensure a clear line of authority, coordination, and uniform procedures for volunteer and donation management.

### **2. Terms and Definitions**

Donations: A donation is an item, service, or financial contribution given to a requesting party with no costs associated.

Offers: An offer is a transactional proposal made from one party to another.

Volunteers: A volunteer is a person who freely and willingly undertakes a service or task without an expectation of payment.

Distribution: Refers to when a donated item is removed from a warehouse and supplied to the area(s) affected by the incident.

Receive/Receipt: A donation is considered received when it is transported to a donation warehouse, stored, and inventoried.

### **3. Mitigation**

Volume 1 of the State CEMP is the *State Multi-Hazard Mitigation Plan*. Pursuant to the requirements of 44 CFR 201.4, the State Multi-Hazard Mitigation Plan is required to focus on natural hazards that are likely to substantially impact the State. Mitigation planning efforts for technological and human-caused hazards are also recognized and are being implemented throughout the State CEMP Volume 1 addresses the overall State hazard mitigation planning process, risk assessment, strategy development, and plan maintenance. The *State Multi-Hazard Mitigation Plan* was Federally approved by DHS/FEMA in December 2023. Each county has a FEMA-approved hazard mitigation plan.

### **4. Prevention**

State OEM has a process to coordinate activities, to monitor the identified threats and hazards, and adjust the level of prevention activities commensurate with the risk.

The SWC is New York State's 24/7 alert and warning point. It supports the mission of the DHSES by maintaining situational awareness of state, national, and international incidents; sharing information with Division staff, State agencies, and other emergency officials; and notifying State agencies and counties of developing incidents. Additional threat assessments and/or surveillance programs are conducted by both internal and external stakeholders including but not limited to the Office of Counter Terrorism (OCT), New York State Intelligence Center (NYSIC), and the National Weather Service (NWS).

### **5. Planning and Risk Assessment**

A variety of mechanisms are used to understand the various risks and associated threats and hazards facing the State.

#### County Emergency Preparedness Assessment (CEPA)

CEPA is a framework and tool to help State and local stakeholders assess risk, capabilities, and the potential need for support and resources during emergencies or disasters. CEPA provides

for a standardized and repeatable process to understand capabilities at the county level and identify statewide trends. CEPA provides insight into preparedness and response capabilities applicable to a broad range of risks. All counties update their CEPAs every three years.

The CEPA tool assists local subject matter experts to:

- Validate (or capture) some key information about the county (population, square miles, unique issues, etc.).
- Conduct a hazard assessment using a standardized methodology (likelihood x consequence) based on credible worst-case scenarios.
- Conduct a capability assessment using a standardized methodology to examine Planning, Organization (People), Equipment, Training, and Exercise (POETE) components of each capability and identify any capability gaps.
- Determine capacity limitations for each response capability (i.e., how long the county can deliver the capability without mutual aid).
- Identify an inventory of some key response resources within the county and any anticipated resource needs.
- Capture strengths/best practices and areas for enhancement.

#### Threat Hazard Identification Risk Assessment (THIRA)

As required by the Homeland Security Grant Program (HSGP) and the National Preparedness Goal (NPG), the State must complete an annual Threat Hazard Identification Risk Assessment (THIRA). The process involves the identification of scenarios that will most stress the State's capabilities and an assessment of those capabilities. Those capabilities are mapped to the core capabilities in each of the ESF Annexes created under the State CEMP.

#### Previous Events and Operations

County and local government serve as the best source of information and situational awareness as to what is needed. Predicting critical resource needs based on previous events and operations allows local municipalities and the State to pre-position an estimate of supplies based on previous usage. However, not all hazards and emergencies are the same, and demographics within a community are likely to change. The State has the capability to review previous incident data to determine a general idea of the number of people affected in a certain area and the amount and types of resources that were requested by local governments.

For example, during COVID-19, the State was able to utilize a portal maintained through the DOH website that captured bulk critical needs donations. Additionally, donations were fielded through the State Chamber to DHSES. DHSES staff compiled a spreadsheet and report daily on quantity and types of donated items received, how many items were currently in stock at the warehouse, and how many had been distributed.

## **6. Mitigation Measures**

A variety of other planning efforts are ongoing throughout the State. In large part, those planning efforts are attached or scoped to address a certain asset, grant deliverable, or program. Regardless of the design parameter, there are several lead efforts that can be leveraged, with caveats, to support volunteer and donations management operations. These include, but are not limited to, donated resources, such as donations of goods, services, and/or financial donations.

#### Distribution and Inventory Management Annex

The purpose of this Annex is to ensure that the State has a detailed plan to provide distribution and inventory management capabilities that can be applied during disasters and emergencies

within the State, including ordering, distributing, managing, transporting, staging, and demobilizing critical resources.

### Emergency Contracts

Emergency Standby Services Contracts have been established through the State Office of General Services (OGS) that can serve to support the State, local governments, and school districts. This support can include the distribution of commodities through third-party vendors, if needed. OGS manages nearly 1,500 contracts for commodities, services, and technology. Emergency resources on centralized contracts can be found at: <https://ogs.ny.gov/procurement/emergency-resources>.

### Emergency Management Assistance Compact (EMAC)

The Emergency Management Assistance Compact (EMAC) is a nationally adopted Interstate Mutual Aid Agreement. EMAC has been ratified by U.S. Congress (PL 104-321) and is law in all 50 states, the District of Columbia, Puerto Rico, Guam, and the U.S. Virgin Islands. EMAC is implemented through State OEM on behalf of the Governor and follows the five-step process to facilitate mutual aid. As a member of EMAC since 2001, the State has access to other state's resources during a State-declared disaster. The process for acquiring resources from other states is identified in the EMAC User's Guide.

### Logistics Annex

The purpose of this Annex is to ensure that the State is able to respond to the logistical needs associated with disasters and emergencies with the state, including pre-positioning resources for known events and having adequate resources for no-notice events.

### Mass Care Annex

The purpose of this Annex is to ensure that the State can adequately prepare for and provide mass care support to an affected population; inclusive of life-sustaining and human services resources such as hydration, feeding, sheltering, temporary housing, evacuee support, reunification, and distribution of emergencies supplies.

### New York Responds (NYR)

New York State currently uses the universal emergency management software platform NY Responds to submit and share vital disaster-related information with local governments and State agencies. NYR tracks incident reports and resource requests with real-time tracking of assets. Resource requests for products, personnel, limited resources, transportation, procurement, or any mission request needed to support the incident are processed in NYR. These mission requests are then tasked to the appropriate ESF for fulfillment. If State agencies are unable to fulfill mission requests, alternate sourcing mechanisms are used, which include procuring, requesting Federal assistance, EMAC, and donations.

### Previous Events and Operations

The State has the capability to review previous incident data to determine a general idea of the number of people processed through local shelters or Disaster Assistance Centers, the amount and types of resources that were requested, and the logistical resources used to provide assistance in acquiring, transporting, and distributing the resource.

### Private Sector

The State can use multiple online platforms to receive support from the private sector. DHSES and other agencies have internet websites that can be used for donors to offer goods and services that may be needed. At the operational level, private sector partners can be leveraged through the State EOC through NYS ESF #7, in conjunction with procurement and implementation of this Annex. In past events, such as Tropical Storms Irene/Lee, Superstorm

Sandy, and COVID-19, private sector partners supported New York State through coordination with the State EOC. This support has included commercial supply chains, such as Walmart and Target, and shipping service providers, such as UPS and FedEx. The State also has numerous standby emergency contracts in place with the private sector for a broad range of services, including supply and distribution capabilities.

#### State/Territory/Tribal Recovery Readiness Assessment Tool (STTRRAT)

The State participated in the STTRRAT program with FEMA in 2022. This tool assisted ESF #6 with identifying capabilities and areas of improvement in the following key priorities: human services programs, crisis counseling, Disaster Recovery Centers, partner engagement, disaster donations, disaster volunteers, disaster housing, preliminary damage assessments, sheltering operations, feeding operations, reunification, distribution of emergency supplies, evacuee support, pet sheltering, and disability and access and functional need supports.

#### Stockpile Program

The Stockpile Program consists of nine strategically placed locations across the state that house a variety of resources often needed during a disaster. These essential resources include generators, light towers, mass care supplies (e.g., cots, blankets), meals ready to eat (MREs), pumps, and numerous other assets often needed during an emergency. Stockpile requests are considered by DHSES (in consultation with county emergency management) on a case-by-case basis depending on the nature of the request and the situation. However, the stockpile assets are only intended to be used during emergency situations and after other local resourcing options have been exhausted. All requests must be made to DHSES through the county emergency manager. These supplies will be deployed during a disaster from the nearest locations first and from other stockpiles as needed thereafter. During COVID, there were two donation warehouses; Menands was managed by OGS and Jupiter Lane was managed by the National Guard.

#### Temporary Emergency Animal Sheltering Appendix

The purpose of this Appendix is to define the operational concepts and responsibilities to support and assist municipalities in establishing and maintaining temporary emergency animal shelters. These shelters will serve individuals with household pets and service animals displaced by the effects of an emergency or disaster, or when seeking protection from an imminent or actual hazardous event or conditions.

#### Volunteer Organizations Active in Disasters (VOADs) and Community Organizations Active in Disasters (COADs)

In New York State, the county and regional COADs are chartered by NY VOAD and coordinated in partnership with county emergency managers. As part of the bylaws, the parties agree to establish best practices, procedures, capabilities, and capacities to build resilience and respond to the humanitarian needs of all residents of New York State when activated. State ESF #6 includes private sector and nonprofit partners under the VOAD partnership. DHSES/Individual Assistance (IA) is the VOAD liaison for New York State. State VOAD is comprised of over 50 agencies that have the ability to respond within the state and will work with counties directly at the community level with the COADs. At the local level, most COADs have an understanding with the local emergency manager of their defined role, however some counties have a more established networks than others. Should a county have a lack of local capacity or capability, the State VOAD may be able to assist with building out local level capacity, including donations management and volunteers for staffing shelters or distribution of emergency supplies. This capability is listed in the ESF #6 Annex, and they can be found at [newyorkvoad.org](http://newyorkvoad.org).



## **7. Facilities**

In large-scale emergencies or disasters, the State may utilize a variety of emergency facilities and locations to expedite the request, acquisition, and distribution of resources to the affected area. These facilities will be used to temporarily store needed supplies, donated or procured, prior to their transfer to organizations or people who need them. When a catastrophic disaster occurs, the State may establish emergency facilities to assist with the management of volunteers and donations. These emergency facilities include the following:

### Federal/State Staging Center (FSSC)

Located near major transportation hubs, i.e. airports, rail yards, or trucking terminals, the Federal/State Staging Centers receive bulk supplies, materials, and inventory to sort and repackage items to be sent to Staging Areas. This would be considered the “wholesale” side of the operation and would be located outside of the affected area. The mobilization center will serve as the depot where Federal resources are received and transferred to state control. Resources will be reconfigured from “wholesale” to “retail” and distributed to local government Commodity Point of Distribution Sites (CPODS), in coordination with the Logistics Section in the State EOC.

### Staging Areas (SA)

Staging Areas are located outside the directly affected area but are located nearby to facilitate delivery into the area. This remains part of the “wholesale” side, but items are further broken down for direct delivery to the affected area.

### Commodity Point of Distribution Sites (CPODS)

CPODS are located within the affected area and constitute the “retail” side of the supply process. The items delivered through this mechanism are in a form usable without further action, i.e. flashlights with batteries, water, etc.

### Donation Centers

Donation Centers will not be located within the mobilization center. However, they may be located within a short distance in a different facility. The activity, while similar in many respects, would likely result in more conflict than is warranted.

### Disaster Assistance Centers/Disaster Recovery Centers

Disaster Assistance Centers (DACs) and/or Disaster Recovery Centers (DRCs) may also be used as distribution points. State agency personnel can be used to distribute commodities directly to the general public at these sites.

### Warehouse Considerations

If the State is an active participant in the donations management operation, it is recommended the State temporarily acquire a new warehouse, separate from existing Stockpile warehouses. There is good chance any existing warehouse space would be outgrown very quickly, which would result in a loss of time and funds if there is a need to relocate. Additionally, the tracking of donated goods is significantly more difficult when items are comingled with existing stockpile resources. An important lesson learned from the COVID-19 pandemic was the importance of managing donations in a separate warehouse facility and never to comingle donations with non-donated resources unless no other option is available.

The facility should include a staging area for trucks ready to unload, and for staff to inspect the cargo to determine the requirements and strategy for unloading. It will be critical to maintain an inventory listing of available goods at each center so that the Volunteer and Donations Coordination Team can match the goods with requests from the affected community.

Locked and secured areas will be needed for controlled items like medicines, syringes, and firearms, and hazardous substances like paint and chemicals. In some circumstances, refrigeration may be a requirement. The coordination of an appropriate warehouse location will be dependent upon the type of goods received and the anticipated storage needs, taking into consideration any special storage requirements that may exist.

Logistical support needs will vary based upon the type and quantity of donations received, as well as the determination of whether volunteer services will be readily utilized. Warehouse space and support (i.e., forklift capabilities, pallet jacks, etc.) would be determined as identified by operational needs.

DHSES maintains multiple stockpile locations throughout the state. These stockpiles can be a resource for logistical support materials including but not limited to warehousing equipment and potential staging areas.

Facilities to be used for emergency facilities will, where possible, be identified by the requesting entity. The local knowledge of facilities and infrastructure to support the emergency facilities is essential to ensure efficient and successful operation of the facility. If possible, DHSES will collaborate with OGS for the use of State or other governmental structures meeting the necessary criteria.

ESF #6 and the Mass Care Annex identify emergency facilities that may be used as shelters, with the potential to be used as DACs, DRCs, or donation centers. The Distribution and Inventory Management Annex provides further guidance on SAs and POD sites.

## **8. Memorandums of Understanding (MOUs) and Letters of Agreement (LOAs)**

The ARC/State MOU was signed on 4/2/2021 and is in effect for five years. This MOU outlines the roles of the State and the ARC's response roles, including Home Fire Response Services, Sheltering, Feeding, Health Services, Mental Health Services, Spiritual Care, Reunification, Distribution of Relief Supplies, and Information and Referrals.

Adventist Community Services (Seventh Day Adventist)/State MOU is for the provision of donations management and multi-agency warehouse management during an emergency or disaster in New York State. Although this MOU has not been utilized in recent years, the MOU has no termination date. At the time of this writing, New York State is in the process of updating contact information and MOU applicability with the Adventist Community Services.

## **9. Testing, Training, Exercising, and Real-World Events**

### Testing, Training, and Exercising

The State of New York sponsors and conducts a variety of training to improve knowledge and response capability. This includes varying levels of training in the Incident Command System, the Professional Development Series (PDS) curriculum, and EOC Trainings. The State also participates in a wide variety of specialized training, including training to meet Federal program and grant requirements, such as the Emergency Management Performance Grant (EMPG). Further, many State agencies identify training requirements within their own organization to meet the needs of the agency for that specific discipline.

The State of New York has incorporated the Homeland Security Exercise and Evaluation Program (HSEEP) into its emergency management program. HSEEP consists of both doctrine and policy for designing, developing, conducting, and evaluating exercises. The State has instituted HSEEP into a host of exercise activities, including those that involve tests and

activations of the State EOC. Further, some exercises are often linked to a specific grant requirement, while others are conducted as part of ongoing or existing programs, such as those for the Radiological Emergency Preparedness Program.

The State also utilizes an exercise component as part of the planning process to test the effectiveness of an emergency management plan. These exercises vary in scope and cross several state-level plans or annexes. As a point of reference, the planning process that resulted in the creation of all of the State's ESF annexes included an exercise component.

ACS maintains a regional network of community-based volunteers that are trained and prepared to provide donations management assistance during a disaster or emergency. ACS shall provide leadership and training for community-based volunteers to coordinate the flow of incoming undesignated goods.

The NYS VOAD hosts an annual conference for members, which encompasses information sharing, training, and networking opportunities to facilitate better communication and coordination among the VOAD members.

### Real-World Events

New York State experiences many natural and human-caused disasters annually. From coastal storms, flooding, winter storms, and pandemics, in recent years the State has increasingly responded to incidents that have necessitated a volunteer and donations management response. These events have become lessons and examples on how to improve response and recovery efforts for future events.

- State OEM has assisted with gathering donations in the aftermath of hurricanes hitting Puerto Rico. Issues arose with people who wanted to make monetary donations, as no official portal was set up for financial donations, and with the scheduling for transportation of goods to JFK.
- During the State's COVID-19 response, New York State received over \$15 million in financial donations and over 60 million individual critical items. Given the large quantity of items, the State faced many challenges with the storage, distribution, and tracking of these items. For future events, particularly ones at similar levels, the State has learned of the importance of limiting the scope of items being received to only items coordinated with the State's response strategy. Donations should be stored in designated warehouses to facilitate tracking and reporting. As a result of this event, the State will have a much more uniformed response to future events.

### **10. After Action Reports (AAR) and Corrective Actions Programs (CAP)**

Following an exercise or an actual event, an After-Action Report (AAR) should be completed by all staff involved in the event. The information gathered in the AAR will provide insight into future refinement of this Annex. AARs will be completed as soon as possible following any relevant exercise and will be facilitated by the State OEM for plan updates, ideally at the end of the exercise. The AAR should be completed as soon as possible following the deactivation of the State EOC. For example, in response to the Halloween storms and flooding in 2019, State OEM coordinated an AAR with all staff and agencies involved, resulting in a Corrective Action Program initiated by State OEM.

This Annex was updated as a result of the Volunteer and Donations Management operations for COVID-19 with input from DHSES Policy, OEM Operations, and Stockpiles.

## **Section III: Response**

### **1. Alert, Notification, and Activation**

#### **Local Notification**

Volunteer and donations management activities will be initiated by the local and county levels of government. The response to an incident may be adequate using only local resources. Should a response necessitate or warrant a State-level response, the local or county mechanism in place to request assistance will be followed.

#### **State Notification**

State involvement may be initiated in a variety of ways as various mechanisms are in place to serve as conduits to the request, acquisition, and deployment of State assistance. Several State agencies continuously operate their own warning points, operational centers, dispatch centers, or reporting systems that receive field requests for State assistance in addition to the daily operating needs. Pursuant to Federal, State, executive, and agency-specific protocols, these systems are routinely used for notifications of significant or reportable events and/or make emergency notifications to State personnel.

Upon receipt of notification from the local or county requesting mechanism, State OEM will assess the potential needs and demands for a volunteer and donations management operation, then determine the level of activation necessary to effectively manage the response to the event. The capabilities that are needed to support operations will also be identified, and agencies will be notified to staff the State EOC using the ESF construct.

The SWC serves as the focal point for receiving or providing notification of incidents in the State. In response to an incident that warrants an increase in State response posture, the SWC will be used to notify State agencies, local government, counties, and/or service providers that the State EOC is activating for an event.

### **2. Emergency Response Levels**

Volunteer and donations management operations occur as a direct result of an incident. Local government serves as the front line of defense and has the primary responsibility to respond to emergencies within their jurisdiction. Such primacy exists at all levels of government throughout New York State, with jurisdictions dependent on the State to support response activities, as warranted. The State OEM, through consultation with the Governor's Office, will direct and implement State response activities as identified in the State CEMP. Depending on the nature and scope of the incident or event, participation from State agencies may vary.

The SWC serves as the focal point for receiving or providing notification of incidents in the State. In response to an incident that warrants an increase in State response posture, the SWC will be used to notify agencies that the State EOC is activating.

As identified in the State CEMP Volume 2, the State EOC maintains several activation levels based upon event severity and the overall level or volume of State response operations. These levels are indicated in response to a specific hazard or threat and include a host of operational functions and mechanisms. Those functions may be broad in scope, or may be narrow, such as providing assistance in management and support of volunteers and donations.

State OEM will assess the potential needs and demands of an impending incident and at-risk populations, and then determine if a change in posture is necessary to effectively manage information needs and a response to the incident. The posture of the State's response includes two levels prior to formal activation of the State EOC. These are:

Steady State: Normal day to day operations and continuous monitoring notification.

- NYSWC maintains situational awareness of any potential or actual emergency 24 hours per day, seven days a week.
- State OEM ensures the State EOC is in a state of in readiness while conducting day-to-day, steady state operations.

Enhanced Monitoring:

- Elevated posture may be initiated to meet increased information gathering, sharing, and/or resource support requirements.
- Staffing augmentation to include additional personnel to manage information, resource, and consequence management support needs.

State Response Activation

If the situation cannot be effectively monitored or managed using Enhanced Monitoring, then consideration will be given to formally activating the State EOC. In doing so, the capabilities that will be needed to respond to the potential consequences of the event are identified, and agencies are notified to staff the State EOC virtually or in-person using the ESF construct.

Flexibility will be key in activating the ESFs. Not all incidents are the same and not all activations of the ESFs will require the full list of agencies to support the demands of the incident. Therefore, the representation of agencies that will be necessary to support ESFs may vary from incident to incident.

Once the determination has been made to activate the State EOC, the appropriate ESF agencies will be identified and requested to send a representative to the State EOC. Depending on the situation, agencies may need to send additional representatives to support multiple ESFs. In spontaneous events, agencies will be notified via the State OEM Notification System, as appropriate. In preplanned events or notice events, the agencies would be summoned via electronic or hardcopy correspondence. A Multi-Agency Coordination (MAC) group conference call would be conducted prior to, or in response to, a large-scale event and activation of the State EOC.

The State EOC maintains three activation levels. The identification and depiction of these levels is based on the consequences of the event, the resources needed to effectively respond to the incident, and the State operating structure necessary to effectively manage the incident. These levels may be coincident with activation of Agency Department Operations Centers (ADOCs), the deployment of State OEM Regional Staff, or deployment of the State Incident Management Team (IMT). These levels are:

Level 3 Limited Activation:

- This level may be initiated to meet multi-agency coordination requirements deemed necessary for information, resources, and consequence management support efforts.
- Staffing may include several State EOC command and general staff positions, a select number of State ESFs, and initial representation from federal partners.
- A Multi-Agency Coordination Call will commence with the ESFs to determine which ESFs will be utilized for the incident.

## NYS EOC Activation Levels

Level 3 – Limited Activation

Level 2 – Partial Activation

Level 1 – Full Activation

- Depending on the scope and severity of the event, ESFs #5, #6, #7, #8, #11, and #15 Member Agencies may be activated.
- ESFs will identify and establish a staffing pattern for EOC support for a minimum of 12-hour shifts.
- ESF Coordinating Agencies will identify which State agencies will have an immediate role and deploy personnel to setup and establish the needed type of facility, if warranted.
- ESF Coordinating Agencies will determine the use of conference calls for situational awareness with ESF Member Agencies.

Level 2 Partial Activation:

- This level may be initiated to meet increasing multi-agency coordination requirements deemed necessary for information, resources, and consequence management support efforts.
- Staffing may include all State EOC command and general staff positions, multiple State ESFs, and additional representation from federal partners.
- Most, if not all, ESF #5, #6, #7, #8, #11, and #15 Member Agencies will be activated.
- ESFs will identify and establish a staffing pattern for the EOC and emergency facilities for 12-hour shifts, covering 24 hours a day.

Level 1 Full Activation:

- This level is initiated when it is necessary to meet significant multi-agency coordination requirements for information, resources, and consequence management support efforts.
- Staffing may include all State EOC command and general staff positions, most or all of the State's ESFs, and a federal/State Unified Command element.
- All ESF Member Agencies will be activated.
- The activities of ESF will be integrated with those of their Federal ESF counterparts.
- The State ESF Coordinating Agency will serve as the primary integration point for the Federal ESF agencies.
- ESFs #6 and #7 will establish appropriate working groups or tasks forces to manage various aspects of the volunteer and donations management operations and response.

### **3. Direction and Control**

The State endorses the development of one response organizational structure that will include all responding agencies. State agencies and ESFs will be organized under the framework of the National Incident Management System (NIMS) ICS as required by Executive Order 26.1 of 2006 and Homeland Security Presidential Directive (HSPD)-5. As such, a variety of direction and control components may be utilized to manage and coordinate the State's resources in an efficient and effective manner and to provide the interoperability between the local and Federal response organizations.

The organizational structure of the State's ESFs is inherently different than the Federal construct under the National Response Framework (NRF). With the exception of ESF #5 (Planning), ESF #7 (Logistics), and ESF #15 (External Affairs), the State ESFs will be situated organizationally in the Operations Section, and report directly to the Operation Section Chief (OSC), or Branch Chiefs if established. ESF #5 is assumed by the Planning Section in the State EOC. ESF #7 is assumed by the Logistics Section in the State EOC. ESF #15 is situated in the Command Element.

The ESF Coordinating Agency will be the primary interface with the OSC and the Member Agencies of the ESF. All requests for assistance will be managed through the OSC to the ESF Coordinating Agency for availability of resources/missions. The ESF Coordinating Agency will

be given latitude to facilitate the best resource or solution set in response to the request that the State has received. Concurrence of that solution will be confirmed to the OSC to ensure the State maintains a centralized coordination of resources and direction for requests for assistance. The ESF Coordinating Agency will ensure the activities of the ESF are consistent with this Annex, and that agencies are operating in unison to achieve the common goal or mission of the ESF.

#### **4. Volunteer and Donations Management Team**

##### Overview

New York State does not micro-manage the process by which donations are collected. Volunteer organizations are considered the experienced primary receivers, managers, and distributors of donated goods and services. However, the State is ultimately responsible for managing disaster response and recovery, including donations, and it has the oversight responsibility to ensure that transportation routes are communicated, that its citizens receive every opportunity to recover, and that useful goods and materials donated out of generosity are matched with those in need and not wasted. A primary goal is to support the affected community in the short-term and delegate the donations' function when the community can accept it. It is the State's intention to:

- Coordinate with involved agencies and volunteer organizations to determine those goods and donations most needed for disaster relief.
- Work with ESF #15 to communicate clearly to the public that unsolicited goods or previously unaffiliated volunteers can overwhelm an already stressed infrastructure and create "the second disaster."
- Publicize, in concert with involved agencies and volunteer organizations, the items and assistance needed and provide a hotline for those who wish to donate or volunteer, as appropriate.
- Facilitate a prompt response to donors and the prompt allocation of donated equipment, goods, services, and financial donations to the victims of the disaster.
- Where necessary and appropriate, train the affected government and/or a VOAD in anticipation of handing over volunteer and donations management responsibilities.

##### Responsibilities

- DHSES will place the Volunteer and Donations Team on stand-by depending on the location, scale, and type of event. The Volunteer and Donations Team Leader may begin to:
  - Establish the short and long-term staffing and support needs for a Volunteer and Donations operation and identify the roles and responsibilities of staff and other assisting agencies that may participate.
  - Coordinate with assisting agencies to identify warehouse space and staging areas available for donated goods and secure agreements, if necessary.
  - Search the database and inventories to identify on-hand goods or previous offers that may be useful in this event.
  - Coordinate with ESF #15 External Affairs to encourage the media to request that goods and services be held locally until further notice.
  - State OEM may activate an online donations management portal within the State OEM website when the need is determined in coordination with State OEM Executive Staff.
  - DHSES will initiate an 800 line and phone bank for donated goods and services, as needed.
- The Volunteer and Donations Team will maintain continuous coordination and communication with all involved and assisting agencies and organizations to ensure a

smooth flow of goods and services to stricken areas. Depending on the size and severity of the incident, daily or regular coordination meetings and/or conference calls may be necessary. During a federally declared disaster, the FEMA VOAD Coordinator and FEMA Donations Coordinator should become part of the Volunteer and Donations Coordination Team.

- To the extent practicable, the Volunteer and Donations Team Coordinator will monitor news accounts and confer with the FEMA VOAD and Donations Coordinators and emergency managers in other states to anticipate the number and type of goods that may arrive and divert them to other parts of the state or country, where appropriate. This may require close coordination with ESF #15 External Affairs and issuing of press releases to educate the public about the challenges associated with unsolicited donations.
- The Volunteer and Donations Team will prepare daily status reports that document the issues discussed in the conference calls and tracking the number of truckloads or pallets in and out of the warehouses.
- The Volunteer and Donations Team will maintain records of all purchases, rentals, loans, and agreements to facilitate possible future reimbursement from FEMA.

### Other Considerations

While others in the organization may have primary responsibility for the items below, the Volunteer and Donations Team Leader should be cognizant of them, understand their importance, and be prepared to assist others with collecting information or maintaining records relating to them.

- **Risk Management:** The Volunteer and Donations Team will comply with State and local laws and understand how flexibility in these laws can be used to support the operations. Subjects such as insurance, medical coverage, bonding of workers, worker safety, Worker's Compensation, and other liability issues should be addressed. Similarly, local or State laws applicable to disposal of waste, sanitation facilities on site, feeding facilities on site, storage of food and hazardous materials on site, and child labor practices should be made available to all risk management staff and followed appropriately.
- **Security:** Prepare for security of all personnel and each donations management facility. Each facility is likely to be a 24-hour operation and will require appropriate security. Special security for certain incoming goods such as medicines and syringes, hazardous materials, and firearms may be necessary.
- **Awareness of the Affected Community:** To appropriately gather intelligence and inform the affected community through the use of appropriate communication mechanisms (e.g., faith-based centers, established community programs, and leaders). All volunteers should be oriented to the area, particularly addressing guidance to respect local customs, sensitivities, and religious traditions. All materials used for volunteer intake should be translated into multiple languages based upon the local population.
- **Local Economy Impacts:** One goal of disaster relief and recovery is the restoration of the local economy. Care must be taken to ensure relief contributions do not impede local economic recovery. Where possible and practical, purchases should be made from local vendors, thereby boosting local economy recovery efforts. Large quantities of donated goods purchased outside of the affected area can potentially have a negative impact on local businesses as they attempt to reopen and recover.
- **Environmental Impacts:** Disposal of donated goods and environmental concerns must be considered in establishing a Donations Center. Disposal of some items may require a contract with a hazardous material company. In isolated situations, a request for waiver of a specific law may be necessary. Center managers must be familiar with local and State requirements and remain aware of environmental cleanup work that remains after the response phase has ended.



- **Accountability:** Accountability is key. While a record of goods dispatched on a daily basis to the disaster area should be maintained, it is understood that perfect accountability of goods may not be possible in situations where there is high volume flow in and out. The top priority is always to immediately deliver critically needed items to the disaster area.

## 5. Assignment of Responsibilities/Operational Coordination

This section reviews existing roles, responsibilities, and capabilities of local and state governments and agencies.

### Local Government

Local government will be actively involved in volunteer and donations management operations, to the fullest extent possible. Each county, and many local governments, has a CEMP which provides the framework for the jurisdiction's response to emergencies and disasters. Each locally developed plan will differ in its implementation, including in response capabilities, surge capacities, and in the ability to exercise authorities. Each State OEM Regional Staff have pre-identified a local point of contact for each county that will coordinate local mass care efforts and act as a primary point of contact.

It is the State's policy to support and assist local government, when requested and as appropriate. The local government's role, based on available resources, is to:

- Assist the COADs/VOADs in reporting the needs to the Volunteer and Donations Team.
- Assist with security at local distribution centers.
- Communicate with community-level initiatives.
- Inform the Volunteer and Donations Team of volunteer or donations challenges in the field.

### Emergency Support Function Responsibilities

- **ESF #5:** ESF #5 will manage and provide timely, reliable, and accurate situational information aimed at informing decision makers and field-level responders. ESF #5 will work closely with other State ESFs and credible sources to provide situation status updates to guide incident action planning activities.
- **ESF #6:** ESF #6 will coordinate Mass Care operations and will be responsible for the coordination of volunteers in conjunction with the American Red Cross and/or the Seventh Day Adventist. These responsibilities include, but are not limited to, the management of volunteers in the area(s) affected by the incident and develop and maintain a list of available support services, including locations for Disaster Assistance Centers or Donations Centers, checklists needed for operations, and job aids. ESF #6 will be responsible for coordinating Mass Care operations to the affected area(s), which may overlap with operations for volunteers and donations management operations. Agencies may not have a specific role and responsibility in volunteer and donations management, however, responsibilities outside the ESF #6 framework may overlap with the agency's capabilities to assist in volunteer and donations management operations. ESF #6 has developed a Tactical Worksheet Playbook as an action step checklist for common Mass Care operations that may be used in conjunction with volunteer and donations management.
- **ESF #7:** ESF #7 will provide logistical support and resource management for the State. Responsibilities may include efforts such as donations management and locating, procuring, issuing, and tracking resources.
- **ESF #8:** ESF #8 will provide coordination and support of local efforts in the assessment of public health and medical needs to the area(s) impacted by the incident. ESF #8 will coordinate emergency medical services, medical shelters, and coordinate the response for all situations that have health-based consequences that warrant a multi-agency

approach. ESF #8 will also be responsible for the management of donated critical items and medically certified staffing.

- **ESF #11:** ESF #11 will coordinate response activities that support evacuation, sheltering, care, and other services for household pets, when they are impacted by the incident. ESF #11 may leverage contacts and/or contracts with suppliers of animal-related resources.
- **ESF #15:** ESF #15 will provide accurate and well-timed information to the public and media. ESF #15 will work closely with Federal, State, local, and non-governmental partners to collect, analyze, and release public information in a coordinated manner.

#### State Government and State Agency Responsibilities

- **Division of Homeland Security and Emergency Services/Office of Emergency Management:** State OEM will serve as the primary conduit and coordinating entity for the State operational response and will be responsible for coordination both laterally with other State agencies and vertically with Federal and local partners.
- **American Red Cross:** The ARC will have a role in the collection of financial donations as well as be responsible for the coordination and management of volunteers in conjunction with ESF #6.
- **DHSES/Finance:** The primary role of DHSES/Finance is the procurement and financial tracking of resources during response and short-term recovery efforts of an event. DHSES/Finance may be required to work with the OGS Business Service Center (BSC) for purchases and obtain approvals from both the Office of the State Comptroller (OSC) and the Division of Budget (DOB).
- **Division of Military and Naval Affairs (DMNA):** DMNA manages the military assets of the State, including assets owned by both the State and Federal government. DMNA may be responsible for deploying the National Guard to State designated donation warehouses to assist with inventory management, tracking, and transportation of items.
- **Office of General Services (OGS):** OGS manages the State procurement efforts during non-emergency times and assists with both material and property management during emergencies. OGS may also provide assistance in identifying, purchasing, managing warehouses, and/or providing their own warehouse space for use. OGS may also be responsible for the receipt of donations and the transportation of these donations to State designated donation warehouses.
- **Office of Information Technology Services (ITS):** ITS can provide consolidated mainframe and server computer and networking. Provides technology support to the State EOC. ITS may also provide technological support to State warehouses allowing for the consistent streamlining of distribution and item tracking and inventorying. During COVID, ITS set up a webpage with webforms and assisted DHSES staff with exporting data from Excel on a daily basis.

#### National Voluntary Organizations Active in Disaster (NVOAD), New York State Voluntary Agencies Active in Disaster (VOAD), and Community Organizations Active in Disaster (COADs) Responsibilities

NVOAD is the national consortium of recognized VOADs. Its mission is to provide a forum promoting cooperation, communication, coordination, and collaboration while fostering more effective delivery of services to communities affected by disaster. The NYS VOAD is chartered by NVOAD and collaborate in accordance with national precedents. The VOAD consists of organizations active in disaster response throughout the state. Many members are human services providers who seek to prepare for events that may impact their clients and stakeholders.

The role of the VOAD is to bring organizations together and enable them to understand each other and work together during times of disaster preparedness, response, relief, and recovery.

Local COAD groups with national affiliations are especially helpful and can form the core of an effective Volunteer and Donations Management Team. There are more than 20 recognized agencies, with decades of experience, using volunteers in emergency response and recovery. Each agency has established procedures for managing, recruiting, training, and utilizing volunteers and common among them are systems which may include written enrollment, liability arrangements, formal training programs, command and supervision, and reserves planning and organization.

The State's policy is to encourage the use of voluntary agencies that have a method to screen and track volunteers, including previously unaffiliated volunteers, to document liability. The State may request a letter from each voluntary agency/organization, documenting liability coverage for all volunteers. The Volunteer and Donations Team should be familiar with the State's Good Samaritan Law and applicable volunteer liability laws.

It is the State's policy that VOADs bringing donated goods into the disaster area or accepting donations are responsible for:

- Accepting only donations needed, or for which they have an identified use.
- Securing warehouses and distribution centers for agency/VOAD usage.
- Off-loading, sorting, repackaging, storing, and distributing any donations accepted by the VOAD.
- Informing the State of any needs and unexpected shortfalls they experience.
- Redistribution or disposal of any items donated to the agency which are deemed unusable during and after the response and recovery efforts.

#### Adventist Community Services Responsibilities

When requested, the Seventh Day Adventist will provide donations management and multi-agency warehouse management during an emergency or disaster in New York State. The responsibilities are outlined in the MOUs.

#### Federal Emergency Management Agency Responsibilities

The role of federal government is to assist the State with additional Federal resources, to facilitate coordination among the State and the VOADs, and to discourage unsolicited donations that are not coordinated with the response efforts. Specifically, FEMA's role is to support the State, as requested and required, by:

- Assessing existing/proposed warehouses and other operational facilities, helping to establish a volunteer and donations management system after disaster strikes, and supporting the Disaster Field Office volunteer and donations coordination team.
- Providing technical assistance, managerial support, enhanced voluntary agency coordination, donations intelligence, facility support, and support for international donations.
- Communicating and reinforcing to the public through the media the donations policy of State government, FEMA, and NVOAD to avoid inappropriate appeals of goods and services.

## **6. Integration of Federal ESFs**

The Federal Government organizes its response resources and capabilities under an ESF construct. Like New York State's ESF construct, Federal ESFs are multi-agency operational components that serve as the primary means for coordinating Federal resources and capabilities into New York State. The Federal ESFs bring together a wealth of capabilities of

Federal departments and agencies and other national-level assets. In doing so, they are organized to provide the operating structure for building, sustaining, and delivering Federal response core capabilities in support of the State's Critical Capabilities. Integration and coordination are key to leveraging the resources of each Federal ESF. As such, each State ESF will serve at the primary integration point for the corresponding Federal ESF.

## **Section IV: Recovery/Demobilization**

### **1. Overview**

Dependent on the severity of the event or incident, type of destruction or damage, and the needs of the affected communities and individuals, the response to such an event may be short-lived or could extend for a prolonged period of time, perhaps even years. There is no clear delineation of when disaster response activities transition into short-term recovery activities. In general, disaster response addresses the immediate life-safety concerns and incident stabilizing efforts, while short-term recovery activities begin as the need for immediate life-saving activities diminish resulting in response activities focused on the individual and less toward the masses.

### **2. Short-Term Recovery**

A variety of forces may influence the direction of the recovery process. Considerations that have to be analyzed for an effective response and prompt recovery include the safety of responders, repair and reopening of critical transportation routes, remoteness of areas, and the needs and requirements for the restoration of utility systems, housing, and food distribution.

Regardless of the extent of damage, the State of New York will strive to assist local governments, businesses, and citizens in recovering from the impacts of any emergency. The goals of recovery will be to provide mass care services, as warranted, to meet the disaster-caused needs of the local government, businesses, and citizens. This may be done by helping to build resilience, connecting individuals with community or personal resources, and helping others understand the recovery process. ESF #6 has agencies that may be able to provide financial assistance, resources, mass care items, advocacy, information, services, in-the-field resources, multi-agency resource centers, or help people in shelters transition to short or long-term housing options.

During the recovery process, the Volunteer and Donations Management activities will continue and the need for such activities may increase. As individuals begin to return to the affected area(s), the cleanup and rebuilding of homes and community can continue indefinitely as the community as a whole begins to define a new sense of normal. It is during this time that volunteer activities may commonly be coordinated to provide direct assistance to those affected, particularly in terms of manual and skilled labor including activities such as cleaning up debris or repairing existing structures.

Where possible, hazard mitigation measures will be incorporated into recovery activities to lessen the impact of reoccurrence or eliminate it entirely.

### **3. Demobilization of State Support from the Affected Area**

Demobilization is the downsizing of the State's role in the donated goods and services operation, which should be shorter than the involvement of the voluntary agencies. Demobilization involves the State reducing and ultimately transitioning activities and support in terms of facilities, coordination, and other activities that can be transitioned to the affected local government or a voluntary agency group.

State demobilization should begin once the affected volunteer groups are able to handle the flow of goods and services, and the affected local government has the capacity to oversee all aspects of the donations management program. Ultimately, the State decides when to demobilize or reduce its support and will do so with input from other involved entities to determine the most appropriate time and plan for the transition of responsibilities.

During the demobilization of State support, outgoing personnel should receive a safety briefing, particularly addressing any items that they may have been exposed to and the long-term effects, if applicable. During the briefing, information regarding challenges and lessons learned should be gathered for future updates to planning efforts as appropriate, and a report should be made to ESF #7 to ensure that all information is gathered and shared appropriately.

Multiple steps are taken during the demobilization of State-level assets. If EMAC has been activated, the personnel and equipment associated should be released from the response activities. Volunteers should be debriefed and released from their responsibilities. Facilities used during the response phase should be returned to pre-event conditions and turned back over to the owner.

Upon demobilization, it should be anticipated that there may be donated or perishable items that should be disposed of appropriately. Items may be turned over to local government for ongoing recovery activities. Every effort should be made to provide any surplus of donated perishable items to local food pantries or other non-profits that can quickly utilize such commodities.

Following the actual event, an After-Action Report (AAR) should be completed by all staff involved in the event. Revisions and updates will be made to plans and/or playbooks generated by ESFs based on lessons learned from the incident and/or any increased knowledge.

#### **4. Demobilization of the State Response in the EOC**

Demobilization of agencies and ESFs from the State EOC will occur based upon operational needs and will be jointly determined by State OEM and the ESF Coordinating Agency. Based upon the needs of the mass care operation, ESF agencies may begin to demobilize during the response/short-term recovery phase. However, it should be noted that agencies may be subject to a rapid recall for reactivation of the ESF, if needed, based upon operational needs. There may be instances where the ESF can be partially demobilized, allowing member agencies to be released as the need for their representation and capability in that ESF is no longer necessary.

In the process of demobilizing the ESF, all member agencies must ensure that any open or ongoing activities that require cross-coordination with other ESFs are closed out prior to demobilizing. This must be done in a manner to ensure that any dependencies or interdependencies of that ESF are properly and effectively communicated across the response organization. In addition, each agency must ensure that they coordinate their demobilization with their agency-specific counterparts that are represented on other ESFs.

# Attachment 1: Volunteer Management

## Volunteer Resource Types

It is vital to recognize that various types of volunteer efforts, based upon previous affiliation status, licensing requirements, and screening, should be approached and managed in different ways. Most resources will be addressed under one of the following groupings:

- **Professional:** This group includes emergency personnel and professionally licensed/certified individuals. If arriving from outside of the affected area, they may be attached to emergency operations in their home regions. Confirmation of required license or certifications are the responsibility of the agency utilizing the individuals. Often regulatory agencies within the affected area may waive or relax local certification requirements when there is a need for professional skill sets.
- **Traditional Affiliated:** These volunteers are attached to a recognized voluntary agency. They are pretrained for disaster response by the agency with which they are affiliated and form the core cadre for paraprofessional and nonprofessional volunteers. They are typically prescreened and will not require additional State resources in order for their skills to be utilized by an individual agency. Typically, these individuals are already coordinated by the affiliated agency and assimilated into the individual agency's response and recovery efforts.
- **Spontaneous Personnel Arriving from Within the Affected Area:** Living in the affected area, these volunteers feel motivated by a degree of community ownership. They have no association or previous affiliation with recognized voluntary agencies and may have no formal training in disaster-related operations or relevant skill sets. These individuals will require additional screening and training efforts.
- **Spontaneous Personnel Arriving from Outside the Affected Area:** These volunteers are not from the impacted area and have no prior affiliation with recognized voluntary agencies. They may or may not have relevant skills and may arrive as individuals or in groups. Often these are grassroots efforts which will require screening, training, and coordination within established outlets to ensure efforts are coordinated and consistent with the goals of the response and recovery operations.

## Volunteer and Donations Team Leader

A designated staff person who oversees all volunteer and donations efforts. This person may have other duties when there is no event to respond to, but should have knowledge of local, state, and federal emergency management systems, as well as the services and capabilities of a variety of volunteer and social service agencies. During the activation of the State EOC, the Leader will serve as the Volunteer and Donations Team's liaison. The Volunteer and Donations Team Leader will:

- Represent the Team in all State EOC coordination issues and speak on behalf of volunteer and donations policies in all State OEM decisions.
- Communicate all policy decisions to the Team and communicate the Team's needs to the State EOC staff.
- Coordinate with ESF #6, the FEMA Donations Coordinator, the Statewide Volunteer Coordinator, and VOADS.
- Provide ESF #15 External Affairs with information appropriate for news releases.

## Staffing for Small-Scale Events

These events are small, limited, or localized in nature. It is anticipated that volunteer and donations activities will be coordinated through ESF #6 Mass Care, Emergency Assistance, Housing and Human Services and will not require additional State support.

### Staffing for Large-Scale Events

These events occur when a State and/or Federal disaster declaration is likely. Volunteer and donations activity could be significant but may not require the activation of all components of this Appendix, and some functions may be combined.

- ESF #7 Logistics leadership, in coordination with the EOC Manager, will determine appropriate staffing levels based on the Volunteer and Donations Team Leader's reports regarding donations activity and staff, space, and other identified requirements. The Volunteer and Donations Team Leader will manage the donations function in proximity to ESF #6 Mass Care, Emergency Assistance, Housing and Human Services, with the following additional staff added for support, as necessary:
  - **Phone Operator/Data Entry:** Answer calls and inputs data regarding offers or canvasses volunteers and agencies regarding the need for donations, assists in compiling status reports for State OEM and other agencies.
  - **Coordinator/Logistician:** If activity levels warrant, supervises phone and data functions and oversees coordination between donors and receiving agencies or organizations and coordinates with local, county, state, and federal government agencies, and other emergency management, private, voluntary, and support organizations.

### Staffing for Catastrophic Events

Catastrophic events are anticipated to generate significant media attention or public interest. Volunteers and donations can be overwhelming and may not correspond to the needs of the victims or the community. This plan is generally written to manage the donations triggered by events of this magnitude.

Catastrophic events will require full implementation of the Volunteer and Donations Management Appendix and full activation of the Volunteer and Donations Team, warehouses facilities, a dedicated 1-800 phone line, and a volunteers and donations database system. The Volunteer and Donations Team is responsible for integrating volunteer and donations management into the larger local, state, and federal disaster relief effort.

During a catastrophic event, the Volunteer and Donations Team operates from the State EOC. State EOC staff will manage all requests for assistance, provide resources, track damage and fatality reports, and issue public statements.

ESF #7 Logistics will determine appropriate staffing levels based on the Volunteer and Donations Team Leader's reports regarding donations activity and staff, space, and other requirements. Staffing for Catastrophic Events may include:

- **Phone Bank Group:** The Phone Bank Group will consist of phones and operators whose numbers will depend on the magnitude of the disaster and the available facilities. There should be a separate 800 line dedicated to incoming donations calls to facilitate their tasks.
- **Coordination Group:** Serves as point of contact for requests from ESF #7 and VOAD groups, maintains record of donations and needs referrals, and makes connections or referrals to fulfill those requests. The Group will match a donation of goods and/or services with an existing need or anticipated need or refer a donation to another area or state where it can be used. The State should determine on an event-by-event basis the policy for donations of goods for which there is no identified need.
  - The Coordination Group will liaison with State OEM Operations, any State warehouse, or staging facilities, involved VOADs, and representatives of State and Federal agencies, including FEMA. The Coordination Group may include the positions below:



- **Supervisor:** Oversees the Warehouse, IT, and Volunteer Coordinators.
- **Warehouse Coordinator:** Responsible for ensuring the smooth operation of the warehouse or staging facilities.
- **Information Technology (IT) Coordinator:** Oversees IT issues and liaisons with the ITS.
- **Volunteer Coordinator:** Manages donated volunteer labor.
- The Coordination Group may also include representatives of the VOADs who give advice, perform tasks, or both. The Group should conduct regular meetings or a daily conference call to discuss donations and volunteer issues, strategies, and new ideas and to anticipate potential problems.
- **Financial Donations Group:** Serves as point of referral for callers offering financial donations and should consist of representatives of the State agencies accepting financial donations contributions. This may be contained within the Phone Bank Group. Callers who identify a specific volunteer organization for financial donations will be referred directly to that group. Callers with no preference will be provided a list of volunteer organizations accepting financial donations.
- **Support Group:** Provides or coordinates all logistic, technical, administrative, and security assistance for the Donations Team for the warehouse and staging areas. The size and specific functions of this group will depend on the needs of the team and the size and scope of the disaster.

#### Volunteer and Donations Team Facilities for Catastrophic Events

The number and type of facilities will be determined by the location, scale, and type of event and the ability of the affected community to manage donations, and may include:

- **Volunteer and Donations Coordination Center:** Will be located at the State EOC, with the possibility of a Disaster Field Office (DFO) presence for large-scale or prolonged events. It serves as the central location for the Donations Team and supports the functions of the staff, participating volunteer groups, and the State and FEMA volunteer and donations coordinators. The Volunteer and Donations Center functions as the central point of direction and control.
- **Phone Bank Center:** Will be located at an existing 800 phone facility for most events and will take advantage of that facility's equipment, its staff, and their training to expedite implementation.
- **Warehouse:** Will be located outside of the immediate disaster area to keep the anticipated traffic congestion in the disaster area to a minimum, and should be located close to highways, air, rail, and water transport routes when possible.
  - Depending on the scale of the event and the anticipated and duration of the warehouse function, the Volunteer and Donations Team may want to consider the access to local labor sources and the availability of parking, shuttle buses, and feeding for warehouse staff. The site should have a first aid station and a Safety Officer responsible for monitoring all activities, including those involving heavy equipment. Adequate sanitation facilities for volunteers and staff are required.
  - Waste disposal operations and procedures should be defined since there may be considerable amounts of cardboard, paper, metal, and spoiled or unsafe containers of goods that require proper disposal.
  - The warehouse's organizational structure will reflect the Incident Command System (ICS) whereby operations, logistics, planning, and finances are separate functions so that all personnel may enter the system at any time and be familiar with the organizational structure.

- **Local Distribution Center:** May be a church, community-based organization, or volunteer agency facility, or a local, state, or federal government site from which goods are dispersed directly to disaster victims or service agencies.

## Attachment 2: Donations Inventory Management

However well intended, volunteers and donations of goods that are not coordinated with the response activities can quickly become overwhelming. Donations of items can become an unnecessary obstacle when there are no plans for receipt, storage, tracking, inventory control, and quality control distribution within the affected areas. Unnecessary or impractical items can also lead to concerns about appropriate disposal and waste. It has been documented that unsolicited donations and volunteers can have negative impacts if the items are unnecessary, inappropriate, and when the donations and volunteer efforts are not coordinated with the response activities.

### Just-in-Time Training

In the event staff with limited warehouse experience are utilized, just-in-time training may need to be performed to assist with necessary equipment such as a dolly, forklift, etc. It is noted that in order to use a forklift, a person needs to have required training and certification.

### Handling of Donated Items Checklist

In the event staff with limited warehouse experience are utilized, the following Handling of Donated Items Checklist has been designed as a job aide to ensure consistency in the counting, tracking, and reporting of donated items throughout multiple State donation warehouses.

Handling of Donated Items Checklist	
Donated item is delivered to the warehouse.	
Donated item identified/categorized based on type (critical item, consumable item, etc.) What is it?	
Item is inventoried in accordance with the spreadsheet used in the warehouse. The item should be counted in <b>eaches</b> . (Example: If there is a box containing 50 pairs of gloves, it should be recorded as 100 gloves.) This is to ensure consistency in tracking and inventorying across all warehouses.	
Item is graded based on the DOH scale. (See <b>Donations Labels and Tiers</b> ). <ul style="list-style-type: none"> <li>• It is important to note the scale is fluid. The rating of the item can change based on: State needs, length of storage time, damage received during transportation, etc. It is important the items are regularly checked to ensure the correctness of their grade before distribution.</li> </ul>	
Item is placed in designated location of warehouse and grouped with similar/same type items until is ready to be distributed.	
Once the item is ready to be distributed, ensure the quality of the item and the correct shipping label is present on its container.	

### Donations Labels and Tiers

The following Donations Labels and Tiers table has been designed as a tiering system for donated items. In previous incidents that required the State's response, warehouse employees have used this to grade the quality of both consumable and non-consumable donated items, ensuring only usable items would be distributed to the impacted area(s). During COVID-19, DOH used the below Donations Labels and Tiers to assess every donated good to ensure quality and utility, which added an extra step to managing on-hand inventory.

## DONATION LABELS AND TIERS

<u>LABEL</u>	<u>LABEL DESCRIPTION</u>	<u>TIER</u>	<u>TIER DESCRIPTION</u>
Green	Cleared for Release	1	Current, Not Expired, NIOSH Certified
Green	Cleared for Release	2A	Date Expired but Cleared for Use by FDA EUA
Green	Cleared for Release	2B	Other Foreign Certified, FDA Approved Through EUA
Yellow	Hold	3	Other Foreign Certified but Not on FDA List
Red	Do Not Use	4	Damaged/Recalled/Counterfeit (i.e., mold, mildew, disintegrated parts)

NIOSH = National Institute for Occupational Safety & Health

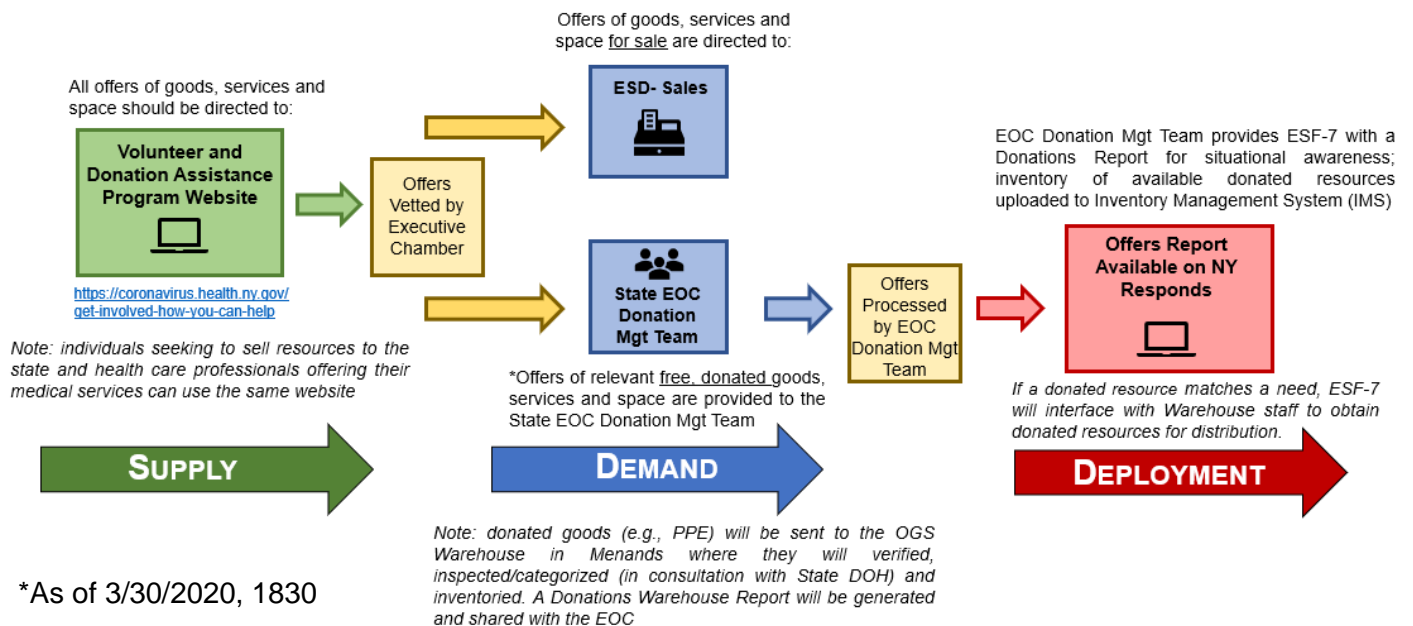
EUA = Emergency Use Authorization

FDA = U.S. Food and Drug Administration

### Donations Management Template

During the State's response to COVID-19, a proposal of a Donation Management Template was developed to assist in streamlining the donation and offer management process. The template lays out who is responsible for managing donations and offers throughout the reception to distribution process. The chart can be modified and used for future incidents that require the State's response.

## Donation Management Process (Proposed)\*



## Attachment 3: Financial Donations

There are many advantages to making financial donations to aid relief efforts. Financial donations allow agencies to meet the precise needs of the disaster victims in the community and supports the reestablishment of local economy by purchasing items in or near the affected area(s) when possible. Sending financial donations rather than truckloads of goods avoids the labor-intensive logistical tasks such as offloading goods, sorting, storing, repacking, and reshipping the goods, and avoids the financial costs associated with shipping.

Consistent with one of the most important underlying principles in donations management, the government role is to support, strengthen, and build upon the existing network or capacity of the COADs/VOADs response and recovery. Donors contacting a government sponsored phone bank should be given a list of the well-established voluntary organizations that are confirmed to be fully involved in the disaster operation, to ensure that donors may support the agency or activities of their choice.

The State may accept financial donations in a fund strictly for disaster response and recovery, when directed to do so by the Governor. It should be clearly stated that not all disaster events will require a disaster and recovery fund. If activated, it is imperative that there is a documented plan for accounting, distribution, and accountability to occur. It should be considered that the development of a State fund for disaster relief may compete directly with the efforts of the traditional voluntary agencies which depend largely on donations of all kinds from the public and will typically only be activated in large-scale or catastrophic events.

Should a donations portal be activated on the Governor's website or designated to another State agency, financial donations will be accepted by the State.

If a donations portal is not activated on the Governor's website or designated to another State agency, financial donations will be encouraged through the American Red Cross. The American Red Cross Financial Donation Page can be found at: [www.redcross.org](http://www.redcross.org).

- The ARC provides multiple methods of donating money. Financial donations can be made straight from that page using a credit card or PayPal, as well as donating by mail, by phone, or through Amazon Alexa, mutual funds or an ACH transfer, or by grant.
- ARC Donating by Mail Form: [2019 Updated IRF Form v1 FINAL RSG00000MCDF.PDF \(redcross.org\)](#)

# Attachment 4: NYR Offers Form



Homeland Security  
and Emergency Services

Emergency  
Management

## Offers Form (2023)

\*\*\* Please complete as much as possible or required on this form. Offering individual is required to provide status updates to State OEM / State EOC. If a field is still being considered, use TBD (To Be Determined). If a field does not apply, N/A may be used (Not Applicable). \*\*\*

For questions on how to complete this form or to submit form feedback, please contact the Office of Emergency Management's Operations Section at: [OEMOperationsDL@dhses.ny.gov](mailto:OEMOperationsDL@dhses.ny.gov) or 518-292-1198 during regular business hours. Terms & conditions and [required checkbox](#) is located at the end of this form.

1. Incident / Event Name or Description:

2. NYR Call #:

3. This Offer Is: (Required)

- Life Safety (If selected, please inform NYS Watch Center at 518-292-2200 after submitting offer.)
- Priority
- Routine / Planned Event
- For Staging

4. Is this offer currently available? (Required)

- Yes
- No; Date and time of availability?

5. Approximate length of time resource or assistance is available? (Required)

(dates, days, weeks, months, "n/a" if consumable)

6. Person Submitting Offer: (Required)

Name:

Cell Phone:

Email Address:

7.  Offering Individual (If different from above) or  Alternate Contact: (Please check appropriate box.)

Name:

Cell Phone:

Email Address:

8. Offering Entity / Agency (Required):

9. County / Borough:

10. Describe Offer, Quantity, and Cost of Offer: (Required)

(You may copy and paste this narrative into the Call Summary / Log.)

**11. Will you be providing transportation (pick-up and delivery) or require transportation? (Required)**

- I will provide transportation (pick-up and delivery).
- I will require transportation (pick-up and delivery).

**12. Pickup Location Name (Required):**

**a) Address, Municipality, State, Zip (Required):**

**b) Pickup Contact (Required):**

**Name:**

**Cell Phone:**

**Email Address:**

**13. Delivery Location Name:**

**a. Address, Municipality, State, Zip:**

**b. Delivery Contact:**

**Name:**

**Cell Phone:**

**Email Address:**

**14. What is available at your pickup location? (Required if Delivery):**

- Loading Dock
- Fork Lift with Operator
- Pallet Jack with Operator
- Off Loading Labor
- None of the above. I will follow-up with OEM / EOC Logistics in regards to off-loading.

**a. Miscellaneous Pickup Notes:**

15. Any Current Resources Committed:

16. Have State [OEM Regional Staff](#) been notified of this offer? (Required question if local government is offering)

- Yes; Name of Person Notified:
- No

17. Describe Any Environmental or Known Hazards:

I acknowledge the terms and conditions. I will provide status updates to OEM / State EOC. (Required)

**Terms & Conditions**

1. Please consult qualified professionals while completing this form or operating any equipment.
2. The requesting individual agrees to provide status updates to OEM and/or the State EOC via the NY Responds call log or by other means (i.e., pick-up status, delivery time, arrival time, and demobilization time).
3. Accepting agency / entity is responsible for the return of all equipment and for any damage or loss which may occur.
4. If applicable, and known, please provide the corresponding NIMS information for the offer.



# Attachment 5: Centralized Webform and Portal Information

## Centralized Webform

During the COVID-19 Pandemic, the Centralized Webform was located on the DOH website. It enabled individuals to offer goods, services, or space. There were no restrictions on what individuals could offer.

The screenshot shows a webform titled "New York State COVID-19 Volunteer and Donation Assistance Program". The form contains the following fields and sections:

- Header:** "New York State COVID-19 Volunteer and Donation Assistance Program"
- Instructions:** "Please answer questions below"
- Disclaimer:** "Privileged and confidential, attorney work product, inter-/intra-agency, draft/subject to change"
- Contact Information:** CONTACT NAME\*, ROLE, POSITION, OR TITLE\*, PHONE\*, E-MAIL\* (all with text input fields)
- Organization Type:** TYPE OF ORGANIZATION/INDIVIDUAL\* (dropdown menu with "Please answer" selected)
- Organization Details:** ORGANIZATION NAME, IF APPLICABLE, ORGANIZATION WEBSITE, IF APPLICABLE (both with text input fields)
- Offer Type:** TYPE OF OFFER\* (dropdown menu with "Please answer" selected)
- Categories:** CATEGORIES OF OFFERED GOOD, SERVICE, OR SPACE\* (text input field)
- Description:** DESCRIPTION OF OFFERED GOOD, SERVICE, OR SPACE\* (large text area)
- Location:** LOCATION OF OFFERED GOOD, SERVICE, OR SPACE\* (text input field)
- Quantity & Unit:** QUANTITY & UNIT section with QUANTITY and UNIT input fields. Below the UNIT field is the text "i.e., specific type of good, service, or space".
- Buttons:** "Add" (green), "Remove" (red), and a table row with "Add", "1", and "more items".

## Portal Information

Ideally, a web portal will be set up to funnel incoming donations through one source. This portal should limit the scope of items being received and be very clear what is needed and will be accepted. Where possible, the portal will avoid accepting small quantities of donations directly from the public. DOH maintained the portal for COVID-19. DHSES is in the process of building a portal that can be activated on the DHSES webpage. The portal will be activated by request from the Governor's Office or through proper chains of command. Portal activation and deactivation will be driven by the needs of the incident.

# Attachment 6: Donations Daily Operations Reporting

## Donations Daily Operations Reporting

Below is a copy of the reporting requirement, as done during COVID-19. This document can be updated to reflect any incident requiring Donations Management.

## DONATIONS MISSION: DAILY OPERATIONS

### REPORTING REQUIREMENTS (SUBJECT TO CHANGE)

#### Reporting Requirement 1: Donations Tracker

- Receive today's Donations Tracker via email from:

- Check for new donors/entries
- Tidy/reformat spreadsheet
- Flag necessary items for discussion for the 4:00 PM call

- Receive today's Menands/Jupiter Lane Warehouse Inventory via email from:

- Add any changes or new entries to our Donations Tracker's *Donations Report* tab (to the "Units Received" column tab – be sure to change the status to "Delivered"), *DOH Tier 4* tab (not to be counted into the "Total On Hand" sent to the Governor), or *Distribution* tab (any resources deployed).
- Flag necessary items for discussion for the 4:00 PM call

#### Reporting Requirement 2: Governor's Critical Items on Hand

- Update the Donations Tracker's *Governor's Critical Items* tab for the ESF 7 Logistics team
  - "Total Donation's Pledged (Includes Delivered)" = all of the "Quantity Offered" for each critical item that we are tracking, as listed in our *Donations Report* tab
  - "Total Donation's On Hand (Not All DOH Approved)" = **FOLLOW THE TRACKER NOTES 4.9 V2 SREADSHEET** to get the total on hand for each critical item AND verify our Donations Tracker and Warehouse Inventory match.
    - Count the following: "Total On Hand (Tracker Pivot Table)," "Total On Hand Yesterday (Warehouse Report)," "Total New Today (Warehouse Report)," and "Daily Distribution from Warehouse" for each critical item
    - Add the "Total On Hand Yesterday (Warehouse Report)" and "Total New Today (Warehouse Report)" to get the "Total On Hand (Yesterday + Today)" for each critical item
    - Subtract "Total On Hand (Yesterday + Today)" from the "Total On Hand (Tracker Pivot Table)" to check the difference for each critical item...that difference should account for all new entries in the Warehouse Inventory AND old Javits inventory. If it doesn't, check your counts or old Warehouse Inventory entries for changes. If the difference cannot be reconciled, use the Warehouse Inventory total.

### DAILY TIMELINE (SUBJECT TO CHANGE)

- ~ 11:00 AM – Governor's Press Conference
- 12:00 PM – Warehouse Sync
- 2:30 PM – Receive Donations Tracker
- 3:30 PM – Receive Menands/Jupiter Inventory
- 4:00 PM – Donations Management Check-in
- 5:00 PM – ESF 7 Logistics Sync
- 6:00 PM – Reporting Requirements due

- NOTE: The “Pledged” and “On Hand” totals include old Javits shipments. Unhide the Donations Tracker’s *Note to Trackers* tab to see the breakdown of Javits inventory that should be accounted for in the difference.
- Subtract “Daily Distribution from Warehouse” from the “Total On Hand (Yesterday + Today)” to get the “Total Donations On Hand (Not All DOH Approved)” reporting numbers for each critical item

## **SENDING THE REPORTS (SUBJECT TO CHANGE)**

### **Governor’s Critical Items on Hand**

- Copy the *Governor’s Critical Items* tab into a new Excel spreadsheet
- Remove the column for “Total Donations Pledged (Includes Delivered)” – this is not shared with the ESF 7 Logistics team
- Ensure that the date and time stamp has been updated
- Email this copy of the *Governor’s Critical Items* tab to \_\_\_\_\_ (find a previous email for the full distro), noting that these numbers should be used for the Donations total included in the Governor’s report.

### **Donations Tracker**

- Sort the *Donations Report* tab in a Custom sort by Status, Warehouse, and then Unit
- Ensure that the date and time stamp has been updated and that all tabs are hidden EXCEPT for the *Donations Report*, *Governor’s Critical Items*, and *DOH Tier 4 Items*
- Email the updated Donations Tracker to the Donations Management team (find a previous email for the full distro), noting that \_\_\_\_\_ should use this file moving forward.

# Attachment 7: Donations Tracker

## Donations Tracker

The Donations Tracker will be maintained by the Donations Management Team. The purpose of the Donations Tracker is to keep a record of what has been received and what is expected. During COVID-19, the Donations Tracker was completed daily using an Excel spreadsheet. The Donations Tracker included the Organization, Unit, Quantity Pledged, Unit Details, Date Available, Status, Units Received, Warehouse, Donation Number, Organization Type, Organization Contact/Role/Contact Information, Type of Donation Offered, Category, Source, and Additional Notes. The donations process and reporting needs changed multiple times during COVID-19 and will most likely do so in future events.

## Donations Report

Below is a copy of the daily Donations Report, as used during COVID-19. This template can be revised, as needed, for future events.

Donations Report (1600hrs on 4/16)										
Health Facilities Infrastructure and Equipment	Total Donations Pledged	Total Donations Received			Total Donations Distributed			Total Donations Available		
	All Warehouses	Menands	Jupiter	Combined Warehouses	Menands	Jupiter	Combined Warehouses	Menands	Jupiter	Combined Warehouses
Ventilators										
BIPAP Systems / Non Invasive Ventilators										
Ventilator Circuit										
Endotracheal Tubes										
Suction Catheters With Tubing										
Nasogastric Tubes										
Oxygen Concentrator										
Basic Diagnostics X-Ray System										
No Touch Thermometers										
Pulse Oximeter, Portable										
Oxygen Tanks										
Nasal prongs										
Laryngoscope										
Ambulatory Bags										
Jackson Reese Circuits										
Complete Personal Protective Equipment										
N-95 Masks										
KN-95 Masks										
Medical Mask										
Exam Gloves										
Gowns										
Coveralls										
Eye/Face Shields										
Goggles										
Boot Covers										
Hair Cover (Bouffant)										
Key Medical Supplies and Consumables										
COVID Swab Test Kits										
Infusion Compound - Lactated Ringer										
Oxygen Face Mask										
Infusion Setup Including Pump										
Biohazard Bags										
Soap, Liquid (1L size)										
Safety Box Needle Disposal										

# **Attachment 8: Volunteer and Donations Management Team Checklist**

## Volunteer and Donations Management Team Checklist

<p>State OEM and DHSES will implement the Volunteer and Donations Management Annex, advise affected local and county governments, assist State agencies and the Federal government through established channels, and notify the volunteer community through the VOAD network.</p>	
<p>State agencies and local governments will play an active role in supporting the community through Volunteer and Donations Management. The role of State agencies and local government will be to leverage any existing warehouse space, personnel, or contracts to support the Volunteer and Donations Management operational needs.</p>	
<p>ACS shall provide leadership and training for community-based volunteers to coordinate the flow of incoming undesignated goods, provide management of a multi-agency warehouse, and supervise local volunteers and other staff in receiving, sorting, packing, and inventorying donated goods and services.</p>	
<p>DHSES will place the Volunteer and Donations Team on stand-by depending on the location, scale, and type of event. The Volunteer and Donations Team Leader may begin to:</p> <ul style="list-style-type: none"> <li>• Establish the short and long-term staffing and support needs for a Volunteer and Donations operation and identify the roles and responsibilities of staff and other assisting agencies that may participate.</li> <li>• Coordinate with assisting agencies to identify warehouse space and staging areas available for donated goods and secure agreements, if necessary.</li> <li>• Search the database and inventories to identify on-hand goods or previous offers that may be useful in this event.</li> <li>• Coordinate with ESF #15 External Affairs to encourage the media to request that goods and services be held locally until further notice.</li> <li>• State OEM may activate an online donations management portal within the State OEM website when the need is determined in coordination with State OEM Executive Staff.</li> <li>• DHSES will initiate an 800 line and phone bank for donated goods and services, as needed.</li> </ul>	
<p>The Volunteer and Donations Team will maintain continuous coordination and communication with all involved and assisting agencies and organizations to ensure a smooth flow of goods and services to stricken areas. Depending on the size and severity of the incident, daily or regular coordination meetings and/or conference calls may be necessary. During a federally declared disaster, the FEMA VOAD Coordinator and FEMA Donations Coordinator should become part of the Volunteer and Donations Coordination Team.</p>	
<p>To the extent practicable, the Volunteer and Donations Team Coordinator will monitor news accounts and confer with the FEMA VOAD and Donations Coordinators and emergency managers in other states to anticipate the number and type of goods that may arrive and divert them to other parts of the state or country, where appropriate. This may require close coordination with ESF #15 External Affairs and issuing of press releases to educate the public about the challenges associated with unsolicited donations.</p>	
<p>The Volunteer and Donations Team will prepare daily status reports that document the issues discussed in the conference calls and tracking the number of truckloads or pallets in and out of the warehouses.</p>	
<p>The Volunteer and Donations Team will maintain records of all purchases, rentals, loans, and agreements to facilitate possible future reimbursement from FEMA.</p>	

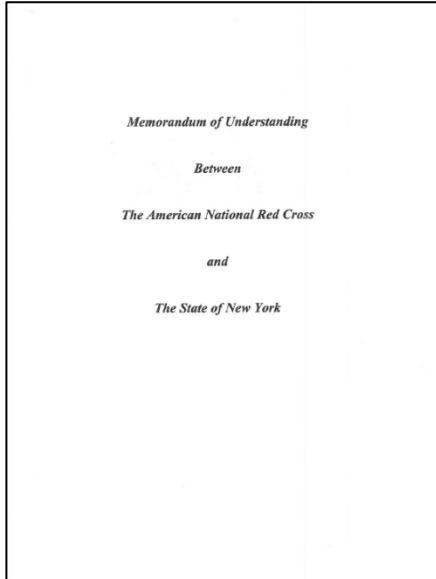
## Attachment 9: Tax Forms

The following Tax forms for donations can be found at the IRS website.

- IRS Form 1040, Itemized Deductions: [2022 Schedule A \(Form 1040\) \(irs.gov\)](#)
- IRS Form 8283, Noncash Charitable Contributions: [Form 8283 \(Rev. November 2022\) \(irs.gov\)](#)

# Attachment 10: Memorandums of Understanding (MOUs)

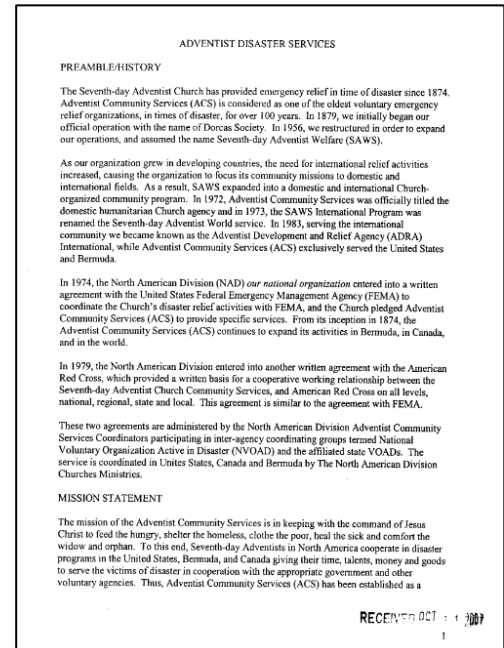
## ARC/NYS MOU



The purpose of the MOU is to define a working relationship between the American National Red Cross and the State of New York and its agencies, through the New York State Office of Emergency Management, in preparing for, responding to, and recovering from certain disaster situations. This MOU provides the broad framework for cooperation between the Red Cross and New York State in rendering assistance and service to victims of disaster, as well as other services for which cooperation may be mutually beneficial.

## Adventist Community Services/NYS MOU

This agreement between the New York State Office of Emergency Management and Adventist Community Services is for the provision of donations management and multi-agency warehouse management during an emergency or disaster in New York State.



MOUs can be found in their entirety in the State OEM Planning Section.