



Regional Catastrophic Earthquake Donations Management Plan

Annex to the San Francisco Bay Area
Regional Emergency Coordination Plan

August 2011

Prepared by:
California Emergency Management Agency



Cities of Oakland, San Francisco, and San Jose
Counties of Alameda, Contra Costa, Marin, Monterey,
Napa, San Benito, San Mateo, Santa Clara, Santa Cruz,
Solano, and Sonoma



FEMA

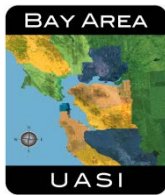
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Regional Emergency Coordination Plan

August 2011

Prepared for:



Bay Area Urban Area
Security Initiative

With support from:



U.S. Department of Homeland Security

This project was supported by the California Emergency Management Agency under FY 07/08 RCPGP #2008-CP-T8-0018, OES ID 075-95017, awarded by the U.S. Department of Homeland Security.

This document was prepared under a grant from the FEMA Grant Programs Directorate, U.S. Department of Homeland Security. Points of view or opinions expressed in this document are those of the authors and do not necessarily represent the official position or policies of the FEMA Grant Programs Directorate or the U.S. Department of Homeland Security.

This plan has been prepared for the Bay Area Urban Area Security Initiative Approval Authority (Approval Authority) on behalf of the counties and cities within the 12-county Bay Area region. The plan describes the general strategy for emergency response to an incident with regional impact. The plan has been prepared in accordance with the standards of the National Incident Management System, the California Standardized Emergency Management System, and other Federal and State requirements and standards for emergency response plans applicable as of the date of the plan's preparation.

The plan provides guidance only; it is intended for use in further development of response capabilities, implementation of training and exercises, and defining the general approach to incident response. The actual response to an incident, whether at the regional, county, or city level, is dependent on:

- The specific conditions of the incident, including the incident type, geographic extent, severity, timing, and duration
- The availability of resources for response at the time of the incident
- Decisions of Incident Commanders and political leadership
- Actions taken by neighboring jurisdictions, the State, and the Federal government

These and other factors may result in unforeseen circumstances, prevent the implementation of plan components, or require actions that are significantly different from those described in the plan. The Approval Authority and its contractors; the counties, cities, and other organizations that have participated in plan development; the State; and the Federal government are not responsible for circumstances related to the implementation of the plan during an incident.

The plan is not applicable outside of the 12-county region that comprises the planning area.

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Foreword

The vulnerability of the San Francisco Bay Area to earthquakes is well known. According to the 2008 Uniform California Earthquake Rupture Forecast, the probability of an **M** 6.7 or greater earthquake in the Bay Area in the next 30 years is 63 percent. An earthquake of this magnitude results in widespread and catastrophic damage.

A catastrophic earthquake in the Bay Area immediately overwhelms local, regional, and State emergency response capabilities. The region needs massive, rapid support from the Federal Government, other local governments in California, other States, and private-sector and voluntary organizations. The effectiveness of the region's response affects the long-term recovery of the region's communities and economy. An effective response is possible only if comprehensive planning has taken place.

The Federal Government is providing funding under the Regional Catastrophic Preparedness Grant Program (RCPGP) to selected metropolitan areas throughout the United States to plan for catastrophic events. The San Francisco Bay Area is one of the metropolitan areas. The Federal Emergency Management Agency (FEMA) is administering the program. The Bay Area Urban Area Security Initiative (UASI) Program is implementing the RCPGP for 12 counties and two cities in the Bay Area. The UASI Program used RCPGP funding to prepare plans in seven functional areas: Debris Removal, Donations Management, Interim Housing, Mass Care and Sheltering, Mass Fatality, Mass Transportation/Evacuation, and Volunteer Management.

This document, the Regional Catastrophic Earthquake Donations Management Plan (Plan), has been prepared under the RCPGP. Donations management is an important component of the response to an earthquake.

This Plan is an annex to the Regional Emergency Coordination Plan, and as such is consistent both with it and the San Francisco Bay Area Catastrophic Earthquake Readiness Response Concept of Operations Plan, prepared by FEMA.

This Plan has been prepared for the Bay Area UASI Approval Authority on behalf of the counties and cities in the 12-county Bay Area region. The Plan describes the general strategy for emergency response to an incident with regional impact. The Plan has been prepared in accordance with the standards of the National Incident Management System, the California Standardized Emergency Management System, the National Response Framework, the Homeland Security Exercise and Evaluation Program, and other Federal and State requirements and standards for emergency response plans that were available and applicable as of the date of the Plan's preparation.

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The Plan is not applicable outside the 12-county region that comprises the planning area.

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Executive Summary

The Regional Catastrophic Earthquake Donations Management Plan (Plan) is a scenario-driven, function-specific operations plan for donations management in the immediate aftermath of a catastrophic earthquake in the San Francisco Bay Area. The Plan is an annex to the San Francisco Bay Area Regional Emergency Coordination Plan and is consistent with the San Francisco Bay Area Earthquake Readiness Response, Concept of Operations Plan, prepared by the Federal Emergency Management Agency (FEMA) and California Emergency Management Agency (Cal EMA).

ES-1 Scope

The Plan:

- Addresses the response to a **M** 7.9 earthquake on the San Andreas Fault
- Applies to the response during the first 60 days after the earthquake
- Applies to the 12 counties in the San Francisco Bay Area region: Alameda, Contra Costa, Marin, Monterey, Napa, San Benito, San Francisco, San Mateo, Santa Clara, Santa Cruz, Solano, and Sonoma
- Describes donations management operations applicable at the regional level for both monetary and in-kind donations
- Acknowledges the importance of collaboration among government, voluntary organizations, and the private sector
- Includes concepts and details that are beyond the role of government but are carried out by nongovernmental organizations (NGOs)

ES-2 Catastrophic Nature of the Earthquake

Threats and hazards resulting from the earthquake include structural and nonstructural damage to buildings and infrastructure, fires, subsidence and loss of soil-bearing capacity, landslides, hazardous materials spills and incidents, dam/levee failure resulting in flooding, and civil disorder. Many residential, commercial, and industrial buildings are rendered uninhabitable. The earthquake affects all regional utilities and transportation networks significantly; large portions of the transportation infrastructure are damaged or destroyed. Utility and water supply damage, even in areas with less extreme structural impacts, compounds the problem of housing people. Most Internet connectivity, telephone lines, and cellular telephone systems are damaged, causing communication difficulties throughout the region.

The earthquake results in:

- More than 400,000 displaced households
- More than 300,000 people seeking shelter
- More than 1 million people who need transportation assistance
- 1.8 million households without potable water

- 7,000 fatalities
- 50 million tons of debris

These impacts trigger an influx of donations, both solicited and unsolicited. Such donations may be monetary or in-kind goods and services. The magnitude of the scenario earthquake requires a donations-management response that engages the following:

- Local, State, and Federal Government agencies
- A broad range of voluntary organizations, including grantmakers, direct service providers, and other nonprofits
- Private-sector businesses and corporations

ES-3 Roles and Responsibilities in Donations Management

Donations management is the responsibility of many local, regional, State, and Federal agencies in collaboration with a number of voluntary organizations and private-sector entities. The responsibilities include assessing the situation; determining needs for both monetary and in-kind donations; determining priorities for allocating donations; establishing and operating mechanisms for receiving and distributing monetary donations; opening, staffing, and operating sites for collecting, storing, and distributing in-kind donations; and developing and disseminating public information regarding donations.

ES-3.1 Local Governments and Operational Areas

Operational Areas are responsible for donations management planning. During a regional emergency or disaster, the Operational Area coordinates activation of the donations management annex to the Operational Area's Emergency Operations Plan. The Operational Area supports the cities and districts in the Operational Area with donations-related requests and issues and serves as the point of contact between local Emergency Operation Centers (EOC) and the Cal EMA regional level for donations management. The Operational Area also communicates and coordinates with Operational Area-level NGOs to support effective donations management in the Operational Area.

ES-3.2 Regional and State Agencies

Cal EMA. Cal EMA is a State agency that functions at both the regional and State levels. It has a memorandum of understanding with CaliforniaVolunteers to coordinate the management of in-kind donations.

At the regional level, Cal EMA's responsibilities in donations management include:

- Coordinating emergency response activities for donations management when Operational Areas in the region activate their EOCs in response to an incident
- Coordinating the regional response to the earthquake, including collection, verification, and evaluation of situation information and, for all resources dispatched through the State, allocating available resources

- Activating a Donations Management Unit in the Regional Emergency Operations Center (REOC), as needed
- Processing information and resource requests among the Operational Areas and between the Operational Areas and the State of California

Cal EMA leads the State-level response by fulfilling these roles and responsibilities:

- Activating a donations management function in the State Operations Center (SOC) when the regional ability to coordinate donations-related activities is exceeded
- Coordinating the implementation of Federal response operations in the region
- Communicating and coordinating with the various NGOs and private-sector organizations involved in donations management at the State level
- Managing the California portal of the National Donations Management Network, a web-based system for matching donors of in-kind goods with recipient organizations

CaliforniaVolunteers. CaliforniaVolunteers is the State's lead agency for the coordination of monetary and in-kind donations during times of disaster. It has, in coordination with Cal EMA, the responsibility for establishing State policy, processes, and procedures for monetary donations to the State. During disasters and emergencies, CaliforniaVolunteers:

- Sends a representative to the REOC, SOC, and/or Joint Field Office, as needed
- Coordinates with the Business and Utilities Operations Center at the SOC or a private-sector liaison at the REOC
- Encourages donors to donate directly to impacted jurisdictions, through direct service providers, grantmakers, Community Foundations, local United Way Chapters, or other charitable organizations active in disaster operations
- Uses its website to facilitate monetary donations to grantmakers and those nonprofit organizations that are providing services to the affected populations and that have signed a Memorandum of Understanding with California Volunteers

ES-3.3 Federal Agency Responsibilities

FEMA is responsible for coordinating Federal resources to supplement the State's resources during a presidentially declared disaster. While the State must assure an effective donations plan is in place, upon request from the State, FEMA can provide donations management expertise, technical assistance, and other resources to State, regional, and local government.

ES-3.4 NGOs

VOAD. Active at local, state, and national levels, Voluntary Organizations Active in Disaster (VOAD) is a network of voluntary organizations, predominantly faith-based,

and government partners that provide a wide variety of disaster-related services. Some VOAD member organizations specialize in certain aspects of donations management, such as Adventist Community Services Disaster Response does with warehousing.

211 Providers. These 24/7 providers of information to the public on social service resources dispense disaster-related information during emergencies. They respond to calls related to donations and, based on information from their local emergency management agency, direct donors on how and where they can donate.

Grantmakers. As grantmaking organizations, community foundations and United Ways possess technical expertise in the collection and disbursement of monetary donations. Many of these institutions grant funds to voluntary organizations for disaster response and recovery.

Food Banks. Food banks collect, store, and distribute donated food year-round for people who are hungry. During disasters, they continue these services to the extent they are able and often expand to accommodate increases in donations and community needs.

CRA. California Resiliency Alliance (CRA) facilitates local partnerships between businesses and government to fill important gaps in all phases of emergency management. CRA works closely with Cal EMA and CaliforniaVolunteers and works with several other private-sector organizations to staff the Business and Utilities Operations Center (BUOC) at the SOC. CRA, along with a representative from the utilities, staffs the BUOC at the REOC.

ES-4 Operational Goals for Donations Management

Three levels of operational goals for donations management were developed as part of the planning process:

- Operational priorities
- Objectives
- Tasks

The operational priorities are the most overarching goals. Objectives were developed to organize the tasks undertaken to reach those goals. Tasks are the steps that must be taken by one of the entities with roles and responsibilities in donations management. The contents of these three levels of response priorities were developed through an iterative process with a number of stakeholders throughout the region.

These operational priorities, objectives, and tasks were developed for three time periods:

- Event (E) to E+72 hours
- E+72 hours to E+14 days
- E+14 days to E+60 days

The operational priorities and objectives for donations management are presented in **Section 4** of the Plan. Objectives and their related tasks are presented in **Section 6** of the Plan (see **Section ES-6**).

ES-5 Donations Management Operations

Section 5 of the Plan describes the activation of the Plan, the organizational structure and donations management components, donations management functions, how the region responds to local donations coordination issues, resources for donations coordination, the transition to long-term recovery, and demobilization.

This section of the Plan provides operational concepts and details for the coordination of both monetary and in-kind donations. In doing so, it explains how the agencies and organizations charged with key roles and responsibilities work together to achieve the operational objectives and priorities. It also clarifies how resources are requested and provided in response to a catastrophic earthquake.

Operational donations management functions discussed in the Plan are communication and coordination, resource management, public information coordination, and information management. While all of these functions are deemed necessary and important, public information looms as extremely significant. Early and frequent dissemination of appropriate public information messages is considered critical for mitigating the most challenging problems and issues that typically arise in regard to donations management.

ES-6 Response Timeline

Table 6-1 in **Section 6** is an extension of the operational objectives described in **Section 4** of the Plan. This table identifies tasks needed to support the time-based objectives. The table also lists the entities with primary and secondary responsibilities for performing the various tasks. The table thus forms a true response timeline for donations management. While the timeline includes tasks to be accomplished by the Region and the personnel at the REOC, it is intended to be much broader in concept and is inclusive of tasks performed at other government levels and by NGOs.

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1 Introduction

The management of donations has been identified as a significant gap in the level of preparedness of many Bay Area jurisdictions and in the region as a whole. Media coverage following a disaster often elicits an outpouring of both monetary and in-kind (non-monetary; this term and others are defined in **Section 1.3.4** and in **Appendix A**). Donations from individuals, service clubs, congregations, community organizations, small businesses, and large corporations are often on a scale that can overwhelm those receiving the donations. Given their limited resources to address this complex issue, government agencies rely on partnerships with a wide range of voluntary, community- and faith-based, grantmaking, and other types of organizations that play key roles in donations management. Collaborative donations management planning at all levels helps to minimize the challenges and maximize the value of disaster donations to a community.

1.1 Purpose and Audience

The Regional Catastrophic Earthquake Donations Management Plan (Plan) is a scenario-driven, function-specific operations plan for the 12-county Bay Area planning region that describes the actions of and coordination among government agencies and nongovernmental organizations (NGOs) for managing donations in the aftermath of a catastrophic earthquake on the San Andreas Fault.

Effective donations management after a catastrophic event requires close cooperation among government and NGOs, particularly with regard to monetary donations, the management of which is not usually the role of government. Furthermore, existing practices for managing donations are less well developed than practices for other response activities.

The audience for this Plan is therefore not limited to government agencies but rather includes representatives from the private sector and voluntary organizations. For these reasons, the Plan includes some concepts and details that are beyond the role of government, and much of the content here pertains to organizations in those sectors. This content should not be considered prescriptive for those NGOs; instead, it should be read as descriptive because it is intended to connect the government's activities with the autonomous and independent activities of its nongovernmental collaborators.

One intention of this Plan is to illustrate the coordination and collaboration/cooperation among these sectors that is necessary for effective donations management. NGOs maintain their own internal processes and operating principles, and nothing in this Plan is intended to convey that government agencies at any level take over or direct these independent NGOs.

The Plan is a guide for the coordination of in-kind and monetary donations for the benefit of those affected by the disaster. Because the needs, organizations involved, and operational details of in-kind and monetary donations are so different from each

other, this Plan often treats these two types of donations in separate, parallel sections. It provides donations-related details for:

- Managing, allocating, and tracking monetary donations in the Bay Area region
- Receiving, managing, warehousing, distributing, and tracking of in-kind donations in the Bay Area region
- Applying the Standardized Emergency Management System (SEMS), the National Incident Management Systems (NIMS), and the Incident Command System for donations management operations
- Coordinating local, regional, State, Federal, private-sector, and NGO organizations that have a role in donations management

As an event-specific annex to the Regional Emergency Coordination Plan (RECP), the Plan is intended for:

- The personnel responsible for implementing the RECP, including emergency managers and Regional Emergency Operations Center (REOC) personnel
- The agencies, departments, and organizations responsible for implementing donations management operations in the region

Finally, this document was developed as an incident-specific plan, and the details presented pertain to a catastrophic earthquake. However, the Plan can be readily scaled to smaller earthquakes or to non-seismic disasters such as fires or floods. Where appropriate, this Plan includes suggestions for ways to adapt the Plan to smaller or other types of events.

1.2 Objectives

The objectives of the Plan are to:

- Define planning assumptions for donations management based on projected catastrophic impacts of the earthquake
- Identify and describe the donations-related roles and responsibilities of agencies and organizations
- Describe the resources that are required and those that may be available for donations management operations
- Describe the mechanisms for integrating State and Federal resources into donations management operations in the region
- Identify recommended time-based priorities and objectives to guide response operations
- Establish a response timeline for individual tasks in donations management operations

1.3 Scope and Definitions

The Plan pertains to donations management operations in the 12-county Bay Area Urban Area Security Initiative (UASI) planning region, which is defined and discussed below and is shown on **Map B-1** in **Appendix B**. The Plan addresses the

broader regional-level response to the disaster and focuses on the interactions between the State and the Operational Areas that compose the region.

1.3.1 Nature and Duration of the Scenario Event

As described in the National Response Framework, a catastrophic event is any natural or human-caused incident that results in an extraordinary level of casualties, damage, or disruption that severely affects the population, infrastructure, environment, economy, morale, and government functions of the area in question and potentially the Nation as a whole.

The scenario used in the development of this Plan is a moment magnitude (**M**) 7.9 earthquake on the northern segment of the San Andreas Fault (see **Map B-2** and **Map B-3** in **Appendix B**). The impacts from the earthquake are catastrophic, as shown on **Map B-4** and **Map B-5** in **Appendix B**. Although the shaking from an earthquake and the aftershocks lasts only seconds or minutes, recovery can take several years. See **Section 2** and **Appendix C** for more information about the scenario event.

1.3.2 Geographic Scope

The earthquake has a catastrophic impact on the Bay Area region. The Plan includes the following 12 counties:

- Alameda County
- Contra Costa County
- Marin County
- Monterey County
- Napa County
- San Benito County
- San Francisco County
- San Mateo County
- Santa Clara County
- Santa Cruz County
- Solano County
- Sonoma County

Impacts to these jurisdictions affect local, regional, State, and Federal response and recovery decisions. These counties have direct and significant short- and long-term impacts due to the disruption of critical infrastructure systems. Counties adjacent to the region, such as Mendocino, Sacramento, San Joaquin, and Stanislaus, may be affected directly by damage or indirectly by evacuations and other response actions, but these counties are not included in this Plan.

1.3.3 Time Frame

The time frame for the Plan begins with the occurrence of the earthquake and ends 60 days after the earthquake. The planning periods, or phases, are presented in hours and days after the event (E). The Plan does not address preparedness activities that may occur before the earthquake or long-term activities that occur after 60 days. However, it does provide guidance for and initial steps in planning the transition to long-term recovery activities.

1.3.4 Definitions of Key Terms

The term “donations,” as used in this Plan, refers to all donations, both monetary and in-kind. “Monetary donations” are financial contributions from donors designated for disaster response, relief, and recovery. “In-kind donations”¹ include all non-monetary donations intended for disaster response, relief, and recovery. “Donated goods” may be bulk goods, which are generally new and most useful, or they may be non-bulk, which are generally used goods donated by individuals. “Donated services” include professional services, use of facilities and real estate, and loaned equipment or vehicles.

For the purposes of this Plan, government-owned resources—including funding, personnel, facilities, or vehicles—and government-operated programs or systems are not considered donations. Government resources do play a role in supporting donations management operations and are discussed in **Section 5** of this Plan.

The term “NGO” is used as a categorical term for any organization that is external to government. NGOs can be further divided into two categories: the private sector, with its corporations, businesses, and utilities; and the nonprofit or voluntary sector, with its community-based organizations (CBOs), faith-based organizations (FBOs), grantmakers, and others. The term “grantmakers” is used to represent community foundations, corporate foundations, and other philanthropic organizations that disburse funds primarily to voluntary organizations.

The term “service providers” (or “direct service providers”) refers to a subset of voluntary-sector organizations that may include CBOs, FBOs, and others. The service providers are those 501(c)(3) organizations that provide disaster services to clients in the affected area. These are individual agencies at the local level that provide specific services directly to their clients or consumers. They may provide direct services during the response phase of a disaster such as care and shelter, feeding, and assistance to first responders. They also often continue to provide services into the recovery phase, after government assistance is exhausted.

Donated items that are new or of high quality but that are not distributed to people or organizations are termed “unused goods.” The packaging and other trash generated from bulk donations, as well as used goods that are not clean or safe enough for

¹ Sometimes referred to as “donated goods and services”

distribution, are referred to as “material waste” or simply “waste.” **Appendix A** includes a glossary of these and other terms.

1.4 Applicability

As an incident-specific and function-specific annex to the RECP, this Plan is consistent with that plan as well as with the 2008 San Francisco Bay Area Catastrophic Earthquake Readiness Response Concept of Operations Plan, prepared by the Federal Emergency Management Agency (FEMA).

1.5 Meeting Access and Functional Needs

In a catastrophic event, it is expected that both goods and services are needed to address and meet various access and functional needs, particularly as they relate to mass care and shelter and mass transportation/evacuation services.

Durable medical equipment such as wheelchairs, walkers, raised toilet seats, accessible cots, and consumable supplies such as hearing-aid batteries and drinking straws, to name a few, are needed.

This Plan serves as a way for local, county, and State government and communities to share information about identified needs and about donated resources that can be matched to meet the range of functional needs present after an emergency or disaster occurs.

Any technology and intake, collection, distribution, and referral systems used should be reviewed for accessibility to ensure that both users and consumers with functional needs can be accommodated.

1.6 Authorities, Regulations, and Requirements

The following local, State, and Federal authorities, regulations, and requirements apply to the preparation of this Plan and to donations management operations that are conducted in the response to a catastrophic earthquake.

1.6.1 Local

Typically, cities and counties do not have ordinances requiring them to be involved in donations management. However, local governments, including cities and counties, generally have primary responsibility for the public health and safety of their residents after disasters of any type. Because donations are being made to assist their residents, local governments sometimes assume the responsibility to work with organizations to make donations available for use by survivors.

Local authorities for emergency response are described in each county’s and city’s Emergency Operations Plan (EOP).

1.6.2 State

As described in the RECP, emergency response operations are conducted in accordance with the:

- California Emergency Services Act (Government Code §§ 8550–8668)
- California Disaster Assistance Act (Government Code §§ 8680–8692), including recent amendments under Assembly Bill 903 (Chapter 400, Statutes of 2007–2008) that allow for provisions to reimburse private nonprofits for extraordinary expenses related to disaster responses in coordination with appropriate public partners
- Emergency Management Assistance Compact (EMAC)
- California Code of Regulations, Title 19, Division 2, which includes SEMS, public assistance and individual assistance
- Governor’s Executive Order S-02-08 establishing California Volunteers as the lead agency under the California Emergency Services Act for the coordination of monetary and in-kind donations during times of disaster, in cooperation with the Office of Emergency Services, February 2008
- California State Emergency Plan (SEP)
- RECP, Cal EMA Coastal Region, March 2008
- Cal EMA’s guidance on the State’s programs in public and individual assistance²

1.6.3 Federal

Federal operations in support of local and State governments are governed by the following:

- Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988 (42 United States Code §§ 5121–5206, 2008)
- National Response Framework (NRF), its Catastrophic Incident Supplement and relevant annexes, including the Catastrophic Incident Annex³
- NIMS

Additional function-specific authorities, regulations, requirements, and guidance documents are:

- Volunteer and Donations Management Support Annex, NRF
- Code of Federal Regulations, Title 44, which defines the roles of FEMA and the U.S. Department of Homeland Security (DHS)
- FEMA guidance on Public Assistance and Individual Assistance programs⁴

² California’s disaster-related assistance programs are described at <http://www.oes.ca.gov/webpage/oeswebsite.nsf/content/f51600CEC1269c8388257350005375a5?opendocument>

³ Federal Emergency Management Agency (FEMA). 2008. National Response Framework—Catastrophic Incident Annex (NRF-CIA). November.

Federal Emergency Management Agency (FEMA). 2008. National Response Framework—Catastrophic Incident Supplement (NRF-CIS). November.

1.7 Plan Organization

Section 1 provides the scope and applicability of the Plan and the authorities, regulations, and requirements that provide the foundation for the operations that are discussed in the Plan.

Section 2 contains a description of the scenario event and its projected impacts and the assumptions underlying both the scenario event and the response to it.

Section 3 describes the roles and responsibilities of the local, regional, State, and Federal response agencies.

Section 4 contains a list of the time-based operational priorities and objectives for the response, sorted into three time periods following the earthquake.

Section 5 describes operations, which include the response coordination system and the operational components of the in-kind donations management and monetary donations management operations.

Section 6 contains a response timeline for the donations management component of the response. More specifically, the timeline presents the individual tasks necessary to achieve the objectives and priorities laid out in **Section 3**.

Section 7 describes how the Plan is maintained, updated, and exercised.

Appendix A is a glossary of acronyms, abbreviations, and key terms.

Appendix B contains the maps that are referenced in the Plan.

Appendix C provides scenario and assumptions details.

Appendix D contains checklists for activities to be undertaken by key staff at the REOC.

Appendix E provides public information tools and samples, including templates for press releases and public service announcements for various media.

Appendix F presents guidance and tips for effective use of a current donations management technology.

Appendix G is an excerpt about Emergency Public Information from the California Emergency Management Agency (Cal EMA) Joint Information Center (JIC) Plan.

Appendix H provides regulatory language and guidance associated with those portions of the California Disaster Assistance Act that offer potential reimbursement to qualified private nonprofit organizations for extraordinary costs incurred while providing services in a State-proclaimed disaster.

⁴ Information on FEMA's Individual Assistance and Public Assistance programs is available in two locations:
<http://www.fema.gov/individual/grant.shtm> <http://www.fema.gov/government/grant/pa/index.shtm>

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2 Situation and Assumptions

This section contains a description of those aspects of the scenario earthquake and its projected impacts that pertain specifically to donations management. The scenario earthquake for this Plan is the same as that developed for and used in previous Regional Catastrophic Preparedness Grant Program (RCPGP)-funded planning efforts at the local and regional levels.

The full description of the scenario earthquake and additional general planning assumptions are presented in **Appendix C**. The scenario earthquake is a recurrence of the 1906 earthquake on the northern segment of the San Andreas Fault. The basis for the scenario is a Hazards U.S. (HAZUS)⁵ model run and analysis, the details of which are also presented in **Appendix C**.

2.1 Catastrophic Nature of the Earthquake

Threats and hazards resulting from the earthquake include structural and nonstructural damage to buildings and infrastructure, fires, subsidence and loss of soil-bearing capacity, landslides, hazardous materials spills and incidents, dam/levee failure resulting in flooding, and civil disorder. Many residential, commercial, and industrial buildings are rendered uninhabitable. The earthquake affects all regional utilities and transportation networks significantly; large portions of the transportation infrastructure are damaged or destroyed. Utility and water supply damage, even in areas with less extreme structural impacts, compounds the problem of housing people. Most Internet connectivity, telephone lines, and cellular telephone systems are damaged, causing communication difficulties throughout the region.

The earthquake results in:

- Approximately 400,000 displaced households
- More than 300,000 people seeking shelter
- More than 1 million people who need transportation assistance
- 1.8 million households without potable water
- 7,000 fatalities
- 50 million tons of debris

2.2 Assumptions Regarding Donations

These impacts trigger an influx of donations, both solicited and unsolicited. Such donations may be monetary or goods and services. The magnitude of the scenario earthquake requires a donations management response that engages multiple local and State government agencies, Federal agencies, and a range of NGOs, including

⁵ HAZUS is a loss-estimation software program developed by the National Institute of Building Sciences (NIBS) for FEMA. The version used for this analysis (HAZUS-MH MR3) was developed by NIBS in 2003.

private corporations and national and local voluntary organizations. To facilitate cooperation and coordination among governmental organizations and NGOs for effective receipt, integration, tracking, management, and distribution of all of these types of donations, other assumptions must be made. The assumptions that pertain most specifically to donations are summarized below.

2.2.1 Need for Donated Money, Goods, and Services

The demand for financial support, donated goods, and services is derived from a number of different types of affected population categories, including:

1. Local residents whose homes are destroyed or damaged and who are adversely affected by damaged infrastructure, utilities, and public services. Those who do not leave the area may stay with a friend or family member, in a formal shelter, in a mega-shelter, or in a spontaneous (informal) shelter. To the extent these facilities have resource shortages, there is a need for assistance, much of which comes from donations.
2. Many of the several hundred thousand commuters, tourists, and other visitors who are in the affected counties are stranded from their usual sources of support and need similar forms of assistance.
3. People with access and functional needs who are affected by the disaster; focused attention is required to meet their needs.
4. Many people arriving at shelters who have pets, companion animals, or service animals with them. Donated funds and goods are directed to animal-protection organizations to meet the needs of these animals and their owners.

In addition to people's immediate needs, donations needed over the longer term and possibly well into recovery include:

1. Materials and equipment for clean-up, repair, and rebuilding
2. Goods and services for medical care and public health
3. Case management, technical services, information and support services, and other forms of volunteered expertise

Service providers also need donated goods and funds. Generally these donations are used by providers to assist survivors directly and to sustain the providers' ability to provide disaster services.

2.2.2 Donors

1. Donors may be individuals; local, regional, national, and international organizations; corporations; foundations; or foreign entities.
2. Media coverage following an event elicits an outpouring of volunteers and both monetary and in-kind donations.
3. This coverage may convey the often inaccurate message that donations of goods are needed and easily accepted.

4. Donors may want to designate their donation for a specific local group or organization or may want to know which organization or people received their donation; this desire is difficult for many organizations to accommodate.
5. Donors want to be assured that a majority of their donation is reaching those affected by the disaster in a timely fashion and as intended; they want the accepting organization to be reputable and transparent about how funds are used.
6. Donors may have questions about what is specifically needed in the disaster area, how they should transport their donation to the area, or if there is someone who can transport it for them.

2.2.3 Monetary Donations

1. Monetary donations are preferred over in-kind donations by charitable organizations and other assistance or support groups because they can be applied in a more flexible, expedient, and coordinated manner.
2. Individuals make monetary donations via call centers, online systems, text messaging, and in person.
3. Donations typically go to one or more of several well-known national or international organizations; smaller, less well-known organizations may have difficulty attracting donations.
4. Though it is not the intent of any State agency to solicit monetary donations, there may be cases (e.g., an international NGO) where financial donations are made directly to the government.
5. Monetary donations are in the form of cash, checks, credit card payments, gift cards, and prepaid credit or debit cards, some of which may be paid for online or through text messages or other smart-phone-enabled systems.
6. Within 72 hours, major NGOs launch national media campaigns to solicit monetary donations.
7. Many organizations act independently to solicit donations.
8. Some fraudulent attempts to solicit donations will be made.
9. Some donors attempt to designate their funds to be expended in a specific location or for a specific type of assistance; it may not be possible or feasible to honor all such designations.
10. The need for monetary donations continues well into the long-term recovery phase.
11. Unmet needs are identified after other resources are exhausted and after the actual donations have ceased.
12. Processing donated funds requires a portion of the limited time of available personnel.
13. Administrative costs vary based on the amount of the donation and size of the disaster; in this large event, these costs are likely to be large.

2.2.4 In-Kind Donations

1. Businesses and other organizations contribute new goods, including palletized water, canned food, cleaning and building materials, and other useful bulk goods.
2. Individuals donate used goods, including clothing, blankets, sleeping bags, household items, toys, food, water, and other items.
3. Individuals also donate new goods like those above, though less commonly.
4. Many of these individual donations are unsolicited and spontaneous, which leads to confusion, inefficiencies, and waste.
5. Many spontaneous donations arrive unsorted and with minimal packaging or markings.
6. Many needs for in-kind donations also continue into the long-term recovery phase.
7. Donations may not correspond to the needs of the individuals or the community affected by the earthquake.
8. Material donations overwhelm donations centers due to media focus on those locations.
9. Some businesses donate large quantities of unwanted inventory, whether or not those goods are useful, as a way to cheaply reduce their stockpiles.
10. Piles of donations begin to appear at undesignated reception sites, causing some disruption to other relief activities occurring there.

2.2.5 Response Organizations and Capabilities

1. After the scenario earthquake, donations management at the local level is coordinated by Operational Areas and NGOs working cooperatively with assistance from the Region as requested; the State's response is led by State emergency management officials and NGOs working cooperatively with support from the Federal Government.
2. In smaller events, local governments and Operational Areas may respond independently or be assisted by the Region or the State, depending on the extent of damage.
3. Similarly, in small events, local NGOs may operate independently or be assisted by their own State or national organization, depending on the extent of damage.
4. Local governments desire to coordinate donations management efforts with NGOs in both the nonprofit and the private sectors.
5. Local jurisdictions vary in their plans regarding operating a system to receive, process, and distribute donations to affected people.
6. Donations may also be needed in areas outside of the impact area, where those displaced by the earthquake have taken shelter.
7. Agencies and organizations providing assistance to people affected by the disaster are likely to have resource shortfalls—including gaps in finances, staff availability, transportation, or other issues.

8. These agencies and organizations may need donated money, goods, and services in order to serve their clients.
9. NGOs—including CBOs, FBOs, and members of groups like Voluntary Organizations Active in Disaster (VOAD) that have handled donations in the past—are involved again, particularly in the long-term recovery phase.
10. Other CBOs and FBOs, civic clubs, and businesses, such as restaurants, respond spontaneously.
11. Donated goods require significant attention. Resources are donated immediately following the event; if they are not promptly and appropriately managed, attention to this activity diverts resources from service delivery.
12. There are insufficient personnel resources to sort, clean, fix, discard, store, and/or transport donations to those in need.
13. The number of warehouses and centers available to conduct donations and volunteer operations is not adequate.
14. The governmental response relies on NGOs that are experienced in managing donations and that can receive, process, and distribute goods and services to individuals affected by the disaster.
15. Local and regional grantmakers allocate financial resources and some also solicit and collect resources to distribute.
16. Foundations seek to coordinate with each other and local structures.
17. Inexperienced and inadequately organized donations centers and volunteer organizations cause confusion and waste resources.
18. Movement of donated goods into the affected area is significantly affected by damage to transportation and infrastructure, removal of debris, requirements for inspections, and closures associated with repairs.
19. State control over traffic traveling to the disaster area affects vehicles shipping donated goods.

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3 Roles and Responsibilities

This section discusses the roles and responsibilities of the government agencies and the NGOs that are involved in donations management. The sections are organized by SEMS levels, and all information flows and resource requests discussed here follow SEMS.

3.1 Operational Area Level

3.1.1 Operational Areas/EOCs

An Operational Area manages and/or coordinates information, resources, and priorities among local governments in the Operational Area. Through its Emergency Operations Center (EOC), it serves as the coordination and communication link between the local government level and the Cal EMA Regional level. During a regional emergency or disaster, the Operational Area coordinates the following Operational Area-level donations management activities:

- Activating the Donations Management Annex to the Operational Area's EOP
- Activating the Operational Area Donations Coordination Team (DCT) or teams, according to local plans, if needed
- Serving as the point of contact between local government EOCs and the Cal EMA Regional level for donations management
- Communicating and coordinating with cities, districts, other local government structures, NGOs, and other partner organizations to support effective donations management in the Operational Area
- Requesting, brokering, and tracking resources in support of donations management in the Operational Area
- Collecting, compiling, and sharing donations management data
- Maintaining consistent public messaging regarding donations through coordination with the public information function, including the JIC, if activated

3.1.2 Local VOADs

In many counties, local VOADs play a key role in communication and coordination with their voluntary organization members and government partners before, during, and after an incident, particularly in their respective Operational Areas. Local VOAD members often include organizations or agencies with expertise in some aspect of donations management, such as The Salvation Army, the American Red Cross (ARC), Adventist Community Services, food banks, and 211 providers. In an emergency, the local VOAD may convene a meeting of its members as well as other voluntary relief organizations and local government partners to address a number of disaster-related issues, including donations. In many jurisdictions, the local VOAD provides a voluntary-sector liaison to the Operational Area EOC. The local VOAD

members may also provide technical assistance for startup and maintenance of a long-term recovery organization.

In some communities, local organizations that are similar to VOAD may use different names, such as Community Organizations Active in Disaster, Collaborating Agencies Responding to Disaster, and others. Of these organizations that are differently named, some have identified themselves as local VOADs and that they are affiliated with Northern California VOAD (NorCal VOAD); others have not.

3.1.3 Grantmakers

All counties in the region are served by a community foundation; some counties are also served by a local United Way. As grantmakers, community foundations and United Ways bring a wealth of knowledge about local CBOs and possess technical expertise and credibility in the community to manage the collection and disbursement of monetary donations on a daily basis and in times of disaster.

After a disaster, many of these community foundations and local United Ways grant funds for response or recovery efforts to a variety of organizations, including local direct service providers, nonprofit organizations representing a collaboration of direct service providers, or affinity groups serving the needs of the affected populations. The State refers disaster-related monetary donors to designated community foundations and United Ways serving the disaster-impacted areas for the purpose of short- and long-term recovery.

A representative of a grantmaking organization, operating on behalf of the larger philanthropic community, is encouraged to send a representative to the REOC to support regional coordination and communication during a catastrophic or large-scale disaster.

3.1.4 Food Banks

There are nine food banks serving the region covered by this Plan. All of these food banks are members of California Association of Food Banks, which provides them with millions of pounds of fruits and vegetables annually as well as other member services. The day-to-day role of food banks is to provide donated food for people who are hungry. Distribution is done through a large number of organizations and programs that include neighborhood food pantries, soup kitchens, senior centers, homeless shelters, and youth programs.

After disasters, these services continue to the extent the food banks can maintain them and further increase services to include those newly in need. Food banks in the disaster area typically see a huge growth in clientele as well as a vast increase in the amount of donated food. In past disasters, when a food bank has been severely impacted, other food banks have stepped up to assist. Five of the food banks in the region are developing an agreement that clarifies how they can support one another in response to a local or regional disaster.

3.2 Regional and State Level

3.2.1 Cal EMA

Coastal Region level. The regional staff of Cal EMA oversees Region II of the Mutual Aid System and the Coastal Administrative Region in the State. When activated, the Cal EMA regional staff works at the Coastal REOC to coordinate the emergency activities of State agencies in the region and uses the resources of those agencies to fulfill mission requests and to support emergency operations. The Region coordinates mutual aid and other assistance among Operational Areas, as needed. The Region also coordinates overall State agency support for emergency response activities in the region. The primary role of the Region is the coordination of information and resources throughout the region. The regional-level Cal EMA also coordinates with the State-level functions at the State Operations Center (SOC). In the event the Coastal REOC is not functional, the State Executive Duty Officer at the SOC works with the regional Duty Officer to ensure the continuity of the regional-level functions at the SOC or elsewhere.

State level. The State-level function of Cal EMA typically is managed from the SOC, which is located at Cal EMA headquarters in Mather. When activated, the State level of Cal EMA supports the regional staff at the activated REOC, coordinates the emergency activities of State agencies, and coordinates mutual aid at the State level.

The State level of Cal EMA provides the primary point of contact among the State, FEMA, and Federal agencies and, through the EMAC, other states. If dictated by the magnitude and duration of an event, regional and State support of emergency activities may transition to a Joint Field Office (JFO) in order to coordinate operations with FEMA and other Federal agencies. The SOC may activate the Business and Utilities Operation Center (BUOC) to facilitate coordination with private-sector partners, including on resource issues.

The State and the Region may assist local entities in the opening and staffing of one or more Local Assistance Centers (LACs) or coordinate with FEMA on opening a Disaster Recovery Center (DRC) in areas where a full-operation LAC may not be needed. LACs or DRCs are places where needs for donations can be identified.

Under a memorandum of understanding (MOU) with CaliforniaVolunteers (see **Section 3.2.2**), Cal EMA is responsible for coordinating the management of in-kind donations. Cal EMA serves as the State administrator for the National Donations Management Network (NDMN), a web-based solution that facilitates the matching of resources to needs. More information on NDMN is in **Section 5.10.3**. To facilitate these roles, the Cal EMA website has a link to the CaliforniaVolunteers website for monetary donations. For in-kind donations, the Cal EMA website has a link to NDMN itself.

Finally, Cal EMA coordinates post-disaster assistance for individuals, households, businesses, and farmers; it also administers a program for public entities.

3.2.2 CaliforniaVolunteers

Governor's Executive Order S-02-08 identifies CaliforniaVolunteers as the lead agency for the coordination of donations during times of disaster.

CaliforniaVolunteers thus has the overarching responsibility, in coordination with Cal EMA, to establish State policy, processes, and procedures for monetary donations to the State. These responsibilities are incorporated in the SEP in the Volunteer and Donations Management Emergency Function (EF 17). Specifically, CaliforniaVolunteers manages monetary donations and Cal EMA manages in-kind donations.

The Secretary of Service and Volunteering or designee will activate the State Disaster Monetary Donations Strategy upon a Governor's State of Emergency Proclamation. CaliforniaVolunteers may send a representative to the REOC, SOC, or the JFO as needed. Also depending on need, this representative or an additional one may be sent to the activated BUOC in the SOC to coordinate with CaliforniaVolunteers' Business Partners Program members.

CaliforniaVolunteers will provide on its website a list of direct service providers, nonprofit organizations that supply direct relief and assistance in the event of an emergency in the form of short-term response or long-term assistance, grantmaking organizations, such as Community Foundations or United Way Chapters, and other charitable organizations serving the affected populations. These organizations will have met certain designated criteria and signed a Memorandum of Understanding with CaliforniaVolunteers. A link will be also provided to the Cal EMA website for disaster-related information.

3.2.3 NorCal VOAD

NorCal VOAD is a membership organization of voluntary organizations (predominantly FBOs) that provide a wide variety of disaster-related services. Its service area encompasses 48 of California's counties, excluding only the ten southernmost counties, which are affiliated with Southern California VOAD. Among NorCal VOAD members are organizations with key roles in donations management. These include Adventist Community Services Disaster Response, The Salvation Army, the ARC, 211 providers, and others. Other members of NorCal VOAD include local VOADs, which are predominantly county-based. NorCal VOAD also coordinates closely with regional, State, and Federal government agencies in all phases of the disaster cycle.

In an emergency, NorCal VOAD initiates and maintains communication with its members and with regional and State agencies. Upon request, NorCal VOAD sends a representative to the REOC to help staff the Donations Management Unit (DMU) in the Logistics section. NorCal VOAD may also send a representative to the SOC. NorCal VOAD's actions may include convening meetings of its members and partners to support response and recovery; serving as an information conduit regarding services rendered by its members; supporting local VOADs; responding to

requests for information and resources; and providing technical assistance for startup and maintenance of long-term recovery organizations in affected areas.

3.2.4 Bay Area 211 Partners

Bay Area 211 Partners is a consortium of 211 providers serving the following counties in the region: Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Santa Cruz, Solano, and Sonoma. The Partners are 211 Santa Clara County, Contra Costa Crisis Center, Eden Information and Referral, Sonoma/Mendocino 211, and United Way of the Bay Area. **Map B-6 in Appendix B** shows 211 providers in each county of the region. An easy-to-remember toll-free telephone number, 211 connects callers with local community services such as food, shelter, counseling, employment assistance, child care, and more. The 211 service is confidential and available 24 hours a day in more than 150 languages. During a disaster, 211 provides critical information about evacuation routes, food, shelter, and support with finding new jobs and permanent housing during long-term recovery. It also provides callers with pertinent information about where donations may be directed.

Each 211 provider in Bay Area 211 Partners already has or is developing an MOU or working agreement with its respective county emergency management agency to ensure access to critical information that enables 211 to provide timely and accurate information to callers at the time of a disaster. When such agreements are in place, 211 is positioned to play a critical region-wide role in donations management, providing the most current information to callers on what donated items are needed and not needed and describing cash donations as the best way to help.

Members of Bay Area 211 Partners participate in the JIC to ensure they have the most up-to-date information on donations and other disaster-related topics. In addition and upon request, Bay Area 211 Partners sends a representative to the REOC.

There is an additional 211 provider in the region covered by this Plan: United Way Monterey County. Its operation is consistent with the general description given above for 211.

3.2.5 CRA

The California Resiliency Alliance (CRA) is a 501(c)(3) nonprofit organization. It facilitates local partnerships among businesses and government to fill important gaps in all phases of emergency management. It works closely with Cal EMA, CaliforniaVolunteers, and other State agencies as well as with its business and trade association members.

Upon request from Cal EMA, the CRA reports to the BUOC at the SOC and/or the REOC. Currently, six Operational Areas in the region may request private-sector liaisons from the CRA; Business Recovery Managers Association; Association of Contingency Planners, Bay Area Chapter; Bay Area Response Coalition; and the

Building Owners and Managers Association, San Francisco Chapter. When activated for these EOCs, private-sector liaisons assist by communicating information to and from these business networks and providing access to private-sector resources.

The CRA is encouraging regional businesses to pre-register resources in its CRA Disaster Asset Registry (CRADAR), which is built on the same web-enabled software and database platform as NDMN. When available and as appropriate, resources registered on CRADAR are intended for use by government agencies and voluntary organizations that may need them.

3.3 Federal Level

3.3.1 Federal Government

The Federal Government supports tribal and State government efforts to manage unsolicited donated goods. The DHS and FEMA, one of the agencies in DHS, are the lead agencies for most disaster-response efforts. Requests for support under the Volunteer and Donations Management Support Annex (to the NRF) from local, tribal, State, and Federal authorities are generally coordinated through the Regional Response Coordination Center (RRCC) or the JFO. Depending on the situation, however, coordination may occur at the National Response Coordination Center (NRCC). DHS/FEMA provides donations management support to the NRCC, RRCC, and JFO to assist the State, as required.

3.3.2 DHS/FEMA and Cooperating Agencies

DHS/FEMA provides support to affected local, tribal, and State governments.

Headquarters level. When requested by the SOC, DHS/FEMA, in conjunction with the RRCC and/or JFO, provides communications support as needed, including rapid communications with key agencies and organizations, media relations support, support in activation of the web-based donations-matching software, and, in catastrophic circumstances, the possible activation of a national call center. The NRCC activates its Volunteers/Donations Desk, and DHS/FEMA activates a Volunteers/Donations Coordination Team to address high-level corporate and other offers; provide technical assistance to other agencies in regard to offers and processing of goods and services from the private sector; and designate a headquarters-level point of contact to coordinate identification of needs and resources.

FEMA Region IX level. DHS/FEMA assists the State in the following ways:

- Coordinates with the State on its specific needs and requests
- Designates an RRCC point of contact
- Designates a point of contact in regional and field offices for the coordination of information regarding significant needs for donations and provides such information to the headquarters-level point of contact

- Assists the State Donations Unit leader, as needed, with:
 - Assessing the on-the-ground situation
 - Setting up a Donations Coordination Center and a donations hotline
 - Ensuring that appropriate donations receiving and distribution facilities are established and operating effectively
 - Coordinating with the JIC on public service announcements, press releases, and other media-related support
 - Coordinating with appropriate DHS/FEMA divisions/offices, the Corporation for National and Community Service, National VOAD (NVOAD) leadership, other Federal agencies, and stakeholders as necessary
 - Preparing input for situation reports, briefings, and VIP visits, as necessary
 - Providing support to voluntary groups in documentation of activities, in accordance with the NRF6

In addition, DHS/FEMA, in consultation with the State, may open one or more Disaster Recovery Centers (DRCs). A DRC is a readily accessible facility or mobile office where applicants may go for information about disaster assistance programs, including those pertaining to donations. Some of the other services that a DRC provides include giving guidance on housing assistance services, clarifying written correspondence received, helping with applications for assistance, and distributing information about the status of submitted applications.

3.3.3 NVOAD

NVOAD is the forum where organizations share knowledge and resources throughout the disaster cycle—preparation, response, and recovery—to help disaster survivors and their communities. Its national members are predominantly faith-based but also include the ARC and other voluntary organizations. NVOAD is the umbrella organization for State and territory VOADs (all 50 States have a state VOAD except California, which has two). NVOAD partners with several agencies and organizations, including FEMA, the American Logistics Aid Association, and the UPS Foundation. NVOAD hosts the national Donations Management Committee, among others. At the time of a major disaster, NVOAD typically convenes daily conference calls to bring the key players together for information-sharing and resource coordination.

⁶ National Response Framework Volunteer and Donations Management Support Annex, January 2008

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4 Priorities and Objectives

This section outlines:

- Operational priorities for donations management
- Objectives that support each of those priorities

4.1 Overview of Priorities and Objectives

In general, the response priorities with regard to donations management involve determining the needs of people affected by the disaster; efficiently informing the media and potential donors about those needs; receiving, processing, distributing, and tracking donated funds, goods, and services; and discouraging the donation of unneeded items. The detailed, time-based priorities and objectives discussed below serve to support these larger goals.

Because this is a regional Plan, the list of the priorities and objectives focuses on the 12-county planning region and is written from a regional point of view. However, it contains much information about the overall response and is not limited to the specific duties of any particular agency or entity.

Many of the priorities or objectives involve interactions among government and NGOs. In these cases, the intent is to illustrate the coordination and collaboration/cooperation among these entities that is necessary for effective donations management. NGOs maintain their own internal processes and operating principles, and nothing in this Plan is intended to convey that government agencies at any level take over or direct these independent NGOs.

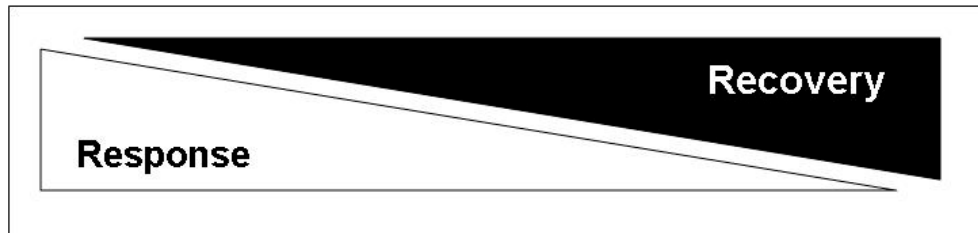
The objectives are described according to three time periods of the response. The periods are:

- E to E+72 hours
- E+72 hours to E+14 days
- E+14 days to E+60 days

The last of these periods includes the transition to long-term recovery operations. This involves establishing systems for the continuing management of donated goods and funds after the cessation of REOC, SOC, or JFO operations. These activities are beyond the scope of this plan.

The three time periods do not correspond to any particular phase of the emergency management cycle. Rather, this Plan recognizes that there is a gradual transition from the initial response to an event—which focuses on immediate emergency support for lives and property—and the longer-term recovery, which focuses on reestablishing a healthy and functioning community. This transition and the

necessary temporal overlapping of operational objectives and tasks to support response and recovery are illustrated in **Figure 4-1**.⁷



Event → Time Since Event →

Figure 4-1. Transition from response to recovery.

Sections 4.2 through 4.4 present the operational priorities and objectives by time phase. **Section 6** contains a comprehensive response timeline for donations management operations. The timeline shows the individual tasks used to meet these objectives and the agencies responsible for performing them.

Note that the particular time periods for the priorities, objectives, and tasks specified here are for a catastrophic earthquake in which damage to the transportation and communication infrastructure is extensive. In the most heavily damaged places, it takes several days for initial damage assessments and communications systems to be completed. In smaller or more localized events—or in disasters other than earthquakes—many of these activities can be completed sooner. Thus, to produce a more general plan than this one, the activities in this Plan can be scaled down.

4.2 E to E+72 Hours

This section presents the priorities and objectives for the first 72 hours after the earthquake. It begins with the recognition that a catastrophic event has occurred and that massive levels of assistance are required to meet a wide range of needs.

4.2.1 Priorities

The operational priorities for this period are to:

- Establish a donations management function in the REOC and assess the status of a donations management function in the SOC or JFO

⁷ Adapted from: Institute for Building Technology and Safety, Disaster Management Group.
<http://webapps.icma.org/pm/9102/public/cover.cfm?author=christine%20becker&title=disaster%20recovery%3A%20%20a%20local%20government%20responsibility>

- Establish and maintain communications systems for donations management that cross all major response functions and incorporate all levels of government and NGOs in the region
- Support early and consistent region-wide messaging and public information regarding donations

4.2.2 Objectives

The objectives that support the operational priorities for this period are described below. Each objective is elaborated upon in **Section 6**, which presents a response timeline that itemizes all tasks that are carried out to meet that objective.

- Establish the DMU in the REOC
- Coordinate with the SOC to assess the status of a SOC donations management function
- Establish communications with Operational Areas, regional agencies, and organizations responsible for other regional support duties, such as providing mass care and shelter, animal care, transportation and evacuation, volunteer management, and other duties, in order to determine anticipated needs
- Begin gathering data from other sources inside or outside of the region on situations or activities that pertain to donations management
- Coordinate with the JIC through the Joint Information System (JIS) to ensure creation and dissemination of public information about donations, particularly the preference for monetary donations over in-kind donations
- Use technologies (such as NDMN, toll-free telephone numbers, text messages, web-based social media, and/or other systems) for coordinating, accepting, processing, and tracking monetary and in-kind donations
- Support or coordinate the reception, storage, allocation, and distribution of initial donations received, as appropriate
- Responding government agencies and NGOs activate their existing plans for donations management
- Monitor media coverage of donations activities and identify and address any problems as they arise
- Activate the Regional Coordination Group (RCG) as needed to address specific issues or situations

4.3 E+72 Hours to E+14 Days

This section presents the priorities and objectives for the period from 72 hours to 14 days after the earthquake.

4.3.1 Priorities

The operational priorities for this period are:

- Implement systems and processes for receiving, tracking, prioritizing, and distributing donated goods and monetary donations
- Support Operational Areas as they encounter operational and logistical issues managing donations
- Integrate public and private sectors and NGOs for donations management operations
- Assist in distributions of donations region-wide, based on the areas of greatest need and impact
- Establish coordination with the donations management function at JFO
- Develop regional solutions to widespread donations issues such as warehousing, transportation, and waste management

4.3.2 Objectives

The objectives that support the operational priorities are described below. Each objective is elaborated upon in **Section 6**, which presents the tasks that are carried out to meet that objective.

- Improve situational awareness and resource coordination throughout the region, within the REOC, with all response levels, and with other emergency management structures
- Improve and broaden communications and situational awareness, including coordination with VOADs, grantmakers, and other critical NGOs inside and outside of the region and the impacted Operational Areas
- Refine situational awareness to clarify items and services needed and help specify requests for them
- Coordinate with Local Assistance Centers (LACs) and DRCs to monitor locations and types of survivor needs, effectiveness of distribution, and other issues related to the provision of assistance
- Increase coordination to process the increased level of in-kind donations offered through NDMN
- Deploy and support additional staff as needed and begin planning rotations
- Coordinate and provide resources as requested to assist with staging and sorting of donated items prior to distribution
- Support distribution of donated goods among impacted Operational Areas according to priorities listed in the RECP and any guidance from the RCG

- Continue to provide additional and updated public information Use and support the use of donation-related technologies to improve efficiency and coordination
- Support distribution of monetary donations according to priorities listed in the RECP and any guidance from the RCG
- Assist organizations accepting and distributing donations in following appropriate laws and regulations regarding health and safety considerations
- Continue monitoring donations-related activities
- Begin to prepare for the transition to long-term recovery

4.4 E+14 Days to E+60 Days

This section presents the priorities and objectives for the period from 14 days to 60 days after the earthquake.

4.4.1 Priorities

The operational priorities for this period are:

- Continue to implement the systems and processes for receiving, tracking, prioritizing, and distributing donated goods and monetary donations
- Collaborate with NGOs and government agencies to integrate data and other information on the source, type, and destination of donations
- Report to the public on distribution of monetary donations
- Continue to issue public information
- Identify and track unmet needs
- Plan for transitioning to long-term recovery

4.4.2 Objectives

The objectives that support the operational priorities are described below. Each objective is elaborated upon in **Section 6**, which presents the tasks that are carried out to meet that objective.

- Continue tracking the flows of donations into and around the affected areas
- Continue coordination efforts
- Provide regular updates to the public about the flows of donated funds, goods, and services, about any gaps in what is needed, and about what is not needed
- Support monetary and in-kind distribution systems to increase their efficiency and completeness
- Assist with State-level efforts to support local formation and operation of Long-Term Recovery Committees (LTRC) or Long-Term Recovery Organizations (LTRO) in each impacted Operational Area
- Evaluate priorities for distribution to minimize unmet needs
- Support local, State, or Federal efforts to identify and prosecute fraudulent solicitations for donations

- Prepare for future reporting to the public on distribution of monetary and in-kind donations
- Support disposition of unused donated goods, trash, and other waste
- Plan for transition to long-term recovery and eventual turnover of event-specific donations management services and systems

5 Operations

This Plan provides the 12-county region with coordinated response mechanisms for donations management, addressing both in-kind and monetary donations. The Plan presents an overall framework for donations management, the roles and responsibilities of government departments and NGOs, an outline for operations, and strategies for managing donations to increase the response, relief, and recovery capabilities of the region.

Because this Plan is an annex to the existing RECP, the detailed processes and formats of situation reports or resource requests are not repeated here. The RECP may be consulted as necessary for the procedural details of resource requests via SEMS and for conducting other standardized general activities at the REOC.

5.1 Alert and Notification

Alert and notification of the REOC staff are initiated by the REOC Director and follow standard Cal EMA protocols as described in the RECP.

5.2 Activation

Activation of the Plan and its functions is determined by the REOC Director.

5.3 Regional Organization

Figure 5-1 illustrates the donations management structure at the REOC. It includes the DMU in the Procurement Branch of the REOC Logistics Section. It also includes a DCT that advises and assists the DMU with both monetary and in-kind donations. The figure illustrates the DMU's location in the Logistics Section. It also shows how the RCG—which is external to the formal REOC structure—can interact with the REOC Director. These entities are explained more fully below.

5.3.1 DMU at the REOC

The DMU lead staffs the DMU and facilitates and coordinates donations-related response in a disaster. The functional activities of the DMU may include any or all of the following:

- Serve as point of contact for donations management among Operational Areas, other regional entities, and the State
- Notify key partner organizations and convene a regional DCT for monetary and in-kind donations
- Communicate and coordinate with voluntary- and private-sector liaisons in the REOC regarding donations management
- Communicate and coordinate with the RCG in regard to allocation of scarce donated resources in the region

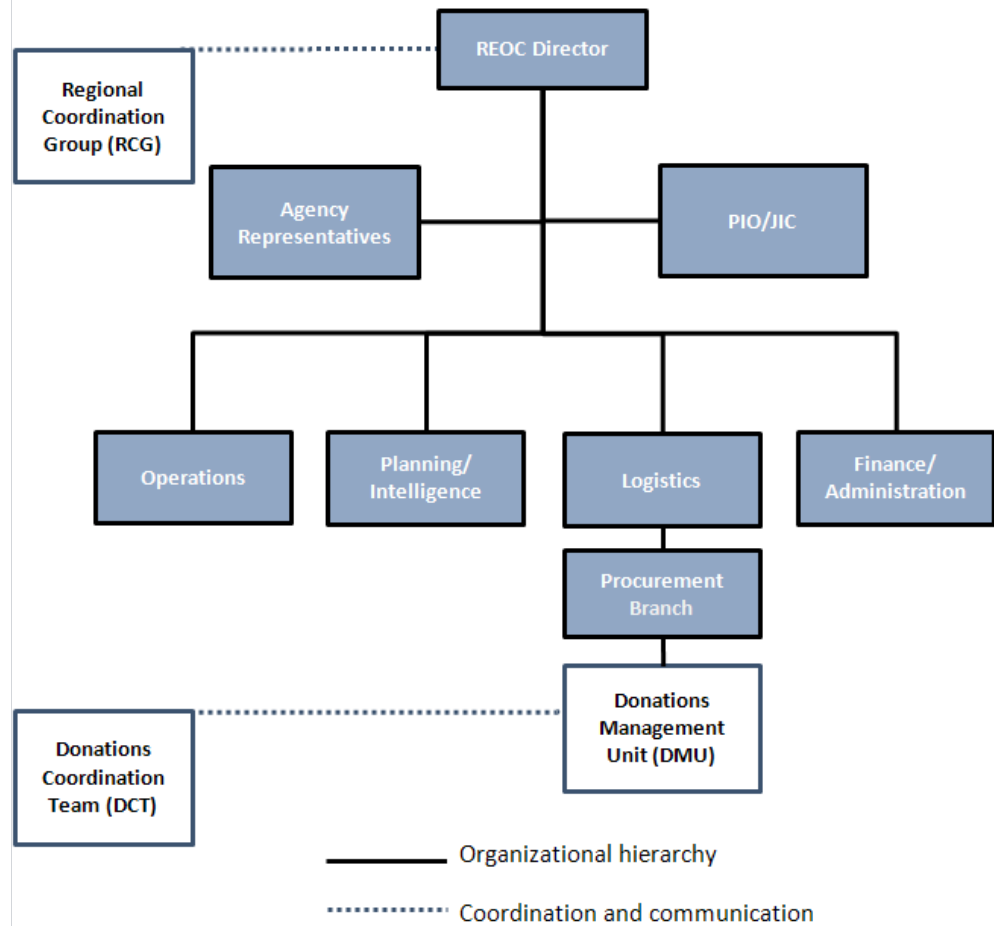


Figure 5-1. Donations management organizational structure at the REOC.

- Provide donations-management-related information to the Procurement Branch leader for inclusion in REOC situation reports, action plans, and advance plans
- Work with JIC to ensure timely, accurate, and consistent messaging to the public regarding donation of money and goods
- Respond to resource requests from Operational Areas, including requests on behalf of LTROs and LTRCs

The REOC DMU is responsible for coordinating information and communication flows for donations, as discussed in **Section 5.4**, Coordination and Communication. It has several points of coordination with the State and other functional units at the REOC, including the following:

- Donations Unit at the SOC
- Section chiefs at the REOC
- Check-in Unit at the REOC

- Demobilization Unit at the REOC
- RCG at the REOC
- NDMN administrator
- Voluntary-sector liaison(s) at the REOC
- Private-sector liaison(s) at the REOC
- Other State agencies

The DMU lead position is filled by regional staff. The DMU may be additionally staffed by members of the DCT—specifically, agency representatives and other representatives from the private sector, grantmakers, and NorCal VOAD, the latter representing other voluntary organizations that report to the liaison officer.

5.3.2 DCT

The primary role of the DCT is to advise and assist the DMU. Composed of stakeholders involved in managing and allocating donated resources, it improves the coordination and consistency of donations management at the regional level. DCTs are defined and described in the Volunteer and Donations Annex to the NRF, the National Donations Management Strategy, and further specified in a FEMA Lessons Learned document on DCTs. The DCT is a core function of the DMU and provides a link from the DMU to multiple entities for the coordination of monetary and in-kind donations. Coordination efforts may include helping to direct funds or goods to areas of unmet needs, helping funding and goods to move quickly to where they are most needed, and gathering information to inform decision-making. The DCT also addresses issues associated with the donation of new and used goods.

A key goal of the DCT is to support local and Operational Area efforts by providing coordination and communication at a regional level. This group may convene in person or virtually, via conference call, webinar, video conference technology, or other means.

The DCT coordinates with organizations such as NorCal VOAD, Federal and State VALs, food banks, The Salvation Army, Goodwill Industries, Adventist Community Services Disaster Response, the NDMN State administrator, private sector, and/or other organizations with knowledge of how to process donated goods. Many of these organizations do this on a daily basis and already possess expertise in this function.⁸

Potential members of the DCT include one or more representatives from:

- Cal EMA
- Cal EMA Voluntary Agency Liaison (VAL) or NDMN State administrator

⁸ Many but not all of these businesses are aware of The Good Samaritan liability registry for businesses and nonprofits. The registry is available online through Cal EMA. Registering a donation there provides protection against liability suits related to those donations for those declared disasters. The protection covers bulk goods, services, equipment, facilities, other in-kind donations, and PODs. The link to the California Liability Registry is under Quick Links on the Cal EMA web site: <http://www.calema.ca.gov/>.

- CaliforniaVolunteers
- Operational Areas
- NorCal VOAD
- FEMA Region IX VAL
- Disaster relief organizations—e.g., the ARC, The Salvation Army, food banks, or the State Food Bank Program
- Organizations that sort and distribute used goods (e.g., thrift stores)
- FBOs, especially those with expertise in donations management, such as Adventist Community Services Disaster Response
- Information and referral service providers, such as 211 and others
- The private sector, CRA, and BUOC
- Northern California Grantmakers
- Community, corporate, family, and other philanthropic organizations
- United Way
- Regional FBOs

The functions of the DCT are:

- Support DMUs conducting donations intelligence, gathering information about needs from a variety of sources, especially about unmet needs in affected communities
- Support coordination of information designed to be released to the public regarding donations
- Share relevant donations-related information with organizations outside the DCT, including grantmakers, faith-based organizations, VOADs, businesses, and other NGOs
- At the request of the DMU, discuss and make recommendations to DMU on solutions to donations-related problems and issues
- Communicate and coordinate with the State DCT

The purpose of the State DCT, similar to the REOC DCT, is to bring together a group of stakeholders involved in the coordination and allocation of donated resources, drawing members from within the EF-17 organization and other governmental and NGO representatives engaged in the response. The DCT activates during times of emergency to provide advice, information and coordination of resources donated to the State. At such times, the DCT is activated when the SOC is activated.

5.3.3 Voluntary-Sector Liaison

The REOC voluntary-sector liaison is staffed by NorCal VOAD. The liaison assists staff at the REOC with communication and coordination with organizations in the voluntary sector, including those not already associated with NorCal VOAD. The voluntary organizations have important roles in donations management. They may

provide information, technical assistance, and material or human resources to support donations management. They may also help craft and disseminate public information messages regarding donations.

5.3.4 Private-Sector Liaison and Region-Level BUOC

The private sector can perform many important roles in donations management, including coordinating the delivery of bulk goods, storage space, technical expertise, and volunteers. When requested by the REOC Director, the private-sector liaison is staffed by the CRA. The liaison assists the REOC with communication and coordination with business organizations. The private-sector liaison may also help craft and disseminate donations-related requests to businesses, industry associations, chambers of commerce, and other networks. Upon request from the REOC Director, a utilities representative joins the private-sector liaison at the REOC to assist with communication and coordination with utilities.

Sometimes the private-sector liaison at the REOC is referred to as a BUOC in order to maintain operational consistency with the State-level BUOC, which is attached to the SOC. In any case, the private-sector liaison needs to be connected to the BUOC to be a BUOC representative.

5.3.5 State-Level BUOC

The State-level BUOC may be activated at the SOC to further support the organized exchange of information and resources between public- and private-sector organizations. The State-level BUOC is a partnership formed between Cal EMA and many business partners, which collectively develop a strategy and operational plan to assist business and government in communication, collaboration, and taking necessary actions to mitigate the effects of emergencies in California. For a list of some organizations associated with the State-level BUOC, see **Section 3.2.5**.

5.3.6 RCG

The REOC Director may convene an RCG to provide guidance on decisions regarding allocation of scarce resources. The RCG consists of the relevant Branch Directors of the REOC Operations Section, the Operations Section Chief, the REOC Director, representatives of affected Operational Areas, and subject matter experts. The SOC Director may elect to participate. At the discretion of the REOC Director, the RCG may meet via conference call or video teleconferencing.

While not a donations-specific group, the RCG may address donations-related issues. At the regional level, the RCG typically performs some or all of the following tasks:

- Establishing priorities among Operational Areas and the Cal EMA staff at the REOC or SOC
- Acquiring and allocating resources required or requested by Operational Areas
- Anticipating future resource requirements

- Resolving policy issues arising from other SEMS levels
- Providing other strategic coordination

5.4 Communication and Coordination

The DMU serves as a communication and coordination point for agencies and organizations in regard to donations management. To carry out its responsibilities, the DMU communicates and coordinates with the following:

- REOC Logistics Section Chief
- Operational Area DMU or Logistics Section
- SOC Donations Unit

The structure of donations management operations follows SEMS and the RECP. Information flows as needed from the Operational Area EOCs to the REOC, the SOC, and the JFO, all of which are expected to be needed in this large-scale disaster. The functions of these three SEMS levels of response persist, regardless of whether they are operating out of separate facilities or in one location. Local NGOs coordinate with each Operational Area EOC, and the regional-, State-, or national-level NGOs similarly interact with staff at the REOC, SOC, or JFO, as appropriate. The RECP contains a detailed description of REOC operations.

To coordinate with the Federal Government through Emergency Support Function #7—Resource Support (which includes volunteer and donations management support), the regional-level Cal EMA works through the State-level Cal EMA. Checklists are provided in **Appendix D** for specific tasks during each part of the response.

5.5 Resource Management

Managing—i.e., requesting, brokering and tracking—resources to support donations management is an important function of the DMU. When an Operational Area has exceeded its capabilities and needs a resource to carry out a mission, it makes a request to the Region using a resource request form. The Region may respond by identifying governmental or nongovernmental resources in the region. In the event a needed resource cannot be found in the region, the Region may mission-task State agencies' resources in other administrative regions without going through the SOC,⁹ and it may seek Federal resources.

The following are examples of resource requests to support donations management:

- Identification of facilities for multi-agency warehouses
- Coordination with regional organizations to address staffing of multi-agency warehouses
- Technical assistance to support local donations management operations

⁹ Except in the case of scarce resources.

- Assistance with meeting access and functional needs through specialized donated equipment and supplies
- Assistance with transportation of donated goods
- Establishing staging areas for donated goods coming into the region

State and Federal resources (described in **Section 5.8**) flow through the Cal EMA regional structure to support Operational Areas and local governments. Following the principles of SEMS, disaster responses are primarily local, and the local resources are coordinated by local government. The State and Federal employees that are needed in this catastrophic incident are coordinated through SEMS, but they remain under the control of the State and Federal agencies to which they belong.

5.6 Public Information Coordination

Working through existing public information systems and channels in regard to donations management is a function of the DMU. Public information is the most critical tool that can be used for effective donations management. Without clear guidance on what, when, and how to donate, the public repeats old patterns, such as bringing used clothing to undesignated sites. From the earliest opportunity and then as long as needed, concise, up-to-date information on what and how to donate should be conveyed to the public..

The DMU coordinates with the JIC to develop appropriate key messages. Key messages regarding donations management might include the following:

- Monetary donations are best.
- A clearinghouse or list of recipient organizations to which cash donations should be directed.
- Donated goods should be limited to items that are needed and have been requested by response/relief organizations.
- Locations where donated goods should be taken.
- For more information or assistance on making a donation, call 211.

Cal EMA protocol for coordinating public information centralizes State efforts in the Office of Public Information (OPI) at Cal EMA headquarters. The OPI provides support directly to staff at Cal EMA's regional offices and the REOC and works with other State agencies to ensure proper coordination, exchanges, and dissemination of information.

During activations for emergencies and disasters, public information functions are carried out through the State-level staff at the SOC, which has its own JIC, though the REOC may or may not. During a catastrophic event, these functions may be transitioned from the SOC to the JFO. Regardless of where public messaging occurs (i.e., at the JFO, the SOC, or a local EOC), all public information functions operate in coordination with the JIS, which provides the mechanisms, plans, protocols, and structures through which consistent and coordinated information can

be distributed to multiple jurisdictions and types of audiences. The local, tribal, regional, State, or Federal Public Information Officer may establish JICs, as needed.

The DMU may develop public messages in appropriate and accessible formats in collaboration with the JIC. Examples of appropriate and accessible formats include those that take into account language and culture competence, as well as alternate formats for diverse functional needs including multiple languages, large print, Braille, closed captioning, and sign-language interpreting. Additionally, the DMU can help make strategic decisions about the timing of information released to the public to support effective donations management strategies.

Working with the JIC and using established JIS-compliant protocols for the REOC, the REOC's DMU lead helps ensure that accurate and up-to-date information is given out regarding donations. **Appendix E** contains scripted message templates that can be adapted and used for broadcast and print distribution across the region. It also provides guidance to use in constructing a message map for donations management public information and sample material for instructing people how to donate effectively.

To promote consistency, messages should be coordinated through the JIS for region-wide and statewide delivery. This effort requires close coordination with Operational Area PIOs and with key voluntary organizations such as VOADs (local and Northern California), the ARC, The Salvation Army, 211 providers, grantmakers, and others. Elected and other public officials should also be made aware of these messages and their importance. **Appendix G** contains text from the Emergency Public Information Joint Information Center Plan, which was produced by the Cal EMA Office of Public Information. This document conveys more detail about how public information processes operate.

5.7 Information Management

The collection, compilation and sharing of data is another key component of effective donations management and a responsibility of the DMU. Types of information that may be needed or desired include:

- Types and sizes of unmet resource needs that require funds and which organizations need them
- Types and quantities of needs for goods and services and which organizations need them
- Number and locations of warehouses that are open
- Number and locations of designated reception points and distribution points for goods, vouchers, and gift cards
- Populations being served
- The languages, cultures, and other types of access and functional needs being encountered
- Identification of any other issues that might arise in regard to donations

During each operational period the DMU gathers information to be included in a situation report for the REOC. This involves collecting data from a variety of sources (e.g., the NDMN database, warehouse databases, and Operational Area structures for donations management). **Section 5.8** has more information on the determination of unmet needs.

5.8 Needs Assessment

One DMU role, working closely with the DCT, is coordinating information regarding resource needs. The primary and best sources of information concerning needs are the voluntary organizations and local government agencies working in the disaster-affected area. While gathering information on needs, the DMU and DCT also seek information about what is not needed. Potential sources for needs assessment include:

- Operational Area DMUs and DCTs
- NorCal VOAD, which communicates with local VOADs and other members and partners to gather and track unmet needs information
- NDMN, particularly the portal where specific needs are posted by voluntary organizations providing relief services in the disaster area
- State and FEMA VALs, who make significant efforts to gather and share information about needs
- LACs and DRCs, which are early points of contact for the public
- 211, which receives and tracks calls from the public on requests for goods, services, and financial assistance

The DMU establishes a list of needed and unneeded services and goods. This needs list is continually assessed and updated frequently as needs change over time. The needs list is shared as quickly as possible with the media (through the JIC) and other key stakeholders (VOADs, local DCTs, 211, Operational Area EOCs, etc.).

5.9 Regional Response to Local Donations Coordination Issues

An understanding of donations management issues and strategies at the local level assists the DMU in performing its role, particularly in response to requests from the Operational Areas. **Table 5-1** is a matrix designed to illustrate a variety of Operational Area/local donations management issues that may arise and how the DMU might respond to them. The matrix covers the following donations management topics:

- Monetary donations
- In-kind donations (bulk and non-bulk items)
- Call centers
- Warehousing (actual and virtual)

- Tracking and reporting
- Others

For each topic, the following details are provided:

- Overview of topic
- Operational Area/local issues regarding topic
- Operational Area/local strategies to address issues
- Regional response options

Table 5-1. Local response issues and strategies.

Overview	Issues	Local Strategies	Regional Response
I. Donations Distribution Prioritization			
<ul style="list-style-type: none"> How monetary and in-kind resources are distributed is an important local issue. It implies questions such as: Where are the needs? What resources are available? Who controls those resources? 	<ul style="list-style-type: none"> Understanding what the priority needs are Getting buy-in for joint efforts from key agencies and organizations Challenges of making decisions “on the fly” Potential negative feedback on decisions made 	<ul style="list-style-type: none"> Pre-incident planning with key agencies and organizations Pre-establishment of priorities for allocations Use of already developed and tested priorities Use of DCT for coordination Use of DCT or other body for resource allocation 	<ul style="list-style-type: none"> DCT may assist Operational Area DCT DCT may give input about allocation within the region of any money donated to the State Gather “big picture” of needs in region Establish RCG for prioritizing distribution of scarce/critical donated goods
II. Donations Tracking/Reporting			
<ul style="list-style-type: none"> Capturing data is useful for a variety of purposes: <ul style="list-style-type: none"> To facilitate operations To facilitate equitable distribution of limited resources To assist with match for Federal funds 	<ul style="list-style-type: none"> Not all voluntary organizations may wish to share data on monetary donations For bulk goods, NDMN captures only undesignated offers and offers that respond to posted needs 	<ul style="list-style-type: none"> Using NDMN for tracking bulk goods offers and transactions Using NDMN for tracking goods in warehouses, bulk and non-bulk 	<ul style="list-style-type: none"> Participate in NDMN portal administration Support Operational Area participation in NDMN Portal Administrator as appropriate
III. Call Centers			
<ul style="list-style-type: none"> 211 provides information and referral service to the public. In most areas service is 24/7/365. It is mandated by PUC to provide services in disaster. Most 211s have excellent backup systems. 	<ul style="list-style-type: none"> Possible that not all call centers operate 24/7 211 providers need timely, accurate, up-to-date disaster information to be effective in a disaster 	<ul style="list-style-type: none"> Some 211 providers have arrangements with county OES to get disaster information and/or participate in JIC; others are in process of doing so Counties may designate 211 as official call center for disaster information 	<ul style="list-style-type: none"> The REOC may request a 211 representative to the liaison officer Ensure 211 is recipient of donations management information coming out of JIC
IV. Monetary Donations			
<ul style="list-style-type: none"> Preferred method of donating. Allows service providers flexibility and choice, compared with in-kind donations. With monetary donations, there is no need for storage or costly processing. 	<ul style="list-style-type: none"> Large organizations attract donors, smaller organizations may not Competition among organizations Where money goes may not line up precisely with where needs are Need for transparency Government receipt of monetary donations can pose public relations problems Streamlined grant-making necessary to limit additional burden on overtaxed organizations 	<ul style="list-style-type: none"> Strong and early public messaging stating preferences for monetary donations over in-kind Referring potential donors to local VOAD or 211 or community funds Posting lists of pre-vetted organizations Administering community funds by grantmakers and disbursed through grants Joint Community Funds by agreement Coordination among grantmakers to address gaps and unmet needs 	<ul style="list-style-type: none"> Through the JIC, support early messaging throughout the region regarding the preference for monetary donations Communication and coordination with Operational Area DCT Coordination with State donations processes

Table 5-1. Local response issues and strategies.

Overview	Issues	Local Strategies	Regional Response
IV. Monetary Donations (continued)			
	<ul style="list-style-type: none"> Some donors wish to designate Some donors do not know which organization to donate to Monetary donations are a critical resource for long-term recovery, yet they tend to decrease without continued media attention 	<ul style="list-style-type: none"> Reporting to the community on what went where 	
V. In-Kind Donations			
A key assumption, borne out historically, is that the public makes in-kind donations. These are of several types, addressed below.			
In-Kind: Bulk Goods			
<ul style="list-style-type: none"> Material goods, usually in palletized form, donated by businesses and corporations Include bulk food and water, new clothing, animal care supplies, infant care supplies, personal hygiene items, etc. 	<ul style="list-style-type: none"> Can be a problem when delivered without a plan (need not established, recipient not identified, etc.) Transportation/shipping not always provided with donation and may need to be arranged Eventually, goods may need to be warehoused locally until they can be used 	<ul style="list-style-type: none"> A system where offers can be posted and goods stored in place until they are needed and requested NDMN provides such a system for undesignated offers and for companies responding to specific requests 	<ul style="list-style-type: none"> Support Operational Areas in use of NDMN Offer just-in-time access to NDMN (if jurisdiction not licensed) and training as needed Work through Private-Sector Liaison/BUOC in REOC (CRADAR¹⁰ may have pre-registered offers of goods)
In-Kind: Non-Bulk Goods			
<ul style="list-style-type: none"> Primarily used goods donated by individuals Includes used clothing, disposable diapers, infant formula, small appliances, toys, bags of miscellaneous food items 	<ul style="list-style-type: none"> Difficult to discourage Starts prior to public messaging Congregations/elected officials/others may assume things are needed Need places to receive, sort, and store Need to be distributed Labor-intensive to manage Some organizations may prefer not to give clients used clothing Not using or processing items can result in negative public image 	<ul style="list-style-type: none"> Food to food banks Designated reception and distribution sites Establish local partnerships with organizations that have expertise, such as The Salvation Army, Goodwill, etc. Distribute vouchers to clients in lieu of used clothing Try to avoid warehousing 	<ul style="list-style-type: none"> Early messaging through the JIC

¹⁰ Most undesignated offers of goods are posted on NDMN rather than CRADAR, which is a new tool

Table 5-1. Local response issues and strategies.

Overview	Issues	Local Strategies	Regional Response
In-Kind: Donated Services			
<ul style="list-style-type: none"> Refers to services offered by companies, including expertise, use of facilities and real estate, loaned equipment or vehicles, and shipping or transporting of donated goods 	<ul style="list-style-type: none"> Companies have difficulty obtaining accurate information on needs Companies not knowing to whom or how to donate Many corporations have resources to assist locally but function at regional or higher levels for donations 	<ul style="list-style-type: none"> Using a private-sector liaison in the EOC to relate to local businesses, chambers of commerce, etc. Potential to share information about needs, as developed by Operational Area DCT, through a private-sector liaison 	<ul style="list-style-type: none"> REOC's private-sector liaison serves as bridge between BUOC and Operational Area private-sector liaison DCT gathers information on regional needs Regional-level private-sector liaison can work with larger corporations that function at a regional level for donations
In-Kind: Reception Sites for Non-Bulk Goods			
<ul style="list-style-type: none"> The public brings non-bulk goods to a variety of locations 	<ul style="list-style-type: none"> Without designated sites, items are brought to inappropriate locations Designation of sites post-incident does not occur soon enough to stop the above practice 	<ul style="list-style-type: none"> Pre-designation of reception sites Some larger jurisdictions have divided the county into quadrants and are designating a lead agency and site/s within each 	<ul style="list-style-type: none"> Early and consistent messaging through JIC on what is needed and what is not Possible messaging on where local reception sites are located
In-Kind: Warehousing			
<ul style="list-style-type: none"> Provides temporary storage of donated items. One model is the multi-agency warehouse. Adventist Community Services Disaster Response has expertise in managing warehouses. There is an NDMN-compatible software module for warehousing that can be integrated into the larger response. 	<ul style="list-style-type: none"> Warehouse rental/management costly Staffing may be an issue Current space inadequate for large disaster Can't warehouse for long term—where to store items for long-term recovery? Trash disposal Do organizations agree to a multi-agency warehouse? 	<ul style="list-style-type: none"> Pre-designate warehouses and develop MOUs Pre-incident agreements on organization roles and responsibilities Pre-incident agreements on multi-agency warehouse approach Pre-incident staff training for warehouse function 	<ul style="list-style-type: none"> Work with Adventists to set up warehouse management Work with State Department of General Services to identify suitable warehouse sites Provide coordination of staffing resources as requested
In-Kind: Virtual Warehousing			
<ul style="list-style-type: none"> Web-based database system that allows posting of undesignated offers and needs; allows storage of goods in place until needed for delivery; and can provide continuous tracking and issue reports. This type of system may eliminate the need to store goods locally. NDMN is such a system and is currently used by the State. 	<ul style="list-style-type: none"> Not every jurisdiction in a region has administrative rights or staff trained on use Some jurisdictions may use their own system Pre-incident training is essential 	<ul style="list-style-type: none"> Use NDMN directly, if jurisdiction already has administrative rights) Request participation of jurisdiction in State's NDMN administrative group Encourage local voluntary organizations to register as an NDMN user before the disaster Use own system 	<ul style="list-style-type: none"> Support Operational Areas in use of NDMN Encourage listing of needs by voluntary organizations Offer just-in-time access (if jurisdiction not licensed) and training as needed

Table 5-1. Local response issues and strategies.

Overview	Issues	Local Strategies	Regional Response
In-Kind: Transportation			
<ul style="list-style-type: none"> Donated goods need to be transported from their source to their destination. Transport of bulk items requires large trucks. 	<ul style="list-style-type: none"> Not all bulk donations are shipped by the sender. In some cases recipient organizations must arrange for shipping. 	<ul style="list-style-type: none"> Use of NDMN's Transportation portal, hosted by American Logistics Aid Network Use of recipient organizations' own resources and contacts Request assistance from private-sector liaison 	<ul style="list-style-type: none"> Request assistance from BUOC if appropriate Secure transportation assistance for NDMN users as requested by Operational Area
In-Kind: Distribution			
<ul style="list-style-type: none"> Getting donated items out to people affected by the disaster. Gift cards, a more efficient alternative to goods, are becoming more prevalent among donated items. 	<ul style="list-style-type: none"> Distributing items in the most efficient way Reaching people who need the items Providing clients with choices 	<ul style="list-style-type: none"> Bulk goods (water, etc.) often donated through identified distribution sites Use expertise of NGOs in distribution Use of vouchers at thrift shops so clients can select what is best for them 	<ul style="list-style-type: none"> Support as requested Assist with identifying regional distribution sites
In-Kind: Disposition of Waste			
<ul style="list-style-type: none"> Local government usually responsible for removing material waste, including trash, packaging materials, and other waste generated by relief operations 	<ul style="list-style-type: none"> Relief organizations do not have time or resources to deal with large amounts of trash Relief organizations have to dispose of goods that they have accepted that are either unused or undistributed 	<ul style="list-style-type: none"> Request regional or State assistance as outlined in Regional Debris Removal Plan (Annex to RECP) 	<ul style="list-style-type: none"> Support as requested Provide access to State agencies and their resources

Source: URS and Rimmel Consulting analysis (2011)
 BUOC = Business and Utilities Operations Center
 CRADAR = California Resiliency Alliance Disaster Asset Registry
 DCT = Donation Coordination Team
 EOC = Emergency Operations Center
 JIC = Joint Information Center
 MOU = memorandum of understanding
 NDMN = National Donations Management Network
 OES = Office of Emergency Services
 PUC = Public Utilities Commission
 RCG = Regional Coordination Group
 RECP = Regional Emergency Coordination Plan
 REOC = Regional Emergency Operations Center
 VOAD = Voluntary Organizations Active in Disaster

5.10 Resources for Donations Coordination

This section is intended to be a list of resources, of which some are not necessarily specific to or designated for donations management but still can be useful. Three types of resources are described below.

5.10.1 Systems To Support Donations Management

Systems are in place to bring in additional personnel to assist staff at a local government EOC, Operational Area EOC, the REOC, or the SOC with disaster operations, including donations management activities. The two primary systems that can support donations management activities are the Emergency Managers Mutual Aid (EMMA) System and EMAC.

EMMA is a California mutual aid system that supports disaster operations in affected jurisdictions by providing professional emergency management personnel from unaffected areas during proclaimed emergencies. Local jurisdictions request assistance through their Operational Area, which can, in turn, request assistance through the regional level of Cal EMA. If the Region cannot meet the need through other Operational Areas in the region, the request is forwarded to the State-level staff at the SOC, which reach out to the other two regions.

EMAC is a national mutual aid system. Through EMAC, a disaster-impacted State can request and receive assistance from other member States quickly and efficiently in the case of a State-proclaimed emergency. In California, a request for EMAC assistance is generated by the State-level Cal EMA if the needed assistance cannot be found in the State. With respect to donations management, potential EMAC resources include personnel with experience working with NDMN, warehousing/distribution, or other elements of the process.

5.10.2 Other State Agencies

Other State agencies can be tasked by the REOC to assist with this function when local government has exhausted its resources and ability to contract locally and the REOC is unable to meet the need with regionally available resources. State agency resources that may be available if not already committed to the response include:

- Technical assistance to Operational Areas on health and safety issues (such as the Department of Public Health or California Office of Safety and Health Administration)
- Fraud prevention and monitoring (Department of Justice, Cal EMA Law Enforcement Branch, CA Department of Insurance, Contractors State License Board)
- Debris management (various departments in the California Environmental Protection Agency)
- Assistance with identifying and procuring donations management facilities, such as warehouses) (Department of General Services)

- Personnel to support operations of donations management facilities (e.g., California Conservation Corps).

The regional level of Cal EMA can task State agency assets for tasks to be performed in the region. The State level can task State agency assets throughout the State, regardless of where the tasks are to be performed.

5.10.3 NDMN

The NDMN is a national online tool that is used to match needs with donated in-kind resources. This web-based network can be accessed remotely from multiple sites, requires no special software, is provided at no cost to nonprofits, and is accessible to specific registered government agencies. By directly connecting donors (who register themselves and their donations before or after the event) with recipient organizations, the NDMN helps increase the flow rate and availability of donations, reduces the time it takes to get donations to survivors, and may reduce the need for costly warehousing of donated goods.

The California portal for NDMN is administered by Cal EMA Individual Assistance Section. In California the system addresses in-kind donations, transportation and warehousing. NDMN is a 24/7 network and is operational at all times. In-kind goods can be requested at any time and the State NDMN Administrator can publish the items needed for donors to potentially match.

CRADAR, a tool for private-sector donations registration and planning, sits on the same platform as the NDMN, although the two applications do not currently interface. CRADAR contains pre-registered business resources whereas NDMN has resource needs and requests posted in real time during an event.

While proven to be effective in disasters, NDMN is one of several tools used for managing donations and does not include, capture, or track all of the existing flows of donations. Most donations go from individuals directly to NGOs and then to clients or constituents; these “closed-loop” donations are not required to be entered into NDMN.

5.11 Transition to Long-Term Recovery

The transition to long-term recovery has implications for both monetary and in-kind donations. Here, “long-term” extends beyond the 60-day scope of this Plan, and can continue for several years after an event of this magnitude. Even smaller or more localized disasters may often extend beyond the 60-day planning scope. Agencies involved in the REOC may also be involved in long-term recovery efforts. The continued efforts of their staff may include:

- Communication and coordination with NorCal VOAD, which has resources to support the formation and maintenance of long-term recovery organizations
- Support of local efforts to establish long-term recovery organizations
- Support for provision of long-term storage of goods needed for long-term recovery

- Communication and coordination with grantmakers regarding availability and allocation of funds across the region for long-term recovery

During this transition to long-term recovery, LACs and DRCs should be staffed and supported as needed. In most disasters, identification of unmet needs and case management occur at LACs and DRCs. Also, although efforts are made to reduce non-bulk in-kind donations, these donations are frequently dropped off at LACs. Organizations willing to accept such goods during long term recovery efforts should be identified. Service providers may distribute gift cards and vouchers at LACs and DRCs. Service providers that served at the LACs and/or DRCs should be invited to participate in and support long term recovery efforts/groups.

Bay Area Coordinated Assistance Network (CAN) is a tool used by many voluntary organizations in the region to enhance their collaboration regarding the specific recovery needs of individuals and families. This online database allows posting of client information by a single organization that can then be shared with partner organizations. Clients only need to be entered once to receive services from multiple organizations. This results in more timely delivery of services and elimination of duplication of effort. Bay Area CAN is coordinated by San Francisco Collaborating Agencies Responding to Disasters.

This planning for long-term recovery should be initiated as early as possible in the response and relief time periods.

5.12 Demobilization

The DMU Lead and the DMU follow REOC protocols for demobilizing. Among donations management issues that may need to be addressed during demobilization are the following:

- Deactivating the DCT or facilitating its continuation if needed through the JFO
- Public messaging about donations and reception of goods and money and about the NDMN no longer being actively managed for this incident
- Completing action on all resource requests
- Collection or distribution of information on potential reimbursement for donations management activities (see Appendix H for a description of one possible source)
- Submitting final report on donations management data
- Supporting Operational Areas regarding closeout of local donations management operations, e.g., warehouses, trash disposal

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6 Operational Response Timeline

This section consists of **Table 6-1**, a response timeline listing the tasks necessary to achieve the priorities and objectives that were set forth in **Section 4**. The tasks are grouped by the time periods (time frames) of response and the objectives they aim to achieve. In general, the tasks are limited to those more pertinent to the regional level of the response; however, for context and to assist agencies and entities operating at the regional level, some tasks that are being performed at the Operational Area level or at the State or Federal Government level are included. Further, while most of the listed objectives and tasks are those of government, much of the content also involves NGOs of various types. Again, this is to present the overall objectives and tasks necessary for an effective regional response; it is not a set of checklists for positions at the REOC.

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Table 6-1. Response timeline for donations management.

Objective	Line	Time Frame	Tasks/Operations	Lead/Coordinating Entity	Supporting Entity	Details and Comments
A.1 Establish the DMU in the REOC	1	E to E+72h	Activate the Plan and needed components of it	REOC Director	—	—
	2	E to E+72h	Alert and notify the REOC DMU staff	Logistics Section Chief	—	—
	3	E to E+72h	Report to the REOC or the Procurement Branch, as appropriate	DMU Lead (REOC & Procurement Branch) and Staff (REOC only)	—	—
	4	E to E+72h	Review the Plan	DMU Lead	—	—
	5	E to E+72h	Activate the DCT	DMU Lead	—	—
	6	E to E+72h	Establish communications with the voluntary-sector and private-sector liaisons in the REOC	REOC Director	—	—
	7	E to E+72h	Establish communications with NVOAD to coordinate messaging with regard to local and State needs related to this disaster	DMU SOC/JFO	—	—
	8	E to E+72h	Establish a leader for donations tracking	DMU	—	—
A.2 Coordinate with the SOC to assess the status of a SOC donations management function	9	E to E+72h	Contact SOC Logistics Section to determine if a donations management function has been established	DMU	—	—
	10	E to E+72h	Contact donations management function at SOC to determine if a State DCT has been activated	DMU	—	—
A.3 Establish communications with Operational Areas, regional agencies, and organizations responsible for other regional support duties, such as providing mass care and shelter, animal care, transportation and evacuation, volunteer management, and other duties, in order to determine anticipated needs	11	E to E+72h	Aggregate information from other parts of the REOC (e.g., Logistics Section), from the SOC, from the Operational Areas, and from the DCT(s)	DMU	—	—
	12	E to E+72h	Establish communications with agencies and organizations responsible for mass care and shelter, transportation and evacuation, volunteer management, animal care, and others so that needs can be anticipated	Operations Section	—	—
	13	E to E+72h	Obtain continual situational awareness from Operational Area DMUs or other donations management structures and other sections within the REOC	DMU	—	—
	14	E to E+72h	Obtain initial damage assessment and other situational reports to begin identifying the scope and locations of needed goods and assistance	DMU	—	—
	15	E to E+72h	Ask the State-level Cal EMA to assess the need for coordination of donated goods from above or outside of the region	DMU	—	—
	16	E to E+72h	Activate CaliforniaVolunteers DOC, if necessary	CaliforniaVolunteers	—	—
	17	E to E+72h	Provide regular situation status reports to the SOC or JFO	Planning Section	—	—
A.4 Begin gathering data from other sources inside or outside of the region on situations or activities that pertain to donations management	18	E to E+72h	Monitor donations-related activities (e.g., large corporate in-kind donations of food or supplies) originating outside the affected areas and begin preparing for their arrival	DMU	—	—
	19	E to E+72h	Coordinate with voluntary-sector and private-sector liaisons to monitor which donation types are being offered, accepted, brought into the area, etc.	DMU	—	—
A.5 Coordinate with the JIC through the JIS to ensure creation and dissemination of public information about donations, particularly the preference for monetary donations over in-kind donations	20	E to E+72h	Review pre-scripted message for public information and modify as needed	JIC	—	—
	21	E to E+72h	Prepare and distribute public information messages encouraging cash donations instead of in-kind donations and explaining how monetary donations can be made	JIC	—	—
	22	E to E+72h	Establish and publicize a local call center, e.g., 211, and a designated website as the primary sources of donations information for the public	JIC	DMU	—
	23	E to E+72h	Activate any existing agreements with radio, television, online news sources, and other media outlets to deliver scripted messages and any newly developed ones	JIC	—	—
	24	E to E+72h	Contact public relations offices of local and State politicians to ensure consistency of messaging	JIC	—	—
	25	E to E+72h	Publicize CaliforniaVolunteers website to share information about directing disaster monetary donations	CaliforniaVolunteers	—	—
	26	E to E+72h	Release scripted public messages to convey what in-kind donations are most needed, when and where they are accepted, and how they should be packaged	JIC	—	—
	27	E to E+72h	Release scripted public messages to convey which organizations (or, more rarely, which government agencies) are accepting monetary donations	JIC	—	—
	28	E to E+72h	Coordinate messages among all levels of government and all organizations active in the response	JIC	—	—

Table 6-1. Response timeline for donations management.

Objective	Line	Time Frame	Tasks/Operations	Lead/Coordinating Entity	Supporting Entity	Details and Comments
A.6 Use technologies (such as NDMN, toll-free telephone numbers, text messages, web-based social media, and/or other systems) for coordinating, accepting, processing, and tracking monetary and in-kind donations	29	E to E+72h	Activate any internal or web-based databases (e.g., NDMN) for tracking influxes and outflows of donations	NDMN Admin Group	—	—
	30	E to E+72h	Make sure all impacted Operational Areas have access to NDMN	NDMN Admin Group	—	—
	31	E to E+72h	Notify call centers (including 211) of anticipated role with donor inquiries and assess their functional capacities and resources needed	Operational Area DMUs	211 rep to REOC, DMU	—
	32	E to E+72h	Post lists of needed items and assistance types on websites, through social media, and other public information portals	JIC	—	—
	33	E to E+72h	Activate CaliforniaVolunteers website information for directing disaster monetary donations	CaliforniaVolunteers	—	—
A.7 Support or coordinate the reception, storage, allocation, and distribution of initial donations received, as appropriate	34	E to E+72h	Determine the type of in-kind donations that are most needed	Management Section	RCG	—
	35	E to E+72h	Begin directing offers of monetary and in-kind donations to appropriate organizations/agencies	NDMN Admin Group	—	—
	36	E to E+72h	Activate any agreements with NGOs to operate facilities or provide services in support of donations management	—	—	—
	37	E to E+72h	Notify disaster relief agencies and providers of reception and/or distribution centers that they are needed	—	—	—
	38	E to E+72h	Obtain estimates from Operational Area DMUs of when reception/distribution centers can be operational	DMU	Operational Area DMUs	—
	39	E to E+72h	Coordinate with Department of General Services to begin process to identify any available State-owned warehouses that could be used to support donations operations, if needed/requested	Logistics Section	—	—
	40	E to E+72h	Activate the appropriate prioritization strategy (developed in advance of the event) to allocate resources	DMU	RCG	—
	41	E to E+72h	Use improved situational awareness to prioritize distribution of donations	DMU	RCG	—
	42	E to E+72h	Coordinate staffing and other types of resources needed, as requested	DMU	—	—
	43	E to E+72h	Begin allocating donations received through systems that existed prior to the event	NDMN Administrative Group	—	—
	44	E to E+72h	Identify potential storage or warehousing facilities	Logistics Section	—	—
	45	E to E+72h	Activate initial receiving and distribution (i.e., warehousing) facilities that may be run by government or—if requested—by NGOs	Tasked Agency	—	—
	46	E to E+72h	Identify and confirm additional sites for donations management including staging, sorting, and possible storage, as needed	Logistics Section	—	—
A.8 Responding government agencies and NGOS activate their existing plans for donations management	47	E to E+72h	Government agencies and NGOs that deal with donated goods activate their existing plans for staffing, public outreach, inventorying and tracking systems, and security	Government agencies, NGOs	—	—
	48	E to E+72h	Address staff needs for the DMU, and the private-sector and voluntary-sector liaisons	Logistics Section	—	—
	49	E to E+72h	Begin assembling equipment, supplies, and staff, volunteers for all donations-related operations	Operational Areas and NGOs	—	—
A.9 Monitor media coverage of donations activities and identify and address any problems as they arise	50	E to E+72h	Activate any pre-event agreements with media outlets	JIC	—	—
	51	E to E+72h	Coordinate public information with elected and appointed public officials who are not directly involved in the response to keep their own messaging content and style consistent	JIC	—	—
A.10 Activate the RCG as needed to address specific issues or situations	52	E to E+72h	Begin conducting regular RCG conference calls	—	—	—
	53	E to E+72h	Work through the DMU to identify issues and prioritize resources	—	—	—
B.1 Improve situational awareness and resource coordination throughout the region, within the REOC, with all response levels, and with other emergency management structures	54	E+72h to E+14d	Provide regular updates on the situational status of donations (including the needs list for each location) to the PIO, liaisons, the REOC staff, etc.	REOC Director	—	—
	55	E+72h to E+14d	Assist other organizations (particularly those in the DCT) to meet their resource needs	REOC Director	Logistics Section	—
	56	E+72h to E+14d	Notify the Logistics Section about needs for disaster service workers and/or volunteer support for various monetary and in-kind donations services	DMU	—	—

Table 6-1. Response timeline for donations management.

Objective	Line	Time Frame	Tasks/Operations	Lead/Coordinating Entity	Supporting Entity	Details and Comments
B.2 Improve and broaden communications and situational awareness, including coordination with VOADs, grantmakers, and other critical NGOs inside and outside of the region and the impacted Operational Areas	57	E+72h to E+14d	Assist organizations with demonstrated organizational accountability, such as being in good standing with Charity Navigator or the Better Business Bureau	CaliforniaVolunteers	—	—
	58	E+72h to E+14d	Continue communications with NVOAD to coordinate messaging with regard to local and State needs related to this disaster	State-level Cal EMA	—	—
	59	E+72h to E+14d	Continue regular communications with assistance-providing agencies and organizations	DCT	DMU	—
	60	E+72h to E+14d	Coordinate with other government agencies, private-sector organizations, and other NGOs outside of the impacted area to begin storing and shipping donated goods, as needed	DMU	—	—
B.3 Refine situational awareness to clarify items and services needed and help specify requests for them	61	E+72h to E+14d	Conduct daily donations management briefings, including conference calls with the DCT to gather situational updates	DMU	—	—
	62	E+72h to E+14d	Match donations with the unmet needs of response operations and disaster-affected individuals	DCT	—	—
B.4 Coordinate with LACs and DRCs to monitor locations and types of survivor needs, effectiveness of distribution, and other issues related to the provision of assistance	63	E+72h to E+14d	Use the LACs to address issues related to monetary and in-kind donations	Operational Area	—	—
	64	E+72h to E+14d	Coordinate , through LACs and DRCs, with NGOs and government agencies to monitor locations and types of needs, effectiveness of distribution, etc.	DMU	—	—
	65	E+72h to E+14d	Use LACs to address individuals' issues related to monetary and in-kind donations	Operational Area	—	—
B.5 Increase coordination to process increased level of in-kind donations offered through NDMN	66	E+72h to E+14d	Provide technical assistance, including training on NDMN, to local government agencies	NDMN Admin Group	—	—
	67	E+72h to E+14d	Use refined situational awareness to prioritize items and services needed and specify requests for them	RCG	—	—
B.6 Deploy and support additional staff as needed and begin planning rotations	68	E+72h to E+14d	Ramp up donations management systems and staff to accept increased inflows of contributions	NGOs	—	—
	69	E+72h to E+14d	Use improved situational awareness to identify additional staffing needs	DMU	—	—
	70	E+72h to E+14d	Assign additional staff to donations management functions	DMU	—	—
	71	E+72h to E+14d	Coordinate with volunteer management organizations or agencies to direct volunteers to needed areas and roles	CaliforniaVolunteers	DMU	—
B.7 Coordinate and provide resources as requested to assist with staging and sorting of donated items prior to distribution	72	E+72h to E+14d	Continue to monitor donations-related activities originating outside the affected areas and begin preparing for their arrival	DMU	—	—
	73	E+72h to E+14d	Work with groups doing warehousing (e.g., Adventist Community Services) to determine donations support priorities	DMU	—	—
	74	E+72h to E+14d	Support donations receiving, staging, storing, or distribution sites as requested	Logistics Section	—	—
	75	E+72h to E+14d	Assist with the opening of staging or sorting sites as requested	Logistics Section	—	—
	76	E+72h to E+14d	Notify REOC staff of the locations of sites for receiving, sorting, staging, storing, and distributing donations	DMU or Logistics Section Chief	—	—
	77	E+72h to E+14d	Support government agencies and NGOs with storing and shipping of donated goods, as requested	Logistics Section	—	—
	78	E+72h to E+14d	Coordinate with government agencies and NGOs outside of the impacted area regarding storing and shipping donated goods, as needed	Logistics Section	—	—
	79	E+72h to E+14d	Evaluate the adequacy of potential facilities for receiving, storing, and distributing donated items and address problems as needed	Operational Areas or NGOs	—	—
B.8 Support distribution of donated goods among impacted Operational Areas according to priorities listed in the RECP and any guidance from the RCG	80	E+72h to E+14d	Determine the priority areas for donated goods given response and recovery needs	DMU	—	—
	81	E+72h to E+14d	Use improved situational awareness to prioritize distribution of donations	RCG	DMU	Government provides information about areas of greatest need to NGOs and to State and Federal agencies so that their own prioritization systems can be implemented
	82	E+72h to E+14d	Initiate distribution of donated goods in accordance with prioritization systems	DCT	RCG	—
	83	E+72h to E+14d	Assist NGOs with operations of in-kind donations processing and distribution	DMU	—	—
	84	E+72h to E+14d	Initiate distribution of donated funds in accordance with prioritization system	Grantmakers	—	—

Table 6-1. Response timeline for donations management.

Objective	Line	Time Frame	Tasks/Operations	Lead/Coordinating Entity	Supporting Entity	Details and Comments
B.9 Continue to provide additional and updated public information	85	E+72h to E+14d	Work with the PIO, JIC, and 211 to create public information messages for release to the media	DMU	—	—
	86	E+72h to E+14d	Revise and repeat public information distribution as needed	JIC	—	—
	87	E+72h to E+14d	Emphasize the preference for monetary donations instead of in-kind donations	JIC	—	—
	88	E+72h to E+14d	Update public information systems about the types of in-kind donations needed and not needed in different locations	DMU	—	—
	89	E+72h to E+14d	Direct or request that people donate only items that are most needed	JIC	—	—
	90	E+72h to E+14d	Direct the influx of non-bulk in-kind donations to designated reception sites and other off-site locations, once they are established	211	—	—
	91	E+72h to E+14d	Provide regular updates on the situational status of donations (including a “needs list” of what is needed and not needed in what locations) to media outlets, business groups, politicians, and other info distribution systems	JIC	DMU	—
B.10 Use and support the use of donation-related technologies to improve efficiency and coordination	92	E+72h to E+14d	Use databases, information-sharing systems, and trained personnel to coordinate donations and begin aligning for distribution	DMU, private-sector liaisons, NGOs, NDMN administrator	—	—
	93	E+72h to E+14d	Broaden use of technology solutions (e.g., toll-free numbers, web-based systems, text messages) for improved communication and coordination	Operational Areas, NGOs, JIC, CaliforniaVolunteers	—	—
	94	E+72h to E+14d	Assist NGOs and Operational Areas with maintenance and tracking of donations databases and other systems	Logistics Section	—	—
B.11 Support distribution of monetary donations according to priorities listed in the RECP and any guidance from the RCG	95	E+72h to E+14d	Match donations with the unmet needs of response operations and disaster-affected individuals	Grantmakers/NGOs	—	—
	96	E+72h to E+14d	Use improved situational awareness to prioritize distribution of donated funds relative to needs	Management Section	RCG	—
	97	E+72h to E+14d	Use the prioritized distribution systems to begin allocating donated funds for distribution	Grantmakers, RCG	—	—
	98	E+72h to E+14d	Assist NGOs with operations of monetary donations processing and distribution systems	Operational Area	—	—
B.12 Assist organizations accepting and distributing donations in following appropriate laws and regulations regarding health and safety considerations	99	E+72h to E+14d	Follow established legal criteria for the effective use of funds	NGOs	Grantmakers	—
	100	E+72h to E+14d	Share legal and policy information about health and safety considerations with organizations and entities participating in the donations response	NGOS	Grantmakers	—
	101	E+72h to E+14d	Share legal and policy information about data tracking and reporting with organizations and entities participating in the donations response	NGOs	Grantmakers	—
	102	E+72h to E+14d	Periodically check for compliance with safety and reporting requirements	NGOs	Grantmakers	—
B.13 Continue monitoring donations-related activities	103	E+72h to E+14d	Monitor tracking databases and other systems to identify donation offers that meet or fail to meet the needs of people affected by the disaster	NDMN Admin Group	—	—
	104	E+72h to E+14d	Gather information on donated goods that are available to supplement the resource needs of emergency responders and emergency operations	NDMN Admin Group	—	—
	105	E+72h to E+14d	Anticipate future donations needs and feed them back into the other information streams	DMU	—	—
	106	E+72h to E+14d	Archive the tracked donations information for use in future reporting and reimbursement	DMU	—	—
	107	E+72h to E+14d	Collect and collate data on distribution of cash donations for future reporting	DMU	—	—
B.14 Begin to prepare for the transition to long-term recovery	108	E+72h to E+14d	Provide technical assistance to impacted Operational Areas on the formation of an LTRC/LTRO, if requested	State Voluntary-Agency Liaison (Cal EMA)	Cal EMA Recovery Group	—
	109	E+72h to E+14d	Begin planning for report to public on distribution and use of cash donations	CaliforniaVolunteers	—	—
	110	E+72h to E+14d	Encourage and support formation by the local VOAD or NorCal VOAD of an LTRC/LTRO	DMU	Voluntary-Sector Liaison	—
	111	E+72h to E+14d	Support disposition of unused donated goods, trash, and other waste	Logistics Section	—	—
C.1 Continue tracking the flows of donations into and around the affected areas	112	E+14d to E+60d	Collect and collate data on distribution of donations for report to public	DMU	—	—
	113	E+14d to E+60d	Continue all other relevant and necessary activities of this type from the previous time period	All units	—	—
C.2 Continue coordination efforts	114	E+14d to E+60d	Continue coordination with LACs and DRCs to monitor locations and types of needs, effectiveness of distribution, etc.	OA	—	—
	115	E+14d to E+60d	Continue coordination with NGOs and government agencies to monitor locations and types of needs, distribution efforts, etc.	DMU	—	—
	116	E+14d to E+60d	Continue all other relevant and necessary activities of this type from the previous time period	All units	—	—

Table 6-1. Response timeline for donations management.

Objective	Line	Time Frame	Tasks/Operations	Lead/Coordinating Entity	Supporting Entity	Details and Comments
C.3 Provide regular updates to the public about the flows of donated funds, goods, and services, about any gaps in what is needed, and about what is not needed	117	E+14d to E+60d	Continue communications with NVOAD to coordinate messaging with regard to local and State needs related to this disaster	State-level Cal EMA	—	—
	118	E+14d to E+60d	Continue all other relevant and necessary activities of this type from the previous time period	All units	—	—
C.4 Support monetary and in-kind distribution systems to increase their efficiency and completeness	119	E+14d to E+60d	Support continued distribution of monetary donations as per prioritization system	DMU	California Volunteers	—
	120	E+14d to E+60d	Support DMU staff and begin plans for rotation periods	Management, Logistics	—	—
	121	E+14d to E+60d	Increase staffing levels as needed to function at required capacity	Management, Logistics	—	—
	122	E+14d to E+60d	Support distribution of surplus of donations to disaster relief agencies (agencies receiving such goods to provide transportation and staff needed to load items)	DMU	—	—
C.5 Assist with State-level efforts to support local formation and operation of LTRCs/LTROs in each impacted Operational Area	123	E+14d to E+60d	Assist State-level efforts to support formation and operation of an LTRC/LTRO in each impacted Operational Area	DMU	—	—
C.6 Evaluate priorities for distribution to minimize unmet needs	124	E+14d to E+60d	Evaluate priorities for distribution to minimize unmet needs	DMU	—	—
	125	E+14d to E+60d	Coordinate with RCG to evaluate and apply prioritization system	DMU/RCG	—	—
	126	E+14d to E+60d	Ensure prioritization processes are inclusive of resources that support access and functional needs populations	RCG	DMU, DCT	—
C.7 Support local, State, or Federal efforts to identify and prosecute fraudulent solicitations for donations	127	E+14d to E+60d	Respond promptly to information requests from State or Federal law enforcement agencies, Departments of Justice, or the Cal EMA Law Branch, any of which may establish a Fraud Prevention/Investigation System	All Sections	—	—
	128	E+14d to E+60d	Work through Law Enforcement Mutual Aid system and other mechanisms to contribute or share necessary resources	All Sections	—	—
	129	E+14d to E+60d	Analyze tracked and archived information on donations received and distributed for signs of possible fraud or abuse	Finance/Admin	—	—
C.8 Prepare for future reporting to the public on distribution of monetary and in-kind donations	130	E+14d to E+60d	Complete collection and analysis of data on distribution of donations	DMU	California Volunteers	—
	131	E+14d to E+60d	Draft public report on distribution of monetary donations	Grantmakers or California Volunteers	—	—
	132	E+14d to E+60d	Draft public report on distribution of in-kind donations	DMU	—	—
	133	E+14d to E+60d	Deliver draft public reports to agency(ies) responsible for maintaining response and recovery activities beyond 60-day planning period	DMU	—	—
C.9 Support disposition of unused donated goods, trash, and other waste	134	E+14d to E+60d	Identify unneeded goods and arrange for disposition	Warehouses, NGOs, Operational Areas	DMU	—
	135	E+14d to E+60d	Assist with coordination of the disposition and recycling of unneeded goods, if requested	Logistics	—	—
	136	E+14d to E+60d	Assist with coordination of the disposition of trash and unused materials, if requested	Logistics	—	—
C.11 Plan for transition to long-term recovery and eventual turnover of event-specific donations management services and systems	137	E+14d to E+60d	Arrange for long-term operation of the functions of the DMU that persist throughout the recovery phase to continue after the REOC closes	DMU	—	—

Source: URS and Rimmel Consulting analysis (2011)
 — = not applicable
 Cal EMA = California Emergency Management Agency
 d = days
 DCT = Donations Coordination Team
 DMU = Donations Management Unit
 DOC = Department Operations Center

DRC = Disaster Recovery Center
 E = event
 h = hours
 JFO = Joint Field Office
 JIC = Joint Information Center
 JIS = Joint Information System
 LAC = Local Assistance Center

LTRC = Long-Term Recovery Committee
 LTRO = Long-Term Recovery Organization
 NDMN = National Donations Management Network
 NorCal VOAD = Northern California Voluntary Organizations Active in Disaster
 NGO = nongovernmental organization

NVOAD = National Voluntary Organizations Active in Disaster
 PIO = Public Information Officer
 RCG = Regional Coordination Group
 REOC = Regional Emergency Operations Center
 SOC = State Operations Center
 VOAD = Voluntary Organizations Active in Disaster

Note: All references to Incident Command System Sections, e.g., Logistics, pertain to that section in the REOC.

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7 Plan Maintenance

The process for maintaining the Plan is described in this section. The discussion identifies who receives and reviews the Plan, how updates are to be integrated into the Plan, how the Plan is tested, what type of training and exercises are developed to enhance understanding and execution of the Plan, and how after-action review is conducted after the Plan has been implemented, whether as part of an exercise or in response to a real emergency.

7.1 Plan Distribution

Once completed and approved, the Plan is distributed to the Donations Management Steering Committee, the Regional Design Team, and the UASI Management Team. Printed and electronic copies are also delivered to Cal EMA's regional office and State headquarters, the offices of CaliforniaVolunteers, and other State agencies. Electronic versions of the final Plan are also distributed to each of the 12 counties and core cities in the RCPGP planning area and to the local and/or regional offices of the NGOs with major roles in donations management.

7.2 Plan Updates

The Cal EMA regional staff is responsible for the maintenance, revision, and distribution of the Plan. In coordination with CaliforniaVolunteers and those NGOs with critical donations management roles, Cal EMA regional staff annually assesses the need for revisions to the RECP and subsidiary plans based on the following considerations:

- Changes to State or Federal statutes, regulations, guidelines, policies and procedures, or organization
- The need for additional subsidiary plans to develop regional response capabilities or eliminate gaps in capabilities, as suggested by Mutual Aid Regional Advisory Committee members and coordinated with the Bay Area UASI Management Team
- Implementation of tools or procedures that alter or improve on Plan components

Cal EMA regional staff maintains a record of amendments, revisions, and executable versions of all documents; it is responsible for distributing the Plan to all applicable agencies.

Some aspects of this Plan were not able to be fully developed in the time frame of the funding allocated for its creation. These topics include:

- Identifying, developing, or implementing innovative training and exercise systems such as using food drives to simulate in-kind donations processes
- Increasing the use of technologies for donations management by:
 - Aligning government and a broad range of NGOs behind a single donations technology

- Increasing number of registrants to the NDMN
- Finding ways of supporting NDMN licenses
- Training donor organizations, community groups, faith-based organizations, and others on the role and proper use of NDMN
- Forming agreements with media about how they can most effectively inform the public about issues of public health and safety
- Developing agreements and signing contracts with owners or operators of facilities to support donations management
- Providing full descriptions of and operational details arising from California's EF-17 or CaliforniaVolunteers' policy on monetary donations, both of which are still in development by the State

These topics warrant further consideration and attention towards their development and implementation. Part of the Plan-updating process should include improving the amount and quality of the content regarding them, possibly through the testing, training, and exercise processes described below.

7.3 Plan Testing, Training, and Exercises

Exercising the Plan and evaluating its effectiveness involves the use of training and exercises as well as evaluation of actual disasters to determine whether goals, objectives, decision, actions, and timing outlined in the Plan led to a successful response.

Exercises are the best method of evaluating the effectiveness of a plan and are also a valuable tool in training emergency responders and government officials. Exercises allow emergency responders and government officials to become familiar with the procedures, facilities, and systems that they actually use or manage in emergency situations. Cal EMA is responsible for planning and conducting emergency exercises for the region.

Exercises are conducted on a regular basis to maintain readiness. Exercises should include as many Operational Areas, other regions, and State and Federal agencies as is practical. Any exercises that address this Plan are in compliance with the Homeland Security Exercise and Evaluation Program.

7.4 After-Action Review and Corrective Action

After every exercise or disaster, an After-Action Report (AAR)/Improvement Plan (IP) should be completed. The AAR/IP has two components: an AAR, which captures observations and recommendations based on incident objectives as associated with the capabilities and tasks; and an IP, which identifies specific corrective actions, assigns them to responsible parties, and establishes targets for their completion. Cal EMA is the lead agency for the development of the AAR/IP and convenes participants to discuss action items and solicit recommendations for improvement.

Appendix A: Glossary

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Appendix A: Glossary

A.1 Acronyms and Abbreviations

AAR.....	After-Action Report
ARC	American Red Cross
BUOC.....	Business and Utilities Operations Center
Cal EMA.....	California Emergency Management Agency
CAN	Coordinated Assistance Network
CBO	community-based organization
CRA	California Resiliency Alliance
CRADAR.....	California Resiliency Alliance Disaster Asset Registry
d.....	day
DCT.....	Donations Coordination Team
DHS	U.S. Department of Homeland Security
DMU.....	Donations Management Unit
DOC	Department Operations Center
DRC	Disaster Recovery Center
E.....	event
EF	Emergency Function
EMAC.....	Emergency Management Assistance Compact
EMMA	Emergency Managers Mutual Aid
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
FEMA	Federal Emergency Management Agency
FBO.....	faith-based organization
HAZUS.....	Hazards U.S.
h.....	hour
IP.....	Improvement Plan
JFO	Joint Field Office
JIC.....	Joint Information Center
JIS.....	Joint Information System
LAC	Local Assistance Center
LTRC.....	Long-term Recovery Committee
LTRO	Long-term Recovery Organization
MOU.....	memorandum of understanding
M	moment magnitude
MOU.....	Memorandum of Understanding
NDMN	National Donations Management Network

NGO.....	nongovernmental organization
NIMS.....	National Incident Management System
NorCal VOAD	Northern California Voluntary Organizations Active in Disaster
NRCC	National Response Coordination Center
NRF	National Response Framework
NVOAD	National Voluntary Organizations Active in Disaster
OPI.....	Office of Public Information
PIO.....	Public Information Officer
Plan.....	Regional Catastrophic Earthquake Donations Management Plan
PUC	Public Utilities Commission
RCG.....	Regional Coordination Group
RCPGP	Regional Catastrophic Planning Grant Program
RECP.....	Regional Emergency Coordination Plan
REOC	Regional Emergency Operations Center
RRCC	Regional Response Coordination Center
SEMS.....	Standardized Emergency Management System
SEP.....	State Emergency Plan
SOC	State Operations Center
UASI	Urban Area Security Initiative
VAL.....	Voluntary Agency Liaison
VOAD.....	Voluntary Organizations Active in Disaster

A.2 Key Terms

211. Service that provides free and confidential information and referral (including disaster-related information) by telephone to the public.

Bulk goods. Donated goods, generally new, available or provided in palletized or other bulk format.

Direct service providers. See Service providers.

Donated goods. Bulk goods, which are generally new and most useful, or they may be non-bulk, which are generally used goods donated by individuals.

Donated services. A donation category that includes donated professional services, use of facilities and real estate, and loaned equipment or vehicles.

Donations. All donations, both monetary and in-kind, designated for disaster response, relief, and recovery; also referred to as donated goods and services.

Donations Coordination Team. Multi-agency team that serves a specific and defined purpose in support of a Donations Management Unit.

- Donations Management Unit.** Functional unit within an Emergency Operations Center that coordinates donations-related activities, such as communication, information management, resource management, and public information.
- Grantmakers.** Organizations that make grants to voluntary organizations and/or to people affected by disaster; organization types include community foundations, family foundations, United Way, and corporate foundations.
- In-kind donations.** All non-monetary donations designated for disaster response, relief, and recovery.
- Material waste.** Packaging and other trash generated from bulk donations, as well as used goods that are not clean or safe enough for distribution.
- Monetary donations.** Financial contributions designated for disaster response, relief, and recovery.
- Monetary Donations Coordination Team.** A form of a Donations Coordination Team (defined above) specific to monetary donations.
- Non-bulk goods.** Donated goods, generally used, not available or provided in palletized or other bulk format.
- Nongovernmental Organization.** Any organization that is external to government.
- Nonprofit thrift shop.** A thrift shop that is run for the benefit of a nonprofit organization.
- Private sector.** A subset of non-governmental organizations; includes businesses, corporations, and utilities.
- Service providers.** A subset of voluntary sector organizations that may include CBOs, FBOs, and other 501(c)(3) organizations that provide disaster services to clients in the affected area; individual local agencies may provide care and shelter, feeding, and assistance to first responders.
- Thrift shop.** A shop that sells secondhand articles and is often run for charitable purposes.
- Unused goods.** Donated items that are new or of high quality but that are not distributed to people or organizations.
- Voluntary organization.** Nonprofit organization; sub-types include community-based organizations, faith-based organizations, grantmakers and others.
- Voluntary sector.** A subset of non-governmental organizations consisting of all voluntary organizations; sometimes referred to as the nonprofit sector.
- Waste.** See Material waste.

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Appendix B: Maps

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Map B-1 Twelve-county San Francisco Bay Area region

Map B-2 Shaking intensity

Map B-3 Liquefaction susceptibility

Map B-4 Completely and extensively damaged buildings

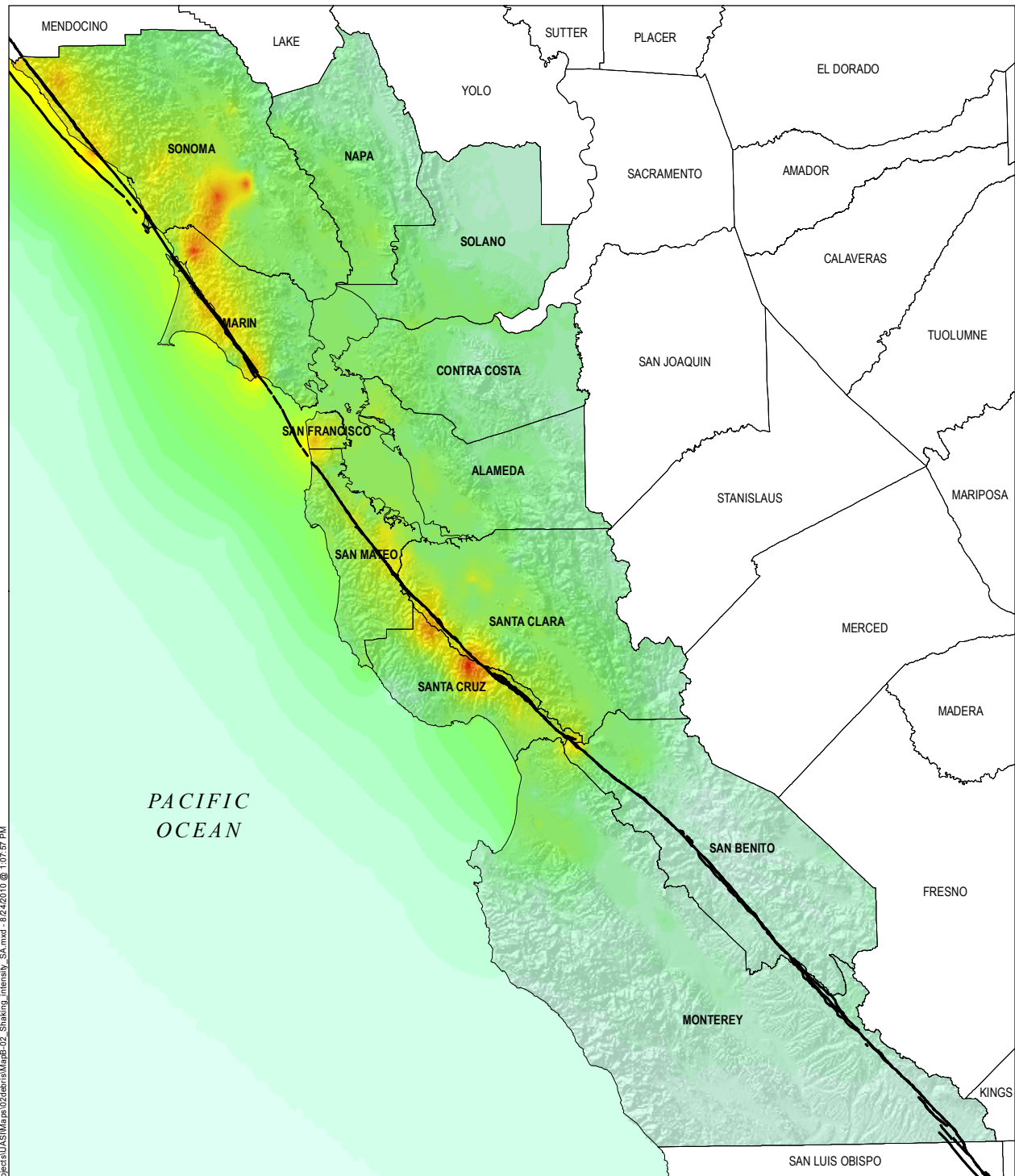
Map B-5 Number of people seeking shelter by census tract

Map B-6 211 service organizations by county

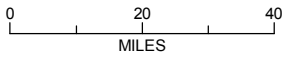
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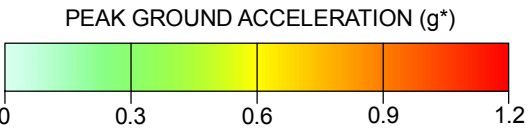
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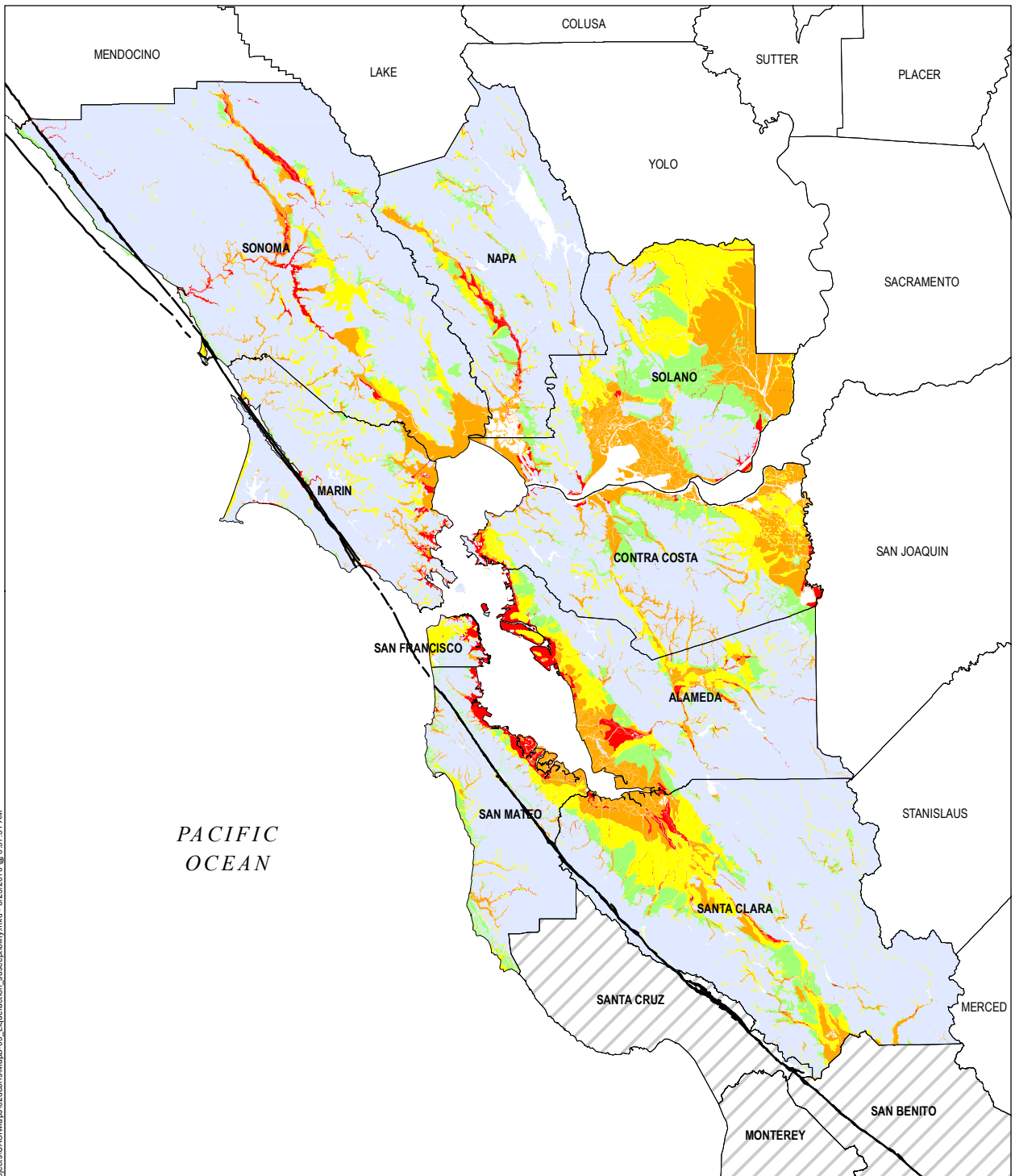
— San Andreas fault zone



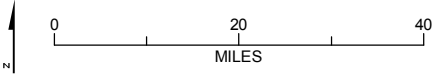
*g = 980 centimeters/second/second (units of gravitational acceleration)
 Topographic data source: USGS NED
 Fault data source: USGS, 2006

Bay Area UASI Program
 Regional Catastrophic Preparedness Grant Program

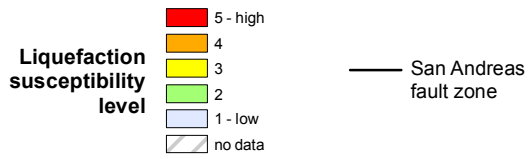
Map B-2. Shaking intensity
 Peak ground acceleration; Scenario: **M 7.9** San Andreas fault earthquake
 1906 Modified Mercalli Intensity



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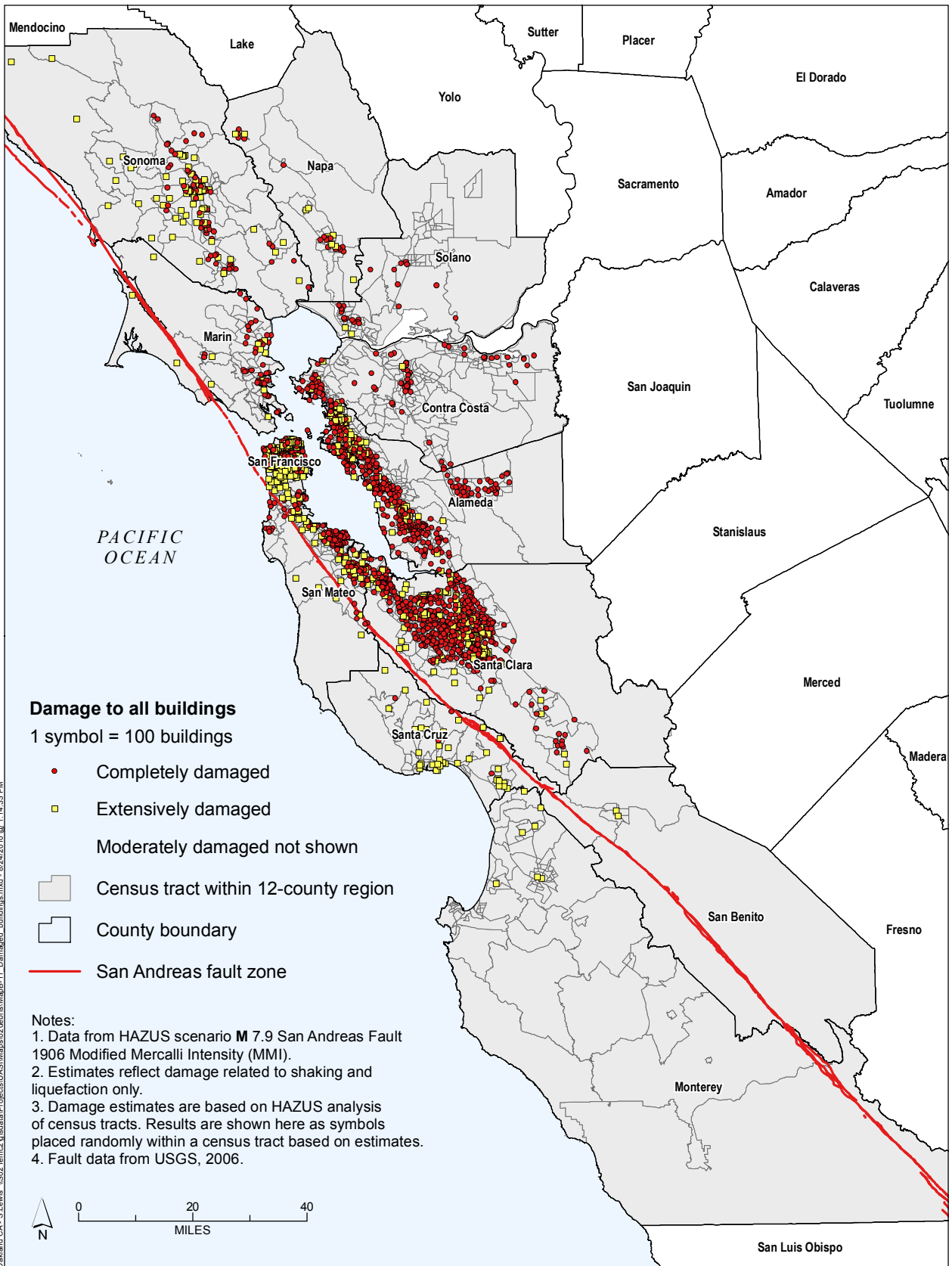


Liquefaction data source: URS, Knudsen et al. (in progress)
 Fault data source: USGS, 2006



Bay Area UASI Program
 Regional Catastrophic Preparedness Grant Program

Map B-3
 Liquefaction susceptibility



Damage to all buildings

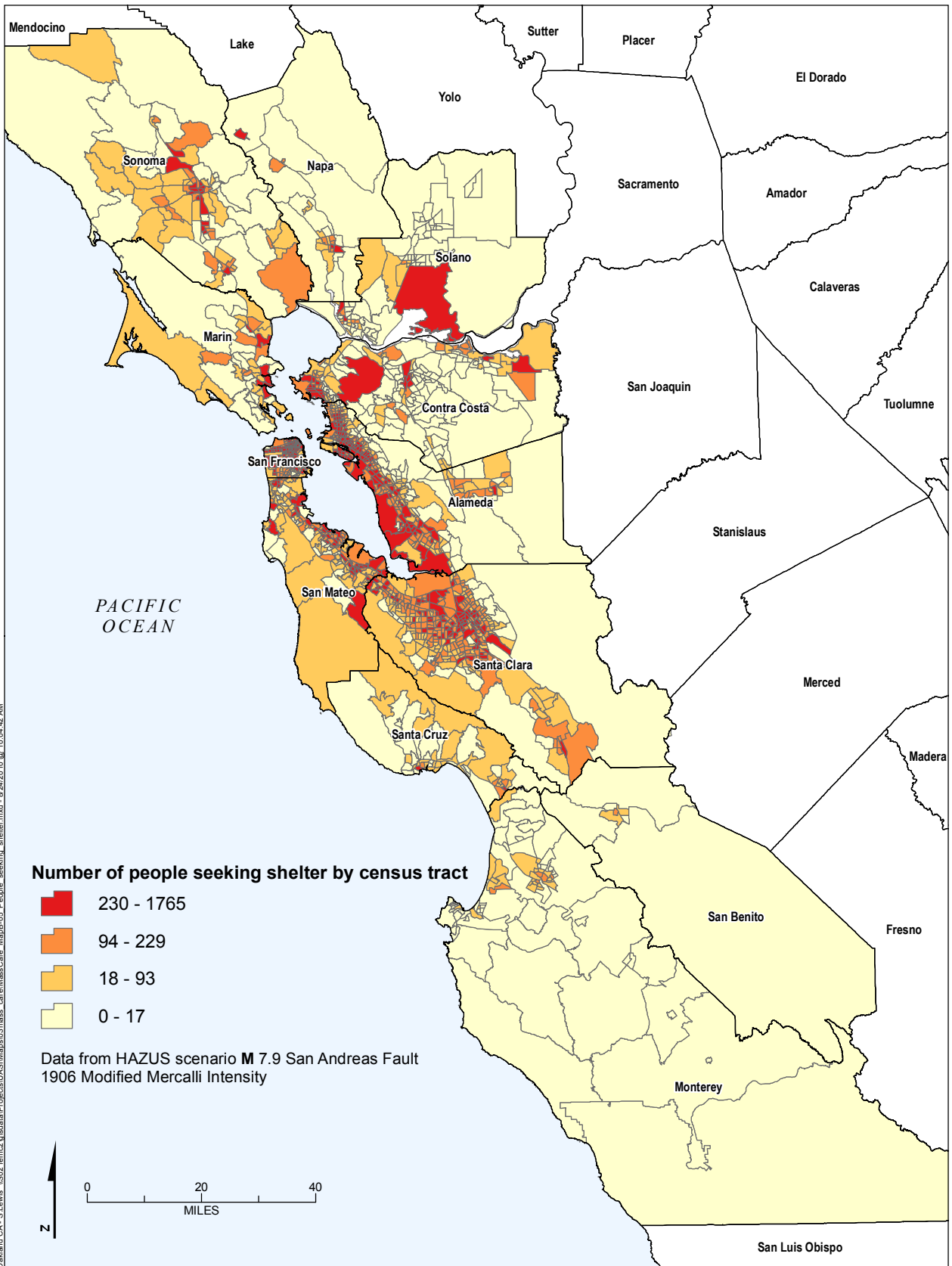
1 symbol = 100 buildings

- Completely damaged
- ◻ Extensively damaged
- Moderately damaged not shown
- ◻ Census tract within 12-county region
- ◻ County boundary
- San Andreas fault zone

Notes:
 1. Data from HAZUS scenario M 7.9 San Andreas Fault 1906 Modified Mercalli Intensity (MMI).
 2. Estimates reflect damage related to shaking and liquefaction only.
 3. Damage estimates are based on HAZUS analysis of census tracts. Results are shown here as symbols placed randomly within a census tract based on estimates.
 4. Fault data from USGS, 2006.



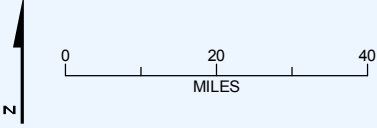
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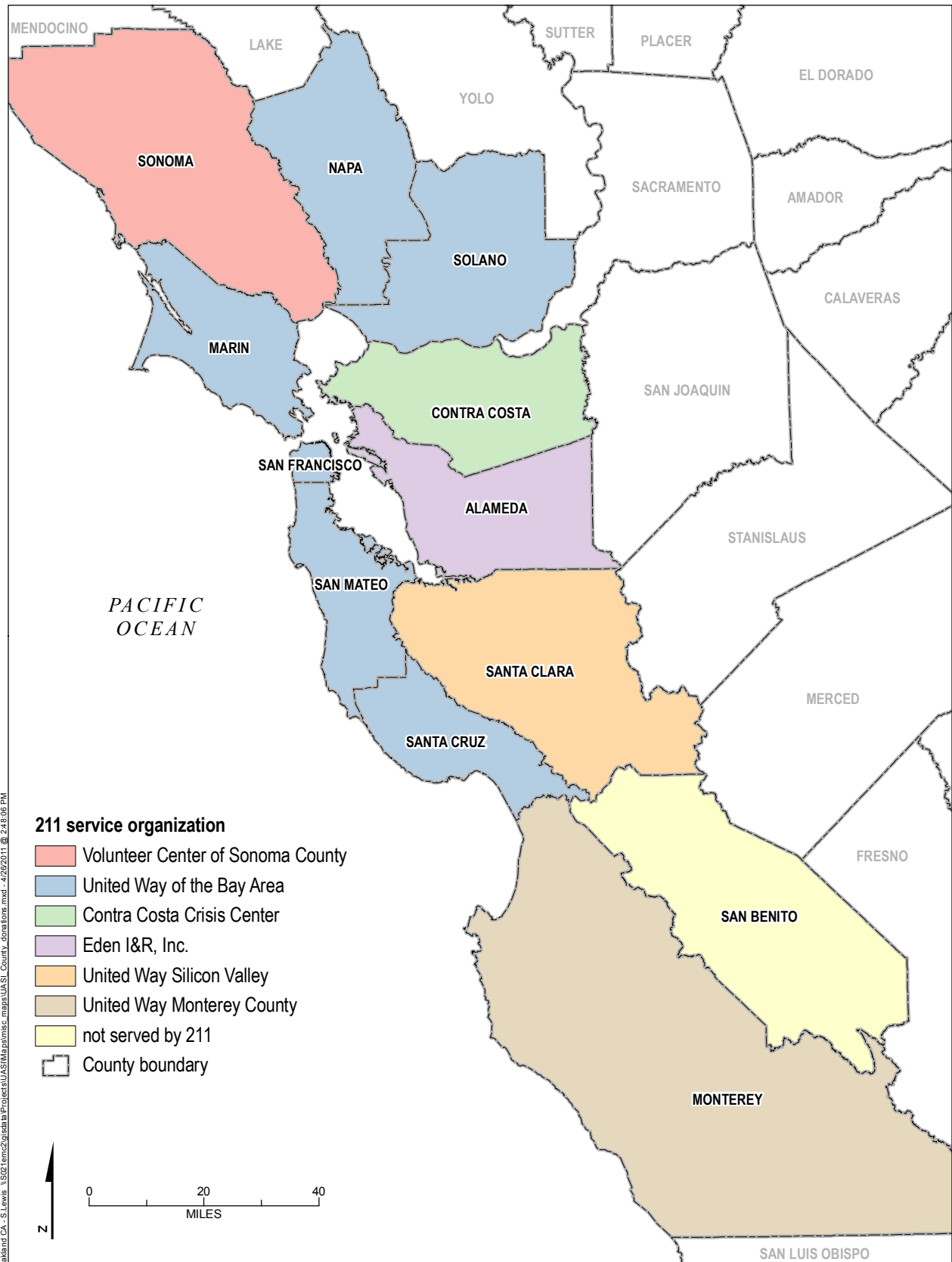
Number of people seeking shelter by census tract

- 230 - 1765
- 94 - 229
- 18 - 93
- 0 - 17

Data from HAZUS scenario **M 7.9** San Andreas Fault
1906 Modified Mercalli Intensity

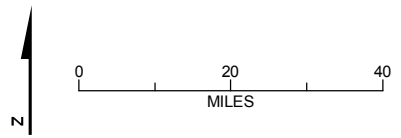


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211 service organization

- Volunteer Center of Sonoma County
- United Way of the Bay Area
- Contra Costa Crisis Center
- Eden I&R, Inc.
- United Way Silicon Valley
- United Way Monterey County
- not served by 211
- County boundary



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**Appendix C:
Scenario and Assumption Details and
HAZUS Description**

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Appendix C: Scenario and Assumptions Details and HAZUS Description

C.1 Scenario Earthquake

The scenario earthquake is an moment magnitude (**M**) 7.9 earthquake on the northern segment of the San Andreas fault. The basis for the scenario is a Hazards U.S. (HAZUS) analysis performed by the Earthquake Engineering Research Institute, with support from the U.S. Geological Survey and the California Emergency Management Agency (Cal EMA), beginning in 2005 and modified in 2009 by URS Corporation for the Regional Catastrophic Preparedness Grant Program.

The characteristics of the scenario earthquake and its impacts on the region are:

1. The earthquake occurs in January on a weekday at 1400 hours Pacific Standard Time.
2. A foreshock precedes the main shock by 20 to 25 seconds. There is no other warning.
3. The main shock lasts 45 to 60 seconds.
4. The epicenter is just outside the entrance to the San Francisco Bay, west of the Golden Gate Bridge.
5. The earthquake ruptures approximately 300 miles of the northern segment of the San Andreas fault, from the San Juan Bautista area in the south to Cape Mendocino in the north.
6. Shaking is felt in Oregon to the north, Los Angeles to the south, and Nevada to the east.
7. The estimated magnitude is **M** 7.9 with a Modified Mercalli (MM) intensity of VIII (severe shaking/moderate to heavy damage) to IX (violent shaking/heavy damage) in widespread areas of the most severely affected counties. Pockets in the affected counties experience instrument intensity of MM X (extreme shaking/very heavy damage), particularly areas immediately adjacent to the fault and areas where liquefaction is likely to occur.
8. Ground shaking and damage occurs in 19 California counties, from Monterey County in the south to Humboldt County in the north and into the San Joaquin Valley.
9. Damage is catastrophic in the areas that experience shaking intensities of MM IX and X and high or very high levels of susceptibility for liquefaction, which are the areas adjacent to the fault in Marin, San Francisco, San Mateo, Santa Clara, Santa Cruz, and Sonoma counties.

10. Counties along the fault outside the Bay Area, such as Mendocino, may sustain damage and require response.
11. Central Valley counties such as Sacramento and San Joaquin may be affected immediately by evacuations and other response actions.
12. The rest of California and the Nation are affected significantly by the need to respond; the deaths, injuries, and relocations of the Bay Area residents; economic disruption; and media attention.
13. Threats and hazards resulting from shaking, surface fault rupture, and liquefaction include:
 - Structural and nonstructural damage to buildings and infrastructure, including widespread collapse of buildings
 - Widespread fires
 - Subsidence and loss of soil-bearing capacity, particularly in areas of liquefaction
 - Displacement along the San Andreas fault
 - Widespread landslides
 - Hazardous materials spills and incidents
 - Dam/levee failure resulting in flooding
 - Civil disorder
14. Threats and hazards resulting from the main shock are aggravated or recur during aftershocks, which continue for months after the main shock.
15. The earthquake does not generate a tsunami or seiche, despite its magnitude.
16. Potable water supply systems suffer major damage because of the following:
 - Extensive damage to pipelines from ground deformation
 - Interruption of pumps and treatment due to power outages
 - Damage to treatment facilities, storage facilities, and distribution infrastructure
 - Contamination of potable water systems because of damaged lines

The number of households without potable water is provided in **Table C-1**,¹ based on the estimated damage to potable water pipelines and facilities, and derived using HAZUS.

¹ As with all tables in this Plan, numbers are rounded to the nearest hundred.

Table C-1. Number of households without potable water after the scenario earthquake.

County	Total Households	Households without Potable Water Post-Earthquake			
		E+24 Hours	E+72 hours	E+7 Days	E+30 days
Alameda	564,200	465,000	459,800	448,200	341,800
Contra Costa	384,600	105,700	85,700	45,600	N/A
Marin	105,300	56,300	48,600	29,300	N/A
Monterey	130,300	N/A	N/A	N/A	N/A
Napa	50,300	3,900	<100	0	0
San Benito	17,300	N/A	N/A	N/A	N/A
San Francisco	358,900	340,100	336,400	326,100	N/A
San Mateo	268,000	236,900	234,300	228,100	149,700
Santa Clara	624,700	516,800	512,300	502,700	423,100
Santa Cruz	95,800	16,100	6,500	<100	<100
Solano	140,900	12,500	3,700	<100	<100
Sonoma	182,900	87,800	81,900	69,100	<100
Total	2,923,200	1,841,100	1,769,200	1,649,400	914,900

Source: HAZUS analysis conducted by URS in 2009. The estimates were adjusted, by county, for population increases since 2000.

E = Event

N/A = Not available (HAZUS results are unreliable)

- The earthquake results in massive power outages, and auxiliary power systems and generators are not sufficient to meet critical needs. The number of households without electricity is provided in **Table C-2**, based on the estimated damage to electrical facilities, substations, and distribution circuits.

Table C-2. Number of households without electricity after the scenario earthquake.

County	Total Households	Households without Electricity Post-Earthquake			
		E+24 Hours	E+72 hours	E+7 Days	E+30 days
Alameda	564,200	23,600	13,700	5,400	1,200
Contra Costa	384,600	15,400	9,300	3,700	800
Marin	105,300	3,700	2,400	1,100	200
Monterey	130,300	N/A	N/A	N/A	N/A
Napa	50,300	2,000	1,200	500	100
San Benito	17,300	N/A	N/A	N/A	N/A
San Francisco	358,900	253,900	161,300	73,100	18,300
San Mateo	268,000	100,100	62,800	27,900	6,800
Santa Clara	624,700	57,100	34,300	14,400	3,400
Santa Cruz	95,800	15,500	9,600	3,900	800
Solano	140,900	5,600	3,200	1,400	300
Sonoma	182,900	60,000	40,400	19,700	5,000
Total	2,923,200	492,200	308,400	139,000	34,300

Source: HAZUS analysis conducted by URS Corporation in 2009. The estimates are adjusted, by county, for population increase since the year 2000. For Contra Costa, Napa, and Solano counties, the power loss is not accurately represented in HAZUS and is an average of losses for Alameda and Marin counties. HAZUS does not provide reliable results for Monterey and San Benito counties, but it can be assumed that there will be some power loss in these counties.

E = Event

N/A = Not available (HAZUS results are unreliable)

C.2 General Planning Assumptions

The key planning assumptions include:

1. Within 24 hours:
 - Local governments proclaims a Local Emergency. The Governor of California proclaims a State of Emergency and requests that the President declare a disaster.
 - The President declares a Major Disaster, making Federal assistance available under the Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988.
 - The U.S. Department of Homeland Security and FEMA implement the Catastrophic Incident Supplement to the National Response Framework and begin mobilizing Federal resources.
2. Because of extensive damage to building and transportation infrastructure in Oakland, the Cal EMA Regional Emergency Operations Center (REOC) in Oakland may not be functional. The Cal EMA Regional Level function within

Standardized Emergency Management System (SEMS) will persist but may be run out of an alternate location at:

- An REOC outside the region
- The State Operations Center (SOC)
- The Joint Field Office (JFO), once it is established as part of the Cal EMA and FEMA Unified Coordination Group²

Cal EMA will notify the Operational Areas of the appropriate channels for communication with the regional function, once it has been established.

The Cal EMA State Level function will also be active and will operate out of the SOC or the JFO.

3. On a statewide basis, all elements of SEMS are functional, including communications and mutual aid systems.
4. The response capabilities and resources of the local governments and the State in the region are quickly overwhelmed or exhausted.
5. A detailed and credible common operating picture cannot be achieved for 24 to 48 hours (or longer) after the disaster. As a result, response activities begin without the benefit of detailed and complete situational or critical needs assessments (except as available from scenario-based predisaster impact modeling).
6. First responders, providers of recovery services, and other critical response personnel are personally affected by the disaster and may be unable to report to their posts for days because of the damaged transportation infrastructure. First responders who are on duty may be held over for additional shift coverage.
7. Once the President declares a disaster and commits Federal resources, the State and Federal governments establish joint operations to provide assistance to local jurisdictions.
8. Massive assistance in the form of response teams, equipment, materials, and unsolicited volunteers begins to flow toward the region, providing urgently needed resources but creating coordination and logistical support challenges.
9. Because of damage to the transportation infrastructure, out-of-region mutual aid, State and Federal resources, and resources from other states cannot begin to arrive inside the worst impacted area for up to 72 hours.
10. Depending on location, some Operational Area emergency operations centers experience significant damage, but others are partly or wholly operational.

² According to the California Catastrophic Incident Plan (CCIP), this joint Federal-State function is a critical part of responding to a disaster of this scale.

C.3 Mass Care and Shelter-Related and Transportation-Related Assumptions

1. Several hundred thousand commuters, tourists, and other non-residents will be in the 12-county region at the time of the event. Many of these people will be effectively stranded where they are because of road damage, trapped vehicles, or other impediments.
2. An estimated 1,416,000 children will be in school at the time of the earthquake.
3. An estimated 331,400 people in the 12-county Bay Area region are projected to seek shelter after the earthquake. This includes residents as well as homeless and visitors or tourists in the region. These people will be a major source of need for donated goods, services, and funds.
4. Non-governmental organizations, including faith-based and community-based organizations, will also need resources to meet the needs of their clients.
5. Over 1 million people will need transportation assistance. As they gather at pickup points, evacuees may have to wait for as long as 24 hours at the evacuation pickup points.
6. Large numbers of affected residents will choose not to sleep at shelters and will stay near their residences in vehicles, in tents, or at other temporary shelters; however, many of them will seek food, supplies, or other services at shelters.
7. Spontaneous shelters, which are not predesignated or known by local government, will open in communities within hours of the earthquake. They may not be properly supported for several days after the earthquake and will need outside resources.
8. Mega-shelters (facilities with populations greater than 1,000)³ may open in the first week after the earthquake to shelter large numbers of people seeking short-term shelter (up to Event+14 days). Most local plans do not cover the specifics of mega-shelters, but possible sites include stadiums, convention centers, military bases, and the like. The large open spaces surrounding mega-shelters may also be used for other activities such as staging of supplies and commodities, or distribution of bulk goods.
9. Several hundred thousand animals are expected to need shelter or other assistance after the event. These animals are a likely intended recipient of donated goods and funds.
10. Other shelter needs resulting from the impacts of the earthquake are relevant to effective donations management. These include the following:
 - Document the cause, manner, and method of death

³ This threshold was used in the UASI Shelter Operations Guide, which was developed with the support of the ARC, the California Department of Social Services, and local county stakeholders.

- Provision for the basic medical support requirements of the general shelter population, including contagious disease monitoring and control, providing access to prescription medications, the provision of first aid, and monitoring of people with chronic health conditions
- Identification of locations that will not be suitable for people with access and functional needs (e.g., no wheelchair access)
- Utilities or alternate methods (e.g., water trucks, gas-powered generators) for shelter facilities
- Staff and supplies to support shelters and meet shelter demand
- Specialized staff and supplies, including medical staff, FAST or similar teams, durable medical equipment, and common medicines, to satisfy the estimated access and functional needs shelter populations
- Security inside and around the shelter facility
- Hygiene and sanitation facilities and supplies
- Feeding and distribution supplies, equipment, and staff for shelters and for mass feeding or supply distribution away from shelters
- Accessible transportation support for people who need services not provided in current shelters

C.4 Interim Housing–Related Assumptions

Several hundred thousand people (see **Table C-3**, below) will need some form of interim housing. These people will also be intended and appropriate recipients of donated goods and funds, though much of this need will take place outside of the 60-day planning window.

1. Interim housing needs will be driven by the timeline to restore damaged housing or construct new housing.
2. Housing restoration timelines are highly dependent on the availability of financing; local, State, and Federal assistance; the availability of contractors and construction materials and equipment; and local planning and permitting decisions.
3. It is likely that the restoration of some structures will take more than 5 years, and resources will not be available to restore all damaged units.
5. Approximately 15 percent of households in the Bay Area have earthquake insurance. It is likely that housing restoration resources (insurance, private financing, and Federal grants and loans) will be insufficient to restore all damaged or destroyed housing.
6. Access to schools, health care, grocery stores, social support networks, accessibility, and other amenities affect decisions about interim housing.

Table C-3. Estimated number of households in the region that will need interim housing 1, 3, 6, and 12 months after the earthquake.

County	Number of Households in the Region Needing Interim Housing			
	E+1 Month	E+3 Months	E+6 Months	E+12 Months
Alameda	95,400	76,700	64,000	38,700
Contra Costa	17,500	13,500	11,400	7,300
Marin	8,000	6,500	5,500	3,300
Monterey	2,300	1,500	1,200	500
Napa	3,500	2,600	2,200	1,200
San Benito	300	200	200	100
San Francisco	116,800	92,800	77,000	45,500
San Mateo	41,700	33,700	28,000	16,300
Santa Clara	97,300	79,100	65,800	39,200
Santa Cruz	3,600	2,700	2,100	900
Solano	3,400	2,700	2,300	1,400
Sonoma	14,600	11,700	9,600	5,400
Total	404,200	323,800	269,100	159,700

Source: URS Corporation analysis of HAZUS damage estimates
 E = Event

C.5 Volunteer Management–Related Assumptions

1. Both affiliated and unaffiliated volunteers may be involved with various aspects of donations management, including receiving, sorting, warehousing, transporting and distributing donated items.
2. Affiliated volunteers involved through their agency affiliation with donations management activities are pre-trained for their roles.
3. Unaffiliated volunteers who assist an agency with donations management tasks need to be trained for their roles.
4. Some donations management agencies may be overwhelmed with offers of help from unaffiliated volunteers.
5. Agencies needing extra assistance with donations management activities should submit volunteer requests to a local Emergency Volunteer Center, if one is present.
6. Individuals seeking to volunteer with donations management tasks learn about such volunteer opportunities in a variety of ways, including through hearing media announcements, by contacting 211, by contacting a local Emergency Volunteer Center, through social networking contacts, and by word-of-mouth.

C.6 Debris Management–Related Assumptions

1. Debris from unwanted/unneeded donations consists primarily of clothing that is torn, dirty, or otherwise unusable; and perishable and nonperishable food items whose shelf life has expired, are damaged, and/or are otherwise unusable.
2. Agencies and organizations with unwanted/unneeded donations find their ability to clear and remove debris is exceeded and request assistance from local government.
3. Unwanted/unneeded donations have lower priority for removal than items that are blocking priority transportation routes and access to critical facilities, among others.

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Appendix D: Checklists

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Appendix D: Checklists

The following pages contain checklists for actions to be performed by donation management personnel at the Regional Emergency Operations Center (REOC). Other checklists will be incorporated as they are developed.

Checklists for REOC Donations Management Unit Lead follow.

D.1 Position Activation

	Check in with REOC Logistics, receive briefing on current activation
	Complete check-in and determine workstation location
	Complete computer log on, including RIMS
	Establish and maintain Donations Management Unit Duty Log
	Establish and maintain communications with Operational Areas and SOC Donations Management Unit

D.2 On-Coming Shift

	Complete check-in procedure with Logistics Section Personnel Branch
	Receive shift turnover briefing from off-going Donations Management Unit, including:
	<ul style="list-style-type: none"> • Conduct overview of current situation report • Review the Action Plan for the next Operational Period • Reporting requirements for Planning and Intelligence Section
	Meet and confer with on-coming and off-going REOC Logistics Section Chief
	Note any modifications to reporting requirements and/or Planning and Intelligence Section activities
	Maintain Donations Management Unit Duty Log
	Maintain communications with Operational Areas and SOC Donations Management Unit (if activated) or SOC Director

D.3 Operational Activities

	Track calls offering goods in the NDMN donated products database
	Track calls offering services in the CRADAR donated services database
	Contact volunteer agencies that have expressed needs to match them with donors
	Coordinate with CaliforniaVolunteers, as needed
	Coordinate with other state agencies, as needed
	Coordinate with Federal ESF-7 Resources Support as needed
	Brief the REOC Personnel Branch Coordinator or Logistics Section Chief, as needed
	Brief the REOC Procurement Branch Coordinator as needed

D.4 Off-Going Shift Change

	Provide turnover briefing to on coming Donations Management Unit Lead, including:
	<ul style="list-style-type: none"> • Overview of current situation report
	<ul style="list-style-type: none"> • Review of the Action Plan for the next Operational Period
	<ul style="list-style-type: none"> • Reporting requirements for the REOC Action Plan
	Meet and confer with on-coming and off-going REOC Logistics Section Chief
	Update Donations Management Unit Lead Duty Log to show turnover complete
	Sign out of RIMS and log off computer
	Coordinate check-out of REOC with Logistics Section
	If this is your last shift for this activation:
	<ul style="list-style-type: none"> • Complete the demobilization questionnaire
	<ul style="list-style-type: none"> • Check out with Finance/Administration to ensure completion of timesheet, travel expense claim, etc.

D.5 Position Demobilization

	Notify counterparts of REOC Donation Management Unit close-out
	Turn in final reports to REOC Logistics Section Chief
	Ensure work area is cleaned
	Transfer outstanding projects to appropriate full-time staff or appropriate JFO staff
	Turn in checked-out equipment; return to the appropriate unit
	Participate in after-action process

Appendix E:
Public Information Tools and Samples

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Appendix E: Sample Press Releases and Public Information Announcements

These are templates only and can be adapted as necessary based on specifics and needs of the incident and to reflect strategies for directing donors. Be sure to coordinate the release of all information to the press and the public with the Joint Information System and Joint Information Center.

The following template message formats are provided:

- Television Public Service Announcement
- Radio Public Service Announcement
- Print Media Press Release
- Social Media Press Release

These templates can also be adapted to include directing donors to multiple sources if needed.

E.1 Television Public Service Announcement (PSA) Template

The following PSA template, designed to be used by commercial or public television stations during a disaster, is a voice-over script to inform the public on how to donate.

E.1.1 Post-Incident Voice-Over Script

For Use: IMMEDIATE

Time: Estimated at [number] seconds

Agency: [name of state agency]

Title: Monetary Donations Needed for [name of event]

Wondering how you can help with the response to the [name of event]? The best way to help people affected by the disaster is by making a donation to a private nonprofit organization. Overwhelmingly, nonprofits prefer monetary donations to in-kind donations. If you're not sure where to direct your donation, contact the following organizations:

- CaliforniaVolunteers [URL for monetary donations clearinghouse goes here]
- [Using bullet point format, insert names and URLs of organizations such as grantmakers, direct service providers, or other organizations accepting financial donations]

There, you'll learn more about the needs in [insert affected county names], which relief organizations are helping, and where your dollars can make the greatest difference. You may also call 211 for lists of organizations assisting and accepting monetary donations for this disaster.

###

E.2 Radio Public Service Announcement (PSA) Template

The following Radio PSA template is a reader announcement message to inform the public on how to donate.

E.2.1 Post-Incident Script

For Use: IMMEDIATE

Time: Estimated at [number] seconds

Agency: [name of state agency]

Title: Monetary Donations Needed for [name of event]

Wondering how you can help with the response to the [name of event]? The best way to help people affected by the disaster is by making a donation to a private nonprofit organization. Overwhelmingly, nonprofits prefer monetary donations to in-kind donations. If you're not sure where to direct your donation, contact the following organizations:

- CaliforniaVolunteers [URL for monetary donations clearinghouse goes here]
- [Using bullet point format, insert names and URLs of organizations such as grantmakers, direct service providers, or other organizations accepting financial donations]

There, you'll learn more about the needs in [insert affected county names], which relief organizations are helping, and where your dollars can make the greatest difference. You may also call 211 for lists of organizations assisting and accepting monetary donations for this disaster.

###

E.3 Print Media Press Release Template

[insert logo]

Date:

Time:

Contact:

Phone:

E-mail:

Fax:

FOR IMMEDIATE RELEASE

Monetary Donations Needed for [name of event]

City name, CA –The best way to help residents affected by the [name of event] is by making a donation to a private nonprofit organization. Overwhelmingly, nonprofits prefer monetary donations to in-kind donations. Monetary donations enable disaster response, relief, and recovery organizations to give help where it is most needed, quickly and efficiently. Donations can be made directly to any local disaster relief organization or a local fund. Those who are not sure where to donate their money may contact CaliforniaVolunteers [URL for monetary donations clearinghouse goes here] or [insert names and URLs of organizations such as grantmakers and direct service providers, or other organizations accepting financial donations], to find out more about needs in [insert names of affected counties] and the range of organizations that are responding.

IF APPROPRIATE:

According to [spokesperson title and organization], “At this time, there is no need for donated food, clothing, or other goods for the disaster. Those willing to donate such items for non-disaster purposes should contact local organizations or call [phone number such as 211] to get more information.”

###

E.4 Social Media Press Release Template

[insert logo]

Date:

Time:

Contact:

Phone:

Email:

URL:

Fax:

FOR IMMEDIATE RELEASE

Monetary Donations Needed for [name of event]

City name, CA –The best way to help residents affected by the [name of event] is by making a donation to a private nonprofit organization. Overwhelmingly, nonprofits prefer monetary donations to in-kind donations. Monetary donations enable disaster response, relief, and recovery organizations to give help where it is most needed, quickly and efficiently. Donations can be made directly to any local disaster relief organization or a local fund. Those who are not sure where to donate their money may contact CaliforniaVolunteers [URL for monetary donations clearinghouse goes here] or [insert names and URLs of organizations such as grantmakers and direct service providers, or other organizations accepting financial donations], to find out more about needs in [insert names of affected counties] and the range of organizations that are responding.

IF APPROPRIATE:

According to [spokesperson title and organization], “At this time, there is no need for donated food, clothing, or other goods for the disaster. Those willing to donate such items for non-disaster purposes should contact local organizations or call [phone number such as 211] to get more information.”

###

This social media press release is supplemented by the following multi-media resources:

- Website link(s): [insert list of web addresses]
- Map/directions link: [insert map link]
- Icon links: [insert list of icon links – email, Facebook, Twitter, etc.]
- Photo(s): [insert description/title and link/location]
- Video(s): [insert title of video and link/location]
- Podcast link(s): [insert title and link]
- Twitter message (140 character limit): Looking to make a donation to help with [insert name of event]? Go to [insert web URL] to find out what is needed!

E.5 Message Mapping for Donations Management

A message map is a risk communications device. According to Vincent T. Covello, Ph.D., originator of the concept, the message map is a way to display detailed, hierarchically organized responses to anticipated questions or concerns. It is also a visual aid that provides at a glance an organization's messages for high concern or controversial issues. Message mapping offers a number of benefits, including:

- Developing key messages and support information within a clear, concise, transparent, and accessible framework
- Ensuring consistency of messaging in an organization
- Providing user friendly guidance to spokespersons

Message maps can be created to respond to any anticipated stakeholder question or concern. The following example addresses the broad question, *What kind of disaster donation is most effective?* Message maps can also answer more specific types of questions. Following the Sample Message Map is a list of examples of other questions that stakeholders might have about disaster donations and for which message maps could be prepared.

E.5.1 Sample Message Map for Donations Management

Stakeholder: Public		
Question or Concern: What kind of disaster donation is most effective?		
Key Message 1	Key Message 2	Key Message 3
<i>Cash is the most effective way to help</i>	<i>Material donations are less desirable</i>	<i>Other ways to help include...</i>
Supporting Information 1-1	Supporting Information 2-1	Supporting Information 3-1
Allows organizations to purchase exactly what is needed	Managing donated goods uses up valuable resources	Holding a yard sale
Supporting Information 1-2	Supporting Information 2-2	Supporting Information 3-2
Requires minimal space and resources to manage	If you do donate goods, make sure items are needed	Organizing a fund-raising event
Supporting Information 1-3	Supporting Information 2-3	Supporting Information 3-3
Helps local economy recover more quickly	No used clothing	Donating proceeds

E.5.2 Sample Questions for Potential Message Mapping

Why is a cash donation preferred?

How can I know where to donate?

What are the areas of greatest need?

Which organizations are accepting financial donations?

Which organizations are accepting donated goods?

What should I know about donating goods?

What should I know about making a financial donation?

How are donated goods used?

How are financial donations used?

Are gift cards an appropriate donation?

Will my gift be acknowledged?

Can I get a receipt for my donation?

E.6 Five Ways To Donate Effectively

The following page contains an example of text that can be used on a web page or as background information that can be distributed in conjunction with the templates. It contains a simple and clear set of instructions about effective donations. It should be adapted as needed and completed with the relevant county or city information at the bottom.

5 Ways To Donate Effectively

Tips for Donating in Times of Disaster

The generosity and kindness of many people help communities heal from disaster. People respond with compassion and want to help when they hear a disaster has struck, yet donations that are not needed can cause a burden on already impacted areas. The following guidelines are meant to help you make thoughtful and informed decisions about where and how to donate.

1. Make a financial donation.

Cash is the preferred method at the time of a disaster. It can be used to purchase what is needed to serve the people affected by the disaster, it requires less space and resources to manage, and it often helps the local economy recover more quickly.

2. Give to organizations you already know and trust.

These may include recognized disaster relief organizations, other service providers, local community foundations, and United Way. If you're unsure of which organization to assist, look for reliable sources of information, such as city or county government, 211 (toll-free phone line, available in most parts of California), National Voluntary Organizations Active in Disaster (nvoad.org), and the Better Business Bureau.

3. Make unrestricted financial donations.

When you give to a voluntary organization directly involved in relief activities, trust that they will know best how to use your donation. If you still prefer to restrict your donation to a specific use, then ask the organization for a list of options available for designation.

4. Confirm the need for donated goods before taking action.

You can support disaster relief efforts by donating only the types of material and household goods that relief organizations report are needed. Processing donated goods can be costly, and most organizations are unable to accept donations of used clothing, furniture, or non-bulk food. If you have clothing or furniture, consider having a yard sale to raise money to donate instead. Many voluntary organizations involved in the disaster have toll-free numbers staffed with operators who can provide information about what is needed. Other possible sources are 211 and city and county government.

5. Be prepared to transport your donated goods.

You, the donor, have the primary responsibility to transport the goods you donate. By not planning in advance, you can easily be stuck with large amounts of donated goods and no means of getting it to the recipient organization.

For more information, call or go to *[insert local city or county contact, phone or URL]*

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**Appendix F:
Guidance for Using the
National Donations Management Network**

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Appendix F: Guidance for Using the National Donations Management Network

The Aidmatrix Network **Administrator Quick Reference User Guide**

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- I. Administration**
 - a. Login**
 - b. Allocate New Donations**
 - c. Enter Donations**
 - d. Process Allocated Donations / Find Details**
 - h. Export Graph**
 - i. Change Password**

I. Administration

This Donations Management Portal provides options for donations to be sent to the organizations that are in need of the contribution. Administrators can choose between sending the donation straight to a non-profit organization, offer it to a group of organizations, or make it available to all recipients.

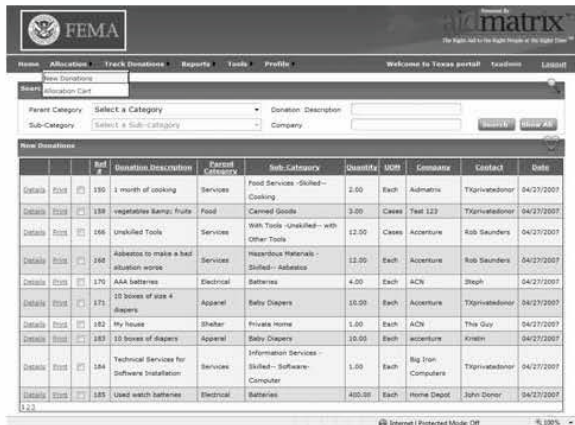
a. Login

Administrators must login into the donations management portal by clicking on the link titled "Admin" adjacent to the Red Mouse image at the bottom left-hand side of the screen. This will redirect them to the Login page where user information is required. Upon logging in, the administrator is now able to Allocate New Donations. The website will redirect them to a new page where they are able to view a graph of donation information.

b. Allocate New Donations

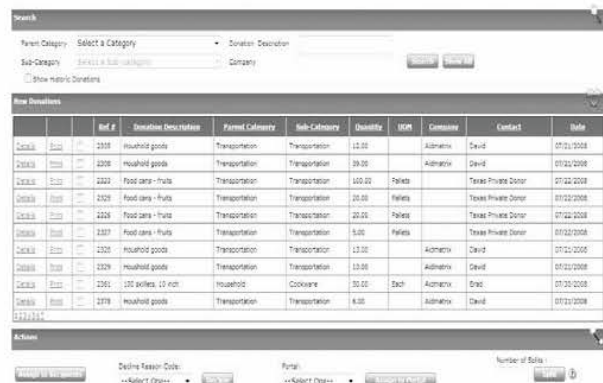
Administrators are now in the role of managing submitted donations. They must start by scrolling over the header titled "Allocations" and click on "New Donations." This page provides the administrator with the ability to **search donations** by:

- 1) selecting parent and/or sub Categories
- 2) entering a donation description
- 3) entering the name of the company

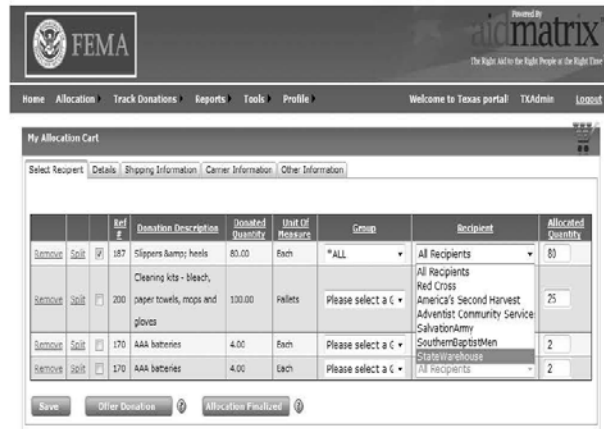


The administrator can then click search to display the results. To examine the information of a particular product, click Details to the left of the donation details row. Scroll down to view the details. This will display a description below which can also be printed by clicking Print. Other things to note include the fact that all columns can be adjusted in hierarchical order by clicking the column header. Also, navigate through pages by clicking on the page number in the bottom left-hand side of the page.

Administrators must act on donations. Click on the check box of a line item. Now administrators can 1) Assign to Recipients 2) Decline 3) Assign the donation to a different portal or 4) Split the donation into multiple offers.



allocate
scrolling
and



Administrators will
new donations by
over "Allocation"
clicking
"Allocation Cart."
Administrators will

be directed to a page where they are able to view all related donation information and begin allocating. To allocate donations, administrators must first check the box to select the donation. If administrators need to edit the donations, they can:

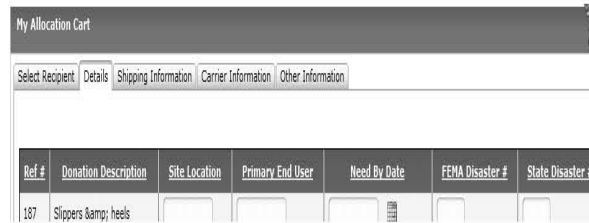
- 1) Click on the word Remove to clear the donation
- 2) Click the word Split to divide the donation line item among several recipients (For example splitting a donation of 20 pallets, into 12 pallets to Recipient A and 8 pallets to Recipient B.)

Once administrators have selected a donation they must choose the group they want to receive the donation by clicking the arrow and scrolling down to the group they want to allocate to. Once the group is selected they must then select the recipient (the displayed recipients are based on the Group selected). Administrators can choose to allocate the donation to all recipients, or to one specific organization. Now they are able to save their work for future use. It is a good idea to save at this point, as you will be transitioning to other tabs to enter more information

Once the "Select Recipient" details are completed, the Administrator may enter other allocation information. They may start by

clicking on the Details Tab to enter recipient information. This includes:

- 1) Site Location -
Address of recipient
- 2) Primary End User-
Recipient contact
- 3) Need by Date
- 4) FEMA/State



Ref #	Donation Description	Site Location	Primary End User	Need By Date	FEMA Disaster #	State Disaster #
187	Slippers & amp; heels					

Disaster #

Next, the administrator must enter all shipping information by clicking the Shipping Information Tab. They will be required to enter the following information:

- 1) Address
- 2) City
- 3) State
- 4) Zip Code
- 5) Drop Trailer Required - If a Non-profit does not have a warehouse, a trailer can be left behind to store the donation.
- 6) Shipping Details

Next, the administrator must enter all transportation information by clicking the Carrier Information Tab. They will be required to enter the following information:

- 1) Organization Name
- 2) Contact
- 3) Phone
- 4) Trailer number
- 5) Estimated Arrival Time

Finally the tab titled Other Information allows for the administrator to enter any comments that are related to the donation or allocation.

Once the Allocation is complete, the Administrator must select to either offer the donation or click on the allocation finalized button. The buttons are below details. If the administrator clicks on offer the donation than the allocation of the donation will not be final until the recipient accepts

the donation. If the administrator would like to declare the donation allocation as finalized, then they must click the button titled "Allocation Finalized." If Offer Donation was selected, then the recipient is now in the role of accepting or rejecting the donation

c. Enter Donations

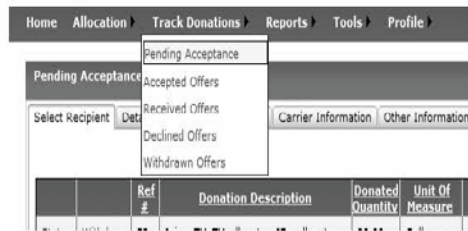
Administrators are also able to enter donations. Start by scrolling over tools and clicking "Enter Donations." Fill all the fields and click "Submit." Make sure to select which donor contributed the items you are entering.



Administrators can also upload bulk donations. Scroll over Tools and click "Bulk Upload Donations." Click the Browse button select and open a file and click "Upload." Click Next and Finish to upload donations. If errors were made, red asterisks will appear prompting you to fix the upload spreadsheet and upload it again.

d. Process Allocated Donations / Find Details

The administrator may have allocated donations and then want to view the status of that allocation. This system allows the administrator to track donations. Start viewing allocations by scrolling over "Track Donations" and clicking "Pending Acceptance." This action will transport the administrator to the donation allocation page. Administrators are able to view whether or not recipients have accepted the donation by clicking on the word status to the left of the screen and the status appears below. The Administrator may have to scroll down to view.

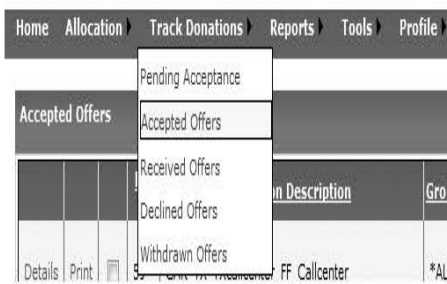


Change Allocation

If changes need to be made regarding allocations, the administrator can click on the word withdraw to remove the donation

from the list. The administrator is able to remove the pending allocation of product completely, from a group, or from one specific organization. This feature will also allow the administrator to change the quantity of an allocation by entering the new number in the allocation quantity field to the right of the screen.

If during the original allocation process all of the necessary information was not entered, the administrator can use the tabs inside of the "Pending Acceptance" feature to enter allocation information. Please refer to the above Section III b (Allocate New Donations) to view all necessary information for allocation.



Accepted Donations

Administrators may want to view offers that have already been accepted. They can track the status of accepted donations by scrolling over "Track Donations" and clicking "Accepted Offers." View donation information by clicking the word details to the left. All donation information will be available to the administrator by scrolling down below the tabs at the bottom of the screen. The administrator is also able to print this information by clicking the word print.

The tabs on the bottom of the "Accepted Offers" page allows the administrator to view the information they entered regarding allocation details. Administrators can choose to view or enter:

- 1) Donation Details
- 2) Allocation Details
- 3) Shipping Information
- 4) Carrier Details



Received Offers

Administrators can track the status of received offers by scrolling over "Track Donations" and clicking "Accepted Offers." They can then view managing information by checking the offer box and clicking the tabs:

- 1) Donation Details
- 2) Allocation Details

3) Shipping Information

4) Carrier Details

Scroll down to view the related details below. Administrators are also able to print these details by clicking [print](#) or just view them by clicking the word [details](#).

Declined Offers

Administrators can track the status of declined offers by scrolling over "Track Donations" and clicking "Declined Offers." They will then be able to view managing information by clicking the tabs:

1) Donation Details

2) Allocation Details

The information from the details appears below. They are also able to print these details by clicking [print](#) or just view them by clicking the word [details](#). To return Declined offers into the allocation cart click the "Return to Cart" Icon.

Withdrawn Offers

Administrators can track the status of withdrawn offers by scrolling over "Track Donations" and clicking "Withdrawn Offers." They can click the word details to view withdrawn donations information. They are able to view managing information by clicking the tabs:

1) Donation Details

2) Allocation Details

The information from the details will then appear below.

Cross Portal Inbound / Outbound Donations

Administrators can track the status of Cross Portal Donations by Scrolling over "Track Donations" and clicking the desired "Cross Portal donations." They can click the word details to view the portal donations information. The information from the details will then appear below.

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**Appendix G:
Emergency Public Information
Excerpt from the Cal EMA JIC Plan**

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Appendix G: Emergency Public Information

The following text was provided by the California Emergency Management Agency (Cal EMA) as part of the information-collection process for this Plan. It was excerpted from a Joint Information Center (JIC) Plan.

G.1 General

1. In an emergency, local agencies will assume primary responsibility for informing the public through information officers at Incident Command Posts established in the field and in operations centers operated by city and county offices of emergency services or other agencies charged with lead responsibility for public information.
2. When an emergency escalates beyond the capability of the affected cities and counties, or when a potential event may have a regionwide or Statewide impact that results in activation of one or more of the Cal EMA Regional Emergency Operations Centers (REOC) and the State Operations Center (SOC) at Cal EMA Headquarters in Sacramento, executive staff may direct the Cal EMA Chief of Public Information to activate the State's Emergency Public Information Plan.
3. Depending on the size of the event and anticipated interest of media and the public, the Lead State Information Officer will determine the appropriate level for activation of the State's Emergency Public Information Plan and staffing of the public information function. Activation for small events with little media and public interest may require minimum staffing and the coordination of conference calls with the communications directors and/or lead information officers for key State agencies; activation for larger events may require activation and significant staffing of a State JIC.
4. To help ensure coordination with information provided at the other levels of response that comprise Standardized Emergency Management System (SEMS) – field, local, and operational area – the public information function or JICs operating in the field, at Cal EMA REOCs and at the SOC will use the following SEMS and National Incident Management System concepts:
 - An Incident Command System or SEMS-type organizational structure
 - Management of operations by measurable objectives for each Public Information Officer (PIO) or JIC section or unit
 - Action Planning Meetings
5. In emergencies, it is more efficient to establish a JIC in which participating governmental agencies' public information personnel can work from to gather intelligence on the emergency, share information, and work cooperatively to disseminate consistent emergency public information either through the news media or directly to the public.

6. When Emergency Public Information Mutual Aid is requested or required by the situation and a JIC has not already been established, the Chief of the Cal EMA Information and Public office will consult with the local lead PIO and suggest that a JIC be established. The JIC will be located in an area that satisfies information dissemination and administrative requirements. This location may be contiguous to the emergency area, at Cal EMA headquarters, in a Cal EMA regional office, or at a location that is determined appropriate by the Cal EMA Chief of Media Relations and Public Information, in consultation with the local lead PIO and the Secretary of Cal EMA. After a JIC has been established, local jurisdictions, as well as any other local, state, or federal agencies with a role in the response or recovery to the emergency should be represented at the facility.
7. When the President declares a major disaster, the Department of Homeland Security's Federal Emergency Management Agency may activate a JIC in conjunction with the activation of a Joint Field Office. At the activation of such a JIC, any State JIC operations will be integrated into the Federal operation and every effort will be made to include representation from appropriate state and local agencies.
8. When the above actions are accomplished, the Emergency Public Information System will be complete, thereby assuring the timely, factual, and coordinated release of emergency public information from official governmental sources through the news media to people affected by the disaster and the general public.

G.2 Relationship with JIC/PIO Functions at REOC, Operational Area, Local, and Field Levels

1. It is recognized that a major event may result in the activation of JICs or public information functions at the field, local, Operational Area, regional, and State levels of SEMS.
2. It is also recognized that the regional level of SEMS serves as the primary link between the Operational Area and State levels of SEMS.
3. During the response to a major disaster involving the activation of the public information function at a Cal EMA REOC and at the SOC, the Public Information Unit at the REOC will:
 - Be staffed, as appropriate, by a representative of Cal EMA and an appropriate number of PIOs and support staff.
 - Serve as regional media contact point for print and broadcast outlets interested in emergency operations at the REOC and State actions in support of local governments.
 - Monitor broadcast media reports on the emergency from local and regional outlets and respond as appropriate.

- Coordinate public information flow between JICs and public information functions at the Operational Areas and State levels of SEMS.
4. Events may require the deployment of a State representative to assist with and/or participate in public information efforts at the operational area, local and field levels.
 5. Such deployments will be coordinated between the JIC at Cal EMA Headquarters in Sacramento and the REOC PIO, as appropriate.

G.3 Mutual Aid Requests from Local Government

Local jurisdictions in need of emergency public information advice or assistance should first work through their respective Operational Area. If they are unable to identify the resources or assistance they need at the operational level, they can then contact the Personnel Branch of Logistics Section at the appropriate Cal EMA Regional Emergency Operations Center. The Personnel Branch will determine the appropriate method of providing the resource (mission request, resource request, or request for Federal assistance).

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Appendix H:
Assembly Bill 903 Regulatory Language

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Appendix H: Assembly Bill 903 Regulatory Language

This section contains the regulatory language for those portions of the California Disaster Assistance Act that were modified by Assembly Bill 903 (2007) to allow reimbursement to qualified private nonprofit organizations that realize extraordinary costs in providing community services after a State-proclaimed disaster.

Title 19. Public Safety
Division 2. California Emergency Management Agency
Chapter 6. Disaster Assistance Act
Article 2. State Private Nonprofit Organizations Assistance Program

§ 2991. Definitions.

The following definitions apply to this article:

(a) Essential Community Services: Providing governmental type direct services to the community affected by an emergency or disaster, through the distribution of supplies and other disaster or emergency assistance activities. Private Nonprofit (PNP) activities are those that provide essential services including but not limited to food, water, and shelter.

(b) Hazard Mitigation: Any cost-effective measure which will reduce the potential for damage to a facility from a future disaster event.

(c) Intermediary Private Nonprofit (Intermediary PNP): Any private not for profit organization as defined in Section 2991(e) that, through written agreement with a local agency, is responsible for the coordination of multiple PNPs performing essential community services within the specific jurisdiction of that local agency.

(d) Local Agency: Any city, city and county, county, county office of education, community college district, school district, or special district.

(e) Private Nonprofit (PNP): Any private not for profit organization that is compliant with 44 CFR Section 206.221(f) having:

(1) An effective ruling letter from the U.S. Internal Revenue Service, granting tax exemption under Sections 501(c), (d), or (e) of the Internal Revenue Code of 1954, or

(2) Satisfactory evidence from the state that the nonrevenue producing organization or entity is a nonprofit one organized or doing business under state law.

§ 2992. General Provisions for Eligible Private Nonprofit (PNP) Activities.

(a) The PNP or Intermediary PNP applicant must meet all eligibility requirements described in this section.

(b) When a state of emergency is proclaimed by the Governor, an eligible PNP or the Intermediary PNP applicant may receive state assistance pursuant to Government Code Section 8692. This applies to any emergency proclaimed by the Governor on or after December 21, 2010.

Title 19: PNP Regulations
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(c) An eligible PNP applicant may receive state financial assistance as reimbursement for the performance of essential community services provided such expenditures meet all of the eligibility requirements.

(d) An eligible Intermediary PNP applicant may receive state financial assistance as reimbursement for the coordination of multiple PNPs performing essential community services provided such expenditures meet all of the eligibility requirements.

(e) No PNP activities resulting from self-deployment will be eligible for reimbursement.

(f) No state financial assistance shall be made available for any activity that occurs more than six (6) months from the date of the Governor's Proclamation without prior written approval from the California Emergency Management Agency (Cal EMA).

(g) An eligible PNP applicant shall utilize the application process as described in Section 2996. An eligible Intermediary PNP applicant shall utilize the application process as described in Section 2996.1.

§ 2993. PNP Applicant Eligibility.

(a) A PNP organization must meet all of the following criteria for eligibility to apply for state financial assistance:

(1) An eligible PNP applicant must meet the definition of PNP as defined in Section 2991(e).

(2) An eligible PNP applicant must provide essential community services as defined in Section 2991(a).

(b) A PNP organization is not eligible if it uses public funds for religious means as described in Government Code Section 8692(d) while providing emergency assistance activities.

§ 2993.1. Intermediary PNP Applicant Eligibility.

(a) An Intermediary PNP organization must meet all of the following criteria for eligibility to apply for state financial assistance:

(1) An eligible Intermediary PNP applicant must meet the definition of an Intermediary PNP as defined in Section 2991(c).

(2) An eligible Intermediary PNP applicant must be responsible for the coordination of multiple PNPs as described in a written agreement with the requesting local agency. The written agreement shall meet all of the following requirements:

- (A) The written agreement shall contain a list of the PNPs performing essential community services that the Intermediary PNP is responsible for coordinating.
- (B) The written agreement shall describe the process the requesting local agency will utilize to request the Intermediary PNP to provide the coordination of essential community services performed by the listed PNPs.
- (C) The written agreement shall be executed within 30 days of the date of the Governor's State of Emergency Proclamation issued in response to an emergency or disaster.
- (D) This deadline for the execution of the written agreement may be extended by the Cal EMA Secretary only for unusual or extraordinary circumstances upon written request by the Intermediary PNP or requesting local agency.
- (3) An eligible Intermediary PNP, as an applicant requesting reimbursement on behalf of the PNPs they are responsible for coordinating, must have a written agreement with these PNPs. The written agreement shall meet all of the following requirements:
- (A) A description of the process for the local agency to request the performance of essential community services by the listed PNPs through the Intermediary PNP.
- (B) An authorization statement with signature that the Intermediary PNP will comply with the procedures and requirements described in the agreement.

§ 2994. PNP Activities Eligibility.

- (a) To be eligible for state financial assistance, the PNP activities must meet all the following criteria:
- (1) Eligible activities must be requested by a local agency or the state and completed within a timeframe established by the requesting agency. A written agreement between an eligible PNP and the requesting local agency may replace such request if the agreement specifies the requirements of deployment and is executed prior to providing the essential community services.
- (2) Eligible activities must relate directly to a state of emergency as proclaimed by the Governor and be in support of the community affected by the emergency or disaster.
- (3) Consistent with Government Code Section 8692(d), eligible activities must comply with state and federal civil rights laws that prohibit discrimination, and the First Amendment to the United States Constitution with regard to the use of public funds for religious activities.

(b) Hazard mitigation, repair or permanent restoration to facilities or real property damaged by an emergency or disaster are not eligible activities under this section.

§ 2994.1. Intermediary PNP Coordination Activities Eligibility.

(a) To be eligible for state financial assistance, the Intermediary PNP coordination activities must meet all the following criteria:

(1) Eligible coordination activities must be requested by a local agency in accordance with a written agreement between the Intermediary PNP and the local agency.

(2) Eligible activities include the coordination of multiple PNPs listed in the written agreement in the performance of essential community services for the requesting local agency.

(3) Consistent with Government Code Section 8692(d), eligible activities must comply with state and federal civil rights laws that prohibit discrimination, and the First Amendment to the United States Constitution with regard to the use of public funds for religious activities.

(4) Eligible coordination activities must relate directly to a state of emergency as proclaimed by the Governor and be in support of the community affected by the emergency or disaster.

§ 2995. PNP Cost Eligibility.

(a) Eligible activities must result in documented extraordinary costs.

(b) Reasonable equal value replacement costs for documented pre-event inventory provided to the community affected by the proclaimed emergency or disaster may be eligible for reimbursement if the inventory is necessary to the PNP's ability to provide the essential community services requested by the local agency or the state.

(c) PNP costs as described below are ineligible for state financial assistance.

(1) No state financial assistance will be provided for costs or expenditures prohibited by the federal or state constitution, federal or state law, or federal or state regulation.

(2) No reimbursement will be provided for donated resources received by the PNP on or after the first day of the incident period as specified in the Governor's State of Emergency Proclamation for the emergency or disaster for which the PNP is seeking reimbursement by the state.

(3) No reimbursement will be provided for donated or volunteer labor.

(4) No reimbursement will be provided for vouchers, debit cards or other monetary relief provided to the community affected by an emergency or disaster.

(5) No state financial assistance will be provided for damages caused by negligence or intentional acts.

(6) No funds allocated shall be used to supplant state or federal funds otherwise available in the absence of state financial relief or assistance.

§ 2995.1. Intermediary PNP Cost Eligibility.

(a) Eligible coordination activities of multiple PNPs performing essential community services must result in documented extraordinary costs.

(b) Intermediary PNP coordination costs as described below are ineligible for state financial assistance.

(1) No state financial assistance will be provided for costs or expenditures prohibited by the federal or state constitution, federal or state law, or federal or state regulation.

(2) No funds allocated shall be used to supplant state or federal funds otherwise available in the absence of state financial relief or assistance.

§ 2996. PNP Application Process.

(a) An eligible PNP applicant must submit to Cal EMA, a PNP Application (Cal EMA PNP-2011-APP, 5/2011), hereby incorporated by reference, within 60 days after the date of a Governor's Proclamation.

(1) The Secretary or his/her designee may extend this deadline only for unusual or extraordinary circumstances.

(2) Prior to application approval by Cal EMA, an eligible PNP applicant shall also submit a PNP Applicant's Authorized Agent Resolution (Cal EMA PNP-2011- AAR, 5/2011), hereby incorporated by reference.

(b) An eligible PNP applicant must submit a PNP Activities Claim Form (Cal EMA PNP-2011-ACF, 5/2011), hereby incorporated by reference, within 60 days of the completion of all eligible activities.

(1) After receipt of the PNP Activities Claim Form, Cal EMA may schedule an onsite review of supporting documentation.

(2) The state shall provide one hundred (100) percent of the total cost of eligible PNP activities.

(3) Upon approval of eligible costs, Cal EMA will process an allocation through the State Controller's Office. The state shall make no allocation less than one thousand dollars (\$1,000).

(4) If the state allocation is less than the total costs submitted on the PNP Activities Claim Form, an eligible PNP applicant has the right to a fair hearing pursuant to Section 2997.

(c) An eligible PNP applicant providing sustained operations may submit a PNP activities claim prior to the completion of all eligible activities providing the PNP can demonstrate financial hardship.

§ 2996.1. Intermediary PNP Application Process.

(a) An eligible Intermediary PNP applicant must submit to Cal EMA, a completed PNP Application (Cal EMA PNP-2011-APP, 5/2011), hereby incorporated by reference, within 60 days after the date of a Governor's Proclamation.

(1) The Secretary or his/her designee may extend this deadline only for unusual or extraordinary circumstances.

(2) Prior to application approval by Cal EMA, an eligible Intermediary PNP Applicant's Authorized Agent Resolution (Cal EMA PNP-2011-AAR, 5/2011), hereby incorporated by reference.

(b) An eligible Intermediary PNP applicant must submit a PNP Activities Claim Form (Cal EMA PNP-2011-ACF, 5/2011), hereby incorporated by reference, within 60 days of the completion of all eligible coordination activities.

(c) The PNP Activities Claim Form submitted by the Intermediary PNP may include the eligible costs for all of the PNPs listed in their agreement that provided essential community services for the local agency. The Intermediary PNP will be responsible for processing the reimbursement to those listed PNPs included on their PNP Activities Claim Form.

(1) After receipt of the Intermediary PNP Activities Claim Form, Cal EMA may schedule an onsite review of supporting documentation.

(2) The state shall provide the Intermediary PNP one hundred (100) percent of the total eligible cost of the coordination activities and the total eligible cost paid by the Intermediary PNP to the PNPs they are responsible for coordinating.

(3) Upon approval of eligible costs, Cal EMA will process an allocation through the State Controller's Office. The state shall make no allocation less than one thousand dollars (\$1,000).

(4) If the state allocation is less than the total costs submitted on the activities claim, an eligible Intermediary PNP applicant has the right to a fair hearing pursuant to Section 2997.

§ 2997. Fair Hearing Processes.

(a) LEVEL ONE: The PNP or the Intermediary PNP shall submit a formal written description of the grievance with supporting documentation, to the Director of Statewide Operations (Director) of Cal EMA. The Director or his/her designee shall respond with a written decision within ten (10) working days from receipt. Should the PNP or the Intermediary PNP disagree with the decision, the PNP or the Intermediary PNP may appeal to the second level.

(b) LEVEL TWO: The PNP or the Intermediary PNP shall prepare a formal response disputing the decision made by the Director. The PNP or the Intermediary PNP response shall include the original description of the grievance with supporting documentation, together with a copy of the response from the Director. This response shall be sent to the Assistant Secretary of Prevention, Information Analysis and Operations (Assistant Secretary) of Cal EMA within thirty (30) working days from receipt of the decision of the Director. The Assistant Secretary or his/her designee shall issue a written decision to the PNP or the Intermediary PNP within sixty (60) working days of receipt of the PNP's or the Intermediary PNP's formal response. This written decision shall be deemed a final judgment for purposes of this fair hearing process.

§ 2998. Audit.

The Secretary or his/her duly authorized representative shall conduct audits and investigations as necessary to ensure compliance with these regulations. State auditors, and the Secretary or his/her duly authorized representative, shall have the right to question any person, as appropriate, and to access all financial and program records and supporting documentation pertinent to any activity funded under these regulations. The rights of access shall last for the full length of the retention period as required under these regulations.

§ 2999. Requirements for Records.

(a) The PNP or the Intermediary PNP applicant shall retain all financial and program records and supporting documentation, reasonably considered as pertinent to these regulations for three years from the starting date of the retention period. The Secretary or his/her duly authorized representative will notify each PNP or the Intermediary PNP applicant of the starting date of the retention period.

(b) Microfilm, microfiche, or other representations of original source documents may be accepted in lieu of original source documents, if the eligible PNP or the Intermediary PNP applicant provides to Cal EMA an independent or internal auditor's report attesting to the accuracy of the alternate forms of original source documents.

Note: Authority cited: Section 8692, Government Code. Reference: Section 8692, Government Code.

HISTORY

1. New section filed 2-18-2011 as an emergency; operative 2-18-2011 (Register 2011, No. 7). A Certificate of Compliance must be transmitted to OAL by 8-17-2011 or emergency language will be repealed by operation of law on the following day.

2. Certificate of Compliance as to 2-18-2011 order, including amendment of section heading and renumbering of former section 2999 to section 2996 and renumbering and amendment of former sections 2999.4 and 2999.5 to section 2999, transmitted to OAL 4-1-2011 and filed 5-12-2011; amendments operative 5-12-2011 pursuant to Government Code section 11343.4(c) (Register 2011, No. 19).

19 CCR § 2999, 19 CA ADC § 2999

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