![Cal OES — GOVERNOR'S OFFICE OF EMERGENCY SERVICES]

California Volunteer and Donations Management Planning Guidance

Gavin Newsom
Governor

Nancy Ward

Nancy Ward, Director
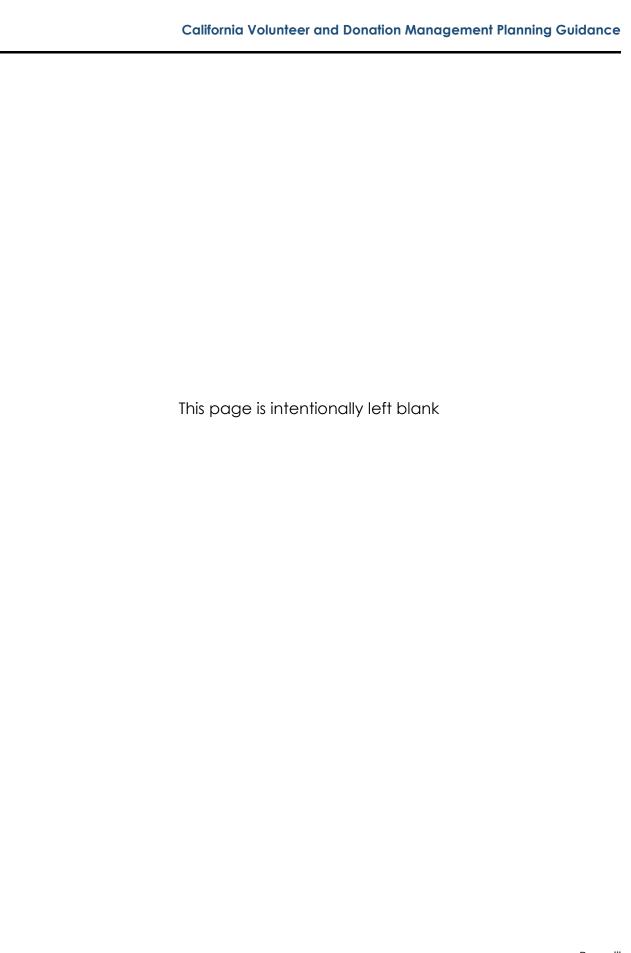**California Governor's Office of Emergency Services**

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Record of Changes

The most current copy of this guidance, including any changed pages, is available through the Office of Private and NGO Coordination, California Governor's Office of Emergency Services at 3650 Schriever Avenue, Mather, CA 95655. Copies are also available on the Planning and Preparedness Branch web page.

Change #	Date	Summary of Changes

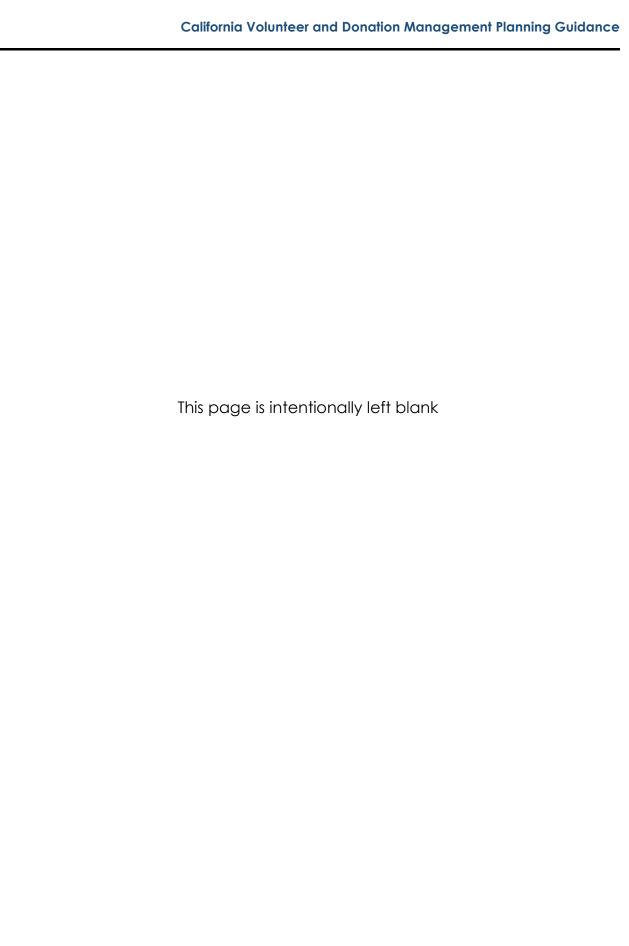This page is intentionally left blank

Contact Information

For additional information or technical assistance, contact the California Governor's Office of Emergency Services (Cal OES):

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Preface

The purpose of this guidance is to identify local volunteer and donation management resources that could support disaster operations. The intent is to strengthen the response to all disasters by enhancing the ability of nonprofit, community-based, faith-based, and private sector resources to be quickly leveraged and deployed to meet the needs of those in need.

California Volunteers is the state office tasked with engaging Californians in service, volunteering, and civic action to tackle the state's most pressing challenges. As the lead state agency for volunteer engagement, California Volunteers is charged with supporting local volunteer coordination needs during times of disaster.

Cal OES is responsible for addressing natural, technological, or human-caused disasters and emergencies, and preparing the State to prevent, respond to, quickly recover from, and mitigate the effects of both intentional and natural disasters. As part of its overall preparedness mission, Within Cal OES, the Office of Private Sector, Non-governmental Organization (NGO) Coordination designs, coordinates, and implements statewide outreach programs to foster relationships with businesses, associations, companies, and universities, as well as non-profit, non-governmental, and philanthropic organizations. This office works within Cal OES to maximize the inclusion and effective use of private sector, philanthropic, and NGO staff and resources in all phases of emergency management. This Office is also responsible for the development and coordination of the state's donation management function.

This planning document includes:

- Identified Challenges and Lessons Learned from recent disasters that contribute to the robustness of logistics, distribution management, sheltering, and feeding plans.

- Other Best Practices and Lessons Learned, related to but not limited to mass feeding, volunteer management, documenting and managing donated resources, coordination with voluntary and community-based organizations.

- Best Practices to address the unique considerations of people with Access and Functional Needs.

- A Resource Directory of volunteer and donations management resources drawn from the primary topic areas with links to relevant documents, websites, public service announcements, and videos.

The California Volunteer and Donation Management Planning Guidance is aligned with the California Emergency Support Function (CA-ESF) 17 - Volunteer and Donations Management, an annex to the California State Emergency Plan (SEP). As required by the legislation, a report on the status of this planning guidance was submitted to the California Legislature on May 1, 2022, and is included in Attachment 1.
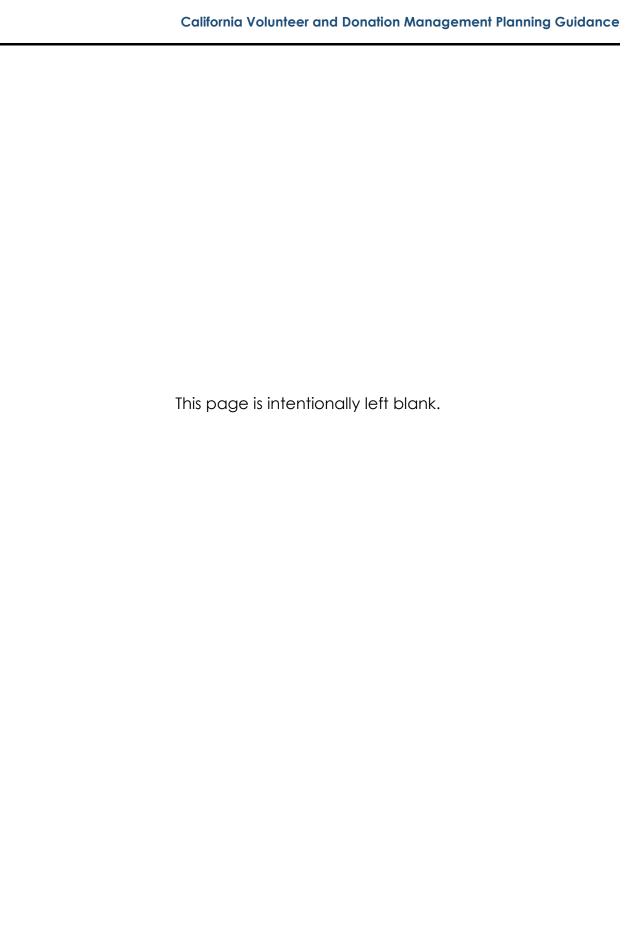
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SECTION 1: OVERVIEW

Background

In July 2019, California Volunteers, under the direction of the Chief Service Officer, released a report entitled "Building Disaster Resiliency: A Roadmap for Investment & Innovation in California." This report, developed in collaboration with the Monitor Institute by Deloitte and statewide community leaders, articulated the need for whole community preparedness and prioritized solutions that would enable greater community-based disaster coordination.

In October 2019, the California Assembly's Select Committee on the Nonprofit Sector and Committee on Governmental Organization held an informational hearing to examine the role of nonprofits in emergency preparedness, response, and recovery. The hearing addressed the Building Disaster Resiliency report and provided a forum for stakeholders to discuss lessons learned from previous disasters. The testimony highlighted the critical role of nonprofit organizations in disaster response and recovery operations. AB 2213 (Limón) directly resulted from this hearing and Governor Newsom signed the bill into law in September 2020.

Purpose

The purpose of the guidance is to assist local governments in identifying volunteer and donation management resources for support during disasters.

Scope

Stakeholder engagement resulted in a planning guidance of best practices and lessons learned addressed in AB 2213 and should not be considered a complete or exhaustive list of issues, findings, or suggestions.

Methodology

This document was developed using the Whole Community Planning approach, including nonprofit organizations (NGOs), community-based organizations (CBOs), faith-based organizations, and other stakeholders. The California Governor's Office of Emergency Services (Cal OES) Office of Private/NGO Coordination and California Volunteers used a mixed methods approach to collecting primary and secondary qualitative data. Interviews were conducted with subject matter experts and people with lived experience in addition to holding workshops with emergency managers and the Voluntary Organizations Active in Disaster (VOAD) community. Secondary data

included multiple sources representing the different organizations and the state's diverse geographic areas.

Those interviewed included more than 100 individuals with expertise in Access and Functional Needs, emergency management, logistics, mass care and shelter, philanthropy, and volunteer and donations management. They represent local and state government, VOAD member agencies, nonprofit and faith-based organizations, the private sector, and philanthropy.

Authorities and References

This Guidance was developed under the authority of AB 2213 (Limón, 2019).

Resource Directory

As a supplement to this Planning Guidance, the Resource Directory provides helpful resources for volunteer and donations management with links to websites, documents, Public Service Announcements, and videos. The Resource Directory is available digitally and is posted on the Cal OES Private Sector and NGO Coordination and the California Volunteers websites.

SECTION 2: VOLUNTEER AND DONATION MANAGEMENT IDENTIFIED CHALLENGES

Introduction

Throughout the interview process, the following were the most reported challenges in volunteer and donations management. Each topic below represents critical areas that repeatedly challenged the local governments and NGOs experience.

Access and Functional Needs

Individuals with Access and Functional Needs (AFN) continue to encounter disproportionate difficulties before, during, and after disasters. Three critical considerations are:

1. Ensure communication is provided in effective and accessible formats (e.g. American Sign Language, 508-compliant, and in multiple languages).

2. Ensure accessible emergency evacuation transportation resources are provided 24/7, for free to survivors, and in real time.

3. Ensure shelters are physically and programmatically accessible, which includes providing full wrap-around services (e.g., personal service assistance, feeding, toileting, showering, dietary considerations, durable/consumable medical equipment, accessible cots, etc.).

Communications and Messaging

Develop pre-scripted messaging and get the message out on multiple platforms as soon as possible. Coordinate volunteer and donation messaging and programs with public, private, tribal, and nonprofit stakeholders for the most effective outreach.

1. Standardize/Script Messaging in advance of disaster.

2. Conduct broad outreach through multiple media platforms.

3. Coordinate messaging with stakeholders.

Distribution Management

During disasters, generous contributions from the public pour in, resulting in large volumes of donated goods and resources. The handling of these donations is a significant aspect of logistics and distribution management.

1. If the primary way people access resources is operating, such as grocery stores and food banks, work through these pre-existing resources.

2. Secure distribution management resources and locations in advance.

Donations Management

Donations management is often referred to as the "second disaster" when donations are not properly managed.

1. Plan for proper management of donations.
2. Engage stakeholders prior to disasters for operational readiness.

Donated Resources

Documenting donated resources, which includes volunteer hours, can offset a community's local cost share in Federally declared disasters.

1. Designate a staff person to oversee the item identification and collection.
2. Have volunteer sign-in forms and donated resource data collection forms available.

Large-Scale Feeding Operations

A top priority is to develop a plan and feeding schedule to avoid duplication of effort.

1. When multiple feeding partners are responding, designate a coordinator to oversee reporting, information collection and analysis, and operational coordination when and where needed.
2. Develop an operational plan for feeding those impacted by the disaster.

Finance Unit

The financial aspect of a disaster can be overlooked and turn into a bigger disaster.

1. Activate a Finance Unit with trained personnel for more efficient procurement of needed resources (equipment, consumables, etc.)
2. Ensure staff are trained to pivot from a strict day-to-day procurement system to more flexible disaster purchasing.

Logistics

It is good best practice to maintain records both on paper and in digital format. In this way, resource requests can continue even if the power is lost.

1. Ensure redundancy in systems and recordkeeping for timely delivery of needed services and documentation requirements.
2. If there are no physical locations to work from, operations can be carried out remotely.

Monetary Donations

Monetary contributions are one of the most effective ways to support disaster relief efforts. They allow the recipients to buy what they need from local suppliers and provide essential goods and services.

1. Establish a general disaster fund for monetary donations (i.e., through a philanthropic organization/Community Foundation).

2. Develop pre-scripted messaging that monetary donations are the best way to help.

Nonprofit Funding

Funding for nonprofits is essential, particularly when assisting in a disaster.

1. Government may consider partnering with a nonprofit organization to provide essential services through a Memorandum of Understanding.

2. Nonprofit organizations can also explore funding options through government grant programs and fundraising efforts.

Whole Community Partners

Nonprofit and other nongovernmental stakeholders can provide the solid foundation necessary for community resilience in a disaster.

1. Utilize Whole Community Planning to establish and maintain relationships with stakeholders (public, private, tribal, and nonprofit networks).
2. Identify key community partners that represent the diversity of the jurisdiction.

Sheltering

Sheltering may include establishing and supporting temporary evacuation points and emergency shelters for the affected population.

1. Assess local shelters regularly for accessibility.

2. Engage and establish partnerships with local Independent Living Centers and community organizations for support.

3. Provide full wrap-around services (e.g., personal service assistance, feeding, toileting, showering, dietary considerations, durable/consumable medical equipment, accessible cots, etc.).

Voluntary Organizations Active in Disaster

VOAD partner organizations are indispensable when serving the community in a disaster and often manage key functions in volunteer and donations management with or on behalf of local government.

1. Develop a relationship with your local VOAD or nonprofit partners and integrate them into your plans, training, and operations.

2. VOADs can engage the various communities that may not traditionally be included in disaster preparedness or response efforts and can leverage wider nonprofit networks and resources to support the disaster event.

Volunteer and Donations Management Plans

Developing a Volunteer and Donations plan is the first and best step to managing spontaneous volunteers and disaster donations.

1. It is important to integrate Whole Community stakeholders in the planning process and have them participate in exercising the plans.

2. Dedicate staff time to this effort for program success.

Volunteer Management

It is crucial to effective Volunteer Management that local emergency management understands the local volunteer organization landscape.

1. Identify whether the community has an operating Voluntary Organization Active in Disaster or a similar community-based organization, a local Volunteer Center, or Community Emergency Response Teams.

2. Develop a basic understanding of the [Disaster Service Worker Volunteer Program (DSWVP)](#).

SECTION 3: BEST PRACTICES AND LESSONS LEARNED

Access and Functional Needs

Individuals with AFN continue to experience disproportionate difficulties before, during, and after disasters. Considerations regarding the three areas identified in Section 2 (Communications, Evacuation, and Sheltering) are below.

Key Considerations

Emergency Communications

During a disaster, effective communication is critical. Information communicated at press conferences by public officials, posted online, and broadcasted on television during incidents and events needs to be effective, understandable, consumable, and actionable by the whole community.

Effective communication considerations include things, such as:

- Integrating American Sign Language interpreters for individuals who are deaf or hard of hearing.

- Ensuring electronically posted information is accessible using 508 compliant formats for individuals who are blind or have low vision.

- Providing credentialed verbal and written language translation services for persons with limited English proficiency and non-English speaking individuals.

Emergency Evacuation

When local evacuations become necessary, considerations for the whole community include key planning elements, such as:

- Accessible transportation options.

- Keeping individuals connected with their families, personal care providers, essential equipment and technologies, and service animals.

- Proper planning is essential for successful community evacuation. It includes having agreements and partnerships in place with local public and private accessible transportation providers within a given jurisdiction and with surrounding jurisdictions.

- Ensuring accessible transportation resources can be provided 24/7, for free to survivors, and in real time.

Sheltering

Shelters can be stressful environments and may, without proper planning, exacerbate the physical and emotional impacts survivors with access and functional needs experience during disasters. To avoid this, sheltering plans should:

- Provide sheltering that is inclusive and integrated, not segregated.

- Ensure that shelters are in physically accessible locations and equipped with accessible wrap-around resources (e.g., bathrooms, cots, showers, etc.).

- Ensure the Americans with Disabilities Act (ADA) accessibility evaluations are included in the assessment of potential shelter locations before disasters.

Other Considerations

Emergency Operations Center (EOC) Staffing

- Have disability and aging teams from the community in the EOC, not just the county AFN representative.

- Have a representative who understands disability and AFN organizations.

Preparedness

- Designate dedicated staff for community engagement to serve as the liaison between government and the AFN community.

- Educate the community on the neighbors-helping-neighbors concept.

- Foster partnerships with nonprofits that serve people with disabilities and individuals with access or functional needs.

- Engage with communities early, and throughout, the planning process.

- Partner with community organizations to provide training on disability etiquette.

Communications and Messaging

Communications and messaging remain among the most important elements when educating the public and stakeholders about the proper ways to donate and volunteer. Coordinating with a jurisdiction's NGO partners can enable faster and broader communication efforts.

Standardized/Scripted Messaging, Broad Outreach, and Coordination of Messaging.

- Messaging is a crucial aspect of communicating with the public during and after a disaster. It can help provide essential information, reassure the public of

your actions, and offer guidance to those wishing to help, such as donating or volunteering.

- Do not wait for the disaster to happen before you start planning your communication strategy. As part of your volunteer and donations plan, prepare a crisis communication plan that outlines your goals, objectives, audiences, channels, messages, and resources.

- Messaging must go out as early as possible on how the public can volunteer and donate responsibly. Provide checklists, procedures, processes, and infographics. By telling the public what to do, you have a better opportunity to channel the volunteer and donation efforts and mitigate unwanted actions.

- Develop accessible pre-scripted messaging regarding volunteers and donations in the primary languages in the community and across multiple platforms, channels, and tools to distribute the messages. This can include in-person events, print and broadcast media, internet and social media, alerts and warnings, hotlines, and helplines.

- Ensure there is a singular message and one place or source of information. Identify trusted community leaders who can be spokespersons and communicate messaging.

- For evacuations, focus messaging on being prepared, know your community/neighbor, have a plan.

Information Updates and Additional Resources

- Provide accessible, clear, and timely information and communication to the public and other stakeholders on situational awareness, gaps and needs, available services and resources, and recovery plans. Where available, utilize the local 2-1-1 or similar service to keep the public informed.

- 2-1-1 is a free telephone number providing access to local community services. Note: 2-1-1 is not available in all California counties.

- 2-1-1-provides services in multiple languages and allows those in need to access information and obtain referrals to physical and mental health resources; housing, utility, food, employment assistance; and suicide and crisis interventions.

- 2-1-1 can provide up-to-date disaster preparedness, response, and recovery information to the public during declared emergencies. The service will gather, organize, and distribute vetted information and can also help slow rumors.

Donations Management

Donations management is the process of managing offers from potential donors and receiving donations of goods, services, and cash to support operational needs before, during, and after an incident. Donations can be solicited (in-kind or monetary) or unsolicited (in-kind or monetary). In-kind donations are all non-monetary donations and may include material items, services, personnel, equipment, or facilities.

Donations management encompasses:

- Assessing offers and needs.

- Establishing and operating mechanisms for receiving and distributing monetary donations.

- Opening, staffing, and operating sites to collect, sort, store, and distribute in-kind donations.

- Developing and disseminating public information about the best ways to donate.

- Documenting and reporting donations activities.

To optimize donations management, a coordinated approach is needed to ensure timely and appropriate distribution of resources. Mismanagement of donated goods can lead to inefficiencies, waste, and delayed support for disaster-affected communities. Donations management is often referred to as the "second disaster" when donations are not properly managed.

General Considerations

Monetary Donations

Before accepting monetary donations, consult with legal counsel to determine that your local agency has legal authority to receive and distribute monetary donations. You should confirm your jurisdiction has this authority before accepting monetary donations from the public. (*California Government Code, Sections 8588.1 and 8588.2* - provides Cal OES authority for coordinating emergency response with the private sector, including the receipt of donations. Consult legal counsel to identify similar authority for your specific local agency.)

Unsolicited In-Kind Donations

- One organization cannot handle all aspects of donations management. Managing unsolicited donations is a multi-agency operation involving activities such as collection, sorting, and distribution. It is essential to engage and partner

with nonprofit partners ahead of time who can assist in carrying out the donation operation.

- The entire local organization (government and nonprofit community) must be on the same page as to whether to accept donations to avoid sending out conflicting information to the public.

- If accepting donations, document specific donation needs and ensure the needed infrastructure and personnel are in place.

- Used clothing is the most common in-kind donation received and will require the most effort to manage. Partner with nonprofit organizations that employ used clothing in their day-to-day operations such as Goodwill or The Salvation Army for their support.

- Most in-kind donations will be unusable. Keep in mind that local government will be responsible for paying for the disposition of unused and unusable donations. This can include storage, recycling, transportation, and disposal costs, which can add up to a significant expense, depending on how the donations are managed. Some donations may require hazardous waste disposal.

- Depending on the type of donations needed, (e.g., food for pets), partner with organizations that specialize in these areas to help manage the donations. Post on their website what is needed and have the Public Information Officer (PIO) push out the donation requests. Have a plan for this and empower organizations that can manage the donations.

- Donor recognition is an important aspect of donation management. Acknowledging donors' contributions can be done through a thank you letter or email, or a public thank you during a City Council or Board of Supervisors meeting, or a community event related to the disaster.

Key Considerations

Donations Messaging

- The best message is that a monetary contribution to a trusted organization is the best and most effective way to support the community.

- Communicate to the public what is needed and what is not, or local governments will get unusable donations that they will have to deal with after the disaster. Explain how the donations will be managed; the specific items to be accepted, when, where, and how.

- Work with the PIO to get the message out quickly and on multiple platforms and languages. Tell the public what you want them to do and provide them with volunteer and donation options.

- When donations are no longer needed, get out the message.

- Be consistent in the messaging and enforcement (if you are not accepting used clothes, don't allow your donations management personnel to accept them).

Donor Intent and Unrestricted Donations

- Honoring donor intent is an overarching principle of donations management. For the most flexibility, encourage donors to give unrestricted gifts, especially during disasters. Survivor needs will be different over time, and one must adapt to the ever-changing needs beyond immediate response into recovery.

- Unrestricted donations will allow the recipient to use in-kind or monetary donations for other critical community purposes or needs. Building flexibility from the start is one of the best ways to serve the public.

Cal OES Corporate and Nonprofit In-kind Donations Portal

- The Corporate and Nonprofit In-kind Donations Portal (referred to as Donations Portal) was created through AB 1568 that authorizes Cal OES to establish a donations portal for private businesses and nonprofit organizations that are interested in donating services, goods, labor, equipment, resources, or facilities to assist in disaster preparedness.

- The bill additionally provides exemptions to civil liability for private businesses and nonprofit organizations that utilize the system. The Donations Portal is limited to registered corporations and nonprofits and is not for use by individuals wishing to offer in-kind donations.

- The portal gives users three ways to donate: Monetary, Volunteer, and In-kind donations. The portal homepage directs users to [Philanthropy California](#) for monetary donations, to the [California Volunteers homepage](#) to learn about ways to volunteer their time, and to the [Corporate and Nonprofit In-kind Donations main page](#), which directs users to the application system to register and make offers to support disaster survivors.

- Operated by the Cal OES Business Operations Center (BOC), Operational Areas (OAs) can view, accept, or reject donations and coordinate their distribution within their counties. The built-in tracking system allows counties to pull detailed

reports on donated items. These reports can then be used for cost recovery purposes, ensuring accountability and transparency throughout the process.

- To register as a user, the OA submits a request to the CalOES BOC to access the Donations Portal and can submit an application that can be used to manage and track donations for disaster survivors. See the donations page for Operational Areas here.

Technology

Donations Database – matching offers with nonprofit organizations

- Set up a tracking database to capture the donors, what is received, how much, and the real cost of items.

- Without a centralized tracking system this can result in inefficiencies and difficulties in allocating resources to the areas with the highest need. Some donations can go unused, while other areas experience shortages.

- The process of accepting donations should be precise and include all details of the donations (see the Materials, Goods, and Equipment form in the Resource Directory). Getting all the details upfront will save time by not having to go back to the donor for missing information.

Local Online Donations System

- Depending on the situation, consider setting up an online donations system where the public and businesses can fill out a donation form that allows the system to display the status of donations in real-time.

- An online system also does not require a facility where in-kind donations must be managed. Physical donations require staffing, facilities, and equipment.

- Staff from the receiving organization will be able to vet the donation before accepting the physical donation; some donors may try to unload unwanted, expired, or damaged goods for a tax write-off.

- Ask donors to send a picture of the donation. This will help determine whether to accept the donation and help gauge if there is sufficient space to receive or store the donation.

- Set up a dedicated email address for the Donations Unit, allowing staff to respond by email when they are available. Examples include:

- o Online survey software (Survey 123, Microsoft Forms, Google Docs, Smartsheet, Survey Monkey, etc.) that allows donors to submit their donation from their cell phone, tablet, or government website.

- o Research the software. Not all software/applications are free or may require a subscription for the features needed for your purposes. There are fee-based software applications that can provide more functionality for an online donations system.

Donations and Tax Deductions

- Donors are responsible for documenting their donation and consulting with an accountant or tax attorney to determine if the donation is tax deductible under state or federal law.

Monetary Donations - Why Cash is Best

- Monetary donations are one of the most effective ways to support disaster relief efforts. It is best to donate money and listen to what people on the ground say they need.

- Cash donations allow the recipients to buy what they need from local suppliers and provide essential goods and services, which can reduce transportation costs, avoid waste, and support local businesses.

Disaster Funds

- Local governments may choose to agree (e.g., Memorandum of Understanding (MOU)) with a trusted philanthropic or financial organization to establish a disaster fund to accept the public's monetary donations. These organizations may include a Community Foundation, a United Way Chapter, or a Credit Union.

  - o Consider whether the organization can also manage a grantmaking process for the distribution of the monetary donations.

- Build relationships before a disaster. For example, get to know your local Community Foundation to understand what they can provide and how they can help. Philanthropic organizations can often move and be more flexible than the government in distributing monetary donations.

  Keep in mind:

  - o The distribution of monetary donations to the affected community is made at the discretion of the philanthropic organization and its partners.

o In some cases, a philanthropic organization may nominate a government representative to be on a grantmaking committee to help in the decision-making process.

General Disaster Fund and Unrestricted Gifts

- For the fewest restrictions, consider setting up a general disaster fund that is not tied to one event, a certain neighborhood, or a phase of disaster. The fund can be used for other than disaster purposes and can be active year-round. Clearly state the purpose of the fund to inform potential donors how their donations will be used.

- For the most flexibility, encourage donors to give unrestricted gifts, especially for disasters when it makes sense. Flexibility is the best way to be successful and should be built in from the start. New needs crop up every day and unrestricted gifts allow for more flexibility in how the donations, both in-kind and monetary, are managed.

- If the local government has established a disaster fund, this will require dedicated staffing and a financial infrastructure and process to collect, equitably distribute, track, and audit the funds.

Donated Resources

Tracking Donations

- Document donated resources that include volunteer hours to offset the local cost share in federally declared disasters. Without proper tracking mechanisms, it becomes challenging to identify eligible expenses for reimbursement (cost offset) from state and federal disaster assistance programs. See the Federal Emergency Management Agency (FEMA) Fact Sheet on Donated Resources [here](#).

- See the [FEMA Public Assistance Program and Policy Guide (PAPPG) ver 4](#) for donated resources program description and documentation requirements.

- Set up a system to document donated resources. Sample forms are in the Attachment C, Resource Directory.

- Leverage VOAD and nonprofits' ties to community networks to educate nonprofits on the donated resources program and encourage them to become partners in the data collection efforts.

- Establish a process to collect data from nonprofit and volunteer organizations on donated resources—volunteer hours, donated materials, and donated

equipment--in a federally declared disaster. This data will assist the county to "offset" its required local match.

- Voluntary organizations are encouraged to seek agreements or provide documentation of their coordination with state/local/tribal or territorial governments when performing service. That documentation may be needed to establish that the work performed is eligible and completed to address a needed public health/public safety service.

- Train participating nonprofits on their role in the donated resources process and how to fill out the standardized forms.

Donations Database – Matching Offers

- Set up a tracking database to capture the donors, what is received, how much, and the real cost of items.

- Without a centralized tracking system this can result in inefficiencies and difficulties in allocating resources to the areas with the highest need. Some donations can go unused, while other areas experience shortages.

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- Staff from the receiving organization will be able to vet the donation before accepting the physical donation--some donors may try to unload unwanted, expired, or damaged goods for tax purposes.

- Ask donors to send a picture of the donation. This will help determine whether to accept the donation and help gauge if there is sufficient space to receive or store the donation.

- Set up a dedicated email address for the Donations Unit, allowing staff to respond by email when they are available.

Large-scale Feeding Operations

Feeding is the provision of food, snacks, and hydration to disaster workers and first responders, and the affected population. This includes those in shelters, individuals sheltering in place, and those at a fixed non-shelter location. Feeding involves the Whole Community, starting with local food banks, restaurants, and caterers and then transitioning to nonprofit organizations with disaster-feeding expertise. Feeding requirements are based on the demographic, cultural, dietary, and ethnic diversity of a community.

General Considerations

- Provide adequate and culturally appropriate food, inclusive of specialized dietary considerations, to disaster-affected survivors. Ensure responding organizations and food vendor contracts take this into account.

  For example, 530 Food Rescue Coalition (530FRC) is an innovative food recovery project in Butte County working to save perfectly good food from going to waste. Using a custom-built app, they mobilize volunteers to transport food donations from food retailers to nonprofits. Nonprofits can buy the app and brand it locally. The system can also be used for non-edible donations. Although not documented as being used in a disaster, this system has the potential to function in that capacity.

Key Considerations

Feeding Plans

- Given the complexity of the food supply system, its resource and logistical demands, and the many organizations involved in the feeding response, it is essential to develop a feeding plan. The plan serves as the basis for feeding operations, outlining the roles, responsibilities, and authorities of government and partner organizations. Look to the Multi-Agency Feeding Support Template that is part of the National Mass Care Strategy and local government feeding plans as examples. The Resource Directory includes links to the Template and local plans.

Feeding Schedule

- Consider establishing a Multi-Agency Feeding Task Force. The Task Force can help coordinate and prioritize resource requests and allocations when state, federal, and nonprofit resources are all needed to deliver emergency feeding services.

- Because multiple organizations will be part of the overall feeding operations, develop a plan and feeding schedule to avoid duplication of effort. The feeding plan should define the roles and responsibilities of the nonprofit and government organizations that will be responsible for the feeding operations.

    o See the Resource Directory for examples of feeding plans – from the federal to county levels (Attachment C).

- To create visibility across all feeding partners—where organizations are physically located, and feeding schedules, who is feeding whom, set up a cloud-based tracking sheet (i.e., Google Docs, Microsoft 365, etc.) where all feeding data can be kept. Feeding partners can validate data here and use the data to inform daily feeding calls.

Information Sharing and Coordination

- When multiple feeding partners are responding, designate a coordinator to oversee reporting, information collection and analysis, and operational coordination when and where needed.

- Develop coordinated information sharing and communication protocols for responding partners often through coordination calls.

- This also applies when transitioning from the field and handing off operations to another feeding partner. Schedule coordination calls in advance of hand-off to ensure all agencies involved have completed their tasks.

Logistics and Distribution Management

During disasters, generous contributions from the public pour in, resulting in large volumes of donated goods and resources. The handling of these donations is a significant aspect of logistics and distribution management. Unsolicited donations of products often provide extra logistics challenges to supply chains that are already over-challenged and disrupted. And they consume what is already a highly limited amount of logistics capacity such as space on trucks or shipping containers.

Key Considerations

- Because logistics is an ecosystem where everything must be connected, consider every path and link in the chain as well as every node the system will touch, end-to-end.

- For the government, plan and strategize how to piece together the needed trucks, warehouses, and distribution components.

- Employ a distribution management system that is data-informed to keep the supply chains working.

Tracking logistics

- Redundancy in systems and records is essential. It is good practice to keep records both on paper and in digital format. It is important to log things on the computer and in a written log so resource requests can continue if power is lost. If there are no physical locations to work from, carry out operations remotely.

- Consider software to manage inventory and mission requests. This will help manage the flow of goods coming through the system to ensure there are no duplicate requests for items already in the pipeline.

Personnel

- Educate local government personnel, and public sector education personnel of their roles as Essential and Disaster Service Workers and can be called upon to respond or deploy in a disaster in any role. This can alleviate staff resistance to disaster service. For more information on Essential and Disaster Service Workers for public sector education, visit the Cal OES School Emergency Planning [webpage](#).

- Task a government department such as Human Resources as the lead to coordinate with organizations and departments to deploy the needed government employees as Disaster Service Workers.

- Become familiar with the Emergency Management Mutual Aid (EMMA) system to supplement personnel when there is a need for more resources for essential functions. This is only for local government resources, not volunteers or NGOs.

- Train staff in advance for disaster roles, such as shelter managers or warehouse managers, and establish teams/rosters of deployable staff.

Mental Health

Addressing the emotional toll and burnout experienced by volunteers and first responders during prolonged disaster events is essential for their well-being.

- There will be a trauma imprint in the community and serving agencies and health ramifications of living in the disaster area.

- Assume that you will have staff who will be affected by the disaster. Staff will be dealing with personal impacts as well as continuing their regular work. To address this, utilize the Employee Assistance Program (EAP), implement a peer support system, and train and empower supervisors to monitor their teams.

- Be proactive in requesting additional staff to fill essential functions to ensure staff safety and well-being.

Transportation of Donated Goods

An essential part of any donation operation is transportation, from the donor to collection/distribution/warehouse facilities, and then to nonprofit organizations who will distribute the donations to disaster survivors. Identify nonprofit and private sector organizations that may be able to donate transportation services.

Before transporting any goods, consider these factors at the beginning of the process:

- Transportation mode to be used.

- Type of equipment needed. Knowing the geography – rural, urban, mountain, or coastal beach – will help determine this.

- Capabilities at the far end to unload the vehicle.

Facilities

- Identify facilities in advance to serve as a warehouse or distribution center. Work with local government Public Works or General Services to identify government-owned or -leased facilities. Coordinate with private sector and nonprofit partners who may have available facility space. Partner with warehouse management companies in advance for donated and leased space. Explore the unconventional use of tents or gyms, and above all, look for donated space.

Logistics and Distribution Management

Data-Informed Distribution Management

- Employ a distribution management system that is data-informed to keep the supply chains working and to avoid disrupting communities.

- If the primary way people access resources is operating, e.g., grocery stores, food banks, etc. work through these pre-existing resources. It is best not to disrupt communities by setting up C-Pods (Community Points of Distribution, temporary locations set up by the government where the public can go for necessities when everyday resources are not available due to an emergency or disaster).

- Get a broad overview of what is happening in the supply chain. Where are you getting information (data, metrics) about the supply chain and logistics in the

community? Understanding this ahead of time during "blue sky" makes it more likely the supply chains will not be disrupted.

- Get a macro and micro understanding of forces that are disrupting logistics, including when products will be available and weather activity.

- For local awareness, contact local businesses in the community and nonprofit organizations as to the challenges they are facing.

Distribution of In-Kind Donations

- Limit what you're going to accept to make the process manageable and have a distribution center that will distribute to smaller retail sites and directly to non-housing situations.

- Assess and promote the type and amount of donations needed and only accept those items.

- If the decision is to not accept used clothing, this is a decision that all parties must support, and the messaging must be promoted widely and in advance to avoid public outcry.

- If planning to advertise the donations needed, keep a running list of the items on a website on social media platforms, but ensure the website/platforms reflect the changes in real-time.

- Plan how to handle the logistics of transporting, sorting, storing, and distributing in-kind donations, such as food, clothing, or supplies, which may not match the actual needs or preferences of the survivors.

- Identify nonprofit organizations that have experience in managing the various aspects of donations management and partner with them to manage the donations.

- Coordinate with other organizations and agencies that are also providing relief and assistance to avoid duplication or gaps in services. Consider that they also may need donations.

Nonprofit Organizations in Managing Donations

Nonprofit organizations and VOADs often play a vital role in managing in-kind donations. They may possess or can get access to established facilities and equipment, have the expertise to manage donations, and often maintain a network of trained volunteers to handle the donated items. To help evaluate the organization's ability to undertake donation operations, ask the questions below.

- Before agreeing to accept product donations, it is advisable to have a plan in place and design it to be end-to-end. Consider the following:

  o What is your mission?

  o Who are you going to be serving?

  o What are your clients' needs?

  o What are your capabilities to receive, pack, distribute, store, and track/document donations?

  o Do you have the necessary trucks, labor, equipment, and space?

Distribution Management Considerations

Delivering donated supplies and resources to remote and disaster-stricken areas poses logistical hurdles and transportation challenges. Specific suggestions include:

- Avoid setting up C-Pods which can disrupt the community if the existing supply chains are operating.

  o C-Pods are temporary locations where the public can go for necessities when everyday resources are not available due to an emergency or disaster.

- Make decisions that are data informed. Know the locations for points of distribution for vulnerable communities.

- Utilize different distribution methods, depending on factors such as:

  o Environmental conditions--weather conditions, smoke in the air, excessive heat,

  o Geography--closed or damaged roads,

  o Availability of transportation for survivors--bus, mobile distribution, pickup from distribution center.

- The American Logistics Aid Network (ALAN), founded in 2005 in the wake of Hurricane Katrina, is a nonprofit, philanthropic, industry-wide organization. ALAN provides free logistics assistance to both disaster relief organizations and the government before, during, and after catastrophic events.

  o This includes connecting organizations with the supply chain equipment, services, expertise, and support they need most in predominantly four areas:

    ▪ Ground Transportation

- Warehousing services and space
- Material handling equipment, including pallets, forklifts, pallet jacks, and boxes
- Information/Intelligence
  - o To request free logistics assistance, visit the "Request Support" section of ALAN website and fill out the appropriate form.

Sending Donations to Nonprofit Organizations

The following are some considerations for government when sending donations to NGOs:

- Nonprofits may not be able to receive or distribute big shipments for a variety of reasons. Not all nonprofits have facilities to store donated goods, loading docks to receive goods from large trucks, or equipment to unload and move donations, such as a forklift or pallet jack.

- If the nonprofit is unable to accept large shipments, break down the number of boxes on a pallet and the number of items in a box. This requires redistribution or smaller quantities or shipments.

- Also, consider shifting to an Amazon-style model of pick-and-pull and put-together packages, which will require inventory monitoring.

- Before sending supplies to nonprofits, clarify the quantities and sizes of supplies they can receive, identify transportation needs, and confirm that they have adequate storage.

- Focus on the equitable and non-discriminatory distribution of donations to communities through nonprofit organizations. Be familiar with the nonprofits' policies on how (methods) they distribute donations and to whom.

Monetary Donations

Why Cash is Best

- Monetary donations are one of the most effective ways to support disaster relief efforts. It is best to donate money and listen to what people on the ground say they need.

- Cash donations allow recipients to buy what they need from local suppliers and provide essential goods and services, reducing transportation costs, avoid waste, and support local businesses.

- Cash allows more flexibility and assures that purchased items are fresh and not expired.

Disaster Funds

- Local government may choose to agree (e.g., Memorandum of Understanding) with a trusted philanthropic or financial organization to establish a disaster fund to accept the public's monetary donations.

- These organizations may include a Community Foundation, United Way Chapter, or Credit Union.

- Consider whether the organization can manage a grantmaking process for the distribution of the monetary donations.

- Build relationships before a disaster. For example, get to know your local Community Foundation to understand what they can provide and how they can help. Philanthropic organizations can often move and be more flexible than the government in distributing monetary donations.

- Keep in mind:

  o The distribution of monetary donations to the affected community is made at the discretion of the philanthropic organization and its partners.

  o In some cases, a philanthropic organization may nominate a government representative to be on a grantmaking committee to help in the decision-making process.

Due Diligence

- Encourage the public to do their due diligence when choosing a charitable organization for their financial donations.

- For a list of vetted nonprofit organizations, search the Registry of Charitable Trusts maintained by the [California Department of Justice's Office of the Attorney General](#).

- Lists of vetted charities can also be found on:

  o [BBB Giving Wise Alliance](#)

  o [Charity Navigator](#)

  o [Charity Watch](#)

  o [Guide Star](#)

- Check the charity name online, plus the words "complaint," "review," "rating," or "scam."

Philanthropy California

CalOES has partnered with Philanthropy California to maintain a vetted list of relief funds where the public can safely donate cash. This list is updated regularly, and users can filter the list based on region and beneficiary. Philanthropy California is an alliance of Northern California Grantmakers, Southern California Grantmakers, and Catalyst of San Diego and Imperial Counties.

Philanthropy California monitors fires, heat waves, drought emergencies, power shut offs, and other natural hazards and provides vetted funds and resources on their response page.

General Disaster Fund and Unrestricted Gifts

- For the fewest restrictions, consider setting up a general disaster fund that is not tied to one event, a certain neighborhood, or phase of disaster. The fund can be used for other than disaster purposes and can be active year-round. Clearly state the purpose of the fund to inform potential donors how their donations will be used.
- For the most flexibility, encourage donors to give unrestricted gifts, especially for disasters, if able. Flexibility is the best way to be successful and should be built in from the start. New needs crop up every day and unrestricted gifts allow for more flexibility in how the donations, both in-kind and monetary, are managed.
- If the local government has established a disaster fund, this will require dedicated staffing and a financial infrastructure and process to collect, equitably distribute, track, and audit the funds.

Nonprofit Funding

Lack of funding for nonprofits is often a significant barrier to their providing needed services. Several government programs may help offset an NGO's disaster costs. Nonprofit organizations can also explore funding options through fundraising efforts.

State Assistance for Private Nonprofits

Under the California Disaster Assistance Act, after a state disaster has been declared, an eligible private nonprofit (PNP) or Intermediary PNP applicant may apply for reimbursement for the extraordinary cost of performing an essential community service at the request of an affected local agency.

- The Memorandum of Understanding (MOU) agreement between an eligible PNP and the requesting local agency must specify the requirements of deployment and be executed before the PNP provides the essential community services.

Federal Emergency Management Agency's Public Assistance Program

Certain private nonprofit (PNP) organizations are eligible to apply for funding through FEMA's Public Assistance Program under emergency and major disaster declarations.

Relationships and Partnerships

Disasters are complex events that require coordinated efforts across a wide range of public, private, tribal, and nonprofit organizations. The government's ability to partner with nonprofit organizations in particular plays a pivotal role in the success of a community's recovery from the disaster impacts.

Trusted Partners

- Identify community mobilizers, trusted messengers, and/or volunteer leaders that represent the diversity of their jurisdictions to get the message out to the public.

- Establish a government liaison position as the point of contact for nonprofits serving the community. Coordinating communications through community representatives with diverse communities, in culture and language, has proven to be highly successful.

- Routinely include nonprofit partners in informational and operational updates to avoid confusion and conflicting reports. Similarly, nonprofits should communicate with each other to avoid duplication of effort.

- Provide effective communication with alert or disaster information for people who have vision or hearing disabilities.

- Be prepared to use ham radio in situations where communications are down or are non-existent, including supporting the volunteers who are often an integral part of this network.

- Look to VOADs for support. They can often engage the various communities that may not traditionally be included in disaster preparedness or response efforts and can leverage wider nonprofit networks and resources to support the disaster event.

Elected Officials

- Elected officials can play a vital role by guiding the public on how to volunteer and donate responsibly. To ensure they have updated information and vetted

speaking points, assign a staff liaison to keep them informed on the volunteer and donation operation.

Key Considerations

- Jurisdictions are strongly encouraged to not only develop a relationship with their local VOAD and CBOs that may assist in disasters but also consider these VOADs and CBOs in the planning process.

- Further, emergency management agencies should include VOADs and CBOs in their exercises and training, as appropriate. As with other partners that jurisdictions rely on during disaster events, the nonprofit community and VOAD community leadership benefit from emergency management exercise experiences, allowing them to better integrate into the overall common operating picture.

- By including VOADs and CBOs in exercises and trainings, government agencies can develop a better understanding of the nonprofit community's capabilities, better informing the agency's response during disaster events.

- The best relationships are often the ones where government and nonprofits have face-to-face and sustained contact.

- Jurisdictions should define expectations for nonprofit support and discuss this with the nonprofit organizations beforehand. Jurisdictions must fully understand the nonprofit's capabilities, capacity, and commitments for such support.

- Jurisdictions must ground truth in their Emergency Operations Plan, ensuring that assigned roles and responsibilities are agreed to by all parties.

- Training on how emergency management, VOADs, nonprofits, faith communities, and nongovernmental organizations can work together in a disaster is essential.

- Nonprofit organizations noted that having MOUs with local government for disaster services can ensure the needed coordination between their organizations. Otherwise, if a nonprofit organization self-deploys for the disaster, local government will likely see them as spontaneous volunteers.

- One of the biggest challenges for nonprofits can be communication with each other.

Sheltering

California Emergency Support Function – CA-ESF 6 Mass Care and Shelter (MCS)

The State Emergency Plan is the primary plan for the California Emergency Support Functions (CA-ESFs). The CA-ESFs are annexes to the SEP intended to provide a planning framework for local, tribal, state, and federal governments, as well as the private sector.

The CA-ESF 6 is comprised of various local, state, and federal government agencies, NGOs, and public and private stakeholders with common interests and responsibilities in emergency management specific to the coordination of MCS.

In California, the American Red Cross (ARC) and the California Department of Social Services (CDSS) are co-leads for the CA-ESF 6 and a Memorandum of Understanding (MOU) has been established. This MOU ensures both the CDSS and the ARC plan, prepare, train for, and respond to emergencies that require Mass Care and Shelter.

Shelter Overview

- Sheltering may include establishing and supporting temporary evacuation points and emergency shelters for the affected population. This can include individuals with disabilities, older adults, and others with AFN and their support requirements. It may include service animals, household pets, and emotional support animals.

- The ARC provides much of the temporary emergency shelter for disaster survivors through agreements with local governments. In most counties, the ARC is designated as the primary nongovernmental organization responsible for mass care and shelter (MCS) operations and other disaster relief services. However, the ultimate responsibility for disaster response lies with the local government. As such, the ARC will only conduct sheltering operations with approval from the authority having jurisdiction.

- As with other functions, it is important to develop a shelter plan to spell out the roles and responsibilities of all partners, communication and coordination protocols, and available resources. The plan should also incorporate a strategy for sheltering pets.

General Considerations

- Addressing cultural differences and sensitivities is vital for ensuring that disaster relief efforts respect and accommodate diverse cultural practices and beliefs.

- Providing information and services in multiple languages is critical to ensuring that non-English speaking communities can access disaster relief resources effectively.

- Assessing shelters to establish, monitor, and maintain accessibility and connecting with local Independent Living Centers and community organizations for support is a priority.

- Assessing potential sheltering facilities before disasters occur is essential as designated shelters are to comply with the requirements of the ADA.

- Ensuring there are designated interpreters for the primary languages spoken by the shelter residents is essential.

- Local government staff are Disaster Service Workers; however, there are not enough staff trained in shelter management. An immediate request to the state for more shelter support may result in a more efficient operation.

Key Considerations

Information Collection and Communication

- Provide clear and timely information and communication to evacuees and shelter staff about the sheltering operations, the disaster situation, the available services and resources, and the recovery plans.

- Develop procedures for coordinated information collection and dissemination with shelter partners. It is equally important to identify a lead coordinator for shelter tracking and partner coordination. Consider creating a cloud-based (sharable) document to include all shelters, the number and category of residents, and availability.

Personal Care Assistants

- In a disaster, individuals may arrive at emergency shelters without their personal support networks (e.g., care providers, neighbors, friends, or family).

- Personal care support includes but is not limited to, feeding, aiding in restrooms, showering, dressing, retrieving dropped items, carrying items, etc.

- Personal care services remain a top priority. There is a significant and growing need for a larger network of personal assistants out-of-county who can respond.

- As personal care services may be provided by the jurisdiction, during disasters, the Standardized Emergency Management System (SEMS) process may possibly be utilized to facilitate support through the State. Become familiar with local and state Personal Assistant resources and follow SEMS to access resources from the State when possible, as needed.

CDSS Disaster Volunteer Programs

- CDSS Disaster Services Branch (DSB) oversees the Volunteer Emergency Services Team (VEST) program and the Functional Assessment Support Team (FAST) program.
- The state can assist by proactively offering the VEST and FAST programs to support local shelter operations. Because it is imperative to identify families and establish tracking mechanisms as they are being registered at a shelter, having VEST and FAST members on site from the beginning can expedite this process.
- Develop a clear understanding of how VEST/FAST can assist local shelter operations and become familiar with the process of requesting these resources

Functional Assessment Support Team (FAST)

- FAST consists of trained government employees and community-based organization personnel. A FAST volunteer works with shelter and other emergency response personnel to ensure that individuals with disabilities and/or AFN obtain the resources needed to live as independently as possible while at the shelter. FAST members will deploy to shelters when the need is identified and requested.

FAST member duties can include:

- Conducting assessments of shelter clients
- Facilitating the process of getting essential resources needed by individuals who have disabilities and/or access and functional needs. These may include:
    - durable medical equipment (DME)
    - consumable medical supplies (CMS)
    - prescribed medication and/or
    - a person to assist with essential activities of daily living

Volunteer Emergency Support Team (VEST)

The Volunteer Emergency Support Team (VEST) consists of state employees who agree to temporary redirection to the CDSS Disaster Services Branch during emergencies or disasters.

VEST member duties will vary depending on the deployment. Sample duties include:

- Setting up cots
- Greeting shelter guests

- Feeding shelter residents
- Assisting in shelter assessment
- Working in an emergency operations center, the State Operations Center, or a department operations center

Voluntary Organizations Active in Disaster

VOAD is an association of organizations that mitigate and alleviate the impact of disasters, provide a forum promoting cooperation, communication, coordination, and collaboration; and foster more effective delivery of services to communities affected by disaster. Member organizations may only have local footprints or be chapters/offices of larger national and international organizations.

In California, the state VOAD is divided into two regions. Northern and Southern. The Northern California VOAD represents 48 northernmost counties, and the Southern California VOAD covers the remaining ten counties. The membership of California VOAD consists of both locally based organizations and local representatives of National organizations. Their mission is to strengthen the capabilities of organizations working together in the state to respond to communities affected by disasters. California VOAD member organizations cover a broad range of missions and technical expertise and adhere to the 4 Cs: Cooperation, Communication, Coordination, and Collaboration.

Local VOADs are often organized to cover a single county; however, in some cases, they cover a larger multiple-county region. There are some areas of the state where there is not a formally organized VOAD. Some VOADs have elected to call themselves by names other than VOAD. For example: ENLA (Emergency Network in Los Angeles) in Los Angeles County.

In California there are a handful of organized CBO and NGO collaboratives that operate in the same manner as a VOAD; however, they are not affiliated with the state or National VOAD organization.

Further, after a disaster, VOADs or other CBOs may come together to form a Long-Term Recovery Group (LTRG) or Long-Term Recovery Committee (LTRC) specifically focused on supporting the long-term needs of survivors. Depending on the severity and impact of the disaster, these LTRG/Cs may continue to exist for extended periods.

Regardless of the formal name they operate under, local governments and especially the emergency management teams need to maintain open relationships with these associations. Oftentimes, these organizations can access and provide resources that

government agencies are not as well equipped to supply. The organizations may also be able to bring in resources from across the nation, depending on the depth of their national or regional operations.
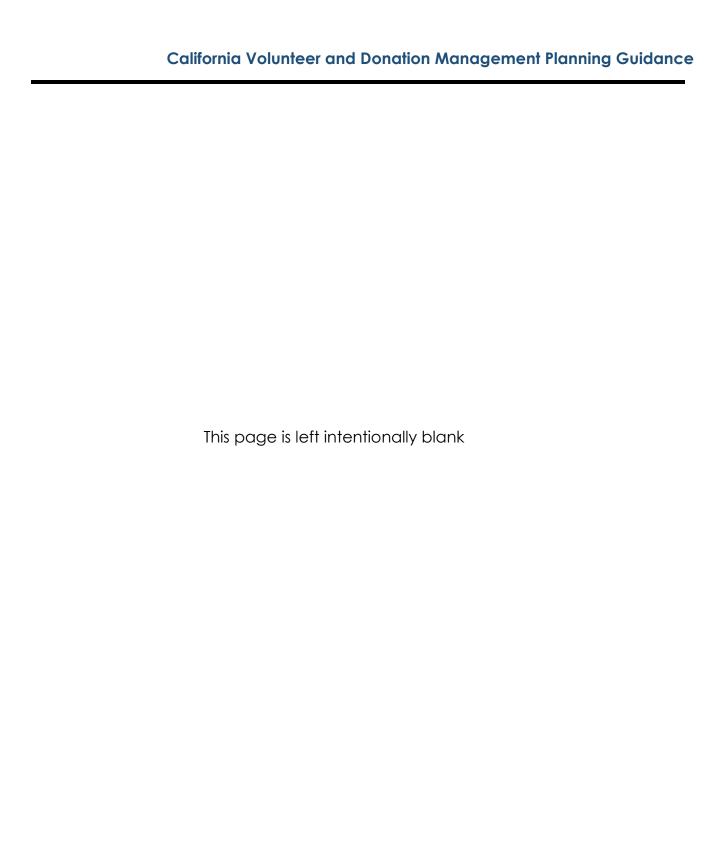
Volunteer Management

General Considerations

- Develop a local Volunteer Management Plan in advance of an incident.
- It is important to identify local policies and regulations for the use of volunteers within your jurisdiction, both affiliated and unaffiliated volunteers.
- A basic understanding of the [Disaster Service Worker Volunteer Program (DSWVP)](#), especially who locally can enroll (swear in) new volunteers is crucial to quickly implementing a volunteer use plan.
  - The local Accredited Disaster Council typically governs the authorization of officials to enroll DSWVP participants.
  - Identify additional insurance policies which may cover volunteers who are serving under the supervision of a jurisdiction, are there enrollment procedures to ensure that coverage is active?
- Know the difference between Affiliated and Unaffiliated (also referred to as Convergent or Spontaneous) Volunteers. You will likely need separate approaches or strategies to address the use of either.
- Identify local affiliated volunteers or locally recognized NGOs who can help facilitate the management of spontaneous unaffiliated volunteers.
- Consider partnering with a local Volunteer Center, Community Emergency Response Teams (CERT), AmeriCorps teams, law enforcement Volunteers in Police Service (VIPS) type programs, other government-affiliated volunteer programs, or VOAD member organizations, to manage the enrollment and coordination of unaffiliated volunteers arriving at an incident.
- Include in local Volunteer Management Plans or Volunteer and Donation Management Plans pre-identified volunteer management personnel and partner organizations to allow a local jurisdiction to efficiently implement and scale a volunteer management operation.
- Identify the types of duties and/or scope of work volunteers can assist with during the types of incidents your jurisdiction experiences or expects to experience. If your jurisdiction is prone to wildfire, having pre-identified roles volunteers can assist with will further speed the implementation of a volunteer management plan for tasks such as donations management, EOC support, crowd/traffic control, etc.
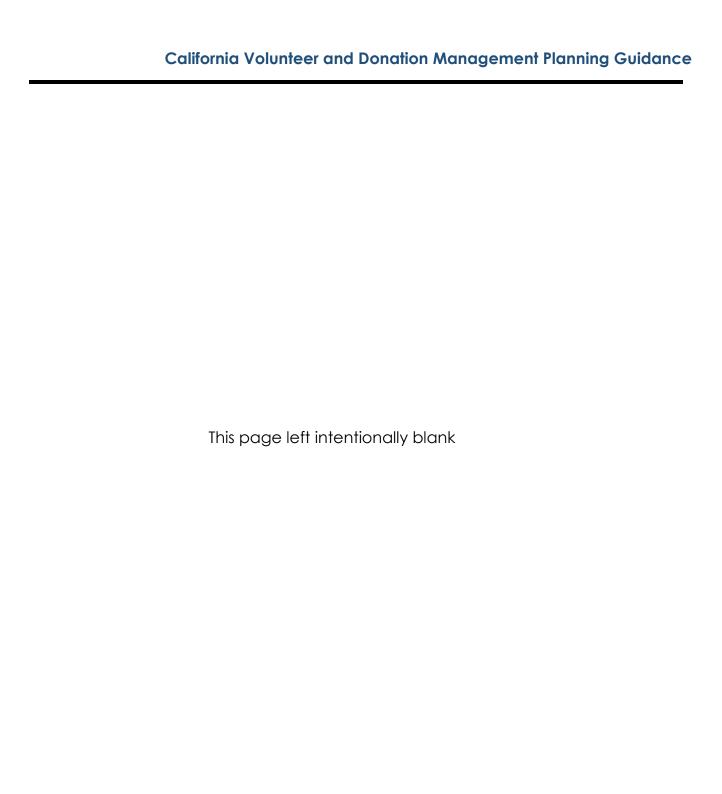
- Identify which roles require training before an incident and which role can be performed with just-in-time training and direct supervision. Also, identify who will provide the just-in-time training and the liability protection for the volunteers.

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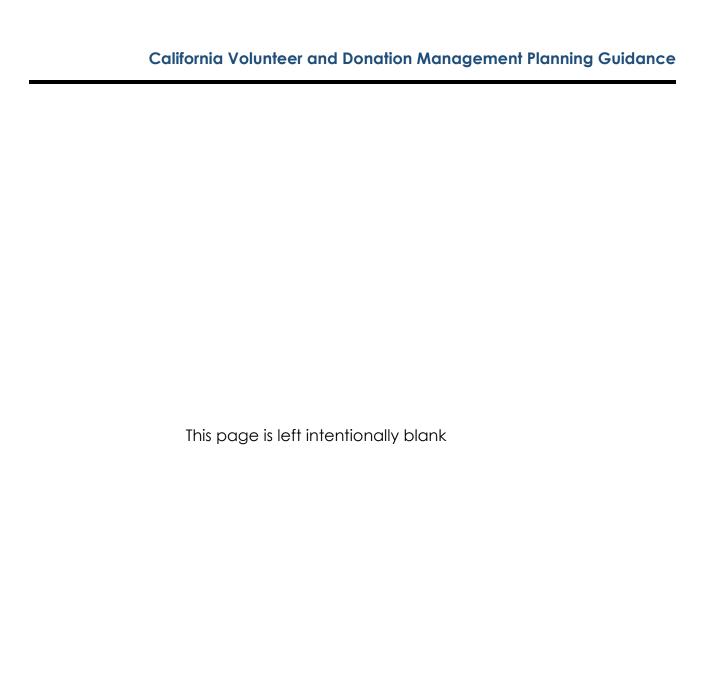
SECTION 4: CONCLUSION

The California Volunteer and Donation Management Planning Guidance was developed to guide local jurisdictions when planning volunteer and donations management. The best practices and lessons learned in this report represent a compilation of the most reported issues and suggestions for improvement. This document combined the state's collective volunteer and donation management experience responding to a variety of disasters in the last five to ten years to better inform local responses to community needs in future disasters.

California's communities are too diverse, in geography, culture, and local resources, to dictate a single *right* way to manage the volunteer and donations management issues that arise before, during, and after a disaster, but this guidance gives resources and best practices to local and tribal governments to utilize and adapt it to your community's needs.

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ATTACHMENT A: AUTHORITIES AND REFERENCES

AB 2213 (Limón- 2019)

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ATTACHMENT B: ASSEMBLY BILL 2213 STATUS REPORT TO THE LEGISLATURE

AB 2213 (Limón- 2019)

Progress Report to the California Legislature

INTRODUCTION

In July of 2019, California Volunteers, under the direction of the Chief Service Officer, released a report entitled "Building Disaster Resiliency: A Roadmap for Investment & Innovation in California." This report, developed in collaboration with the Monitor Institute by Deloitte and statewide community leaders, articulated the need for whole community preparedness and prioritized solutions that would enable greater community-based disaster coordination.

On October 23, 2019, the Assembly Select Committee on the Non-profit Sector and the Committee on Governmental Organization held an informational hearing to examine the role of non-profits in emergency preparedness, response, and recovery. The hearing, held in Santa Barbara, addressed the Building Disaster Resiliency report, and provided a forum for stakeholders to discuss lessons learned from previous disasters. The testimony provided highlighted the critical role of non-profit organizations in disaster response and recovery operations. AB 2213 was a direct result of this hearing.

On September 18, 2020, Governor Gavin Newsom signed AB 2213 (Limón). The measure requires Cal OES and California Volunteers to develop planning guidance to identify volunteer and donation management resources that could assist in responding to or recovering from local, tribal, regional, national, or international disasters, as specified.

The bill also requires a report to the California Legislature on the status of the planning guidance.

The planning guidance development is in progress and scheduled to be completed by September 2022. At this time, there will be an opportunity for public comment and discussion through multiple workshops. After publication, it will be available via printed copy and listed on the Cal OES and California Volunteers websites.

ABOUT THE LEAD AGENCIES

California Governor's Office of Emergency Services

Cal OES is responsible for addressing natural, technological, or human-caused disasters and emergencies, and preparing the State to prevent, respond to, quickly recover from, and mitigate the effects of both intentional and natural disasters. As part of its overall preparedness mission, Cal OES is required to develop a State Emergency Plan, State Hazard Mitigation Plan, and maintain the Standardized Emergency Management System and the Emergency Management Mutual Aid System.

Within Cal OES, the Office of Private Sector, Non-governmental Organization (NGO) Coordination designs, coordinates, and implements statewide outreach programs to foster relationships with businesses, associations, companies, and universities, as well as non-profit, non-governmental, and philanthropic organizations. This office works within Cal OES to maximize the inclusion and effective use of private sector, philanthropic, and NGO staff and resources in all phases of emergency management. This Office is also responsible for the development and coordination of the state's donation management function. This encompasses the following:

- Corporate Donations
- Donations Portal
- Financial Donations
- In-kind Donations
- State support for local donation plans and operations

Cal OES Recovery, Individual Assistance (IA) coordinates with federal, state, local, and voluntary/non-profit entities to provide recovery assistance following a disaster that impacts individuals and households, businesses, and/or the agricultural community in California. The Voluntary Agency Liaison (VAL) resides within IA and serves as a key contact for communication with voluntary agencies, Voluntary Organizations Active in Disasters (VOAD), community and faith-based organizations, as well as local and state government during all phases of emergency management. The VAL coordinates and communicates with the FEMA VAL and National VOAD.

The Cal OES VAL assists with:

- The collection and dissemination of disaster specific information, including initial damage assessments, emergency response activities, and unmet needs.
- Guidance on the development of local VOADs.

- The development and ongoing efforts of local Long-Term Recovery groups immediately following a disaster to help meet the needs of the community.

- Voluntary organization participation in Local Assistance Centers (LACs).

- Identifying nonprofit partners that can provide essential services following a disaster.

- Coordinates with California Volunteers and FEMA VALs, as warranted.

- Supports Disaster Case Management coordination.

California Volunteers, Office of the Governor

California Volunteers, led by the State's Chief Service Officer, is the state office tasked with engaging Californians in service, volunteering, and civic action to tackle California's most pressing challenges. With programs such as #CaliforniansForAll, College Corps, Climate Action Corps, Operation Feed California, and AmeriCorps, California Volunteers focuses on mobilizing all Californians to volunteer to serve in their communities. These programs are built and managed in close collaboration with dozens of partners, including food banks, climate organizations, colleges and universities, community-based organizations, non-profits, and private sector organizations.

California Volunteers manages and deploys AmeriCorps Disaster Teams; recruits, and mobilizes other volunteer resources; builds local capacity through its various programs , and coordinates with volunteer and non- profit partners both during steady state and times of disaster.

California Volunteers has a robust mass communications platform and digital tools to reach Californians and engage them in disaster operations as appropriate. All these resources can serve local jurisdictions when they need support from the state before, during, and after disasters.

California Volunteers and Cal OES serve as the Co-Lead Agencies for California's Emergency Support Function 17 (CA-ESF)– Volunteer and Donations Management. California Volunteers serves as the Lead Agency for the State's Volunteer Management, including coordination with external stakeholders. Cal OES serves as the Lead Agency to coordinate in-kind and financial donations. As the Co-Leads for CA-ESF 17, Cal OES and Cal Volunteers understand the importance of engaging the whole of community throughout the disaster cycle.

In 2019, Cal OES and California Volunteers launched Listos California, a grant program specifically created to reach California's underserved populations. Designed to boost

community resiliency, provide new accessible in-language information, and advance a new culture of disaster preparedness, Listos California has reached over 4 million people thus far with low incomes, disabilities and language barriers, older adults, and other highly vulnerable Californians.

Several initiatives taken by both Cal OES and California Volunteers during the COVID-19 global pandemic have also highlighted the need for trusted community partners to reach all Californians directly and indirectly impacted by a disaster. Cal OES's efforts with the mass vaccine sites in Oakland, CA and East Los Angeles, CA, partnering with community and faith-based organizations to bring vaccine access to vulnerable communities, as well as California Volunteers partnership with the California Food Bank network to distribute food and essential supplies to impacted families, are just a few examples of this work.

OUR APPROACH

To complete the Planning Guidance, Cal OES and California Volunteers are using a mixed methods approach collecting primary and secondary qualitative data. The goal is to conduct at least 50 interviews with subject matter experts and people with lived experience in addition to holding in-person workshops with the VOAD community.

Secondary data includes a variety of sources representing the diversity or organizations and geographies that can be involved in disasters.

To date, Cal OES and California Volunteers have interviewed over 20 subject matter experts in emergency management, nonprofit, access and functional needs, and faith- based organizations with firsthand experience in responding to or recovering from disasters within the past five years.

Cal OES and California Volunteers will continue to conduct interviews with the whole of community, including government, non-government, colleges and universities, community-based organizations, private sector, and philanthropic partners. For these interviews, Cal OES and California Volunteers seeks to identify and interview stakeholders that might be left out of traditional emergency management spaces, including those with access and functional needs, limited English proficiency, and other underrepresented groups.

Alignment with CA-ESF 17

The mission of the new 2022 version of CA-ESF 17 is to organize and mobilize Californians to assist their neighbors and engage with their communities to prepare for, respond to, and recover from emergencies. With the 2022 revision to the document,

CA-ESF 17 now takes a comprehensive, whole-community approach to building community engagement throughout the year in the entire disaster cycle. Building a culture of volunteerism, enhanced by robust digital infrastructure, increases the state's capacity to respond to emergencies. Further, actionable state guidance and resources for donation management are under development by subject-matter experts and will provide local officials some initial tools for managing both in-kind and monetary donations at the local level, with support and guidance provided by the state.

The Guidance under development as a result of AB 2213 will emphasize the importance of a whole community approach to disaster management. Understanding and incorporating voluntary agencies in all phases of disaster allows for a more holistic and inclusive approach to emergency management.

Stakeholder Interviews

Voluntary Organizations Active in Disasters (CA VOAD)

To develop this planning guidance, per the law, Cal OES and California Volunteers are coordinating with the California Voluntary Organizations Active in Disasters (CA VOAD) and with other stakeholders including state agencies involved in preparing for and responding to disasters, county and municipal emergency management professionals, and community-based organizations.

The CA VOAD community aims to improve outcomes for people affected by disasters by facilitating cooperation, communication, coordination, and collaboration among non-profit organizations, community-based groups, government agencies, and for-profit companies. These local organization coalitions often have representatives from local, regional, statewide, and even international organizations, such as local faith-based organizations, and large organizations like the American Red Cross or Salvation Army. They work together to respond to needs in their local communities and ideally work in concert with public agencies to identify these needs and available resources. Due to its size and geography, California is home to two regional VOAD coalitions — NorCal VOAD and SoCal VOAD. They both share the CA VOAD seat at National VOAD, with the state chairperson role alternating between north and south each year.

Cal OES and California Volunteers have held several meetings with CA VOAD leadership to discuss their involvement in this process and their initial ideas on the design of the planning guidance. In June 2022, Cal OES and California Volunteers will host an in-person conference for CA VOAD members to discuss the guidance further. This will ensure CA VOAD partners have an opportunity to provide valuable input. Additionally, Cal OES and California Volunteers has and will continue to seek input

from individual local VOAD leaders and member organizations in addition to the regional VOAD leadership.

Emergency Management Community

Cal OES and California Volunteers are also interviewing other stakeholders that are typically involved in disaster operations, including federal, state, local, and tribal agencies, local emergency managers and municipal professionals, and philanthropic partners. Cal OES and California Volunteers will incorporate their suggestions, lessons learned, best practices, and resources.

Whole-Of-Community

There are many groups that can play a role in disaster operations, but do not always have an easy pathway to participation. Organizations such as higher education institutions, some business and corporate partners, organized labor, faith-based organizations, neighborhood groups, and community-based organizations can be key partners in volunteering during disaster operations. There will be a particular focus on organizations that have connections to the cultural, ethnic, racial, and economic diversity of California. Cal OES and California Volunteers will investigate what groups might have capacity to participate, what resources they have and need to participate, and how they might be involved during a disaster. Creating a volunteer community that represents the diversity of California is crucial to improving local and state disaster operations.

The effort to include these stakeholders and understand their potential role in disaster operations is part of the California Volunteers renewed approach to disaster volunteerism. The strategy emphasizes the importance of whole-of-community participation in all phases of the disaster cycle. To meet this goal, Cal OES and California Volunteers will seek out input and ideas from stakeholder communities that are traditionally underrepresented in disaster operations, such as individuals that do not speak English.

Cross-Sector Workshops

To collect feedback from the emergency management community, Cal OES and California Volunteers plan to host in-person workshops in the state's six mutual aid regions. The workshops will include representatives from federal, state, tribal, and local governments, non-profits, community-based organizations, faith-based organizations, and private sector organizations. Cal OES and California Volunteers are also planning in-person workshops and interviews with leaders from the Access and Functional

Needs communities around the State in coordination with the Cal OES Office of Access and Functional Needs.

These workshops will provide an opportunity to share preliminary findings, identify remaining gaps, and provide a forum for stakeholders to identify approaches and solutions to address these gaps.

Cal OES and California Volunteers are planning a tabletop exercise with State government players and a Statewide VOAD leadership conference in June 2022 to further identify gaps and concerns from our community partners.

Research on Recent Disasters

Cal OES and California Volunteers started the secondary data collection process by reviewing current state and federal planning documents, after-action reports, and other documents. The next step is to review sources from other stakeholders and incorporate them into the guidance. Cal OES and California Volunteers will also investigate secondary sources that come up in the interviews, workshops, and tabletop exercise.

To gather best practices and lessons learned, Cal OES and California Volunteers will be analyzing disaster response over the past five years, including: wildfires, debris flows, earthquakes, winter storms, and the COVID-19 pandemic. The intent is to have a list of examples that cover the demographic and geographic diversity of the State. The goal is to provide guidance that is inclusive of experiences in northern, southern, coastal, and inland areas of California, with an emphasis on including responses in both urban and rural regions.

Data Analysis

Cal OES and California Volunteers plan to analyze the data by finding themes across sources. The themes identified in both primary and secondary data analysis will be included in the Planning Guidance. Resources identified in interviews and in written materials will also be included as appropriate. Cal OES and California Volunteers will present the initial draft to the whole of community, including each participant in the data collection process, for feedback.

GUIDANCE OUTLINE

The bill states, "The Office of Emergency Services and California Volunteers, in coordination with Voluntary Organizations Active in Disaster, also referred to as VOADs and VOAD member agencies, shall develop planning guidance to identify volunteer

and donation management resources that could assist in responding to or recovering from local, tribal, regional, national, or international disasters."

The guidance is required to do the following:

(1)   Include a purpose statement specifying that the intent of pre-identifying local volunteers and donation management resources that could support disaster operations is to strengthen the response to all disasters by enhancing the ability of nonprofit, community-based, faith-based, and private sector resources to be quickly leveraged and deployed to meet the needs of those in need.

(2)   Support and be in alignment with the Volunteer and Donations Management Annex (Emergency Support Function 17) of the state's Emergency Operations Plan.

(3)   Support the operations of volunteer coordination groups, as established by California Volunteers, as well as nonprofit, community-based, faith-based, and private sector organizations active in disasters.

(4)   Include best practices to address the unique needs of people with access and functional needs and vulnerable populations.

(5)   Include lessons learned from recent disasters that contribute to the robustness of logistics, distribution management, sheltering, and feeding plans."

Per the law, the Planning Guidance will include all the following components:

1. Purpose Statement: The purpose of pre-identifying local volunteers and donations management resources that could support disaster operations is to strengthen the response to all disasters by enhancing the ability of non-profit, faith- and community-based, private sector resources to be quickly leveraged and deployed. Examples include:

    o   Bi-directional communications strategies,

    o   Examples of cooperative agreements,

    o   Established mutual aid networks, and

    o   Resources on critical incident stress management for responding volunteers.

    o   Building relationships with the local VOAD community and other institutions,

    o   Documenting the volunteer and donation resources available,

- o Identifying ways to improve public awareness about volunteering and donations,

- o Implementing donation management best practices, and

- o Defining how California Volunteers networks and volunteer resources can be best accessed and mobilized, including AmeriCorps Disaster Teams, partners organizations, and neighborhood leaders.

2. How the Guidance supports and is in alignment with ESF 17

    The CA-ESF 17 takes a comprehensive, full disaster cycle approach to volunteer and donations management. It also incorporates a robust digital and community engagement strategy for volunteerism and suggestions for developing local volunteer and donations plans. Examples from this strategy in the Guidance include:

    - o Use of digital tools for volunteer management,

    - o Volunteer engagement and appreciation throughout the disaster cycle, and,

    - o Public messaging for volunteer and donations management, using various communication channels.

3. Ways to support the operations of volunteer coordination groups, as established by California Volunteers and non-profit, faith- and community-based, and private sector organizations. As part of the CA-ESF 17, California Volunteers has a strategy to actively support the operations of volunteer coordination groups as well as other partners. Examples from this new strategy in the Guidance will include:

    - o Acting as the main point of contact for volunteer management at the state level,

    - o Pushing opportunities to volunteer on California Volunteers communication channels,

    - o How to support neighborhood groups and empower local leaders, with lessons learned from the Neighbor-to-Neighbor pilot program,

    - o Setting up cooperative agreements for disaster or response operations, and

    - o Convening regular meetings with coordination groups.

4. Best practices to address the considerations of individuals with Access and

Functional Needs (AFN). The Cal OES Office of Access and Functional Needs (OAFN) maintains a comprehensive library for best practices, guidance documents, videos and more. The planning guidance will also include AFN resources from the libraries of other non-profit and governmental organizations. Best practices include:

- o Assessing shelters to establish, monitor, and maintain accessibility and connecting with local Independent Living Centers and community organizations for support.

- o Understanding how to utilize state resources such as the California Department of Social Services Functional Assessment Service Team (FAST) Program. These trained members can be deployed to emergency shelters or other areas, such as mass feeding operations or assistance centers, to assist those in need.

- o Setting up accessible distribution centers and volunteer reception centers and having them evaluated regularly.

- o Coordinating with the VOAD community for specific donations requests for people with access and functional needs.

- o Providing training on disability etiquette.

- o Ensuring that people with access and functional needs have access to volunteer opportunities.

- o Ensuring that people who do not speak English have access to disasters services and opportunities to volunteer.

- o Ensuring that local emergency managers have identified community mobilizers, trusted messengers, and/or volunteer leaders that represent the diversity of their justifications.

5. Lessons learned from recent disasters that contribute to the robustness of logistics, distribution management, sheltering, and feeding plans. Initial themes from the research include the following needs:

- o Volunteer and Donations Management

  - Training on how to document donated resources and volunteer hours to offset local cost share in federally declared disasters.

  - Training on how emergency management, VOADs, non-profits, faith communities, and NGOs can work together in a disaster.

- o Sheltering
    - ▪ Developing a strategy for sheltering pets.
    - ▪ Developing procedures for coordinated information collection and dissemination with shelter partners.
    - ▪ Planning in advance for the provision of accessible assets and assistive devices necessary to create shelters that can be utilized by individuals with AFN.
- o Feeding Plans
    - ▪ Understanding the need to develop a feeding schedule and plan for shelter operations to avoid duplication of effort.
    - ▪ Understanding dietary restrictions and alternative feeding options.
    - ▪ Developing coordinated information sharing and communication protocols for feeding partners.
- o Logistics / Distribution Management
    - ▪ Developing strategies for non-profits related to receiving manageable quantities and sizes of supplies, adequate storage, and transportation needs.

Cal OES and California Volunteers will build on these requirements by offering best practices and recommendations on how to meet the needs of communities disproportionately impacted by disasters, including people who do not speak English, people with low incomes, people of color, and people with disabilities. Examples include:

- Having language access, including the integration of American Sign Language and world and translation services, Incorporated within planning documents, and
- Ensuring that each local jurisdiction can afford to have dedicated staff to volunteer and donations management.

CONCLUSION

Cal OES and California Volunteers will continue to discuss and socialize the development of this planning guidance throughout multiple networks in California, including tribal, county and city emergency managers, local VOADs, state agencies, and other pre-identified CA-ESF 17 partners. Cal OES and California Volunteers will incorporate their feedback into the guidance.

The planning guidance will be available via printed copy and listed on the Cal OES and California Volunteers websites. It is recommended that this Planning Guidance be translated into the common languages spoken in California or there are resources available to ensure all Californians can engage with the material, for example through funded translators.

After the publication of this planning guidance, the leadership teams from Cal OES and California Volunteers plan to travel to visit local jurisdictions in California to discuss the planning guidance with all stakeholders that might be involved in disaster operations.

Cal OES and California Volunteers will continue to update this planning guidance as new resources and new information become available.

ATTACHMENT C: RESOURCE DIRECTORY

The Resource Directory is available digitally and is posted on the [Cal OES Private Sector and NGO Coordination](#) and the [California Volunteers](#) websites.

ATTACHMENT D: LIST OF ACRONYMS

ADA	Americans with Disabilities Act
AFN	Access and Functional Needs
ALAN	American Logistics Aid Network
ARC	American Red Cross
BOC	Business Operations Center
CDAA	California Disaster Assistance Act
CDSS	California Department of Social Services
Cal OES	California Office of Emergency Services
CBO	Community-based Organization
CMS	Consumable medical supplies
C-POD	Community Point of Distribution
DME	Durable medical equipment
DSB	Disaster Services Bureau (CDSS)
DSW	Disaster Service Worker
DSWVP	Disaster Service Worker Volunteer Program
CA-ESF	California-Emergency Support Function
EAP	Employee Assistance Program
EMMA	Emergency Management Mutual Aid
ENLA	Emergency Network in Los Angeles
EOC	Emergency Operations Center
EOP	Emergency Operations Plan

FAST	Functional Assessment Support Team
FEMA	Federal Emergency Management Agency
IA	Individual Assistance
LAC	Local Assistance Center
LTRC/G	Long Term Recovery Committee/Group
MCS	Mass Care and Shelter
MOU	Memorandum of Understanding
NGO	Nongovernmental Organization
OA	Operational Area
OAFN	Office of Access and Functional Needs
PIO	Public Information Officer
PAPPG	Public Assistance Program and Policy Guide
PNP	Private Nonprofit Program
SEMS	Standardized Emergency Management System
SEP	State Emergency Plan
SUV	Spontaneous Unaffiliated Volunteers
VAL	Voluntary Agency Liaison
VEST	Volunteer Emergency Support Team
VIPS	Volunteers in Police Service
VOAD	Voluntary Organizations Active in Disaster

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