Regional Volunteer Management Plan

**Annex to the San Francisco Bay Area
Regional Emergency Coordination Plan**

August 2011

Prepared by:

California Emergency Management Agency

**Cal E·M·A
CALIFORNIA EMERGENCY
MANAGEMENT AGENCY**
Coastal Region

Cities of Oakland, San Francisco, and San Jose

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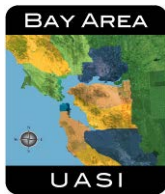Solano, and Sonoma

**RE
CP**

FEMA

This page intentionally left blank

Regional Volunteer Management Plan

Annex to the San Francisco Bay Area
Regional Emergency Coordination Plan

August 2011

Prepared for:

Bay Area Urban Area
Security Initiative

With support from:

Homeland Security

Regional Catastrophic Preparedness
GRANT PROGRAM

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

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

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

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

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

Record of Changes

Change No.	Copy No.	Date Entered	Posted By

This page intentionally left blank

Foreword

The San Francisco Bay Area's vulnerability to earthquakes is well known. According to the 2008 Uniform California Earthquake Rupture Forecast,[1] the probability of an **M** 6.7 or greater earthquake in the Bay Area in the next 30 years is 63 percent. An earthquake of this magnitude results in widespread and catastrophic damage.

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

Historically, the Bay Area has experienced both the devastation caused by catastrophic earthquakes and the response of thousands of volunteers who want to help following them. Planning for catastrophic events and using volunteers that respond to them is essential to an effective response and a steady recovery.

Following the 1989 Loma Prieta Earthquake, tens of thousands of volunteers wanted to help in the region. Local government, traditional response agencies and relief organizations in many cases were not prepared to use local volunteers who lacked the necessary training to aid in the response and recovery. In recognition that spontaneous volunteers represent a vast but under-used resource, the Bay Area became the first region in the country to begin formalized planning for the integration of spontaneous volunteers in disaster response.[2] The models developed in the Bay Area have been replicated and used across the State and the country.

To promote preparedness, the Federal Government provides funding under the Regional Catastrophic Preparedness Grant Program (RCPGP) to selected metropolitan areas throughout the United States to assist those areas in planning for catastrophic events. The San Francisco Bay Area is one of the selected metropolitan areas. The Federal Emergency Management Agency (FEMA) administers the program. The Bay Area Urban Area Security Initiative (UASI) Program manages the RCPGP for 12 counties and two cities[3] in the Bay Area. For fiscal year 2007/2008, the UASI Program used RCPGP funding to prepare plans in seven functional areas: Debris Removal, Donations Management, Interim Housing, Mass Care and Sheltering, Mass Fatality, Mass Transportation/Evacuation, and Volunteer Management.

---

[1] Edward H. Field et al., *The Uniform California Earthquake Rupture Forecast,* Version 2 (UCERF 2), USGS Open File Report 2007-1437, 2008. Available at http://pubs.usgs.gov/of/2007/1437/of2007-1437_text.pdf.

[2] Building on the models developed in the region, CaliforniaVolunteers commissioned the preparation of a disaster volunteer management plan template for local government in 2004. Today, most local government volunteer plans in California are based on this template.

[3] Alameda, Contra Costa, Marin, Monterey, Napa, San Benito, San Francisco, San Mateo, Santa Clara, Santa Cruz, Solano, and Sonoma counties and the cities of Oakland and San Jose.

This Regional Volunteer Management Plan was developed with the participation of the following:

- Alameda County Fire Department
- Alameda County Human Resources Services
- Alameda County Office of Emergency Services
- Alameda County Sheriff's Department
- American Red Cross Bay Area Chapter
- American Red Cross Monterey Bay Area Chapter
- Bay Area UASI
- Cal EMA
- California Department of Fish and Game/Office of Spill Prevention and Response
- California Emergency Medical Services Authority
- California Resiliency Alliance
- CaliforniaVolunteers
- Center for Collaborative Policy
- City and County of San Francisco
- City of Cupertino
- City of Richmond
- City of San Ramon Police Services
- Communities of Oakland Respond to Emergencies
- Concord Police Department
- Contra Costa County Office of Emergency Services
- County of Sonoma Human Resources Department
- Eden Information & Referral/211 Alameda County
- FEMA Voluntary Agency Liaison, Region IX
- Livermore–Pleasanton Fire Department
- Marin County Office of Emergency Services
- Monterey County Office of Emergency Services
- NorCal VOAD
- Oakland Fire Department Office of Emergency Services
- PRO Consulting
- Queenstone Group
- Remmel Consulting
- Richmond Office of Emergency Services
- San Mateo County Office of Emergency Services
- San Pablo Police Department
- Santa Clara County Office of Emergency Services

- Santa Cruz County Office of Emergency Services
- Solano County Health and Social Services
- Solano County Office of Emergency Services
- Sonoma County Department of Emergency Services
- Sunnyvale Office of Emergency Services
- The Volunteer Center Serving San Francisco and San Mateo Counties
- Thrive, The Alliance of Nonprofits for San Mateo County
- United Way of the Bay Area
- Volunteer Center of the East Bay
- Volunteer Center of United Way Monterey County
- Volunteer Centers of California

This page intentionally left blank

Table of Contents

List of Figures

This page intentionally left blank

Executive Summary

This document, the Regional Volunteer Management Plan (Plan), is a scenario-driven, function-specific plan that describes volunteer management operations in the aftermath of a catastrophic earthquake in the San Francisco Bay Area (Bay Area). The Plan is:

- An annex to the San Francisco Bay Area Regional Emergency Coordination Plan (RECP), prepared by the California Emergency Management Agency (Cal EMA)
- Consistent with the San Francisco Bay Area Earthquake Readiness Response, Concept of Operations Plan, prepared by the Federal Emergency Management Agency (FEMA) and Cal EMA

ES-1   Scope

This plan:

- Addresses the response to an **M** 7.9 earthquake on the San Andreas Fault
- Applies to the response during the first 60 days after the earthquake
- Applies to the 12 counties in the Bay Area and the cities in them
- Describes volunteer management operations applicable at the regional level
- Volunteers are a key resource in a changing disaster landscape. Existing disaster volunteer management plans in the Bay Area deal primarily with spontaneous volunteers. This Plan is the first standardized effort to integrate planning for spontaneous volunteers and affiliated volunteers and to present a timeline that addresses priorities, objectives, and tasks for volunteer management during a catastrophic earthquake.

ES-2   Catastrophic Nature of the Earthquake

The scenario event used in the development of this Plan is an **M** 7.9 earthquake on the northern segment of the San Andreas Fault. The earthquake is catastrophic and has significant effects on the region, on California, and on the Nation.

Threats and hazards from the earthquake include structural and nonstructural damage to transportation and other critical infrastructure, fires, subsidence and loss of soil-bearing capacity, landslides, hazardous materials spills and incidents, dam/levee failure resulting in flooding, and civil disorder.

The earthquake affects all regional transportation networks significantly. Large portions of the transportation infrastructure are likely to be damaged or destroyed. There are approximately 1,300 road closures with as many as 42 failures of key freeway sections.

The earthquake would result in:

- 7,000 fatalities
- 300,000 people seeking shelter

- 500,000 households without electricity
- 1.8 million households without potable water
- 50 million tons of debris
- More than 1 million people requiring transportation assistance because of hazardous conditions or dislocation

Because of the extent of damage and likely unavailability of local workers, in-region resources would not be sufficient to meet the immediate demand for facility inspections. Resources would be required from outside the region. As a result, many facilities and systems could be unavailable for days, weeks, or months. The time required to restore damaged infrastructure would be increased by the effects of the earthquake on employees in the region; impediments to accessing critical facilities and infrastructure; damage to transportation infrastructure; depletion of critical resources, particularly fuel; increased need for critical equipment; and other cumulative impacts.

ES-3   Roles and Responsibilities

The Plan provides a framework for coordination of volunteers working with the different Standardized Emergency Management System (SEMS) levels and government agencies. CaliforniaVolunteers is the State-designated lead agency for volunteer coordination in a disaster; the roles and responsibilities of this agency and others in coordinating volunteers and/or volunteer activities is presented. This Plan also addresses coordination with other key nongovernmental organizations such as Emergency Volunteer Centers and Voluntary Organizations Active in Disaster.

ES-4   Coordination and Communication

The primary focus of this Plan is volunteer management, and this Plan describes the organization of incident activation and coordination, information-sharing systems, and the manner in which the Region requests, receives, and coordinates resources from outside the area in terms of volunteer management. Information management is also discussed, as are issues of risk, insurance, credentialing, and identification/badging as they apply to volunteer management following a disaster.

Communication and coordination generally proceed by following the hierarchical processes established via SEMS and the function- or discipline-specific mutual aid systems. The processes used in a catastrophic earthquake are described, including any special or necessary steps that are different from more general processes. Requests for resources are likely to be difficult to fill and may involve direct State and Federal support and interaction—more than in a non-catastrophic disaster. The role of the ARC and other volunteer entities in the communications systems and response processes is also discussed.

ES-5   Operational Priorities

Three levels of operational goals are developed as part of the planning process for volunteer management:

- Operational priorities
- Objectives
- Tasks

Operational priorities are the most overarching goals. Objectives are developed to organize the tasks undertaken to reach those goals. Tasks are the steps that must be taken to manage volunteers effectively.

These three levels of response priorities were developed through an iterative process with a number of stakeholders throughout the region. The tasks, in particular, are a critical part of this Plan. The development of tasks provides a link between local field-level operations guides and the higher-level and mostly conceptual volunteer management plans that are currently in place.

Operational priorities, objectives, and tasks are developed for the three phases of response:

- Event (E) to E+3 days
- E+3 days to E+14 days
- E+14 days to E+60 days

ES-6   Response Timeline

The operational direction provided by the Plan is discussed in detail, and a timeline that identifies the tasks needed to support the time-based objectives is presented as an appendix. Each task is identified under its corresponding objective along with the time frame in which it is expected to occur, the entities likely to be involved in accomplishing the task, and any additional details. The timeline is designed for use by regional- and State-level emergency managers to execute volunteer management operations after the earthquake.

This page intentionally left blank

1 Introduction

Existing disaster volunteer management plans in the Bay Area deal primarily with spontaneous volunteers. The Regional Volunteer Management Plan (Plan) is the first standardized effort to integrate planning for spontaneous volunteers and affiliated volunteers into one plan. Volunteers are a key resource in a changing disaster landscape in the Bay Area, California, and across the country.

The Plan advances and standardizes planning across the Bay Area for the effective coordination of both spontaneous and affiliated volunteer resources following a catastrophic disaster. The Plan is written as an annex to the Regional Emergency Coordination Plan (RECP) Base Plan and has been prepared in accordance with national and state emergency management systems and plans—in particular, the National Incident Management System (NIMS), the National Response Framework (NRF), SEMS, and the California State Emergency Plan (SEP). The Plan does not supersede or exclude any of these concepts or plans; rather, it places them in the context of a response to a catastrophic event in the Bay Area.

The Plan describes the process for collaboration and coordination during regional events for the effective use of spontaneous and affiliated volunteer resources. It provides an overview of the roles and responsibilities for volunteer coordination and how activities are coordinated. Although the plan was developed using a catastrophic earthquake scenario, the Plan provides an all-hazards framework and is written to be scalable to the size and scope of any disaster.

State efforts to enhance volunteer coordination throughout the State are being led by CaliforniaVolunteers and are ongoing. CaliforniaVolunteers has undertaken several key initiatives that, when implemented, support volunteer coordination throughout the State and contribute greatly to volunteer coordination in the region. These initiatives include the establishment of a new program for volunteer disaster coordination—Disaster Corps; a web-based inventory system for use by disaster volunteer organizations; nongovernmental capacity building, including support of Emergency Volunteer Centers (EVCs); and focused outreach to faith-based organizations (FBOs).

1.1 Definitions

There are many differing definitions in plans, guidance documents, regulations and statutes regarding volunteers; however, the definitions below have been agreed upon for the purposes of this Plan. Additional definitions and acronyms can be found in **Appendix A**.

1.1.1 Spontaneous Volunteer

A spontaneous volunteer is an individual who comes forward following a disaster to assist a governmental agency or nongovernmental organization (NGO) with disaster-related activities during the response or recovery phase without pay or

other consideration. By definition, spontaneous volunteers are not initially affiliated with a response or relief agency or pre-registered with an accredited disaster council. Spontaneous volunteers may also be referred to as unaffiliated volunteers, spontaneous unaffiliated volunteers (SUVs), and convergent volunteers.

1.1.2   Affiliated Volunteer

An affiliated volunteer is an individual who is affiliated with either a governmental agency or NGO and who has been trained for a specific role or function in disaster relief, response, or recovery during the preparedness phase and is closely managed by the supervising agency. Examples of affiliated volunteers may include members of auxiliary communications services, Community Emergency Response Teams (CERTs), Volunteers in Police Service (VIPS), Search and Rescue, and others. The American Red Cross (ARC) and The Salvation Army also involve affiliated volunteers but operate within their own systems while coordinating closely with response agencies.

1.1.3   EVC

An EVC is a centralized clearinghouse established to increase the capacity of communities to coordinate spontaneous volunteers during disaster response and recovery activities. An EVC serves as a location where volunteers can be assessed for skills and assigned to specific tasks. An EVC can function in any of the following ways:

- Walk-in center
- Call center
- Web-based online system
- Combination of all of the above

1.2   Purpose

The Plan provides a framework for coordination among the different SEMS levels and government agencies with roles and responsibilities in coordinating volunteers and/or volunteer activities, such as CaliforniaVolunteers, the State-designated lead agency for volunteer coordination in a disaster. The Plan also addresses coordination with key nongovernmental organizations such as EVCs and Voluntary Organizations Active in Disaster (VOADs).

The Plan is not an operational document or job aid, nor is it a procedure or protocol for volunteer coordination. These specific items will be developed in future planning efforts as part of other supporting documents.

1.3   Scope

The Plan is based on the concepts and methods of emergency volunteer coordination and procedures already developed in the region and in coordination with State-level agencies. It addresses:

- Time-based priorities, objectives, and tasks based on a catastrophic earthquake
- Roles and responsibilities of key agencies
- Volunteer coordination functions of the Region:
  - Communication and coordination
  - Resource management
  - Information management
  - Public information
- Examples of volunteer roles and engagement in preparedness and recovery

The Plan is designed to support the Region's role as the coordination link between the Operational Areas and the State and to provide consistency across the region for volunteer activities. While developed in response to a catastrophic earthquake scenario, the Plan is intended to be applicable to all hazards and scalable to the size and scope of any event.

1.3.1 Applicability

This Plan is written as an annex to the RECP Base Plan and has been prepared in accordance with national and State emergency management systems and plans—in particular, NIMS, NRF, SEMS, and SEP. The RECP and its subsidiary plans do not supersede or exclude any of these concepts or plans; rather, they place those concepts and plans in the context of a response to an event in the Bay Area, during which time the Regional Emergency Operations Center (REOC) is activated. (See **Figure 1.1**.)

More details on volunteer coordination at a local level are in most cases available in the volunteer management plan annex to each Operational Area's Emergency Operations Plan. Information on State volunteer coordination is available in the SEP. This Plan outlines coordination activities and functions in the REOC to support Operational Area activities related to spontaneous and affiliated volunteers.

1.3.2 Nature and Duration of the Earthquake

The scenario used in the development of this Plan is a moment magnitude (**M**) 7.9 earthquake on the northern segment of the San Andreas Fault. The impacts from the earthquake are catastrophic. Although the shaking from an earthquake and from aftershocks lasts only seconds or minutes, recovery can take several years. See **Section 2.1** for more information about impacts of the earthquake.
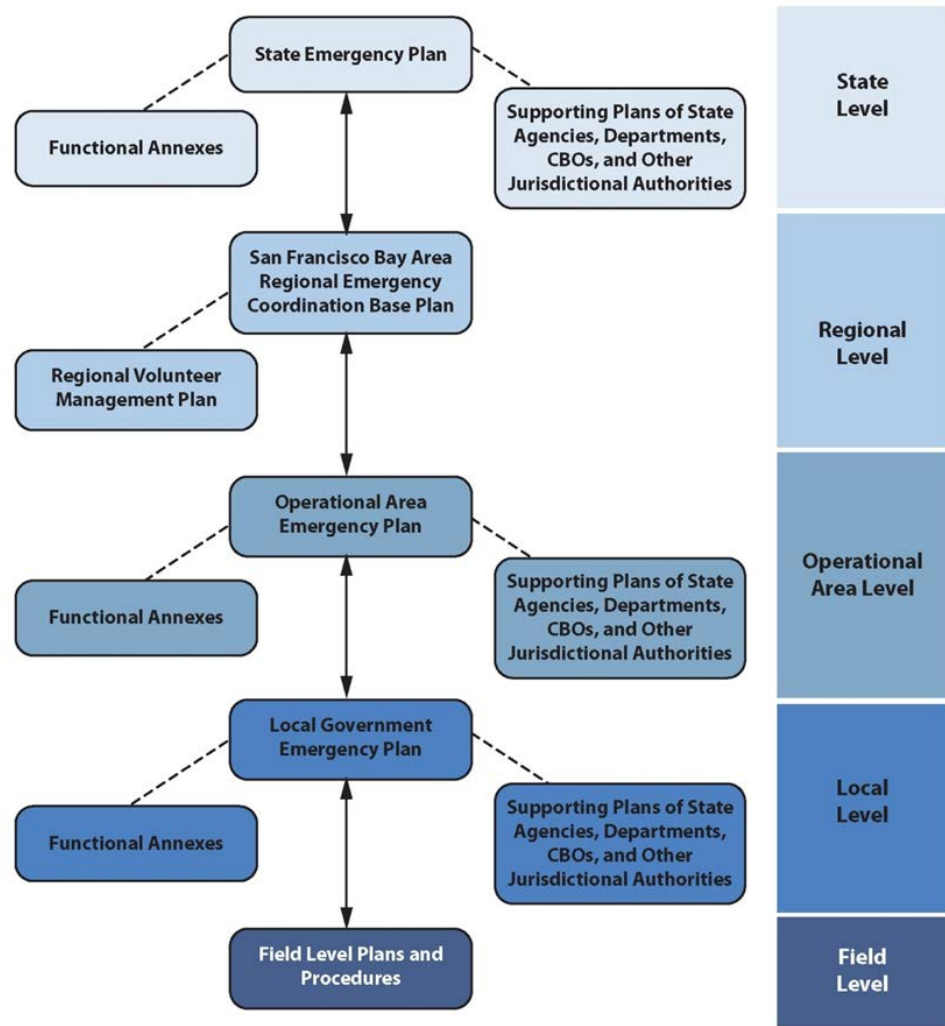
Figure 1.1. Relationship of RECP to other plans.

As described in the NRF, a catastrophic event is any natural or human-caused disaster that results in an extraordinary level of causalities, damage, or disruption that severely affects the population, infrastructure, environment, economy, morale, and government functions of the area in question and potentially the Nation as a whole. The earthquake will have a catastrophic impact on the Bay Area region.

1.3.3   Geographic Scope

The Plan includes the following 12 counties:

- Alameda County
- Contra Costa County
- Marin County
- Monterey County

- Napa County
- San Benito County
- San Francisco County
- San Mateo County
- Santa Clara County
- Santa Cruz County
- Solano County
- Sonoma County

These counties and the cities in them are directly affected by damage from the earthquake, regional disruption of critical infrastructure systems, and short- and long-term impacts to the economy. Adjacent counties, such as Mendocino, Sacramento, San Joaquin, and Stanislaus may be affected directly by damage or indirectly by evacuations and other response actions. A moment magnitude (**M**) 7.9 earthquake also has significant effects on the rest of California and the Nation as a whole.

1.3.4   Time Frame

The time frame for the Plan begins with the occurrence of the earthquake and ends 60 days after the earthquake. The planning periods (phases) are given in hours or days after the earthquake (E).

The Plan does not address preparedness activities that may occur before the incident or long-term activities that occur after 60 days. However, it should be recognized that volunteers are active in the recovery of the Bay Area for years after the event.

1.4   Applicability

The Plan is consistent with and applicable to existing local plans and practices for the coordination of spontaneous and affiliated volunteers. In conjunction with the development of this Plan, a local government volunteer management plan template was created for use by the Operational Areas. The local template and Plan have been developed to provide consistency across the region for volunteer coordination planning.

The Plan does not supersede or exclude any existing plans; rather, it places relevant plans in the context of a response to a catastrophic event in the region during which time the REOC is activated. The Plan is designed to work in conjunction with local volunteer management and coordination plans.

The Plan is also applicable and consistent with the regional plans described below.

1.4.1 RECP

As stated above, the Plan is a function-specific, incident-specific annex to the RECP. The RECP provides an all-hazards framework for collaboration and coordination among responsible entities during events that affect San Francisco Bay Area counties. The RECP defines procedures for regional coordination, collaboration, decision-making, and resource sharing among emergency response agencies in the Bay Area within the SEMS framework.

The RECP describes the formation of a Regional Coordination Group coordinated by the Region. Members may include the Region administrator, Region staff, representatives from the Operational Areas in the region, lead agencies for the Bay Area counties, and subject matter experts. Additionally, the RECP Base Plan describes the coordinating role of the Region for the request and acquisition of resources to support operational priorities and objectives.

1.4.2 CONPLAN

The Plan is also consistent with the San Francisco Bay Area Earthquake Readiness Response: Concept of Operations Plan (CONPLAN), prepared by the Federal Emergency Management Agency (FEMA) and the California Emergency Management Agency (Cal EMA). The CONPLAN describes the joint State–Federal response to an **M** 7.9 earthquake on the San Andreas Fault in the Bay Area and includes a description of the establishment of a Joint Field Office (JFO) with a Unified Coordination Group (UCG)[4] that coordinates joint State–Federal operations in support of the response in the Bay Area.

1.4.3 EF-17

The Emergency Function (EF)-17 Annex provides guidance on the State role in volunteer management and donations management, including management and coordination at the Cal EMA regional and State levels. The EF-17 Annex also describes the governance structure, organization, and decision-making process that support the development and ongoing maintenance of the emergency function. Decisions made by the governance structure of EF 17 may have an impact on concepts in this Plan.

1.5 Objectives

The objectives of the Plan are:

- Providing an all-hazards framework for volunteer coordination that is scalable to the size and scope of the disaster, including a catastrophic event

---

[4] As described in the CONPLAN, the JFO will be located in or adjacent to one of the affected Bay Area counties. The Unified Coordination Group will include the Federal Coordinating Officer, State Coordinating Officer, and other State and Federal senior leaders representing agencies with significant response and recovery roles.

- Identifying functions, roles, and responsibilities in the region that support coordination of spontaneous volunteers and government-affiliated volunteer programs
- Describing how the Region coordinates volunteer management resource requests from Operational Areas
- Describing how the Region coordinates volunteer management resource requests with the State Operations Center (SOC) or JFO using SEMS, the Response Information Management System (RIMS), and standard operating protocols
- Providing regional coordination and standardization for the functions of volunteer coordination
- Addressing coordination with NGOs[5] for the most effective approach to regional disaster volunteer coordination
- Ensuring that use of the Plan is in accordance with the principles and practices described in the NRF, the SEP, Operational Area plans, and local emergency plans

1.6   Authorities, Regulations, and Requirements

The Plan complies or is consistent with applicable regional, State, and national emergency management systems, laws, and plans as listed below, which are specific to volunteer coordination.

- Disaster Service Worker Volunteer Program Regulations, California Code of Regulations Title 19, §§ 2570–2733.3
- Disaster Service Worker Volunteer Program Guidance, Governor's Office of Emergency Services, 2001
- Good Samaritan Act, California Health and Safety Code §1799.102
- Volunteer and Donations Management Support Annex, NRF
- NIMS
- Volunteer Protection Act of 1997, U.S. Public Law 105–19
- Americans with Disabilities Act

There are many differing definitions of volunteers in plans, guidance documents, regulations, and statutes regarding volunteers; however, the definitions below have been agreed upon for the purposes of this Plan. Additional definitions and acronyms can be found in **Appendix A**.

1.7   Plan Organization

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

---

[5] American Red Cross, FBOs, other nonprofits, professional groups, businesses, and corporations

Section 2 describes the scenario earthquake and its projected impacts, the assumptions underlying the earthquake, and the response to it.

Section 3 contains a description of the roles and responsibilities for coordination among agencies and different levels of SEMS and for management of the volunteers that respond to the earthquake.

Section 4 describes the priorities for the response, the objectives that support the priorities, the actions and resources necessary to achieve the objectives, and a discussion of a response timeline for the earthquake. The timeline is shown in **Appendix E**.

Section 5 describes how volunteer resources are coordinated in a disaster.

Section 6 describes short-term and long-term recovery efforts for volunteers and volunteer agencies.

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

Appendix A is a glossary of acronyms, abbreviations, and key terms used throughout the Plan.

Appendix B describes the catastrophic event, the general planning for it, and the operational assumptions.

Appendix C contains volunteer unit leader checklists.

Appendix D contains the information collection plan.

Appendix E is the response timeline for volunteer management.

Appendix F contains samples of public messaging formats.

Appendix G lists EVC facilities in the Coastal Region.

Appendix H is an index of affiliated volunteer programs in the region.

Appendix I lists VOAD members and partners.

2 Situation and Assumptions

As described in **Sections 1.2** and **1.3**, this Plan is scalable and can be applied to both catastrophic and other regional and local emergencies. The Plan contains a description of a catastrophic event and planning assumptions generally applicable to large-scale and high-impact disasters.

2.1 Scenario Earthquake

The scenario used in the development of the Plan is an **M** 7.9 earthquake on the northern segment of the San Andreas Fault. The impacts from the earthquake are catastrophic. Although shaking from the earthquake and the aftershocks last only seconds or minutes, recovery can take several years.

The earthquake scenario is a recurrence of the 1906 earthquake on the northern segment of the San Andreas Fault. The basis for the scenario is a Hazards U.S. (HAZUS) analysis originally performed by the Earthquake Engineering Research Institute, with support from the U.S. Geological Survey and Cal EMA, beginning in 2005 and modified in 2009 by URS Corporation for the Regional Catastrophic Preparedness Grant Program (RCPGP). Detailed information from the HAZUS analysis and general planning and operational assumptions are found in **Appendix B**.

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

2.2 Volunteer Coordination Assumptions

The general planning assumptions that affect all volunteers and volunteer management efforts are:

1. The delayed restoration of basic infrastructure—such as communications, roads, transportation services, and utilities—makes organizing volunteers difficult.
2. Volunteer coordination requires regional coordination among multiple government agencies and NGOs.
3. Local governments in the region are challenged by the catastrophic nature of the event and rely heavily on State or Federal resources to support the coordination of volunteers and volunteer resources.
4. Operational Areas create a volunteer coordination function as part of Emergency Operations Center (EOC) activation.
5. The REOC volunteer unit leader needs volunteer information from Operational Areas, the State, and regional NGO liaisons, including volunteer activities coordinated through an existing mutual aid system.

6. The Operational Area volunteer coordinator aligns requests for volunteer information according to operational priorities and objectives.

2.3 Spontaneous Volunteer Assumptions

1. The projected peak number of spontaneous volunteers in the region is tens of thousands of volunteers.

2. Spontaneous volunteers step forward to assist at the time of an emergency. While not pre-trained, they have talents and time to share.

3. People who spontaneously decide to volunteer after a disaster do not know where to go or how to become engaged.

4. Spontaneous volunteers are likely to overwhelm ARC offices, hospitals, and government sites, such as city halls and police and fire departments.

5. Coordinated public messaging is critical to help direct spontaneous volunteers to EVCs in the region.

2.4 Affiliated Volunteer Assumptions

1. Even after a catastrophic earthquake, many affiliated volunteers should be able to respond, but some affiliated volunteers may not respond because they are affected by the disaster themselves.

2. Volunteers affiliated with and deployed by local government are registered as Disaster Service Workers (DSWs).

3. Volunteers affiliated with and deployed by law enforcement, fire, or medical/health agencies that are part of an existing mutual aid system will continue to coordinate requests for resources through that system.

4. State, tribal, and local government agencies; the ARC; and other response agencies and external programs actively recruit and train volunteers before a disaster to carry out a disaster-response role or function.

5. Affiliated volunteers will be integrated into the response structure consistent with SEMS/NIMS and traditional response protocols.

6. Government agencies will coordinate during a disaster with NGO-affiliated volunteer programs following SEMS/NIMS policies and procedures.

7. Volunteers serving under the ARC and The Salvation Army as well as other prominent NGOs have various levels of training and are considered affiliated volunteers.

2.5 EVC Assumptions

1. EVCs will be established by local volunteer centers, government agencies, and other NGOs/FBOs.

2. EVCs refer volunteers, catalog skills, and state preferences for assignments. Appendix G lists designated EVC sites in the region.

3. EVCs connect spontaneous volunteers through walk-in centers, by telephone through call centers, or by searchable online databases.

4. Logistics and staffing for establishing fully operational EVCs for spontaneous volunteers may take a few hours to 48 hours or more, depending on the situation and the extent of infrastructure collapse. The time necessary to establish EVCs varies from jurisdiction to jurisdiction.

5. Local governments may support EVCs by providing the following:

   – Translation services

   – Co-location of liaisons from agencies requesting volunteers

   – Mental health services for both staff and registering volunteers

   – Food and supplies for EVC staff

   – Transportation for volunteers

   – Training of volunteers

6. On a statewide basis, all elements of SEMS are functional, including communications and mutual aid systems. Requests for resources to support EVCs are handled through SEMS.

This page intentionally left blank

3 Roles and Responsibilities

This section lists the names and responsibilities of the key agencies and organizations involved in executing the Plan.

3.1 Local Government

Local government can be a city, county, city and county, school district, or special district. The role of local government is to manage and coordinate the overall emergency response and recovery activities in its jurisdiction. This role includes coordinating volunteers as necessary.

3.2 Operational Area

The operational area is defined by the Emergency Services Act as an intermediate level of the State emergency services organization consisting of a county and all political subdivisions in the county area. Political subdivisions include: cities, counties, a city and county, special districts, or other local government agencies, or public agencies authorized by law. An Operational Area coordinates emergency activities and resources for these jurisdictions, including activation of emergency operations centers and serving as a coordinating link between the local government level and the regional level of SEMS.

During a regional emergency or disaster, the Operational Area is responsible for the following volunteer coordination activities:

- Activating the volunteer management annex to a county's Emergency Operations Plan[6]
- In the Operational Area's EOC, facilitating and coordinating support for spontaneous and affiliated volunteer resources
- Serving as the point of contact between the local EOC and REOC for volunteer coordination
- Ensuring that deployment of registered DSW volunteers in the Operational Area is consistent with current Disaster Service Workers Volunteer Program (DSWVP) laws and statewide policies
- As necessary, communicating DSW law and policies to Operational Area local governments monitoring the status of injured DSW volunteers
- Communicating and coordinating with the cities and districts in the Operational Area
- Communicating and coordinating with any partner organizations, including local VOADs, for effective volunteer coordination in the Operational Area

---

[6] Most Operational Areas and some cities in the region have developed volunteer management plans as emergency operation plan annexes. A majority of these annexes are based on or have made use of a local volunteer management plan template created in 2010. Developed concurrently with this Plan, the template was intended to work in coordination with and be consistent with the Plan.

- Activating EVCs according to local understandings and agreements
- Requesting, brokering, and tracking of resources (such as supplies, equipment, and technical assistance) in support of EVCs and affiliated volunteer programs as needed
- Collecting, compiling, and sharing data on spontaneous volunteers, EVCs, and affiliated volunteer programs
- Coordinating with the public information function—including the Joint Information Center (JIC) if activated—to maintain consistent public messaging through the media about critical volunteer information
- Supporting efforts to engage volunteers who have access and functional needs

3.2.1 Region

3.2.1.1 Cal EMA Region

When activated, the Cal EMA Region coordinates the emergency activities of State agencies in the region and uses the resources of those agencies to fulfill mutual aid requests and to support emergency operations. The primary role of the Region is the coordination of all resources throughout the region, with life-safety missions receiving priority. Volunteer management is one of many responsibilities.

During a regional emergency or disaster, the Region is responsible for the following volunteer management activities:

- Staff the volunteer unit leader position in the REOC.
- Request representation from the Northern California (NorCal) VOAD and other regional NGOs and private organizations to staff and carry out volunteer coordination activities in the REOC.
- In response to resource requests from Operational Areas, oversee allocation and tracking of volunteer resources that are outside established discipline-specific mutual aid channels. All volunteers affiliated with and deployed by law enforcement, fire departments, or the Emergency Medical Services Authority through an existing mutual aid system continue to function in that system.
- Request resources from the SOC when not available in the region.

3.2.1.2 The Volunteer Coordinator (Volunteer Unit Leader)

The regional volunteer coordinator is assigned by the REOC Director and has the following responsibilities (see **Appendix C** for detailed checklists for this position):

- Lead the volunteer unit
- Serve as a point of contact between the Operational Areas, the REOC, and the SOC

- Communicate and coordinate with Operational Areas as well as other key agencies and organizations for effective volunteer coordination in the region

- Coordinate with and provide support to volunteer-related activities in other REOC sections

3.2.2   State

3.2.2.1   Cal EMA

The SOC supports the REOC. When activated, the SOC coordinates the emergency activities of State agencies in an emergency and uses State resources to fulfill resource and mutual aid requests from the REOC and to support the activated REOC. If the Coastal REOC is not functional, the Executive Duty Officer/SOC works with the Coastal Region Duty Officer to identify an alternate REOC until the Coastal REOC is functional. The SOC also coordinates with FEMA to request Federal support as necessary.

3.2.2.2   CaliforniaVolunteers

CaliforniaVolunteers is the lead State agency for coordinating volunteer activities related to disaster response and recovery. During a regional emergency or disaster, CaliforniaVolunteers is responsible for the following volunteer coordination activities:

- Assisting with staffing the volunteer unit in the REOC

- Facilitating State-wide coordination of volunteer resources

- Serving as the point of contact for providing volunteer resource information and reporting to the REOC and the SOC

- Providing online messaging at the State level on the CaliforniaVolunteers website about volunteer needs and ways to connect

- Coordinating the tracking of volunteer activities and needs with a wide range of public, private, and nonprofit organizations—including but not limited to the ARC, The Salvation Army, NorCal VOAD, Volunteer Centers of California (VCCA), national service resources, private-sector organizations, congregations, and Operational Areas

3.3   Federal Government

The Federal Government supports State and tribal government efforts to manage unaffiliated volunteers and unsolicited donated goods. Requests for support from Federal, State, tribal, and local authorities generally are coordinated through the Regional Response Coordination Center (RRCC) or the JFO. Depending on the situation, however, coordination may occur at the National Response Coordination Center (NRCC). The Department of Homeland Security (DHS)/FEMA provides staff for volunteer management and donations management to the NRCC, RRCC, and JFO in support of the State, as required.

Federal support of volunteer management and donations management operations may include:

- Activating a volunteer management and donations management team at DHS/FEMA headquarters to expedite service provided to donors from large private-sector entities, large civic organizations, and others and to address large national media-driven collection drives and other complex situations involving donated goods and volunteer services

- At the request of the State or tribal government, activating a national donations management and volunteer management web-based application that enables the general public to register their offers of donated goods and services, thus providing the State, tribal, donations management, and volunteer management teams a real-time view of offers, thus improving their ability to match offers to needs

- Coordinating with appropriate DHS/FEMA divisions/offices, the Corporation for National and Community Service, National VOAD (NVOAD) leadership, the Points of Light and Hands On Network leadership and their volunteer centers, State VOAD leadership, and other stakeholders as necessary

- Managing facilities, such as multi-agency warehouses and volunteer reception centers

- Supporting communications, such as coordination of a national hotline and/or call center

3.4 NGOs

The voluntary and private sectors play significant volunteer management roles during disasters to assist the region-wide response effort.

3.4.1 Volunteer Centers

Volunteer centers work year around to link individuals, families, and groups with local volunteer opportunities in a wide range of nonprofit organizations and government agencies. Volunteer centers take this same role in disasters by establishing EVCs in collaboration with cities, counties, and other community partners. Volunteer center disaster-related capabilities include the following:

- Establishing and managing call centers and walk-in centers for spontaneous volunteers

- Recruiting and referring spontaneous volunteers online

- Using web messaging to advise the public on needs for volunteers and appropriate volunteer behavior

- Engaging spontaneous volunteers through coordinated efforts with businesses, congregations, schools, and other organizations

- Identifying disaster-related opportunities for spontaneous volunteers through communication and coordination with local government agencies and NGOs
- Providing technical assistance to agencies and organizations that involve disaster volunteers

Each volunteer center works in close coordination with its respective Operational Area during a disaster. In counties where there is no volunteer center, EVCs may be provided by a different nonprofit organization or by local government.

3.4.2 VCCA

When active, VCCA is a statewide association of 29 independent nonprofit volunteer centers serving 47 counties.

VCCA supports volunteer centers in their disaster role of coordinating spontaneous volunteers by:

- Promoting emergency preparedness and planning among volunteer centers
- Leading development of statewide volunteer center capacity-building for disaster response
- Providing active assistance to volunteer centers when affected by a local disaster

Areas of VCCA coordination during activation include but are not limited to:

- Activating volunteer center statewide mutual assistance agreements
- Communicating requests for interstate and national resources using SEMS/NIMS protocols
- Supporting reimbursement efforts by volunteer centers for response expenses
- Collaborating with CaliforniaVolunteers to support the coordination of spontaneous volunteers
- Working through CaliforniaVolunteers on response and recovery actions

The disaster efforts of VCCA are enhanced by a statewide mutual assistance agreement. The agreement provides a framework for sharing staff and other resources when an incident causes human services needs that exceed the capacity of an affected volunteer center to fulfill. Volunteer centers have also jointly planned for backing up each other's online volunteer referral systems and call centers in the event of local system failures. During a significant event, VCCA taps into this pre-existing network and applies mutual assistance as appropriate.

It is important to recognize that the availability of VCCA as a resource changes over time due to organization changes and/or changes in funding. At times, this resource may be unavailable or functioning at a limited capacity.

3.4.3 NorCal VOAD

NorCal VOAD is a membership organization of FBOs and other voluntary organizations that play a role in disaster (NorCal VOAD member organizations are

listed in **Appendix H**). Its service area encompasses 48 of California's counties, excluding only the ten southernmost counties, which are affiliated with Southern California VOAD.

NorCal VOAD member organizations provide a wide variety of disaster services including mass care, child care, warehouse management, volunteer coordination, housing repair and rebuilding, and financial assistance. Most of these organizations rely extensively on affiliated volunteers who have been pre-trained for their disaster relief and recovery roles; some involve spontaneous volunteers as well. NorCal VOAD members include several volunteer centers. NorCal VOAD also coordinates disaster volunteer issues with government agencies and personnel including Cal EMA, CaliforniaVolunteers, the State voluntary agency liaison, and the FEMA voluntary agency liaison.

NorCal VOAD is a State-level member of NVOAD. NVOAD represents national voluntary organization resources that can be deployed to assist with major disasters in the Coastal Region. For a description of NVOAD, see **Section 3.4.4**.

NorCal VOAD also serves as a connection point for local VOADs, of which there are currently a dozen in Northern California and others in development. Local VOADs work closely with their local government partners, particularly their Operational Area. As members of their local VOAD, volunteer centers are able to communicate and coordinate with other organizations on volunteer-related issues.

NorCal VOAD encourages, supports, and facilitates the delivery of disaster services by its members. In an emergency, NorCal VOAD initiates communication with member organizations and with regional and state agencies to facilitate a coordinated response. Other disaster-related actions undertaken by NorCal VOAD include:

- Convening meetings of its members and partner agencies to support response and recovery
- Providing liaison services as requested by REOC and SOC
- Gathering and sharing information about disaster services rendered by its member organizations and their affiliated volunteers
- Supporting local VOADs
- Ongoing communicating and coordinating with state and regional government
- Responding to requests for information and resources
- Providing technical assistance for start-up and maintenance of long-term recovery organizations in affected areas

3.4.4   NVOAD

NVOAD is the forum in which organizations share knowledge and resources throughout the disaster cycle—preparation, response, and recovery—to help disaster survivors and their communities. Its national members are predominantly FBOs but also include the ARC and other voluntary organizations. NVOAD is the

umbrella for state and VOADs (all 50 states have a state VOAD, except California has two). NVOAD partners with several agencies and organizations, including FEMA, the American Logistics and Aid Association, and the UPS Foundation. NVOAD hosts the National Volunteer Management Committee, among others. At the time of a major disaster, NVOAD typically convenes daily conference calls to bring the key players together for information sharing and resource coordination.

3.4.5   Bay Area 211 Partners

Bay Area 211 Partners is a consortium of 211 providers serving the following counties in the Coastal Region: Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Santa Cruz, Solano, and Sonoma. The Partners are 211 Santa Clara County, Contra Costa Crisis Center, Eden Information & Referral, Sonoma/Mendocino 211, and United Way of the Bay Area.

An easy-to-remember toll-free telephone number, 211 connects callers with local community services for providing food, shelter, counseling, employment assistance, child care, and more; it is confidential and available 24 hours a day in more than 150 languages. During a disaster, 211 provides critical information about evacuation routes, food, shelter, and support with finding new jobs and permanent housing during long-term recovery. It also provides callers with pertinent information about how to find volunteer opportunities through EVCs.

Each 211 provider in Bay Area 211 Partners already has or is developing a memorandum of understanding or working agreement with its respective county emergency management agency to ensure access to critical information that enables 211 to provide timely and accurate information to callers during a disaster. When such agreements are in place, 211 is positioned to play a critical region-wide role in volunteer management, providing the most current information to callers on how to contact EVCs.

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

There is an additional 211 provider in the region covered by this Plan: United Way Monterey County. Its operation is generally consistent with that of Bay Area 211 Partners.

3.4.6   Other Voluntary Sector Organizations

The diversity of community-based organizations (CBOs) and other voluntary organizations allows critical aid and resources to flow to affected areas immediately following an event. Many of these organizations involve affiliated volunteers and/or spontaneous volunteers to provide their services. As with private-sector organizations, advance coordination with these groups significantly enhances their effectiveness following a major event.

Groups that are expected to be involved after a large catastrophic event in the Bay Area include the following:

- FBOs and CBOs, including service clubs and congregations
- National voluntary organizations, such as The Salvation Army and the ARC (for more extensive descriptions of these two organizations, see their entries in **Appendix H**)
- Disability service organizations such as Independent Living Centers and Regional Centers
- Other affiliated groups, such as auxiliary communications services, animal rescue organizations, and National Ski Patrol

3.4.7 Private-Sector Organizations

A wide range of critical skills and resources that exist in the private sector may be applied during a disaster. Businesses and corporations typically facilitate involvement of their employees in disaster service by directing them to volunteer opportunities through an EVC or other means. Some companies use existing employee teams or form new teams to work on behalf of a particular organization in the community.

The REOC may request representation from the private sector depending on the needs and requirements of a specific disaster. The California Resiliency Alliance has a pre-established hierarchy in accordance with SEMS and may have representatives at state, regional, and local levels. Private-sector liaisons at the REOC work directly with the volunteer unit leader for the coordination of private-sector volunteer resources.

4 Operational Priorities, Objectives, and Tasks

This section outlines regional operational priorities, objectives, and tasks for volunteer management for the scenario event. The purpose of this section is to provide a context for potential volunteer coordination activities in the first 60 days following the disaster.

4.1 Priorities and Objectives

The following operational priorities and objectives for volunteer management are listed according to three time periods of the response. The periods are:

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

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

4.1.1 E to E+72 Hours

Priorities:

- Establish a system capable of coordinating affiliated and unaffiliated volunteers
- Identify the need for volunteers and resources to support the coordination and use of volunteers

Objectives:

- Establish a regional volunteer coordination function
- Gather information across the region regarding unmet volunteer needs and the use of volunteers
- Share information with the State, Operational Areas, and other regional partners
- Coordinate the development and dissemination of consistent messaging regarding volunteering
- Request assistance as needed from partner agencies and organizations
- Assess Operational Area capability for managing affiliated and unaffiliated volunteers

4.1.2 E+72 Hours to E+14 Days

Priorities:

- Maintain situational awareness
- Coordinate requests for resources to support coordination of volunteers

Objectives:

- Continue to gather information across the region regarding unmet volunteer needs and the use of volunteers
- Continue to coordinate the development and dissemination of consistent messaging regarding volunteering
- Address Operational Area requests for resources to support coordination of spontaneous and affiliated volunteers
- Address Operational Area requests for resources to support volunteers with access and functional needs
- Coordinate closely with nongovernmental and private-sector organizations

4.1.3 E+14 Days to E+60 Days

Priorities:

- Continue to maintain situational awareness
- Continue to coordinate requests for resources to support coordination of volunteers

Objectives:

- Continue to gather information across the region regarding unmet volunteer needs and the use of volunteers
- Acquire a more accurate representation of volunteer involvement in the response
- Continue to coordinate the development and dissemination of consistent messaging regarding volunteering
- Address Operational Area requests for resources to support coordination of spontaneous and affiliated volunteers
- Continue to coordinate closely with nongovernmental and private-sector organizations
- Prepare to demobilize volunteer coordination activities

4.2   Response Timeline

The priorities and objectives above correspond to the response timeline shown in **Appendix E, Table E-1.** The timeline identifies the tasks needed to support the time-based objectives identified in **Section 4.1** through a response timeline matrix. Each task is identified under its corresponding objective, along with the time frame in which it is expected to occur, the entities likely to be involved in coordinating and accomplishing the task, and any additional details. Many tasks are likely to occur simultaneously, span multiple time frames, and may start and stop at different times in localities throughout the region because of local circumstances.

This page intentionally left blank

5 Concept of Operations

This section of the Plan describes how volunteer resources are coordinated throughout the region in a disaster. The Plan describes the regional volunteer coordination function outside discipline-specific mutual aid channels.

The Plan is applicable to REOC activation levels outlined in the RECP with the emphasis on full activation of all REOC functional elements for a regional or catastrophic event, although the Plan is designed to be scalable to different levels of incident severity. In the event of a catastrophic event where the REOC is not functional, procedures are in place to establish an alternate REOC.[7]

5.1 Volunteer Management Plan Activation

Activation of the Plan and its functions is determined by the REOC Director. When the Plan is activated, the volunteer unit is established in the Personnel Branch of the Logistics Section.

5.2 Volunteer Unit Leader

The volunteer unit leader functions as the regional volunteer coordinator and is assigned by the REOC Director. A request for staffing support for this position can be made to CaliforniaVolunteers if necessary.

5.3 Volunteer Coordination Activities

Activities to support volunteer coordination for both spontaneous volunteers and affiliated volunteers may include but are not limited to the following functions, further described below: coordination and communication, resource management, information management, and coordination with public information. Proper consideration should be given to selecting a volunteer unit leader who has the skills and background to fulfill the duties of the position.

The volunteer unit leader role as described here does not supplant any affiliated program's authorities or responsibilities; this position provides additional support as needed and requested.

5.3.1 Coordination and Communication

The REOC's volunteer unit leader serves as an important link for communication and coordination among SEMS levels in regard to the efforts of disaster volunteers. The volunteer unit leader works with the counterpart in the SOC as well as with volunteer coordinators in Operational Area EOCs. The volunteer unit leader also works with a broad range of NGOs and with NorCal VOAD, which may assist with this activity. Additional support may be provided by other key agencies such as the

---

[7] For more details, see **Appendix B.2**, item 2.

VCCA, which has extensive local contacts with agencies involving spontaneous and affiliated volunteers. **Figure 5-1** is a graphic representation of how coordination and communication flow among SEMS levels and with organizations that are outside the SEMS structure.
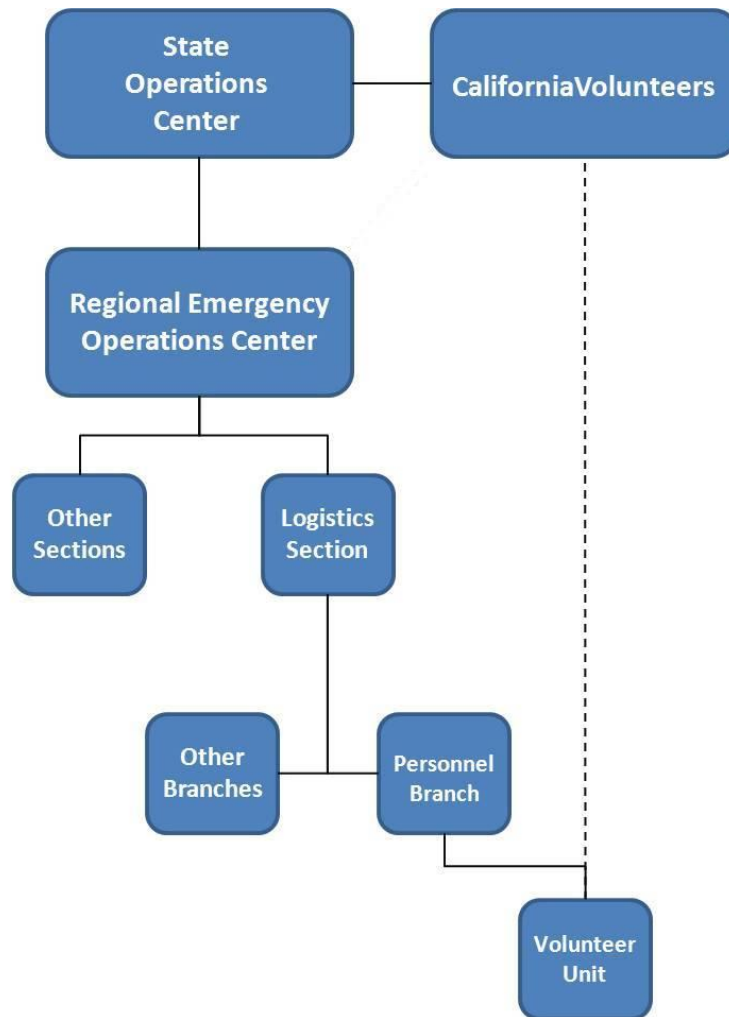
Figure 5-1. Coordination and communication flow for volunteer management.

5.3.2 Resource Management

Resource management—the requesting, brokering, and tracking of resources—is a primary volunteer coordination function. The REOC may provide resources through several channels, including:

- Using mutual aid for government-affiliated volunteer programs in the Coastal Region
- Identifying a nongovernmental resource that can work directly with the Operational Area

- Coordinating with the SOC, which can find government-affiliated mutual aid resources in the Inland and Southern regions, mission-task state agencies to provide additional resources, or request Federal support

When an Operational Area has exceeded its capabilities and needs a resource to carry out a mission, it forwards a request to the REOC. The request includes a description of the current situation; a description of the requested staff, equipment, facility, or supply needed; and specification of the type of service to be provided plus delivery and contact information. Additionally, whenever the REOC is not activated, the Regional Duty Officer can be contacted through the State warning center for any resource requests.

Examples of resource requests to support coordination of spontaneous volunteers include the following:

- Support for EVC operations, such as staff to operate them, supplies to stock them, and identification of additional EVC facilities
- Logistical support for volunteers with access and functional needs
- Safety officer oversight and occupational health assessment of volunteer missions
- Volunteer management support and other technical assistance to support EVC operations
- Security for volunteer activities to ensure proper life-safety protection

Examples of resource requests to support coordination of affiliated volunteers include the following:

- For volunteers from outside the affected area, logistical support such as shelter, food, and supplies
- Equipment for trained volunteers
- A staging area or volunteer base camp to support the deployment of volunteer resources
- Other technical assistance to affiliated volunteer programs

5.3.3 Information Management

Information management refers to the collection, compilation, and sharing of data. Types of information to be gathered and shared include:

- The location of EVCs in the region
- Requests for volunteers with special skills
- Types of service in which volunteers are engaged
- Numbers of active volunteers across the region
- Identification of any issues that may arise
- Tracking of volunteer injuries and claims

During each operational period the volunteer unit leader gathers information to be included in a situation report for the REOC. This involves collecting data from the volunteer coordinator in Operational Area EOCs; combining the data into a single report; entering reports into RIMS (as appropriate); and, consistent with REOC protocols, sharing the information with the REOC, SOC, and other local, regional and State agencies. For a more detailed description of the information management function, see **Appendix D**.

Currently, RIMS has the capacity to record volunteer data but there is no dedicated form for this use. With the aim of creating a user-friendly format in the current RIMS for volunteers, ongoing efforts are producing an enhanced volunteer reporting format built into the RIMS successor system.

Gathering and sharing information on volunteerism is helpful in anticipating the needs of local governments and service providers; such information offers an accurate picture of how effectively the government can respond.

5.3.4   Coordination with Public Information

Cal EMA protocol for coordinating public information centralizes state efforts in the State JIC. The State JIC provides support directly to the regional offices and the REOC and works with other state agencies to ensure proper coordination, exchange, and dissemination of information. During activations for emergencies and disasters, public information functions are carried out through the SOC. During a catastrophic event, these functions may be transferred from the SOC to the JFO.

Regionally, public information plays a critical role in effective volunteer coordination. Working with the JIC using established REOC protocols, the REOC's volunteer unit leader helps ensure that the media are given accurate and up-to-date information that supports the effectiveness and safety of volunteer efforts. Messages such as the following may be provided:

- Volunteers should not self-deploy.
- Volunteers should observe safety-first practices.
- Identification of EVCs in affected areas and how to contact them.
- Needs for volunteers with special skills.

Appendix F contains sample messages to the public that can be adapted and used in the region. Additionally, the volunteer unit leader can help make strategic decisions about the timing of information released to the public to support effective use of EVCs.

To assist people with access and functional needs who volunteer, public messages about volunteering in appropriate and accessible formats can be developed with the JIC. Such formats take into account language and culture competence as well as diverse functional needs and may include multiple languages, large print, Braille, closed captioning, and sign-language interpreting.

Local governments work with the media through their own Public Information Officer (PIO). During emergencies, PIOs from each Operational Area meet via conference call to discuss consistent messaging.

5.4 Risk Management Overview

Risk management in regard to disaster volunteers is the responsibility of the government agency or voluntary organization that manages those volunteers. Protection of both the volunteer and the managing agency or organization must be considered. Tools intended to mitigate risk and in wide use by volunteer programs in the Bay Area include the following:

- Written volunteer position descriptions
- Interviews of volunteers to determine suitability for a position
- Volunteer screening (checking credentials, verifying licenses, etc.) as required by the position for which a volunteer is applying
- Volunteer orientation and training pertinent to the managing agency or organization and the volunteer's assigned position
- Safety training
- Supervision and evaluation of volunteers
- Clear-cut volunteer policies and procedures
- Security procedures

For affiliated volunteers, all of the above tools can be implemented before the disaster. When spontaneous volunteers are involved, the pressure of the disaster may make it harder to conduct thorough interviews, verify credentials, or provide in-depth training. Strategies used by volunteer programs to mitigate risks associated with involving spontaneous volunteers include placing new volunteers in the least sensitive positions and in positions that don't require extensive training.

Most risk-management issues encountered during operations are resolved at the agency or organization level. However, requests for resources that address risk management problems may be referred to local government and/or the Operational Area. Requests that cannot be met at the Operational Area level may be referred to the regional level.

5.4.1 Volunteer Insurance

Insurance coverage is a necessary component of risk management for disaster volunteer programs. The California DSWVP is an option for most government agencies. Other types of volunteer insurance are available for voluntary organizations. Both types of insurance are discussed below.

5.4.1.1 Volunteer Insurance for Voluntary Organizations

Nonprofit organizations typically carry a general liability policy that covers claims arising from harm caused by a volunteer. In some cases, the volunteer is covered,

too. Coverage for injuries to a volunteer may be obtained through an accident and injury policy created especially for volunteers or a modified general liability policy. Volunteers may also be protected through their own insurance. Some organizations provide excess auto liability coverage for volunteers who drive their own car as part of their volunteer service.

5.4.2   DSWVP

The following is a high-level overview of the DSWVP and is not intended to be a comprehensive discussion of the program.

Local government agencies operating in a jurisdiction that has an accredited disaster council are uniquely able to take advantage of the DSWVP. This state-funded program provides workers' compensation benefits and medical compensation to registered DSW volunteers who are injured while performing disaster-related activities or participating in pre-approved training/exercises. Eligibility for the DSWVP is based on a volunteer's registration with an accredited Disaster Council in accordance with state law.

Many requirements must be met by government agencies using this program. For more information on the DSWVP program, consult the following:

- Disaster Service Workers Volunteer Program Regulations, California Code of Regulations, Title 19, § 2570–2733.3
- Disaster Service Worker Volunteer Program Guidance, Governor's Office of Emergency Services, 2001, at http://www.calema.ca.gov/LawEnforcement/Pages/DSWguide.pdf

In the Bay Area, not all eligible jurisdictions use the DSWVP to cover their volunteers.

5.4.3   Volunteer Credentialing, Licensing, and Certification

In general, affiliated volunteer programs use credentialing, licensing, and certification-checking where formal credentials, licenses, and certificates are required to practice. This is found primarily in law enforcement and healthcare programs and also in programs where a volunteer position requires a driving license.

Because of the tremendous difficulties in performing such checks at the time of a disaster, they are normally done before a disaster as part of the affiliation process. The affiliated volunteer program may be able to expedite the credentialing process by using the services of a state licensing board or bureau that oversees a particular profession. Validation of a current license may be sufficient credentialing because the licensing agency has the legal mandate to protect the public and ensure that correct standards are met for licensing.

Background checks are typically used in programs involving volunteers in sensitive positions or with access to confidential information. The type of background check, (e.g., criminal, sex offender, or credit score), should be related to the nature of the volunteer position or the volunteer program.

5.4.4   Volunteer Identification and Badging

Ensuring that people are who they claim to be is an important basis for professional license verification, for tracking volunteers, and for verifying age or location of the volunteer's residence, among other things. The simplest means of identifying someone is requiring a government-issued photo identification card, such as a California driver's license or a U.S. passport.

Badging refers to issuing some form of additional identifying card or document that is generally understood to confer specific benefits or access to the bearer and to provide some assurance to staff of the managing agency/organization that the bearer of the badge has been vetted in some way. A badge also conveys to the general public that a person is working under the auspices of a specific agency or entity.

Methods for identification of disaster volunteers vary and range from none at all, wallet cards without photos, laminated photo identification cards, one-day or single-use stickers or cards, or identification cards with photos paired with database-resident biometric information (such as thumbprints).

Unfortunately, volunteer identifications can be misused and official-looking badges can be fairly easily produced by those who are not entitled to have them. However, identification and badging expedite the movement of volunteers through the emergency response system and secured areas and facilities.

This page intentionally left blank

6 Recovery

Volunteers and volunteer agencies may support recovery efforts well past the 60 days this Plan addresses. For information on regional recovery, refer to the RECP Recovery Subsidiary Plan.

Volunteers play a vital role in the recovery phase of an emergency or disaster by assisting individuals, households, businesses, and government to return to self-sufficiency. Volunteers often travel from other parts of the country to help with recovery in disaster-stricken areas.

Recovery activities are often coordinated through recovery organizations that involve VOAD member organizations, other CBOs and FBOs, and the private sector. Recovery is often categorized as either short-term or long-term. Both categories are described further in **Sections 6.1** and **6.2**, below.

6.1   Short-Term Recovery

Short-term recovery operations are often similar to emergency operations, which can begin concurrently with or shortly after the commencement of response operations. Although referred to as "short-term recovery," these activities may last for weeks.

Volunteers are often engaged in a multitude of short-term recovery tasks, which may include:

- Distribution of emergency food, clothing, and shelter
- Transition activities that move people from care and shelter operations to interim housing
- Coordination and distribution of donations
- Debris clean-up and removal
- Temporary repairs
- Spiritual and emotional care
- Referral services to governmental or community-based assistance
- Services to populations with access and functional needs (e.g., language translation and interpreting services for people who are deaf or hard of hearing; transportation; personal assistance; completion of applications/forms; and guide and/or reader services to people who are blind or have low vision)

6.2   Long-Term Recovery

Long-term recovery continues the short-term recovery actions but focuses on community restoration. Long-term recovery may continue for months or years depending on the severity and extent of the damage sustained. Typically, the supply of available volunteers decreases during long-term recovery, although needs usually do not.

Long-term recovery volunteer efforts may include:

- Housing rehabilitation and construction
- Support services to displaced families
- Resettlement assistance
- Job training and retraining services
- Case management
- Professional services (legal, accounting, construction, training, computing, etc.)

7 Plan Maintenance

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

7.1 Plan Distribution

Upon completion, the Plan is distributed by the Bay Area Urban Area Security Initiative Management Team. Printed and electronic versions of the final Plan are distributed to each of the 12 counties, Oakland, and San Jose and in the RCPGP area and to Cal EMA.

Cal EMA is responsible for distributing the Plan further to all applicable agencies including but not limited to:

- CaliforniaVolunteers
- NorCal VOAD
- VCCA
- Region II Mutual Aid Regional Advisory Committee (MARAC)
- Cal EMA Preparedness Division
- Cal EMA Voluntary Agency Liaison
- FEMA Region IX Voluntary Agency Liaison
- California Resiliency Alliance
- ARC Bay Area Chapter

7.2 Plan Updates

Cal EMA will annually assess the need for revisions to the Plan based on the following considerations:

- Changes to State or Federal regulations, legislation, and requirements
- Development of EF-17 for the SEP
- Additional developments to the NRF Emergency Support Function for volunteer management and donations management
- The need to include additional capabilities, data, tools, or procedures that enhance the effective coordination of volunteer resources
- AARs from actual events and from exercises

Updates to the Plan will include discussion and input from the Region II MARAC membership and appropriate volunteer management stakeholders as needed.

7.3   Preparedness

This Plan may be implemented either by exercise or in response to a real emergency. The Plan may be tested in regional, State, or Federal exercises such as Golden Guardian, Silver Sentinel, and Urban Shield. Any exercises that address this Plan should be in compliance with the Homeland Security Exercise and Evaluation Program. Local governments, NGOs, and the Region should also consider the following additional preparedness activities.

7.3.1   Local Government

To prepare the Region for effective volunteer engagement in times of disaster, the emergency management community and NGOs should develop volunteer management plans and procedures, allocate resources for volunteer coordination, establish mutual aid or assistance agreements, and train personnel to manage disaster volunteers. Planning for volunteers should address integration of volunteers and volunteer programs into all aspects of emergency preparedness, such as:

- Including volunteers in briefings on seasonal activities such as floods and fires
- Integrating volunteers into existing field and EOC exercises
- Training volunteers on updated technology, communication equipment, personnel preparedness equipment, or other tools that support a more effective response to a disaster
- Developing necessary memoranda of understanding for services before a disaster (especially for NGOs)
- Training on SEMS/NIMS/Incident Command System and relevant job functions
- Establishing clear protocols on activation, deployment, scope of work, and supervision
- Registering volunteers with programs in advance of an emergency and in compliance with program rules, e.g., DSWVP regulations

7.3.2   Region

The following preparedness activities may help the Region more effectively coordinate volunteer resources in disaster response and recovery:

- Conduct table-top and functional exercises to practice and test the Plan
- Provide training for individuals who may staff the REOC volunteer unit leader position
- Engage in coordinated planning with the following agencies and organizations:
    - The local emergency management community, such as MARAC
    - CaliforniaVolunteers
    - Local volunteer centers
    - VCCA
    - NorCal VOAD

- Work with Cal EMA Office of Access and Functional Needs to plan for ways to support volunteers with various access and functional needs who will want to volunteer following a major disaster

- Work with Public Information Officers, Bay Area 211 Partners, and the media on appropriate and accessible messaging (e.g., formats that take into account language and culture competences well as diverse disabilities) regarding needs for volunteers in times of disaster

7.4 Plan Testing, Training, and Exercises

Exercising the Plan and evaluating its effectiveness involves using training and exercises and evaluating actual events to determine whether goals, objectives, decision, actions, and timing outlined in the Plan lead to a successful response.

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

Exercises are conducted on a regular basis to maintain readiness. Exercises include as many Operational Areas, other regions, State and Federal agencies, and other entities as practical.

7.5 AAR

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

This page intentionally left blank

Appendix A:
Glossary

This page intentionally left blank

Table of Contents

This page intentionally left blank

Appendix A: Glossary

A.1   Acronyms and Abbreviations

AAR.................... After-Action Report

ARC .... American Red Cross

Cal EMA .... California Emergency Management Agency

CBO .... community-based organization

CERT .... Community Emergency Response Team

CONPLAN.......... San Francisco Bay Area Earthquake Readiness
Response: Concept of Operations Plan

DHS .... Department of Homeland Security

DSW................... Disaster Service Worker

DSWVP.............. California Disaster Service Worker Volunteer Program

E......................... earthquake or scenario event

EF .... Emergency Function

EOC .... Emergency Operations Center

FBO................... faith-based organization

EVC.................... Emergency Volunteer Center

FEMA................. Federal Emergency Management Agency

HAZUS............... Hazards U.S.

IP....................... Improvement Plan

JFO .... Joint Field Office

JIC...................... Joint Information Center

M........................ moment magnitude

MARAC .... Mutual Aid Regional Advisory Committee

MM .... Modified Mercalli

NGO................... nongovernmental organization

NIMS .... National Incident Management System

NRCC................. National Response Coordination Center

NRF.................... National Response Framework

NorCal VOAD ..... Northern California Voluntary Organizations Active in
Disaster

NVOAD .... National Voluntary Organizations Active in Disaster

Plan.................... Regional Volunteer Management Plan

RCPGP .... Regional Catastrophic Preparedness Grant Program

RECP .... Regional Emergency Coordination Plan

REOC................. Regional Emergency Operations Center

RRCC................. Regional Response Coordination Center

RIMS.................. Response Information Management System
SAR .... search and rescue
SEMS................. Standardized Emergency Management System
SEP................... State Emergency Plan
SOC .... State Operations Center
SUV .... spontaneous unaffiliated volunteer
UASI .... Urban Area Security Initiative
UCG................... Unified Coordination Group
VCCA................. Volunteer Centers of California
VOAD................. Voluntary Organizations Active in Disaster
VIPS.................. Volunteers in Police Service

A.2   Key Terms

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

Access and functional needs. Access and functional needs populations are populations whose members may have additional needs before, during, and after the scenario event in specific functional areas. Access and functional needs populations include, but are not limited to, those who have needs associated with:

Communication. Individuals who have limitations that interfere with the receipt of and response to information will need that information provided in ways they can understand and use. They may not be able to hear verbal announcements, see directional signs, or understand how to get assistance due to hearing, vision, speech, cognitive, or intellectual limitations, and/or limited English proficiency.

Medical care. Individuals who are not self-sufficient or who do not have adequate support from caregivers, family, or friends may need assistance with: managing unstable, terminal, or contagious conditions that require observation and ongoing treatment; managing intravenous therapy, tube feeding, or vital signs; receiving dialysis, oxygen, or suction administration; managing wounds; or operating power-dependent equipment to sustain life. These individuals require the support of trained medical professionals.

(Maintaining) independence. Individuals that require support to be independent in daily activities may lose this support during an emergency or a disaster. Such support may include consumable medical supplies (diapers, formula, bandages, and other supplies), durable medical equipment (wheelchairs, walkers, or scooters), service animals, or attendants or caregivers. Supplying needed support to these individuals will enable them to maintain their pre-disaster level of independence.

Supervision. Individuals may lose the support of caregivers, family, or friends or may be unable to cope in a new environment (particularly if they have dementia, Alzheimer's, or psychiatric conditions, such as schizophrenia or intense anxiety). If young children are separated from their caregivers, they may be unable to identify themselves, and when in danger, they may lack the cognitive ability to assess the situation and react appropriately.

Transportation. Individuals who cannot drive or who do not have a vehicle may require transportation support for successful evacuation. This support may include accessible vehicles (such as lift-equipped vehicles or those suitable for transporting individuals who use oxygen) or information about how and where to access mass transportation during an evacuation.

Affiliated volunteer. An individual who is affiliated with either a governmental agency or NGO and who has been trained for a specific role or function in disaster relief, response or recovery during the preparedness phase and is closely managed by the supervising agency. Examples of affiliated volunteers may include members of auxiliary communications services, Community Emergency Response Teams (CERT), Volunteers in Police Service (VIPS), Search and Rescue (SAR), and others. The American Red Cross (ARC) and The Salvation Army also involve affiliated volunteers but operate within their own systems while coordinating closely with response agencies.

Catastrophic event. Any natural or manmade incident, including terrorism, that results in extraordinary levels of mass casualties, damage, or disruption and severely affects the population, infrastructure, environment, economy, national morale, and/or government functions.

Community-Based Organization. Nonprofit organization that operates within a single local community. CBO constitute a subset of the wider group of NGOs. They are often run by volunteers and are often self-funding. Some are formally incorporated with a written charters and boards of directors, while others are much smaller and are more informal.

Emergency Volunteer Center. An Emergency Volunteer Center (EVC) is a centralized clearinghouse established to increase the capacity of communities to coordinate spontaneous volunteers during disaster response and recovery activities. An EVC serves as a location where volunteers can be assessed for skills and assigned specific tasks. An EVC can function in any of the following ways:

- As a walk-in center
- And call center
- A web-based online system
- A combination of all of these strategies

Faith-Based Organization. A form of NGO that is to a significant degree religious in nature, as opposed to being a commercial, governmental, or private, secular organization. The term most commonly refers to organizations associated with a major religion, such as Catholic Charities. FBOs have played major roles in delivering a variety of services to the public, such as caring for the infirm and elderly, delivering humanitarian aid, or responding to disasters. These may operate and be managed at local, national, or international levels.

Joint Field Office. The JFO is a temporary facility that provides a central location for the coordination of Federal and State actions with those of local, regional, and tribal governments and private-sector organizations. Joint State/Federal operations within the JFO are organized, staffed, and managed in accordance with NIMS principles. Although the JFO uses an Incident Command System structure, the JFO does not manage on-scene operations. Rather, the JFO provides support to on-scene operations and conducts broader support operations that extend beyond the affected area.

Joint Information Center. As described in the NIMS, a JIC coordinates all event-related public information activities and is the central point of contact for all news media. JICs may be established locally, regionally, or nationally depending on the size and magnitude of the event.

Joint Information System. As described in the NIMS a JIS integrates event information and public affairs into a cohesive organization designed to provide consistent, coordinated, accurate, accessible, timely, and complete information during crisis or event operations.

Nongovernmental organization. A legally constituted organization that operates independently from any government, though funding often comes wholly or partly from governments. In those cases, NGOs maintain their nongovernmental status by excluding government representatives from membership in the organization. In many places, NGOs are called "civil society organizations" or referred to by other names. Locally based NGOs include community-based organizations (CBOs) and faith-based organizations (FBOs).

Private sector. A subset of non-governmental organizations; includes businesses, corporations, and utilities

Public information. Public information and public affairs of local, regional, tribal, State, Federal, and private-sector organizations. Includes communication with the general public to provide information on volunteer issues.

Spontaneous volunteer. An individual who comes forward following a disaster to assist a governmental agency or NGO with disaster-related activities during the response or recovery phase without pay or other consideration. By definition, spontaneous volunteers are not initially affiliated with a response or relief agency or pre-registered with an accredited disaster council. Spontaneous volunteers may also be referred to as unaffiliated, spontaneous unaffiliated (SUV), or convergent volunteers.

Voluntary organization. Nonprofit organization; sub-types include community-based organizations, faith-based organizations, grantmakers and others

Voluntary sector. A subset of non-governmental organizations consisting of all voluntary organizations; sometimes referred to as the nonprofit sector

This page intentionally left blank

Appendix B:
Scenario, Planning, and Assumptions

This page intentionally left blank

Table of Contents

List of Tables

This page intentionally left blank

Appendix B: Scenario, Planning, and Assumptions

URS Corporation developed the catastrophic planning scenario and general assumptions in this appendix for Regional Catastrophic Preparedness Grant Program (RCPGP) regional plans on Debris Removal, Mass Fatality, Mass Transportation/Evacuation, Mass Care and Sheltering, Interim Housing, and Donations Management. To promote regional consistency, the same scenario is also used for this Regional Volunteer Management Plan.

B.1 Scenario And HAZUS Analysis

The scenario event is an **M** 7.9 earthquake on the northern segment of the San Andreas Fault. The basis for the scenario is a Hazards U.S. (HAZUS) analysis[1] performed by the Earthquake Engineering Research Institute, with support from the U.S. Geological Survey and the California Emergency Management Agency (Cal EMA), beginning in 2005 and modified in 2009 by URS Corporation for the RCPGP.

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

1. The earthquake occurs in January on a weekday at 1400 hours Pacific Standard Time.

2. A foreshock precedes the main shock by 20 to 25 seconds. There is no other warning.

3. The main shock lasts 45 to 60 seconds.

4. The epicenter is just outside the entrance to the San Francisco Bay, west of the Golden Gate Bridge.

5. The earthquake ruptures approximately 300 miles off the northern segment of the San Andreas Fault, from the San Juan Bautista area in the south to Cape Mendocino in the north.

6. Shaking is felt in Oregon to the north, Los Angeles to the south, and Nevada to the east.

7. The estimated magnitude is M 7.9 with a Modified Mercalli (MM) intensity of VIII (severe shaking/moderate to heavy damage) to IX (violent shaking/heavy damage) in widespread areas of the most severely affected counties. Pockets in the affected counties experience instrument intensity of MM X (extreme shaking/ very heavy damage), particularly areas immediately adjacent to the fault and areas where liquefaction is likely to occur.

8. Ground shaking and damage occurs in 19 California counties, from Monterey County in the south to Humboldt County in the north and into the San Joaquin Valley.

---

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

9. Damage is catastrophic in the areas that experience shaking intensities of MM IX and X and high or very high levels of susceptibility for liquefaction, which are the areas adjacent to the fault in Marin, San Francisco, San Mateo, Santa Clara, Santa Cruz, and Sonoma counties.

10. Counties along the fault outside the Bay Area, such as Mendocino, may sustain damage and require response.

11. Central Valley counties such as Sacramento and San Joaquin may be affected immediately by evacuations and other response actions.

12. The rest of California and the Nation are affected significantly by the need to respond; the deaths, injuries, and relocations of Bay Area residents; economic disruption; and media attention.

13. Threats and hazards resulting from shaking, surface fault rupture, and liquefaction include:

    – Structural and nonstructural damage to buildings and infrastructure including widespread collapse of buildings

    – Widespread fires

    – Subsidence and loss of soil-bearing capacity, particularly in areas of liquefaction

    – Displacement along the San Andreas Fault

    – Widespread landslides

    – Hazardous materials spills and incidents

    – Dam/levee failure, resulting in flooding

    – Civil disorder

14. Threats and hazards resulting from the main shock are aggravated or recur during aftershocks, which continue for months after the main shock.

15. The earthquake does not generate a tsunami or seiche, despite its magnitude.

16. Potable water supply systems suffer major damage (see Table B-1) because of the following:

    • Extensive damage to pipelines from ground deformation

    • Interruption of pumps and treatment due to power outages

    • Damage to treatment facilities, storage facilities, and distribution infrastructure

    • Contamination of potable water systems because of damaged lines

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

18. Transportation systems, including bridges and freeway overpasses, are extensively damaged due to liquefaction, landslides, and fault rupture. (It should be noted that an earthquake of this magnitude would compel the assessment

and surveying of transportation systems which is projected to take weeks.)
Among the 1,300 road closures, specifics include:

- Closures of Highway 880 in Alameda County; Highways 92 and 17 across
  the Santa Cruz Mountains,; Highways 280 and 101 in San Francisco;
  Highway 101; the 580/101 interchange in Marin County; the Waldo Tunnel,
  Highway 24 and the Caldecott Tunnel; the MacArthur Maze (the intersections
  of Highways 580, 980, 880, and 24 in Oakland); and the interchanges of
  Highways 280, 101, and 880 in the Santa Clara Valley.

- Liquefiable soils and possible resultant damage to the eastern (cantilevered)
  section of the Bay Bridge, Doyle Drive (and thus the Golden Gate Bridge),
  the Richmond Bridge, the San Mateo Bridge, and the Dumbarton Bridge.

- Runways compromised by liquefaction at San Francisco, San Jose, and
  Oakland International airports.

- Damage to the ports of Oakland, San Francisco, and Redwood City due to
  liquefaction, lateral spreading, and downward ground displacement of
  several feet.

- Widespread damage to rail lines, including freight lines serving the Port of
  Oakland, commuter train lines between San Jose and San Francisco, and
  the Bay Area Rapid Transit system.

Table B-1. Number of households without potable water after the scenario event.

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

Source: HAZUS-MH analysis conducted by URS in 2009. The estimates were adjusted, by county,
for population increases since 2000.
N/A = HAZUS does not present reliable results for these counties

Table B-2. Number of households without electricity after the scenario event.

County	Total Households	Households without Electricity Post-Event			
		E+24 Hours	E+72 Hours	E+7 Days	E+30 Days
Alameda	564,200	23,600	13,700	5,400	1,200
Contra Costa	384,600	15,400	9,300	3,7000	800
Marin	105,300	3,700	2,400	1,100	200
Monterey	130,300	N/A	N/A	N/A	N/A
Napa	50,300	2,000	1,200	500	100
San Benito	17,300	N/A	N/A	N/A	N/A
San Francisco	358,900	253,900	161,300	73,100	18,300
San Mateo	268,000	100,100	62,800	27,900	6,800
Santa Clara	624,700	57,100	34,300	14,400	3,400
Santa Cruz	95,800	15,500	9,600	3,900	800
Solano	140,900	5,600	3,200	1,400	300
Sonoma	182,900	60,000	40,400	19,700	5,000
Total	**2,923,200**	**492,200**	**308,400**	**139,000**	**34,300**

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

B.2   Planning and Operational Assumptions

The general planning assumptions that drive the mass fatality response are:

1. Within 24 hours:[1]

   - County chief executives and city mayors proclaim Local Emergencies.

   - The Governor of California proclaims a State of Emergency and requests that the President declare a disaster.

   - The President declares a Major Disaster, making Federal assistance available under the Stafford Act.

   - The U.S. Department of Homeland Security and FEMA implement the Catastrophic Incident Supplement to the National Response Framework and begin mobilizing Federal resources.

2. Because of extensive damage to building and transportation infrastructure in Oakland, the Cal EMA Coastal Regional Emergency Operations Center (REOC) in Oakland may not be functional. The regional function within SEMS may be assumed by:

   - An alternate REOC outside the region

   - The State Operations Center (SOC)

---

[1] Emergency Proclamation/Declaration decisions occur within 24 hours but may not occur in the order listed here.

- The Joint Field Office, once it is established
- Cal EMA notifies Operational Areas in the region of the appropriate channels for communication with the regional function of SEMS, once it has been established.

3. On a statewide basis, all elements of SEMS are functional, including communications and mutual aid systems.

4. The response capabilities and resources of the local governments and the State in the region are quickly overwhelmed or exhausted.

5. A detailed and credible common operating picture cannot be achieved for 24 to 48 hours (or longer) after the disaster. As a result, response activities begin without the benefit of a detailed or complete situation and critical needs assessment.

6. First responders, providers of recovery services, and other critical response personnel are personally affected by the disaster and may be unable to report to their posts for days because of the damaged transportation infrastructure. First responders who are on duty may be held over for additional shift coverage.

7. Once the President declares a disaster and commits Federal resources, the State and Federal governments establish joint operations to provide assistance to local jurisdictions.

8. Massive assistance in the form of response teams, equipment, materials, and volunteers begins to flow toward the region, providing urgently needed resources but creating coordination and logistical support challenges.

9. Because of damage to the transportation infrastructure, out-of-region mutual aid, State and Federal resources, and resources from other states cannot begin to arrive for up to 72 hours.

10. Local Emergency Operations Centers (EOCs) experience some damage but are partly operational. All other local government functions are severely compromised or focused entirely on response to the earthquake.

11. Local EOCs are overwhelmed and are challenged to manage the response effectively.

This page intentionally left blank

Appendix C:
Volunteer Unit Leader Checklists

This page intentionally left blank

Table of Contents

This page intentionally left blank

Appendix C: Volunteer Unit Leader Checklists

C.1   Position Activation

	Check in with REOC Logistics, receive briefing on current activation
	Complete check-in and determine workstation location
	Complete computer log on, including RIMS
	Establish and maintain volunteer unit duty log
	Establish and maintain communications with Operational Areas and SOC volunteer unit

C.2   On-Coming Shift

	Complete check-in procedure with Logistics Section Personnel Branch
	Receive shift turnover briefing from off-going volunteer unit, including:
	Conduct overview of current situation report
	Review the action plan for the next Operational Period
	Reporting requirements for Planning and Intelligence Section
	Meet and confer with on-coming and off-going REOC Logistics Section Chief
	Note any modifications to reporting requirements and/or Planning and Intelligence Section activities
	Maintain volunteer unit duty log
	Maintain communications with Operational Areas and SOC volunteer management unit (if activated) or SOC Director

C.3   Operational Activities

	Track calls and coordinate resource requests from Operational Areas as needed
	Communicate and coordinate with Operational Areas and regional NGO representatives on volunteer management issues
	Coordinate public information messaging about volunteers with Operational Areas, CaliforniaVolunteers and the State-level JIC—especially in providing information to the public about location of EVCs and where volunteers can go to help
	Coordinate with CaliforniaVolunteers, as needed
	Coordinate with other state agencies, as needed
	Gather and track information as described in Appendix D, Information Collection Plan (e.g., where EVCs are located in the region, types of volunteer help needed, number of volunteers deployed, etc.).
	Brief the REOC Personnel Branch Supervisor or Logistics Section Chief, as needed

C.4   Off-Going Shift Change

	Provide turnover briefing to on coming volunteer unit lead, including:
	Provide overview of current situation report
	Review the action plan for the next Operational Period
	Review reporting requirements for the REOC action plan
	Meet and confer with on-coming and off-going REOC Logistics Section Chief
	Update volunteer unit lead duty log to show that turnover is complete
	Sign out of RIMS and log off computer
	Coordinate check-out of REOC with Logistics Section
	If this is your last shift for this activation:
	Complete the demobilization questionnaire
	Check out with Finance/Administration to ensure completion of timesheet, travel expense claim, etc.

C.5   Position Demobilization

	Notify counterparts of REOC volunteer unit close-out
	Turn in final reports to REOC Logistics Section Chief
	Ensure work area is cleaned
	Transfer outstanding projects to appropriate full-time staff, CaliforniaVolunteers, other state agencies, or appropriate JFO staff
	Turn in checked-out equipment; return to the appropriate unit
	Participate in after-action reporting process

Appendix D:
Information Collection Plan

This page intentionally left blank

Table of Contents

List of Tables

This page intentionally left blank

Appendix D: Information Collection Plan

This appendix describes the Regional Information Collection Plan for the volunteer management response to a catastrophic earthquake. The plan describes the types of information necessary for senior leaders, emergency managers, and staff at the Regional Emergency Operations Center (REOC) and the State Operations Center (SOC) to understand the situation and make decisions regarding response priorities and resource allocations. **Table D-1** provides a chronological list of critical information that must be collected to support the response.

D.1   Information Collection Priorities

The information plan for volunteer management operations reflects the following priorities:

D.1.1   E to E+72 Hours

Information collection priorities for this phase are:

- Initial assessment of regional volunteer management operations
- Existing capabilities and anticipated and formally requested resource requirements
- Initial information about Emergency Volunteer Centers and other locations where people can register to volunteer

D.1.2   E+72 Hours to E+14 Days

Information collection priorities for this phase are:

- New information regarding the status of regional volunteer management operations
- Information regarding the request, deployment, and integration of resources into the regional Operational Areas and the continued evaluation of capabilities and resource requirements
- New information about the Emergency Volunteer Centers

D.1.3   E+14 Days to E+60 Days

Information collection priorities for this phase are:

- Information regarding any ongoing volunteer management operations in the region
- New information regarding the status of integrated State and Federal resources
- Continued evaluation of Operational Area capabilities and resource requirements

D.2 Responsibilities for Information Collection and Dissemination

Regional responsibilities for information collection and dissemination as they pertain to the coordination of volunteers after the earthquake are as follows:

- The Operational Area EOC volunteer management unit leader is responsible for coordinating and tracking the use and availability of resources within the Operational Area and collecting information regarding ongoing volunteer management operations. Information on volunteer management operations is collected, organized, and sent to the Operation Area Planning Section for inclusion in the Situation Report. The Operational Area EOC volunteer management unit leader is also responsible for communicating requests for resources to support the coordination of volunteers to the Operational Area EOC Logistics Section.

- The Operational Area EOC Logistics Section is responsible for providing information about resources requested by local governments within the Operational Area to the Operational Area EOC volunteer management unit leader.

- The REOC volunteer management unit leader is responsible for tracking resources that support volunteer coordination efforts in the region and associated information received from the Operational Areas through the submission of situation reports and from regional partners.

- The REOC Logistics Section is responsible for providing information about resources requested by the Operational Areas to the Regional Volunteer Coordinator

D.3 Critical Information Needs

Table D-1 provides list of critical information needs for the regional emergency coordination of volunteer management operations.

Table D-1. Critical information collection requirements for regional volunteer management operations.

	Critical Information	Specific Information	Methodology/Source	Responsible Entity	Product	Timeline
1	Initial Assessment of the regional situation specific to volunteer coordination issues	• Operational Areas with a high number of convergent volunteers • Locations of activated EVCs • Locations of other volunteer mobilization centers • Types of volunteers or services needed	• Field ESC • RIMS • Media reports • GIS maps • Regional conference calls	REOC Volunteer Unit	• Situation report • Status briefing	Initial estimate within 8 hours; updated every operational period
2	Organizations seeking volunteers	• Organization name and contact information • Skills required • Certifications or licenses required • Location of service • Volunteer opportunity descriptions	• Field ESC • RIMS • Media reports • Regional conference calls • Liaisons	REOC Volunteer Unit	• Situation report • Status briefing	Initial estimate within 8 hours; updated every operational period
3	Services being provided by volunteers	• Description of volunteer activities • Type of volunteers providing service • Affiliated volunteer organizations providing services • Number of volunteers	• Field ESC • Media reports • Regional conference calls • Liaisons	REOC Volunteer Unit	• Situation report • Status briefing	When available and the effort to gather the information does not interfere with response priorities
4	EVCs	• Locations of EVCs • Area of responsibility • Services provided at each center • Information about what volunteers should bring to the centers	• Field ESC • RIMS • Regional conference calls • Liaisons	REOC Volunteer Unit	• Status briefings • Situation reports	EVCs will be activated throughout the region. Activations occur within the first 72 hours
5	Status of key personnel/ personnel issues	• Staffing needs for the volunteer unit • Status of staff requested from CaliforniaVolunteers	• Sign-in sheets • Communication logs	Logistics Section Chief	—	Within 2 hours after event; request made to CaliforniaVolunteers as necessary
6	Questions the media may ask regarding Volunteer Management operations	• Where should people go if they want to volunteer? • What types of services or activities are volunteers engaged in? • Is there a need for volunteers? • What skills should volunteers have?	• Incident Command Situation Reports • Operational Area EOC Situation Reports	REOC Volunteer Unit	• Situation briefings • Situation reports	Situation briefings occur twice a day, mornings and evenings
7	Major issues/shortfalls	• Actual or potential resource shortfalls of the affected Operational Areas • Anticipated requirements • Potential sources for filling resource shortfalls • Resources available and locations of resources	• Operational Area EOC reports • SOC reports	—	• Situation briefings • Situation reports	Initial assessment within 4 hours after event; updated every operational period

Source: URS analysis (2009)
— = Not applicable
EOC = Emergency Operations Center
ESC = Emergency Services Coordinators
EVC = Emergency Volunteer Center

GIS = Geographic Information Systems
REOC = Regional Emergency Operations Center
RIMS = Response Information Management System
SOC = State Operations Center

This page intentionally left blank

Appendix E:
Response Timeline

This page intentionally left blank

Table of Contents

List of Tables

This page intentionally left blank

Appendix E: Response Timeline

Table E-1. Response timeline for volunteer management.

Objective	Line	Time Frame	Operations	Coordinating Entity	Supporting Entity	Details and Comments
A.1 Establish regional volunteer coordination function	1	E to E+3d	**Activate** the Regional Volunteer Management Plan	REOC Director	CaliforniaVolunteers	—
	2	E to E+3d	**Alert** and **notify** Volunteer Unit staff	Region Duty Officer	CaliforniaVolunteers	If an appropriate staff member to lead the Volunteer Unit is unavailable, one can be requested from CaliforniaVolunteers
	3	E to E+3d	**Identify** Volunteer Unit Leader	REOC Logistics Section Chief	CaliforniaVolunteers	—
	4	E to E+3d	**Request** assistance from the SOC to support the regional volunteer coordination function	REOC Logistics Section	CaliforniaVolunteers	—
	5	E to E+3d	**Review** the Regional Volunteer Management Plan	Volunteer Unit Leader	—	—
	6	E to E+3d	**Establish** communications with Operational Area Volunteer Coordinators	Volunteer Unit Leader	—	The Region will deploy Emergency Services Coordinators to support impacted Operational Areas
	7	E to E+3d	**Observation:** Local governments activate their volunteer coordination plans	Local governments	—	—
	8	E to E+3d	**Observation:** Local governments activate EVCs	Local government EOCs	Operational Area EOCs	EVCs can be activated and operation by government agencies or NGOs
	9	E to E+3d	**Contact** the SOC to determine if a Volunteer Unit has been established	REOC Logistics Section	CaliforniaVolunteers	—
A.2 Gather information across the region regarding unmet volunteer needs and the use of volunteers.	10	E to E+3d	**Host** periodic regional conference calls	REOC Director	—	Participants in the conference calls typically include the REOC Director, Section Chiefs, Operational Area representatives, and relevant SMEs.
	11	E to E+3d	**Gather** information on the location of activated EVCs	Volunteer Unit	Operational Area Volunteer Coordinators, VCCA	—
	12	E to E+3d	**Identify** Operational Areas that are being challenged by an abundance of spontaneous volunteers	Volunteer Unit	—	—
	13	E to E+3d	**Gather** information from Operational Areas regarding volunteer related resource needs	Volunteer Unit	—	—
	14	E to E+3d	**Monitor** RIMS for Situation Reports and to identify resource needs	Volunteer Unit	Logistics Section	—
	15	E to E+3d	**Gather** information from the SOC Volunteer Unit regarding locations where volunteers can register set up by the State or Federal government	Volunteer Unit	SOC Volunteer Unit	—
A.3 Share information with the State, Operational Areas, and other regional partners	16	E to E+3d	**Activate** the Regional Coordination Group to facilitate regional situational awareness.	REOC Director	—	Additional information on the Regional Coordination Group can be found in **Section 1.3.1**.
	17	E to E+3d	**Submit** Situation Reports	Planning Section	Section Chiefs	—
	18	E to E+3d	**Participate** in State-led conference calls	Designated REOC staff	—	—

Table E-1. Response timeline for volunteer management.

Objective	Line	Time Frame	Operations	Coordinating Entity	Supporting Entity	Details and Comments
A.4 Coordinate the development and dissemination of consistent messaging regarding volunteering	19	E to E+3d	**Observation:** SOC activates the State JIC	Cal EMA Office of Public Information and Media Relations	—	—
	20	E to E+3d	**Observation:** SOC JIC hosts conference call to coordinate with Operational Area PIOs	SOC JIC	REOC Director	—
	21	E to E+3d	**Review** pre-scripted messaging and modify as needed	SOC JIC	Volunteer Unit	—
	22	E to E+3d	**Contact** public relations offices of local and State politicians to ensure consistency of messaging	SOC JIC	—	—
	23	E to E+3d	**Establish** a call center to provide additional information for those wanting to volunteer	CaliforniaVolunteers	Regional 211 call centers	—
	24	E to E+3d	**Publicize** call center and CaliforniaVolunteers website to share information to those wanting to volunteer	SOC JIC	—	—
	25	E to E+3d	**Activate** any existing agreements with radio, television, online news sources, and other media outlets to disseminate scripted and newly developed messages	SOC JIC	—	—
A.5 Request assistance as needed from partner agencies and organizations.	26	E to E+3d	**Establish** communications with voluntary and private-sector liaisons	REOC Director	—	—
	27	E to E+3d	**Request** liaisons from regional partner organizations to report to REOC	REOC Director	—	—
	28	E to E+3d	**Invite** other NGOs and private sector representatives to participate in regional conference call as appropriate	REOC Director	—	—
A.6 Assess Operational Area capability for managing affiliated and unaffiliated volunteers	29	E to E+3d	**Contact** Operational Areas to ascertain as to their need for volunteer management support	Volunteer Unit	—	—
	30	E to E+3d	**Coordinate** with VCCA to enquire about available resources from unaffected areas of the State	Volunteer Unit	—	When active, the VCCA can be a value resource regarding gathering information about activated EVCs and on personnel trained to support EVC operations.
B.1 Continue to gather information across the region regarding unmet volunteer needs and the use of volunteers	31	E+3d to E+14d	**Convene** the RCG and **host** periodic conference calls to gather and share information	REOC Director	—	—
	32	E+3d to E+14d	**Coordinate** with Operational Areas and the SOC/JFO to determine how volunteers will be recruited and integrated into the response	Volunteer Unit Leader	—	In this phase, local governments will likely see a reduction in spontaneous volunteers where the emphasis will transition to affiliate volunteers.
	33	E+3d to E+14d	Continue to **get** status reports on the operation of EVCs across the region	Volunteer Unit	Operational Area Volunteer Coordinators	—
	34	E+3d to E+14d	Continue to **gather** information from Operational Areas on regarding volunteer related resource needs	Volunteer Unit	Operational Area Volunteer Coordinators	—
	35	E+3d to E+14d	Continue to **monitor** RIMS for Situation Reports and to identify resource needs	Logistics Section	—	—
B.2 Continue to coordinate the development and dissemination of consistent messaging regarding volunteering	36	E+3d to E+14d	**Event:** Federal agencies unify with State to form the JFO and the JFO JIC	Cal EMA Office of Public Information and Media Relations	FEMA	—
	37	E+3d to E+14d	**Provide** information to the JFO JIC and 211 to create messaging for release to the public	Volunteer Unit	—	—
	38	E+3d to E+14d	**Revise** pre-scripted messages and release again as necessary	Volunteer Unit	JFO JIC	—
	39	E+3d to E+14d	**Provide** information to update social media as necessary	Volunteer Unit	JFO JIC	—

Table E-1. Response timeline for volunteer management.

Objective	Line	Time Frame	Operations	Coordinating Entity	Supporting Entity	Details and Comments
B.3 Address Operational Area requests for resources to support coordination of spontaneous and affiliated volunteers	40	E+3d to E+14d	**Coordinate** with the State Volunteer Unit regarding support for volunteer management	Volunteer Unit	State Volunteer Unit	—
	41	E+3d to E+14d	**Monitor** the activation status of EVCs in the region	Volunteer Unit	Operational Area Volunteer Coordinator	—
	42	E+3d to E+14d	**Coordinate** with regional NGOs and private sector regarding support for volunteer management	Volunteer Unit	NorCal VOAD, CRA	—
	43	E+3d to E+14d	**Monitor** requests for Medical/Health volunteers	RDMHC	DHV of California	DHV of California is a database of registered medical/health volunteers. The database is administered by local government health agency representatives and by EMSA statewide.
	44	E+3d to E+14d	**Monitor** requests for affiliated volunteer resources	Region II Mutual Aid Coordinators	REOC	Search and rescue team are often requested through Law Enforcement Mutual Aid
B.4 Address Operational Area requests for resources to support volunteers with access and functional needs	45	E+3d to E+14d	**Monitor** requests for support to those with Access and functional needs	Volunteer Unit	Office of Access and Functional Needs	The Office of Access and Functional Needs when active provides support to government agencies in their efforts to properly address the needs of those with access and functional needs.
	46	E+3d to E+14d	**Coordinate** with regional NGOs that serve access and functional needs populations	Volunteer Unit	NorCal VOAD	—
B.5 Coordinate closely with nongovernmental and private sector organizations	47	E+3d to E+14d	**Request** NGOs and private sector entities send liaisons to the REOC to promote better coordination	REOC Director	Volunteer Unit	—
	48	E+3d to E+14d	**Designate** a work area for NGO and private sector liaisons	Logistics Section	—	—
	49	E+3d to E+14d	**Gather** information from NGO and private sector liaison on potential resources that may be available to volunteer or support volunteer management	Volunteer Unit	NorCal VOAD, CRA	—
C.1 Continue to gather information across the region regarding unmet volunteer needs and the use of volunteers	50	E+14d to E+60d	Continue to **get** status reports on the operation of EVCs across the region	Volunteer Unit	Operational Area Volunteer Coordinators	—
	51	E+14d to E+60d	Continue to **host** regional conference calls as necessary to promote information sharing	REOC Director	—	—
	52	E+14d to E+60d	Continue to **gather** information from Operational Areas on regarding volunteer related resource needs	Volunteer Unit	Operational Area Volunteer Coordinators	—
	53	E+14d to E+60d	Continue to **monitor** RIMS for Situation Reports and to identify resource needs	Logistics Section	—	—
C.2 Acquire a more accurate representation of volunteer involvement in the response	54	E+14d to E+60d	**Gather** detailed information on volunteer service in the response	Volunteer Unit	Operational Area Volunteer Coordinators	In this phase it is likely that Volunteer Coordinators will be able to gain a more accurate depiction of volunteer service in the response. See **Appendix D** regarding what type of information should be collected.
	55	E+14d to E+60d	**Gather** detailed information on volunteers still active in the response or those supporting recovery efforts	Volunteer Unit	Operational Area Volunteer Coordinators	—
	56	E+14d to E+60d	**Submit** information gathered to the State Volunteer Coordinator	Volunteer Unit	State Volunteer Unit	—
C.3 Continue to coordinate the development and dissemination of consistent messaging regarding volunteering	57	E+14d to E+60d	**Provide** information to the JFO JIC and 211 to create messaging for release to the public as necessary	Volunteer Unit	—	—
	58	E+14d to E+60d	**Revise** pre-scripted messages and release again as necessary	Volunteer Unit	JFO JIC	—
	59	E+14d to E+60d	**Provide** information to update social media as necessary	Volunteer Unit	JFO JIC	—

Table E-1. Response timeline for volunteer management.

Objective	Line	Time Frame	Operations	Coordinating Entity	Supporting Entity	Details and Comments
C.4 Address Operational Area requests for resources to support coordination of spontaneous and affiliated volunteers	60	E+14d to E+60d	**Coordinate** with the State Volunteer Unit regarding support for volunteer management	Volunteer Unit	State Volunteer Unit	—
	61	E+14d to E+60d	**Monitor** the activation status of EVCs in the region	Volunteer Unit	Operational Area Volunteer Coordinator	—
	62	E+14d to E+60d	**Coordinate** with regional NGOs and private sector regarding support for volunteer management	Volunteer Unit	NorCal VOAD, CRA	—
	63	E+14d to E+60d	**Monitor** the status of affiliated volunteer resource requests and those already assigned	Volunteer Unit	Operational Area Volunteer Coordinators	—
C.5 Continue to coordinate closely with nongovernmental and private sector organizations.	64	E+14d to E+60d	**Continue to Gather** information from NGO and private sector liaison on potential resources that may be available to volunteer or support volunteer management	Volunteer Unit	NorCal VOAD, CRA	—
	65	E+14d to E+60d	**Gather** information regarding recovery support needs	Volunteer Unit	NorCal VOAD, ARC, The Salvation Army	—
	66	E+14d to E+60d	**Observation:** Local governments continue to identify service needs in the region	NGOs, local government agencies	Operational Area Volunteer Coordinators	—
C.6 Prepare to demobilize volunteer coordination activities	67	E+14d to E+60d	Deactivate the REOC volunteer unit	REOC Director	Logistics Section Chief	—
	68	E+14d to E+60d	**Follow up** to verify that all critical tasks and activities were properly documented in the Volunteer Unit Log	Volunteer Unit	Planning Section	—
	69	E+14d to E+60d	**Gather** all documentation for use in the AAR	Volunteer Unit	Planning Section	—
	70	E+14d to E+60d	**Verify** volunteer management support from the Region is no longer required	REOC Director	—	—

Source: URS analysis (2009)
— = Not applicable
AAR = After-Action Report
ARC = American Red Cross
Cal EMA = California Emergency Management Agency
CRA = California Resiliency Alliance
d = days
DHV = Disaster Healthcare Volunteers (of California)
E = earthquake or scenario event

EMSA = Emergency Medical Services Authority
EOC = Emergency Operations Center
EVC = Emergency Volunteer Center
FEMA = Federal Emergency Management Agency
h = hours
JFO = Joint Field Office
JIC = Joint Information Center
NorCal VOAD = Northern California Volunteer Organizations Active in Disaster

NGO = nongovernmental organization
PIO = Public Information Officer
RCG = Regional Coordination Group
RDMHC = Regional Disaster Medical Health Coordinator
REOC = Regional Emergency Operations Center
RIMS = Response Information Management System
SME = Subject matter expert
SOC = State Operations Center
VCCA = Volunteer Centers of California

Appendix F:
Public Messaging Samples

This page intentionally left blank

Table of Contents

This page intentionally left blank

Appendix F: Public Messaging Samples

The release of all information to the press, 211 providers, and the public will be coordinated by the Cal EMA Public Affairs Branch at the SOC and the JIC when established; Operational Area EOC Public Information Officers and/or JICs; and CaliforniaVolunteers.

F.1   Television and Radio

Sample scripts for public service announcements (PSAs) are provided below for radio and television to direct volunteers during a disaster. These samples can be adapted as necessary based on specifics and needs of the incident. Similar samples have been included in the attachments to the local volunteer management plan template.

F.1.1   Television PSA

The following PSA sample, designed to be used by commercial or public television stations during a disaster, is a voice-over script to inform the public on where to go and what the needs are.

Post-Disaster Voice-Over Script Sample
FOR USE: IMMEDIATE
TIME: Estimated at 30 Seconds
AGENCY: Cal EMA
TITLE: Volunteers Are Needed for Disaster Relief
Volunteers are encouraged to help in response to the recent [*insert event, e.g., earthquake*] affecting [*insert affected geographical area*]. To get involved, please do not go to the scene of the event but seek out your local Emergency Volunteer Center. If you are trained in [*insert skills, e.g., language translation*] or you just want to help, call [*insert EVC telephone number*] or go to [*insert EVC URL or alternatively CaliforniaVolunteers.org*] now to find volunteer opportunities nearest you.   # # #

F.1.2 Radio PSA

The following Radio PSA sample is a reader announcement message for directing volunteers during times of disaster.

Post-Disaster Script Sample
FOR USE: IMMEDIATE **TIME**: Estimated at 30 Seconds **AGENCY**: Cal EMA **TITLE**: Volunteers Are Needed for Disaster Relief Volunteers are encouraged to help in response to the recent [*insert event, e.g., earthquake*] affecting [*insert affected geographical area*]. To get involved, please do not go to the scene of the event but seek out your local Emergency Volunteer Center. If you are trained in [*insert skills—e.g., language translation*] or you just want to help, call *[insert EVC telephone number]* or go to [*insert EVC URL or alternatively CaliforniaVolunteers.org*] now to find volunteer opportunities nearest you.   # # #

F.2   Print Media Press Release Sample

[**Insert logo**]	**Date:**
	Time:
	Contact:
	Phone:
	Fax:

FOR IMMEDIATE RELEASE

Volunteers Needed for Disaster Relief

Oakland, CA—In response to *[insert name/type of incident and city/region affected],* local Emergency Volunteer Centers have opened in *[insert city/cities location].* Emergency Volunteer Centers have information about a variety of community needs and will match people who want to help with appropriate volunteer opportunities. Volunteers are asked not to go to the scene of the event.

Volunteers can visit Emergency Volunteer Centers located at *[insert street addresses and cities]* between *[insert opening time]* and *[insert closing time],* or they may call *[list area codes and telephone numbers]* or go to *[insert EVC URL or alternatively CaliforniaVolunteers.org]* to learn about current volunteer needs and urgent skill requests. Agencies that need volunteers should call *[insert area codes and telephone numbers].*

[IF NEEDED, ADD THIS SECTION] Volunteers with *[list specific skills urgently needed such as language, medical, etc.]* are urged to contact the nearest Emergency Volunteer Center immediately.

# # #

F.3   Social Media Press Release Template

[Insert logo]	Date:
	Time:
	Contact:
	Phone:

| | Email: |
| | URL: |

| | Fax: |

FOR IMMEDIATE RELEASE

Volunteers Needed for *[name of event]*

Oakland, CA—In response to *[insert name/type of incident and city/region affected]*, local Emergency Volunteer Centers have opened in *[insert city/cities location]*. Emergency Volunteer Centers have information about a variety of community needs and will match people to appropriate volunteer opportunities.

Volunteers are asked to avoid going to the scene of the event. Instead, they can visit Emergency Volunteer Centers located at *[insert street addresses and cities]* between *[insert opening time]* and *[insert closing time]*. For more information about current volunteer needs and urgent skill requests, call *[list area codes and telephone numbers]* or go to *CaliforniaVolunteers.org*. Agencies that need volunteers should call *[insert area codes and telephone numbers]*.

[IF NEEDED, ADD THIS SECTION] Volunteers with *[list specific urgent skills needed such as language, medical, etc.]* are urged to contact the nearest Emergency Volunteer Center immediately.

# # # #

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

- ☐ Website link(s): *[insert list of web addresses]*
- ☐ Map/directions link: *[insert map link]*
- ☐ Icon links: *[insert list of icon links—email, Facebook, Twitter, etc.)*
- ☐ Photo(s): *[insert description/title and link/location]*
- ☐ Video(s): *[insert title of video and link/location]*
- ☐ Podcast link(s): *[insert title and link]*
- ☐ Twitter message (140 character limit): Emergency Volunteer Centers now open at *[insert EVC addresses]!* For disaster volunteer info, go to *[insert web URL]*

Appendix G:
EVC Facilities in Coastal Region

This page intentionally left blank

Table of Contents

List of Figures

This page intentionally left blank

Appendix G: EVC Facilities in Coastal Region

This appendix presents the Emergency Volunteer Center (EVC) facilities in the Coastal Region. **Figure G-1** shows these facilities on a map; each dot on this map corresponds to a site that is listed next. Many jurisdictions have mobile sites; although a marker may not be seen in a given county or city, this does not necessarily mean the area does not have EVC site capability.
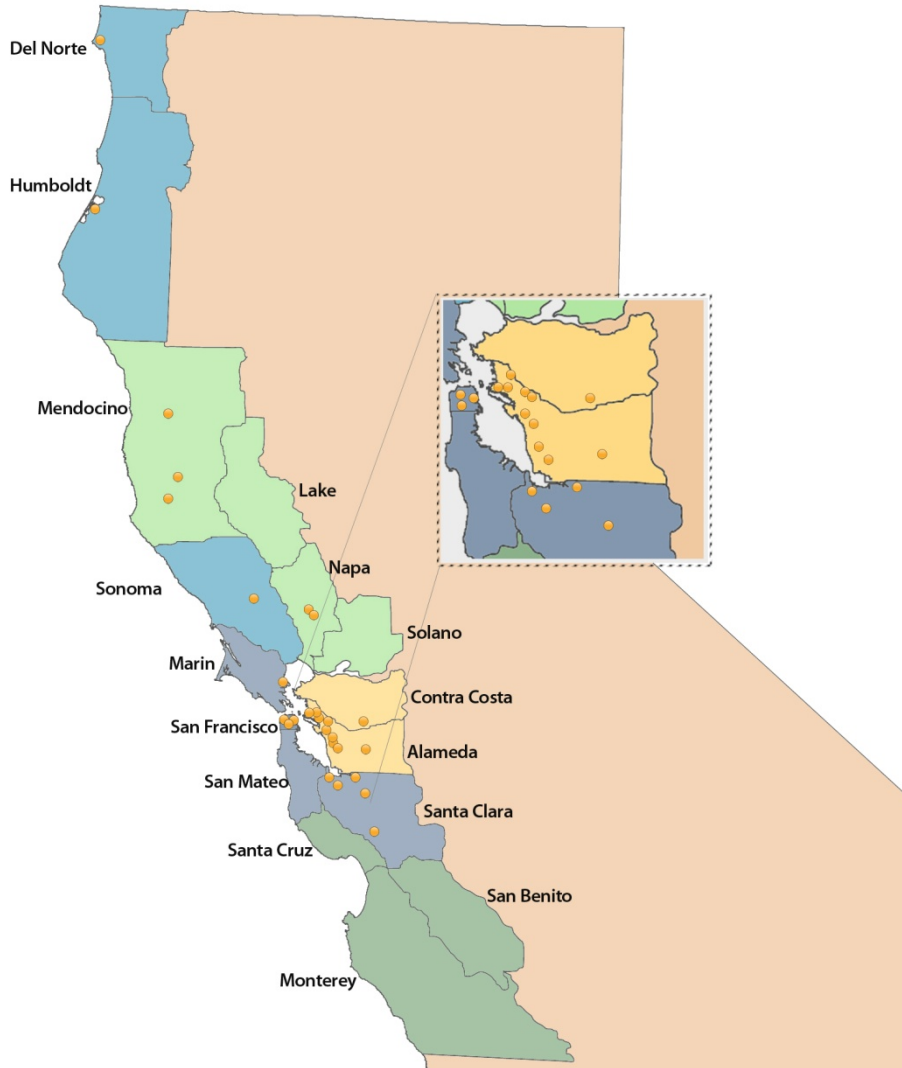
Figure G-1. Map of EVC facilities in Coastal Region.

Alameda	Eden Information and Referral/211 Alameda County (primary), Call center only 570 B Street **Hayward** Administration Telephone: 510-537-2710
	Fremont: Sites to be determined
	Hayward Main Library 835 C Street **Hayward** (between Mission Boulevard and Watkins Street)
	Weekes Branch Library 27300 Patrick Avenue **Hayward** (at Tennyson Road)
	City of Livermore Main Library 1188 South Livermore Avenue **Livermore**
	Oakland: See sites listed separately below
	City of Pleasanton Operations Services Center 3333 Busch Road **Pleasanton**
	Contra Costa: Sites to be determined
Del Norte	Volunteer Center of the Redwoods & RSVP 550 East Washington Blvd **Crescent City**
Humboldt	Volunteer Center of the Redwoods & RSVP 434 Seventh Street **Eureka**
Lake	Sites to be determined
Marin	Center for Volunteer and Nonprofit Leadership (primary) 555 Northgate Drive **San Rafael**
	San Rafael: Sites to be determined City of San Rafael Volunteer Program http:www.sanrafaelevc.org

Mendocino	RSVP and The Volunteer Network 776 South State Street, Suite 102-B **Ukiah** Brooktrails Fire Department 24860 Birch Street **Willits** **Laytonville:** Sites to be determined **Fort Bragg/Mendocino:** Sites to be determined **Anderson Valley:** Anderson Valley School 12300 Anderson Valley Way **Boonville** **South Coast CERT in collaboration with Sonoma County CERT:** Sites to be determined
Monterey	Sites to be determined
Napa	The Volunteer Center of Napa County (primary) 1820 Jefferson Street, Suite 200 **Napa** Napa Valley Unified School District (during sandbagging operations) 2425 Jefferson Street **Napa** **Designated county library facilities:** To be confirmed
Oakland, City of	Studio One Art Center 365 45th Street **Oakland** Lake Merritt Boating and Aquatics Center 568 Bellevue Avenue **Oakland** Arroyo Viejo Recreation Center 7701 Krause Avenue **Oakland** Discovery Center West 935 Union Street **Oakland** Discovery Center East 2521 High Street **Oakland**

San Benito	Sites to be determined
San Francisco	Hall of Flowers Building (primary) Golden Gate Park **San Francisco**
	Volunteer Center Serving San Francisco and San Mateo Counties (secondary) 1675 California Street **San Francisco**
	South Van Ness Building (tertiary) One South Van Ness Avenue, 4th Floor **San Francisco**
San Mateo	**North:** Sites to be determined **Central:** Sites to be determined **South:** Sites to be determined **Coastside:** Sites to be determined
Santa Clara	Morgan Hill Community Center for South County 17000 Monterey Road **Morgan Hill**
	Campbell Community Center for West County 1 West Campbell Avenue **Campbell**
	Whisman Sports Center in Mountain View for North County 1500 Middlefield Avenue Mountain View
Santa Cruz	County Facility (as backup) **Watsonville**
Solano	No sites currently designated
Sonoma	Volunteer Center of Sonoma County (primary) 153 Stony Circle #100 **Santa Rosa**

Appendix H:
Affiliated Volunteer Programs

This page intentionally left blank

Table of Contents

This page intentionally left blank

Appendix H: Affiliated Volunteer Programs

This appendix is intended to provide a description of key government and nongovernmental affiliated volunteer programs with regional- or state-level contact information. It also includes Northern California Voluntary Organizations Active in Disaster (VOAD), which serves as a gateway to regional- and state-level contacts for nonprofit and faith-based organizations active in disaster. The list of programs included here is not meant to be comprehensive, but rather representative of programs that the Coastal Region typically coordinates with in an emergency.

- American Red Cross (Bay Area Chapter)
- Citizen Corps Programs
    - Citizen Corps Affiliate Program
    - Community Emergency Response Team
    - Volunteers in Police Service
- The Corporation for National and Community Service
    - Senior Corps
    - AmeriCorps
    - Learn and Serve America
- Medical Reserve Corps
- Northern California VOAD
- The Salvation Army
- Search and Rescue
- State Auxiliary Communications Services Program

AMERICAN RED CROSS (BAY AREA CHAPTER)

Jurisdiction

San Francisco
Chapter Headquarters &
Service Center
Office Address:
85 Second Street
8th Floor
San Francisco, CA 94105

Website

http://www.redcrossbayarea.o
rg/index.asp?IDCapitulo=VA2
4T92924

Brief Description

The Bay Area Chapter functions at the regional-level to support
emergency assistance within the REOC for the Coastal Region. The
American Red Cross is required by Congressional charter to undertake
disaster relief activities to ease the suffering caused by a disaster.
Emergency assistance includes fixed/mobile feeding stations, shelter,
cleaning supplies, comfort kits, first aid, blood and blood products, food,
clothing, emergency transportation, rent, home repairs, household items,
and medical supplies. Additional assistance for long-term recovery may be
provided when other relief assistance and/or personal resources are not
adequate to meet disaster-caused needs. The American Red Cross
provides referrals to the government and other agencies providing disaster
assistance.

The American Red Cross Bay Area Chapter serves a population of 4.5
million people living in the San Francisco Bay Area.

CITIZEN CORPS PROGRAMS

Jurisdiction

CaliforniaVolunteers
1110 K Street, Suite 210,
Sacramento, CA 95814

Websites
CaliforniaVolunteers
http://www.californiavolunteers.org/index.php/calvol/
Citizen Corps
http://www.citizencorps.gov/index.shtm

Brief Description
Citizen Corps was created to help coordinate volunteer activities that will make communities safer, stronger, and better prepared to respond to any emergency situation. It provides opportunities for people to participate in a range of measures to make their families, their homes, and their communities safer from the threats of crime, terrorism, and disasters of all kinds. Citizen Corps is coordinated at the state level by CaliforniaVolunteers which is charged with ensuring the coordination of volunteer activities related to disaster response and recovery, including necessary training, equipment, and transportation provisions.

Citizen Corps programs include the following:

- *Citizen Corps Affiliate Program*
  Expands the resources and materials available to states and local communities by partnering with programs and organizations that offer resources for public education, outreach, and training; represent volunteers interested in helping to make their community safer; or offer volunteer service opportunities to support first responders, disaster relief activities, and community safety efforts.

- *Community Emergency Response Team (CERT) Program*
  Educates people about disaster preparedness and trains them in basic disaster response skills, such as fire safety, light search and rescue, and disaster medical operations. Using their training, CERT members can assist others in their neighborhood or workplace following an event and can take a more active role in preparing their community. The program is administered by Department of Homeland Security (DHS).

- *Medical Reserve Corps (MRC) Program -* See separate listing

- *Volunteers in Police Service (VIPS)*
  VIPS works to enhance the capacity of state and local law enforcement to utilize volunteers. VIPS serves as a gateway to resources and information for and about law enforcement volunteer programs. Funded by Department of Justice, VIPS is managed and implemented by the International Association of Chiefs of Police.

THE CORPORATION FOR NATIONAL AND COMMUNITY SERVICE

Jurisdiction

Corporation California Office
11150 W. Olympic Blvd.,
Suite 670
Los Angeles, CA 90064

Website

http://www.nationalservice.gov/Default.asp

Brief Description

The Corporation for National and Community Service was formed to engage Americans of all ages and backgrounds in service to meet community needs. Each year, more than 1.5 million individuals of all ages and backgrounds help meet local needs through a wide array of service opportunities. These include projects in education, the environment, public safety, homeland security and other critical areas through the Corporation's three major programs: Senior Corps, AmeriCorps, and Learn and Serve America.

The Corporation for National and Community Service programs include the following:

Senior Corps

Through grants and other resources—including the energy and efforts of citizens age 55 and over—Senior Corps helps meet the needs and challenges of America's communities. Grants administered through Senior Corps provide funding for three programs:

- Foster Grandparents connects volunteers age 55 and over with children and young people with exceptional needs.
- The Senior Companion Program brings together volunteers age 55 and over with adults in their community who have difficulty with the simple tasks of day-to-day living.
- RSVP offers "one-stop shopping" for all volunteers 55 and over who want to find challenging, rewarding, and significant service opportunities in their local communities.

AmeriCorps

AmeriCorps members serve through more than 3,000 nonprofits, public agencies, and faith-based and other community organizations, helping meet critical needs in education, public safety, health and the environment. The variety of service opportunities is almost unlimited. Members may tutor and mentor youth, build affordable housing, teach computer skills, clean parks and streams, run after-school programs, or help communities respond to disasters. Members serve their communities through three programs:

- AmeriCorps State and National
- AmeriCorps Volunteers in Service to America (VISTA)
- AmeriCorps National Civilian Community Corps (NCCC)

AmeriCorps NCCC members are trained in first aid, CPR, and disaster services. Because they can be assigned to new duties on short notice, AmeriCorps NCCC members are particularly well-suited to responding to national emergencies.

Learn and Serve America

Learn and Serve America provides support to schools, higher education institutions and community-based organizations that engage students, their teachers, and others in service-learning. Service-learning is a method of teaching and learning that connects classroom lessons with meaningful service to the community. Students build academic skills while strengthening communities through service. Benefits include improved academic achievement, increased student engagement and civic skills and stronger communities.

MEDICAL RESERVE CORPS

Jurisdiction

**Emergency Medical
Services Authority**
1930 9th Street
Sacramento, CA 95811

Website

http://www.emsa.ca.gov/disaster/reserve_corps.asp

Brief Description

A Medical Reserve Corps (MRC) is a community-based network of volunteers that assists medical and health efforts in times of special need or disaster. MRCs bring volunteers together to supplement existing local emergency plans and resources. MRCs may be comprised of any variety of individuals depending on community need.

Volunteers may include, but are not limited to current or retired health professionals (such as physicians, nurses, mental health professionals, dentists, dental assistants, pharmacists, paramedics, veterinarians), social workers, communications/public relations professionals, health care administrators, clergy, logistics support, etc.

The MRC is a specialized component of Citizen Corps (see separate listing for other Citizen Corps programs under Citizen Corps heading). MRCs are typically affiliated with local Health Departments, but may be independent. They can be requested through the Medical/Health Mutual Aid System. The California Emergency Medical Services Authority (EMSA) is the department responsible for MRC coordination across California.

NORTHERN CALIFORNIA VOAD

Website:

http://www.calvoad.org/cc_voad_norcal.html

Brief Description

Northern California Voluntary Organizations Active in Disasters (NorCal VOAD) encourages, supports, and facilitates the delivery of disaster services by its member organizations.

Its members are nonprofit and faith-based organizations that play a disaster role. NorCal VOAD member organizations provide a wide variety of disaster services, including mass care, child care, warehouse management, home repair and re-building, and financial assistance. These organizations typically rely primarily on affiliated volunteers who have been trained for their relief and recovery roles. Most members are affiliated with national networks, which often send volunteer teams from other parts of the county to assist, especially during the recovery period.

NorCal VOAD is Northern California's branch of National VOAD (NVOAD). Its service area encompasses 48 of California's counties, excluding the ten southern-most counties, which are affiliated with Southern CA VOAD.

A listing of NorCal VOAD members is included in **Appendix I**.

THE SALVATION ARMY

Jurisdiction

Del Oro Division (East Bay, Northern California)
3755 N. Freeway Blvd.
Sacramento, CA 95834

Golden State Division (Central California and San Francisco Bay Area)
Golden State Divisional Headquarters
832 Folsom Street
San Francisco, CA 94107
San Francisco County

Website

http://www1.usw.salvationarmy.org/usw/www_usw_gstate_3.nsf/vw-dynamic-index/851BE01C84AAC7AA80256EAF007B4E1E?openDocument&charset=utf-8

Brief Description

The Salvation Army provides emergency assistance including mass and mobile feeding, temporary shelter, counseling, missing person services, medical assistance, and distribution of donated goods including food, clothing, and household items. It also provides referrals to government and private agencies for special services.

SEARCH AND RESCUE

Jurisdiction

Cal EMA Law Enforcement Division
California Emergency Management Agency
3650 Schriever Avenue
Mather, CA 95655
Phone: 916.845.8700

Cal-ESAR
205 DeAnza Blvd., #30
San Mateo, CA 94402

Website

http://www.oes.ca.gov/WebPage/oeswebsite.nsf/Content/A9A24417117AC11A88257434005BBB2C?OpenDocument

Brief Description

California Emergency Management Agency (Cal EMA) leads the Search and Rescue (SAR) and Explorer Search and Rescue (Cal-ESAR) programs. Through its Law Enforcement Branch, Cal EMAs SAR program coordinates search and rescue missions to locate individuals reported missing in the mountains, wilderness or elsewhere. Cal-ESAR is an active volunteer search and rescue team based in the San Francisco Bay Area that responds to searches and other emergencies throughout the State of California.

STATE AUXILIARY COMMUNICATIONS SERVICES PROGRAM

Jurisdiction
California Emergency Management Agency
3650 Schriever Avenue
Mather, CA 95655

Website
http://www.oes.ca.gov/WebPage/oeswebsite.nsf/Content/421A8B74D782157A88257350005375B4?OpenDocument

Brief Description
The Auxiliary Communications Services (ACS) encompasses what we, in California, call all communications-related volunteer organizations. ACS is a program identifier of RACES, ARES, REACT, CAP, MARS, RCU, DCS and any other volunteer-based telecommunications organization.

The Cal EMA ACS Program goal is two-fold:

1.   Provide trained emergency communications personnel from the Reserve Communications Unit (RCU) to the Cal EMA Telecommunications Section for deployment, implementation and use of:

   (a) Field deployable communications assets, like Communications Vans, Equipment Caches and Mobile Earth Stations (OASIS Satellite units).

   (b) State Emergency Operations Center (SOC) and three Regional Operations Centers (REOCs: Sacramento, Oakland and Los Alamitos). Activities may include on-going activities with the FEMA and other government radio systems as well as all forms of day-to-day and emergency response inter-communication systems.

   (c)   Special assignments in line with background experience and interests of each participant.

2.   Assist each city, county (Operational Area) and relevant state agency to develop and maintain a program of skilled communications volunteers to serve that government in emergencies and to be a resource to other entities for mutual aid.

This page intentionally left blank

Appendix I:
NorCal VOAD Members and Partners

This page intentionally left blank

Table of Contents

This page intentionally left blank

Appendix I: NorCal VOAD Members and Partners

I.1 Voluntary Organization Members

The following voluntary organization members of NVOAD are represented in NorCal VOAD.

- **Adventist Community Services.** Management and warehousing of donated materials

- **Alliance of Information and Referral Systems.** Information and referrals on disaster services for survivors and the public

- **American Radio Relay League.** Radio communications services to Federal, State and county government, as well as to voluntary organizations

- **American Red Cross.** Shelter operations, feeding, donations management, financial support for victims

- **Catholic Charities.** Casework and monies for services

- **Christian Reformed World Relief Committee.** Debris removal, needs assessment, estimating, reconstruction, formation of long term recovery organizations, and emotional and spiritual care

- **Church of the Brethren.** Child care for survivors, clean-up, debris removal

- **Church World Service.** Financing and coordination of interagency community rebuilding

- **Churches of Scientology Disaster Response.** Emotional and spiritual care, assistance with providing food and shelter

- **City Team Ministries.** Debris clean-up, rebuilding, assistance to other voluntary organizations

- **Feeding America.** Network of food banks providing food supplies for feeding operations and distribution of relief supplies

- **Hands on Network generated by Points of Light Foundation.** Network of Hands On affiliates and volunteer centers providing coordination of spontaneous unaffiliated volunteers

- **Humane Society of the United States.** Assistance with animal rescue, handling and transport

- **Latter-day Saint Charities.** Financial and volunteer assistance for relief efforts

- **Lutheran Disaster Response.** Case management, financial information, rebuilding, volunteer management, donations, and equipment loans

- **Mennonite Disaster Service.** Debris removal and reconstruction, and home repair

- **Noah's Wish.** Veterinary care, operation of temporary animal evacuation shelters, and replacement of survivors' pet supplies and equipment

- **Presbyterian Disaster Assistance.** Reconstruction of homes, case management, and building materials

- **The Salvation Army.** Food, shelter, clothing, and housing assistance

- **Southern Baptist Convention.** Mass feeding, child care, debris removal, and reconstruction

- **Tzu-Chi Foundation USA.** Provides financial, medical, spiritual, and other services in times of need. Family services include short-term and long-term support

- **United Church of Christ.** Clean-up, rebuilding

- **United Methodist Committee on Relief.** Case management training and financial support for individuals and community recovery programs

- **United Way.** Financial support of community agencies active in recovery

I.2   Government Agency Partners

The following State and Federal government agencies participate in NorCal CA VOAD.

- FEMA
- California Emergency Management Agency
- California Emergency Management Agency, Coastal Region
- CaliforniaVolunteers

I.3   Local VOADs

The following groups are local VOAD affiliates of NorCal VOAD.

- Collaborating Agencies' Disaster Response Effort (CADRE)
- Del Norte County VOAD
- El Dorado County VOAD
- Fresno/Madera Counties VOAD
- Humboldt County VOAD
- Marin Interagency Disaster Coalition (MIDC)
- Sacramento County VOAD
- San Francisco Collaborating Agencies Responding to Disaster (CARD)
- Solano County VOAD
- Sonoma County VOAD