

FINAL
REGIONAL CATASTROPHIC
PREPAREDNESS GRANT PROGRAM
(RCPGP) SUSTAINMENT PLAN

Prepared for

The San Francisco Bay Area Urban Areas Security Initiative
711 Van Ness Ave.
San Francisco, CA 94102

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URS

1333 Broadway, Suite 800
Oakland, CA 94612
510.893.3600 Fax: 510.874.3268

This Sustainment Plan has been prepared for the Bay Area Urban Area Security Initiative (UASI) on behalf of the counties and cities within the 12-county Bay Area region. The Plan discusses the current regional capabilities and provides strategies for capability sustainment, including a five-year Action Plan and a discussion on training and exercises. 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.

This Plan provides guidance only; it is intended for use in further development of response capabilities, implementation of training and exercises, and defining the 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
- Action taken by neighboring jurisdictions, the State, and 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 Plan is not applicable outside the 12-county region that comprises the planning area.



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1. Introduction

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 Areas Security Initiative (UASI) Program is implementing the RCPGP for 12 counties and two cities¹ in the Bay Area.

The United States Geological Survey estimates that there is a 63 percent chance of a large earthquake occurring in the Bay Area sometime in the next 30 years. Because of this and other risks, the Bay Area presents a unique set of planning challenges in regards to major catastrophic events. Unlike conventional incidents or disasters, a catastrophic disaster can cause major damage across multiple jurisdictions and requires resources and coordination on a scale beyond the capability of a single jurisdiction. Effective response and recovery to a catastrophic incident requires coordination across all levels of government, sectors, and jurisdictions. For example, after a major earthquake, local governments will face many challenges. With an emphasis on regional planning, the RCPGP initiative provides funding to tackle these challenges and enhance the region's capacities to prepare for, mitigate against, respond to, and recover from all types of catastrophic events, while providing an important all-hazards planning complement to the terrorism preparedness focus of the UASI grant.

Through a variety of RCPGP projects, Regional Catastrophic plans have been developed in eight functional areas: Debris Removal, Donations Management, Interim Housing, Logistics, Mass Care and Sheltering, Mass Fatality, Mass Transportation/Evacuation, and Volunteer Management, utilizing the common scenario of a catastrophic earthquake in the Bay Area. Each planning effort produced a regional plan, which identifies the major roles and responsibilities of regional emergency response entities, as well as the critical relationships and lines of communication between local and regional responders and providers. In addition to the regional plans, plans were completed for the 12 RCPGP counties (12 Operational Areas – illustrated in Figure 1) and two core cities in the Bay Area UASI. These plans have been designed from a standard template to provide consistency and integration with the regional plans, while being customized to the needs of the individual Operational Areas and local jurisdictions. Although developed for a catastrophic earthquake scenario, these plans provide an all-hazards framework, designed to be scalable to the size and scope of any disaster.

¹ 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



SUSTAINMENT PLAN OVERVIEW

The purpose, vision, mission and guiding principles of this Sustainment Plan are provided below. This Sustainment Plan discusses the current capabilities of the region and provides a brief summary of the eight Regional Catastrophic plans developed under the RCPGP. Strategies for sustainment are also provided, including an Action Plan for the next five years and a discussion on training and exercises. Finally, this Sustainment Plan provides recommendations for RCPT partners for sustaining capabilities and preparedness obtained through the RCPGP.

PURPOSE

The purpose of this Sustainment Plan is to confirm:

- How the Regional Coordination Planning Team (RCPT) proposes to sustain the San Francisco Bay Area Regional Catastrophic Plans and Annexes over the next five years (through 2018).
- The means by which the RCPT members will agree to continue to coordinate, monitor, and evaluate their sustainment efforts.
- The agencies with responsibility for maintaining the plans and products developed under the RCPGP.
- Sources and strategic priorities for future funding, planning and action.

VISION

Through implementation of this Sustainment Plan, the RCPT envisions San Francisco Bay Area Region² stakeholders working collaboratively to prepare for, respond to, and recover from a catastrophic incident.

- We will sustain, maintain, and continue to build on the catastrophic plans and tools developed to support regional coordination before, during, and after a catastrophic incident.
- Catastrophic planning will be part of every emergency management program, based on the concepts in the San Francisco Bay Area Catastrophic Earthquake Readiness Response Concept of Operations Plan (CONPLAN), the California Catastrophic Incident Base Plan: Concept of Operations (CONOP), and the Regional Emergency Coordination Plan (RECP).
- These efforts will be coordinated through a regional committee composed of stakeholders who represent the whole community from across the San Francisco Bay Area Region.

² A map of the 12-County planning region is included in Figure 1.



MISSION

The mission of this Sustainment Plan and the RCPGP efforts is to increase the San Francisco Bay Area Region's level of preparedness and its capability to effectively respond to and recover from catastrophic incidents through stakeholder collaboration.

GUIDING PRINCIPLES

The RCPT adopts the following guiding principles to accomplish the Mission, Vision, and Purpose of this Sustainment Plan:

The RCPT will:

- Recognize that catastrophic events are beyond our individual jurisdictions' capabilities to address;
- Work to build local, regional, state, and Federal relationships in support of catastrophic planning by engaging stakeholders among government and non-government organizations;
- Be transparent in our work;
- Trust our partners;
- Be open to talking about the risks and issues we face and seek creative, collaborative solutions;
- Support continuous productive communication and partnership with the California Governor's Office of Emergency Services (Cal OES) and the Federal Emergency Management Agency (FEMA);
- Acknowledge that local agencies have a choice whether to participate in our efforts, and continue to promote the value of their participation;
- Support local determination of regional planning priorities;
- Continue to bring dedicated, knowledgeable agency representatives to the table;
- Promote an awareness of individual agency capabilities and focus on addressing gaps in those capabilities; and
- Utilize benchmarks and accountability.



Figure 1. Map of 12-County Planning Region





2. Current Regional Capabilities

In 2008, the San Francisco Bay Area Region received one of ten national grants under the RCPGP. Congress established the program to enhance catastrophic incident preparedness in selected high-risk, high-consequence urban areas, including the San Francisco Bay Area Region. The RCPGP is FEMA’s first grant program to focus solely on the development of plans and procedures.

The RCPGP’s focus on both “regional” and “catastrophic” incidents required a shift in thinking and operations, and new levels of collaboration. Originally conceived as a two-year planning grant, the complexity and long-term nature of regional catastrophic planning became apparent to all RCPGP sites, which led to an extension of the program through three additional award cycles (through July 2014).

Within the San Francisco Bay Area Region, the RCPT, composed of representatives from the Operational Areas and core cities, oversees the RCPGP grant. Members of the RCPT address challenging decisions thoughtfully, respecting the diversity of opinion and experience in the group. As a result of this process, members of the RCPT have an improved understanding of their own capabilities and those within the region.

Through the efforts of the RCPT, the San Francisco Bay Area Region has gained or expanded capabilities in eight functional areas: debris management, donations management, interim housing, logistics, mass care and shelter, mass fatality management, mass transportation and evacuation, and volunteer management. As part of each effort, project leads have identified gaps and recommendations to address during future planning processes.

This Sustainment Plan addresses the following plans and functional planning efforts, which were funded through the RCPGP:

REGIONAL CATASTROPHIC EARTHQUAKE DEBRIS REMOVAL PLAN

The Regional Catastrophic Earthquake Debris Removal Plan provides a guide for debris removal operations occurring within the region after a catastrophic earthquake. The plan provides operational details for developing situational awareness and establishing debris clearance priorities; clearing debris; staging, processing, and disposing of debris; removing debris; assessing buildings and infrastructure; and demolishing unsafe buildings and infrastructure. The plan is an incident-specific annex to the RECP; a diagram that presents the relationship between the Debris Removal Plan and other applicable plans can be found in **Appendix B Plan Association Diagrams**.



REGIONAL CATASTROPHIC EARTHQUAKE DONATIONS MANAGEMENT PLAN

The Regional Catastrophic Earthquake Donations Management Plan is a scenario-driven, function-specific operations plan for the 12-county Bay Area planning region that describes the actions of and coordination among government agencies and non-governmental organizations (NGOs) for managing donations in the aftermath of a catastrophic earthquake on the San Andreas Fault. The plan is a guide for the coordination of in-kind and monetary donations for the benefit of those affected by the disaster. The plan is an incident-specific annex to the RECP; a diagram that presents the relationship between the Donations Management Plan and other applicable plans can be found in **Appendix B Plan Association Diagrams**.

REGIONAL CATASTROPHIC EARTHQUAKE INTERIM HOUSING PLAN

The Regional Catastrophic Earthquake Interim Housing Plan provides a guide for operations associated with providing interim housing for displaced residents in the San Francisco Bay Area Region. The plan provides primarily operational details for interim housing but also includes information about support through Federal and state disaster assistance programs. The plan is an annex to the RECP and is consistent with concepts described in the Recovery Subsidiary Plan and the Base Plan. A diagram that presents the relationship between the Interim Housing Plan and other applicable plans can be found in **Appendix B Plan Association Diagrams**.

REGIONAL CATASTROPHIC EARTHQUAKE LOGISTICS RESPONSE PLAN

The Regional Catastrophic Earthquake Logistics Response Plan provides guidance for coordinating logistics support necessary to respond effectively to a catastrophic earthquake. The plan specifically addresses the distribution of life-sustaining commodities. It provides logistics-related details for prioritizing, requesting, procuring, and allocating commodities as well as operational details for establishing and operating Logistics Staging Areas and commodity points of distribution. Additionally, it describes transporting, receiving, warehousing, distributing, and tracking commodities in the region, applying the California Standardized Emergency Management System, the National Incident Management System, and the Incident Command System for logistics response operations. The plan also describes the coordination of logistics activities among local, regional, state, and Federal entities, as well as the private sector, and NGOs. The plan is an incident-specific annex to the RECP and is consistent with it and the RECP Logistics Subsidiary Plan. A diagram that presents the relationship between the Logistics Response Plan and other applicable plans can be found in **Appendix B Plan Association Diagrams**.

REGIONAL CATASTROPHIC EARTHQUAKE MASS CARE AND SHELTERING PLAN

The Regional Catastrophic Earthquake Mass Care and Sheltering Plan provides a concept of operations for the San Francisco Bay Area Region for the care and sheltering of individuals, including people with disabilities or access and functional needs, who have been displaced by a catastrophic earthquake. The plan primarily provides operational details for sheltering but also



includes some details for other aspects of mass care, including feeding, basic medical care, bulk distribution of emergency relief supplies, and tracking affected populations. The plan identifies agencies at all levels with roles and responsibilities in mass care and sheltering, identifies time-based objectives for response, and includes a response timeline, which identifies mass care and shelter activities that are likely to occur in response to a catastrophic earthquake. The plan is an incident-specific annex to the RECP and is consistent with it and the RECP Mass Care and Shelter Subsidiary Plan. In the development of the plan, concepts were integrated from the CONPLAN and RECP, and from Federal and state guidance. A diagram that presents the relationship between the Mass Care and Sheltering Plan and other applicable plans can be found in **Appendix B Plan Association Diagrams**.

REGIONAL CATASTROPHIC INCIDENT MASS FATALITY PLAN

The Regional Catastrophic Incident Mass Fatality Plan provides guidance for regional coordination of resources to support mass fatality operations occurring within the region, such as recovery, transport, storage, and processing of human remains and personal effects. The plan provides operational details for notification, scene evaluation and organization, recovery of remains, fatality collection points, transportation and temporary storage, morgue operations, Family Assistance Center operations, final disposition, and demobilization. Unlike the other plans developed for the San Francisco Bay Area under the RCPGP, the Mass Fatality Plan addresses two additional catastrophic scenarios: an influenza pandemic and a chemical, biological, radiological, nuclear, and explosives incident. The plan is an incident-specific annex to the RECP and is consistent with it and the RECP Law Enforcement Subsidiary Plan. In the development of the plan, concepts were integrated from the CONPLAN, the California Mass Fatality Management Guide, and the RECP, and from Federal and state guidance. A diagram that presents the relationship between the Mass Fatality Plan and other applicable plans can be found in **Appendix B Plan Association Diagrams**.

REGIONAL CATASTROPHIC EARTHQUAKE MASS TRANSPORTATION/EVACUATION PLAN

The purpose of the Regional Catastrophic Earthquake Mass Transportation/Evacuation Plan is to provide a guide for using mass transportation resources in regional operations that are needed to support the movement of populations affected by the earthquake both initially out of the region and then eventually back into the region, and using the same resources to move emergency service workers into the affected area. The plan uses two earthquake scenarios as the basis for the assumptions, objectives, and operational activities described in the plan. The plan is an incident-specific annex to the RECP and is consistent with it and the RECP Transportation Subsidiary Plan. Additionally, guides like the Emergency Water Transportation System Management Plan, prepared for the Water Emergency Transportation Authority (WETA) and partially funded by the RCPGP, complement and enhance the existing work for a mass transportation response. A diagram that presents the relationship between the Regional



Catastrophic Earthquake Mass Transportation/Evacuation Plan and other applicable plans can be found in **Appendix B Plan Association Diagrams**.

REGIONAL VOLUNTEER MANAGEMENT PLAN

The Regional Volunteer Management Plan describes the process for collaboration and coordination during regional events for the effective use of spontaneous and affiliated volunteer resources. The plan provides an overview of the roles and responsibilities for volunteer coordination and describes how activities are coordinated. Although the plan was developed using a catastrophic earthquake scenario, it provides an all-hazards framework and is written to be scalable to the size and scope of any disaster. The plan is an incident-specific annex to the RECP; a diagram that presents the relationship between the Volunteer Management Plan and other applicable plans can be found in **Appendix B, Plan Association Diagrams**.



3. Sustainment Strategies

Catastrophic incidents are not merely larger versions of local emergencies; a catastrophe will challenge local and regional jurisdictions beyond anything they have previously experienced. To that end, catastrophic planning efforts must involve a shift in thinking, extended resource commitments, extraordinary collaboration, and continual refinement. Knowing the key elements of regional planning success opens the door to even greater accomplishments.

The RCPGP planning communities have built a foundation of trust, forging regional and national relationships. The current question before policymakers is whether it is in the country’s best interest to sustain and build on this investment. If so, regional planning needs to become a priority at all levels of government. New and existing Federal and state grants should support these efforts, and local governments need to commit resources.

While the RCPT expects there to be little or no additional funding for catastrophic planning work during the current planning period (2014-2018), they do expect that Cal OES will expand its engagement on these issues with local governments (“**Scenario C**” in Table 1 below). Ideally, the RCPT would like to see both expanded Cal OES engagement and for additional funding to be made available in support of regional catastrophic plan sustainment, training, and exercise activities (“**Scenario D**”).

POTENTIAL FUTURE SCENARIOS FOR REGIONAL CATASTROPHIC PLANNING

The following scenarios identify the various potential funding and State involvement situations:

Table 1. Potential Future Scenarios for State Involvement and Funding

Scenario	State Role	Funding
A	Current State role continues	No additional funding available for local/regional efforts
B	Current State role continues	Additional funding is available for local/regional efforts
C	State role expands	No additional funding available for local/regional efforts
D	State role expands	Additional funding is available for local/regional efforts

Based on this assessment of the near-term future, the RCPT developed the following Action Plan for 2014-2018 (Table 2). The Bay Area UASI will track items documented in the Action Plan below. Updates will be provided periodically during RCPT meetings.



Table 2. Action Plan, 2014-2018

1. RCPT Governance and Coordination with State, RCPGP Region	
1.1	<p>Sustain a forum and process for collaborative catastrophic preparedness and response planning and learning in the region (governance).</p> <p>Continue quarterly meetings of the RCPT, under an amended RCPT Charter. Adoption of the amended Charter should occur after the RCPGP grant obligations have ended in June or July 2014. Thereafter, quarterly RCPT meetings will focus on:</p> <ul style="list-style-type: none"> • Sharing information • Reporting on plan sustainment activities • Reporting on other action plan items identified in this Sustainment Plan • Identifying future projects • Continued engagement with stakeholders • Continuing regional discussion about catastrophic level incidents and how the region can be better prepared to plan for, respond to, and recover from such events • Identify plan “champions” to monitor individual plans and work with Cal OES to ensure plans remain up to date
1.2	<p>Enhance collaboration, communication, and engagement with Cal OES.</p> <p>Discussion areas to include:</p> <ul style="list-style-type: none"> • Securing state ownership of the plans and supporting materials developed under the RCPGP. • State maintained website to host the plans and supporting materials.
1.3	<p>Continue to coordinate with the other national RCPGP planning communities through conference calls and meetings. The RCPT will coordinate and provide a brief annual report to be shared with the other RCPGP sites.</p>
2. Sustainment of the Regional Catastrophic Earthquake Plans	
2.1	<p>Cal OES will partner with the Bay Area UASI to incorporate the plans as annexes into the revised CONPLAN or RECP.</p>
2.2	<p>Track opportunities to promote sustainment.</p> <ul style="list-style-type: none"> • Track local government, regional, and state exercises and forums that can be used to train/exercise the regional plans. • Maintain a list of action items for periodic review and prioritization by the RCPT.
2.3	<p>Include evaluation of the regional and local plans in future Golden Guardian exercises when applicable.</p>
2.4	<p>Promote local government agency action to adopt local plans.</p>
2.5	<p>Engage in succession planning.</p> <ul style="list-style-type: none"> • Encourage local governments to use developed training tools to train staff about the regional and local plans.



3. Additional Resources and Other Funding Opportunities	
3.1	Track Federal and state funding opportunities.
3.2	Conduct outreach to the private sector and NGOs for resources and continued participation in planning and exercise efforts.

TRAINING AND EXERCISE

The San Francisco Bay Area UASI has developed a multi-year, Regional Training and Exercise Program (RTEP). The goals of the program include improving the regional capacity to prevent, protect against, respond to, and recover from terrorist incidents or other catastrophic events by providing strategic planning, training, and exercises. The RCPT intends to enhance and sustain achieved capabilities through leveraging currently planned training and exercises.

The Bay Area’s jurisdictions possess differing levels of preparedness regarding prevention, protection, mitigation, response, and recovery capabilities. Because of these differences, the RTEP uses a building-block approach in the design of the overall exercise program. This building-block approach ensures successful progression in exercise design, complexity, and execution, and allows for the appropriate training and preparation to take place in the jurisdiction or area conducting the exercise. Jurisdictions within the region follow specific planning steps when planning for and conducting an exercise:

1. Assess current operations plans for completeness and relevance.
2. Assess the current level of training and operational plan familiarity for all relevant agencies within the jurisdiction.
3. Conduct necessary training for all relevant agencies.
4. Train personnel on newly received equipment.
5. Conduct exercises using equipment, training, and operations plans.
6. Develop an After Action Report that captures the lessons learned.

To sustain and enhance current capabilities gained through the RCPGP, the RTEP will offer courses and construct exercise objectives that are relevant to the concepts defined in the regional plans. The courses and exercises offered through the RTEP are based on the needs and requirements of agencies within the region. Course offerings and exercise objectives are prioritized through monthly vetting meetings. The specific concepts that are taught and exercised will be determined through the prioritization and vetting process. Additionally, members of the RCPT will submit course proposals for inclusion and acceptance in the RTEP when a need is identified.

As part of the RTEP, the region participates in two major exercises: Golden Guardian and Urban Shield. Golden Guardian is a statewide exercise hosted annually by the state of California (Golden Guardian often focuses on a specific region of the State, the region participates when



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appropriate). Urban Shield is a regional exercise hosted by different jurisdictions in the Bay Area. The RCPT will promote these exercises as an opportunity for the State and local governments to evaluate the RCPGP plans.



4. Recommendations

The RCPT makes the following recommendations to FEMA, the state of California and local governments in the Bay Area for sustaining capabilities and the level of preparedness obtained through the RCPGP:

RECOMMENDATIONS FOR FEMA

The San Francisco Bay Area Region RCPT offers the following recommendation for FEMA:

1. Ensure nationwide distribution/sharing of plans developed under the RCPGP through a targeted outreach system in coordination with other RCPGP regions.
2. Continue supporting RCPGP sites through, at minimum, an annual workshop for the ten RCPGP sites.
3. Transfer remaining RCPGP technical assistance support funds to RCPGP site leads to be used at the discretion of RCPGP sites.
4. Develop a planning community or forum to foster coordination and communication between RCPGP regions.
5. Continue building local capability by supporting regional catastrophic planning.
6. Encourage bottom-up sustainment planning supported by grants to local governments.
7. Schedule and hold an annual meeting with RCPT leadership to continue catastrophic planning efforts.
8. Include catastrophic planning as a core funding objective.

RECOMMENDATIONS TO THE STATE OF CALIFORNIA

1. Formally accept responsibility for maintaining the plans developed under the RCPGP.
2. Include evaluating the effectiveness of the RCPGP plans as part of state of California-run exercises, such as Golden Guardian.
3. Continue to participate with the RCPT to contribute to the strategic direction of Bay Area planning efforts.

RECOMMENDATIONS TO BAY AREA LOCAL GOVERNMENTS

1. Formally adopt and approve the Operational Area and local government plans developed under the RCPGP.
2. Train appropriate staff on the plans, annexes and supporting tools.
3. Maintain plans through a formal exercise and evaluation program.

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Appendix A: Acronyms

Cal OES	California Governor's Office of Emergency Services
CONOP	California Catastrophic Incident Base Plan: Concept of Operations
CONPLAN	San Francisco Bay Area Earthquake Readiness and Response Concept of Operations Plan
FEMA	Federal Emergency Management Agency
NGO	nongovernmental organization
RCPGP	Regional Catastrophic Preparedness Grant Program
RCPT	Regional Catastrophic Planning Team
RECP	Regional Emergency Coordination Plan
RTEP	Regional Training and Exercise Plan
UASI	Urban Areas Security Initiative
WETA	Water Emergency Transportation Authority

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Appendix B: Plan Association Diagrams

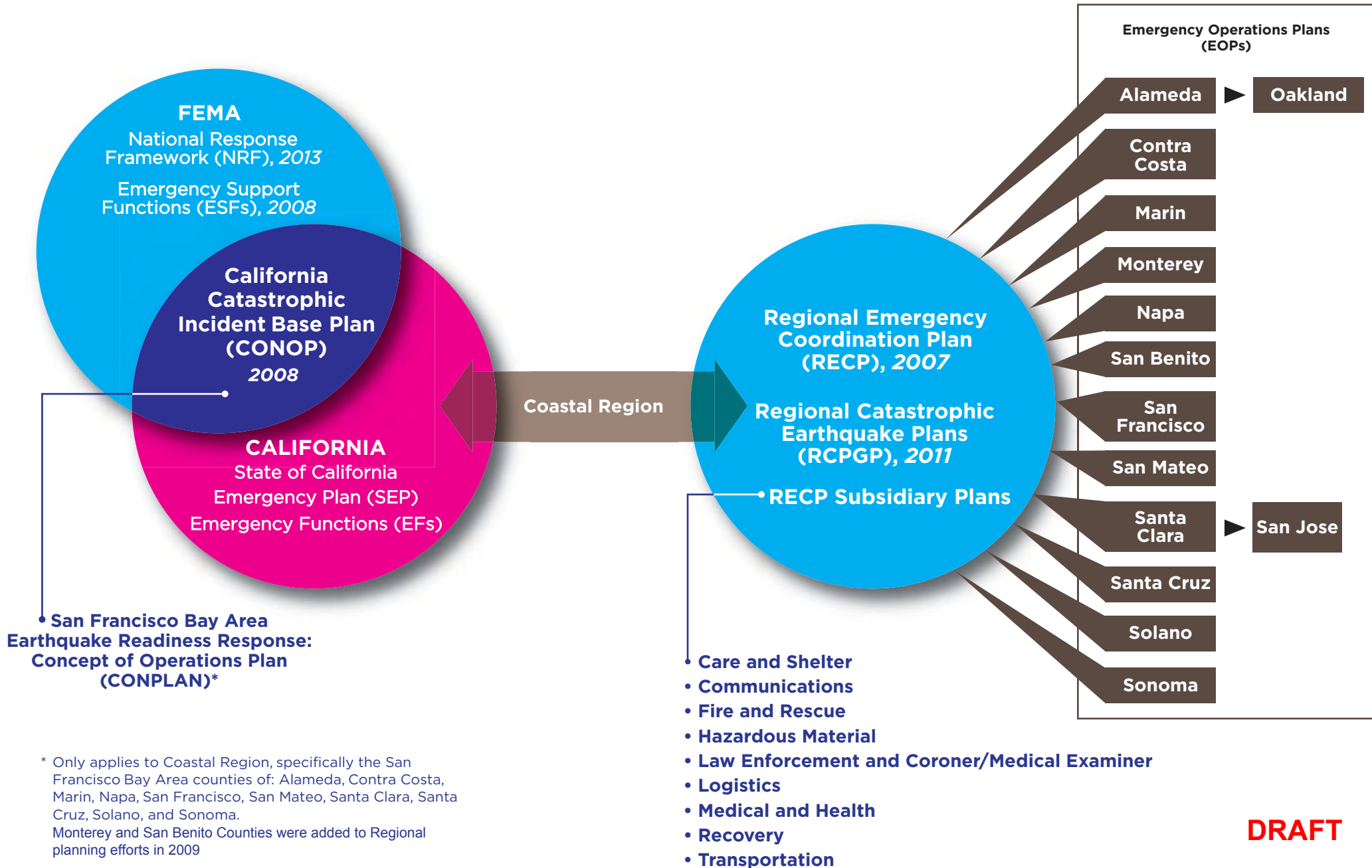
The following Plan Association Diagrams display the relationships between the Federal State, Regional, Operational Area and local level plans for emergency plans and various functional areas. The following Plan Association Diagrams have been developed and are included below:

- Emergency Plan Relationships
- Debris Removal/Management Plan Relationships
- Donations Management Plan Relationships
- Interim Housing Plan Relationships
- Logistics Plan Relationships
- Mass Care and Sheltering Plan Relationships
- Mass Fatality Plan Relationships
- Mass Transportation/Evacuation Plan Relationships
- Volunteer Management Plan Relationships

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Emergency Plan Relationships

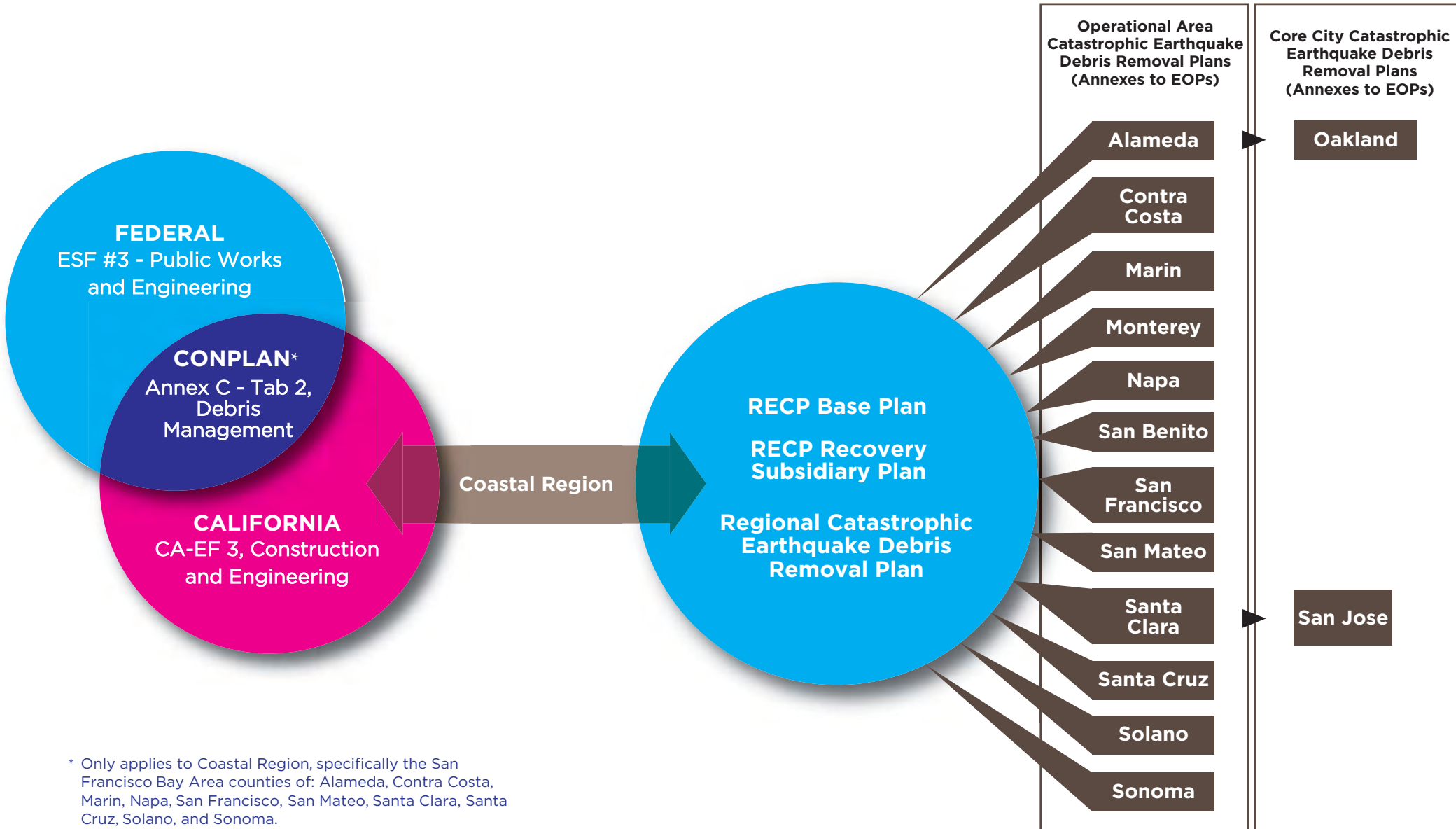
Federal ► State ► Region ► Operational Areas ► Local Governments



* Only applies to Coastal Region, specifically the San Francisco Bay Area counties of: Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Santa Cruz, Solano, and Sonoma. Monterey and San Benito Counties were added to Regional planning efforts in 2009

Debris Removal/Management Plan Relationships

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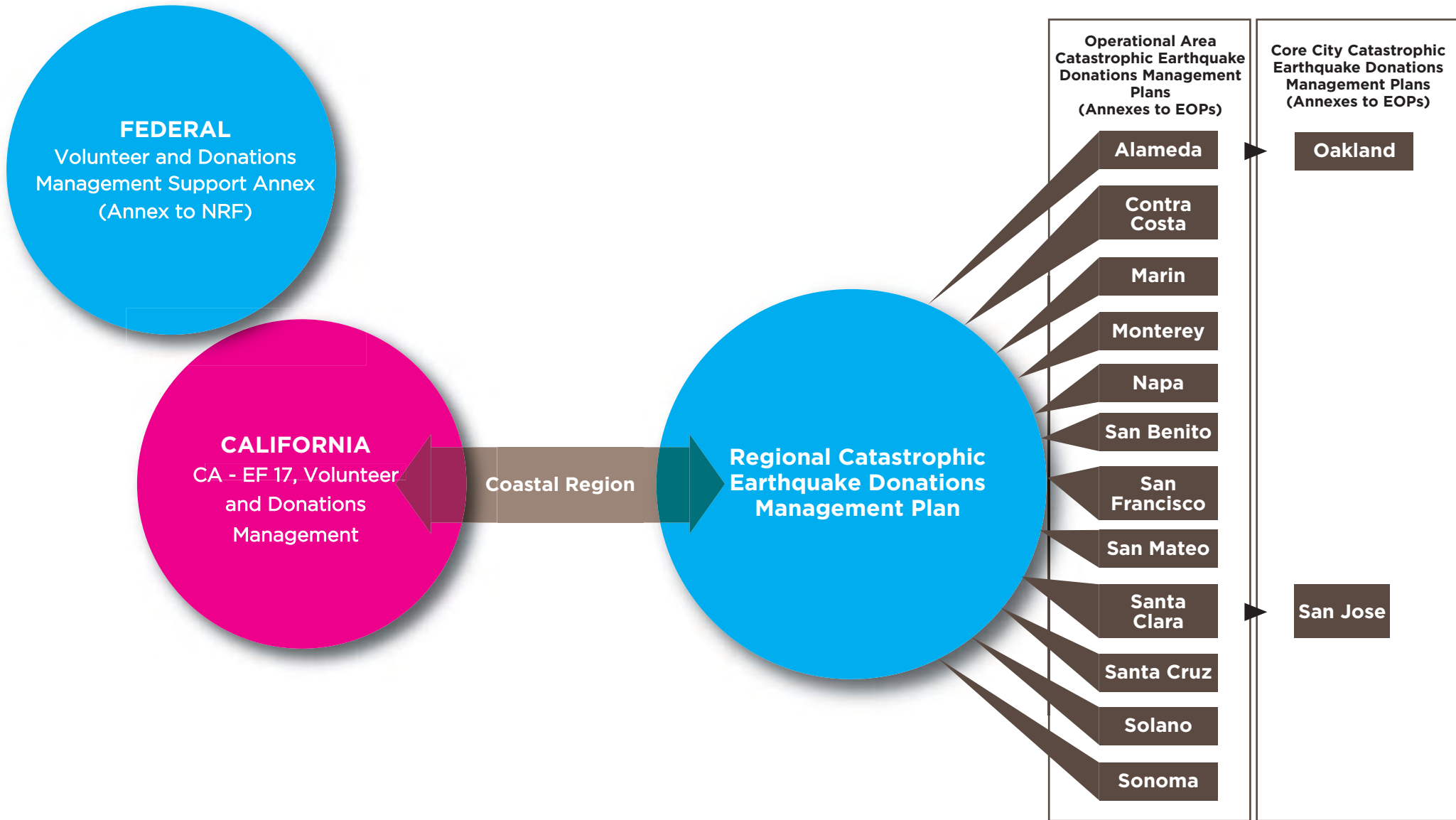


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Donations Management Plan Relationships

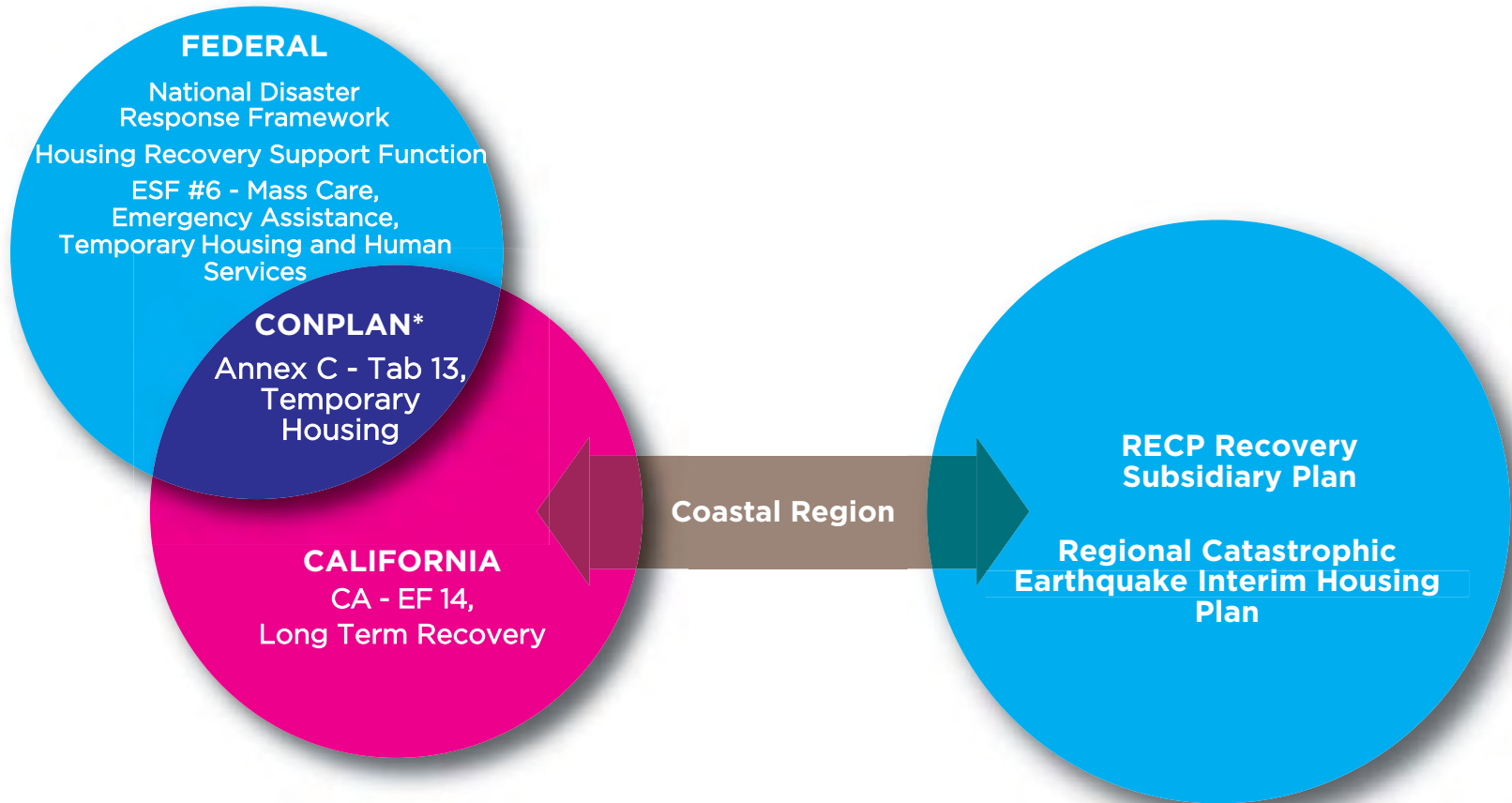
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Interim Housing Plan Relationships

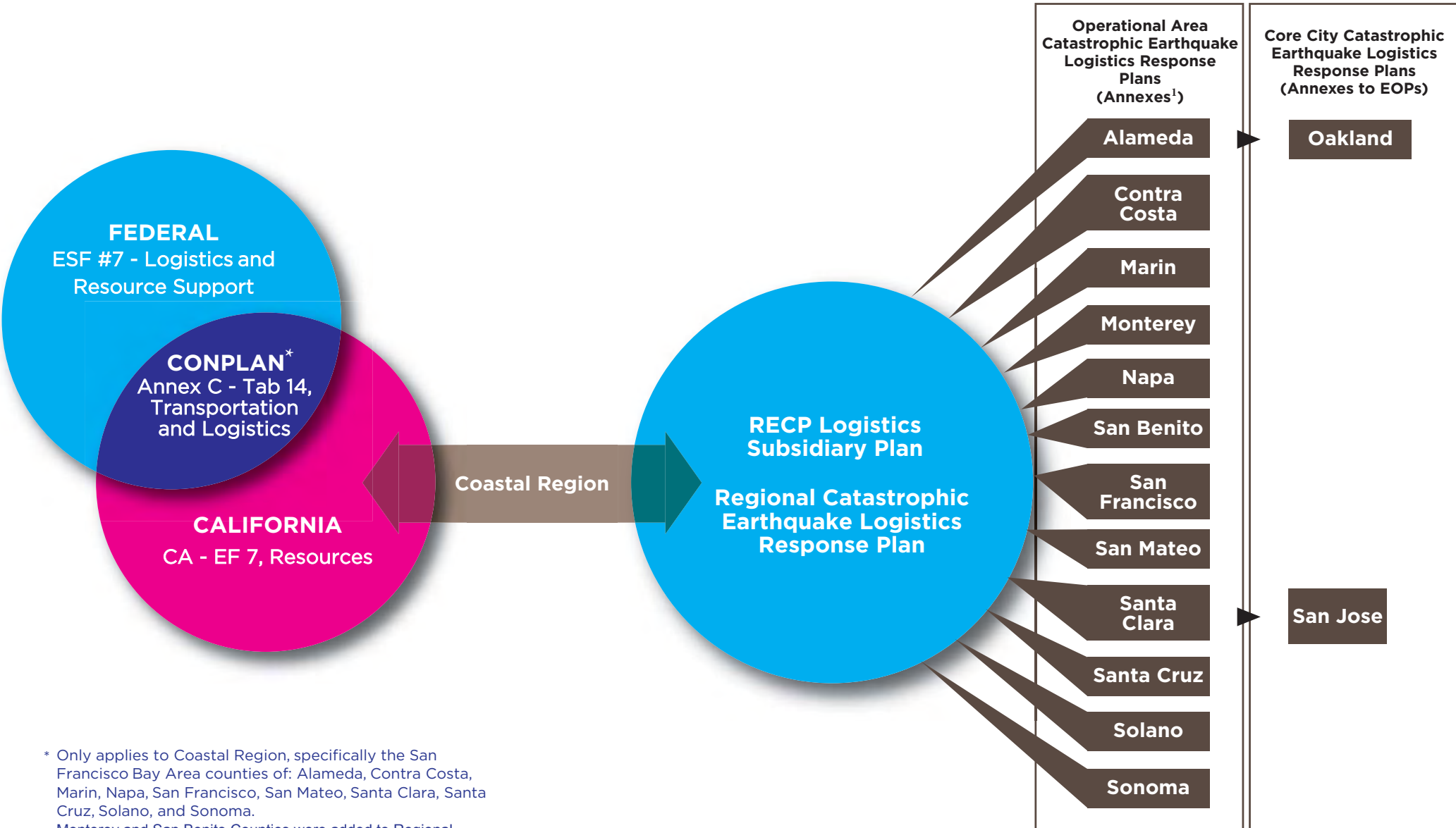
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* Other than Marin County it is unknown or assumed that the other San Francisco Bay Area Operational Area and Core Cities lack plans that specifically address Interim Housing.

Logistics Plan Relationships

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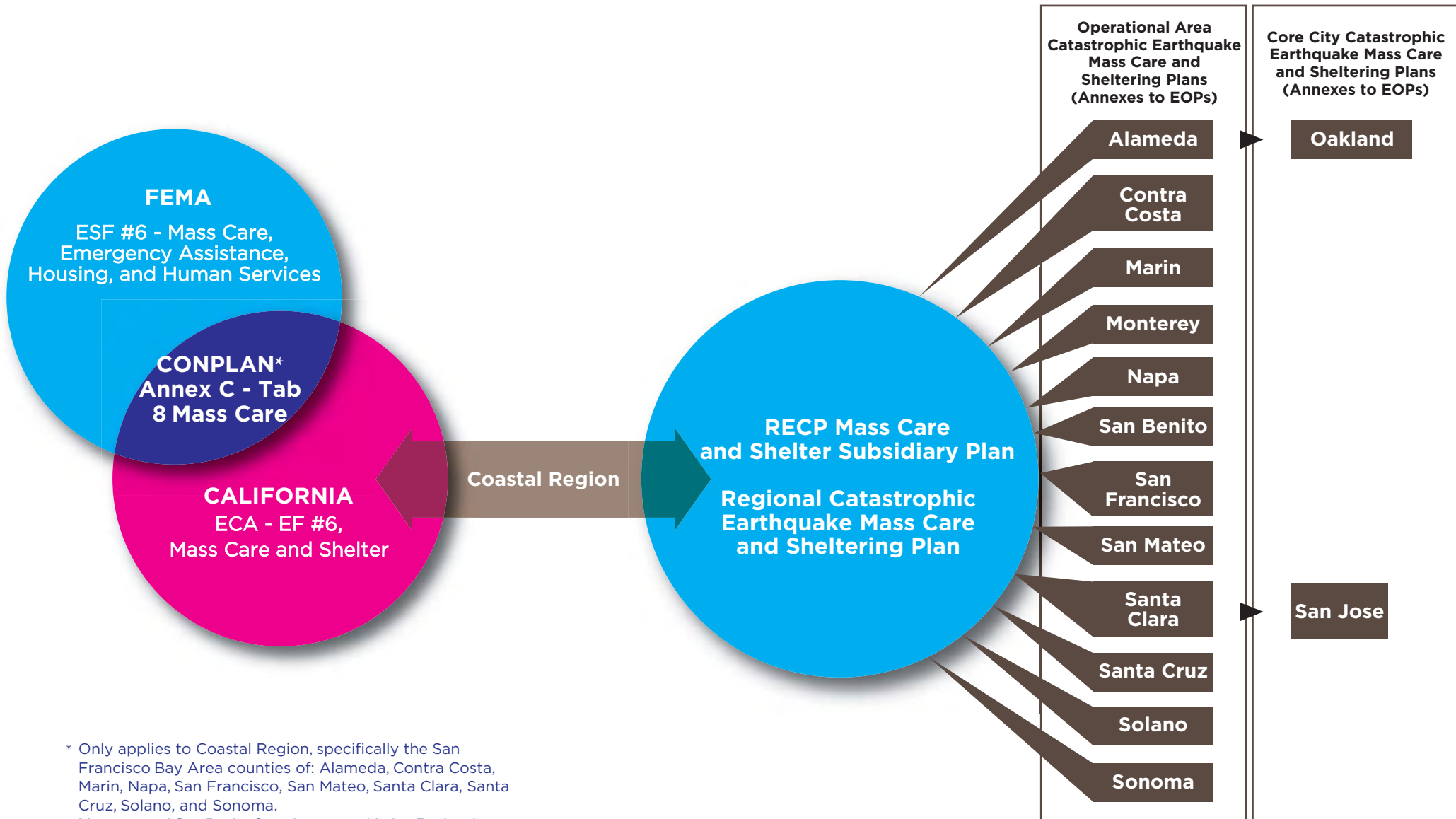
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¹ Operational Area plans are annexes to the Regional Catastrophic Earthquake Logistics Response Plan

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Mass Care and Sheltering Plan Relationships

Federal ► State ► Region ► Operational Areas ► Local Governments

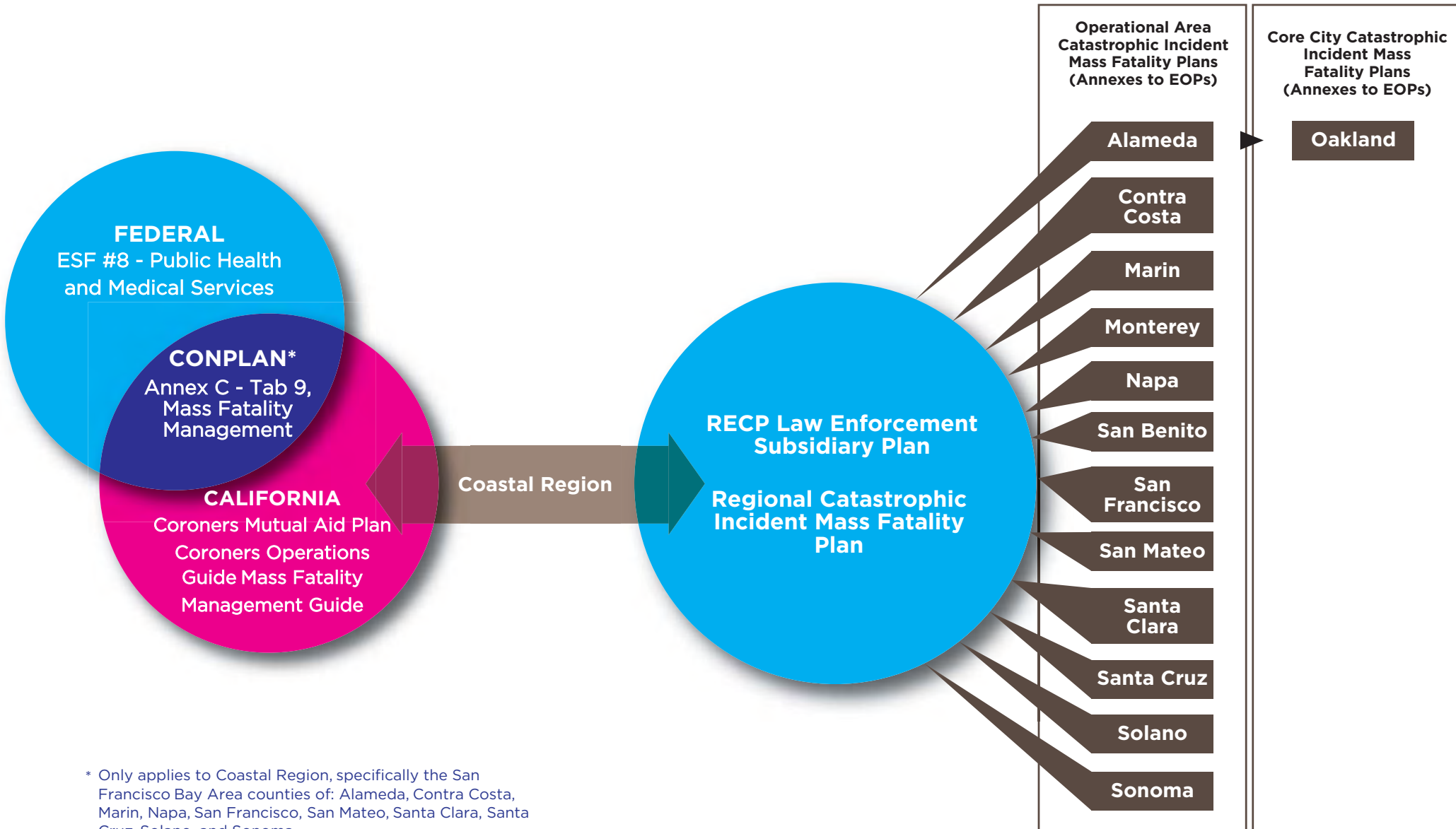


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Mass Fatality Management Plan Relationships

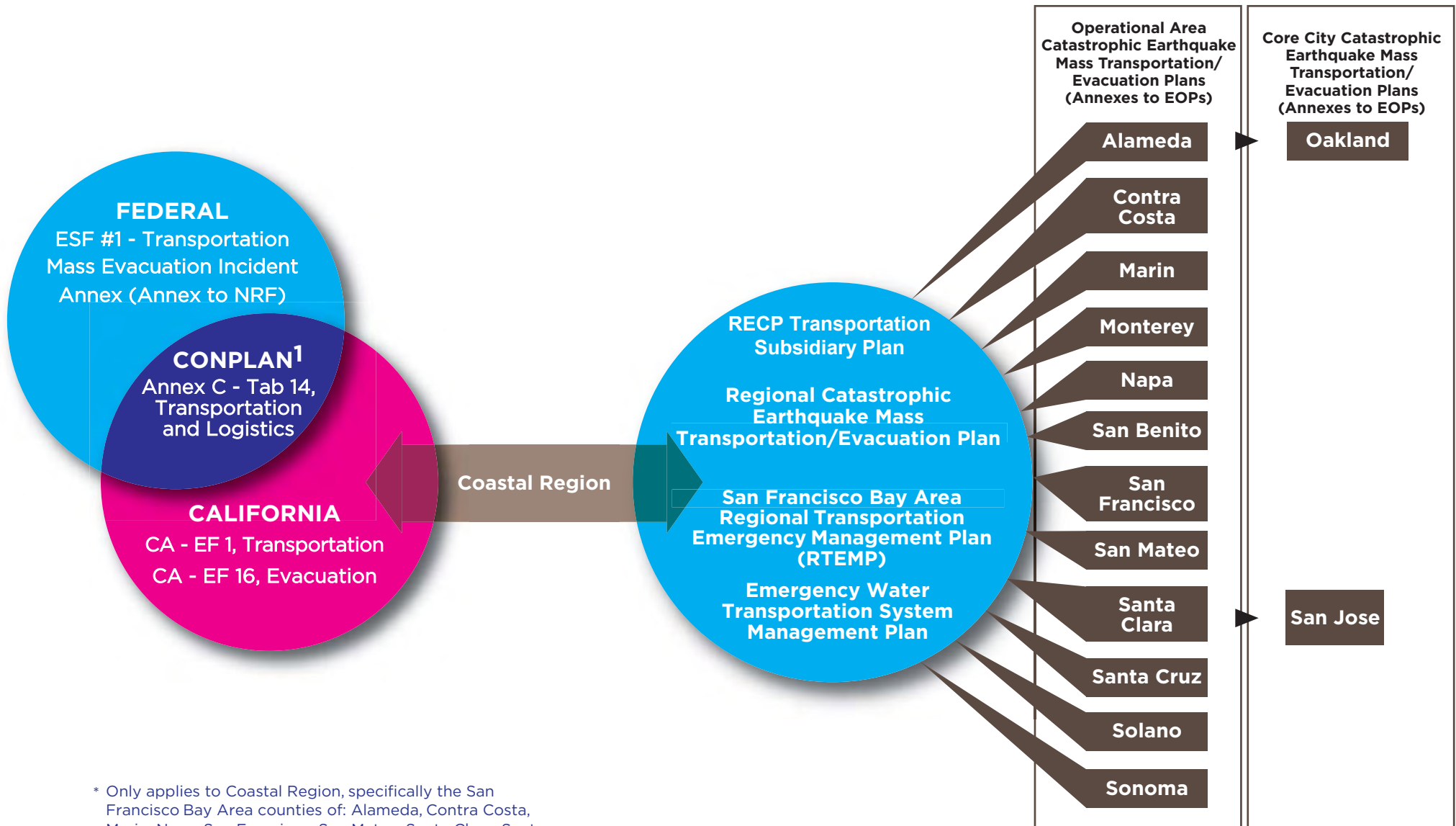
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Mass Transportation/Evacuation Plan Relationships

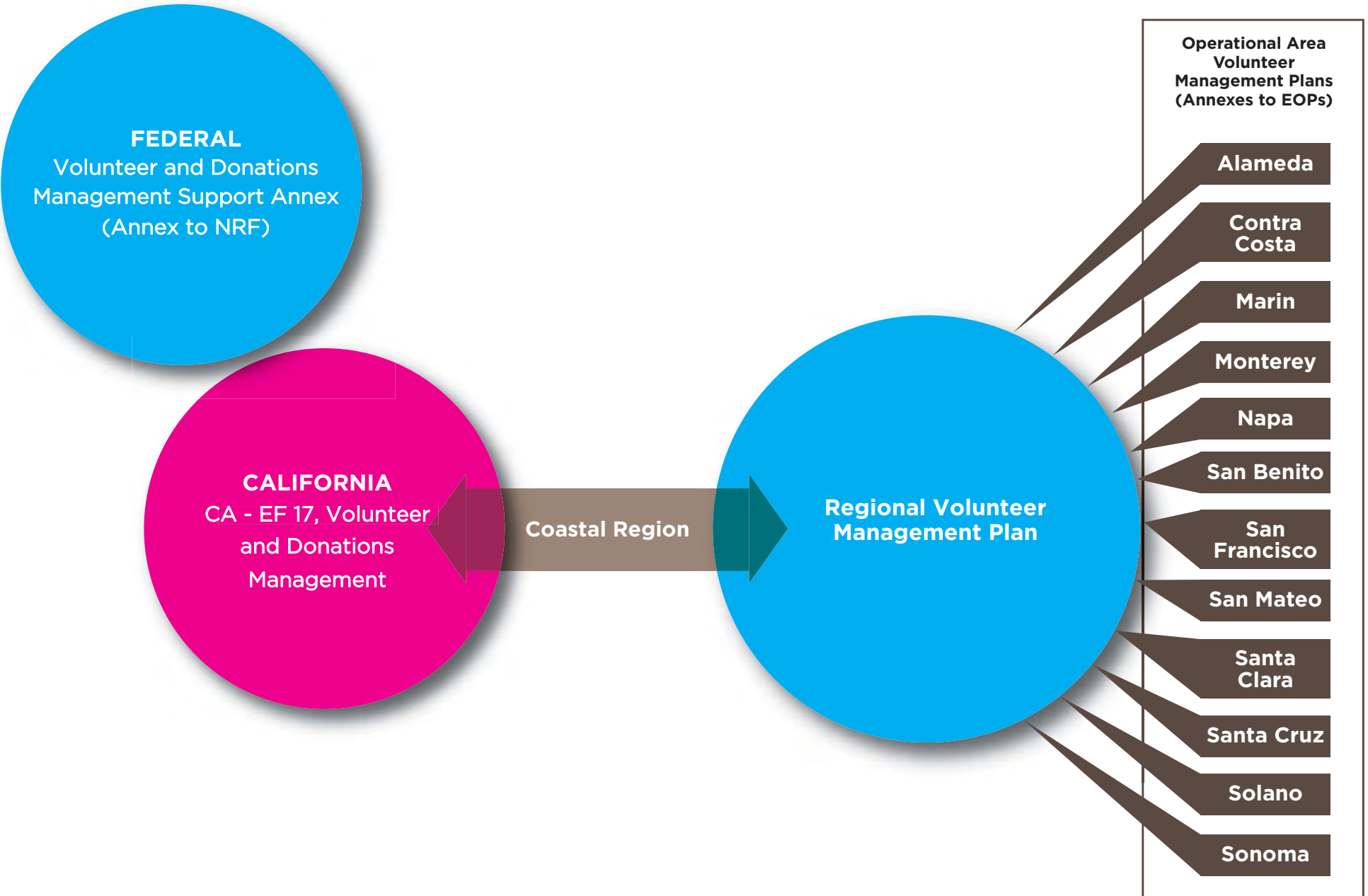
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Volunteer Management Plan Relationships

Federal ▶ State ▶ Region ▶ Operational Areas ▶ Local Governments



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