

MEMO

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Subject: Bay Area Regional Disaster Resilience Action Plan Initiative

Date: July 21, 2011

Executive Summary

Background/Efforts to Date

ABAG has been actively leading efforts to develop a Bay Area Disaster Recovery and Resilience Plan, particularly in regards to major earthquakes. Between 2008 and 2010 the Regional Planning Committee developed eight issue papers highlighting long-term disaster recovery issues around the areas of infrastructure, housing, economy, government services, education, health and healthcare, environment, and land use. All of these issue papers are available online at <http://quake.abag.ca.gov/recovery>. As a result of these issue papers, the Regional Planning Committee determined that there was a need for a governance structure to plan the regional recovery around these issues, developed the concept of a Regional Recovery Planning Council and sought state legislature sanction of this Council in order to provide an institutionalized structure for recovery planning (SB 1205). ABAG was able to achieve regional stakeholder and legislature consensus for the concept of the Council, but little support was received from FEMA and CalEMA and the bill was eventually vetoed by Governor Schwarzenegger.

Proposed Regional Disaster Resilience Initiative

Building on the efforts of SB 1205 and the stakeholder support, ABAG is partnering with the Bay Area Center for Regional Disaster Resilience to launch a Bay Area Regional Disaster Resilience Action Plan Initiative with a focus on recovery and restoration. The Initiative will convene key stakeholder organizations and constituencies to identify existing Bay Area capabilities to address major disasters and incidents and to identify gaps and specific activities to improve the Bay Area's capacity to withstand, adapt, and rapidly return to normal and in some cases a "new normal." Emphasis will be on reconstituting lifeline and other critical infrastructures, businesses, government services, community institutions, housing and essential services and facilities that underpin the Bay Area economy and the health, safety, and overall well-being of its citizens.

ABAG proposes to achieve this goal by convening a Regional Resilience Council which will comprise members of the RPC plus additional key stakeholders. The Resilience Council is the *policy body* that will provide guidance and oversight of the Regional Disaster Resilience Action Plan Initiative and will explain the Initiative to their respective constituencies.

The Resilience Council will be supported by a Bay Area Resilience Coalition of stakeholder organizations that will work together to develop the Regional Disaster Resilience Initiative. The Coalition is the *operational body* for the initiative and will serve as an umbrella consortium to assure involvement of all key stakeholders agencies, associations, collaborations, and groups with responsibilities or significant interests in disaster preparedness, recovery and response. The Coalition will be comprised of: local government officials (e.g., emergency management, law enforcement, and public health), key private sector practitioners and experts (e.g., utilities and other critical infrastructures, businesses) non-profits (schools and community institutions, faith-based and ethnic groups, social service organizations) and academic/research institutions. Its role will be to provide operational and subject matter expertise to enable the Resilience Council to ensure accurate, practical, and implementable Initiative outcomes.

The process used to develop the Regional Resilience Action Plan will be a multi-step approach that has been used in other regions of the nation to develop regional resilience action strategies. This process will entail eight steps and be 14 months in duration, beginning in August 2011 and ending October 2012. The Initiative will be

conducted through a series of stakeholder and experts meetings, conference calls, interviews/surveys, development and conduct of an educational Recovery and Restoration Workshop, a targeted Regional Recovery and Restoration Tabletop Exercise, and a final Disaster Resilience Action Planning Workshop for stakeholder coordination, validation and finalization of the Action Plan. This effort will be funded in part by the Regional Catastrophic Preparedness Grant Program (RCPGP) of the Bay Area UASI. An important element of the Initiative is producing a regional baseline assessment or Gap Analysis of existing Bay Area disaster preparedness/management capabilities and needs that can demonstrate where mitigation measures and other resilience improvement investments are required.

About the Bay Area Center for Regional Disaster Resilience

The Bay Area Center for Regional Disaster Resilience (Bay Area CRDR) is a California Non Profit (Section 501(c) (3)) corporation (application for non-profit status in process) established for the charitable and educational purposes of raising awareness and empowering action among individuals and public/private sector and non-profit organizations on all hazards disasters, health, safety, economic, environmental, and societal consequences and preparedness gaps. Towards this end, the Bay Area CRDR fosters information sharing and networking to develop cooperative, actionable strategies to improve community and regional capabilities to withstand, respond, and recover from disasters and major incidents. The Bay Area CRDR partners with the Association of Bay Area Governments, other regional associations, and local, state, and federal agencies to provide stakeholders the knowledge and capabilities necessary to collectively advance toward cost-effective, sustainable regional and community disaster resilience. A key focus is developing the trusted relationships and partnerships necessary to enable communities to meet the challenges of an increasingly interdependent and uncertain world.

Recommended Action

Following comment from the ABAG Executive Board and members of the public, staff respectfully asks for the ABAG Executive Board to:

- (1) endorse the Regional Resilience Action Plan Initiative; and
- (2) endorse the formation of the Disaster Resilience Council, comprised of RPC members plus additional stakeholders.

Next Steps

- (1) Based on RPC feedback, staff recommends that the first Disaster Resilience Council meeting be held in conjunction with RPC at the August 3rd meeting with subsequent meetings held on the first Wednesday of the month from 1-3pm in November, March, May, and July.
- (2) Staff will continue to build the stakeholder Resilience Coalition in coordination with the Resilience Council and plans to hold the kick-off workshop for the Initiative on October 12th.

Attachments:

Proposed Bay Area Regional Disaster Resilience Action Plan Initiative. Focus: Recovery and Restoration



Proposed Bay Area Regional Disaster Resilience Action Plan Initiative Focus: Recovery and Restoration

The Association of Bay Area Governments (ABAG), in partnership with Bay Area public, private sector and non-profit organizations, and regional agencies and associations, will collaborate to develop a Bay Area Regional Disaster Resilience Action Plan focusing on recovery and restoration after major disasters and incidents.

Purpose

The Initiative will convene key stakeholder organizations and constituencies to identify existing Bay Area capabilities to address major disasters and incidents and to identify gaps and specific activities to improve the Bay Area's capacity to withstand, adapt, and rapidly return to normal and in some cases a "new normal." Emphasis will be on reconstituting lifeline and other critical infrastructures, businesses, government services, community institutions, housing and essential services, and facilities that underpin the Bay Area economy and the health, safety, and overall well-being of its citizens. The Initiative will be funded in part by the Regional Catastrophic Preparedness Grant Program (RCPGP) of the Bay Area Urban Areas Security Initiative (UASI), and by private sector and other contributions.

Background

ABAG has been actively leading efforts to develop a Bay Area Disaster Recovery Plan, particularly in regard to major earthquakes. Lessons learned from recent earthquakes in Haiti, Chile, New Zealand, and especially Japan have highlighted the importance of ensuring the quality of life, the economy, and economic competitiveness of the Bay Area in the event of a major disaster or incident that causes widespread damage or destruction to interdependent lifelines and other infrastructures, businesses, residential housing, and the institutions—schools, healthcare facilities, government services, and social services—that support Bay Area citizens. Consequently, it is imperative that the Bay Area develop as soon as possible a Regional Disaster Resilience Action Plan focusing on recovery and restoration from major disasters and incidents. The Action Plan would be compatible with and supplement current Bay Area emergency management, continuity, mitigation and other plans, procedures, policies, and technologies, as well as best practices from other regions. The Action Plan will take into account interdependencies and mutual assistance and other cooperative agreements with regions beyond the Bay Area that will expedite recovery and restoration. By being able to adapt and bounce back rapidly, the Bay Area will be able to retain, sustain, and expand its economic base.

Development of a Bay Area Regional Disaster Resilience Action Plan to address recovery and restoration will require an unprecedented level of involvement and collaboration among the nine counties, 101 cities, and many special districts, businesses, and non-profit organizations that comprise the region. Recognizing that this will be a volunteer effort, to maximize stakeholder contribution and minimize demands on their time, ABAG will provide a skilled facilitating team to develop and conduct meetings, workshops, and undertake surveys and other data collection for input into the Regional Action Plan; draft invitations, agendas, after action reports, and other support documents; produce a regional resilience capabilities Gap Analysis; and develop successive Regional Action Plan drafts for stakeholder review before finalizing the Plan.

Initiative Objectives

1. Bring together key state and local agencies, utilities, academic and community organizations, and interest groups (e.g., faith-based and ethnic associations, social services, environmental groups); high tech, manufacturing, service industries, and commercial businesses (e.g., grocery stores, pharmacies, other retailers, restaurants, hotels, and shopping malls and centers) essential for sustaining the regional economy and way-of-life for citizens in order to:
 - Identify and share priority concerns and issues and to build trusted relationships;
 - Gain broader and more in-depth understanding of impacts from major disasters and incidents and associated infrastructure interdependencies; economic, environmental, and societal consequences; and ways to deal with these challenges;
 - Identify and examine preparedness, mitigation, and response needs that will adversely affect expeditious post-disaster recovery and restoration;
 - Identify current regional disaster preparedness/management capabilities and lessons learned from past major disasters, workshops, and exercises to identify where improvement is needed;
 - Address how to harmonize Bay Area jurisdictional, private sector, non-profit, and other organizational disaster preparedness and recovery plans;
 - Examine changing roles and responsibilities from pre-event through recovery with emphasis on what would be the optimal regional organizational structures for decision-making;
 - Foster collaboration and joint training and exercises to improve recovery capabilities among private sector organizations, public health, emergency management, and social service groups.
2. Develop through a regional stakeholder-driven process a comprehensive Regional Disaster Resilience Action Plan focusing on recovery and restoration after a major disaster or incident that covers all aspects of preparedness, prevention, protection, mitigation, and response that have a direct bearing on the extent and length of post-disaster reconstitution

to a “new normal.” The Action Plan will incorporate information and insights gained to identify:

- Needs in each of these areas and recommendations for innovative methods, mechanisms, and other solutions that can be put in place pre-disaster to expedite Bay Area recovery and restoration;
 - Prioritized activities to achieve these solutions that can build on existing Bay Area capabilities to address shortfalls and facilitate development and implementation of a practical and cost-effective regional recovery and restoration strategy with necessary investment and other resources.
3. Development of a process with detailed time-table and milestones for Action Plan implementation that include projected funding requirements and potential sources of technical and other assistance.

Project Scope

The Initiative will focus on the nine-county Bay Area region. It will expand to adjacent counties and beyond where significant infrastructure interdependencies and organizational supply chains exist. It will also focus on cross-state border issues (e.g., resource acquisition and displaced population issues) as necessary.

Organization and Activities

The process used to develop the Regional Resilience Action Plan will be a multi-step approach that has been used in other regions of the nation to develop regional resilience action strategies. This process will entail eight steps and be 14 months in duration, beginning August 1, 2011 and ending September 30, 2012. The Initiative will be conducted through a series of stakeholder and experts meetings, conference calls, interviews/surveys, development and conduct of an educational Recovery and Restoration Workshop, a targeted Regional Recovery and Restoration Tabletop Exercise, and a final Disaster Resilience Action Planning Workshop for stakeholder coordination, validation, and finalization of the Action Plan. An important element of the Initiative is producing a regional baseline assessment or Gap Analysis of existing Bay Area disaster preparedness/management capabilities and needs that can demonstrate where mitigation measures and other resilience improvement investments are required.

Multi-Step Regional Disaster Resilience Action Plan Development Process

Step 1. Establish a Bay Area Regional Disaster Resilience Council. This Council, which will be the senior leadership body that will oversee the Regional Disaster Resilience Initiative, will be accomplished through expanding the ABAG Regional Planning Committee to include additional key stakeholders. The role of the Regional Disaster Resilience Council will be to provide guidance and oversight of the Regional Disaster Resilience Action Plan Initiative. The goal is to establish a regional collaborative process through which stakeholders in the Bay Area can progressively improve disaster resilience for years to come. The Action Plan Initiative will lay the initial foundation for this ongoing effort.

Step 2. Convene a Bay Area Resilience Coalition of stakeholder organizations that will work together to develop the Regional Disaster Resilience Initiative. This Coalition will serve as an umbrella consortium to assure involvement of all key stakeholder agencies, associations, collaborations, and groups with responsibilities or significant interests in disaster preparedness, response, and recovery. The Bay Area Resilience Coalition will be the operational body for the Initiative and will provide the expertise necessary to develop the Regional Action Plan and enable the Resilience Council to ensure accurate, practical, and implementable Initiative outcomes. Convening of the Coalition will be accomplished through identifying and bringing together, in an Initiative Kick-Off Meeting, relevant experts and representatives of local jurisdictions, state agencies (emergency management, public health, transportation, etc.), and federal partners, and utilities, businesses, non-profits, and community groups to function as a steering group that will, through conference calls, meetings, and other activities, identify, share, collect, and coordinate information on existing capabilities and gaps to develop the Regional Resilience Action Plan.

Step 3. Development and execution of an educational Regional Recovery and Restoration Workshop for Bay Area stakeholders to explore significant issues with experts for incorporation into the Action Plan. The workshop will begin to develop a shared vision for post-disaster recovery and restoration through identifying goals among public and private sector and non-profits on recovery, restoration, and broader economic and community resilience issues; examine current plans, roles, and responsibilities and decision-making, and desired recovery and restoration outcomes; as well as expectations, interests, and barriers. Lessons learned from the Workshop will be summarized in a report, coordinated with stakeholders, and incorporated into the initial draft Action Plan framework.

Step 4. Conduct a Gap Analysis assessing economic, environmental, and societal recovery and restoration needs vs. current regional capabilities and capacities. The Gap Analysis will identify collaborative activities, jurisdictional plans, procedures, mechanisms, and tools, technologies, and other resources available for recovery/restoration activities and the shortfalls. *(Lessons learned from relevant workshops, exercises, and events conducted by other Bay Area agencies, associations, and groups will be incorporated into the Gap Analysis as appropriate.)*

Step 5. Development and validation of major topics and subtopics (focus areas and priority issues) that will serve as the outline for the Regional Disaster Resilience Action Plan and incorporation of these elements into an initial draft Action Plan Framework.

Step 6. Development and conduct of a Regional Disaster Recovery and Restoration Tabletop Exercise. This scenario-based intensive workshop will not test plans and procedures but rather focus on raising awareness of potential vulnerabilities, consequences, and wide array of issues that will be factors in recovery and restoration from a major disaster or incident. To ensure accuracy and relevance, the tabletop will be designed by interested key stakeholders who are participants in the Bay Area Resilience Coalition. Exercise lessons learned will be used to illuminate gaps and areas for enhancement in the draft Action Plan.

Step 7. Development and conduct of a post-exercise Action Planning Workshop to examine and incorporate in the Action Plan the findings and recommendations in the exercise report and information from other relevant activities. Workshop participants will also

discuss a prioritized implementation strategy for incorporation into the Action Plan that includes a process, schedule, and milestones for determining lead organizations for priority activities, establishing project work groups to define requirements and implementation timeframes, projected funding requirements, and potential sources of technical and other assistance (e.g., government grants and programmatic funds and expertise; private sector and non-profit contributions, including in-kind assistance, etc.).

Step 8. Final coordination with Bay Area Resilience Coalition key stakeholders, followed by finalization of the Regional Disaster Resilience Action Plan and accompanying Implementation Strategy. (Process, Schedule, and Milestones).

Action Plan Implementation

Phase 2 of the Initiative, which will focus on Action Plan implementation, will be determined by the Bay Area Regional Disaster Resilience Council in coordination with the Bay Area Resilience Coalition, taking into account changing needs and availability of resources. The Action Plan should be considered a dynamic document to be revised and expanded as resilience improvement activities are completed and new activities are added based on insights or lessons learned from future disasters and events, exercises and workshops.

Regional Disaster Resilience Action Plan Development Schedule

Month	Step 1	Step 2	Step 3	Step 4	Step 5	Step 6	Step 7	Step 8
Aug.	Constitute Bay Area Regional Disaster Resilience Council; hold Resilience Council Initial Meeting	Convene Bay Area Resilience Coalition of Stakeholders; hold Initiative 1st Planning Meeting						
Sept.	Continue oversight	Undertake planning process for Initiative Kick-off Workshop						
Oct.	Continue oversight	Hold Initiative Kick-Off Workshop		Initiate Gap Analysis information collection process	At Kick-off workshop, agree on Focus Areas and Priority Issues to constitute Action Plan Framework			

Month	Step 1	Step 2	Step 3	Step 4	Step 5	Step 6	Step 7	Step 8
Nov.	Disaster Resilience Council Meeting	Produce summary of Kick-Off workshop highlights	Begin Recovery and Restoration Issues Workshop development	Begin focus groups, interviews, stakeholder surveys, and other Gap Analysis activities	Begin to incorporate data into Action Plan Framework			
Dec.	Continue oversight	Continue Initiative development activities	Continue to develop Recovery and Restoration Workshop	Continue Gap Analysis	Incorporate results of focus groups, survey and interviews into Action Plan			
Jan.	Continue oversight	Continue Activities	Hold Recovery and Restoration Workshop	Continue Gap Analysis	Continue to incorporate data into Action Plan Framework	Set up Design Team for Recovery/ Restoration Tabletop Exercise		
Feb.	Continue oversight	Continue activities	Produce Workshop Summary and Incorporate results into framework	Add data from Workshop Summary into Gap Analysis	Continue to incorporate data	Continue to develop tabletop exercise		
Mar.	Disaster Resilience Council meeting	Continue activities		Augment Gap Analysis	Continue to incorporate data	Continue to develop exercise		
Apr.	Continue oversight	Continue activities		Augment draft Gap Analysis	Continue to incorporate data	Continue to develop exercise		
May	Disaster Resilience Council meeting	Continue activities		Augment draft Gap Analysis	Continue to incorporate data	Conduct tabletop exercise		
June	Continue oversight	Continue activities		Augment with Exercise Report Outcomes	Continue to incorporate data	Produce/ coordinate Exercise After Action Report	Begin developing Action Planning Workshop	With exercise results produce initial draft full-scale Action Plan
July	Disaster Resilience Council meeting	Continue activities		Incorporate exercise results into Gap Analysis		Finalize Exercise Report	Continue planning Action Planning Workshop	Continue augmenting and refining Action Plan

Month	Step 1	Step 2	Step 3	Step 4	Step 5	Step 6	Step 7	Step 8
Aug.	Continue oversight	Continue activities		Conduct Gap Analysis coordination			Conduct Action Planning Workshop: Produce Workshop Summary	Add Workshop outcomes to Action Plan and produce "final" draft
Sept.	Approval by Resilience Council of Action Plan	Last conference call by Resilience Coalition stakeholders to input final comments		Finalize Gap Analysis and Incorporate into Action Plan as Annex				Last stakeholder coordination Finalize Plan

