

Proposal

**Development of a Long-Term Disaster Recovery Plan  
for the San Francisco Bay Area**

Submitted by  
Association of Bay Area Governments

January 20, 2010

## TABLE OF CONTENTS

	<u>page</u>
TABLE OF CONTENTS .....	2
PROJECT SUMMARY .....	3
THE PROBLEM.....	4
GENERAL APPROACH.....	5
PROJECT PLAN .....	5
<i>Task 1: Define Scope and Objectives of Planning For Long-Term Recovery</i> .....	5
<i>Task 2: Define Relationship of Long-Term Recovery Plan with Government Mitigation Plans, Emergency Response Plans, Short-Term Recovery Plans, and Private Sector Continuity of Operations Plans</i> .....	5
<i>Task 3: Set Priorities for Recovery Strategies and Proposed Actions to Meet Target Recovery Milestones</i> .....	5
<i>Task 4: Address Financing, Legal and Resource Issues</i> .....	6
<i>Task 5: Implementation</i> .....	6
DELIVERABLES .....	6
INSTITUTIONAL QUALIFICATIONS .....	6
PROJECT SCHEDULE.....	6
BUDGET .....	7

## **PROJECT SUMMARY**

The San Francisco Bay Area will experience a major earthquake in its future. When this happens, government agencies will immediately activate emergency response plans and scramble to restore order, alleviate human suffering, and protect property. In the days after a disaster, short-term recovery plans will be implemented to set up shelter locations, remove debris, and tag buildings. But what happens later – in the weeks, months, and years after immediate life and safety needs have been addressed – will determine whether the region recovers and persists as a vibrant community and driver of the nation’s prosperity, or whether the region suffers long-term depopulation with businesses and residents permanently relocating to more stable communities.

Natural disasters such as earthquakes affect the entire region, not just individual cities and counties. The regional nature of an earthquake demands a regional long-term recovery strategy, but few models exist from other regions. With 101 cities, nine counties, and more than 400 special districts, the Bay Area is poorly structured to undertake the regional-scale challenge of the long-term recovery phase. However, with advance planning and organization, the Bay Area can be prepared for long-term recovery. This would entail having an understanding of the issues that the region will confront, the goals that it will pursue, and the decision-making protocols that it will follow.

A regional long-term recovery plan cannot simply be an operations plan for governments to follow. It must involve all stakeholders from local governments, lifelines operators, schools, private-sector businesses, members of the public, the health and hospital community, and nongovernmental organizations (NGOs). ABAG proposes to develop a comprehensive long-term disaster recovery plan (that goes well beyond recovery during the first 90 days) by performing the following tasks:

- ◆ Utilize ABAG’s Regional Planning Committee (RPC) and the Bay Area Council to define scope and objectives of planning for long-term recovery. Identify key functional areas for recovery (including lifelines, housing replacement, business recovery, government facilities and services, transportation, health and education, vulnerable communities, and land use change) and identify milestone timelines to meet those goals and develop metrics for measuring the success of recovery in the meeting the milestones.
- ◆ Define the relationship of regional long-term recovery plan with local government mitigation plans, emergency response plans, short-term recovery plans, long-term recovery plans, and private sector continuity of operations plans.
- ◆ Hold meetings and workshops with key stakeholders and experts in the functional areas to set priorities for recovery strategies and actions that can be taken to meet the target recovery milestones.
- ◆ Address financing, legal and resource issues that have been identified in the previous phase. Identify legal challenges for various recovery strategies and strategies for preventing lawsuits and legal delays. Develop innovative ways to make the money flow after a disaster and how to effectively utilize NGOs.
- ◆ Outline the roles and composition of recovery mechanisms. Local governments begin to implement recommended actions as they are able. Develop mutual aid agreements or other policies to improve regional response capacity. Resolve legislative or funding constraint issues.

ABAG is a unique regional entity, well-suited to lead this effort. ABAG was formed as a Council of Governments by the 101 cities and nine counties of the Bay Area to address social, environmental and economic issues that transcend local borders. The mission of ABAG is to facilitate and strengthen cooperation and coordination among local governments.

**Proposed Project Budget** – \$474,000 UASI, \$158,000 Match; **Performance Period** – 36 months

## ***THE PROBLEM***

The San Francisco Bay Area will experience a major earthquake in its future. When this happens, government agencies will immediately activate emergency response plans and scramble to restore order, alleviate human suffering, and protect property. In the days after a disaster, short-term recovery plans will be implemented to set up shelter locations, remove debris, and tag buildings. But what happens later – in the weeks, months, and years after immediate life and safety needs have been addressed – will determine whether the region recovers and persists as a vibrant community and driver of the nation’s prosperity, or whether the region suffers long-term depopulation with businesses and residents permanently relocating to more stable communities.

While the Bay Area has appropriately focused on risk mitigation strategies and emergency response preparation, there has been little attention given to the lengthy post-90 day, long-term recovery period that will follow a major earthquake—the period that will make or break the region’s economic future. Recent disasters have repeatedly shown that the weeks and months following a disaster require that all city and county departments, special jurisdictions, and the state and federal government work together toward disaster recovery. Similarly, while hazard mitigation is essential to minimize the damage of disasters to communities, having a comprehensive plan for the long-term process of recovery is often overlooked. Past disasters clearly show the consequences of not preparing for recovery. New Orleans is still struggling to rebuild its communities more than five years after Hurricane Katrina. In Kobe, Japan where a massive earthquake devastated the region in 1995, thousands of people still live in temporary housing nearly 15 years after the earthquake.

Failure in long-term disaster recovery in the Bay Area would have severe and permanent consequences, both for the region itself as well as for the state and the nation. When the earthquake strikes, businesses will immediately activate their business continuity plans, moving people and functions to distant locations. If local and regional government then demonstrates that it is prepared for an orderly recovery—that leadership is evident and accepted, that critical recovery and rebuilding decisions are made quickly and collaboratively, and that steady progress toward recovery begins immediately and continues—then businesses and investors will return to the region and participate in its rebirth.

However, if businesses detect that local and regional government is not up to the task, temporary relocation will become permanent. The unique intellectual ecosystem of Silicon Valley will unravel, as firms follow their industry to competitor regions that are as likely to be overseas as elsewhere in the United States. Even if businesses wish to remain in or return to the region, if their workforce leaves the region, then the business must follow. Prompt restoration of public services and reconstruction of private housing are key to retaining population. Above all, local and regional government must project confidence in recovery and justify that confidence through action.

Natural disasters such as earthquakes affect the entire region, not just individual cities and counties. The regional nature of an earthquake demands a regional long-term recovery strategy, but no regional governing body has been tasked with dealing this issue to date, and few models exist from other regions. With 101 cities, nine counties, and more than 400 special districts, the Bay Area is poorly structured to undertake the regional-scale challenge of the long-term recovery phase. With advance planning and organization however, the Bay Area can be prepared for long-term recovery positioned with an understanding of the issues that it will confront, the goals that it will pursue, and the decision-making protocols that it will follow.

## **GENERAL APPROACH**

A regional long-term recovery plan cannot simply be an operations plan for governments to follow. It must involve all stakeholders from local governments, lifelines operators, schools, private-sector businesses, members of the public, the health and hospital community, and NGOs. A combination of a top-down and bottom-up approach is the most successful way of developing consensus on regional plans.

Taking a top-down approach, ABAG's Regional Planning Committee (RPC) is composed of local elected officials and members of other stakeholder groups and has been studying issues of disaster mitigation and recovery planning for the region for many years. For this project, an expanded RPC is a logical group to develop the scope of a regional recovery plan and address issues of regional coordination and cooperation. The scope will include a definition of the key functional areas of the plan, identify priorities for recovery, and target timeline milestones for post-disaster recovery of each of the functional areas.

Working from the bottom up, ABAG will hold workshops and meetings with technical experts in key functional areas of scope. These workshops will identify actions needed to meet the target milestones for each functional area and identify impediments to meeting these targets.

Public-private partnerships are key to this process. Private businesses must be confident that recovery will happen quickly in order to continue to invest in the region. The planning process must address their needs and concerns. The roles of private business in the long-term recovery plan will be identified together with local governments. The Bay Area Council, representing the business interests of the region, can take the lead to ensure that the recovery plan meets their needs.

## **PROJECT PLAN**

### *Task 1: Define Scope and Objectives of Planning For Long-Term Recovery*

Meetings with ABAG's RPC and Bay Area Council will build upon existing knowledge about disaster mitigation and both short-term and long-term recovery planning. These two groups will define the scope and objectives for a long-term disaster recovery plan. Key functional areas of recovery will be identified and understood including lifelines, housing replacement, business recovery, government facilities and services, transportation, health and education, vulnerable communities, land use change. Priorities for recovery of the various function areas will be set. Target recovery timeframes will be identified for the functional areas and metrics defined to measure success.

### *Task 2: Define Relationship of Long-Term Recovery Plan with Government Mitigation Plans, Emergency Response Plans, Short-Term Recovery Plans, and Private Sector Continuity of Operations Plans*

ABAG will study other recovery plans, continuity of operations plans, and mitigation plans and define the relationships between those and the long-term recovery plan. The long-term recovery plan will make connections between all the plans and identify gaps in the planning process.

### *Task 3: Set Priorities for Recovery Strategies and Proposed Actions to Meet Target Recovery Milestones*

Once RPC and the Bay Area Council define the scope and set targets for the recovery phase timeline, workshops and meetings will be held with stakeholders from each topical area will be held to identify

priorities for long-term recovery and specific actions that need to be taken to meet the recovery milestones. These actions could include additional mitigation actions, pre-disaster plans and post-disaster actions. Impediments to meeting the target milestones will be defined and recommendations made for ways to overcome them.

Task 4: Address Financing, Legal and Resource Issues

- ◆ Identify legal challenges for various recovery strategies and strategies for preventing lawsuits and legal delays
- ◆ Identify ways to make the money flow after a disaster
- ◆ Address ways to effectively utilize NGOs

Task 5: Implementation

Once the objective, scope, target timeline and necessary actions are defined, the roles and composition of recovery mechanisms can be outlined. Local governments can also begin to implement recommendation actions as they are able and mutual aid agreements or other policies to improve regional response capacity can be developed. Legislative or funding constraint issues can begin to be resolved.

**DELIVERABLES**

The final product of the long-term recovery plan will be a recovery plan containing specific actions, goals and timelines agreed upon by the entire region and a plan for how to begin filling in the gaps in recovery planning. The process of developing this plan and working together throughout the region to come to consensus on strategy for ensuring a speedy economic recovery will be as important as the plan itself. The relationships that are developed and this new way of thinking about disaster planning and recovery will greatly improve the resiliency of this region.

**INSTITUTIONAL QUALIFICATIONS**

ABAG is a unique regional entity, well-suited to lead this effort. ABAG was formed as a Council of Governments by the 101 cities and nine counties of the Bay Area to address social, environmental and economic issues that transcend local borders. The mission of ABAG is to facilitate and strengthen cooperation and coordination among local governments.

ABAG has a long history of planning for disasters and has been a national leader among planning agencies in developing and continuing an earthquake and hazards planning program. In the past this program has coordinated with all of its member cities and counties, as well as special districts to develop a hazard mitigation plan with regional mitigation strategies agreed upon by all the participating jurisdictions.

**PROJECT SCHEDULE**

This long-term recovery planning work will be conducted over a period of 36 months. Work on each task will begin approximately six months apart to effectively stage this work.

**BUDGET**

<b>COST CATEGORY</b>	<b>COST</b>
Salaries and Wages (including benefits)	\$ 314,000
Other Direct Costs (including equipment, supplies, travel, publication costs, consultants, and contractors)	\$ 160,000
In-kind contributions and business support	\$ 158,000
Total project costs	\$ 632,000
<b>Federal amount requested</b>	<b>\$ 474,000</b>