San Francisco Bay Area
Regional Emergency Coordination Plan

RECP Recovery Subsidiary Plan

Prepared by

Governor's Office of Emergency Services
Cities of Oakland, San Francisco, and San Jose
Counties of Alameda, Contra Costa, Marin, Napa, San Mateo
Santa Clara, Santa Cruz, Solano, and Sonoma

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Table of Contents

Foreword iii
Acknowledgments v
Record of Changes vii
Section 1 – Introduction 1-1
Purpose 1-1
Scope and Applicability 1-1
Authorities, Requirements, and Regulations 1-2
Objectives 1-2
Plan Development and Maintenance 1-4
Section 2 – Planning Assumptions and Considerations 2-1
Section 3 – Roles and Responsibilities 3-1
Regional Recovery Coordination 3-1
Section 4 – Concept of Operations 4-1
Transition from Response to Recovery 4-1
Specific Recovery Elements 4-2
Section 5 – Potential Regional Needs for Recovery 5-1
Section 6 – Recovery Programs 6-1
Section 7 – Emergency Support Function #14 7-1
Section 8 – Regional Recovery Task Force 8-1
Mission 8-1
Composition of the Task Force 8-1
Operation of the Regional Recovery Task Force 8-2
Section 9 – Specific Recovery Issues 9-1
Debris Management 9-1
Transportation 9-5
Infrastructure 9-9
Housing 9-12

Appendix A – List of Acronyms

Foreword

The San Francisco Bay Area is highly vulnerable to both natural hazards and human-caused disasters, such as earthquakes, fires, industrial accidents, and terrorist incidents. Because the Bay Area is home to nearly seven million residents, major components of the U.S. economy, and vital air, sea, and ground transportation links, the effects of a significant disaster in the Bay Area would extend throughout the State of California and across the nation. Given this vulnerability, the State of California and local governments throughout the Bay Area have made significant investments in the planning and resources necessary to respond to natural and human-caused emergencies and disasters. Such events, however, will likely exceed the emergency response capabilities of individual jurisdictions in the Bay Area, and a multi-jurisdictional regional response will be necessary. Moreover, the nationwide effort to improve preparedness at all levels of government, as embodied in the National Preparedness Goal, emphasizes the importance of regional response. Consequently, the State of California Governor's Office of Emergency Services and its local government partners developed the Bay Area Regional Emergency Coordination Plan to provide a framework for collaboration and coordination during regional events.

The Regional Emergency Coordination Plan (RECP) has been prepared in accordance with national and state emergency management systems and plans, in particular, the National Incident Management System, the Standardized Emergency Management System, the Master Mutual Aid Agreement, the California State Emergency Plan, and relevant mutual aid plans. The Regional Emergency Coordination Plan does not supersede or exclude any of these concepts or plans; rather, it places them in the context of a response to an event in the Bay Area, during which time the Regional Emergency Operations Center is activated.

The Regional Emergency Coordination Plan builds on California's existing Standardized Emergency Management System, through better definition of regional components of that system, including coordination across disciplines and levels of government, resource sharing, and regional decision-making. It also incorporates elements that previously have not been addressed in detail at the regional level under the Standardized Emergency Management System. A suite of documents, the Regional Emergency Coordination Plan comprises a Base Plan and the following nine subsidiary plans that address detailed elements for specific disciplines and operational activities:

- RECP Care and Shelter Subsidiary Plan
- RECP Communications Subsidiary Plan
- RECP Fire and Rescue Subsidiary Plan

- RECP Hazardous Materials Subsidiary Plan
- RECP Law Enforcement and Coroner/Medical Examiner Subsidiary Plan
- RECP Logistics Subsidiary Plan
- RECP Medical and Health Subsidiary Plan
- RECP Recovery Subsidiary Plan
- RECP Transportation Subsidiary Plan.

Development of the Regional Emergency Coordination Plan was a collaborative effort among the Governor's Office of Emergency Services, Coastal Region; the cities of Oakland, San Francisco, and San Jose; and the Operational Area lead agencies for the ten Bay Area counties, as described in Section 1. Over 200 other local, regional, state, Federal, and non-governmental organizations also participated in the process to develop the plan and its subsidiary components.

Preparation of the Regional Emergency Coordination Plan was supported by a grant from the Department of Homeland Security Urban Area Security Initiative. This program provides metropolitan areas with funding for regional planning, equipment, training, and exercises to prepare for critical incident response.

The Governor's Office of Emergency Services (OES), Coastal Region will maintain the Regional Emergency Coordination Plan and is responsible for all future revisions and modifications. Additional plans and tools that are developed at the regional level, including products using future U.S. Department of Homeland Security grants, will be incorporated into the Regional Emergency Coordination Plan, as appropriate.

A note about a special design element in the suite of documents that comprise the Bay Area Regional Emergency Coordination Plan: the Base Plan and each subsidiary plan has a corresponding icon, which in the electronic version of each document, serves as a hyperlink. Clicking on the icons located on each page along the right- and left-hand columns will bring the reader directly to that plan.

Acknowledgments

The RECP Recovery Subsidiary Plan is a product of the collaborative efforts of the following entities:

- Association of Bay Area Governments
- City of Oakland
- City and County of San Francisco
- City of San Jose
- Counties of Alameda, Contra Costa, Marin, Napa, San Mateo, Santa Clara, Santa Cruz, Solano, and Sonoma
- Federal Emergency Management Agency
- Governor's Office of Emergency Services Coastal Region
- Metropolitan Transportation Commission.

The RECP Recovery Subsidiary Plan was prepared by URS Corporation with stakeholder management support from CirclePoint.

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Record of Changes

Date	Agency	Comments
March 2008	OES Coastal Region	Final

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Section 1 | RECP Recovery Subsidiary Plan

Introduction

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Section 1 – Introduction

PURPOSE

The Regional Emergency Coordination Plan (RECP) provides an all-hazards framework for collaboration among responsible entities and coordination during emergencies in the San Francisco Bay Area. The RECP Recovery Subsidiary Plan describes operational concepts relating to recovery, identifies components of a recovery organization, and describes general responsibilities of the OES and other entities for the restoration of communities in the region. The RECP Recovery Subsidiary Plan also identifies resources that state and Federal agencies may provide.

The RECP does not replace existing emergency response systems. Rather, it builds on the Standardized Emergency Management System (SEMS) and the California State Emergency Plan to provide methods for cooperation among Operational Areas and OES Coastal Region.[1] The RECP complies with the requirements of the National Incident Management System (NIMS), and is consistent with the National Preparedness Goal.

SCOPE AND APPLICABILITY

The RECP was developed for OES Coastal Region, which encompasses the sixteen counties listed below and illustrated on Figure 1. Ten of these counties (marked with *) supported the development of the RECP through collaboration with OES Coastal Region and the three Bay Area Urban Area Security Initiative cities (Oakland, San Francisco, and San Jose).

- Alameda*
- Contra Costa*
- Del Norte
- Humboldt
- Lake
- Marin*
- Mendocino
- Monterey
- Napa*
- San Benito
- San Francisco*
- San Mateo*
- Santa Clara*
- Santa Cruz*
- Solano*
- Sonoma*

During the recovery from an actual disaster, the scope of coordination for recovery may encompass other counties in the Coastal Region, or include counties from other OES regions.

The RECP Recovery Subsidiary Plan applies to the 90-day period following a major disaster. The Plan describes the transition from the immediate response to a disaster to operations in which the recovery of affected communities is emphasized.

[1] OES Coastal Region is an administrative region under OES that incorporates, and is responsible for, sixteen counties in and around the San Francisco Bay Area.

The RECP Recovery Subsidiary Plan describes the effects of a major earthquake because it is likely to have the greatest impact of any type of incident on the region, in terms of damage to housing, infrastructure, and the economy. The concepts described in this document, however, are applicable to disasters resulting from other incidents, regardless of type.

AUTHORITIES, REQUIREMENTS, AND REGULATIONS

The RECP Base Plan provides a general description of authorities and regulations that apply to the RECP and its subsidiary plans. The RECP Recovery Subsidiary Plan also reflects the following OES guidance documents:

- Disaster Recovery & Mitigation Handbook, July 2004
- Disaster Debris Management Statewide Strategy and Guidance, September 2004
- Guide for Establishing a Local Assistance Center, June 2003.

OBJECTIVES

Among other recovery objectives in the aftermath of a major earthquake, the Bay Area region will seek to accomplish the following in the first 90 days after a disaster through implementation of the RECP Recovery Subsidiary Plan:

- Restoration of basic hospital services and other facilities that provide medical care to the community, together with necessary supplies
- Facilitation of the transition of displaced populations from shelters to interim and long-term housing arrangements, and ensure social services, as necessary
- Facilitation of the resumption of employment and economic activity of small businesses in neighborhoods and downtowns, and of national and international businesses located in the region
- Identification of repairs that can be implemented immediately, as well as long-term restoration needs of critical infrastructure such as transportation, communications, and utilities, to enable the resumption of basic services
- Resumption of the delivery of a full range of government services
- Resumption of the functioning of educational systems
- Development of a comprehensive plan for rebuilding that is consistent with regional policies and priorities, including focused development, environmental sustainability, equitable use of resources, and historic preservation

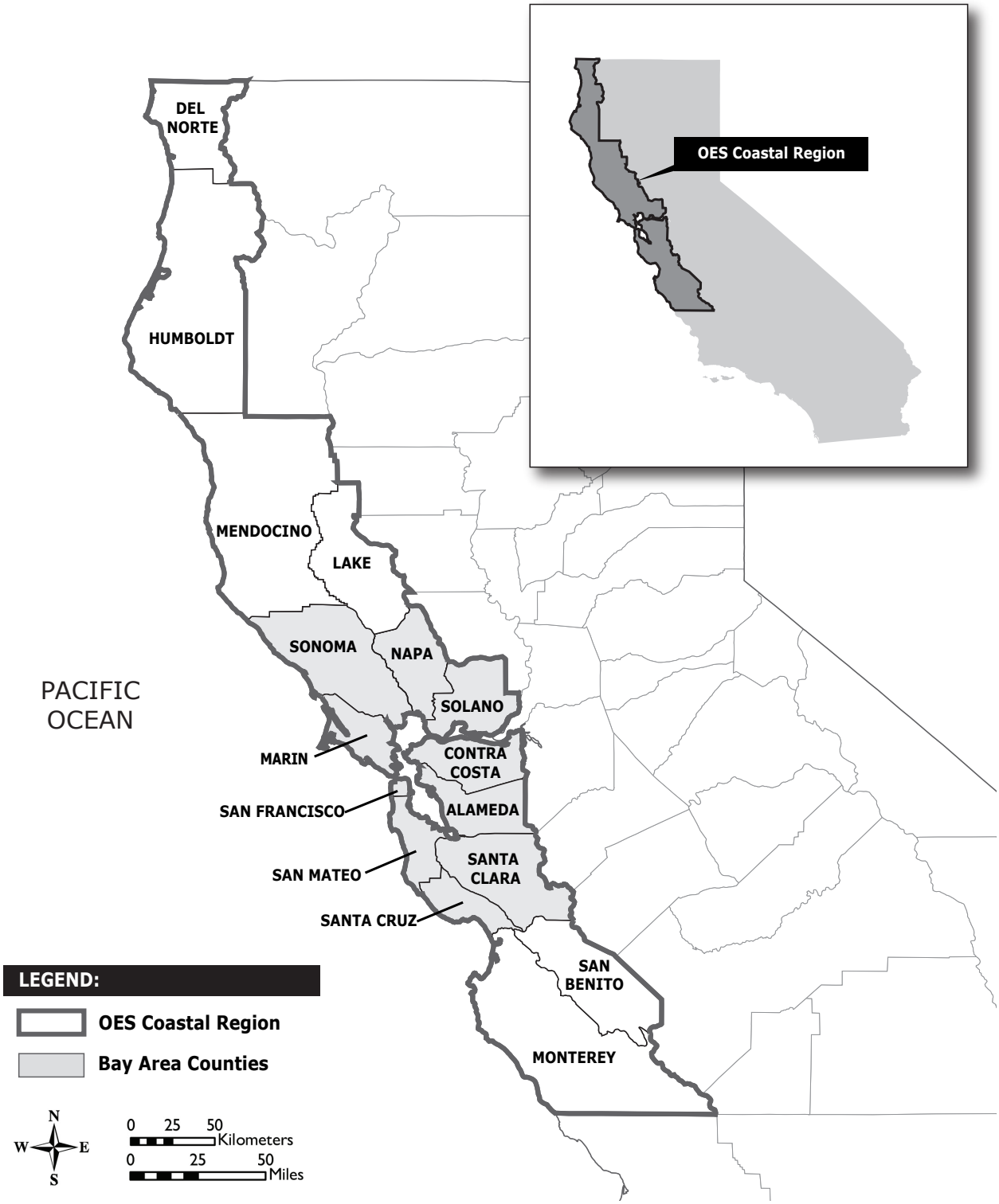

Figure 1
OES Coastal Region and Bay Area Counties

- Coordination of funding resources for recovery efforts, including state and Federal assistance programs
- Initiation of the process for long-term recovery
- Facilitation of restoration of the region's economy, including such sectors as financial services, shipping, and manufacturing.

Local governments and regional entities will set their own objectives for recovery, depending on the specific effects of a disaster in their respective jurisdictions.

PLAN DEVELOPMENT AND MAINTENANCE

OES Coastal Region is responsible for the maintenance, revision, and distribution of the RECP and its subsidiary plans. In coordination with the Mutual Aid Regional Advisory Committee, OES Coastal Region will assess the need for revisions annually. Refer to the RECP Base Plan for further details regarding plan development and maintenance.

Section 2 | RECP Recovery Subsidiary Plan

Planning Assumptions and Considerations

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Section 2 – Planning Assumptions and Considerations

The RECP Recovery Subsidiary Plan reflects the following assumptions.

- The incident is of such magnitude that the Governor declares a State of Emergency; the President declares a major disaster; and the Federal Government implements a response under the National Response Framework.
- All ten counties in the Bay Area region are affected by the incident and are included in the Presidential declaration of disaster.
- Individuals, families, businesses, and communities make recovery decisions based on their respective circumstances. Government cannot necessarily direct recovery efforts at this level, but can stimulate recovery by stabilizing the community, facilitating the restoration of services, reducing obstacles, and providing financial assistance.
- Disaster victims will generally seek to remain in their communities. If they cannot do so, they may choose to leave the area permanently. This potential loss of residents, and the corresponding economic and social disruption, may influence short-term recovery decisions.
- Aftershocks may create additional damage, present rebuilding safety issues, impede construction efforts, and contribute to continued business disruptions. Recovery efforts must be adjusted accordingly.
- Local governments will be forced to balance the need to recover as soon as possible to preserve their social and economic systems with the competing need to develop communities that are more disaster-resistant. This tension will affect how recovery resources will be used and how recovery programs will be managed.
- Local governments will face challenges initiating recovery while they directly address the immediate needs of their citizens, work within significant fiscal constraints, and address shortages of staff (who also may have been affected by an incident). Especially hard hit communities may need extensive planning, engineering, environmental, and financial assistance to succeed during the recovery process.
- Recovery will begin at different times and proceed at different rates throughout the affected region, depending upon the severity of impacts and localized effects of the incident. Consequently, response and recovery will occur simultaneously — a process which governmental mechanisms must be prepared to support.

- Building codes and permitting processes, particularly those related to the seismic retrofit of public and private facilities, will play a significant role in the recovery process. To the extent that these impacts can be understood and addressed in advance, the rate and quality of recovery will be enhanced.
- Many Bay Area residents do not maintain earthquake insurance on their homes and businesses. Unlike most other natural disasters, rebuilding following an earthquake will require a massive amount of financing, which will be in short supply. This will significantly impede repair and reconstruction as owners may choose to abandon, rather than repair, their properties.
- Private industry will be involved in many ways — as a resource provider, a resource consumer, and a coordination partner. Established structures at the state, regional, and local level to coordinate recovery will include active involvement of the private sector.
- Resources available under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (the Stafford Act)[2] will provide only part of the Federal financial resources package needed for recovery. Other Federal agencies, acting under their own authorities and supplemental appropriations from Congress, will provide other resources that must be integrated into the recovery planning and execution process.
- Resources such as insurance, Federal loans and grants, and private sector resources will be insufficient to encourage the recovery of permanent housing for a significant portion of the population. Supplemental Federal resources may be made available; however, state and Federal housing agencies should identify as a high priority the preparation of a plan for this issue in the immediate aftermath of an incident.
- Over the course of long-term recovery, OES may not serve as the lead state agency for coordinating the interagency recovery process at the state level, apart from the administration of Stafford Act recovery programs by the Federal Emergency Management Agency (FEMA).
- A recovery coordinating organization may be needed to direct recovery resources and establish short-term recovery priorities for the allocation of discretionary funding that will flow to the state. During the initial 90-day recovery period, the Governor may appoint a Regional Recovery Task Force to organize long-term efforts and ensure coordination with local, regional, Federal, and private sector agencies.

[2] 42 United States Code § 5121 et seq.

Section 3 | RECP Recovery Subsidiary Plan

Roles and Responsibilities

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Section 3 – Roles and Responsibilities

Table 1, below, provides a general summary of the organizations involved in recovery at each level of government, and the primary role of each. During short-term recovery, the respective roles of participants are as follows.

REGIONAL RECOVERY COORDINATION

Operations Under SEMS

As described in the RECP Base Plan, local, county, regional, and state agencies respond to an emergency or disaster in accordance with SEMS. Under SEMS, local governments and special districts respond directly to incidents within their respective jurisdictions, and request resources through mutual aid systems and Operational Area Emergency Operations Centers (EOCs). OES, through the Regional Emergency Operations Center (REOC) and State Operations Centers (SOC), provides resources to support the Operational Areas by engaging resources in other regions of the state, state agencies, or out-of-state resources, or, if the President has declared an emergency or disaster, the Federal Government.

Local Transition to Recovery

As previously described, the emphasis of local, state, and Federal activities shifts from response to relief and short-term recovery as the requirements to save lives, protect property, and protect public health and safety diminishes. During this phase, state and local governments begin the transition out of EOC-oriented operations and to organizations that are designed to facilitate recovery operations. A jurisdiction may ultimately transition to a recovery organization that is not based in the EOC, or may move recovery functions to specific departments for which these functions are part of the departments' respective missions. Consequently, the emergency response agencies of local governments and the Operational Areas tend to have a diminishing role in recovery activities as the recovery proceeds.

State and Federal Transition to Recovery

The state and Federal governments experience a similar transition. Immediately upon the occurrence of an incident, FEMA deploys an Incident Management Assistance Team (IMAT) to the SOC to coordinate response operations with the state. FEMA and the state subsequently establish a Joint Field Office (JFO) in or near the area affected by the disaster; and the JFO becomes the focal point for coordinating Federal support. As the emphasis shifts from response to recovery, Federal support shifts from direct Federal assistance for response operations to implementation of Federal recovery programs,

Table 1: General Organization and Roles

Organization	Examples	Organization	Primary Role
Local Governments	• City governments • County governments • Special districts	• Initially: EOC-based, in accordance with SEMS • Transition to department-based activities	• Resume government functions • Facilitate all aspects of recovery within respective jurisdictions • Request assistance from state and Federal Government
Non-Governmental Organizations and Community-Based Organizations	• American Red Cross • Members of Voluntary Organizations Active in Disaster (VOAD)	Varies by organization	• Provide recovery assistance to individuals in accordance with their missions
Regional Infrastructure Owners	• Public utilities, e.g. East Bay Municipal Utilities District • Regional entities, e.g. Bay Area Rapid Transit (BART) • State entities, e.g. California Department of Transportation (Caltrans)	Varies by organization	• Restore basic services • Initiate immediate repairs • Initiate planning for and implementation of, permanent repairs
OES	N/A	• Initially operates from the REOC and SOC; Advance Planning Unit focuses on recovery in coordination with state and Federal catastrophic plans • Transition to Joint Field Office with FEMA	• Lead state-level coordination of recovery efforts • Coordinate resources to support recovery • Coordinate Stafford Act assistance programs • Coordinate with FEMA to implement ESF #14
State Agencies	• Caltrans • California Department of Social Services	• Department Operations Centers; may also provide support to the SOC • May transition to Joint Field Office with OES • State-funded and non-Stafford Act programs may operate independently of Joint Field Office	• Provide resources for recovery • Implement state-funded recovery programs • Coordinate non-Stafford Act Federal recovery programs, if appropriate
FEMA	N/A	• Initially: From the Regional Response Coordination Center and through the IMAT operating at the SOC with OES • Transition to Joint Field Office with OES	• Coordinate delivery of Federal resources under the National Response Framework • Deliver Stafford Act assistance programs • Coordinate with OES to implement ESF #14
• Federal Agencies	• U.S. Army Corps of Engineers • Federal Highway Administration • U.S. Department of Housing and Urban Development	• Initially: IMAT operates from SOC • Transition to Joint Field Office with FEMA • Non-Stafford Act programs may operate independently of Joint Field Office	• Provide resources under the National Response Framework • Deliver non-Stafford Act Federal recovery programs, if appropriate • Support ESF #14 operations

which generally provide financial assistance to individuals or grants through the state to local governments and other entities. FEMA also coordinates the activities of Emergency Support Function (ESF) #14 – Long-Term Community Recovery, from the JFO. Ultimately, the JFO transitions to a long-term recovery office that focuses on supporting state and local recovery efforts.

Regional Recovery Task Force

As described further in this section and in Section 8, the Governor may appoint a Regional Recovery Task Force to provide a mechanism for coordinating recovery priorities within the region. The Task Force does not play a direct role in requesting and implementing Federal assistance; nor is it the central mechanism through which all such requests are coordinated. It does, however, provide a venue for local jurisdictions and regional entities to raise issues and coordinate priorities, ensure that important regional priorities are not neglected, and encourages effective use of resources.

Figure 2 illustrates relationship among participants during recovery operations. Specific elements are described below.

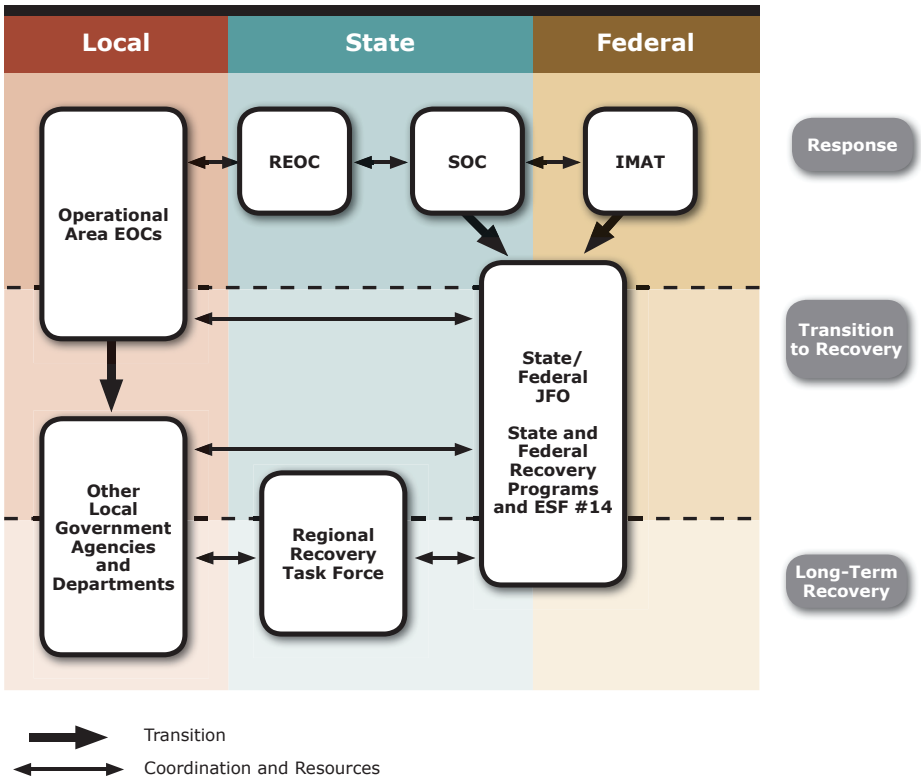

Figure 2
Coordination Among Participants in Recovery Operations

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Section 4 | RECP Recovery Subsidiary Plan

Concept of Operations

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Section 4 – Concept of Operations

TRANSITION FROM RESPONSE TO RECOVERY

The transition of operations from emergency response to the incident to full-scale recovery activities 90 days after the incident is gradual, and not defined by a specific occurrence or point in time. Figure 3 depicts the relationship between response and recovery.

Response Operations

Response activities are characterized as those immediate efforts necessary to save lives, protect property, and protect public health and safety. Response activities begin at the time of the incident and generally conclude when:

- Immediate threats have been eliminated
- Public safety agencies are no longer conducting widespread life-safety missions
- Mutual aid resources return to their respective jurisdictions
- Displaced individuals and families have been sheltered.

Short-Term Recovery/Relief

Recovery operations begin concurrently with or shortly after the commencement of response operations. Short-term recovery activities occur within 90 days of the incident, but may continue beyond that point. Short-term recovery includes actions required to:

- Stabilize the situation
- Restore services
- Begin the process of restoring community and economic functions.

Recovery operations are typically handled by the departments of local and county governments, as well as by regional agencies. These entities may coordinate recovery functions as part of their daily missions or functions. Recovery activities typically include:

- Damage assessment
- Debris removal
- Restoration of utilities such as water and power services
- Restoration of basic transportation services and routes
- Provision of temporary housing
- Provision of financial assistance to individuals and families
- Initiation of processes to recover disaster-related costs through Federal grant programs

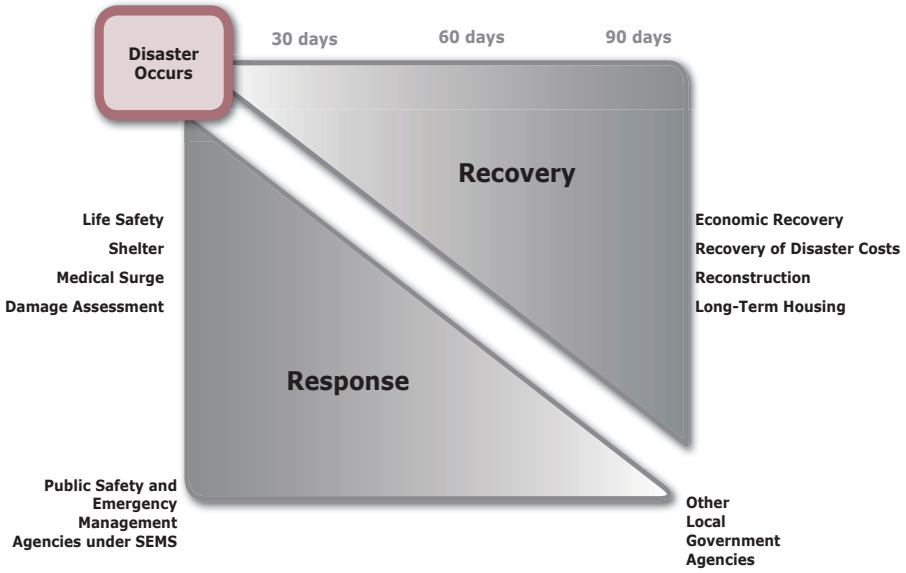

Figure 3
Transition from Response to Recovery

Long-Term Recovery

Long-term recovery includes those activities necessary to restore a community to its pre-disaster state, given the inevitable changes that result from a major disaster. Long-term recovery requires significant planning to maximize opportunities and mitigate risks after a major incident. Long-term recovery can continue for years and may include the following:

- Reconstruction of public and private facilities and infrastructure
- Planning and rebuilding of housing
- Implementation of waivers, zoning changes, and other land use legislation to promote recovery
- Provision of long-term assistance to displaced families, including financial support as well as social and health services
- Restoration of the local economy to pre-disaster levels
- Integration of mitigation strategies into rebuilding efforts
- Recovery of disaster-related costs for infrastructure restoration through Federal grant programs.

SPECIFIC RECOVERY ELEMENTS

Individuals, Families, and the Private Sector

Individuals and families try to stabilize their circumstances by seeking adequate shelter, assessing damage to their property, resuming work and other regular activities, applying for Federal assistance, and

obtaining insurance proceeds. Individuals and families may choose to relocate if the damage to their residences and places of work is significant.

The private sector engages in activities necessary to resume business operations, including assessing damage, implementing continuity of business plans, caring for employees, shifting operations to temporary facilities or other locations, applying for Federal assistance, and obtaining insurance proceeds. As with individuals and families, businesses may choose to relocate, or close down, if the level of damage to the community is significant. As part of a public/private partnership, businesses also may play a key role in donating goods and services for community recovery.

Local Governments

Local government, including counties, cities, and special districts, and regional entities organize recovery operations according to their respective priorities and mechanisms for conducting business. In addition, these jurisdictions may work with neighboring jurisdictions to share resources or address common problems. Regional entities, such as the Metropolitan Transportation Commission (MTC), also play a role in setting priorities and obtaining resources for recovery within their respective areas of authority.

These organizations may undertake the following actions to stimulate recovery within their respective communities:

- Remove debris and open transportation routes
- Restore public services, including transportation and publicly owned utilities
- Activate Local Assistance Centers and other functions to assist individuals and families with recovery
- Work with state and Federal officials to assess damage, identify needs, and secure financial assistance for response and recovery
- Assess the housing situation, identify potential solutions, and request support
- Assess damage to public facilities and initiate temporary repairs
- Assess damage to private property and issue permits for repairs and demolition
- Resume governmental functions
- Begin planning for long-term recovery
- Enact appropriate zoning variances to accommodate business and commercial repairs
- Assist with the identification of temporary housing and business space.

Local and regional governments may request support from the state and Federal Governments for recovery activities through SEMS. For example, jurisdictions may request support for:

- Inspections of damaged residences and other buildings, which OES provides using volunteer inspectors under the Safety Assessment Program
- Emergency transportation to enable workers to reach their jobs despite damage to transportation infrastructure, and; OES may request that FEMA coordinate direct Federal assistance for this purpose.

These jurisdictions also work simultaneously through state agencies to obtain funding under Federal assistance programs. Coordination and delivery of these programs generally occurs outside of SEMS, as further described.

Non-Governmental and Community-Based Organizations

Non-governmental and community-based organizations play a key role in providing support for community recovery. VOAD, which includes organizations such as the American Red Cross and the Salvation Army, provides support to individuals and families who are displaced by a disaster and work with governmental organizations to support the transition from care and shelter operations to interim housing arrangements. Community organizations active before a disaster may expand their services to meet increased needs. Such groups include churches, neighborhood health clinics, and food distribution agencies. Non-governmental and community-based organizations provide services ranging from management of donations to and assistance to individuals to support reconstruction of housing. They provide these services independently or in coordination with Federal, state, and local efforts.

OES and State Agencies

OES coordinates regional and statewide recovery operations, assistance from other state agencies, and assistance from the Federal government. At first from the REOC and SOC, then from the Joint Field Office, OES:

- Coordinates directly with other state agencies, other states, and FEMA to provide resources requested by local governments through SEMS
- Under the direction of the State Coordinating Officer, implements disaster assistance programs with FEMA and coordinates the implementation of ESF #14 operations (these programs are described in more detail in Sections 6 and 7, respectively)

- Through the Advance Planning Unit, begins assessing short- and long-term recovery needs and developing plans for implementation. Advance Planning prioritizes recovery actions, sets deadlines, and identifies resources; short and long term recovery plans, developed in collaboration with affected communities, become the basis for the Regional Recovery Task Force, which guides recovery activities after response operations end.

Other state agencies may provide support to local governments under their respective authorities, or under other Federal programs. For example, Caltrans implements the Federal Highway Administration's Emergency Relief Program, under which the agency provides funding for the restoration of damaged roads, bridges, and other features that are considered to be part of the system of Federal-aid routes.

FEMA, Federal Agencies, and ESF #14

As previously described, a major earthquake in the region triggers an immediate Presidential declaration of disaster. The Federal Government provides support response and recovery under the National Response Framework, immediately mobilizes resources in anticipation of likely needs, and provides those resources to state and local governments upon request from the state. FEMA coordinates Federal response and recovery operations.

- **Direct Federal Assistance**. At the request of the state, FEMA coordinates direct Federal assistance to state and local governments through designated ESFs. For example, under ESF #3, Public Works and Engineering — the U.S. Army Corps of Engineers provides support for removal of debris when state and local capabilities are exceeded. To provide this support, the U.S. Army Corps of Engineers may deploy its own contractors to remove debris.
- **Recovery Programs**. Under the Stafford Act, FEMA also coordinates Federal recovery programs, which may include:
  - Assistance for individuals and families through the Individual and Household Program, including provision of temporary housing
  - Assistance to state and local governments and certain private non-profit organizations for extraordinary costs related to response, removal of debris, and damage to buildings and infrastructure through the Public Assistance Program
  - Assistance to state and local governments through the Hazard Mitigation Grant Program for measures to reduce damage from future disasters.

A Federal Coordinating Officer, working with the State Coordinating Officer, oversees the implementation of these programs, which are described in Section 6.

- **Other Federal Programs**. Other Federal agencies may implement non-Stafford Act recovery programs, or programs authorized under disaster-specific legislation. For example:
  - The Small Business Administration provides low interest loans for repairs to damaged homes and for damage to businesses
  - The Federal Highway Administration provides funding to state and local governments for the restoration of damaged roads, bridges, and other features that are part of the of the system of Federal-aid routes.

  Section 6 also describes some of these programs.

- **Delivery of Federal Assistance Programs**. FEMA coordinates Stafford Act programs, such as the Public Assistance Program, with OES through the Joint Field Office. Coordination of other programs, such as the Emergency Relief Program, may occur outside the Joint Field Office. Federal funding for these programs, such as the Public Assistance Program, may pass through the state, or be delivered directly to recipients, such as with assistance to individuals through the Individual Housing Program. However, these programs generally are not implemented through SEMS. For example:
  - A city public works department seeking assistance for repairs to damaged infrastructure applies for Public Assistance funding through OES to FEMA, and works directly with OES and FEMA to obtain that funding
  - A county transportation department seeking assistance for repairs to a Federal-aid route applies for Federal Highway Administration Emergency Relief Program funding through Caltrans, and works directly with Caltrans to obtain that funding.

- **ESF #14**. FEMA also coordinates the activities of ESF #14 – Long-Term Community Recovery– with OES through the Joint Field Office. Through ESF #14, Federal agencies help affected communities identify recovery needs and potential sources of recovery funding, and provide technical assistance in the form of recovery planning support, as appropriate. ESF#14 leverages and increases the effectiveness of Federal recovery assistance through coordination and collaboration among Federal agencies and local communities. Working with local governments, OES identifies communities for which this mechanism is necessary. ESF #14 operations are described in Section 7.

Regional Recovery Task Force

If a disaster, such as a major earthquake, is so severe that the recovery of the region is affected, the Governor, or designee, convenes a Regional Recovery Task Force to coordinate regional recovery actions. The Task Force reports to the Governor, or designee, and is composed of local, regional, state, and private sector leaders representing important components of the recovery, such as transportation and business sectors upon which the region depends. The Task Force:

- Provides a forum for community leadership for recovery issues that are regional in scope
- Encourages and oversees appropriate planning and analysis in support of recovery
- Develops regional solutions to issues involving multiple jurisdictions and counties
- Facilitates the prioritization of activities if there is competition for recovery resources
- Represents the region's interests in discussions with the state and Federal governments, particularly with regard to long term recovery planning under ESF #14 and disaster-specific initiatives at the state and Federal levels
- Efficiently applies state and Federal resources to regional recovery issues.

The Task Force is described in more detail Section 8. Examples of Recovery Task Force Working Groups that may be developed to address specific recovery issues are described in Section 9.

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Section 5 | RECP Recovery Subsidiary Plan

Potential Regional Needs for Recovery

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Section 5 – Potential Regional Needs for Recovery

As emergency response activities subside, local governments must coordinate their recovery efforts to address, among others, the following issues:

- Restoration of utilities, transportation, and other infrastructure
- Recovery of medical care, including not only the operations of major hospitals, but also the availability of prescriptions and the restoration of services provided by long-term nursing facilities and community clinics
- Alternative financing for recovery activities, given the timeframe for disbursement of Federal recovery grants
- Departure of residents and businesses if basic facilities and infrastructure are not restored
- Impact on public and private sector workers as a result of damage to housing, schools, and regional transportation; if these essential components are not restored quickly, employees, and possibly their employers, may leave the area
- Impact on employers if infrastructure necessary for business, such as ports and transportation lines are not restored; national firms with locations out of the area may relocate
- Restoration of small businesses, which must resume operations within a few weeks in order to survive
- Restoration of tourism, which will not return to pre-disaster levels unless substantial recovery is achieved and publicized nationally
- The return of private facilities, such as hotels and auditoriums, to their original functions.

Neighborhoods will recover according to varying timeframes, depending on the pre-existing social and economic conditions of an area. For example, a wealthy neighborhood can recover through the resources of the local businesses and residents, while an area of poverty will require substantial government help to return to normal. Local elected officials can work with the Regional Recovery Task Force to review and select neighborhoods that need more recovery support than others. Given limited resources, decisions may be made to restore certain neighborhoods before others. In addition to financing, recovery support can include temporary zoning changes. In the first 90 days of recovery, elected officials may temporarily set aside zoning restrictions, if necessary. As a community recovers, such changes or regulatory moratoriums can become variances. Through local input to

the Regional Recovery Task Force, the state may consider a temporary moratorium on sales taxes to encourage businesses to remain in the region.

The private sector plays a significant role in the recovery of local governments — the Regional Recovery Task Force or other local recovery organizations should involve liaisons from private businesses in their decision-making process. Banks can provide low interest loans to small businesses and individuals before FEMA funds become available. Support centers, similar to local assistance centers for individuals, can provide small businesses with banking services and advice on insurance, tax breaks, and other sources of funding. Support centers need to be coordinated across the region to ensure consistency and accuracy of information. Some local communities may not know about the resources that are available to them. The Task Force can establish a clearinghouse for local governments to access private resources.

Existing resources are available from respective county and city departments to help local government planners anticipate what the recovery needs are likely to be in the 90 days after an incident. Some examples include:

- Specific response-recovery inventories, such as shelters, which may anticipate social and economic needs of neighborhoods
- Property record systems, such as housing characteristics identified in tax records
- Strategic plans that detail future projects such as school buildings and other public developments
- Information about public infrastructure and buildings, available through the state and local governments, that implement Hazard Mitigation Grant Program projects
- Guidance and templates of emergency waivers and other recovery strategies.

Section 6 | RECP Recovery Subsidiary Plan

Recovery Programs

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Section 6 – Recovery Programs

The state and Federal governments are authorized to implement a variety of programs to assist individuals and families; businesses; local, regional, and tribal governments; and private non-profit organizations with recovery from disasters. These programs range from assistance to individuals for temporary housing to funding that allows communities to take advantage of redevelopment opportunities and to include mitigation measures to make the region safer.

Major programs are described in Tables 2 and 3 at the end of this section. The implementation of these programs may depend on local, state, and Federal declarations of emergencies and disasters.

LOCAL EMERGENCY

A local emergency must be declared within 10 days of an incident. If the OES Director concurs, the local government may be eligible for state funding to restore public infrastructure and facilities. Under a director's concurrence, costs for emergency response are not eligible for reimbursement.

STATE OF EMERGENCY

Once a local emergency is declared and the OES Director concurs, the Governor may declare a state of emergency. A state of emergency triggers various state assistance programs, and is a necessary precursor to a Presidential declaration of emergency or disaster. Before the Governor declares a state of emergency, affected Operational Areas submit initial damage estimates to OES to describe the level of need.

PRESIDENTIAL DECLARATION

The Governor may request that the President declare an emergency or major disaster if the incident exceeds the response and recovery capabilities of state and local governments. The request is submitted to the President through the FEMA Region IX Regional Administrator. The President's decision to declare an emergency or major disaster is generally based on a joint state/Federal preliminary damage assessment. However, if the level of damage is immediately apparent, such as with a major earthquake, the President may declare a disaster at the Governor's request without a preliminary damage assessment. Based on the level of damage, the President determines the counties that should be included in the declaration, and the types of Federal assistance that may be available in the declared counties. For example, one county may be determined to be eligible for the Individual and Household Program and Public Assistance; while in an adjacent county only certain categories of Public Assistance may be available.

OTHER FEDERAL PROGRAMS

Tables 2 and 3 provide information about major assistance programs available following emergencies and disasters. The Federal Government may implement other forms of assistance that are not described in these tables. These programs may fall within the specific, non-disaster authorities of other Federal agencies. For example, the U.S. Army Corps of Engineers implements the PL 84-99 Rehabilitation and Inspection Program to assist state and local governments with damage to flood control works for facilities that are enrolled in the program, regardless of whether an emergency or disaster has been declared. Additional programs become available through declarations of economic disaster, such as programs for agricultural producers.

DISASTER-SPECIFIC APPROPRIATIONS

At both the state and Federal levels, legislative action may be taken following a major disaster to provide funding for needs not specifically addressed by existing authorities such as the Stafford Act. Because such programs are incident-specific, they are not described herein. These programs may be coordinated through the Joint Field Office and subsequent long-term recovery operations described in Section 3; or they may be implemented through separate mechanisms, depending on the specific legislation.

PROGRAMS IMPLEMENTED BY NON-GOVERNMENTAL ORGANIZATIONS AND COMMUNITY-BASED ORGANIZATIONS

Voluntary organizations and other Non-Governmental Organizations and Community-based Organizations implement a wide variety of programs to assist individuals, families, and communities recover from disasters. These programs range from assistance with temporary housing and meeting unmet essential needs to reconstruction of housing.

Local Assistance Centers

A Local Assistance Center is a centralized location where individuals and families can access available disaster assistance programs and services following a disaster. Local, state, and Federal agencies, as well as non-profit and voluntary organizations, may provide staff at the centers. The Federal Government may open separate assistance centers through which only the services of Federal programs are offered.

In cooperation with OES, city and county government officials assess the need for and establish Local Assistance Centers. OES ensures that an appropriate number of Local Assistance Centers are established, based on assessed needs, and coordinates the participation of state and Federal agencies at the centers. Not all areas affected by an incident will require Local Assistance Centers. OES may provide financial support to local governments for the operation of Local Assistance Centers through the California Disaster Assistance Act.

If many Local Assistance Centers are established in the region, the Regional Recovery Task Force may establish an Oversight Team of representatives from local, state, and Federal governments and non-profit organizations who have a lead role in providing recovery services. The Oversight Team:

- Ensures that services in centers are standardized and that victims receive the same services throughout the region
- Ensures interoperability within, and between, the centers
- Facilitates information sharing across providers and services available in each center
- Collects information regarding people served in different neighborhoods and the kinds of services accessed: this gives Recovery Task Force planners an overall view of the changing status of recovery, and maintains accountability for state and local governments when they provide data to support government claims for funding of Local Assistance Centers operations
- Makes decisions to increase the number of Local Assistance Centers or to scale down and consolidate the centers according to need.

Table 2: Support for Emergency Response and Restoration of Infrastructure

Program/Agency	Description	Activation	Recipients	Implementation
California Disaster Assistance Act (State Public Assistance Program), OES http://www.oes.ca.gov/Operational/OESHome.nsf/ALL/FB7392EA1E6E8D48882571AE006E3930?OpenDocument	Reimbursement for emergency response, removal of debris, and infrastructure restoration costs	• Local Proclamation with Director's concurrence: only restoration of infrastructure is eligible • Governor's proclamation of state of emergency: all categories of work are eligible	Local governments in areas for which a local or state emergency has been proclaimed	Local government must proclaim an emergency and request a Director's concurrence of the Governor's declaration within 10 days of an incident State: 75 percent Local: 25 percent
Public Assistance Program, FEMA http://www.fema.gov/government/grant/pa/index.shtm	Reimbursement for emergency response, removal of debris, and infrastructure restoration costs	• Presidential declaration of major disaster: all categories of work are eligible • Presidential declaration of emergency: only costs for emergency response and removal of debris are eligible.	State, local, and tribal governments; special districts; and certain private non-profits in declared counties	The State of California serves as the Grantee. Federal: 75 percent State: 18.75 percent Local: 6.25 percent
Safety Assessment Program, OES http://www.oes.ca.gov/Operational/OESHome.nsf/PDF/SAPInfoFlyer/$file/SAPInfoFlyer.pdf	Provides volunteer inspectors to assist local governments with evaluating the safety of homes, buildings, and infrastructure		Jurisdictions affected by an incident that require assistance with building inspections	Assistance is requested through SEMS
Hazard Mitigation Grant Program, FEMA http://www.fema.gov/government/grant/hmgp/index.shtm	Post-disaster grants for projects that minimize the potential for damage in future disasters	Presidential declaration of a major disaster	State and local governments and special districts; statewide	OES selects and prioritizes applications. FEMA provides funds to OES, which provides sub-grants to applicants.
Emergency Relief Program, Federal Highway Administration http://www.fhwa.dot.gov/reports/erm/index.cfm	Emergency repairs or permanent restoration of federal roads and highways	Determination by the Administrator of the Federal Highway Administration at State request	Federal-aid roads and highways damaged by disaster	Administered by Caltrans, which requests funds from the Federal Highway Administration Division Office and works with local jurisdictions and the Federal Highway Administration to administer the program 100 percent Federal if work completed within 180 days of disaster. 88.53 percent Federal 8.6 percent state 2.87 percent local

Table 3: Programs for Households and Businesses

Program/Agency	Description	Activation	Recipients	Implementation
State Supplemental Grant Program, California Department of Social Services http://www.cdss.ca.gov/dis/CALIFORNIA_1474.htm	Additional financial assistance to meet needs unmet by FEMA's the Individual and Household Program	Only active when FEMA's Individual and Household Program is activated.	Families and individuals who have received maximum assistance from FEMA's Individual and Household Program but are in need of more funding	Up to $10,000 available per household
Individual and Household Program, Housing Assistance, FEMA http://www.fema.gov/news/newsrelease.fema?id=5404	• Temporary Housing: money to rent a hotel or apartment if none are available, a trailer or mobile home may be provided • Repair: money for homeowners to repair damage not covered by insurance. • Replacement: money to replace a home damaged in a disaster (under rare conditions) • Permanent Housing Construction: direct assistance or money for the construction of a home (under rare conditions)	Presidential declaration of major disaster.	• Individuals and families in declared counties with uninsured losses. • Replacement and permanent construction funds are eligible under very limited circumstances.	• Individuals apply directly to, and receive benefits directly from, FEMA (1-800-621-FEMA ([3362]) • Individuals must comply with federal flood insurance requirements for repair, replacement, and permanent construction • Up to $28,200 per household.*
Individual and Household Program, *Other Needs Assistance, FEMA http://www.fema.gov/news/newsrelease.fema?id=5404	Funds for damaged personal property or disaster-related expenses, appliances and furnishings, heating fuel, cleanup items, moving and storage costs, medical or funeral costs	Presidential declaration of major disaster.	Individuals in declared areas.	• Individuals apply directly to, and receive benefits from FEMA (1-800-621-FEMA ([3362]) • Assistance counts towards cap on Individual and Household Program.

*This amount is adjusted annually

Table 3: Programs for Households and Businesses (Continued)

Program/Agency	Description	Activation	Recipients	Implementation
Community Disaster Loan Program, FEMA http://www.fema.gov/government/grant/fs_cdl.shtm	Loans to municipalities that have suffered loss of revenue; recipients are expected to repay the loan unless they can demonstrate they are unable to repay the loan for three consecutive years after an incident due to continued economic distress resulting from the disaster	Presidential Declaration of major disaster.	Jurisdictions in declared counties.	Municipalities apply for assistance through the Governor's Authorized Representative; loans not to exceed 25 percent of the local government's annual operating budget for the fiscal year in which the major disaster occurs, up to a maximum of $5 million
Disaster Recovery Community Development Block Grant, U.S. Department of Housing and Urban Development http://www.hud.gov/offices/cpd/communitydevelopment/programs/dri/cdbg.cfm	Grants to aid recovery from declared disasters, especially in low-income areas; funds for housing, economic recovery, infrastructure repair, mitigation; at least half of funds must benefit low- and moderate-income persons	Presidential declaration of a major disaster	States and local governments and Community-based Organizations (through state and local governments).	Housing and Urban Development notifies eligible governments who then must submit an Action Plan for Disaster Recovery that describes the needs, strategies, and projected uses of the Disaster Recovery funds.
Physical Disaster Loans for Individuals, Small Business Administration http://www.sba.gov/localresources/disasteroffices/disaster_recov/index.html	Permanent rebuilding and replacement of uninsured or underinsured privately owned real or personal property damaged in disaster	Presidential declaration or Small Business Administration administrative declaration	Individual homeowners or renters	• Governor must request a Presidential declaration or a Small Business Administration administrative declaration. • Individuals apply for assistance from the Small Business Administration. For up to $200,000 to repair a home and up to $40,000 to replace personal property
Physical Disaster Loans for Businesses, Small Business Administration http://www.sba.gov/localresources/disasteroffices/disaster_recov/index.html	Repair or replacement of real property, machinery, equipment, fixtures, and inventory	May be available when a county has at least 25 homes or businesses that each has sustained uninsured losses of 40 percent or more of their value as a result of the disaster.	Individual business owners in a declared disaster area	Business owners apply directly to the Small Business Administration for up to $1.5 million per qualified business

Table 3: Programs for Households and Businesses (Continued)

Program/Agency	Description	Activation	Recipients	Implementation
Economic Injury Disaster Loan Program, Small Business Administration http://www.sba.gov/localresources/disasteroffices/disaster_recov/index.html	Provides financial assistance to small businesses suffering economically as a result of a physical disaster or an agricultural production disaster.	Economic injury loans may be available if the Governor (or designee) certifies that at least five businesses have experienced substantial economic injury as a result of the disaster.	Small businesses and small agricultural cooperatives that have suffered economically as a result of a disaster.	Up to $1.5 million available per eligible business
Various programs, Economic Development Administration http://www.eda.gov/AboutEDA/Programs.xml	Provides grants and loans to promote economic development and recovery	Not tied to declaration of emergency or disaster.	State and local governments, special districts, and planning organizations. Loans and grants may be provided by these agencies to private companies	Supports eligible businesses through existing programs of local governments and regional organizations.
Rural Development Program, Grants and Loans, U.S. Department of Agriculture http://www.rurdev.usda.gov/rd/index.html	Provides grants and loans for housing and infrastructure and economic development	Not tied to declaration of emergency or disaster.	State and local governments, special districts, and planning organizations; households; and small businesses.	• Amount of funds depends on the circumstances of damages incurred in rural areas • Funding is available in rural areas
Crisis Counseling Assistance and Training Program, FEMA and U.S. Department of Health and Human Services http://www.fema.gov/assistance/process/additional.shtm	Provides funds to the state for screening, diagnostic, counseling and outreach services; immediate services and long-term service may be available	Presidential declaration of major disaster	Individuals who have mental conditions caused or exacerbated by a disaster are eligible for services	• State applies for assistance from FEMA • California Department of Mental Health administers the program • Two separate grants - one for immediate and one for long-term (up to 9 months) assistance. •
Disaster Unemployment Assistance, U.S. Department of Labor http://www.fema.gov/assistance/process/additional.shtm	Provides up to 26 weeks of financial and job seeking assistance	Presidential declaration of major disaster	Unemployed or self-employed individuals affected by a disaster who are unable to establish a valid state unemployment insurance claim.	Administered by the California Employment Development Department

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Section 7 | RECP Recovery Subsidiary Plan

Emergency Support Function #14

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Section 7 – Emergency Support Function #14

Under the National Response Framework, ESF #14 – Long-Term Community Recovery provides a mechanism for coordinating Federal support to state, tribal, regional, and local governments, non-governmental organizations, and the private sector to enable communities to recover from the long-term consequences of extraordinary disasters. ESF #14 accomplishes this mission by identifying and facilitating the availability and use of sources of recovery funding, and providing technical assistance (such as impact analyses) for community recovery and recovery planning support. FEMA is the coordinating agency for ESF #14, and is a primary agency for implementation along with the U.S. Department of Housing and Urban Development and the Small Business Administration.

In support of regional recovery, ESF #14 may, among other activities:

- Identify and coordinate potential sources of recovery funding
- Ensure consistency of information sharing between Federal programs and other recovery planning efforts at the local, state, and Federal levels
- Improve the efficiency of the delivery of Federal programs
- Identify key long-term recovery projects at the local level
- Establish links between Federal programs and nontraditional recovery initiatives.

Long-term community recovery processes are tailored to meet local needs and make optimum use of local and state capabilities. Through a structured program, ESF #14 develops the key recommendations at the city, county, regional, and state levels over a period of about 3 to 6 months, depending on the complexity of community needs and the extent of damage. Preparation of a recovery plan typically includes steps such as:

- Formation of planning teams consisting of local, state, tribal, private sector, and Federal representatives
- Participation by governing bodies, advisory commissions, and the public
- Formation of committees of community leaders to address specific recovery areas
- Organization of public meetings to obtain the input of residents
- Inventory and analysis of needs

- Identification of projects and programs with high impact, in terms of recovery
- Selection of strategies, tools, and recommendations for implementation at the local, regional, and state level.

Following development of specific recovery plans, the jurisdiction(s) involved in a plan implement the plan, which may take several years and go beyond the involvement of Federal agencies and their programs.

The Regional Recovery Task Force provides the region with a coordinating element for the implementation of ESF #14. The Task Force may provide leadership for planning teams and committees; planning and technical support; and a mechanism for coordinating ESF #14 efforts within individual jurisdictions throughout the region.

Section 8 | RECP Recovery Subsidiary Plan

Regional Recovery Task Force

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Section 8 – Regional Recovery Task Force

As described in Section 4, the Regional Recovery Task Force provides leadership for coordination of recovery across the region. This section of the RECP Recovery Subsidiary Plan describes the operation of the Regional Recovery Task Force.

MISSION

The Regional Recovery Task Force establishes a vision for the long-term recovery of the region. This vision combines incremental rebuilding driven by individual interests with larger regional restoration driven by public policy. Guided by this vision, the Regional Recovery Task Force identifies, prioritizes, and addresses the short- and long-term issues of recovery. Led by a chairperson appointed by the Governor, the Regional Recovery Task Force recommends policies and plans, and allocates resources that affect recovery programs and services. Local involvement in the Regional Recovery Task Force is critical to ensure that it makes relevant and effective decisions for regional recovery.

By prioritizing recovery issues and coordinating expenditures of public funds and resources for redevelopment, the Regional Recovery Task Force reduces duplication of services and ensures that the activities of the major organizations involved in recovery are focused on common goals. The Regional Recovery Task Force is also the public face for regional recovery, providing the community with updates on restoration efforts, and how individual interests are being balanced with the policy initiatives of the larger community and the region.

COMPOSITION OF THE TASK FORCE

The Regional Recovery Task Force is comprised of local, state, and private sector leaders, and may include representatives from:

- OES
- County governments and Operational Area lead agencies
- Major cities (such as Oakland, San Francisco, and San Jose)
- State agencies and departments, as appropriate
- Association of Bay Area Governments
- Private sector representatives, as appointed by the Governor or designee.

Working Groups may be established to manage the regional approach to specific recovery issues. These Working Groups may include the following topics and participants:

- Debris management : local public works departments, local waste management authorities, the state Integrated Waste Management Board, and the California Environmental Protection Agency
- Transportation: local transportation agencies, the MTC, and Caltrans
- Housing: local housing authorities and community development departments, the California Department of Housing and Community Development, private real estate firms, and local planning organizations
- Economic and community recovery: local economic development and redevelopment agencies and business groups such as the Bay Area Council and the Business Recovery Managers Association.

The Regional Recovery Task Force must have a public information officer to keep the region informed and engaged in the effort, and to maintain confidence in the region's resiliency.

The Regional Recovery Task Force may oversee the work of professional staff selected according to the nature of the region's needs. In a catastrophic incident, the Task Force may evolve into an operating entity with budgetary authority. To support the work of the Task Force, the state may pursue Federal assistance or seek special legislation.

OPERATION OF THE REGIONAL RECOVERY TASK FORCE

The OES Advanced Planning Unit at the SOC, and subsequently at the Joint Field Office, initiates plans for regional recovery. Advanced Planning sets priorities based on the needs of the region, as expressed in situation reports, initial damage assessments, and information collected by state and Federal agency representatives in affected areas. As initial life-safety operations are completed, the Regional Recovery Task Force is formed to assume the process for developing a strategic plan for recovery and to begin the process of coordinating recovery processes across the region. The Task Force continues to lead recovery efforts after the focus of operations moves out of the EOC environment. The Task Force may continue to operate throughout the long-term recovery process, until requirements for regional coordination are no longer evident.

The Regional Recovery Task Force considers existing comprehensive plans, redevelopment plans, education system initiatives, and economic development strategies in affected communities. Because a disaster can change the physical or economic landscape, recovery provides an opportunity to inject resources into promising ventures or to recast the failing ones into new concepts. Examples include

rebuilding of schools or revitalization of major industries and blighted commercial areas. Projects and programs can be building blocks for community improvement or problems to be solved by relocation or reconstruction. An example is a wastewater treatment plant currently in a disadvantageous location but lacking capital resources for system reconfiguration. If an earthquake were to substantially damage the facility, a combination of Federal funds available through the Public Assistance Program, the Hazard Mitigation Grant Program, and the U.S. Environmental Protection Agency with operating efficiency gains might enable the implementation of what is initially considered an unfeasible project.

Regional Recovery Task Force experts consider important community problems that can be solved during a major rebuilding effort, including physical, economic, and social objectives of local governments. For example:

- Issues that impede broader economic benefits for the population, such as job creation in categories suffering high unemployment
- Elements of counties or the region that could be refashioned if large-scale reconstruction becomes necessary
- Resources that require preservation.

The Regional Recovery Task Force may consider prior studies of social needs in the areas of poverty, age, education, and health. Such studies describe the segments of a population that are most vulnerable in the event of a disaster, and can help planners to anticipate needs. Categories of concern include physical housing, personal safety, employment, and financial capacity of affected residents.

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Section 9 | RECP Recovery Subsidiary Plan

Specific Recovery Issues

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Section 9 – Specific Recovery Issues

This section of the RECP Recovery Subsidiary Plan illustrates the implementation of regional recovery operations in four key areas following a major earthquake in the Bay Area. The descriptions provided herein are intended to identify key issues, and are not intended as detailed plans for recovery. Objectives are provided for actions within the first 90 days following an incident.

DEBRIS MANAGEMENT

For major natural disasters, debris removal operations can account for more than 25 percent of disaster recovery costs. Although rapid removal of debris is the first priority, concern should be taken for the impact that various kinds of debris will have on the environment and the logistics of handling debris before it reaches a landfill.

Objectives

- Clear debris for access by first responders.
- Identify mechanisms and sites for staging, reducing, and disposing of debris.
- Provide access for normal business and transportation purposes.
- Identify and remove damaged and unsafe structures.

Assumptions

- A reoccurrence of the 1906 earthquake on the San Andreas Fault would generate 50 million tons of debris, much of it construction and demolition debris from damaged structures.[3]

Constraints

- Transportation infrastructure will be damaged, slowing the movement of debris out of affected areas.
- In general, county and local governments in the Bay Area have in-house equipment and personnel resources and access to contractors for debris removal activities. However, these resources will be overwhelmed by the volume of debris in the most severely affected areas.
- Debris from damaged structures is likely to contain household hazardous waste and other hazardous materials that requires special handling.
- Local governments and regional authorities manage the existing, operating landfills in the Bay Area. The use of that space must be allocated to reduce the impact to host counties. In addition, emergency debris disposal waivers must be

[3] This estimate is based on an analysis conducted by the U.S. Geological Survey and others using FEMA's HAZUS loss estimation system.

addressed with that particular jurisdiction. A key challenge will be the disposal of large amounts of contaminated, electronic, and hazardous materials waste, which may not be acceptable at these facilities.

- Open space for managing debris, including staging, sorting, and reducing materials, is scarce.

Roles and Responsibilities

- Local governments: Identify routes for clearance; remove debris from local roads; demolish damaged public facilities; assess the safety of damaged private structures; and implement permitting and approval of demolition operations.
- Operational Areas: Coordinate support for local and county debris removal operations through the Debris Management Unit of the Construction and Engineering Branch in a typical EOC structure.
- OES: Through the REOC or the SOC, coordinates requests for resources from the Operational Areas to support debris operations; and provides volunteer inspectors under the Safety Assessment Program to assist with inspections of damaged structures.
- Owners of damaged buildings and infrastructure: Assess, secure, and demolish damaged structures.
- County waste management authorities: Oversee waste management operations, including contracts between government and private waste companies
- California Integrated Waste Management Board: State agency designated to oversee, manage, and track California's waste. During recovery, the Board:
  - Manages the partnership of local and state government agencies involved in debris clearance as well as the private operators of waste management systems
  - Coordinates an equitable distribution of debris throughout counties in the region such that no one facility is overwhelmed and the regional system of landfills is able to absorb disaster debris and continue management of daily waste
  - Provides grants and loans to help cities, counties, businesses, and organizations meet the state’s waste reduction, reuse, and recycling goals.
- Caltrans: Removes debris from state highways, and with the California Highway Patrol, identifies and manages routes for transport of debris.

- FEMA: Coordinates direct Federal assistance for removal of debris, provides technical assistance to state and local governments for debris removal operations, and implements the Public Assistance Program to provide funding for state and local debris removal operations.
- U.S. Army Corps of Engineers: Through ESF #3 – Public Works and Engineering – implements direct Federal assistance for debris removal, staging, reduction, and disposal operations using technical assistance teams and contractor resources.
- The environmental aspects of debris removal, staging, reduction, and disposal are addressed by state agencies and regional boards, including the California Environmental Protection Agency, the Bay Area Air Quality Management District, and the Regional Water Quality Control Board.

Strategies

- Local governments establish priorities for debris operations and begin debris removal operations, as follows:
  - Clearance of routes to allow access by first responders
  - Clearance of debris from critical facilities
  - Removal of debris from areas where it will impede recovery, such as from business districts, residential neighborhoods, and routes for mass transit
  - Demolition of unsafe structures.
- Local governments establish sites for temporary staging and reduction of debris as it is removed from streets and other locations. If local resources are not adequate to establish and operate these sites, the state can provide resources or request direct Federal assistance.
- Operational Areas assess resource requirements of local jurisdictions, and, with support from the state, assess the capacities of regional waste disposal facilities.
- The state coordinates support for county and city debris removal operations, as follows:
  - Caltrans removes debris from state highways and prioritizes the reopening of the damaged routes needed to move debris across the region
  - The SOC coordinates the assignment of heavy equipment, owned by state agencies or contractors to the state, to Operational Areas needing support for debris removal
  - The SOC coordinates requests for assistance from the Federal Government, which FEMA coordinates through ESF #3 and the Public Assistance Program.

- Through the Joint Field Office, OES and FEMA coordinate technical and programmatic assistance to cities and counties to ensure debris removal operations are conducted according to Federal requirements, facilitating reimbursement under the Public Assistance Program. At the request of the state, direct Federal assistance may be implemented for all phases of debris operations, including:
  - Assessment of requirements
  - Clearance of emergency routes
  - Establishment and operation of temporary staging and reduction sites
  - Handling of hazardous materials
  - Assessment of damaged structures
  - Transport of debris
  - Monitoring of debris removal contractors
  - Environmental monitoring and responder/worker safety.
- Local governments may seek to reduce threats to public safety from damaged structures, including structures on private property. Local governments may determine that structures on private property pose a threat to public safety and proceed with condemnation and demolition under certain circumstances. Federal funding for such activities may be limited to circumstances in which a threat to public health and safety exists. In such cases, the local government should coordinate these activities with OES and FEMA before proceeding.
- The Regional Recovery Task Force may form a Working Group to address regional management of debris operations and disposal. The Working Group, which may be chaired by a representative of the Integrated Waste Management Board:
  - Facilitates the assignment of resources and allocation of space for staging, reduction, and disposal
  - Assists with efforts to locate additional resources
  - Coordinates regional approaches to environmental requirements with the appropriate agencies.
  - As the response transitions to recovery, local management of debris operations may transition out of the EOC environment to departments with appropriate responsibilities and capabilities, such as departments of public works, environmental services, and building inspection.

- Debris removal and disposal will emphasize reduction and recycling of materials to reduce the impact on landfill space. Recycling of materials may generate revenue that local governments may be required to return to OES and FEMA to offset Federal support for debris operations. As they establish staging and reduction sites, local governments must establish procedures for separation of household hazardous waste and other hazardous materials that cannot be disposed of in landfills.
- As the recovery proceeds, local governments manage demolition of structures through inspections, condemnation, and permitting processes. This process may involve short-term decisions based on safety and long-term decisions based on planning and re-development priorities. In addition, building owners make decisions based on their respective priorities and insurance considerations, which ultimately affect demolition activities.

TRANSPORTATION

A major earthquake will cause significant disruption to the transportation network in the region, affecting not only response capabilities but also the region's capacity for recovery. The region's dependency on cross-bay links and on transportation infrastructure located in areas subject to liquefaction and movement along faults further heightens the region's vulnerability.

Objectives

- Immediately assess the safety of transportation facilities.
- Restore regional transportation as quickly as possible to facilitate response and promote regional recovery.
- Develop regional approaches to restoring systems, including alternate modes, and implement within 1 month of a disaster.

Assumptions

- A major earthquake will cause significant damage to surface transportation routes throughout the Bay Area. Depending on the location and magnitude of the earthquake, hundreds of bridges could be damaged or destroyed. Trans-bay transportation via motor vehicles will be disrupted by damage to or closure of major bridges, until the structures and their approaches are inspected and declared safe for use.
- Passenger rail service in the Bay Area will be curtailed due to displacement, ground failures, and structural damage to aerial structures and bridges. The BART Trans-Bay tube, Caltrain commuter lines on the Peninsula, and Amtrak services could be suspended for an undermined period. It is assumed that rail freight service to the Port of Oakland also will be disrupted while railroad companies make temporary repairs.

- Cargo-handling facilities at the ports of Oakland, San Francisco, Richmond, and Redwood City are expected to sustain significant damage. Piers, harbors, buildings, cranes, and rail lines likely will be damaged. Key cargo-handling infrastructure could potentially be out of commission for 60 days, or more. Containerized cargo operations will need to be temporarily re-routed among Bay Area terminals, or diverted to other west coast ports.
- Ferry terminals in Alameda, Contra Costa, Marin, San Francisco, and Solano counties may suffer damage. However, through establishment of temporary facilities and emergency repairs, ferry service may be available almost immediately.
- The Oakland, San Francisco, and San Jose international airports are expected to sustain significant damage. Airport operations (including passenger-plane runways, lighting, terminal facilities, control towers, terminal buildings, cargo-handling facilities, and access roads) likely will be damaged and could potentially be inoperable for 60 days or more.

Constraints

- Damage to key infrastructure components, such as trans-bay bridges and the BART trans-bay tube, will result in significant detours to other parts of the system that may not be sufficient to handle the additional load, and that also may be damaged.
- Disruption to transit systems will reduce revenue to system operators.
- Transportation system employees will also be victims of the disaster and may have housing and transportation difficulties of their own.
- Restoration of transportation systems and infrastructure that have experienced significant structural damage may take years.
- Federal assistance programs are structured to assist the owner of the damaged infrastructure, limiting the possibility of regional application of assistance funds.

Roles and Responsibilities

- Local and regional agencies manage restoration of transportation infrastructure and systems within their respective jurisdictions. These entities may apply directly to the Federal Government for financial assistance (see Section 3 of this plan).
- Responsibilities for coordination of transportation, in terms of transportation support for emergency response, resumption of regional transit services, and coordination of transportation-related issues at the REOC, are described in the RECP Transportation Subsidiary Plan. That plan describes the respective roles of MTC, OES, Caltrans, the California Highway Patrol, and the Water Emergency Transportation Authority. MTC

coordinates with transportation agencies in the region as they prioritize alternative routes and repairs to the system.

- As described in Section 6, the Federal Government may provide support for emergency transportation and for the restoration of transportation infrastructure under a Presidential declaration of emergency or disaster, as follows.
  - Direct Federal assistance for transportation operations is coordinated through ESF #1 – Transportation.
  - The Federal Government may provide direct assistance for emergency repairs and restoration of infrastructure through ESF #3 – Public Works and Engineering; or through grants under the Public Assistance Program, administered by FEMA.
  - The Federal Highway Administration may provide grants under the Emergency Relief Program for emergency repairs and restoration of infrastructure on Federal-aid routes.[4]
- As described in Section 6 of this plan, the state coordinates Federal assistance programs for restoration of transportation facilities, as follows:
  - OES coordinates the process through which local governments and other public sector owners of transportation systems obtain assistance for the repair of those systems from FEMA under the Public Assistance Program.
  - Caltrans coordinates the Emergency Relief Program, under which the Federal Highway Administration provides funding for restoration of Federal-aid routes.
- The owners of transportation infrastructure are responsible for conducting safety inspections. Caltrans is responsible for the inspection of state highways and bridges for potential damage. Through the Safety Assessment Program, OES mobilizes volunteer engineers who can support inspection operations. The REOC coordinates assignment of the engineers throughout the region, based on requests from local and regional agencies.
- The three international airports in the region (Oakland, San Francisco, and San Jose) are responsible for emergency repairs and restoration of their respective facilities. They may request resources and financial assistance from the state and Federal governments, as previously described. However, the Federal Aviation Administration coordinates the restoration of air services at these airports, based on reports from the airports as to the condition of facilities.

[4] As described in Section 5, implementation of the Emergency Relief Program is not contingent on a Presidential declaration of emergency or disaster; it may be implemented through a declaration by the Secretary of Transportation.

- Port operators in the region are responsible for emergency repairs and restoration of their respective facilities. As with other owners of transportation infrastructure, they may request resources and financial assistance from the state and Federal governments, as previously described.

Strategies

- Infrastructure owners and system operators will make initial efforts to assess damage to their respective systems, make emergency repairs and establish temporary systems, and re-establish operations.
- As described in the RECP Transportation Subsidiary Plan, MTC will coordinate regional efforts to resume transit services.
- To coordinate the recovery activities at various levels of government, MTC will chair a Transportation Working Group of the Regional Recovery Task Force. As participants of the Transportation Working Group, the agencies responsible for different sections of the region's transportation network, and the local governments that depend on recovery of the system, will prioritize restoration projects and guide the use of Federal resources and financial assistance.
- Given that the full recovery of the region's transportation system may take several years, it will be necessary to implement measures to facilitate movement of residents, commuters, and freight using alternative measures. The Transportation Working Group, led by MTC, will coordinate development of these strategies. Potential options are as follows. Federal assistance under the Stafford Act may be available to support these options.
  - **Expand Ferry Systems:** Augment services under the Water Emergency Transit Authority while bridges and the BART trans-bay tube are out of service. Construct temporary or permanent landing sites and expand maintenance and fueling facilities. Borrow, lease, or purchase additional vessels.
  - **Establish Trans-Bay and Intercity Bus Routes:** Coordinate emergency regional bus services to accommodate commuters displaced by the closure of bridges, the BART tube, or intercity surface routes. Augment existing services provided by regional transit agencies. Negotiate among transit operators to ensure common understandings of service areas and temporary "out-of-boundary" operations.
  - **Provide Resources to Increase or Re-allocate Public Transit Capabilities:** Increase transit capabilities to account for damage to automobile infrastructure, such as roads, bridges, and parking garages. Increase routes,

schedules, capacity, and inter-system transfers. Provide funding for lease or purchase of additional equipment; additional and reallocated maintenance resources; augmentation of existing equipment to increase capacity; additional personnel; and mechanisms to increase inter-system use, such as multi-system fare cards.

- **Institute a Temporary Single-Occupancy Vehicle Ban on Key Routes:** Reduce traffic on key routes that are congested as a result of damage to other routes. Construct additional sites for public transit stops and ride-sharing. Establish transit service along routes on which the ban is in effect.
- **Institute Transportation Demand Management Measures:** Appeal to, or provide incentives for, businesses and institutions to distribute work travel over time and reduce peak demand. Coordinate among MTC and regional business groups and county and municipal governments to establish common practices.

INFRASTRUCTURE

Infrastructure includes gas, electric, and water utilities and telecommunications systems. Although they are regulated by government, power and telecommunications systems in the Bay Area are almost entirely privately owned. The potential for lost revenues drives private utility owners to quickly restore service to customers. Life safety issues drive the restoration of water systems, which are owned by both public agencies and private companies in the Bay Area.

Objectives

- Immediately restore utilities and telecommunications, or provide temporary capabilities.
- Within 1 month, restore utilities and telecommunications, or provide temporary capabilities, to residents, communities, and businesses.

Assumptions

- A major earthquake will result in severe damage to utility infrastructure and telecommunication systems.
- Estimated time to restore damaged systems is incident-specific. However, it will take months to restore full service, either temporarily or permanently, to all customers. For example, a magnitude 7.9 earthquake along the San Andreas Fault would potentially affect water and power customers in the 10-county Bay Area as shown in Table 4.

Table 4: Impact of a Catastrophic Earthquake on Water and Power Customers

Days Following the Earthquake	Day 1	Day 7	Day 30
Households Without Water	1,828,000	1,279,000	256,000
Households Without Power	789,000	229,000	59,000

Source: Catastrophic Earthquake Incident Scenario, FEMA, September 2007.

Constraints

- Recovery of other sectors in the region depends on the restoration of utilities. For example, the requirement to deliver water and other commodities to residents is reduced as water and power is restored; and the ability of financial services companies in the region to resume business is highly dependent on the re-establishment of communications systems.
- Individual utility providers will first need to assess the damage to their respective systems. The extent of damage will directly affect a particular utility's ability to restore service and respond to requests for mutual aid/assistance.
- Demand for regional repair crews and contractor resources to support infrastructure recovery will exceed supply.
- Damage assessment teams will be comprised of employees of that utility service or company. However, due to the extent of damage expected to utility infrastructure, damage assessment teams from other parts of the region, other regions, and from state and Federal agencies most likely will be needed to assist and or augment local teams.
- Damage to transportation routes and difficulties accessing secure areas will delay the deployment of assessment teams and repair crews, and damage to lodging and infrastructure will constrain efforts to support them.

Roles and Responsibilities

- Owners of infrastructure are responsible for assessing damage to their systems and restoring services. Public utilities, such as the San Francisco Public Utilities Commission and the East Bay Municipal Utilities District, coordinate priorities with local governments and Operational Area EOCs. Private sector entities also may coordinate with local governments and the Operational Areas.
- As described in the RECP Base Plan, regional coordination of support for infrastructure restoration occurs at the REOC. The California Utilities Emergency Association (CUEA) is the lead agency for the Utilities Branch in the REOC, and is the liaison between utility and communications providers and OES. CUEA provides information regarding:

- The extent of outages and damage
- Expected duration of outages
- Number of customers affected
- Resource and information requirements
- Priorities for restoration.

- As described in Section 6, the Federal Government may provide support for emergency restoration of services and for repairs to damaged infrastructure under a Presidential declaration of emergency or disaster. The Federal Government may provide:
  - Coordination, technical assistance, and resources for emergency restoration of infrastructure through ESF #2 – Communications and ESF #3 – Public Works and Engineering. For example, the National Communications System may coordinate priorities for restoration of communications infrastructure with telecommunications providers, and the U.S. Army Corps of Engineers may provide generators at facilities that are critical to the response
  - Funding for emergency repairs and restoration of infrastructure owned by public and certain private non-profit entities through grants under the Public Assistance Program, which FEMA administers.
  - Commodities to sustain life and protect public health, such as bottled and bulk water, necessary due to damage to potable water systems
  - Logistics and transportation support for utility repair crews and delivery of resources, such as major components, necessary to restore infrastructure.

Strategies

- As previously mentioned, infrastructure owners are responsible for assessing their systems. OES will coordinate requests for state and Federal support for assessments. Examples include:
  - California Department of Public Health (water quality)
  - FEMA Public Assistance Program assessment teams (all types of facilities)
  - U.S. Environmental Protection Agency (water systems)
  - U.S. Army Corps of Engineers (power and water control systems).
- Initial assessments by state and Federal teams will be used to evaluate damage, identify priorities, and identify expedited mechanisms for assistance.

- Infrastructure owners will emphasize re-establishment of services as quickly as possible. State and Federal support may be requested for:
  - Generators and fuel for the operation of key systems, such as sewage lift stations
  - Chemicals to treat water and wastewater
  - Transport of large or specialized repair parts and equipment critical to restoration of utilities
  - Logistical support for utility repair crews, such as base camps, fuel, and security
  - Construction of temporary systems, such as use of U.S. Department of Defense resources to construct above-ground water and wastewater lines
  - Emergency repairs and establishment of temporary systems for public utilities and infrastructure, through Public Assistance Program funding.
- Working with CUEA and telecommunications providers, the National Communications System will prioritize the restoration of private sector communications systems upon which critical functions depend.
- State and local governments will engage private sector entities to provide temporary services and commodities while infrastructure is repaired. For example, telecommunications companies can set up temporary telephone banks to provide residents of damaged areas with phone service while landline and wireless services are restored. Large retailers can provide bottled water and other commodities to support the population while infrastructure is restored.
- For long-term recovery, the emphasis will shift from direct support and assistance by the state and Federal governments to assistance through funding. OES will coordinate the application of public and private non-profit infrastructure owners for repair funding under FEMA's Public Assistance Program.

HOUSING

A major earthquake will cause significant damage to the region's housing. Initially, displaced residents may stay in their homes, even if they are damaged; move in with relatives or friends in undamaged housing, whether in the Bay Area or outside the region; or move to a shelter. It is the aim of state and local government to move people out of shelters and other temporary facilities and into interim or permanent housing that is safe and secure. Ultimately, the return of displaced residents to their communities is critical to ensuring the long-term viability of the region.

Objectives

Transition of individuals out of emergency shelters will be emphasized after three weeks, with movement of all displaced individuals to temporary or interim housing within 90 days of the incident. The window for temporary or interim post-disaster housing is approximately 3 weeks to 3 years. In general, displaced residents will spend:

- Six months in temporary "Tier 1" housing, which includes rental assistance, travel trailers, emergency group sites, university housing, and military bases until permanent home repairs can be made
- Up to 3 years or more in "Tier 2" or alternate housing (such as manufactured housing and rentals) while homes that were completely destroyed are replaced.

Assumptions

- The number of displaced individuals will be incident-specific. However, for a magnitude 7.9 earthquake on the San Andreas Fault, it is estimated that approximately 240,000 households initially will be displaced in the 10-county Bay Area.[5]
- Shelters are considered to be immediate, temporary solutions. The agencies that open shelters (primarily local governments, the American Red Cross, and community-based organizations) intend to transition people into permanent housing as quickly as possible.
- In general, residents will want to return to their homes and will prefer not to re-locate away from their neighborhoods, schools, and jobs.
- The earthquake will result in disruption to communities, as follows:
  - Some people will have to relocate out of neighborhoods and even out of their county
  - Commercial services, such as restaurants and local stores, may leave affected neighborhoods
  - Schools may be used for shelters, or will have suffered damaged, forcing relocation of students
  - Neighborhood traffic and changes in commuting routes will affect resident's decisions to rebuild their homes.
- Pre-disaster renters will comprise the largest group requiring temporary housing resources for the longest period of time, primarily because of the large number of owners of multi-family rental housing units who may be financially unable to initiate repairs. These owners may decide simply to liquidate their properties in the face of market forces that may dictate more economically beneficial uses for the property.

[5] Source: Catastrophic Earthquake Incident Scenario, FEMA, September 2007.

- There may be a need for the placement of "exclusive use" housing to support the restoration of certain key facilities or functions, such as public services (including police, fire, and public works, medical, and educational workers).
- Housing recovery can take up to 7 years. Manufactured homes and single-family homes may be repaired or replaced first. Repair and replacement of multi-family dwellings, such as apartments, may take longer.

Constraints

- Local building departments will face significant challenges in assessing damages, inspecting buildings, reviewing plans, interpreting codes, enacting emergency provisions, and inspecting construction. All of this will occur in addition to an increased demand for permitting and inspections of buildings undergoing permanent repair.
- Available housing in the Bay Area is limited, and will be further limited by damage to the housing stock during an earthquake.
- Due to a tight rental market, housing vouchers, which offer temporary stay in motels or hotels, will not solve the housing problem for the majority of displaced residents.
- Hotels and other facilities used for temporary housing of people who leave emergency shelters must return to daily operations as soon as possible to speed economic recovery.
- Traditional interim housing solutions will be limited by the following:
  - Disaster housing assistance programs may prove inadequate due to the extraordinary number of victims, the intensity of damage, and the high dollar value of damaged properties
  - Open space for placement of transitional housing, such as trailers or temporary structures, is limited in the region
  - Local jurisdictions (counties and cities) will have differing preferences for the federally-provided temporary housing resources that will be acceptable within their jurisdictions
  - Because of the high proportion of renters and multi-family residences, travel trailers on private lots will be of limited use, particularly in the more densely populated cities.
- Displaced residents will compete for housing resources with emergency responders, repair crews, construction contractors, insurance adjustors, and others who come to the region to support the response and recovery.

- Reconstruction of housing will be constrained by competition for materials, contractors, and other resources. Multiple jurisdictions will look to the same sources of private contractors for design, construction, utilities, and project management services.
- Resources to support permanent housing recovery (such as insurance, Federal loans and grants, and private resources) will be insufficient to allow the recovery of permanent housing for a significant portion of the population, including:
  - Homeowners with inadequate or no insurance coverage
  - Homeowners with limited or no private resources
  - Low income homeowners who may not qualify for a loan from the Small Business Administration.

Roles and Responsibilities

- Local governments are responsible for safety inspections, permitting, zoning changes, and other requirements for repair, replacement, and redevelopment of housing. In addition, local governments have a range of programs that leverage the resources of local government and Community-based Organizations to provide housing support to residents.
- Local governments have decision-making authority for the establishment and location of group housing sites; and coordinate the provision of utilities for those sites.
- As described in Section 6, the Federal Government provides support for temporary repairs (through the Individual and Household Program), financial assistance for rent in an interim location (through the Individual and Household Program), and low-interest loans for repairs (through the Small Business Administration). In coordination with the state, FEMA also provides resources for interim housing, such as travel trailers and development of group housing sites, for long-term housing of displaced residents.
- Other Federal agencies may provide resources or program modifications under their existing authorities to support housing. For example, the U.S. Department of Housing and Urban Development may provide Community Development Block Grants, which may be used to reestablish housing capacity.
- The agencies of VOAD, which include the American Red Cross and the Salvation Army, provide housing support that supplements assistance from FEMA. The programs include vouchers for motels for temporary residence until more permanent housing becomes available. Some VOAD agencies provide materials, labor, or financing for the reconstruction of homes.

- The American Red Cross Small Rental Property Program provides incentives to property owners to rent their small-scale rental properties to low- and moderate-income tenants at affordable rates.
- The State Office of Planning and Redevelopment oversees land use and zoning regulations, which may affect where temporary housing, such as trailers or other structures, is sited. City and county redevelopment agencies will guide relocation and restoration of housing locally.
- The U.S. Department of Housing and Urban Development provides grants to emergency shelters and transitional housing operations that support the homeless. During a disaster, the department administers housing assistance grants to homeowners under authority of the Disaster Housing Repair fund. The U.S. Department of Housing and Urban Development also administers state supplemental housing assistance programs.

Strategies

- There is a distinction between interim or temporary housing necessary to support displaced residents, and the permanent restoration and reconstruction of housing to allow displaced residents to return to their homes. However, if the latter process can be streamlined, it will reduce the requirements for the former process. Therefore, a comprehensive process to address the post-disaster housing situation, and the regional infrastructure established to conduct that process, must consider both components.
- Local government can prescript housing transition plans before disasters occurs to allow such options as occupancy of single rooms or creating waivers for multi-family housing. In addition, local governments should identify a housing coordinator as the point of contact within the SEMS structure to address housing issues.
- Once established, the Regional Recovery Task Force will convene a Housing Working Group to provide regional coordination and a regional approach to housing solutions. Participants may include:
  - Local government representation, including political leadership
  - Association of Bay Area Governments
  - Social service departments of affected counties
  - Relevant state planning and redevelopment agencies
  - Non-governmental and community-based organizations that offer individual housing support

  - Housing providers, such as associations of apartment building owners
  - Large employers in the region.
- The Housing Working Group will:
  - Provide a mechanism for prioritizing the allocation of housing resources, coordinating multijurisdictional issues, and coordinating housing strategies regionally
  - Provide a mechanism for advocating for resources at the state and Federal levels, and for coordination with state and Federal housing operations established at the Joint Field Office
  - Assess the need for housing in the region through damage assessment reports from local building inspectors; shelter and housing assistance data from the American Red Cross, FEMA, and others; information from local governments; and information regarding housing from the private sector
  - Identify which areas of the region are most in need of assistance and begin planning for the kinds of temporary housing that will be most appropriate for each county
  - Provide a forum and technical resources for the development of mechanisms to streamline housing processes at the local level, develop regionally consistent solutions and templates, and coordinate regulatory requirements with the state
  - With the state and Federal governments, pursue all available housing solutions, including the use of universities, military installations, other state and Federal facilities, relief for owners with Federally backed mortgages, and other solutions
  - Develop and implement tools for tracking available housing resources and facilitating placement of displaced residents using those tools.
- The Housing Working Group will not have authority over decisions made within individual jurisdictions. The Group will be responsible for coordinating multijurisdictional issues and decision-making at the regional level through consensus.
- The Housing Working Group will support local governments in working with the state and FEMA on site selection for establishment of Tier 1 emergency group sites and Tier 2 long-term housing solutions. Planning factors may include:
  - Location of residents in or near their communities
  - Limitations of high-density housing

- Limitations on types of housing, such as travel trailers, or limitations on duration of occupancy
- Distinctions between regular housing needs and special housing needs and support services
- Public and social support (such as medical/health services, law enforcement, site management, and schooling)
- Negotiation with private property owners and the providers of building materials on behalf of counties
- Variances in environmental regulations and zoning laws to allow placement of new housing in sensitive areas
- Involvement of utilities and water districts to establish new infrastructure
- Educational alternatives for displaced school children with representatives from state and local boards of education
- Establishment of new transit routes for residents.

Appendix A | RECP Recovery Subsidiary Plan

List of Acronyms

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Appendix A – List of Acronyms

BART	Bay Area Rapid Transit
Caltrans	California Department of Transportation
CUEA	California Utilities Emergency Association
EOC	Emergency Operations Center
ESF	Emergency Support Function
FEMA	Federal Emergency Management Agency
IMAT	Incident Management Assistance Team
MTC	Metropolitan Transportation Commission
NIMS	National Incident Management System
OES	Governor's Office of Emergency Services
RECP	Regional Emergency Coordination Plan
SEMS	Standardized Emergency Management System
SOC	State Operations Center
VOAD	Voluntary Agencies Active in Disaster

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