

# **LONG-TERM DISASTER RECOVERY PLAN**



**prepared for the  
City of Oakland**

**as a Model Plan for  
Local Governments  
in the San Francisco Bay Area**

**PART ONE  
June 30, 2009**



This page is intentionally blank.

# ***Long-Term Disaster Recovery Plan***

**prepared for the City of Oakland**

**as a Model Plan for Local Governments  
in the San Francisco Bay Area**

**PART ONE – June 30, 2009**

**ASSOCIATION OF BAY AREA GOVERNMENTS**

## BACKGROUND

The purpose of this *Long-Term Disaster Recovery Plan – Part One* is to develop a model action plan for the City of Oakland, as well as to identify the components of this type of plan for the cities and counties of the San Francisco Bay Area. We hope that this *Plan* serves as a catalyst for dialog on public policies and actions needed to improve disaster recovery planning.

This June 2009 *Plan* only covers four of the nine issues identified by ABAG as critical to recovery financing issues, recovery of government facilities and services, long-term housing recovery, and long-term recovery of business. It is the intent of ABAG to prepare the second portion of this document that will have additional chapters covering long-term recovery of health care, schools and education, utilities and transportation, and land use change, as well as the overall issue of governance.

Each issue identified has three sections:

- a chapter summary of critical actions;
- a report on the City's status in implementing those actions; and
- an issue paper describing the problem prepared for ABAG's Regional Planning Committee.

Finally, as background, a copy of the survey ABAG prepared on the status of long-term disaster recovery planning by local governments in the San Francisco Bay Area is included.

This *Plan* is intended to supplement, not replace, reports and plans prepared focusing on short-term recovery issues, including transportation, debris disposal, shelter and transitions to interim housing, and critical infrastructure. The focus of this document is on issues that are likely to be critical following the first 90 days after a disaster. However, some additional actions that might be classified as mitigation and emergency response are included to ensure consideration of the full spectrum of related actions.

For additional information on ABAG's Long-Term Disaster Recovery Initiative, see <http://quake.abag.ca.gov/recovery>.

ABAG Publication Number: P09001EQK

# Table of Contents

	page
<b>Background</b> .....	ii
<b>Credits</b> .....	iv
<b>Chapter 1: Financing Disaster Recovery</b> .....	Tab 1
Chapter 1 - Summary	
Status	
Background ABAG Issue Paper	
<b>Chapter 2: Long-Term Recovery of Government Facilities &amp; Services...</b>	Tab 2
Chapter 2 - Summary	
Status	
Background ABAG Issue Paper	
<b>Chapter 3: Long-Term Housing Recovery</b> .....	Tab 3
Chapter 3 - Summary	
Status	
Background ABAG Issue Paper	
<b>Chapter 4: Long-Term Recovery of Business</b> .....	Tab 4
Chapter 4 - Summary	
Status	
Background ABAG Issue Paper	
<b>2008 Survey: Status Report – Long-Term Disaster Recovery Planning by Local Governments in the San Francisco Bay Area</b> .....	Tab 5

# Credits

## **Principal Project Staff:**

Jeanne B. Perkins – Consultant, Earthquake and Hazards Program, ABAG  
Linda Min – Research Assistant, Earthquake and Hazards Program, ABAG

## **ABAG Management:**

Henry Gardner – Executive Director  
Kenneth Kirkey – Planning Director

## **City of Oakland Project Coordinator:**

Renée Domingo – Manager, Emergency Services, Fire Department

## **ABAG wishes to acknowledge the contributions of the following City of Oakland staff who provided information essential to the preparation of this Plan:**

Renée Domingo – Manager, Emergency Services, Fire Department  
Coleen Bell – Emergency Services, Fire Department  
Kathleen Crawford – Emergency Services, Fire Department  
Greg Elliott – Risk Management, Office of Budget and Finance  
Catherine Firpo – Community and Economic Development Agency  
Ken Gordon – Information Technology  
Deborah Grant – Risk Management, Office of Budget and Finance  
Steve Hoppe – Housing Authority  
David Jones – Finance and Management Agency  
Doryanna Moreno – City Attorney's Office  
Susan Piper – Staff of Councilmember Jean Quan  
Cheryl Ramirez – Public Works Agency  
Bob Young – Fire Department

## **In addition, there are members of ABAG management staff who worked with the City of Oakland during the 1989 Loma Prieta Earthquake and the 1991 Oakland Hills Firestorm that provided critical information related to the recovery of the City following those disasters:**

Henry Gardner – Executive Director  
Ezra Rapport – Deputy Executive Director  
Herbert Pike – Director of Finance

The writing and production of this report was funded in large part by a contract with the City of Oakland.

## Chapter 1: Financing Disaster Recovery

### The Problem Is...

Years after Hurricane Katrina, New Orleans is struggling to recover from facing near bankruptcy. Notably, city staff was laid off because of insufficient revenues when they were needed by the city to aid recovery efforts. Without sufficient staff to process building permits and provide many other services to the public, recovery proceeded very slowly. New Orleans had failed to prepare for the challenges of ensuring basic facilities and services were up and running again with the extremely limited cash flow available after a the disaster.

**Recovery after a disaster cannot start without a flow of money. Oakland must be prepared to finance recovery efforts to ensure rapid recovery after a major disaster.**

While FEMA reimburses local governments for repairs to government buildings and infrastructure, receiving these funds can take from months to years. Considering the lengthy reimbursement delays, Oakland needs to take a variety of steps **now** to ensure it can pay for costly repairs and other recovery efforts. Federal funding for recovery after Hurricane Katrina took close to two years to receive.

Having processes in place pre-disaster for smooth financial transactions will also be critical since Oakland will have reduced revenues. At a time when more funds are needed, the City's tax base will shrink due to business disruptions, lower property tax revenues, less revenue from real estate transfer taxes, and other fees the City depends on. Lower levels of revenue can continue for years.



### An Action Plan for Oakland

The following recommendations for action, if adopted by the City of Oakland, will ensure the City is better prepared to finance recovery efforts. The key is to undertake the necessary steps **before** a major earthquake or other disaster. NOTE: Many have already been undertaken.

Purchasing and Contract Provisions	Department
<p><b>A-1</b> – Ensure that the purchasing and contract portion of the Municipal Code remains flexible following a disaster. These types of provisions are a simple way to allow the city manager to quickly address urgent issues through access to funds. This provision is not a “blank check,” but a way to launch recovery processes quickly. As is typical with most cities, the city manager will still be required to justify the purchases to city council at a later date.</p> <p>Considering the high cost of recovery, it is recommended that the City continue to specify “no dollar limit” to allow for maximum flexibility in making emergency purchases.</p>	<p>City Attorney</p>

Repair and Reconstruction Provisions	Department
<p><b>B-1</b> – Oakland should adopt a revised repair and reconstruction ordinance to ensure that it receives Public Assistance dollars from FEMA after disasters that will not only repair city-owned buildings to their pre-existing condition, but also will repair them to a standard that reduces the likelihood of future damage in a flexible, cost-effective, manner.</p> <p>To fulfill this objective, the City should adopt the model ordinance developed by California Building Officials (CALBO). While FEMA has requested that any reference to the possibility of these ordinances helping cities qualify for more post-disaster public assistance be removed from the model ordinances, that is still obviously one of the intents. The City must enforce the ordinance “uniformly” before disasters occur to maximize eligibility for Public Assistance. This means that the ordinance must be applied to all damaged buildings, regardless of source of the damage (i.e. quake, flooding, fire, a bus going through the building, etc.) and regardless of whether it is a publicly- or privately-owned building.</p>	<p>Community and Economic Development Agency (CEDA) (Building Services and Permit Center) and City Council</p>
<p><b>B-2</b> – Oakland should conduct an inventory of its public facilities that clearly documents the “condition” of its facilities. In addition, Oakland should develop a process for regularly updating this information. Documentation can take the form of photographs or videos and should be updated as necessary. Many claims are denied because FEMA Public Assistance will replace to “pre-existing conditions.” Without documentation, the debates about the pre-existing condition are likely to be protracted without any guarantee that the City will receive the funds requested through the claims. If the City does not receive the full amount, it will have wasted precious time, staff, and resources that could have been used elsewhere. Therefore, documenting the condition of public facilities eliminates the guesswork, making the claims process more expedient and straightforward.</p>	<p>Public Works Agency (Department of Facilities and the Environment)</p>



Claims Reimbursement Process	Department
<p><b>C-1</b> – Oakland needs to have a <b>special fund for emergency repairs</b> because FEMA Public Assistance is not the same as insurance for the City will need to pay upfront for repairs and <i>then</i> be reimbursed for those costs. According to ABAG’s Long-term Disaster Recovery Survey (2008), many local governments plan to use their reserve fund for this purpose. Cash flow is a major recovery financing issue if damages are extensive and a robust fund is not set aside. Particularly since local sales and property tax revenue will be significantly lower post-disaster, Oakland must have enough funds to compensate for the lengthy reimbursement process.</p>	<p>Finance and Management Agency (Accounting Division)</p>
<p><b>C-2</b> – The City of Oakland should <b>designate the person and agency responsible</b> for oversight and management of the FEMA Public Assistance process, including tracking claims, the status of reimbursements, and interfacing with various state and federal government agencies. Oakland also needs a pre-established list of accounting codes to track disaster-related expenditures.</p> <p>The designated person may be the Finance Manager, the Assistant City Manager, or the City Manager. That person needs to regularly interface with the other City departments, particularly police, fire, building, public works, and risk management. The local Office of Emergency Services or Fire Department is <i>typically</i> NOT the appropriate place for this function.</p> <p>Oakland should encourage the use of the state-wide master mutual aid agreement to promote the exchange of finance, human resource, planning, and public works department staff to gain valuable work experience on disaster-related issues and to assist impacted local governments. This program would be similar to existing programs related to fire, police, and building inspection departments.</p> <p>Oakland should ensure the Finance and Management Agency’s Accounting Division staff periodically receives current FEMA training on mandated accounting procedures.</p>	<p>Finance and Management Agency and City Council</p>
<p><b>C-3</b> – The City of Oakland should <b>formulate documentation procedures</b>. FEMA requires meticulous paperwork of all expenditures for which the local government expects reimbursement. Staff of the department responsible for oversight and management of the FEMA process should be trained in those procedures and should develop documentation procedures well <b>before</b> the disaster strikes.</p>	<p>Finance and Management Agency (Accounting Division)</p>
<p><b>C-4</b> – The City of Oakland should <b>pre-plan for coordination with special districts</b>. In addition, Oakland needs to consider how other public agencies (i.e. school districts, utility districts, non-profit agencies that provide social services) fit into the local claims/reimbursement management process. The City’s recovery can be significantly hampered by delays in claims, or denials of claims, for other agencies within its jurisdictional boundaries. For example, since the City is responsible for the sewer pipeline system, and the East Bay Municipal Utility District (EBMUD) is responsible for the water pipeline distribution system, and since damage to both sets of pipelines is likely to occur in similar areas, if repairs to both systems are made in a coordinated manner, streets will need to be minimally disrupted.</p>	<p>Finance and Management Agency, Office of Emergency Services and Public Works Agency</p>

Local Hazard Mitigation Plan as Part of Seismic Safety Element	Department
<p><b>D-1 – Federal law</b> (the Disaster Mitigation Act of 2000 or DMA 2000) requires that local governments have either an annex to the ABAG multi-jurisdictional Local Hazard Mitigation Plan (LHMP) that has been approved by FEMA, or a “stand alone” LHMP for the jurisdiction to be eligible for FEMA <b>mitigation</b> funds after disasters.</p> <p>After a disaster, FEMA Public Assistance costs are typically split 75% federal-25% state-local. The 25% state share is then split 75% state – 25% local. A 2006 state law (Govt. Code Sec. 8685.9) allows the state share to be up to the full 100% with no 25% local match providing two conditions are met:</p> <p>(a) the local agency is located within a city, county, or city and county that has adopted a local hazard mitigation plan in accordance with federal DMA 2000 <b>as part of the safety element of its General Plan, and</b></p> <p>(b) the state legislature passes special, disaster-specific legislation waiving the local share (something that the legislature has done for virtually every federal major disaster declaration since 1983).</p> <p>Thus, Oakland could potentially save 25% of 25% - or 6¼% of the cost of Public Assistance. Most Bay Area local governments who adopted an annex to the regional multi-jurisdictional Local Hazard Mitigation Plan noted that they planned to adopt their annex as part of the safety element. It is financially important for all local governments to actually do this as soon as possible.</p>	<p>Community and Economic Development Agency and City Attorney</p>



# Financing Disaster Recovery STATUS

## City of Oakland Long-Term Disaster Recovery Plan

Purchasing and Contract Provisions	Department
<p><b>ACTION ITEM A-1</b> – Ensure that the purchasing and contract portion of the Municipal Code remains flexible following a disaster. These types of provisions are a simple way to allow the city manager to quickly address urgent issues through access to funds. This provision is not a “blank check,” but a way to launch recovery processes quickly. As is typical with most cities, the city manager will still be required to justify the purchases to city council at a later date.</p> <p>Considering the high cost of recovery, it is recommended that the City continue to specify “no dollar limit” to allow for maximum flexibility in making emergency purchases.</p>	City Attorney
<p><b>STATUS</b></p> <p><b>The City should consider minor revision of City of Oakland Municipal Code based on staff recommendation below.</b></p> <p><b>Reference: City of Oakland Municipal Code Sec. 2.04.020 – Authority of the City Administrator.</b></p> <p><b>Parts G and H currently specify the following:</b></p> <p><u><i>G. Emergency Supply and Services Procurement.</i></u> In a situation deemed by the City Administrator to be an emergency for the immediate preservation of the public peace, health or safety, the City Administrator may authorize a contract or purchase order exceeding two hundred fifty thousand dollars (\$250,000.00) in any one transaction, without advertising or previous specific action by the City Council, for the purchase of supplies or payment for services, or a combination thereof, to be furnished to the city. All emergency contracts awarded by the City Administrator shall be presented for informational purposes to the City Council within a reasonable time of contract execution.</p> <p><u><i>H. Emergency Professional Services and Consultant Agreements.</i></u> In a situation deemed by the City Administrator to be an emergency for the immediate preservation of the public peace, health or safety, the City Administrator may authorize a contract exceeding one hundred fifty thousand dollars (\$150,000.00) in any one transaction, without previous specific action by the City Council, for the payment for services, or a combination thereof, to be furnished to the city. All emergency contracts awarded by the City Administrator shall be presented for informational purposes to the City Council within a reasonable time of contract execution.</p> <p><b>Staff would like specific language that authorizes leasing equipment and office space to be included in section G.</b></p>	

Repair and Reconstruction Provisions	Department
<p><b>ACTION ITEM B-1</b> – Oakland should adopt a revised repair and reconstruction ordinance to ensure that it receives Public Assistance dollars from FEMA after disasters that will not only repair city-owned buildings to their pre-existing condition, but also will repair them to a standard that reduces the likelihood of future damage in a flexible, cost-effective manner.</p> <p>To fulfill this objective, the City should adopt the model ordinance developed by California Building Officials (CALBO). While FEMA has requested that any reference to the possibility of these ordinances helping cities qualify for more post-disaster public assistance be removed from the model ordinances, that is still obviously one of the intents. The City must enforce the ordinance “uniformly” before disasters occur to maximize eligibility for Public Assistance. This means that the ordinance must be applied to all damaged buildings, regardless of source of the damage (i.e. quake, flooding, fire, a bus going through the building, etc.) and regardless of whether it is a publicly- or privately-owned building.</p>	<p>CEDA (Building Services and Permit Center) and City Council</p>
<p><b>STATUS</b></p> <p><b>The current provisions of the City of Oakland Municipal Code (Chapter 15.24) do NOT qualify.</b></p> <p><b>ACTION NEEDED: Review and adopt attached model ordinance recommended by December 2009.</b></p> <p>For ease in adoption, the ordinance has been modified and is included in this status report. It has been obtained from the following link: <a href="http://www.calbo.org/build_dept/emergency/Emergency.aspx">http://www.calbo.org/build_dept/emergency/Emergency.aspx</a></p> <p>The existing Municipal Code Chapter 15.24 deals with public and private structures damaged in earthquakes. In examining what constitutes significant damage, it appears that the Oakland Code is actually more conservative. On the other hand, it specifies that the damage must be from earthquakes (not ANY cause as recommended by CALBO).</p> <p><b>The current view of the FEMA Office of Inspector General (OIG) is that local ordinances similar to Oakland Municipal Code Section 15.24) violate Federal Regulations. They are described in the preface to the CALBO model ordinance. While public and non-profit facilities may indeed receive initial Public Assistance following future disasters in jurisdictions with ordinances similar to Oakland's, the OIG will likely "de-obligate" the funds upon completion of audits.</b></p> <p>In reviewing Sec. 15.24, it is important to note that FEMA rules have changed since the 1989 Loma Prieta earthquake. In 1998, FEMA interpreted the Stafford Act, Federal Regulations in 44 CFR 206.226(d) as follows:</p> <p><i>“To the extent a code or standard requires changes to the pre-disaster construction of a facility when it is being repaired or restored, those changes will only be eligible for FEMA funding if the code meets the following five specific criteria:</i></p>	

Repair and Reconstruction Provisions (continued)	Department
<p>(1) Apply to the type of repair or restoration required (standards may be different for new construction and repair work);</p> <p>(2) Be appropriate to the pre-disaster use of the facility;</p> <p>(3) Be found reasonable, in writing and formally adopted and implemented by the state or local government on or before the disaster declaration date or be a legal federal requirement applicable to the type of restoration;</p> <p>(4) Apply uniformly to all similar types of facilities within the jurisdiction of the owner of the facility; and</p> <p>(5) For any standard in effect: at the time of a disaster, it must have been enforced during the time it was in effect.”</p> <p>More recently, FEMA has issued several interpretations of the above regulations paraphrased by CALBO:</p> <p>“1) Repair ordinances must apply ‘uniformly,’ that is to all occupancies regardless of the funding source, the owner, or the regulator. FEMA intends to play one disaster grant applicant off the other if regulations are not entirely applicable or enforced uniformly. FEMA does not consider Appendix Chapter 34 Division III of the 1997 UBC to be eligible since it applies only to “natural” disasters. So FEMA insists that repair ordinances apply to both natural and man-made damage repairs for funding eligibility.</p> <p>2) Repair ordinances must also apply both before and after disasters regardless of whether or not it is a Federally-declared disaster. At this time, FEMA supports the intent of the International Existing Building Code (IEBC), which, if adopted, applies to all repairs regardless of the cause, or whether or not local or federal declarations of disaster or emergency exist.</p> <p>3) The reasonableness clause of FEMA’s regulations has also been the subject of FEMA’s interpretations. FEMA recognizes the IEBC because FEMA has been actively pursuing code change proposals through ICC. If FEMA deems that a local- or state-generated regulation is unreasonable, FEMA reserves the right to initially deny requests for Public Assistance funds on that basis. After recent disasters, some applicants have then been forced to appeal in these cases, creating delays and uncertainty about funding and repairs.”</p> <p>The CALBO model ordinance write-up (<a href="http://www.calbo.org/build_dept/emergency/Emergency.aspx">http://www.calbo.org/build_dept/emergency/Emergency.aspx</a>) has information from the correspondence between CALBO and FEMA that indicates that FEMA remains concerned about the CALBO model ordinance. However, CALBO (and other professionals involved in the development of the model ordinance) believe that the model ordinance meets the five-point FEMA review criteria.</p> <p><b>To ensure that the intent of the City of Oakland is clear, it is also recommended that the repair provisions ordinance be passed with a City Council resolution that specifically states, within the reasons for the ordinance, the specific criteria and interpretations noted by FEMA and paraphrased above.</b></p>	

# REPAIR and RECONSTRUCTION MODEL ORDINANCE

(Amending the 2007 California Building Code [based upon the 2006 IBC])

**ORDINANCE NO.** \_\_\_\_\_

AN ORDINANCE OF THE CITY OF OAKLAND, CALIFORNIA, ADDING A NEW CHAPTER \_\_\_\_\_ TO DIVISION \_\_\_\_\_ OF THE MUNICIPAL CODE, RELATING TO REPAIR OF DAMAGED STRUCTURES.

The City Council of the City Oakland, California, ordains as follows:

Chapter \_\_\_\_ is added to Division \_\_ of Title \_\_ of the City of Oakland Municipal Code, to read:

## **Section \_\_\_\_ Adoption and Intent**

This chapter establishes regulations as amendments to the building code for the expeditious repair of damaged structures. In the event an amendment to the California Building Standards Code results in differences between these building standards and the California Building Standards Code, the text of these building standards shall govern. In accordance with California Health and Safety Code Section 17958.7, express findings that modifications to the California Building Standards Code are reasonably necessary because of local climatic, geological or topographical conditions are either already on file with the California Building Standards Commission, or will be filed prior to the effective date of the ordinance codified in this Article. In accordance with California Government Code Section 50022.6, at least one true copy of the Uniform Building Code has been on file with the City Clerk since fifteen (15) days prior to enactment of the ordinance codified in this Article. While this Article is in force, a true copy of this Chapter shall be kept for public inspection in the office of the City Clerk. A reasonable supply of this Chapter shall be available in the office of the City Clerk for public purchase.

## **Section \_\_\_\_ Definitions**

For the purposes of this chapter, the following definition applies and is hereby added to Section 3402.1 Definitions of the 2007 California Building Code (CBC):

**Substantial Structural Damage.** A condition where:

1. In any story, the vertical elements of the lateral-force-resisting system have suffered damage such that the lateral load-carrying capacity of the structure in any direction has been reduced by more than 20 percent from its pre-damaged condition, or
2. The capacity of any vertical gravity load-carrying component, or any group of such components, that supports more than 30 percent of the total area of the structure's floor(s) and roof(s) has been reduced more than 20 percent from its pre-damaged condition, and the remaining capacity of such affected elements with respect to all dead and live loads is less than 75 percent of that required by the building code for new buildings of similar structure, purpose, and location.

**Section \_\_\_ Repairs**

For the purposes of this chapter, the following repair requirements are hereby added as a new Subsection 3403.5 to Section 3403 Additions, Alterations or Repair in the 2007 California Building Code (CBC):

**3403.5.1 Repairs.** Repairs of structural elements shall comply with this section.

**3403.5.1.1 Seismic evaluation and design.** Seismic evaluation and design of an existing building and its components shall be based on the following criteria.

**3403.5.1.1.1 Evaluation and design procedures.** The seismic evaluation and design shall be based on the procedures specified in the building code, ASCE 31 *Seismic Evaluation of Existing Buildings* (for evaluation only) or ASCE 41 *Seismic Rehabilitation of Existing Buildings*. The procedures contained in Appendix A of the *International Existing Building Code* shall be permitted to be used as specified in Section 3403.5.1.1.3.

**3403.5.1.1.2 CBC level seismic forces.** When seismic forces are required to meet the building code level, they shall be one of the following:

1. 100 percent of the values in the building code. The R factor used for analysis in accordance with Chapter 16 of the building code shall be the R factor specified for structural systems classified as “Ordinary” unless it can be demonstrated that the structural system satisfies the proportioning and detailing requirements for systems classified as “Intermediate” or “Special”.
2. Forces corresponding to BSE-1 and BSE-2 Earthquake Hazard Levels defined in ASCE 41. Where ASCE 41 is used, the corresponding performance levels shall be those shown in Table 3403.5.1.1.2.

**TABLE 3403.5.1.1.2  
ASCE 41 and ASCE 31 PERFORMANCE LEVELS**

<b>OCCUPANCY CATEGORY (BASED ON IBC TABLE 1604.5)</b>	<b>PERFORMANCE LEVEL FOR USE WITH ASCE 31 AND WITH ASCE 41 BSE-1 EARTHQUAKE HAZARD LEVEL</b>	<b>PERFORMANCE LEVEL FOR USE WITH ASCE 41 BSE-2 EARTHQUAKE HAZARD LEVEL</b>
I	Life Safety (LS)	Collapse Prevention (CP)
II	Life Safety (LS)	Collapse Prevention (CP)
III	Note (a)	Note (a)
IV	Immediate Occupancy (IO)	Life Safety (LS)

Repair and Reconstruction Provisions (continued)	Department
<p><b>ACTION ITEM B-2</b> – Oakland should conduct an inventory of its public facilities that clearly documents the “condition” of its facilities. In addition, Oakland should develop a process for regularly updating this information. Documentation can take the form of photographs or videos and should be updated as necessary. Many claims are denied because FEMA Public Assistance will replace to “pre-existing conditions.” Without documentation, the debates about the pre-existing condition are likely to be protracted without any guarantee that the City will receive the funds requested through the claims. If the City does not receive the full amount, it will have wasted precious time, staff, and resources that could have been used elsewhere. Therefore, documenting the condition of public facilities eliminates the guesswork, making the claims process more expedient and straightforward.</p>	<p>Public Works Agency (Department of Facilities and the Environment)</p>
<p><b>STATUS</b></p> <p><b>While the City currently has informal procedures for documenting pre-existing conditions, those procedures are prepared for the purposes of capital improvements budgeting. Thus, they are not collected, compiled, backed up, and retained in a manner that would maximize their utility during the claims reimbursement process.</b></p> <p>The following checklist is a guideline Oakland can use to improve its inventory of city-owned facilities. If documenting the pre-existing conditions of <i>ALL</i> city-owned facilities is not possible, the City must determine which facilities are most critical for maximum FEMA reimbursements due to expensive finishes and contents, and assume the risk of not documenting the existing condition of the remaining facilities.</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Confirm any existing documentation of City’s facilities.</li> <li><input type="checkbox"/> Using the existing documentation Oakland’s of facilities, supplement or compile a comprehensive list of city-owned facilities.</li> <li><input type="checkbox"/> Compile a prioritized list of these facilities the City would like to be reimbursed for by FEMA, taking into consideration the importance of the facility’s function during the recovery period, the dollar value of the facility and its contents, and other factors that contribute to the extent to which the City would like to maximize reimbursement for the damage to (and in) a particular facility by FEMA.</li> <li><input type="checkbox"/> Start the inventory process. Staff will document the pre-determined facilities’ existing conditions using either a camcorder or camera.</li> <li><input type="checkbox"/> Develop a database that links photo files with building addresses.</li> <li><input type="checkbox"/> Store the data in at least two locations: preferably at the Office of Emergency Services and one location off-site. The latter should be located far enough away that it is unaffected by the disaster.</li> <li><input type="checkbox"/> Regularly update the inventory of city-owned facilities to ensure it is current. Every 2-5 years, or upon a significant remodel or changes of use, would be an appropriate time frame.</li> </ul>	



Repair and Reconstruction Provisions (continued)	Department
<p>The list of <b>city-owned</b> facilities may include, but are not limited to:</p> <ul style="list-style-type: none"> <li>• City administration buildings</li> <li>• Storm drains, culverts, and channels</li> <li>• Levees &amp; retaining structures</li> <li>• Transportation facilities, including roads, bridges, street lights and stop signs</li> <li>• Airport and port facilities</li> <li>• Sewage treatment plants and sewers</li> <li>• Libraries</li> <li>• Historic or culturally significant structures</li> <li>• Community and recreation centers and facilities</li> <li>• Housing Authority buildings</li> </ul>	

Claims Reimbursement Process	Department
<p><b>ACTION ITEM C-1</b> – Oakland needs to have a <b>special fund for emergency repairs</b> because FEMA Public Assistance is not the same as insurance for the City will need to pay upfront for repairs and <b>then</b> be reimbursed for those costs. According to ABAG’s Long-term Disaster Recovery Survey (2008), many local governments plan to use their reserve fund for this purpose. Cash flow is a major recovery financing issue if damages are extensive and a robust fund is not set aside. Particularly since local sales and property tax revenue will be significantly lower post-disaster, Oakland must have enough funds to compensate for the lengthy reimbursement process.</p>	<p>Finance and Management Agency (Accounting Division)</p>
<p><b>STATUS</b></p> <p>The City uses the City’s Reserve Fund to pay upfront for emergency repairs related to a disaster, unless otherwise specified in the Disaster Declaration.</p> <p>The time for FEMA reimbursement varies by disaster and by type and complexity of request. After the oil spill in San Francisco Bay in November 7, 2007, the City of Oakland received FEMA reimbursement in approximately 6 weeks. Even in larger disasters, simple reimbursement of emergency response reimbursement typically takes 30-60 days. In the case of New Orleans, however, capital projects requiring Disaster Assistance Requests (DARs), disputes over eligibility are taking years. It is anticipated that larger disasters will take additional time.</p> <p><b>The City Finance Department staff should monitor the status of this fund to ensure it remains adequate for this purpose.</b></p>	

Claims Reimbursement Process (continued)	Department
<p><b>ACTION ITEM C-2</b> – The City of Oakland should <b>designate the person and agency responsible</b> for oversight and management of the FEMA Public Assistance process, including tracking claims, the status of reimbursements, and interfacing with various state and federal government agencies. Oakland also needs a pre-established list of accounting codes to track disaster-related expenditures.</p> <p>The designated person may be the Finance Manager, the Assistant City Manager, or the City Manager. That person needs to regularly interface with the other City departments, particularly police, fire, building, public works, and risk management. The local Office of Emergency Services or Fire Department is <i>typically</i> NOT the appropriate place for this function.</p> <p>Oakland should encourage the use of the state-wide master mutual aid agreement to promote the exchange of finance, human resource, planning, and public works department staff to gain valuable work experience on disaster-related issues and to assist impacted local governments. This program would be similar to existing programs related to fire, police, and building inspection departments.</p> <p>Oakland should ensure the Finance and Management Agency’s Accounting Division staff periodically receives current FEMA training on mandated accounting procedures.</p>	<p>Finance and Management Agency (Accounting Division) and City Council</p>
<p><b>STATUS</b></p> <p>The City has designated, through resolutions 79055 (2/15/05) and 80022 (7/16/06), the <b>Director of the Finance and Management Agency, Controller, Assistant Controller, and, in addition, the Manager of the Office of Emergency Services</b> as authorized representatives for the purpose of receipt, processing and coordination of all inquiries and requirements necessary to obtain available federal financial assistance. The City has a pre-established list of accounting codes to track disaster-related expenditures.</p> <p>The lead person in the Finance Department should regularly interface with the other City departments, particularly police, fire, building, public works, and risk management.</p> <p>The lead person in the Finance Department will be encouraged to gain valuable work experience on disaster-related issues and to assist impacted local governments through mutual aid for disasters in other jurisdictions. One of the ways this can be done is to participate in the <b>California Emergency Managers Mutual Aid (EMMA) Plan</b>. See <a href="http://www.oes.ca.gov/Operational/OESHome.nsf/PDF/Emergency%20Managers%20Mutual%20Aid%20Plan/\$file/Emma.pdf">http://www.oes.ca.gov/Operational/OESHome.nsf/PDF/Emergency%20Managers%20Mutual%20Aid%20Plan/\$file/Emma.pdf</a>. The EMMA Plan allows finance department staff to go to a disaster area to assist the affected jurisdiction. Specifically, page 4 of that Plan notes that:</p> <p><i>“The primary source of volunteers for EMMA positions will be from emergency management personnel, defined as: ‘A state or local government employee responsible for managing, planning, operating, or providing logistical or finance/administrative support to emergency activities or programs.’ “</i></p> <p>There, staff will gain hands-on experience related to the claims reimbursement process, which can then be applied if Oakland experiences a similar disaster.</p> <p>Currently two staff members in the Finance and Management Agency have received FEMA training.</p>	

Claims Reimbursement Process (continued)	Department
<p><b>ACTION ITEM C-3</b> – The City of Oakland should <b>formulate documentation procedures</b>. FEMA requires meticulous paperwork of all expenditures for which the local government expects reimbursement. Staff of the department responsible for oversight and management of the FEMA process should be trained in those procedures and should develop documentation procedures well <b>before</b> the disaster strikes.</p>	<p>Finance and Management Agency (Accounting Division)</p>
<p><b>STATUS</b></p> <p><b>The City has current FEMA documentation procedures in place. The City has been designated a disaster area in the past and is familiar with these procedures.</b></p> <p>FEMA’s documentation requirements for processing reimbursements are not static and, therefore, it is important to confirm the latest requirements to ensure they are current.</p> <p>Department managers and/or the staff member in charge of each department’s finances should receive basic training in disaster documentation procedures.</p> <p>Documentation procedures are currently specified by SEMS and NIMS.</p>	

Claims Reimbursement Process (continued)	Department
<p><b>ACTION ITEM C-4</b> – The City of Oakland should <b>pre-plan for coordination with special districts</b>. In addition, Oakland needs to consider how other public agencies and the private sector (i.e. school districts, utility districts, non-profit agencies that provide social services) fit into the local claims/reimbursement management process. The City’s recovery can be significantly hampered by delays in claims, or denials of claims, for other agencies within its jurisdictional boundaries. For example, since the City is responsible for the sewer pipeline system, and the East Bay Municipal Utility District (EBMUD) is responsible for the water pipeline distribution system, and since damage to both sets of pipelines is likely to occur in similar areas, if repairs to both systems are made in a coordinated manner, streets will need to be minimally disrupted.</p>	<p>Finance and Management Agency, Office of Emergency Services and Public Works Agency</p>
<p><b>STATUS</b></p> <p>The City is currently the lead agency of the <b>Emergency East Bay Regional Emergency Management &amp; Disaster Preparedness Council</b>. This group is the logical forum for the coordination of this process both before and after disasters. Members of this committee include representatives from BART, AC Transit, EBMUD and PG&amp;E, telecommunications, as well as City Public Works and other city departments.</p> <p>Developing <b>pre-disaster</b> model contracts that address the reimbursement process with special districts will partially eliminate the negotiations around the question of who is liable and responsible for paying for repairs, when the facilities of two or more jurisdictions are affected by a disaster.</p> <p>In particular, Oakland needs to enter into negotiations with private and quasi-public entities that supply the City’s utilities and transportation infrastructure to coordinate disaster recovery for their facilities and systems.</p> <p>The process for coordination with special districts can include:</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Identify special district, public agency, or private company</li> <li><input type="checkbox"/> Evaluate its existing continuity plan</li> <li><input type="checkbox"/> Negotiate a collaborative plan</li> <li><input type="checkbox"/> Obtain approval from appropriate authorities</li> <li><input type="checkbox"/> Enter into an agreement on coordinated action</li> <li><input type="checkbox"/> Renew and revise as necessary</li> </ul> <p><b>Another possible forum for coordination with special districts is the Emergency Management Board and Disaster Preparedness Council, as specified in Chapter 8.50 of the Oakland Municipal Code.</b></p>	

Local Hazard Mitigation Plan as Part of Seismic Safety Element	Department
<p><b>ACTION ITEM D-1 – Federal law</b> (the Disaster Mitigation Act of 2000 or DMA 2000) requires that local governments have either an annex to the ABAG multi-jurisdictional Local Hazard Mitigation Plan (LHMP) that has been approved by FEMA, or a “stand alone” LHMP for the jurisdiction to be eligible for FEMA <b>mitigation</b> funds after disasters.</p> <p>After a disaster, FEMA Public Assistance costs are typically split 75% federal-25% state-local. The 25% state share is then split 75% state – 25% local. A 2007 State law (Govt. Code Sec. 8685.9) allows the state share to be up to the full 100% with no local match providing two conditions are met:</p> <p>(a) the local agency is located within a city, county, or city and county that has adopted a local hazard mitigation plan in accordance with federal DMA 2000 <b>as part of the safety element of its General Plan, and</b></p> <p>(b) the state legislature passes special, disaster-specific legislation waiving the local share (something that the legislature has done for virtually every federal major disaster declaration since 1983).</p> <p>Thus, Oakland could potentially save 25% of 25% - or 6¼% of the cost of Public Assistance. Most Bay Area local governments who adopted an annex to the regional multi-jurisdictional Local Hazard Mitigation Plan noted that they planned to adopt their annex as part of the safety element. It is financially important for all local governments, including Oakland, to actually do this as soon as possible.</p>	<p>Community and Economic Development Agency and City Attorney</p>
<p><b>STATUS</b></p> <p><b>The City is in the process of updating its 2005 LHMP annex to the ABAG multi-jurisdictional LHMP.</b></p> <p><b>The resolution adopting its 2005 LHMP Plan annex appears to comply with the state law that will make Oakland eligible for waiver of the local match. (The City Attorney’s office may want to review, however.)</b></p> <p><b>Excerpt from Oakland LHMP Annex:</b></p> <p><i>“The resolution adopting this annex to ABAG’s multi-jurisdictional LHMP was on the City Council agenda January 17, 2006. The mitigation strategies identified in this annex have already been integrated into those contained in the City’s Safety Element “Protect Oakland.” This has been possible because of the close collaboration between the City of Oakland and ABAG.”</i></p> <p><b>The City anticipates again participating in the MJ-LHMP that is currently being updated for final adoption in early 2010.</b></p>	

## **Chapter 2: Recovery of Government Facilities and Services**

### **The Problem Is...**

Facilities owned by Oakland may be damaged in a disaster. When this occurs, the normal response and recovery actions of the City are hampered. Damage may occur to the structure of buildings, equipment, building contents, and financial records.

When this occurs, the City will find its overworked staff dealing with the recovery of its own facilities and functionality, at the same time they are trying to help the community to recover as a whole.

The damage to city hall from the 1989 Loma Prieta earthquake dislocated staff. During the long recovery period, departments had to relocate multiple times and these temporary office spaces frequently did not have reliable access to phones and computers. Valuable records were lost, slowing down recovery. These issues all affected the Oakland’s ability to provide services after Loma Prieta.

Since Loma Prieta, the City has completed a retrofit to city hall, and has retrofitted, rebuilt, or closed most critical administration facilities, fire

stations, and the downtown police stations. For long-term recovery planning, Oakland will need to examine other facilities such as public health and social services buildings, senior and community centers, and financial records centers, as well as critical port and airport facilities.

In addition, the vulnerability of building contents, particularly files, computers, servers, and other key equipment should be evaluated. These “nonstructural” assets are not typically expensive to secure; yet if they are not secured, they can prevent the facility from being functional and significantly slow down the pace of recovery—even if the building is structurally intact.

In the event staff cannot return to their original office space, the City needs to have a list of alternate locations and a list prioritizing rebuilding of the damaged structures.

**Without taking steps to restore functionality to both structures and their contents, City staff will be unable to help Oakland’s residents.**



### **An Action Plan for Oakland**

The following recommendations for action, if adopted by the City of Oakland, will ensure the City is better prepared to speed up recovery efforts to government facilities and services. The key is to undertake the necessary steps **before** a major earthquake or other disaster.

<b>Structural Integrity of Key Government Facilities</b>	<b>Department</b>
<p><b>A-1</b> – An evaluation of the structural integrity (retrofit solutions) of critical government-owned facilities, as well as their location relative to areas subject to flooding, landslides, and wildfires, are essential key steps to recovery. Once they have been identified and evaluated, critical facilities need to be retrofitted or replaced.</p> <p>Non-emergency response facilities such as public health, social services, senior center, community center, and financial records center buildings also need to be identified, evaluated, and retrofitted or replaced. It is important to keep in mind that even newer buildings may be structurally deficient and, therefore, need additional structural support.</p>	<p>Office of Emergency Services and City Council</p>

<b>Structural Integrity of Key Government Facilities (continued)</b>	<b>Department</b>
<p><b>A-2</b> – The vulnerability of building contents also must be addressed. Building contents include: computer equipment, phones, files, and other tools used by staff to conduct daily business. With the increased reliance on computers and the Internet, the City needs to ensure computers and servers are properly braced and that their power sources are functional. These non-structural assets are typically not expensive to secure and, if secured, will allow government services to be up and running more quickly.</p>	<p>Public Works Agency (Department of Facilities and Environment) and City Council</p>
<b>Emergency Relocation of Government Facilities</b>	<b>Department</b>
<p><b>B-1</b> – Plans should be made for the emergency relocation of City-owned facilities critical to emergency response, as well as any facilities with known structural deficiencies or in hazardous areas. Such plans need to incorporate the following components:</p> <ol style="list-style-type: none"> <li>1) Emphasize current communication technology such as cellular phones, email, and other forms of text messages, as well as ways to work with local telephone companies to set up phone systems that either preserve pre-disaster phone numbers, or include call forwarding provisions that allow the public to contact individual departments or staff.</li> <li>2) Include public education and outreach communication needs. The public, particularly those with special needs and most in need of government services, may become frustrated and alarmed if “normal” contacts are not reachable.</li> <li>3) Include working with local transit agencies to ensure continued public access to government buildings for those without cars.</li> <li>4) Include access to back-ups of key records and other documents from alternate locations.</li> </ol> <p>Use of mutual aid agreements with other local governments for relocation of facilities should be explored.</p>	<p>Office of Emergency Services  and CEDA (Real Estate Division)</p>
<b>Repair or Rebuild Local Government Facilities</b>	<b>Department</b>
<p><b>C-1</b> – Oakland needs to have a plan for prioritizing the repair or rebuilding of City-owned facilities. This decision-making process will be based largely on the degree that a facility is considered “critical” and the extent of damage suffered by the facility. The Earthquake Recovery and Reconstruction Guidelines (SCEPP/OES, 1991) report recommends the following priority order:</p> <ol style="list-style-type: none"> <li>1) Repair facilities that contain or provide critical public services and that can be repaired in minimal time.</li> <li>2) Initiate the design and rebuilding processes for government facilities that contain or provide critical government services and require extensive and lengthy repairs or total reconstruction.</li> <li>3) Repair administrative facilities in which little public contact is made, but essential support services are provided.</li> <li>4) Initiate the design and rebuilding processes for local government facilities that are needed primarily for internal administrative purposes.</li> </ol>	<p>Planning and Zoning,  Office of Emergency Services,  and City Administrator’s Office</p>



Repair or Rebuild Local Government Facilities (continued)	Department
<p>The recovery process provides an opportunity to evaluate the existing location of facilities that house government services, particularly if those facilities need to be replaced. Therefore, some buildings or facilities might be consolidated to improve economy and efficiency. However, it is important to note that existing FEMA regulations (based on the requirements of the Stafford Act) may put severe limitations on a local government's ability to make these changes and receive federal funding.</p>	
Finance Department Recovery	Department
<p><b>D-1</b> – Oakland needs to have plans and back-up procedures to pay employees and vendors if normal finance department operations are disrupted. The following steps will allow the Finance Department to resume its function with minimal disruptions:</p> <ol style="list-style-type: none"> <li>1) Develop a verified business continuity plan from Wells Fargo Bank and other financial institutions that the Finance Department uses, including arrangements for distributing debit cards for emergency purchases.</li> <li>2) Create a backup payroll process to pay City employees in the event the regular process is disrupted.</li> <li>3) Create an inventory of paper checks and a designated alternate location for distributing payroll checks.</li> <li>4) Establish a hot-site for backing-up financial records on a regular basis, preferably daily. This site should be located far enough geographically that it is not impacted by the disaster. Cities should have mutual aid agreements or use the services of Information Technology companies to back-up their records.</li> </ol> <p>The recovery process provides an opportunity to evaluate the existing location of facilities that house government services, particularly if those facilities need to be replaced. Therefore, some buildings or facilities might be consolidated to improve economy and efficiency. However, it is important to note that existing FEMA regulations (based on the requirements of the Stafford Act) may put severe limitations on a local government's ability to make these changes and receive federal funding.</p>	<p>Finance and Management Agency (Treasury – Payroll Division)</p>
Recovery of Information Technology (IT) System and Geographic Information System (GIS)	Department
<p><b>E-1</b> – Having reliable backups of the City's electronic files will be critical for the recovery effort. In particular, the IT department's GIS division staff will need to work closely with the permit center and the planning department to coordinate and consolidate information on tagging of structures.</p> <p>The GIS department (Geographical Information Systems) captures, stores, analyzes, and displays geographically referenced information. This information is then utilized by public service agencies as well as the citizens of Oakland in scientific investigations, resource management, and development planning. In addition, applications and intranet web services are developed by this department to facilitate the distribution of information within the city government and to all external citizens.</p>	<p>Information Technology (Geographic Information System Division) and (Building Services and Permit Center)</p>

This page is intentionally blank.



# Recovery of Government Facilities and Services STATUS

## City of Oakland Long-Term Disaster Recovery Plan

Structural Integrity of Key Government Facilities	Department
<p><b>ACTION ITEM A-1</b> – An evaluation of the structural integrity (retrofit solutions) of critical government-owned facilities, as well as their location relative to areas subject to flooding, landslides, and wildfires, are essential key steps to recovery. Once they have been identified and evaluated, critical facilities need to be retrofitted or replaced.</p> <p>Non-emergency response facilities such as public health, social services, senior center, community center, and financial records center buildings also need to be identified, evaluated, and retrofitted or replaced. It is important to keep in mind that even newer buildings may be structurally deficient and, therefore, need additional structural support.</p>	<p>Office of Emergency Services and City Council</p>
<p><b>STATUS</b></p> <p><b>This action item is partially complete.</b></p> <p>Step 1. Oakland should identify, evaluate (for seismic soundness), and then categorize the facilities it owns into three groups:</p> <p>Critical facilities (tier 1)</p> <p>Very important facilities (tier 2)</p> <p>Essential services facilities (tier 3)</p> <p>Step 2. Once all city-owned facilities have been categorized, Oakland should retrofit or replace the facilities in order from tier 1 to tier 3.</p> <p>The City of Oakland collected data on 325 city-owned critical facilities as part of ABAG’s role in developing the Local Hazard Mitigation Plan for the Bay Area. All of the facilities are located within regions of predicted very violent or violent shaking. Almost all (23/25) fire facilities have been retrofitted, rebuilt, or closed; one is currently being rebuilt and one is not considered a critical facility because it only handles support functions. In addition, city hall has been retrofitted, as was the downtown police station. While some work has occurred at port and airport facilities, there are still some significant vulnerabilities. <b>Holding a workshop to discuss and confirm prioritization of critical facilities will help prepare Oakland for disaster recovery planning.</b></p> <p>An assessment of essential services facilities (such as community centers) still needs to be addressed. See Chapter 1, Item B-2 for the types of facilities to consider.</p>	

Structural Integrity of Key Government Facilities (cont.)	Department
<p><b>ACTION ITEM A-2</b> – The vulnerability of building contents also must be addressed. Building contents include: computer equipment, phones, files, and other tools used by staff to conduct daily business. With the increased reliance on computers and the Internet, the City needs to ensure computers and servers are properly braced and that their power sources are functional. These non-structural assets are typically not expensive to secure and, if secured, will allow government services to be up and running more quickly.</p>	<p>Public Works Agency (Department of Facilities and Environment) and City Council</p>
<p><b>STATUS</b></p> <p>City Council has not yet considered mitigation strategy GOVT-a-4, “Conduct comprehensive programs to identify and mitigate problems with facility contents, architectural components, and equipment that will prevent critical buildings from being functional after major natural disasters.” However, in the Oakland Fire Department, this issue is addressed by floor wardens who monitor anchoring of computers, file cabinets, bookcases, and other large equipment.</p> <p>San Francisco provides training to staff and the public on how to secure building contents. The training consists of a display of the necessary tools and a demonstration of how to brace building contents such as book shelves and computers. Through these training sessions, San Francisco encourages, but does not mandate, staff to secure their office equipment. These training sessions were paid for by the City and County of San Francisco and there are no known external sources of funding.</p>	

Emergency Relocation of Government Facilities	Department
<p><b>ACTION ITEM B-1</b> – Plans should be made for the emergency relocation of City-owned facilities critical to emergency response, as well as any facilities with known structural deficiencies or in hazardous areas. Such plans need to incorporate the following components:</p> <ol style="list-style-type: none"> <li>1) Emphasize current communication technology such as cellular phones, email, and other forms of text messages, as well as ways to work with local telephone companies to set up phone systems that either preserve pre-disaster phone numbers, or include call forwarding provisions that allow the public to contact individual departments or staff.</li> <li>2) Include public education and outreach communication needs. The public, particularly those with special needs and most in need of government services, may become frustrated and alarmed if “normal” contacts are not reachable.</li> <li>3) Include working with local transit agencies to ensure continued public access to government buildings for those without cars.</li> <li>4) Include access to back-ups of key records and other documents from alternate locations.</li> </ol> <p>Use of mutual aid agreements with other local governments for relocation of facilities should be explored.</p>	<p>Office of Emergency Services  and  CEDA  (Real Estate Division)</p>
<p><b>STATUS</b></p> <p>A partial list of alternative locations is prepared, but should be finalized and made available to city staff and officials. Agreements should be reached with facilities not owned by the city for use after a disaster.</p> <p>Other items still to be addressed or confirmed include: the operability of communication technology such as cellular phone service, effective public outreach, cooperation with transit authorities to ensure public transportation options, and access to key records and documents.</p> <p>This issue should be covered in each department’s Disaster Operations Plan.</p>	

Repair or Rebuild Local Government Facilities	Department
<p><b>ACTION ITEM C-1</b> – Oakland needs to have a plan for prioritizing the repair or rebuilding of City-owned facilities. This decision-making process will be based largely on the degree that a facility is considered “critical” and the extent of damage suffered by the facility. The Earthquake Recovery and Reconstruction Guidelines (SCEPP/OES, 1991) report recommends the following priority order:</p> <ol style="list-style-type: none"> <li>1) Repair facilities that contain or provide critical public services and that can be repaired in minimal time.</li> <li>2) Initiate the design and rebuilding processes for government facilities that contain or provide critical government services and require extensive and lengthy repairs or total reconstruction.</li> <li>3) Repair administrative facilities in which little public contact is made, but essential support services are provided.</li> <li>4) Initiate the design and rebuilding processes for local government facilities that are needed primarily for internal administrative purposes.</li> </ol> <p>The recovery process provides an opportunity to evaluate the existing location of facilities that house government services, particularly if those facilities need to be replaced. Therefore, some buildings or facilities might be consolidated to improve economy and efficiency. However, it is important to note that existing FEMA regulations (based on the requirements of the Stafford Act) may put severe limitations on a local government’s ability to make these changes and receive federal funding.</p>	<p>CEDA (Planning and Zoning), Office of Emergency Services, and City Administrator’s Office</p>
<p><b>STATUS</b></p> <p><b>The City of Oakland has not yet considered developing a plan for prioritizing the repair or rebuilding of critical facilities damaged in a disaster.</b> The City should categorize its 324 critical facilities based on the extent to which the public is impacted. A meeting with department heads should be convened to formulate an overall prioritized list of Oakland’s critical facilities, based on each department’s prioritized list of the buildings it uses.</p> <p>The guideline above can be used to help prioritize the order in which Oakland considers rebuilding its facilities.</p>	

Finance Department Recovery	Department
<p><b>ACTION ITEM D-1</b> – Oakland needs to have plans and back-up procedures to pay employees and vendors if normal finance department operations are disrupted. The following steps will allow the Finance Department to resume its function with minimal disruptions:</p> <ol style="list-style-type: none"> <li>1) Develop a verified business continuity plan from Wells Fargo Bank and other financial institutions that the Finance Department uses, including arrangements for distributing debit cards for emergency purchases.</li> <li>2) Create a backup payroll process to pay City employees in the event the regular process is disrupted.</li> <li>3) Create an inventory of paper checks and a designated alternate location for distributing payroll checks.</li> <li>4) Establish a hot-site for backing-up financial records on a regular basis, preferably daily. This site should be located far enough geographically that it is not impacted by the disaster. Cities should have mutual aid agreements or use the services of Information Technology companies to back-up their records.</li> </ol> <p>The recovery process provides an opportunity to evaluate the existing location of facilities that house government services, particularly if those facilities need to be replaced. Therefore, some buildings or facilities might be consolidated to improve economy and efficiency. However, it is important to note that existing FEMA regulations (based on the requirements of the Stafford Act) may put severe limitations on a local government's ability to make these changes and receive federal funding.</p>	<p>Finance and Management Agency (Treasury-Payroll Division)</p>
<p><b>STATUS</b></p> <p>1) The City has discussed emergency preparedness with Wells Fargo Bank and the bank has been working with the City to provide alternate contacts in the case of an emergency and to identify service center(s) that would handle the City's banking operation. The City also has financial relationships with other institutions (i.e. money market funds, Local Agency Investment Fund, trustee banks, etc.) and the City has been supplied with alternate contacts in the case of an emergency for these institutions as well.</p> <p>Listed below are some of the general duties that must be maintained:</p> <ul style="list-style-type: none"> <li>• Ensure that all banking and trustee operations continue as needed.</li> <li>• Open line of communication with Wells Fargo Bank to discuss plan implementation for all banking related operations.</li> <li>• Contact trustee banks (i.e. Wells Fargo, The Bank of New York, and US Bank) to provide updates on debt service obligations.</li> <li>• Contact Wells Fargo Corporate Trust to discuss investment related operations.</li> <li>• Contact money market funds (i.e. AIM Investments, JP Morgan, and LAF) to discuss liquidity issues.</li> </ul> <p>2) The City maintains a backup payroll file from the bank the City would use to generate a duplicate transmission of the previous payroll.</p> <p>3) The Treasury Division has an inventory of manual checks at the City's Emergency Operation Center in the case of an emergency or disaster. The computers and copy machines are serviced and maintained on a regular basis.</p>	

<b>Finance Department Recovery (continued)</b>	<b>Department</b>
4) The City's Department of Information Technology routinely backs up files to insure the smooth running of operations in the case of an emergency.	



Recovery of Information Technology (IT) System and Geographic Information System (GIS)	Department
<p><b>ACTION ITEM E-1</b> – Having reliable backups of the City’s electronic files will be critical for the recovery effort. In particular, the IT department’s GIS division staff will need to work closely with the permit center and the planning department to coordinate and consolidate information on tagging of structures.</p> <p>The GIS department (Geographical Information Systems) captures, stores, analyzes, and displays geographically referenced information. This information is then utilized by public service agencies as well as the citizens of Oakland in scientific investigations, resource management, and development planning. In addition, applications and intranet web services are developed by this department to facilitate the distribution of information within the city government and to all external citizens.</p>	<p>Information Technology (Geographic Information System Division) and CEDA (Building Services and Permit Center)</p>
<p><b>STATUS</b></p> <p>The Office of Emergency Services is currently working with the Information Technology (IT) department on its Disaster Operations Plan.</p> <p>The IT department currently stores backups of its critical data (such as financial records, payroll, GIS data, human resources data, etc.) on computer tapes. The tapes are stored in a “data vault” in Sacramento and are managed by Iron Mountain Inc. The tapes are rotated every week.</p> <p><b>The GIS department staff needs to work plan to work closely with the permit center and the planning department to coordinate and consolidate information on tagging of structures.</b></p>	

This page is intentionally blank.

## Chapter 3: Long-Term Housing Recovery

### How Extensive Will Housing Losses Be in Oakland?

In a major earthquake (approximately magnitude 7) on the Hayward fault, ABAG estimates **26,000** housing units in Oakland will become uninhabitable. Most (**14,700**) of these units will be in “soft-story” apartments and condos, which are buildings with open parking or commercial areas on all or part of the first floor. The first floor of these buildings, if built prior to the 1988 code, can tilt or collapse. Some people are likely to be killed and many more injured due to this damage. Gas lines may rupture and start fires that can spread to neighboring buildings.



Damage to Housing in 1989 Loma Prieta Earthquake

An estimated **67,000 people will be displaced**. In the immediate aftermath of such a disaster, the American Red Cross, the City of Oakland, and others will set up mass care and shelters for those unable to find alternate shelter. ABAG estimates a peak demand for **21,500 shelter beds** in Oakland, a number that far exceeds the estimated capacity for fewer than 5,000 beds in ADA-accessible facilities in city-owned facilities and public schools.

Sewer, water, roads, communication, and power systems are disrupted over a large geographical area. Emergency communications and power are expected to be restored within a few days. Widespread utility restoration is likely to take weeks or months, especially water and sewer pipelines.

Historically, because of finance and housing markets, multi-family housing is particularly slow to rebuild, as is low-income housing. Thus, the most vulnerable populations and the most vulnerable housing types are hit hardest – and longest. This population is most likely to need long-term housing solutions.

FEMA provides **Individual Assistance** directly to people who have lost their homes in a disaster – whether or not they owned the homes. Individual Assistance is not intended to – and does not – take the place of earthquake insurance. It does not make people or families “whole” and does not contribute to the long-term recovery of housing.

The percentage of homeowners and renters who have purchased earthquake insurance is only about 1 in 8 – and these policies tend to be held by risk-adverse people who live in newer homes or have retrofitted their homes to be less vulnerable.

Extensive damage will permanently change the architectural character of neighborhoods and reduce the amount of affordable housing.

The housing problem is not easily fixed. The solution involves the complex interaction of local, state, and federal governments, along with non-profit organizations, neighborhood and equity advocates, a variety of for-profit and non-profit housing developers, environmentalists, business groups, and historic preservationists.

**The essential first steps** in planning for long-term housing recovery are establishing agreements on (1) who is responsible for what actions and (2) when coordination is required. Local governments should also be willing to forfeit some control in favor of a broader recovery strategy that partners government and other interest groups. This effort also requires that people who do not routinely think about disaster planning adopt a new mindset to solve the long-term housing issue.



“Tent City” in Golden Gate Park in 1906

## TRANSITIONS FROM SHELTER: The Housing Assistance System

The American Red Cross provides short-term shelter, typically in schools, community centers, and churches. The shelters are intended to be used for a few days to a few weeks.

Longer-term housing is available from FEMA through a system of housing vouchers. At the same time, organizations such as the Red Cross, Mennonite Relief Services, and other church groups and non-profits mobilize to build and repair housing.

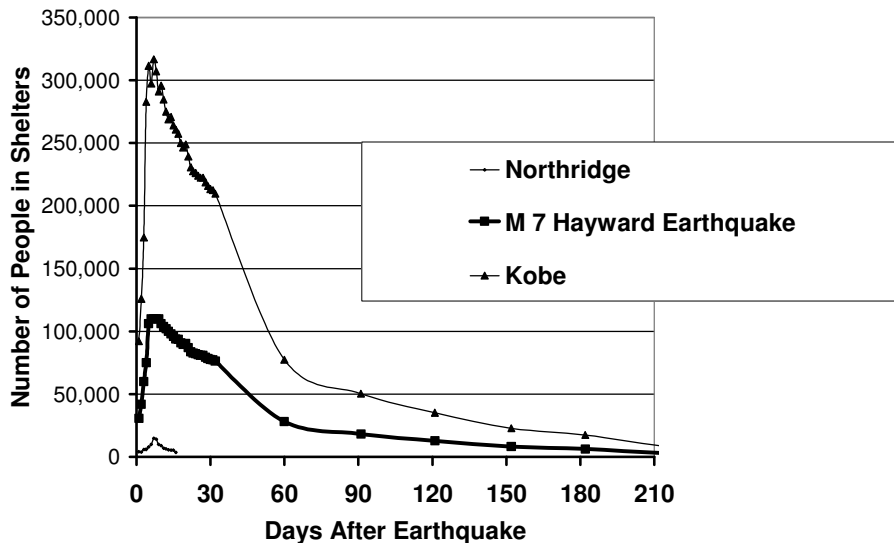
After a fire, most homes are covered by fire insurance. Today, less than 15% of Bay Area homes have earthquake insurance.

Thus, after an earthquake, there will be three huge challenges:

- (1) Immediate sheltering – with the American Red Cross as the lead agency.
- (2) Short-term or interim housing.
- (3) Long-term replacement housing.

***No single organization is in charge of long-term housing, the focus of this disaster recovery planning effort.***

***A Modeled Hayward Scenario for Shelter Demand in the Bay Area Compared to the 1994 Northridge Earthquake and the 1995 Kobe Earthquake<sup>1</sup>***



The experiences of local governments following the Northridge and Loma Prieta earthquakes were remarkably similar, as shown in the table below based on research by ABAG.

**Estimated Recovery Times for Housing in Past California Earthquakes<sup>1</sup>**

Building Type	Recovery Time (For 90% Repair or Rebuilding of Units)	
	Loma Prieta	Northridge
Single-Family Mobile Homes	0.1 years (minimum; no actual data)	0.7 years
Single-Family Homes (Red-Tagged)	2.4 years (if assume <b>all</b> missing dates are due to poor data) – to over 10 years if assume they are not	3.4 years (if assume <b>all</b> missing dates are due to poor data) – to over 6 years if assume they are not
Multifamily (Yellow-Tagged)	Less than 0.1 years (data from San Francisco only; data not available for Oakland and tagging not used elsewhere)	4.0 years (if assume <b>all</b> missing dates are due to poor data) – to over 6 years if assume they are not
Multifamily (Red-Tagged)	Over 10 years (only 80% of units rebuilt after over 10 years)	3.8 years (if assume <b>all</b> missing dates are due to poor data) – to over 6 years if assume they are not

<sup>1</sup> Source: *Preventing the Nightmare: Post-Earthquake Housing Issue Papers* (ABAG, 2000).

## SOME DEFINITIONS –

### Interim Housing

Given the number of homes lost, communities need to plan for location of interim housing – that is, short-term housing that would be in place for **one month to a few years** – preferably on sites close to the damaged housing.

Interim housing will be needed because those organizations donating temporary shelter space need to reclaim that space for their original uses (as schools, community centers, and churches) that serve the community.

### Replacement Housing

While interim housing is being installed, long-term replacement housing needs to be planned for and built. Traditionally, communities strain as conflicting views of the area’s future emerge in the pressure-cooker of environmental, economic, and equity views. At the same time, local neighborhoods want to rebuild as soon as possible in exactly the same way as they were before the disaster without realizing that the region has changed.



## An Action Plan for Oakland

The following recommendations for action, if adopted by the City of Oakland, will reduce the demand for shelter, increase the capacity for sheltering, and speed up the transition from shelters to permanent housing. These actions are based on earlier recommendations<sup>2</sup>, as well as visits to the areas impacted by Hurricane Katrina. The slow recovery of housing following Hurricane Katrina has again made clear that a coordinated effort by the City of Oakland is essential.

Actions to Strengthen Existing Housing	Department
<p><b>A-1</b> – Continue to provide incentives for the strengthening of existing single-family homes, particularly the cripple walls of older homes (that is, the outside wall of the crawl space located below the floor people walk on and the perimeter foundation).</p>	<p>Community and Economic Development Agency</p>
<p><b>A-2</b> – Establish a new program to mandate strengthening and/or provide incentives for the strengthening of existing multifamily housing, particularly those with soft stories (that is, where the first floor is open to allow for parking or retail). <b>Once all of the highest risk soft-story buildings are retrofitted, the estimated peak shelter demand can be reduced to 11,700 beds.</b></p>	<p>Community and Economic Development Agency and City Council</p>
<p><b>A-3</b> – Work with PG&amp;E to develop a program for installing gas shut-off devices on the upstream (PG&amp;E side) of the gas meters before the lines are attached to or enter multifamily buildings that are potential soft-story structures.</p>	<p>Office of Emergency Services</p>
<p><b>A-4</b> – Encourage owners of historic residential buildings to hire engineers experienced with these types of buildings to inspect them prior to any decision to demolish them.</p>	<p>Planning Department and Landmarks Preservation Advisory Board</p>

Actions to Strengthen Existing Housing (continued)	Department
<p><b>A-5</b> – Encourage businesses to offer employees low-interest loans to retrofit their homes, just as many offer computer purchase incentive plans. By taking initiative, businesses will increase the likelihood that their employees will stay in the area to help with the business’ recovery efforts. Without adequate housing, they may decide to relocate altogether.</p>	Office of Emergency Services
Actions to Keep People in Their Homes	Department
<p><b>B-1</b> – Work with the Structural Engineers Association of Northern California, CalEMA, and others <b>to develop criteria</b> for the “tagging” of housing as red (uninhabitable), yellow (limited entry), or green (usable) <b>that keeps more people in their homes when the structure has minor cracking and utilities are not fully functional.</b> Typically, owners and tenants of a yellow-tagged multifamily building treat that building as if it were red-tagged; tenants leave and owners may barricade entry due to liability concerns. The tagging system should be tied to Oakland’s existing permit tracking database.</p>	Community and Economic Development Agency <i>with involvement of engineering community</i>
<p><b>B-2</b> – Work with the media and others such as the Red Cross to develop messages to encourage people to stay in their homes if damage is “cosmetic.” Use traditional and “new media” outlets to disseminate information. Once people make the decision to leave their homes, it is often difficult to persuade them to return.</p>	City Manager’s Office (PIO Team) and Office of Emergency Services
Actions to Provide a Variety of Interim and Long-Term Shelter Choices	Department
<p><b>C-1</b> – Identify and maintain a list of potential locations and sources of local temporary housing useable for an extended period of time after the emergency shelters have closed, possibly including motels, hotels, government-owned housing, and parks.</p>	Office of Emergency Services
<p><b>C-2</b> – Work with business and neighborhood organizations to encourage pre-planning for sharing of housing following a disaster. Shelters will only be available for 30 days after a disaster, after which they will need to be vacated to restore their original function as a school, church, etc. Therefore, finding interim housing (typically in use 3 to 6 months) while permanent housing is being repaired is a challenge. If businesses and neighborhood organizations pre-arrange to have sharing of housing among their employees or members, the availability of interim housing will increase and generate less of this demand on the City.</p>	Office of Emergency Services
Actions to Streamline Permitting and Rebuilding Processes	Department
<p><b>D-1</b> – Set up expedited procedures for reviewing plans, granting permits, and scheduling inspections to promote self-help and contractor-assisted repairs. The building, planning, and housing department staff will need to process huge numbers of permits in a short period of time, many submitted for approval by those unfamiliar with the process. Pre-planning for procedures to integrate and streamline the process will be incredibly helpful. This type of streamlined permit process was used effectively by the City of Oakland following the East Bay Hills Firestorm.</p>	CEDA (Building Services and Permit Center)

Actions to Streamline Permitting and Rebuilding Processes (continued)	Department
<p><b>D-2</b> – Ensure that the City of Oakland General Plan (particularly, the Safety, Housing, and Land Use elements) are up-to-date and consistent with local zoning to avoid post-disaster decision making in a crisis environment. Pre-planning may also improve the likelihood that decisions do not unintentionally increase changes for gentrification, displacing the pre-disaster populations.</p>	<p>CEDA (Planning &amp; Zoning)</p>
Actions to Encourage Affordable Repair and Rebuilding of Housing	Department
<p><b>E-1</b> – Monitor the rents and prices landlords and contractors charge to help encourage and ensure that rates remain within acceptable ranges.</p>	<p>CEDA (Housing &amp; Community Development) and City Attorney</p>
<p><b>E-2</b> – Pre-plan for controls on prices and rents and take early legal action against violators if prices and rents do not remain in normal and acceptable ranges.</p>	<p>CEDA (Housing &amp; Community Development) and City Attorney</p>
Actions to Promote at the State and Federal Levels	Department
<p><b>F-1</b> – The Stafford Act (the federal law providing FEMA with rules on rendering assistance to local governments and individuals following disasters) contributes to delays in housing recovery. For example, FEMA can pay for interim housing, but not for minor repairs to permanent housing. The City should work with its congressional representatives to ensure that these rules are modified for greater flexibility both in creating interim and in restoring permanent housing capability.</p>	<p>City Council and Office of Emergency Services</p>
<p><b>F-2</b> – The City should continue to work with the state and federal legislative representatives and others to obtain funds for incentives for the seismic retrofits of homes and soft-story apartments.</p>	<p>City Council and Office of Emergency Services</p>

1 Source: *Preventing the Nightmare: Post-Earthquake Housing Issue Papers* (ABAG, 2000).

2 The problem of recovery of the Bay Area’s housing stock following a major disaster has been considered before. In 1991, the Bay Area Earthquake Preparedness Project of State OES prepared *Earthquake Recovery and Reconstruction – Planning Guidelines for Local Governments*. About ten years later, the newly named OES Earthquake Program developed a short report, *Post-Earthquake Housing Recovery: Issues for Local Government and the Community*. Both the housing sections of the 1991 document and the entire 2000 paper are available at <http://quake.abag.ca.gov/recovery>.

**PHOTO CREDITS** – U.S. Geological Survey (USGS)–page 1 (left); U.C. San Francisco History Library–page 1 (right), USGS–pg. 3.

This page is intentionally blank.





# Long-Term Housing Recovery

## City of Oakland Long-Term Disaster Recovery Plan

Actions to Strengthen Existing Housing	Department
<p><b>ACTION ITEM A-1</b> – Continue to provide incentives for the strengthening of existing single-family homes, particularly the cripple walls of older homes (that is, the outside wall of the crawl space located below the floor people walk on and the perimeter foundation).</p>	<p>Community &amp; Economic Development Agency</p>
<p><b>STATUS</b></p> <p>Recognizing that the City of Oakland could lose as much as one-third of its housing in a major Bay Area earthquake, Oakland has taken several proactive steps to reduce loss of life and property.</p> <p>In 2007, the Council launched the <b>New Homeowner Seismic Strengthening Incentive Program</b>, offering new owners of older homes reimbursement of up to \$5,000 or 0.5% of the purchase price of the home if they retrofitted their home according to the City’s standards and within the designated time frames. To date, 325 homeowners have taken advantage of the program, which also offers a flat retrofit permit fee of only \$250. However, this program is currently suspended due to lack of funds.</p> <p>At the same time, the Council launched a program to offer a flat building permit fee of \$250 for retrofits, regardless of the purchase date of the home. This program continues and remains popular.</p> <p>In 2008, these programs were expanded to <b>low income homeowners</b> in the City’s redevelopment areas, with up to a \$5,000 grant and no-interest loans. This program is currently funded.</p> <p>The City has also co-sponsored several bills in Sacramento to develop standards for seismically retrofitting cripple wall homes and for using federal economic stimulus funds for soft story retrofitting.</p>	

Actions to Strengthen Existing Housing	Department
<p><b>ACTION ITEM A-2</b> – Establish a new program to mandate strengthening and/or provide incentives for the strengthening of existing multifamily housing, particularly those with soft stories (that is, where the first floor is open to allow for parking or retail). <b>Once all of the highest risk soft-story buildings are retrofitted, the estimated peak shelter demand can be reduced to 11,700 beds.</b></p>	<p>Community &amp; Economic Development Agency and City Council</p>
<p><b>STATUS</b></p> <p>In May 2009, the Association of Bay Area Governments (ABAG) completed a preliminary survey of multifamily soft story units in Oakland and identified close to 1500 potentially at risk buildings. A proposed ordinance will launch the first of a three-step process to identify, report, and eventually retrofit at risk multifamily soft story structures, which represent the bulk of the potential loss of housing in a major earthquake.</p> <p>Funding for these programs is always an issue, and the City is working closely with ABAG and its state representatives to find funds that can be used as incentives to motivate property owners to proactively retrofit their buildings.</p> <p>In June of 2009, the City Council will consider implementing a mandatory seismic screening program for multifamily soft-story buildings with five or more units.</p> <p>The City plans to explore funding sources to seismically strengthen Public Assisted Housing. Most of these are 6 to 7 unit buildings.</p> <p>City Council is considering a draft of a soft story ordinance that includes the use of the historic building code for applicable structures.</p> <p><b>One of the remaining issues is the vulnerability of publically-assisted housing and public housing.</b></p>	
<p><b>ACTION ITEM A-3</b> – Work with PG&amp;E to develop a program for installing gas shut-off devices on the upstream (PG&amp;E side) of the gas meters before the lines are attached to or enter multifamily buildings that are potential soft-story structures.</p>	<p>Office of Emergency Services</p>
<p><b>STATUS</b></p> <p>City of Oakland staff has met with PG&amp;E. No decision on what to do has been made by PG&amp;E.</p>	

Actions to Strengthen Existing Housing	Department
<p><b>ACTION ITEM A-4</b> – Encourage owners of historic residential buildings to hire engineers experienced with these types of buildings to inspect them prior to any decision to demolish them.</p>	<p>Planning Department and Landmarks Preservation Advisory Board</p>
<p><b>STATUS</b></p> <p>The Planning Department (Zoning Update Committee) and Landmarks Preservation Board are in the process of more strictly defining the conditions under which an historic building can be demolished, in alignment with Policy 2.4 of the Historic Preservation Element of the General Plan.</p> <p>Currently the S-7 and S-20 Historic District zones and the Historic Preservation Element incorporate Criteria for Demolition and the existing Landmark and Preservation District regulations delay demolition or removal for up to 240 days. General Plan HPE Policy 2.4 recommends more restrictive required findings.</p> <p>Demolition prohibition rather than delay is essential if the preservation of Historic Properties is to be assured. HPE Policy 2.4 prohibits demolition unless certain findings can be made. The findings are intended to weigh the value of preserving Landmark and Preservation District properties against other concerns which may require their demolition or removal. HPE Policy 2.4 recognizes that demolition or removal of Landmark and Preservation District properties is permitted when there is an immediate hazard to public safety and that the demolition or removal is necessary to abate the hazard.</p> <p>The Board may recommend these Policy 2.4 findings as stated or modify them. Staff recommends that Board also review the Criteria for Demolition Findings in the S-20 and S-7 zones.</p>	
<p><b>ACTION ITEM A-5</b> – Encourage businesses to offer employees low-interest loans to retrofit their homes, just as many offer computer purchase incentive plans. By taking initiative, businesses will increase the likelihood that their employees will stay in the area to help with the business' recovery efforts. Without adequate housing, they may decide to relocate altogether.</p>	<p>Office of Emergency Services</p>
<p><b>STATUS</b></p> <p>The City should work with Chambers of Commerce and other organizations to advocate establishment of seismic strengthening programs for employees.</p>	

Actions to Keep People in Their Homes	Department
<p><b>ACTION ITEM B-1</b> – Work with the Structural Engineers Association of Northern California (SEAONC), California Building Officials (CALBO), the California Emergency Management Agency (CalEMA), and others <b>to develop criteria</b> for the “tagging” of housing as red (uninhabitable), yellow (limited entry), or green (usable) <b>that keeps more people in their homes when the structure has minor cracking and utilities are not fully functional.</b> Typically, owners and tenants of a yellow-tagged multifamily building treat that building as if it were red-tagged; tenants leave and owners may barricade entry due to liability concerns.</p> <p>The tagging system should be tied to Oakland’s existing permit tracking database.</p>	<p>Community and Economic Development Agency <i>with involvement of engineering community</i></p>
<p><b>STATUS</b></p> <p>Oakland plans to use engineers, building inspectors, and architects trained through CalEMA’s Safety Assessment Program (SAP) to supplement City building inspectors to conduct inspections using the tagging system. Typically, two rounds of inspections are done. The first is cursory to verify whether minimum life safety requirements are met, while the second is more thorough. The former is typically done within one week of a disaster, while the latter has a much longer timeline.</p> <p>The City’s staff should continue to receive training on how to coordinate this mutual aid and perform the tagging evaluation. The tagging results will need to be tied to Oakland’s permit tracking system, as well as to its Geographic Information System.</p> <p>In addition, Oakland should work with ABAG, CALBO, SEAONC, and other groups to see if the SAP program can be redefined so that, under some circumstances, a lack of utilities or other non-life-safety issues should result in yellow-, not red-tagging of the structures to keep more people in their homes.</p>	

Actions to Keep People in Their Homes (continued)	Department
<p><b>ACTION ITEM B-2</b> – Work with the media and others such as the Red Cross to develop messages to encourage people to stay in their homes if damage is “cosmetic.” Use traditional and “new media” outlets to disseminate information. Once people make the decision to leave their homes, it is often difficult to persuade them to return.</p>	<p>City Manager’s Office (PIO Team) and Office of Emergency Services</p>
<p><b>STATUS</b></p> <p>The Oakland Public Information Office (PIO) team manual currently has 6 pre-scripted messages that specifically address earthquakes. These messages deal with topics such as the availability of shelters and warnings of aftershocks. <b>The manual should include a pre-scripted message on the circumstances under which people should remain at home.</b></p> <p>Oakland should also pre-plan for an aggressive post-disaster public education campaign. One focus of this campaign should be to explain when residents can safely live in their homes. Information on what types of damage are cosmetic, as well as information on the tagging system should be made available at all shelters. Informing residents and buildings owners on when they can return home will alleviate the burden on shelters.</p> <p>The PIO should fully utilize “new media” outlets such as Twitter, Facebook, and other forms of instant messaging.</p> <p>Oakland may need to plan to work with suppliers to assist in making tarps and other protections available for structures that are damaged and repairable to prevent weather damage.</p>	

Actions to Provide a Variety of Interim and Long-Term Shelter Choices	Department
<p><b>ACTION ITEM C-1</b> – Identify and maintain a list of potential locations and sources of local temporary housing useable for an extended period of time after the emergency shelters have closed, possibly including motels, hotels, government-owned housing, and parks.</p>	<p>Office of Emergency Services</p>
<p><b>STATUS</b></p> <p>The current program has identified 5,000 ADA-compliant shelter beds, while the need is estimated at 25,000.</p> <p>The City should create a plan for providing social services to address mental health issues such as Post-Traumatic Stress Disorder at shelters. This can be done through adoption of an ordinance.</p> <p>Based on a charrette of the San Antonio/Fruitvale neighborhoods conducted in 1997, interim housing alternatives may also include tents, sheds, and other portable shelters. These options allow residents to stay on their property while housing is being repaired. Research has shown that mental and physical health issues, as well as crime, are reduced if residents can remain in their pre-disaster neighborhoods and if shelters are small. As an alternative, shelters could be designed for specific populations, such as families with young children and seniors.</p> <p>As a final alternative, the City should explore agreements with institutions in the area that may be able to shelter large numbers of residents for more than a minimal period. Possibilities include: Oracle Arena, local colleges, military bases, and the USS Hornet.</p>	
<p><b>ACTION ITEM C-2</b> – Work with business and neighborhood organizations to encourage pre-planning for sharing of housing following a disaster. Shelters will only be available for 30 days after a disaster, after which they will need to be vacated to restore their original function as a school, church, etc. Therefore, finding interim housing (typically in use 3 to 6 months) while permanent housing is being repaired is a challenge. If businesses and neighborhood organizations pre-arrange to have sharing of housing among their employees or members, the availability of interim housing will increase and generate less of this demand on the City.</p>	<p>Office of Emergency Services</p>
<p><b>STATUS</b></p> <p>The Office of Emergency Services and ABAG will work to prepare a PowerPoint presentation on how businesses and neighborhood organizations can alleviate interim housing challenges.</p>	

Actions to Streamline Permitting and Rebuilding Processes	Department
<p><b>ACTION ITEM D-1</b> – Set up expedited procedures for reviewing plans, granting permits, and scheduling inspections to promote self-help and contractor-assisted repairs. The building, planning, and housing department staff will need to process huge numbers of permits in a short period of time, many submitted for approval by those unfamiliar with the process. Pre-planning for procedures to integrate and streamline the process will be incredibly helpful. This type of streamlined permit process was used effectively by the City of Oakland following the East Bay Hills Firestorm.</p>	<p>Community &amp; Economic Development Agency  (Building Services and Permit Center)</p>
<p><b>STATUS</b></p> <p>After the Loma Prieta earthquake and the Oakland-Berkeley Hills firestorm, the City established a one stop center. The City Administrator’s office leased a large office space and hired a consulting firm to help oversee staffing and operations. This one stop center provided many services for disaster victims such as: expedited permit processing, mental health services, architectural support and others. A new position, Process Coordinator, was created to oversee a consolidated review process for each permit application. FEMA and other agency staff also were on site. This one stop center closed after several years. These past experiences with an expedited permit process have prepared Oakland to put this process in place.</p> <p>Currently, the City’s Building Services has an Express Station that provides limited issuance of permits. This expedited permit processing exists mainly for trade, roofing, and simple termite repair permits.</p>	

Actions to Streamline Permitting and Rebuilding Processes (continued)	Department
<p><b>ACTION ITEM D-2</b> – Ensure that the City of Oakland General Plan (particularly, the Safety, Housing, and Land Use elements) are up-to-date and consistent with local zoning to avoid post-disaster decision making in a crisis environment. Pre-planning may also improve the likelihood that decisions do not unintentionally increase changes for gentrification, displacing the pre-disaster populations.</p>	<p>CEDA (Planning and Zoning)</p>
<p><b>STATUS</b></p> <p>Oakland adopted a new General Plan Land Use and Transportation Element in 1998. Adoption of the Plan established a new vision for Oakland, but also created inconsistencies between the General Plan and the Zoning Code. Although piecemeal changes to the Zoning Code have been made over time, it has not been comprehensively amended since 1965. Oakland is currently updating its Zoning Code to be consistent with its General Plan, with the Zoning Update Committee taking the lead.</p> <p>The City has already completed updating the open space and industrial zones, as well as the transitional zones on the edges of the city’s industrial areas, in which a mix of housing and businesses are allowed. Zoning for the downtown area (or Central Business District) was initiated in late 2007 and was considered by the Planning Commission in April 2009. There are three components to the remaining work to complete the Citywide Zoning Update:</p> <ul style="list-style-type: none"> <li>•<b>Residential zoning.</b> Different zoning regulations will be developed for areas with different types of housing such as single-family flatland neighborhoods, hillside residential neighborhoods, and multi-family areas.</li> <li>•<b>Commercial zoning.</b> Different zoning regulations will be developed for different types of commercial uses located along or near the City’s major thoroughfares. These uses range from small stores to large shopping centers and may include offices, hotels, services, auto dealers, restaurants, and may other kinds of commercial activities.</li> <li>•<b>Institutional zoning.</b> Zoning will be developed for areas that primarily have public or quasi-public uses such as large educational and cultural facilities, health services and medical facilities.</li> </ul> <p>The focus of the update is on <b>uses</b> and <b>development standards</b> (e.g. height, setback, gross bulk/building envelope). Other standards that cover both residential and commercial/corridor zones (such as parking, landscaping, buffering, and design guidelines) will be addressed after the base residential and commercial zones are updated.</p>	



Actions to Encourage Affordable Repair and Rebuilding of Housing	Department
<p><b>ACTION ITEM E-1</b> – Monitor the rents and prices landlords and contractors charge to help encourage and ensure that rates remain within acceptable ranges.</p>	<p>CEDA (Housing &amp; Community Development) and City Attorney</p>
<p><b>STATUS</b> The City Attorney is working on regulation for issues related to red-tagged buildings. Appropriate protections exist in a City Ordinance. The City, however, should work on developing a handout to be ready for printing in the event of a disaster that references the pertinent sections of the regulations and code.</p>	
<p><b>ACTION ITEM E-2</b> – Pre-plan for controls on prices and rents and take early legal action against violators if prices and rents do not remain in normal and acceptable ranges.</p>	<p>CEDA (Housing &amp; Community Development) and City Attorney</p>
<p><b>STATUS</b> The City plans to monitor rates charged by landlords and contractors, likely through the rent ordinance.  Recommend City provides legal resources so tenants and homeowners know their rights. Handouts with information should be available at shelters.</p>	

Actions to Promote at the State and Federal Level	Department
<p><b>ACTION ITEM F-1</b> – The Stafford Act (the federal law providing FEMA with rules on rendering assistance to local governments and individuals following disasters) contributes to delays in housing recovery. For example, FEMA can pay for interim housing, but not for minor repairs to permanent housing. The City should work with its congressional representatives to ensure that these rules are modified for greater flexibility both in creating interim and in restoring permanent housing capability.</p>	<p>City Council and Office of Emergency Services</p>
<p><b>STATUS</b></p> <p>The head of Oakland’s Office of Emergency Services, Renee Domingo, has been active in promoting changes to the Stafford Act. In particular, she is advocating for more flexible funding for housing alternatives. FEMA Public Assistance should be used to improve existing housing, rather than to purchase trailers.</p> <p>The City is working with ABAG towards financing retrofits of vulnerable buildings, to be repaid over 20 years on the owner’s property tax.</p>	
<p><b>ACTION ITEM F-2</b> – The City should continue to work with the state and federal legislative representatives and others to obtain funds for incentives for the seismic retrofits of homes and soft-story apartments.</p>	<p>City Council and Office of Emergency Services</p>
<p><b>STATUS</b></p> <p>Oakland staff and staff of City Council Members are actively seeking funds for the retrofits of these buildings. In particular, the City is currently working to support State legislation that would specify that funds from the Obama stimulus package be used for this effort.</p>	

## Chapter 4: Long-Term Recovery of Business

### The Problem Is...

Disasters change the very fabric of a community. This problem is clearly shown by visiting downtown Santa Cruz, Watsonville, or Hollister during the years following the 1989 Loma Prieta earthquake, or more recently New Orleans and the southern Mississippi area following Hurricanes Katrina and Rita. Commercial retail and service business recovery can even lag behind housing recovery.

In the event of a major earthquake impacting Oakland, businesses will be heavily impacted. Impacts can either be direct, such as damage to the buildings where companies are located, or indirect, such as disruption to the flow of customers and supplies that the businesses need to operate profitably. Employees may be unavailable to work.

**Thus, true business continuity is a function not of a single business, but of its immediate community and the region as a whole.**

As stressed in Chapter 2 on long-term housing recovery, a major earthquake can be 30 seconds of “instantaneous” redevelopment. The odds are that Oakland will experience at least one earthquake much more destructive than the 1989 Loma Prieta earthquake in the next 30 years.



Pacific Garden Mall in downtown Santa Cruz following 1989 Loma Prieta earthquake

### Recovery Needs Vary by Business Type...

Businesses need a collaborative relationship with the City of Oakland to speed their own post-disaster recovery, as well as to contribute to the City’s economic recovery. The needs of major regional employers and local-serving businesses, while similar, are not identical. Thus, the recommendations on City actions are separated into these two business types.

It is critical that the major **basic employers** in Oakland are able to recover. These employers include: state and federal government, the United States Postal Service, the Port of Oakland and carriers associated with the port, regional transportation and utility authorities, Kaiser Permanente, Clorox, and Dreyer’s Grand Ice Cream. Recovery of major employers in neighboring cities, such as the University of California Berkeley and the Lawrence Berkeley National Laboratory are also key to the economic recovery of Oakland. These major basic employers have done much to ensure that their buildings are structurally sound and to plan for business continuity. Their disaster recovery needs including housing for their employees and a functional transportation and utility network.



Hancock Bank repair following Hurricane Katrina, Pass Christian, Mississippi

**Local serving businesses**, located in neighborhood shopping centers, are less able to recover on their own. Examples include grocery stores, restaurants, community schools, retail stores, hair salons, and dentists. These businesses serve customers who work for the basic employers or are the employees of other local serving businesses. Their survival is dependent on many factors, including (1) the functionality of their own building, as well as others in their business district, (2) the speed of recovery of the large basic employers, (3) the continued availability of customers who can continue to live in the area they serve; and (4) transportation and utilities that are quickly restored. In some cases, the business can successfully relocate without losing customers. In many cases, they close.

**Because of the contribution of these businesses to Oakland’s tax base, the City will lose tax revenue when it is most urgently needed.**

# Long-Term Recovery Needs of Major Basic Employers...

## General Needs of All Employers

There are a variety of major businesses that provide basic employment in Oakland. This variety makes the region more resilient in the case of economic downturns affecting a single industry sector. Many of the issues facing these employers are similar after disasters.

In general, these employers all need housing for their employees, a functional transportation system (including roads, ports, airports, and rail), and utilities. Because Oakland is at a major hub of the transportation system and has excellent port and airport facilities, it has attracted many employers both to the city itself and the surrounding East Bay.

Basic industry employers, in general, have more resources at their disposal prior to a disaster to plan for their own internal business recovery. Many also have offices, employees, or data facilities outside the region which they are able to draw on during an emergency. Thus, emergency managers and planners have traditionally assumed that chain stores, banks, and manufacturing centers would be the first to recover in a disaster-impacted area. This has not occurred in New Orleans and southern Mississippi. If the headquarters of basic businesses do not have ties to the Bay Area, they may decide from a purely financial standpoint, to abandon the region.

**Economics, not good intentions, often drives decisions.**



Hancock Bank repair in Mississippi following Hurricane Katrina was based in part on regional commitment and customers in southern Mississippi.

**Banks and other financial institutions** have a pivotal role in regional disaster recovery. Because their data and records are backed up in multiple locations, they will be able to reopen quickly following a disaster. In fact, many have invested in portable ATMs. They need Oakland to allow these portable ATM trailers to park where they might not otherwise be allowed so that their customers can have access to cash and financial records.

Yet precisely because of these back-up systems, regional or headquarters offices of these institutions do not need to remain in Oakland. The offices, together with their employees, can be moved outside the region or outside the state if recovery of housing, transportation networks, and utilities is delayed.

**Technology** employers are in competition with tech centers in Seattle, Houston, Virginia, India, and Taiwan. These employers are here, in part, because they love our region. But after weeks with long commutes or no water, they may leave. This industry has a full turnover in its technology every two years and depends on its creativity to remain at the forefront of the information revolution. To the extent that long-term delays in recovery impact that creativity, the employers may leave. While Oakland has fewer technology employees than Silicon Valley, it has residents that work in these businesses, as well as at the headquarters of Ask.com. Pixar is located next door in Emeryville.

Traditional **chemical employers** have been leaving the region during the last twenty years. Those that remain include Clorox's headquarters. In general, disasters lead to an acceleration of existing trends. Oakland will need to target these employers and examine their needs so the exodus does not accelerate.

On the other hand, the East Bay is becoming an incubator for small bio-tech and other **research** facilities. For example, Children's Hospital and Research Center is in Oakland and Chiron is in Emeryville. The East Bay is also the home of the University of California Berkeley and Lawrence Berkeley Lab. These employers depend on the educated talent pool of the region. To the extent that their employees are stressed, they, too, are impacted.

Oakland needs to develop strong relationships with major employers in its area before disaster strikes.

# Long-Term Recovery Needs of Local-Serving Businesses...

**Local serving businesses** are less able to recover on their own than large basic employers. Typical examples of these local businesses are grocery stores, restaurants, community schools, retail stores, hair salons, and dentists. These businesses serve customers who work for the basic employers or are the employees of other local serving businesses.

Local-serving businesses recover more quickly if they are in buildings that are undamaged and remain functional after a disaster. However, **they also need to be located in areas where other businesses are in functional buildings.**

However, statistically, these businesses are more likely to be in older vulnerable buildings than the basic employers. In some cases, if their building is destroyed, they can move somewhere else in the area without losing customers. In other cases, they close.



Pacific Garden Mall, Santa Cruz, current view

These businesses also need customers. In both southern Mississippi and New Orleans, the local serving businesses have been slower to recover than the housing, for these businesses need people to live in an area to be served. Finally, if the transportation and utility systems are not repaired in a timely manner, they cannot continue to operate in the affected neighborhood.

As Oakland recovers, its finances will likely be decimated by the reduction in property taxes and business taxes brought about by the property damage to businesses and housing. At the same time, it is unrealistic to expect to lay off police and fire personnel – the local emergency staff that were heroes during the immediate aftermath of the disaster. Yet the employees that are needed most to launch long-term recovery are the community development, planning, and building department staff, not police and fire personnel.



## An Action Plan for Oakland

The following recommendations for action, if adopted by the City of Oakland, will speed recovery of businesses in Oakland and the East Bay, as well as lead to more rapid economic recovery for the city overall. The slow recovery of housing following Hurricane Katrina has again made clear that a coordinated effort by the City of Oakland is essential. The ideas for action listed below emphasize the role of these **non-emergency** response staff in long-term recovery both before and after a disaster.

Actions to Strengthen Commercial Buildings	Department
<p><b>A-1</b> – Mandate retrofit of any <b>unreinforced masonry buildings</b> in seismically vulnerable commercial areas. In less vulnerable areas, work to provide incentives for strengthening of those buildings.</p>	<p>CEDA (Building Services and Permit Center)</p>
<p><b>A-2</b> – Identify key <b>historic structures</b> in business districts that are integral to the fabric of those neighborhoods. Work with the owners to have the buildings participate in a process where local engineers familiar with historic structures can design cost-effective retrofitting solutions, as well as conduct any post-quake inspections of the buildings so that they are not demolished unless necessary. (See <a href="http://quake.abag.ca.gov/business/BORP.html">http://quake.abag.ca.gov/business/BORP.html</a>.)</p>	<p>CEDA (Planning and Zoning) and (Landmarks Preservation Advisory Board)</p>

Actions to Pre-Plan for Business District Recovery	Department
<p><b>B-1</b> – Pre-identify those local businesses or business districts key to recovery. For example, the sooner grocery stores are back in business, the less likely people will leave their homes due to lack of supplies, and the faster hardware stores are back in business, the quicker people will be able to repair minor damage to their homes.</p>	<p>CEDA (Economic Development) and Office of Emergency Services</p>
<p><b>B-2</b> – Continue conversations between City of Oakland staff and the large employers and smaller local-serving businesses in the City. Opening lines of communication and sharing of disaster recovery planning is essential in this process. Discuss a plan for involving the business community after a disaster in the decision-making process and in providing communication to key City staff on business needs.</p>	<p>CEDA (Economic Development) and Office of Emergency Services</p>
<p><b>B-3</b> – Work with banks and other financial organizations (such as BARC-First) to ensure that key business responses and recovery personnel can access damaged areas in a timely manner. They will need to set up temporary offices to access their financial resources.</p>	<p>Finance and Management Agency and Office of Emergency Services</p>
Actions to Streamline Permitting and Rebuilding Processes	Department
<p><b>C-1</b> – Examine the General Plan and zoning in commercial areas to see if major damage might result in an unintentional loss of the historical or pedestrian-friendly character of that area due to current parking, street width, or other requirements for replacement construction.</p>	<p>CEDA (Planning and Zoning)</p>
<p><b>C-2</b> – Ensure that Oakland’s General Plan (particularly, the Safety and Land Use elements) are up-to-date and consistent with local zoning so that the future recovery of damaged areas is pre-planned, not decided in a crisis environment. Such pre-planning will also improve the chances that fewer areas experience gentrification.</p>	<p>CEDA (Planning and Zoning)</p>
<p><b>C-3</b> – Set up expedited procedures for reviewing plans, granting permits, and scheduling inspections to promote self-help and contractor-assisted repairs. The building, planning, and housing department staff will need to process huge numbers of permits in a short period of time, many submitted for approval by those unfamiliar with the process. Pre-planning for procedures to integrate and streamline the process will be incredibly helpful. This type of streamlined permit process was used effectively by the City of Oakland following the East Bay Hills Firestorm.</p>	<p>CEDA (Building Services and Permit Center)</p>

Actions to Promote at the State and Federal Levels	Department
<p><b>D-1</b> – Local government personnel are the best able to support local government disaster recovery efforts. Thus, Oakland should continue to work with the State Office of Emergency Services and others to encourage training for planning and community development department staff related to long-term recovery of private businesses.</p>	<p>Office of Emergency Services and Finance and Management Agency</p>
<p><b>D-2</b> – Oakland should use the state-wide master mutual aid agreement to promote the exchange of planning, redevelopment, and community development staff to gain valuable work experience on long-term disaster-recovery and to assist impacted local governments. This program would be similar to existing programs related to fire, police, and building inspection departments.</p>	<p>All Departments</p>

---

**PHOTO CREDITS** – Cal State LA–page 1 (left); J. Perkins–page 1 (right); J. Perkins–page 2; City of Santa Cruz–page 3.

This page is intentionally blank.





# Long-Term Recovery of Business

## City of Oakland Long-Term Disaster Recovery Plan

Actions to Strengthen Commercial Buildings	Department
<p><b>ACTION ITEM A-1</b> – Mandate retrofit of any <b>unreinforced masonry buildings</b> in seismically vulnerable commercial areas. In less vulnerable areas, work to provide incentives for strengthening of those buildings.</p>	<p>CEDA (Building Services and Permit Center)</p>
<p><b>STATUS</b></p> <p>Oakland has an ordinance mandating the retrofit of all <b>unreinforced masonry buildings</b> (Chapter 15.28 of the City’s Municipal Code). The City’s records show that almost all of these buildings have been retrofitted. Required mitigation includes:</p> <ul style="list-style-type: none"> <li>➤ Secure the roof and floors to the building’s exterior walls if such attachment is lacking or determined as inadequate. The connections between roof/floors and walls shall be designed for the out of plane forces on the walls (tension bolts);</li> <li>➤ Brace or reinforce parapets;</li> <li>➤ Remove, upgrade or repair nonstructural falling hazards;</li> <li>➤ Protect stairways, corridors, exit balconies, exit courts and exit passageways in all buildings covered by this chapter from falling hazards.</li> </ul> <p>The City program specifically notes that it does not mandate compliance with the Uniform Code for Building Conservation (UCBC).</p> <p>The City is mandated to report the status of retrofits to the State Seismic Safety Commission. The SSC records indicate a mixed result:</p> <ol style="list-style-type: none"> <li>(1) The City initially inventoried a total of 1,612 URMs, including 277 that were considered “historic.” All owners were notified.</li> <li>(2) Upgrading to the UCBC requirements (which provides a minimum life safety retrofit for those inside these buildings) is voluntary. As of 2006, only 222 owners had retrofitted to the UCBC standard. In addition, only 1,107 owners complied with the mandatory falling hazard requirement, 121 owners were in partial compliance with the program, 3 had taken out a permit for the work, 1 was undergoing plan-check, 106 were demolished, and 2 were slated for demolition. Finally, as of the 2006 SSC report, 50 owners had not done anything.</li> </ol> <p>There appears to be a misunderstanding regarding the result of the “bolts plus falling hazard abatement” program. Even if all of the owners had complied with this ordinance, it does not provide safety for building occupants and, more importantly from a recovery standpoint, <b>these buildings are likely to require demolition following a major earthquake on the Hayward fault, leaving the commercial areas that they serve in disarray. The City should map these buildings to see if the buildings are clustered and determine if redevelopment funds might be available for upgraded retrofits.</b></p>	

Actions to Strengthen Commercial Buildings (continued)	Department
<p><b>ACTION ITEM A-2</b> – Identify key <b>historic structures</b> in business districts that are integral to the fabric of those neighborhoods. Work with the owners to have the buildings participate in a process where local engineers familiar with historic structures can design cost-effective retrofitting solutions, as well as conduct any post-quake inspections of the buildings so that they are not demolished unless necessary.</p> <p>(See <a href="http://quake.abag.ca.gov/business/BORP.html">http://quake.abag.ca.gov/business/BORP.html</a>.)</p>	<p>CEDA (Planning and Zoning) and (Landmarks Preservation Advisory Board)</p>
<p><b>STATUS</b></p> <p>The Planning department (Zoning Update Committee) and Landmarks Preservation Board are in the process of more strictly defining the conditions under which an historic building can be demolished, in alignment with Policy 2.4 of the Historic Preservation Element of the General Plan.</p> <p>Currently the S-7 and S-20 Historic District zones and the Historic Preservation Element incorporate Criteria for Demolition and the existing landmark and preservation district regulations delay demolition or removal for up to 240 days. General Plan HPE Policy 2.4 recommends more restrictive required findings.</p> <p>Demolition prohibition rather than delay is essential if the preservation of Historic Properties is to be assured. HPE Policy 2.4 prohibits demolition unless certain findings can be made. The findings are intended to weigh the value of preserving Landmark and Preservation District properties against other concerns which may require their demolition or removal. HPE Policy 2.4 recognizes that demolition or removal of Landmark and Preservation District properties is permitted when an immediate hazard to public safety and that the demolition or removal is necessary to abate the hazard.</p> <p>The Board may recommend these Policy 2.4 findings as stated or modify them. Staff recommends that Board also review the Criteria for Demolition Findings in the S-20 and S-7 zones.</p>	

Actions to Pre-Plan for Business District Recovery	Department
<p><b>ACTION ITEM B-1</b> – Pre-identify those businesses or business districts key to recovery. For example, the sooner grocery stores are back in business, the less likely people will leave their homes due to lack of supplies, and the faster hardware stores are back in business, the quicker people will be able to repair minor damage to their homes.</p>	<p>CEDA (Economic Development) and Office of Emergency Services</p>
<p><b>STATUS</b> The City currently has no plans to establish this type of program.</p>	
<p><b>ACTION ITEM B-2</b> – Continue conversations between City of Oakland staff and the large employers and smaller local-serving businesses in the City. Opening lines of communication and sharing of disaster recovery planning is essential in this process. Discuss a plan for involving the business community after a disaster in the decision-making process and in providing communication to key City staff on business needs.</p>	<p>CEDA (Economic Development) and Office of Emergency Services</p>
<p><b>STATUS</b> The City currently has no plans to establish this type of program.</p>	
<p><b>ACTION ITEM B-3</b> – Work with banks and other financial organizations (such as BARC-First) to ensure that key business responses and recovery personnel can access damaged areas in a timely manner. They will need to set up temporary offices to access their financial resources.</p>	<p>Finance and Management Agency and Office of Emergency Services</p>
<p><b>STATUS</b> The City currently has no plans to establish this type of program.</p>	

Actions to Streamline Permitting and Rebuilding Processes	Department
<p><b>ACTION ITEM C-1</b> – Examine the General Plan and zoning in commercial areas to see if major damage to those areas might result in an unintentional loss of the historical or pedestrian-friendly character of that area due to current parking, street width, or other requirements for replacement construction.</p>	<p>CEDA (Planning and Zoning)</p>
<p><b>STATUS</b></p> <p>The City is currently in the process of updating its zoning regulations. Zoning for the downtown area (or Central Business District) was initiated in late 2007 and is in the process of being considered by the Planning Commission. The focus of the update, in general, is on uses and development standards (e.g. height, setback, gross bulk/building envelope). Other standards that cover both residential and commercial/corridor zones (such as parking, landscaping, buffering, and design guidelines) will be addressed after the base residential and commercial zones are updated.</p>	

<b>Actions to Streamline Permitting and Rebuilding Processes (continued)</b>	<b>Department</b>
<p><b>ACTION ITEM C-2</b> – Ensure that Oakland’s General Plan (particularly, the Safety and Land Use elements) are up-to-date and consistent with local zoning so that the future recovery of damaged areas is pre-planned, not decided in a crisis environment. Such pre-planning will also improve the chances that fewer areas experience gentrification. <b>(Note – This Action Item is identical to Action Item D-2 in the Long-Term Housing Recovery chapter.)</b></p>	<p>CEDA (Planning and Zoning)</p>
<p><b>STATUS</b></p> <p>Oakland adopted a new General Plan Land Use and Transportation Element in 1998. Adoption of the Plan established a new vision for Oakland, but also created inconsistencies between the General Plan and the Zoning Code. Although piecemeal changes to the Zoning Code have been made over time, it has not been comprehensively amended since 1965. Oakland is currently updating its Zoning Code to be consistent with its General Plan, with the Zoning Update Committee taking the lead.</p> <p>The City has already completed updating the open space and industrial zones, as well as the transitional zones on the edges of the city’s industrial areas, in which a mix of housing and businesses are allowed. Zoning for the downtown area (or Central Business District) was initiated in late 2007 and was considered by the Planning Commission in April 2009. There are three components to the remaining work to complete the Citywide Zoning Update:</p> <ul style="list-style-type: none"> <li>•<b>Residential zoning.</b> Different zoning regulations will be developed for areas with different types of housing such as single-family flatland neighborhoods, hillside residential neighborhoods, and multi-family areas.</li> <li>•<b>Commercial zoning.</b> Different zoning regulations will be developed for different types of commercial uses located along or near the City’s major thoroughfares. These uses range from small stores to large shopping centers and may include offices, hotels, services, auto dealers, restaurants, and may other kinds of commercial activities.</li> <li>•<b>Institutional zoning.</b> Zoning will be developed for areas that primarily have public or quasi-public uses such as large educational and cultural facilities, health services and medical facilities.</li> </ul> <p>The focus of the update is on <b>uses</b> and <b>development standards</b> (e.g. height, setback, gross bulk/building envelope). Other standards that cover both residential and commercial/corridor zones (such as parking, landscaping, buffering, and design guidelines) will be addressed after the base residential and commercial zones are updated.</p>	

<b>Actions to Streamline Permitting and Rebuilding Processes (continued)</b>	<b>Department</b>
<p><b>ACTION ITEM C-3</b> – Set up expedited procedures for reviewing plans, granting permits, and scheduling inspections to promote self-help and contractor-assisted repairs. The building, planning, and housing department staff will need to process huge numbers of permits in a short period of time, many submitted for approval by those unfamiliar with the process. Pre-planning for procedures to integrate and streamline the process will be extremely helpful. This type of streamlined permit process was used effectively by the City of Oakland following the East Bay Hills Firestorm.</p>	<p>CEDA (Building Services and Permit Center)</p>
<p><b>STATUS</b></p> <p>After the Loma Prieta earthquake and the Oakland-Berkeley Hills firestorm, the City established a one stop center. The City Administrator’s office leased a large office space and hired a consulting firm to help oversee staffing and operations. This one stop center provided many services for disaster victims such as: expedited permit processing, mental health services, architectural support and others. A new position, process coordinator, was created to oversee a consolidated review process for each permit application. FEMA and other agency staff also were on site. This one stop center closed after several years. These past experiences with an expedited permit process have prepared Oakland to put this process in place.</p> <p>Currently, the City’s Building Services has an Express Station that provides limited issuance of permits. This expedited permit processing exists mainly for trade, roofing, and simple termite repair permits.</p>	

Actions to Promote at the State and Federal Level	Department
<p><b>ACTION ITEM D-1</b> – Local government personnel are the best able to support local government disaster recovery efforts. Thus, Oakland should continue to work with the State Office of Emergency Services and others to encourage development of training for planning and community development department staff related to long-term recovery of private businesses.</p>	<p>Office of Emergency Services and Finance and Management Agency</p>
<p><b>STATUS</b></p> <p>Oakland’s Office of Emergency Services will continue to be involved in discussions with the Bay Area Super Urban Area Security Initiative (SUASI) to advocate for development of training for Community and Economic Development Agency staff. It is anticipated that this training will be available in several years, once SUASI has been rolled out.</p>	
<p><b>ACTION ITEM D-2</b></p> <p>Oakland should use the state-wide master mutual aid agreement to promote the exchange of planning, redevelopment, and community development staff to gain valuable work experience on long-term disaster-recovery and to assist impacted local governments. This program would be similar to existing programs related to fire, police, and building inspection departments.</p>	<p>All Departments</p>
<p><b>STATUS</b></p> <p>Oakland currently participates in the Emergency Managers Mutual Aid (EMMA) plan. Oakland is waiting for the State and the Bay Area Super Urban Area Security Initiative (SUASI) to be implemented.</p>	