



Members of the Board

Charlene Haught Johnson, Chair
Anthony J. Intintoli, Jr., Vice Chair
Gerald Bellows
Beverly Johnson
John O'Rourke

MEETING AGENDA FOR THE WETA BOARD OF DIRECTORS

Thursday, June 18, 2009, 1:00 P.M. to 4:00 P.M.

**San Francisco Bay Area
Water Emergency Transportation Authority**
Pier Nine, Suite 111
San Francisco

The full agenda packet is available for download at www.watertransit.org.

AGENDA

This information will be made available in alternative formats upon request. To request an agenda in an alternative format, please contact the Board Secretary at least five (5) working days prior to the meeting to ensure availability.

PUBLIC COMMENT The Water Emergency Transportation Authority welcomes comments from the public. Speakers' cards and a sign-up sheet are available. Please forward completed speaker cards to the Board Secretary.

Non-Agenda Items: A 15 minute period of public comment for non-agenda items will be held at the end of the meeting. Please indicate on your speaker card that you wish to speak on a non-agenda item. No action can be taken on any matter raised during the public comment period. Speakers will be allotted no more than three (3) minutes to speak and will be heard in the order of sign-up.

Agenda Items: Speakers on individual agenda items will be called in order of sign-up after the discussion of each agenda item and will be allotted no more than three (3) minutes to speak. You are encouraged to submit public comments in writing to be distributed to all Directors.

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|--|---------------------------|
| 1. <u>CALL TO ORDER – BOARD CHAIR</u> | <i>Information</i> |
| 2. <u>ROLL CALL/PLEDGE OF ALLEGIANCE</u> | <i>Information</i> |
| 3. <u>REPORT OF BOARD CHAIR</u> | <i>Information</i> |
| 4. <u>REPORTS OF DIRECTORS</u> | <i>Information</i> |
| 5. <u>REPORTS OF STAFF</u> | <i>Information</i> |
| a. Executive Director's Report | |
| b. Legislative Update | |

**Water Emergency Transportation Authority
June 18, 2009 Meeting of the Board of Directors**

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|---|------------------------------------|
| 6. <u>CONSENT CALENDAR</u>
a. Minutes of June 4, 2009 | Action |
| 7. <u>ADOPTION OF FINAL TRANSITION PLAN</u> | Action |
| 8. <u>ADOPTION OF FINAL EMERGENCY WATER TRANSPORTATION
SYSTEM MANAGEMENT PLAN</u> | Action |
| 9. <u>AUTHORIZE FILING AN APPLICATION WITH THE
METROPOLITAN TRANSPORTATION COMMISSION FOR \$1.5
MILLION FY 2009/10 REGIONAL MEASURE 2 OPERATING
FUNDS</u> | Action |
| 10. <u>AUTHORIZE THE METROPOLITAN TRANSPORTATION
COMMISSION TO DIRECTLY ALLOCATE FY 2009/10 REGIONAL
MEASURE 1 AND REGIONAL MEASURE 2 FUNDS TO THE
CITIES OF ALAMEDA AND VALLEJO</u> | Action |
| 11. <u>AUTHORIZE THE METROPOLITAN TRANSPORTATION
COMMISSION TO ALLOCATE AN ADDITIONAL \$2 MILLION
REGIONAL MEASURE 2 FUNDS TO SUPPORT FY 2009/10
VALLEJO FERRY OPERATIONS</u> | Action |
| 12. <u>AUTHORIZE FILING AN APPLICATION FOR FTA SECTION 5307
AND 5309 FIXED GUIDEWAY FUNDING TO SUPPORT
ALAMEDA FERRY SYSTEM CAPITAL PROJECTS FOR FY
2009/10 - 2011/12</u> | Action |
| 13. <u>RECESS INTO CLOSED SESSION</u>
a. <u>CONFERENCE WITH REAL PROPERTY NEGOTIATORS</u>
Property: San Mateo County Harbor District, South San
Francisco Small Boat Harbor
Agency Negotiators: Nina Rannells and John Sindzinski, San
Francisco Bay Area Water Emergency Transportation Authority
Negotiating Parties: San Mateo County Harbor District, City of
South San Francisco and State Department of Boating and
Waterways
Under Negotiation: Terms and conditions to the cooperative
agreement/lease with the San Mateo County Harbor District for
the South San Francisco service | Action
To Be Determined |
| b. <u>CONFERENCE WITH REAL PROPERTY NEGOTIATORS</u>
Property: City of Alameda ferry terminal related property/assets
Agency Negotiators: Nina Rannells and John Sindzinski, San
Francisco Bay Area Water Emergency Transportation Authority
Negotiating Parties: City of Alameda
Under Negotiation: Terms and conditions to the transfer of
property with the City of Alameda for the Alameda Oakland and
Harbor Bay Ferry Services | Action
To Be Determined |
| c. <u>CONFERENCE WITH REAL PROPERTY NEGOTIATORS</u>
Property: City of Vallejo ferry terminal related property/assets | Action
To Be Determined |

**Water Emergency Transportation Authority
June 18, 2009 Meeting of the Board of Directors**

Agency Negotiators: Nina Rannells and John Sindzinski, San Francisco Bay Area Water Emergency Transportation Authority
Negotiating Parties: City of Vallejo
Under Negotiation: Terms and conditions to the transfer of property/assets with the City of Vallejo for the Vallejo Baylink Service

d. CONFERENCE WITH REAL PROPERTY NEGOTIATORS

Property: City of Berkeley ferry terminal related property
Agency Negotiators: Nina Rannells and John Sindzinski, San Francisco Bay Area Water Emergency Transportation Authority
Negotiating Parties: City of Berkeley
Under Negotiation: Terms and conditions to the cooperative agreement/lease with the City of Berkeley for Berkeley service

***Action
To Be Determined***

14. REPORT OF ACTIVITY IN CLOSED SESSION

Chair will report any action taken in closed session that is subject to reporting at this time. Action may be taken on matters discussed in closed session.

***Action
To Be Determined***

15. OPEN TIME FOR PUBLIC COMMENT FOR ITEMS NOT ON THE AGENDA

ADJOURNMENT

Water Emergency Transportation Authority (WETA) meetings are wheelchair accessible. Upon request WETA will provide written agenda materials in appropriate alternative formats to individuals with disabilities. Please send a written request to contactus@watertransit.org or call (415) 291-3377 at least five (5) days before the meeting. Under Cal. Gov't. Code sec. 84308, Directors are reminded that they must disclose on the record of the proceeding any contributions received from any party or participant in the proceeding in the amount of more than \$250 within the preceding 12 months. Further, no Director shall make, participate in making, or in any way attempt to influence the decision in the proceeding if the Director has willfully or knowingly received a contribution in an amount of more than \$250 within the preceding 12 months from a party or such party's agent, or from any participant or his or her agent, provided, however, that the Director knows or has reason to know that the participant has a financial interest in the decision. For further information, Directors are referred to Gov't. Code sec. 84308 and to applicable regulations.

MEMORANDUM

TO: WETA Board Members

FROM: Nina Rannells, Executive Director

DATE: June 18, 2009

RE: Executive Director's Report

PROJECT UPDATES

Transition Plan – This plan will guide the consolidation of the Vallejo, Alameda/Oakland and Harbor Bay ferry services under WETA, and presents a five year financial outlook of WETA operating and expansion activities.

A draft Transition Plan was released on 4/02/09 and the public comment period ended on May 18, 2009. WETA received 161 comments from 25 individuals/organizations. On June 4, 2009, the Board reviewed a memorandum summarizing the public comments received and outlining the proposed changes to be incorporated into the final plan. A memorandum to approve and adopt the Final Transition Plan is included in the Board packet for action.

Emergency Water Transportation System Management Plan – This plan sets a framework for WETA coordination of emergency response and recovery efforts using passenger ferries and will provide a detailed definition of WETA's roles and responsibilities for incident planning, response, recovery and restoration of normal operations.

A draft plan was released on 4/02/09 and the public comment period ended on May 18, 2009. WETA received 50 comments from 13 individuals/organizations. On June 4, 2009, the Board reviewed a memorandum summarizing the public comments received and outlining the proposed changes to be incorporated into the final plan. A memorandum to approve and adopt the Final Emergency Water Transportation System Management Plan is included in the Board packet for action.

Spare Vessels - Two spare vessels have been constructed by Nichols Brothers Boat Builders, Ice Floe DBA and Kvichak Marine Industries, that will be used to augment existing services and expand WETA's emergency response capabilities.

WETA's second vessel, Pisces, arrived in the Bay Area in early April and was accepted by WETA on April 10, 2009. This vessel was initiated into Harbor Bay service on June 8, 2009.

South San Francisco Ferry Service - This service will provide access to biotech jobs in South San Francisco for East Bay commuters.

Construction of two new 199-passenger vessels for this service is currently underway by Kvichak Marine Industries and Nichols Brothers Boat Builders, Ice Floe DBA, and vessels are slated for delivery in October 2009 and February 2010.

With the suspension of Proposition 1B funds in December 2008, SSF terminal construction was put on hold. WETA received notice from CalEMA in May that proposition 1B funds had been

reinstated and associated projects could move forward. Staff is in the process of finalizing an Invitation for Bids for the site demolition and dredging work for release in the month of June.

Berkeley Ferry Service – This service will provide an alternative transportation link between Berkeley and downtown San Francisco.

WETA completed a draft Environmental Impact Report/Statement (EIR/EIS), which evaluated the impacts of a proposed Berkeley Ferry Terminal at four potential sites. WETA received approximately 60 public comments on the Draft EIR. At the April 2, 2009 WETA Board of Directors meeting, the Board selected the “Berkeley Fishing Pier” as the locally preferred site for Berkeley-to-San Francisco service. URS is currently working on the draft final EIR/EIS which is expected to be released for public comment in September 2009. Staff is working with the City of Berkeley and with members of the public concerned about the potential impact of the terminal site on windsurfers in the area to better understand and address their specific concerns, as possible.

Treasure Island Service – This project, implemented by Treasure Island Development Authority (TIDA), the Mayor's Office of Economic and Workforce Development and the prospective developer, will institute new ferry service between Treasure Island and downtown San Francisco.

The City of San Francisco is currently conducting the environmental assessment of the TI development and related new ferry services. A draft document is expected late this year. WETA is the lead agency for the design work of the ferry terminal and awarded a contract to Skidmore Owens & Merrill, LLP in January 2009. Conceptual design is underway and expected to be completed by December 2009.

Downtown San Francisco Ferry Berthing Expansion - This project will expand ferry berthing capacity at the SF Ferry Terminal in order to accommodate expanded regular and emergency response ferry services.

WETA and staff from the Port of San Francisco are developing a cooperative MOU to define the scope and shared responsibilities related to the development of this project. This agreement will need to be developed prior to establishing a project scope for the environmental review component of the project.

Pier 9 Berthing Facility - This project would construct two layover berths for mooring and access to ferry vessels on Pier 9 alongside the northern pier apron and adjacent to the WETA Administrative Offices.

Staff is currently in discussion with BCDC and the Port of San Francisco regarding off-site public access requirements associated with issuance of a BCDC permit. Once BCDC issues the permit, procurement and construction will take approximately 9 months. Staff anticipates bringing forward an action for construction contract award this summer/fall.

Central Bay Operations and Maintenance Facility - This project will develop a site for WETA operations and maintenance to serve basic vessel fueling, maintenance, shop, warehouse, storage and emergency operations needs.

Staff is in the process of exploring site options in San Francisco and the East Bay. Now that Proposition 1B funds are reinstated, staff will work to re-start consultant efforts to facilitate project planning and development.

Hercules Environmental Review/Conceptual Design - WETA has worked cooperatively with the City of Hercules to prepare the necessary environmental documents to support new ferry service in coordination with a Capitol Corridor commuter train station (and local feeder bus service) in a new Water Transit Oriented Development (WaTOD) being built at the Hercules waterfront.

Impact Sciences has completed the Administrative draft EIR/EIS and the draft EIR/EIS is expected to be released for public review and comment shortly.

Miscellaneous Environmental Assessments/Conceptual Design – This project involves completing environmental and conceptual design documents for potential future ferry services in Antioch, Martinez, Redwood City and Richmond.

WETA has chosen 4 consultants to conduct environmental assessments for ferry terminals in the above cities. All four environmental assessments have been on hold since December due to the state suspension of Proposition 1 B funds. Staff is developing plans to resume work on these projects. Each assessment should take approximately 18 months to complete. WETA will need to hire design firms for each project to support the EIRs.

OUTREACH, PUBLIC INFORMATION, AND MARKETING

On June 10, Nina Rannells attended the naming ceremony of the Golden Gate Bridge, Highway and Transportation District's new vessel the M/V Napa.

On June 11, Shirley Douglas attended a Marketing Meeting coordinated by Crystal Ford, City of Vallejo, Transportation Division. She is working with the City on the development of an Overall Marketing Plan to prioritize these and other short and long range marketing activities focusing on the Baylink Ferry and Route 200.

OTHER ACTIVITIES / ITEMS

Proposition 1B Funds – On May 18, 2009, WETA received a letter from California Emergency Management Agency (CalEMA) indicating that Proposition 1B funds for WETA projects had been re-instated as of May 15, 2009. Staff has been in communication with CalEMA regarding funding details specific to WETA projects and needs, including discussing expected payment terms and timelines, with discussions focused on addressing agency cashflow issues that could arise if Proposition 1B funds are not reimbursed in a reasonable timeframe.

AB 1203 – This bill would direct the State to provide Proposition 1B waterborne funds to WETA on an up-front, vs. reimbursement basis, similar to the way in which the majority of Proposition 1B safety/security funds are managed to other organizations throughout the state. AB 1203 passed the Assembly Floor on May 28, 2009, and will likely be heard in the Senate Policy committee in June.

ADMINISTRATION

May Financial Statements - Attached are the monthly financial statements for May 2009, including the Statement of Revenues and Expenses and the Capital Budget vs. Expenditures reports.

Water Emergency Transportation Authority
Statement of Revenues and Expenses
May 2009

% of Year
Elapsed
92%

	Current Month	Prior Year Actual	FY 2008/09 Budget	FY 2008/09 Actual	% of Budget
Operating Revenues					
Operating Assistance					
RM 2 Operating	372,692	3,000,000	4,350,000	2,655,218	61.0%
SUASI	-	-	200,000	-	0.0%
Total Operating Assistance	372,692	3,000,000	4,550,000	2,655,218	58.4%
Other Revenues					
Interest Income	0	63,610	50,000	30,143	60.3%
Other	-	8,250	-	-	0.0%
Total Other Revenues	0	71,860	50,000	30,143	60.3%
Total Operating Revenues	372,692	3,071,860	4,600,000	2,685,361	58.4%
Total Capital Revenues	1,314,366	17,675,940	40,442,670	10,797,091	26.7%
Total Revenues	1,687,058	20,747,800	45,042,670	13,482,452	29.9%

Operating Expenses					
Operations					
Wages and Fringe Benefits	43,282	1,423,740	1,590,000	1,133,881	71.3%
Services	302,464	1,195,960	2,478,000	1,124,927	45.4%
Materials and Supplies	1,892	26,150	57,000	23,396	41.0%
Utilities	681	12,710	17,000	10,806	63.6%
Insurance	-	31,760	35,000	29,619	84.6%
Miscellaneous	1,812	51,640	83,000	59,961	72.2%
Leases and Rentals	22,561	266,290	290,000	272,629	94.0%
Total Operations	372,692	3,008,250	4,550,000	2,655,218	58.4%
Total Operating Expenses	372,692	3,008,250	4,550,000	2,655,218	58.4%
Total Capital Expenses	1,314,366	17,675,940	40,442,670	10,797,091	26.7%
Total Expenses	1,687,057	20,684,190	44,992,670	13,452,309	29.9%
Excess Revenues (Loss)	0	63,610		30,143	

Water Emergency Transportation Authority
FY 2008/09 Capital Budget vs Expenditures
May 2009

Project Description	Current Month	Project Budget	Prior Year Actual	2008/09 Budget*	2008/09 Actual	Future Year	% of Project
Expenses							
2 Spare Vessels	224,665	17,000,000	13,355,300	3,444,700	3,181,516	200,000	97%
SSF Vessels	1,015,335	20,500,000	3,819,150	10,221,820	6,257,308	6,459,030	49%
SSF Terminal Design	50,535	3,000,000	2,258,000	542,000	550,129	200,000	94%
SSF Mitigation Study	-	275,000	19,220	255,780	16,361	-	13%
SSF Terminal Construction	-	29,000,000	-	15,000,000	-	14,000,000	0%
Berkeley Environ/Conceptual Design	11,076	1,782,700	1,344,650	438,050	145,589	-	84%
Berkeley Terminal Design	-	3,200,000	-	1,500,000	-	1,700,000	0%
Hercules Environ/Conceptual Design	12,755	1,080,000	745,260	334,740	162,756	-	84%
Hercules Terminal Design	-	3,200,000	-	1,500,000	-	1,700,000	0%
Pier 9 Mooring/Floats	-	2,750,000	44,420	2,705,580	193,142	-	9%
Environmental Studies/Conceptual Design	-	3,000,000	-	2,000,000	282,287	1,000,000	9%
Maintenance Barge/Facility	-	12,000,000	-	2,500,000	8,002	9,500,000	0%
Total Capital Expenses	1,314,366	96,787,700	21,586,000	40,442,670	10,797,091	34,759,030	
Revenues							
RM 2	1,314,366	37,887,700	20,039,780	13,704,350	9,354,324	4,143,570	78%
San Mateo Sales Tax	-	15,000,000	-	7,758,620	-	7,241,380	0%
Federal	-	12,500,000	1,546,220	6,325,900	658,650	4,627,880	18%
Proposition 1B	-	31,400,000	-	12,653,800	784,117	18,746,200	2%
Total Capital Revenues	1,314,366	96,787,700	21,586,000	40,442,670	10,797,091	34,759,030	

* FY 2008/09 Budget amount includes \$913,030 budgeted but not spent in FY 2007/08.

SAN FRANCISCO BAY AREA WATER EMERGENCY TRANSPORTATION AUTHORITY

MINUTES OF THE BOARD OF DIRECTORS MEETING

(June 4, 2009)

The Board of Directors of the San Francisco Bay Area Water Emergency Transportation Authority met in regular session at the WETA offices at Pier 9, Suite 111, San Francisco, CA.

1. ROLL CALL AND CALL TO ORDER

Chair Charlene Haught Johnson called the meeting to order at 1:05 p.m. Directors present were Chair Johnson, Vice Chair Anthony Intintoli, Director Gerald Bellows, Director Beverly Johnson and Director John O'Rourke. Director Bellows led the Pledge of Allegiance.

2. REPORT OF BOARD CHAIR

None.

3. REPORT OF DIRECTORS

None.

4. REPORTS OF STAFF

Chair Johnson introduced Peter Friedmann of Lindsay, Hart, Neil & Weigler in Washington, DC who offered a Federal Legislative Report. Mr. Friedmann thanked the board for approving the amendment to the Lindsay, Hart contract at the previous meeting and outlined their continuing efforts to lobby for WETA funding. He remarked on the personal engagement of the congressional delegation and the coalition of support for WETA. Mr. Friedmann specifically noted the support of Speaker Pelosi's staff as well that of the Speaker herself. He also noted the support of Senator Boxer's staff, and that of Representatives Barbara Lee and George Miller. He added that their support was especially valuable to WETA this year due to the one-time stimulus package allotment to the Federal Ferryboat Discretionary Fund. Mr. Friedmann closed noting that the Inland Boatman's Union and Masters, Mates & Pilots had also been supportive and involved in the process and that he looked forward to what could be accomplished with current coalition of support.

5. REPORTS OF STAFF

Executive Director Nina Rannells noted that in addition to the Executive Director reports now included in the board packet, Pisces would begin service to Harbor Bay on Monday, June 8, and that according to a recent notice from California Emergency Management Agency, Proposition 1B funding was set to begin flowing again.

Chair Johnson asked when the bonds had gone on sale and how the funding process would work. Ms. Rannells responded that first sale date had been April 22, and currently there still existed a 3-4 month reimbursement process with CalEMA to receive funding. She added that the proposed legislation, AB1203, would improve the process and that there were ongoing discussions with CalEMA that indicated a proposal for an alternative process for Prop 1B funding based on 3 and 6 month estimates may be forthcoming.

Director Bellows asked for clarification on the schedule of the draft EIR for the Hercules project. Manager of Planning and Development John Sindzinski responded that the draft would be available for public comment over the summer and the draft final document could be released as early as September.

6. CONSENT CALENDAR

Vice Chair Intintoli made a motion to approve the minutes from the May 7, 2009 Board of Directors meeting. Director Bellows seconded the motion and the item carried unanimously.

7. APPROVAL OF AMENDMENT TO THE AGREEMENT WITH NEMATODE

Community Relations Manager Shirley Douglas introduced this item regarding renewal of a three-year agreement to support ferry schedule publication in the Bay Crossings periodical as well as to support extended services at the Bay Crossings retail outlet which increase awareness of ferry services.

Chair Johnson noted that Nematode president Bobby Winston was unable to attend the meeting but that he had provided a letter to the board. She asked if the contract was for the same amount as the previous years. Ms Douglas responded that it was.

Director Johnson made a motion to approve the item. Vice Chair Intintoli seconded the motion and the item carried unanimously.

8. APPROVAL OF AMENDMENT TO THE AGREEMENT WITH NOSSAMAN, LLP

Ms. Rannells introduced this item regarding approval of an amendment to the agreement with Nossaman, LLP for in the amount of \$400,000 for the provision of legal services for FY 2009/10. She noted that in addition to general legal services that the contract amount anticipated additional work related to the transition of city-based ferry services and assets to WETA.

Director Johnson made a motion to approve the item. Director Bellows seconded the motion and the item carried unanimously.

9. APPROVAL OF FISCAL YEAR 2009/10 BUDGET

Ms. Rannells introduced this item regarding WETA's FY 2009/10 budget. She noted that the proposed budget was similar to that of the prior year with approximately \$4 million allocated to operations and \$36 million to capital projects. She stated that the capital plan items that had stalled last year due to funding issues could move ahead this year as Proposition 1B funds become available.

Ms. Rannells also noted a revised organizational chart that better reflected WETA's current staffing requirements and then gave a brief overview of the program of capital projects.

Chair Johnson asked for an update on the status of the Berkeley terminal project. Mr. Sindzinski reported that WETA staff had met with Berkeley Mayor Tom Bates, that he was supportive of the project and had suggested WETA move ahead with a valet parking plan to address parking concerns. Ms. Douglas added that the Mayor had also recommended that WETA renew its outreach efforts to stakeholders in Berkeley and in the marina. Mr. Sindzinski said that all agreed that the terminal item would not go before the Berkeley City Council until September in order to allow time to continue to address parking concerns. The Mayor indicated that the city would address issues with H's Lordships regarding parking. Mr. Sindzinski said that WETA would continue to move ahead with the draft final EIR/EIS. He added that the Mayor

recognized the limits of RM2 funding for the project regarding potential parking mitigation strategies and that Councilmember Laurie Capitelli was also a supporter of the project.

Ms. Douglas said that outreach would continue and contact would also be renewed with the Councilmembers from the Marina and surrounding districts who have already indicated support for the project.

Ms. Rannells closed the budget overview by noting that there was not sufficient information available yet for WETA to include operating expenses for Alameda and Vallejo in the budget and that these would be brought back to the board at a later date once service transition details are finalized.

Vice Chair Intintoli made a motion to approve the item. Director Bellows seconded the motion and the item carried unanimously.

10. DISCUSSION ON PREVAILING WAGE

Ms. Rannells presented this item regarding establishing prevailing wage rates for ferry workers for future consideration regarding WETA contracts. She noted that determining prevailing wage rates was a stepping off point for future discussion.

Director O'Rourke indicated that his experience with the Department of Industrial Relations suggested that WETA would not receive a timely response. Ms. Rannells answered that a request to DIR could be submitted concurrently with development of an independent process with input from unions and local operators for establishing rates.

Chair Johnson requested a future presentation that would clarify the concept of prevailing wages.

Public Comment

Marina Secchitano of IBU stated that she would like the board to adopt a prevailing wage policy and that the IBU looked forward to being involved in the process.

Vice Chair Intintoli made a motion to approve the item. Director Bellows seconded the motion and the item carried unanimously.

11. TRANSITION PLAN PUBLIC COMMENTS

Ms. Rannells presented an overview of the comments received on the draft Transition Plan , as well as staff recommendations for changes to the drafts addressing those comments.

Chair Johnson asked if WETA knew what the potential liabilities were in assuming these services. Director Johnson asked for a specific list of liabilities so that WETA could clarify what it would and would not take on. Ms. Rannells indicated that that would be done. Director Johnson also asked for details regarding the status of various projects and future services. Ms. Rannells responded that those were included in the draft. Chair Johnson commended staff on work done on the Transition Plan.

Public Comment

Crystal Odum Ford, Transportation Superintendent, City of Vallejo, stated that the city was ready to meet the letter of the law regarding the Transition Plan but that the Vallejo transition needs to be done as a partnership. She also said that funding for Vallejo Station must be included in the plan, and that customer service levels must be guaranteed based on future

demands and not on current ridership. She also noted challenges the system had faced in the previous year when fuel prices had substantially increased for several months.

Ms. Rannells replied that this had been discussed with Ms. Ford. The Vallejo system was facing challenges with fuel costs and ridership and that the City had already cut service and had raised fares in response to fuel price concerns and that the priority must be creating a sustainable service. Vice Chair Intintoli added that marketing was critical to expanding ridership.

Ms. Ford noted the City had originally requested that MTC provide RM2 funds for two years to stabilize the service but that only one year had been given. Director Johnson stated that the preservation of services was desirable for everyone involved but that WETA needed to remain realistic and leave a door open to changes in the service and that it would be a difficult balance. Ms. Rannells suggested that staff could bring the board additional details regarding Vallejo funding on the 18th.

Public Comment

James McVane, Berkeley Marina resident, suggested that WETA could do more outreach to marina residents and felt that the message was not getting out to stakeholders sufficiently, specifically regarding WETA's role in emergency response.

Public Comment

Joe Callahan of Vallejo spoke on the sustainability of service and hoped that that was something WETA would bring to Vallejo. He said that according to polls many were unaware that the service even existed. He added that with the construction of the new Vallejo Station project that there would be a tremendous marketing opportunity.

Vice Chair Intintoli added that marketing in Sacramento and other communities north of Vallejo yielded high potential for new ridership.

Public Comment

Marina Secchitano of Inland Boatman's Union reiterated the importance of a commitment to the Vallejo service as well as marketing and promotion of the service. She also noted that Golden Gate Ferries had enjoyed several ridership boons due to adding service for games at PacBell Park, return trips for patrons of bicycle rentals businesses, and promoting services to large scale events such as Kaboom. She suggested that these could stimulate marketing ideas for the Vallejo service.

Public Comment

Ms. Ford responded that Vallejo mirrored some of those ideas but that until the next year the ferry service had no marketing budget to promote them. She also noted that Vallejo had no marketing staff but that they have been engaging in some marketing and promotions including ads in Bay Crossings and rider appreciation days.

Ms. Douglas added that WETA is working with the City on a Marketing Plan for Vallejo ferry service and will continue to partner on marketing programs with Vallejo.

12. EMERGENCY WATER TRANSPORTATION MANAGEMENT SYSTEM PLAN PUBLIC COMMENT

Operations Manager Keith Stahnke presented an overview of the comments received on the draft Emergency Water Transportation System Management Plan, as well as staff recommendations for changes to the drafts addressing those comments.

13. RECESS INTO CLOSED SESSION AND REPORT ON CLOSED SESSION

Chair Johnson called the meeting into closed session at 2:35 p.m. Upon reopening of the meeting at 3:05 p.m. she reported that direction had been given to staff regarding real property negotiations and that Ms. Rannells had been authorized to execute the lease and settlement agreement relative to the Oyster Point Marina Terminal.

14. ADJOURNMENT

All business having concluded, the meeting was adjourned at 3:06 p.m.

Respectfully Submitted,

Board Secretary

MEMORANDUM

TO: Board Members

FROM: Nina Rannells, Executive Director

SUBJECT: Adoption of the Final Transition Plan for Alameda and Vallejo Ferry Service Transfer

Recommendation

Adopt, by resolution, the San Francisco Bay Area Water Emergency Transportation Authority's Final Transition Plan.

Discussion

Under Senate Bills (SB) 976 and 1093, WETA was charged with consolidating all existing or planned public transportation ferries, except those operated by the Golden Gate Bridge Highway and Transportation District, and coordinating emergency response activities for public water borne transit services. These bills required these tasks to be carried out in accordance with two plans: a Transition Plan to facilitate the transfer of existing public transportation services operated by the City of Alameda and the City of Vallejo to WETA; and an Emergency Water Transportation System Management Plan to facilitate the coordination of water transportation services in the Bay Area region in the event of an emergency. In accordance with SB 976 and SB 1093, both plans are to be developed by WETA and adopted by the Board of Directors no later than July 1, 2009.

The Transition Plan provides a framework for transitioning the Alameda and Vallejo ferry services under the authority of the WETA.

The Transition Plan includes an outline of service transition elements including:

- A description of the existing Vallejo and Alameda ferry services and related assets
- A description of WETA's planned expansion services
- A plan for service transition which includes:
 - An overview of the transition process;
 - Targeted transfer dates;
 - A 5-year financial plan laying the groundwork for balancing existing service operating needs with expansion plans; and
 - A 5-Year Capital Improvement Plan; and
 - Identification of potential system assets for transfer to WETA.

The Transition Plan was developed over several months with the assistance of consultants and significant input from City of Alameda, City of Vallejo and Metropolitan Transportation Commission staffs. WETA published a draft Transition Plan on April 2, 2009, and held a 45 day public comment period between April 2 and May 18, 2009. Three public hearings were held during this time period including one each in the cities of San Francisco, Alameda and Vallejo. This plan was also presented and discussed

with a number of stakeholder organizations during the public comment period including the WETA Community Advisory Committee, San Mateo Transit Advocates, Alameda City Council and Vallejo City Council.

At the June 4, 2009, meeting of the Board of Directors, staff presented a memorandum outlining public comments on the plan and proposed changes to be made to the final plan in response to this input. The draft final plan enclosed with this report incorporates these changes and represents the recommended final plan for adoption by the Board of Directors.

Financial Implications

There is no direct financial impact associated with adoption of this plan. However, carrying out the service transitions will ultimately require WETA to take responsibility for service operation, including the capital and operating financial responsibilities as outlined in the Transition Plan.

END

MEMORANDUM

TO: Board Members

FROM: Nina Rannells, Executive Director
Keith Stahnke, Manager, Operations

SUBJECT: Adoption of the Final Emergency Water Transportation System Management Plan

Recommendation

Adopt, by resolution, the final Water Emergency Transportation Authority's Emergency Water Transportation System Management Plan.

Discussion

Under Senate Bills (SB) 976 and 1093, WETA was charged with consolidating all existing or planned public transportation ferries, except those operated by the Golden Gate Bridge Highway and Transportation District, and coordinating emergency response activities for public water borne transit services. These bills required these tasks to be carried out in accordance with two plans: a Transition Plan to facilitate the transfer of existing public transportation services operated by the City of Alameda and the City of Vallejo to WETA; and an Emergency Water Transportation System Management Plan to facilitate the coordination of water transportation services in the Bay Area region in the event of an emergency. In accordance with SB 976 and SB 1093, both plans are to be developed by WETA and adopted by the Board of Directors no later than July 1, 2009.

The Emergency Water Transportation System Management Plan (EWTSMMP), included with this report, has been developed to clarify WETA's emergency response roles and responsibilities and provide agency direction in preparation for and response to an event requiring shared regional information, interagency coordination, and/or mutual aid.

The EWTSMMP identifies:

- Emergency response roles and responsibilities of WETA;
- The process for coordination with emergency response entities; and
- Staff-level procedures with the supporting Emergency Operations Plan.

The EWTSMMP complements and enhances the existing work for regional transportation emergency response such as the California Coastal Region, Regional Emergency Coordination Plan and the Metropolitan Transportation Commissions, Regional Transportation Emergency Management Plan. The EWTSMMP was funded (in part) from the Regional Catastrophic Preparedness Grant Program, through the Bay Area UASI. This project is supported by Award No. 2008-CP-T8-0018 by the Department of Homeland Security (DHS), Federal Emergency Management Agency (FEMA).

WETA developed the EWTSMP over a nine-month period with the assistance of consultants and the input of two stakeholder groups consisting of emergency response and transportation agencies. WETA published a draft EWTSMP on April 2, 2009, and held a 45 day public comment period between April 2 and May 18, 2009. Three public hearings were held during this time period including one each in the cities of San Francisco, Vallejo and Alameda. This plan was also presented and discussed with a number of stakeholder organizations during the public comment period including the WETA Community Advisory Committee, San Mateo Transit Advocates, Vallejo City Council and Alameda City Council.

At the June 4, 2009, meeting of the Board of Directors, staff presented a memorandum outlining stakeholder and public comments on the EWTSMP plan and proposed changes to be made to the final plan in response to this input. The draft final plan presented for adoption incorporates these changes and represents the recommended final plan for adoption by the Board of Directors.

Financial Implications

There is no direct financial impact associated with approving this plan, although serving in an emergency response capacity will ultimately require a WETA staff and financial commitment. Staff is working to secure operating funds, allocated by MTC through the Regional Measure 2 ferry operating category, to support development and implementation of this function within WETA.

END

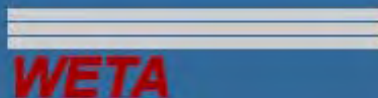


The San Francisco Bay Area
Water Emergency Transportation Authority

Emergency Water Transportation System Management Plan



June 2009



WATER EMERGENCY TRANSPORTATION AUTHORITY

This project is supported by Award No. 2008-CP-T8-0018 by the Department of Homeland Security (DHS), Federal Emergency Management Agency (FEMA).

The opinions, findings, and conclusions or recommendations expressed in this publication/program/exhibition are those of the author(s) and do not necessarily reflect the views of the Department of Homeland Security.

Special thanks to the Bay Area Urban Area Security Initiative (UASI) for their input and for their funding grant, which covered the majority of the costs to prepare the Plan.

Funded (in part) from the Regional Catastrophic Preparedness Grant Program,
through the Bay Area UASI.



A Message from the Chair of the WETA Board of Directors

Over the past two decades, events have focused us on the importance of emergency preparation and coordinated response—from the Loma Prieta Earthquake, to 9/11, to Hurricane Katrina. Each event demonstrated the need to plan for transporting large numbers of people, and responding to calls for rescue following natural or man-made disaster. Each event also highlights the key role of the regionalized ferry system in the San Francisco Bay Area.

The completion of this Emergency Water Transportation System Management Plan (The Plan) by the San Francisco Bay Area Water Emergency Transportation Agency (WETA) is a key milestone in meeting our region's waterborne emergency response capabilities.

In 1999, the state Legislature created the Bay Area Water Transportation Authority (WTA) to plan new and expanded environmentally friendly ferry service and related ground facilities. The outcome was an Implementation and Operation Plan identifying seven new potential ferry routes, including Oakland-South San Francisco and Berkeley-San Francisco ferry routes.

In 2007, with the aftermath of Hurricane Katrina still fresh, the Governor signed Senate Bill (SB) 976, which created WETA as successor to WTA, and as the name of the new agency indicates, put emergency preparation and coordinated-response readiness on a par with regionalized water transportation as our core mission.

The Plan sets forth how WETA, using regionalized public and private assets, will coordinate waterborne emergency response on San Francisco Bay when the need arises, and manage restoration of normal passenger transportation services as soon as possible. The Plan reflects best emergency management practices drawn from national, state, and local frameworks.

The Plan was prepared in close consultation with many partners. Special thanks to the Bay Area Urban Area Security Initiative (UASI) for their input and for their funding grant, which covered the majority of the costs to prepare the Plan. Our Plan will become a supporting document to the Bay Area UASI Regional Catastrophic planning currently under way. Other partners included the MTC, the U.S. Coast Guard, the California Emergency Management Agency, and the Ports of San Francisco and Oakland. Representatives from Vallejo Baylink, Alameda-Oakland, and Harbor Bay ferry services transitioning to WETA control, and the Golden Gate Bridge, Highway, and Transportation District ferry service also provided input to the Plan. We also thank other government agencies and interested members of the public who attended meetings and shared their comments.

As you consider this Draft Plan, we think it is important to keep in mind the mandate and spirit of the legislation that brought us to this point: *"As emergencies and other catastrophic events are certain (only the timing is unpredictable), it is crucial for immediate action to be taken to develop and implement these emergency response strategies. It is not only impractical, but rather impossible, to cobble together an emergency water transportation system after the fact. It is a task of years, not months, to make the real changes and create the essential infrastructure for an integrated and comprehensive water transit emergency system. In light of the ever-present threat, it is imperative to begin this crucial effort without delay."*

We couldn't agree more. The task that lies ahead now is for the Governor, the Legislature, and our innovative Bay Area region is to develop and commit the financial resources to bring this vision fully into reality.

Sincerely,

Charlene Haught Johnson

Executive Summary:

Jurisdiction and Primary Responsibilities

The Bay Area Water Emergency Transportation Authority (WETA) is mandated by the State Legislature to plan and operate new water transportation services on San Francisco Bay, and coordinate maritime emergency response using public transportation ferries.

WETA is moving from a planning to an operating water transportation and emergency services agency through transfer to WETA of management and control of city-owned Vallejo Baylink, Alameda-Oakland, and Harbor Bay ferry-service.

WETA's Emergency Operations capabilities will necessarily evolve and increase over time as staff, facilities, vessels, and funding become available. Current funding supports WETA as a transportation agency with limited means to pay for emergency services and response. WETA is currently working with state and local entities to address identified shortfalls for emergency operations and reimbursement funding requirements.

The Emergency Water Transportation System Management Plan (the Plan) provides information regarding how WETA will coordinate the response of public transportation ferry operations during an emergency.

Purpose and Objectives of the Plan

The plan is one of several guides meant to allow the Bay Area to restore passenger transportation capability following a catastrophic emergency, and will direct WETA preparation for and response to an event requiring shared regional information, interagency coordination, and/or mutual aid. Extensive emergency planning has been completed for the region; this Plan will complement and enhance this existing work for transportation response. WETA emergency activities will support and be supported by a regional response and recovery effort.

Assumptions

This plan is based on the following assumptions,

- WETA will be subject to a variety of natural and man-made emergencies, and increased growth of the Bay Area will translate into increased demand on the agency.
- WETA is part of a network of local, regional, state, and federal emergency response agencies, ranging from local transportation agencies to the U.S. Coast Guard.
- WETA and state emergency officials will prioritize emergency water transportation services, including transportation of First Responders and Disaster Service Workers, over basic water transportation passenger services. The agency will strive to restore regular passenger service to lifeline communities of Alameda/Oakland and Vallejo—and the region in general—as soon as operationally possible.

Roles and Responsibilities

WETA will provide and coordinate the Bay Area maritime emergency response for the transportation of people by passenger ferryboats during an emergency; provide representation to state emergency authorities; and activate its Emergency Operations Center, which will communicate with the Regional Emergency Operations Center (REOC) and the Metropolitan Transportation Commission (MTC), the region's transportation planning and funding agency.

Constant vigilance will be paid to understanding the nature of emergencies, capabilities, status of ferryboats and facilities, and response to requests for emergency transportation services.

Key Operational Concepts

This plan is based on the following Operational Concepts:

- During an emergency, WETA operates as part of the *State of California Standardized Emergency Management System (SEMS)*. Essentially, this system establishes and provides for the flow of emergency information and resources within and between all agencies that participate in the response or recovery activities associated with an emergency.
- In response to an emergency, WETA will use the principles of SEMS, the *National Incident Management System (NIMS)*, and the *Incident Command System (ICS)* to manage emergencies on a local level.
- SEMS and NIMS are used by WETA because they provide a scalable framework that balances flexibility and standardization to manage all types of emergencies, regardless of cause, size, location or complexity.
- The severity of any emergency will dictate the level of response. WETA recognizes three levels of emergency that are used throughout the Bay Area by other transportation agencies and transit operators. This rating system is in keeping with those used by local and state governments, and is considered a universal standard for determining the magnitude and scope of emergency response required.

A *Level I*, minor emergency is an event that has a slight impact to WETA operations and where WETA resources are adequate and available to respond. A Level I emergency could be a confinable fire on a WETA ferryboat, a minor WETA ferryboat accident with minimal damage and/or minor injuries, or a power failure at WETA facilities.

- Level I emergencies normally do not require activation of the WETA Emergency Operations Center, and should be managed at the field response level, with support as needed. In these cases, WETA's normal, non-emergency organization is maintained.

A *Level II* major emergency is a moderate to severe emergency that significantly affects WETA personnel or property. A Level II emergency may also affect more than WETA facilities. In this situation, WETA resources may not be sufficient to resolve the threat,

and outside responders may be required to assist. Determination as to the level of an emergency is left up to WETA.

A moderate earthquake such as Loma Prieta that would impact the transportation network is an example of a Level II emergency.

- Level II emergencies require activation of the WETA Emergency Operations Center. WETA will transition from a normal Transit Operations Organization into an Emergency Management Organization. In the WETA Emergency Operations Center, planning, intelligence gathering, coordination, and response activities are the primary tasks accomplished.

A *Level III*, catastrophic emergency is a major emergency wherein resources in or near the affected area are overwhelmed, and extensive state and/or federal resources are required. A Level III emergency might include a major earthquake or an evacuation order involving several local governments. Again, determination as to the level of an emergency is left up to WETA.

A severe earthquake such as the Kobe, Japan earthquake, which would cripple the transportation network, is an example of a Level III emergency.

- Level III emergencies require activation of the WETA Emergency Operations Center, with WETA shifting into an Emergency Management Organization.
- The WETA Emergency Operations Center will be staffed to meet the need, depending on the nature, scope, and expected duration of the emergency, and the functions required to support WETA Emergency Operations Center activities. Authority to activate the WETA Emergency Operations Center rests with the Executive Director, Emergency Operations Center Manager, and Safety Officer. The Emergency Operations Center will remain in operation until a centralized form of management is no longer necessary to effect a united response.
- During more significant emergencies (Levels II and III) that require activation of the WETA Emergency Operations Center, the day-to-day organizational structure shifts to an *Emergency Management Organization*.
- Under the Emergency Management Organization, departments and employees are organized into functional sections—namely, management, operations, planning, logistics, and finance and administration, in addition to a policy group. Authority for managing the emergency is delegated to the Emergency Operations Center Manager and Section Chiefs. Upon termination of the emergency, normal lines of authority and reporting are restored, and a transition from an Emergency Management Organization to a *Transit Operations Organization* occurs.

Pre-Emergency Planning

WETA has completed several pre-emergency planning tasks, including identification of public transportation ferry assets, size, ownership, location, and capacity; cataloging of existing ferry terminals and completion of an environmental impact report for the new South San Francisco terminal; preliminary investigation and/or environmental review of additional ferry terminals at Berkeley, Antioch, Hercules, Martinez, Redwood City, and Richmond. listing of fueling supplies; signing of mutual aid agreements with relevant agencies; participation in U.S. Coast Guard emergency response exercises; and acquisition of two new ferryboats: Gemini and Pisces.

In-progress pre-emergency planning activities range from preliminary review of ferry terminal expansion in the Bay Area; to development of a primary WTA Emergency Operations Center; to discussions and drafting of contracts and Memoranda of Understanding (MOU) with local and public and private ferry service operators to enable execution of WETA emergency response.

On the horizon are plans for new north and central bay operations and maintenance facilities; preliminary investigation and review of additional berthing at the Port of San Francisco Ferry Building; discussions and development of agreements with ports regarding use of their landside facilities for emergency response, and participation in upcoming regional exercises with the MTC Trans Response Plan Steering Committee.

Response Phase

During emergency response, WETA will work to effectively communicate, coordinate with other agencies, set and meet objectives and timeframes, and plan its activities by abiding by procedural best practices recognized by local, state, and federal emergency response organizations.

An integral part of transportation agencies in the Bay Area is the commitment to an effective regional emergency transportation response and mutual aid coordination. All of the major transportation agencies have signed a San Francisco Bay Area Transit Operators Mutual Aid Agreement indicating their desire to share available resources during emergencies. In addition, WETA and GGBHTD have prepared an MOU to facilitate communication and resource sharing during an emergency.

No single transportation agency has resources sufficient to cope with any and all emergencies. The mutual aid system allows each transportation agency to help itself first, and then as able provide resources throughout the region that can assist in ameliorating unresolved problems arising from the emergency.

WETA's first priority is to protect life, property and the environment. The second priority is to provide emergency water transportation services during the response phase and the third is to restore basic water transportation services generally during the recovery phase of the emergency.

Recovery Phase

The line between response and recovery is sometimes blurred, though recovery is generally acknowledged as occurring 3 days or 72 hours after the emergency. As soon as possible after an emergency, WETA will begin to restore basic water transportation services. During this time, WETA will work towards restoration of the normal, pre-

emergency WETA services, but may also provide additional or expanded service in the event that bridges, highways, and other facilities are inoperable.

Non-Emergency Operations

Emergency response training and exercises allow emergency response personnel to become fully familiar with the procedures, facilities, and systems used during an actual emergency. The exercises, drills, and training will also provide feedback to maintain a continuously improving plan. The WETA Plan and capability to respond will be tested using a combination of exercise types.

Plan Maintenance

Because emergency preparedness is part of the daily business environment, and not a one-time project, efforts will continue to routinely update and improve this Plan. In addition, as updates are identified, WETA staff will review relevant sections of other emergency plans and procedures, such as the MTC Regional Transportation Emergency Management Plan. Changes will be identified and communicated.

It is the responsibility of the Manager of Operations to ensure that a copy of this Plan is distributed to all WETA staff members who would serve in the WETA Emergency Operations Center.

At a minimum, this entire Plan will be reviewed on an annual basis, after exercises, and after WETA Emergency Operations Center activation.

Any sections that have specific names, addresses, phone numbers, etc. will be updated quarterly, or more often if necessary. All members of WETA Emergency Management Organization will contribute to the maintenance of this plan.

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1 INTRODUCTION

The Bay Area Water Emergency Transportation Authority (WETA) was created by State of California legislation in 2007, superseding the San Francisco Bay Water Transit Authority (WTA). WETA was created with the intent:

“To provide a unified, comprehensive institutional structure for the ownership and governance of a water transportation system that shall provide comprehensive water transportation and emergency coordination services for the Bay Area Region” (Government Code Section 66540.2).”

Like the WTA, WETA is mandated to plan and operate new water transportation services on San Francisco Bay. Unlike the WTA, WETA is additionally mandated to coordinate maritime emergency response activities for water transportation services in the Bay Area, using public transportation ferries. Thus, WETA is an emergency response organization and an operator of public transportation ferry services, a dual role that is unique among San Francisco Bay Area transit agencies.

WETA’s mandate to plan and operate new water transportation services excludes those provided by the Golden Gate Bridge, Highway, and Transportation District (GGBHTD). However, WETA’s authority to coordinate maritime emergency response activities does include other public transportation ferry operators, and as stipulated by the terms of inter-agency agreements.

The Emergency Water Transportation System Management Plan (the Plan) provides information regarding how WETA will coordinate the response of public transportation ferry operators during an emergency.

1.1 Background

WETA will become an operational transit agency, and will assume responsibility for the water transportation services currently provided by the cities of Alameda and Vallejo. At the same time, with the adoption of the Plan, WETA will become an emergency response organization. As a transit operator, WETA will provide regularly scheduled public transportation ferry services. As an emergency response organization, WETA will coordinate the emergency activities of water transportation ferry operators, and will provide for the provision of water transportation services to life-line communities.

Initially, WETA will assume responsibility for existing public transportation ferry services, except those of GGBHTD, and will continue over time to expand water transportation services as staff, facilities, vessels and funding become available. In a similar fashion, WETA’s Emergency Operations function will initially be fulfilled to the extent possible with available funding, consistent with WETA’s enabling legislation.

WETA’s Emergency Operations capabilities will necessarily evolve over time as facilities, vessels, and funding become available. The State of California allocated \$250 million in capital funds to WETA in Proposition 1B – The California Transit System, Safety Security and Response Act (2007) to increase capacity to provide disaster response. Proposition 1B funds are subject to annual appropriation by the State Legislature. In the last two budgets, (fiscal year 2007 and 2008), \$25 million were

allocated annually to the then-named Governor's Office of Homeland Security (now the California Emergency Management Agency) to fund WETA's construction of new vessels and facilities; these bond funds are currently on hold due to the State's budget problems.

WETA lacks specific funding sources to pay the operating costs of emergency response and recovery services. WETA's only source of operating revenue is from bridge tolls as authorized by Regional Measure 2 from the Metropolitan Transportation Commission (MTC) for regularly scheduled public ferry transportation and its yearly administrative expenditures as a transit operator. Other funding sources from State and Federal agencies such as the Federal Emergency Management Agency (FEMA) may be available on a reimbursement basis. However, WETA is committed to support and coordinate Emergency Operations, alongside its role as a transit operator. The Plan will be updated periodically to reflect WETA's evolving emergency response capabilities.

1.2 Jurisdiction of WETA

The jurisdiction of WETA is the nine counties in the San Francisco Bay Area, including:

- Alameda
- Contra Costa
- Marin
- Napa
- San Francisco
- San Mateo
- Santa Clara
- Solano
- Sonoma.

1.3 Primary Responsibilities of WETA

During an emergency, WETA has three primary responsibilities:

1. To provide emergency water transportation services with its own available assets.
2. To coordinate requests for emergency water transportation response actions with GGBHTD and enlist public transportation ferries resources.
3. To provide service to life-line communities and to restore basic water transportation services, as soon as feasible.

1.4 Plan Structure

The Plan is a legally mandated document that WETA is required to create and adopt by July 1, 2009, establishing a clear framework for WETA Emergency Operations. As proposed, the Plan is a stand-alone plan that will be adopted on or before July 1, 2009. The Transition Plan will also be adopted on or before July 1, 2009, and will facilitate the transfer of existing public transportation ferry services within the Bay Area region to WETA (with the exception of services operated by GGBHTD).

The Plan is also replacing the Regional Maritime Contingency Plan, last updated January 23, 2007 by the WTA. Information from the Regional Maritime Contingency Plan has been incorporated, updated, and revised to reflect the new responsibilities of WETA.

The Plan will also contain a separate, stand-alone WETA Emergency Operations Plan annex (not available for public review due to sensitivity of the information) to guide WETA staff in carrying out their emergency response and recovery missions. The Plan will be activated when the WETA Emergency Operations Center is activated.

The Plan is divided into the following sections:

- the purpose and objectives of the Plan
- roles and responsibilities of WETA
- planning assumptions
- concept of operations
- WETA incident management
- pre-emergency planning undertaken by WETA
- response
- recovery
- normal, non-emergency operations
- plan maintenance
- an appendix of additional information.

1.5 WETA Emergency Operations

WETA's Emergency Operations revolve around assets controlled, contracted, or coordinated by WETA. WETA will not coordinate the response actions of spontaneous volunteers with private boats that may be deployed during an emergency. This activity is beyond the scope of this Plan, because navigation on San Francisco Bay is the responsibility of the U.S. Coast Guard, who has the legal authority and ability to monitor and/or control vessel traffic. Similarly, the U.S. Coast Guard will continue to control waterways management and search-and-rescue activities throughout the San Francisco Bay Area.

In development of the Plan, several guidelines were developed based upon best practices and the experience of the Plan team. Best practices and the experience came from the Washington State Ferries (operating a ferry system, responding to emergencies, or managing emergencies) and transit agencies in the San Francisco Bay Area. These suggested guidelines can be found in Appendix 13.1:

- Responding to Requests for Emergency Water Transportation Service (Appendix 13.1.1).
- Transportation of First Responders and Disaster Service Workers (Appendix 13.1.2).

- Transportation of Citizens Under Emergency Conditions (Appendix 13.1.3).
- Transporting Animals Under Emergency Conditions (Appendix 13.1.4).
- Fare Collection Under Emergency Conditions (Appendix 13.1.5).

In addition, the Plan is intended to provide information regarding how WETA will handle disruptions in the mobility of passengers during an emergency. During the planning process, stakeholders expressed interest in identifying an entity responsible for providing logistics for the acquisition of maritime resources for the transport of cargo or supplies after an emergency. Specifically, the legislation that created WETA Title 7.10, Chapter 3, Government Code, Section 66540-66540.2(f) defined water transportation service as follows: "Water transportation services" means the transportation of passengers, their incidental baggage, including wheelchairs and bicycles, and small packages by water-borne vessels, and the loading, unloading, and ancillary activities related thereto. Water transportation services does not include the continuous transportation of goods in interstate or international commerce."

Therefore, WETA's authorizing legislation did not specifically mandate it from providing a coordinating or response role beyond the waterborne transport of passengers. Given the scarcity of operating funds for WETA's emergency response functions, WETA is not in a position to assume these responsibilities for the movement of goods and supplies. Additionally, the configuration and size of ferryboats and landside facilities impacts ability to transport large packages or cargo. Therefore, this Plan focuses exclusively on the transport of passengers in the emergency response and recovery phases. The acquisition, coordination, and management of maritime resources needed for the movement of emergency supplies and movement of cargo will be performed by another entity, to be identified at a future date by policy makers.

Lastly, during Emergency Operations, WETA will strive to support requests for emergency water transportation to the maximum extent possible, and will strive to restore/maintain basic water transportation service to the maximum extent possible.

2 ACRONYMS/DEFINITIONS

This section of the Plan includes acronyms and provides definitions used in the Plan.

- Basic water transportation services: Scheduled public transit services by passenger ferryboats via established routes using terminals provided by WETA or by other operators during non-emergency conditions.
- Bay Area Partnership: An organization comprised of almost three dozen chief executive officers from local, state, and federal transportation and environmental agencies in the Bay Area. The Partnership works by consensus to improve the overall efficiency and operation of the Bay Area's transportation network, including developing strategies for financing transportation improvements. WETA is a participant in the Partnership.
- Bay Area UASI: Bay Area Urban Area Security Initiative.
- CalEMA: California Emergency Management Agency, formerly the California Office of Emergency Services and California Office of Homeland Security.
- Caltrans: California Department of Transportation.

- CESRS: California Emergency Services Radio System.
- CHP: California Highway Patrol. When used in this document, it is meant to represent the transportation aspects of the California Highway Patrol, and not the law enforcement aspects.
- Contractor: WETA contacted provider of goods and services. This could include repair services, reconstruction, damage assessments, security, etc.
- Coordinate: To facilitate the concerted functioning of multiple entities in providing water transportation service.
- DHS: Department of Homeland Security
- Disaster Service Workers: Public employees employed by the State of California, including WETA staff and all volunteers in any disaster council or emergency organization accredited by the California Emergency Council. For the purpose of the Plan, federal employees and essential personnel in both the public and private sectors are considered Disaster Service Workers.
- Emergency Management Organization: The organization for management of Level II and Level III emergencies.
- Emergency water transportation services: The transportation of First Responders and Disaster Service Workers via passenger ferryboats to facilitate emergency response and recovery. It also includes supporting the transportation of citizens under emergency conditions such as being stranded by the loss of primary transportation systems; being evacuated as a result of evacuation orders; those who have fled an area due to an immediate life safety threat or service to life line communities, as operationally feasible.
- Essential personnel: Private- and/or public-sector personnel who support critical disaster response and recovery efforts.
- Facilities: Facilities that include existing ferry terminals, ferry buildings, WETA headquarters, planned operations and maintenance buildings, ferry piers, ferry passenger docks, and WETA passenger locations. Facilities can be controlled by WETA or others, such as public ports or private owners.
- FEMA: Federal Emergency Management Agency.
- First Responders: Personnel with immediate response missions, and generally first on the scene, such as law enforcement officers, firefighters, and medical staff.
- General public: The general public includes ferry riders, potential ferry riders, and people interested in water transportation services.
- GGBHTD: Golden Gate Bridge, Highway, and Transportation District.
- ICS: Incident Command System.
- Incident Action Plan: A master plan on how the emergency response will be conducted.
- Incident Commander: Individual responsible for overall management of the emergency and emergency activities. The Incident Commander has the authority and responsibility for conducting emergency operations, and is responsible for management of all emergency operations. The position of

Emergency Operations Center Manager typically functions as an Incident Commander when the WETA Emergency Operations Center is activated.

- Life-line Communities: Includes island or peninsula communities, such as Alameda and Vallejo, with vulnerable land-based transportation routes.
- Local governments: Includes cities, counties, and special districts within the State of California.
- Maritime resources: Private contractors that provide such maritime services or equipment such as tug service, barges, environmental services, construction, diving and salvage services, etc. Generally associated with maritime goods and services.
- Marine Exchange: A non-profit membership organization that operates 24 hours a day, 7 days a week, whose primary efforts focus on collecting and disseminating shipping information, facilitating communication and discussion in the community, and identifying and developing improvements.
- MARSEC: Maritime security levels established by the U.S. Coast Guard. Level MARSEC 1 is a level for which minimum appropriate security measures are to be maintained at all times. MARSEC 2 means the level for which appropriate additional protective security measures are to be maintained for a period of time as a result of heightened risk of a transportation security incident. MARSEC 3 means the level for which further specific protective security measures are to be maintained for a limited period of time when a transportation security incident is probable, imminent, or has occurred, although it may not be possible to identify the specific target. In the initial stages of a MARSEC 3 declaration, the Coast Guard could severely restrict or possibly shut down all maritime traffic in the Bay Area.
- MTC: Metropolitan Transportation Commission.
- Mutual aid: A written agreement among transportation agencies to provide voluntary mutual assistance to one another. Mutual aid facilitates multi-jurisdictional transportation response during an emergency.
- NIMS: National Incident Management System.
- Operational Areas: Counties within the State of California that manage and/or coordinate information, resources, and priorities among local governments within their jurisdiction.
- Other docking facilities: Locations for docking and passenger embarkation and debarkation that are not existing passenger docks.
- The Plan: Emergency Water Transportation System Management Plan.
- Private ferry operator or private operator: A private firm that provides ferryboats and/or crews under contract to WETA.
- Public employees: Persons employed by the state, any county, city, city and county, state agency, or public district.
- Public transportation ferries: As defined in Senate Bills 976-1093 this means ferryboats operated, sponsored, funded, or subsidized by any public agency, including, but not limited to, those ferryboats operated under agreement with a private operator.

- Recovery phase: The phase during which services, facilities, and operations are restored to their pre-emergency conditions.
- Response phase: The phase during which WETA is responding to the emergency, generally entered once the WETA Emergency Operations Center has been officially activated. The response phase is generally considered to last up to 72 hours after the emergency event, but can go longer.
- REOC: Regional Emergency Operations Center; acknowledged as the Coastal Region of CalEMA.
- SEMS: State of California Standardized Emergency Management System.
- Service plan: A plan used to provide for water transportation services indicating the level of service that can be provided by WETA Transit Operations and/or public transportation ferries, schedules, ferryboats to be used, etc. The service plan, will be included in the Incident Action Plan, or could be a stand-alone document after deactivation of the Emergency Operations Center.
- SF V-MAP: San Francisco Vessel Mutual Assistance Plan.
- Transit Operator: Public transportation agencies that provide public transportation in the San Francisco Bay Area.
- Transportation Agency: An agency that provides transportation services and includes the Metropolitan Transportation Commission, the California Department of Transportation, California Highway Patrol, WETA, and transit operators.
- UASI: Urban Area Security Initiative.
- U.S. Coast Guard: Generally referring to the U.S. Coast Guard Sector San Francisco.
- Water transportation services: As defined in Senate Bills 976-1093, the transportation of passengers, their incidental baggage, including wheelchairs and bicycles, and small packages by water-borne vessels, and the loading, unloading, and ancillary activities related thereto. Water transportation service does not include the continuous transportation of goods in interstate or international commerce.
- WTA: San Francisco Bay Area Water Transit Authority (WETA's predecessor).
- WETA: Bay Area Water Emergency Transportation Authority.
- WETA Staff: WETA staff that provide operations/maintenance services. WETA staff could be provided under a contract arrangement, or WETA could provide the staffing.
- WETA Transit Operations or Transit Operations: The term includes ferry operations, maintenance services, and landside facility operations. Transit operations could be under a contact arrangement or provided by WETA. (a) During non-emergency conditions, manages and provides water transportation services. (b) During a Level I emergency, manages and provides WETA basic water transportation services. (c) During a Level II or Level III emergency provides only the emergency water transportation services. Management of a Level II and Level III emergency resides with the Emergency Management Organization.

- WETA-controlled facilities: Facilities owned, leased, or controlled by WETA for water transportation service.
- WETA-utilized facilities: Facilities not controlled by WETA but utilized by WETA for water transportation service.

3 PURPOSE AND OBJECTIVES

3.1 Purpose of the Plan

The Plan is one of several guides (as identified in Section 3.2, Objectives of the Plan) that will enable the Bay Area to restore passenger transportation mobility after a major or catastrophic emergency. The Plan will:

- Define WETA's emergency roles and responsibilities in the provision of water transportation services and pre-emergency planning;
- Differentiate WETA's types of service (basic or emergency);
- Provide a framework for WETA to coordinate Bay Area water transportation service response and recovery efforts; and
- Provide information for emergency planners and the public about emergency water transportation.

3.2 Objectives of the Plan

The Plan provides specific definition and guidance for WETA in the event of an emergency affecting the San Francisco Bay Area transportation network that requires regional information, interagency coordination, and/or mutual aid. The Plan clarifies WETA's processes for coordinated emergency management.

The Plan is intended to facilitate the response and recovery of Bay Area water transportation efforts in the event of an emergency by enabling WETA to:

- Assess the condition, safety, operability, and capability of water transportation systems in the immediate aftermath of an emergency;
- Identify needs for emergency water transportation services and coordinate responses with REOC, GGBHTD, and MTC;
- Develop priorities among requests for emergency water transportation services if the REOC is not activated;
- Respond to priorities for emergency water transportation services from REOC (when activated);
- Restore service to life-line communities and basic water transportation services as quickly and completely as possible;
- Facilitate requests for mutual aid from transportation agencies affected by an emergency; and
- Identify and secure assets from other transportation entities or from outside the Bay Area to enable the provision of water transportation services during response and recovery.

The Plan clarifies WETA's processes for systematic and coordinated emergency management, including communication and decision-making, among MTC, regional transportation agencies, REOC, and Operational Areas.

The Plan complements emergency plans and procedures already developed or in development by regional, state, and federal entities such as the:

- MTC – Regional Transportation Emergency Management Plan
- CalEMA – Regional Emergency Coordination Plan – Transportation Subsidiary Plan
- CalEMA – Regional Emergency Coordination Plan – Recovery Subsidiary Plan;
- FEMA – California Catastrophic Earthquake, San Francisco Bay Area Concept Plan
- Water Transit Authority – Regional Maritime Contingency Plan.

The Plan is proposed to be a supporting document to the Bay Area Regional Emergency Coordination Plan, for which the Mass Transportation Evacuation Plan is currently under development.

For a list of plans and other document reviewed to support the Plan, see Appendix 13.2.

4 PLANNING ASSUMPTIONS

Emergency management plans are generally developed with planning assumptions that are used throughout the document. This Plan was developed with the assumption categories discussed in Section 4.1.

4.1 Planning Assumptions for WETA

Emergency Management

- WETA will be subject to a variety of natural or man-made emergencies. The Plan will be applicable to hazards of all types and will be used in response to emergencies from small- to large-scale.
- Continued growth in the Bay Area will increase the demand for emergency and basic water transportation services.
- WETA will strive to promptly and effectively respond to emergencies and take appropriate actions.
- The basic tenet of emergency management is that response should be managed as locally as possible. If an emergency overwhelms WETA, mutual aid agreements and/or Memoranda of Understanding/Agreement can be invoked, or help from higher levels of government secured (state or federal). Federal assistance is invoked only if local and state resources are overwhelmed in a catastrophic emergency, or when special equipment is needed (e.g., U.S. Coast Guard vessels and aircraft, etc.).

Water Transportation Service

- WETA and/or REOC will prioritize emergency water transportation services, including the transportation of First Responders, Disaster Service Workers, and life-line services over basic water transportation passenger services.
- WETA services will be for the provision of water transportation services, and those goods or possessions passenger can carry themselves. WETA ferryboats are not capable of carrying interstate or international cargo, which is generally contained in a 20-, 40-, or 53-foot cargo container. Therefore, no commercial cargo is anticipated to be transported on WETA ferryboats.
- WETA will accommodate animals accompanying a passenger under emergency condition, to the best of WETA's ability, consistent with public transportation policies.
- WETA will need to provide emergency water transportation services, and this also includes the transportation of citizens under emergency conditions. The likeliest response for an emergency is the transportation of non-residents in San Francisco back to their resident communities/counties. To provide an idea of the magnitude of the situation, additional information on the transportation of citizens during an emergency and potential demand is provided in Appendix 13.3.

Safety/Security

- The safety and security of WETA staff, WETA Transit Operations, passengers, and physical assets (such as ferryboats) are primary considerations in all decisions.
- Damage assessments will take time to complete, and water transportation service will not operate until facilities are inspected and deemed to be safe and operational.
- WETA will continue to provide security at WETA-controlled facilities via contract(s) with local governments or private contractor. Security at a WETA facility is generally acknowledged as monitoring the terminals, docks, and/or parking lots. Controlling large crowds is beyond the normal scope of WETA security functions, and is the responsibility of the local government.
- WETA will first use existing WETA-controlled/utilized passenger terminal facilities for water transportation services and as needed, other docking facilities. The other docking facilities may be used only if the locations can be made safe and secure for water transportation operations.
- WETA will work with local governments to ensure that local government emergency plans are incorporated into ferry terminal operations.

Coordination/Communication

- WETA has the ability to coordinate emergency water transportation services response, and will cooperate with GGBHTD to accommodate the requests.
- Communication will exist to allow for coordination between the REOC, MTC, U.S. Coast Guard, WETA, ferryboats, and others.

Reimbursement

- WETA will either seek fares or reimbursement for the provision of water transportation service.

4.2 Planning Assumptions for Others

Water Transportation Service

- Local government/Operational Areas/transit agencies will provide local transportation service connection to ferry facilities for passengers transported by WETA in an emergency. The intent is for WETA to provide the maritime service, and others will provide the landside service.
- The acquisition, coordination, and management of maritime resources needed for the response phase, such as movement of emergency supplies and movement of cargo, will be performed by another entity to be identified at a future date by policymakers.

Safety/Security

- During an emergency, if WETA serves passenger facilities that are not under WETA control, the respective local governments and/or Operational Areas will need to provide security, crowd control, parking, and other services to make other docking facilities useable. WETA will identify the locations of ferry facilities as they are determined to be safe and operational, and coordinate schedules to serve the locations.
- WETA will first use existing WETA controlled/utilized passenger terminal facilities for water transportation services; and as needed, other docking facilities. The other docking facilities may be used only if the locations can be made safe and secure for passenger ferryboat operations.
- WETA is governed by the U.S. Coast Guard Maritime Security (MARSEC) levels, and will provide appropriate protective security measures according to Coast-Guard-approved vessel and facility security plans, including suspension of service if warranted by the MARSEC level. At MARSEC Level III, there is a probability that water transportation services may be suspended until the security threat passes.
- The Captain of the Port, San Francisco Sector, has ultimate authority over the waterways on which WETA will operate. After an emergency, the San Francisco Bay could be closed to vessel traffic; as a result, WETA would then be unable to provide water transportation service.

Reimbursement

- As a local government entity, WETA may seek Public Assistance reimbursement under the California Disaster Assistance Act and the Robert T. Stafford Disaster and Relief Emergency Assistance Act as appropriate.

5 ROLES AND RESPONSIBILITIES OF WETA

The following roles and responsibilities have been identified for WETA:

- Provide and coordinate the Bay Area maritime emergency response for the transportation of people by passenger ferryboats during an emergency.
- Provide a physical or virtual (via a communication connection) representative to the REOC in the Transportation Branch.
- Activate the WETA Emergency Operations Center and notify the REOC¹ and MTC upon activation.
- Maintain current information on needs, capabilities, and assets of public transportation ferries.
- Assess and establish the types and levels of water transportation services that WETA is capable of and will be providing.
- Establish and maintain communications with the REOC and MTC throughout the duration of the emergency period.
- Communicate directly with the U.S. Coast Guard, GGBHTD, public transportation ferries, ports, and the Marine Exchange to establish the nature of the emergency, and capabilities and status of area ferryboats and facilities that may be deployed in response to the emergency.
- Receive and coordinate responses to requests for emergency water transportation services when received from the REOC or Operational Areas (depending on the type of emergency).
- Receive and coordinate requests for basic water transportation services from MTC, Operational Areas, other transportation agencies, and/or the REOC.
- Determine the need for water transportation service coordination, review requests from the REOC, request interagency coordination as appropriate, and provide recommendations to the REOC.
- Inform MTC of both emergency and basic water transportation services available and capabilities provided by WETA.
- Provide information to passengers (as systems are available) and through MTC and 511 regarding ferry terminal locations, schedules, and capacities.
- Provide, as available, a Public Information Officer to support public information activities and a Joint Information System (if activated).
- Coordinate the provision of assets to support evacuation of affected areas when local authorities determine evacuation to be necessary.
- Partner with cities/communities with water transportation services.

¹ When WETA contacts REOC, it will also be in communication via REOC with transportation agencies that are in the Transportation Branch, such as the California Highway Patrol (CHP), California Department of Transportation (Caltrans), the U. S. Coast Guard, and MTC. In addition, when WETA contacts REOC, it is assumed REOC is communicating with Operational Areas, who in turn are communicating with local communities, such as cities, towns, special districts, etc.

6 CONCEPT OF OPERATIONS

6.1 Water Transportation Services

WETA recognizes two levels of water transportation services.

Basic water transportation service is scheduled public transit services by passenger ferryboats via established routes and terminals, provided by WETA or other operators during non-emergency conditions.

Emergency water transportation service is the transportation of First Responders and Disaster Service Workers via passenger ferryboats to facilitate emergency response and recovery. It also includes supporting the transportation of citizens under emergency conditions such as being stranded by the loss of primary transportation systems; being evacuated as a result of evacuation orders; those who have fled an area due to an immediate life safety threat or service to life line communities, as operationally feasible. When REOC is activated, this is in response to a regional emergency, and at this point, emergency water transportation services will take priority over basic water transportation services.

During the provision of water transportation services, WETA will accommodate animals accompanying a passenger under emergency conditions, to the best of WETA's ability, consistent with public transportation policies.

6.2 Emergency Management Goal and Priorities

The primary and essential goal of WETA emergency management efforts is to develop programs, procedures, and systems that will permit WETA to meet its roles and responsibilities in an emergency.

The WETA emergency management priorities include the following:

- Providing for WETA staff/passenger safety and welfare within the scope of WETA activities;
- Minimizing damage to WETA facilities and equipment by mitigating hazards that pose a threat to life, property, and the environment;
- Providing emergency water transportation to support local governments and Operational Areas' emergency response activities;
- Prioritizing restoration of services to WETA life-line communities, then to the normal WETA basic water transportation service area;
- Providing mutual aid resources as able and necessary to other transportation agencies that have signed the Bay Area Transit Operator's Mutual Aid Agreement;
- Providing essential emergency information to employees, their families, passengers, and the communities served by WETA about water transportation services;
- Keeping the REOC and MTC informed as to WETA's water transportation services; and

- Conducting periodic training and exercises in cooperation with other transportation agencies.

6.3 Regional Emergency Management Framework

During an emergency, WETA operates as part of the State of California Standardized Emergency Management System (SEMS). Essentially, this system establishes and provides for the flow of emergency information and resources within and between all agencies that participate in the response or recovery activities associated with an emergency.

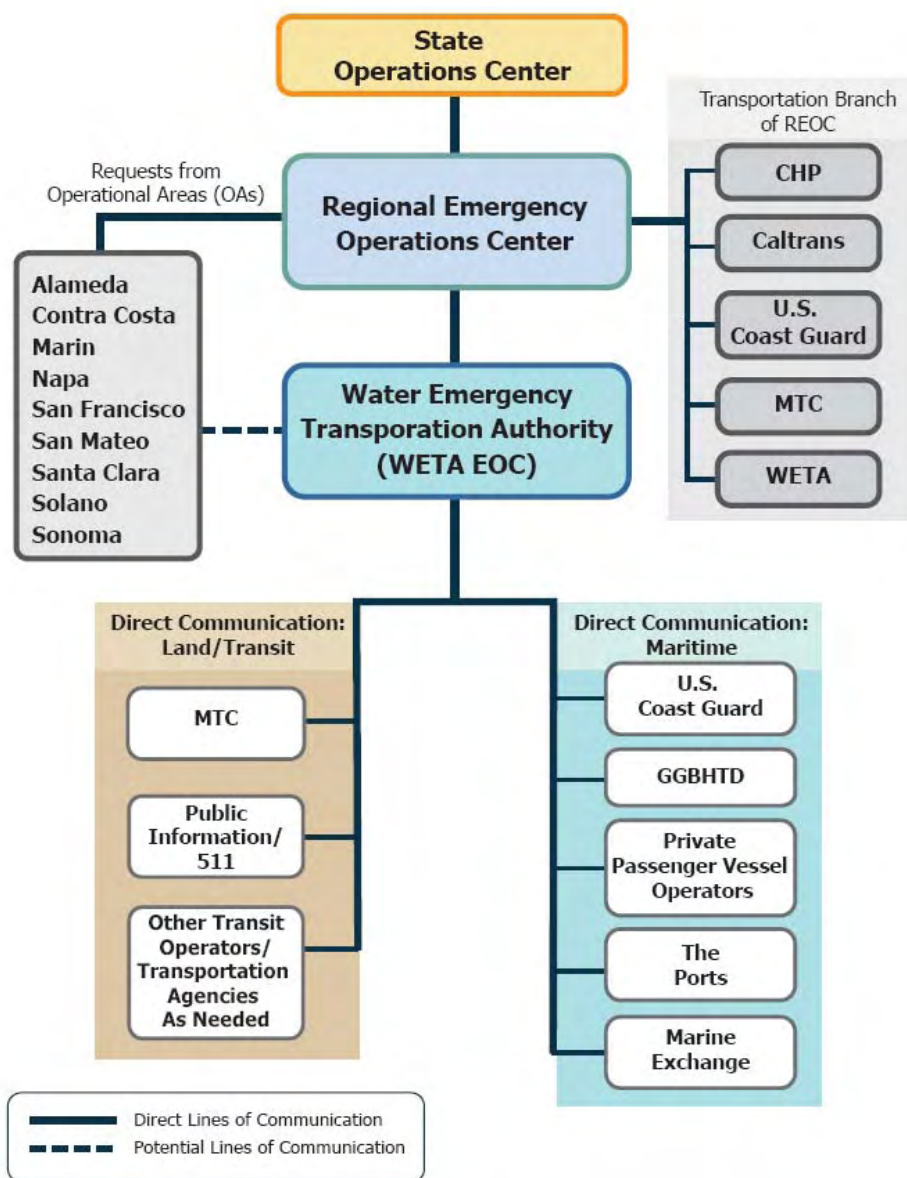
In response to an emergency, WETA will use the principles of SEMS, the National Incident Management System (NIMS), and the Incident Command System (ICS) to manage emergencies on a local level. Additional information on SEMS, NIMS, and ICS is provided in Section 7.

SEMS and NIMS are used by WETA because they provide a scalable framework that balances flexibility and standardization to manage all types of emergencies regardless of cause, size, location or complexity.

6.3.1 WETA Regional Coordination

WETA is a special authority of the state of California charged with providing and coordinating the provision of water transportation services during an emergency on the San Francisco Bay Area. Figure 1 illustrates how WETA fits into the regional emergency response and recovery framework.

Figure 1
Regional Organizational Framework



WETA is responsible for the provision and coordination of Bay Area water transportation services to people by public transportation ferries during an emergency. WETA will also establish the types and levels of water transportation services that it is capable of providing during an emergency.

When REOC is activated, WETA will communicate directly with REOC and receive prioritized requests for emergency water transportation services. These requests may be generated by Operational Areas or local governments via their Operational Areas in response to emergencies in their jurisdictions, including evacuation orders. WETA in turn will work with GGBHTD and public transportation ferries (as applicable) to respond to the requests.

WETA will also provide a physical or virtual (via a communication connection) representative to the REOC in the Transportation Branch, along with the CHP, Caltrans, the U.S. Coast Guard, and MTC. The intent is for transportation agencies to (a) be in one place and coordinate and communicate as necessary; (b) provide information on the status of their respective systems and emergency passenger transportation services; and (c) move towards the restoration of regional mobility.

When the WETA Emergency Operations Center is activated, it will have direct communications with REOC and MTC.

When REOC is not activated, and emergencies are occurring, WETA will communicate directly with the Operational Areas and cities (for city-declared evacuations) and prioritize the requests for emergency water transportation services, while trying to maintain basic water transportation services.

During an emergency, there will be a need for coordination and cooperation with others, such as MTC, REOC, GGBHTD, other transportation agencies and public transportation ferries, ports and other maritime resources. This coordination and cooperation is critical, and if this coordination and cooperation does not occur, emergency response and recovery efforts in the region could be impacted, resulting in unnecessary human suffering and damage to the economic vitality of the San Francisco Bay Area.

6.4 Levels of Emergencies

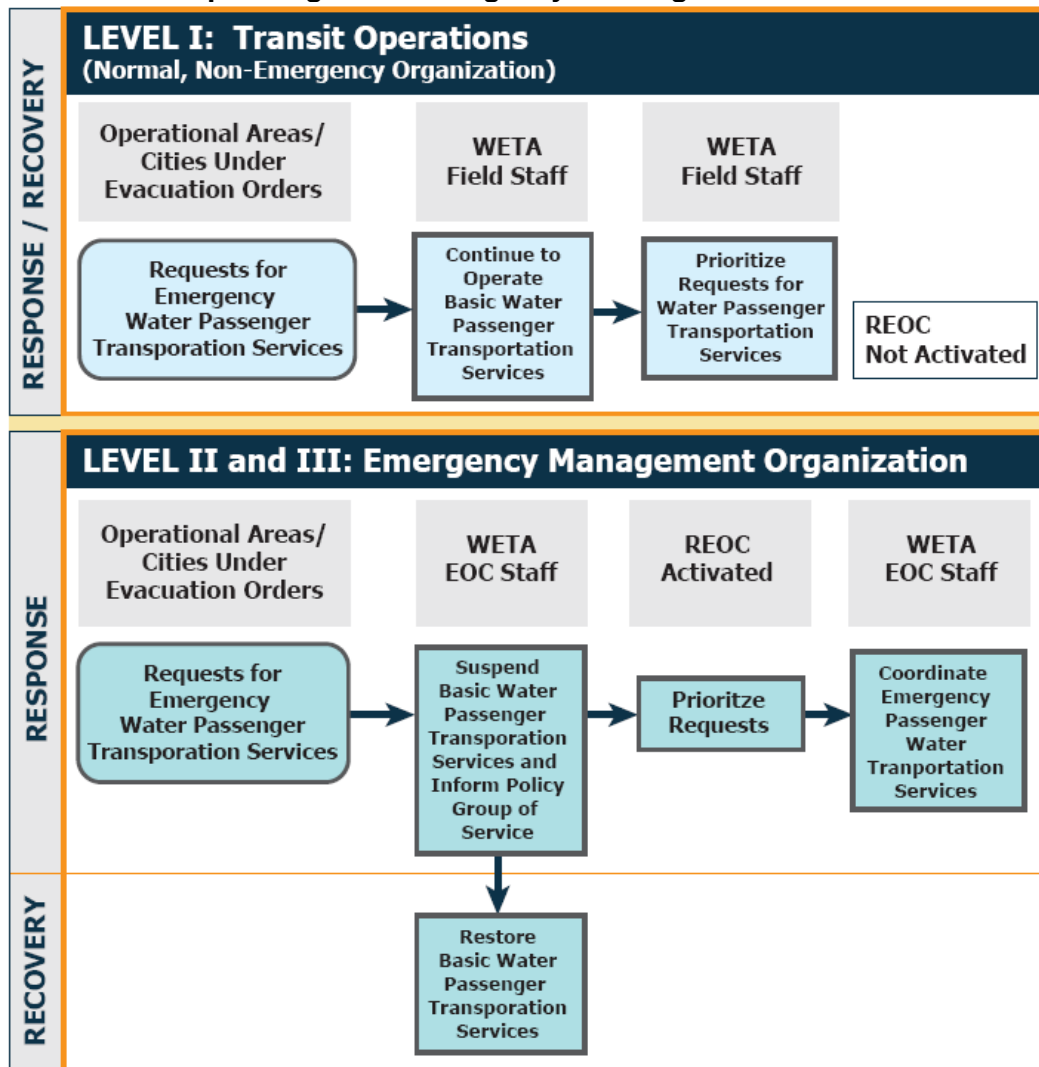
The severity of any emergency will dictate the level of response. WETA recognizes three levels of emergency that are used throughout the San Francisco Bay Area by other transportation agencies and transit operators. This rating system is in keeping with those used by local and state governments, and is considered a universal standard for determining the magnitude and scope of emergency response required. Please note: the federal government recognizes five types of incidents (Appendix 13.4) that range from Type 1 to Type 5. To bridge the levels of emergencies, the following table is provided.

Table 1 Level and Type of Emergency Comparison	
San Francisco Bay Area Transportation Level of Emergency	Federal Incident (Emergency) Type
Level 1	Type 5
Level 2	Types 4 and 3
Level 3	Types 2 and 1

In responding to an emergency, guidelines for transporting passengers and animals have been developed, and are provided in Appendix 13.1.1.

To assist in the understanding of the role of WETA during an emergency, Figure 2 identifies what type of water transportation service WETA will provide during an emergency, the roles of WETA and REOC, and the management organization of WETA (Transit Operations – normal, non-emergency organization, or Emergency Management Organization – discussed in Section 6.6, WETA Emergency Management Organization).

Figure 2
Responding to an Emergency and Organization Model



6.4.1 Level I – Minor Emergency

A Level I minor emergency is an event that has a slight impact to WETA operations. In this situation, WETA resources are adequate and available to respond. A Level I emergency could be a confinable fire on a WETA ferryboat, a minor WETA ferryboat accident with minimal damage and/or minor injuries, or a power failure at WETA facilities.

Level I emergencies normally do not require activation of the WETA Emergency Operations Center, and should be managed at the field response level (covered in the following section) with support as needed. The WETA normal, non-emergency organization is maintained.

When an emergency occurs in the field impacting WETA, such as a fire on board a WETA ferryboat or a fire at a WETA facility, the situation is immediately reported to the

WETA transit operations dispatch, which in turns coordinates the response, such as contacting law enforcement, fire, or the U.S. Coast Guard for assistance. Communication between the scene and who may be sent to the scene to assist is provided by the WETA Transit Operations dispatch. During the emergency, the WETA Manager of Operations is contacted and informed of the emergency and response.

A city in which WETA operates may experience a Level I local emergency, or order an evacuation of citizens that requires water transportation services. This situation would generally be handled through the WETA Manager of Operations using WETA resources, and may not require WETA Emergency Operations Center activation. The WETA Manager of Operations would balance the need to maintain basic water transportation services with the ability to assist the requesting entity.

The potential escalation of the emergency to a Level II or Level III emergency is carefully monitored by the WETA Manager of Operations to ensure that the activation of the WETA Emergency Operations Center occurs when warranted. Once a Level I emergency exceeds the capabilities of the on-scene staff and/or available resources, the WETA Emergency Operations Center is activated to ensure that a complete view of the emergency is available as it escalates and makes greater response demands. At this point, the emergency may move into a Level II emergency.

6.4.2 Level II – Major Emergency

A Level II major emergency is a moderate to severe emergency that significantly affects WETA personnel or property. A Level II emergency may also affect more than WETA facilities. In this situation, WETA resources may not be sufficient to resolve the threat, and outside responders may be required to assist. Determination as to the level of an emergency is left up to WETA and will involve the same WETA staff identified in Section 6.5.2 – Emergency Operations Center Activation Authority.

A moderate earthquake such as Loma Prieta that would impact the transportation network is an example of a Level II emergency.

Level II emergencies require activation of the Plan, the WETA Emergency Operations Plan, and activation of the WETA Emergency Operations Center. WETA will transition from a normal Transit Operations organization into an Emergency Management Organization. In the WETA Emergency Operations Center, planning, intelligence gathering, situation status reporting, coordination, and response activities are the primary tasks accomplished.

During a Level II emergency, it is likely that local governments, affected Operational Areas and CalEMA will activate their respective Emergency Operations Centers. In this instance, WETA will receive and respond to emergency water transportation service requests from the REOC.

In addition, MTC may activate the Trans Response Plan/Regional Transportation Emergency Management Plan, and begin operating from its Emergency Operations Center. Once the Trans Response Plan/Regional Transportation Emergency Management Plan is activated, WETA and all other transportation agencies are on standby to provide mutual aid assistance to the extent possible.

6.4.3 Level III – Catastrophic Emergency

A Level III catastrophic emergency is a major emergency wherein resources in or near the affected area are overwhelmed, and extensive state and/or federal resources are required. A Level III emergency might include a major earthquake or an evacuation order involving several local governments. Again, determination as to the level of an emergency is left up to WETA, and will involve the same WETA staff identified in Section 6.5.2 – Emergency Operations Center Activation Authority.

A severe earthquake such as the Kobe, Japan earthquake, which would cripple the transportation network, is an example of a Level III emergency.

Level III emergencies require implementation of the WETA Emergency Operations Plan and activation of the WETA Emergency Operations Center; with WETA shifting into an Emergency Management Organization.

6.5 Activation and Deactivation of the WETA Emergency Operations Center

WETA will activate its Emergency Operations Center only when doing so serves to enhance its ability to respond to the emergency. The following general criteria are provided as possible indicators to open the WETA Emergency Operations Center.

- Resources beyond WETA's capability are required.
- The emergency extends beyond 12 hours.
- Major policy decisions may be needed.
- Activation would support the management of the emergency; for example, if three or more routes were impacted; basic water transportation services were disrupted; and/or the emergency is beyond normal staff's capacity to manage.
- A Level II or Level III emergency.
- At the request of CalEMA, REOC, MTC, U.S. Coast Guard, Caltrans, GGBHTD, Operational Areas, and/or other transportation agencies.

When the WETA Emergency Operations Center is activated, the Plan is activated, and will be deactivated upon deactivation of the WETA Emergency Operations Center.

6.5.1 Emergency Operations Center Staffing Levels

The WETA Emergency Operations Center will be staffed to meet the need. This may include a partial staff level if not all positions need to be filled. Under certain conditions, less than full activation will reduce personnel costs, may provide for earlier and more effective monitoring of potential emergencies, facilitate the early tracking of resources, and allow for a more rapid mobilization of WETA staff to respond to the emergency, should it become necessary.

The level of activation and the associated staffing of the WETA Emergency Operations Center will depend on the nature, scope, and expected duration of the emergency; and the functions needed to support WETA Emergency Operations Center activities.

The activation level of the WETA Emergency Operations Center will be determined by the Emergency Operations Center Manager.

6.5.2 Emergency Operations Center Activation Authority

The following WETA staff has the authority to partially or fully activate the WETA Emergency Operations Center:

- Executive Director
- Emergency Operations Center Manager
- Safety Officer.

6.5.3 Emergency Operations Center Deactivation

The WETA Emergency Operations Center will remain in operation until a centralized form of management is no longer necessary to effect a united response.

Deactivation is to be based on the following:

- The threat to employees, customers, facilities, and services no longer exists;
- Management of the emergency can be achieved with normal staffing;
- WETA basic water transportation services have been restored; and
- The emergency response phase has been concluded; basic passenger water transportation services have been restored; and recovery activities are well under way.

Under some circumstances, it may be appropriate for the WETA Emergency Operations Center to stand-down for a period of time, rather than deactivate. In this case, the Emergency Operations Center Manager may reduce staff and/or hours of operation.

6.5.4 Notification of Emergency Operations Center Activation and Deactivation

When the WETA Emergency Operations Center is activated or deactivated, REOC and MTC will be notified.

6.6 WETA Emergency Management Organization

Level I emergencies may occur that require WETA response. During these times, standard operating procedures are to be used. Day-to-day WETA field staff handle the situation and report to the WETA Manager of Operations. The normal, non-emergency organization or Transit Operations is engaged.

During other more significant emergencies (Levels II and III) that require activation of the WETA Emergency Operations Center, the day-to-day organizational structure shifts to an Emergency Management Organization.

Under the Emergency Management Organization, departments and employees are organized into functional sections. Authority for managing the emergency is delegated to the Emergency Operations Center Manager and Section Chiefs. Upon termination of the emergency, normal lines of authority and reporting are restored, and a transition

from an Emergency Management Organization to a Transit Operations organization occurs.

In addition, when the WETA Emergency Operations Center is activated, the WETA Policy Group (Section 6.6.2 Policy Group) may be required to convene.

During activation of the WETA Emergency Operations Center, due to the limited staff, WETA may request additional staff support from the CalEMA Emergency Management Assistance Program. The program provides knowledgeable staff that can operate in an Emergency Operations Center environment.

6.6.1 WETA Emergency Operations Center Functions

WETA has joined with other transportation agencies to provide a united regional emergency transportation response. As a public entity, WETA operates under SEMS and NIMS. This system is generally designed to provide centralized management and a balanced distribution of workload. The structure of the system is especially designed to meet the requirements of any type or size of emergency, and generally defines the roles and responsibilities that will be used by the WETA Emergency Management Organization, and provides the chain-of-command to be followed.

SEMS/NIMS are a well-proven approach for managing emergencies, and are used widely throughout the State of California. Known for their flexibility and effectiveness, they are always the preferred method for responding to emergencies.

SEMS/NIMS are required to be used in the State of California by public entities. Essentially, SEMS/NIMS allows agencies throughout the State of California to communicate using common terminology and operating procedures.

Because SEMS incorporates the use of ICS, State agencies are required to use ICS when responding to emergencies. Additionally, all local governmental agencies and special districts wishing to be eligible for financial reimbursement from State and/or Federal Disaster Assistance Programs must follow SEMS requirements, which means using ICS. WETA has adopted and incorporated the concept and principles of SEMS and NIMS in the Plan.

WETA has joined with other transportation agencies to provide a united regional emergency transportation response. Emergencies warranting activation of the Emergency Operations Center will require immediate and continuous communications and interaction with several organizations and local governmental agencies.

Using the same management structure will enhance the abilities to work together towards an effective response and recovery.

Areas of responsibility are grouped by function. The size and scope of the organization may be expanded or reduced at any time depending on the needs of the situation. Six general functional elements comprise the WETA Emergency Management Organization. Positions and checklists for the functions are contained in the Emergency Operations Plan.

6.6.1.1 Management Section

The Management Section is responsible for the overall management of the WETA response. The Emergency Operations Center Manager or alternate is in charge of this section, responsible for WETA's response and recovery actions and functions, similar to an Incident Commander. The Emergency Operations Center Manager, based on the particulars and demands of each emergency, develops policy decisions and priorities, and approves the Incident Action Plans.

The Emergency Operations Center Manager's direction will be predicated on the information and advice of the other Emergency Management Organization members who have specific or specialized responsibilities in the emergency response.

In the event the Emergency Operations Center Manager is unavailable, the Operations Section Chief will assume responsibility of the WETA Emergency Operations Center until the availability of the Emergency Operations Center Manager.

6.6.1.2 Operations Section

The Operations Section has specific responsibility for the overall management of those activities that directly involve "Life Safety" and field operations.

Functions that are managed in this section include all operations directly applicable to the primary mission of WETA, which is the provision of emergency water transportation services during the response phase, and the restoration of basic water transportation services during the recovery phase. The Operations Section strives to support the emergency field operations in accordance with the WETA Incident Action Plan for the immediate 12-hour period.

Safety assessments are conducted under the direction of this section, which provides an inspection of WETA-controlled facilities and equipment, and receives damage assessment information on facilities WETA utilizes. Results of the inspection will determine WETA's level of safe operation.

6.6.1.3 Planning Section

The Planning Section manages and evaluates information and data about the emergency, and identifies future problems and needs.

This section is responsible for gathering, organizing, recording, and displaying all pertinent information received about the emergency. All information gathered is made available in the WETA Emergency Operations Center through the use of status boards, computer display, or other means.

Any documents associated with or generated by the emergency are maintained in this section in order to reconstruct events for reimbursement and lessons learned, as well as to identify future training needs and issues.

The Planning Section is responsible for preparation of Incident Action Plans, including the initial plan, and plans for the upcoming operational period. The staff in this section also evaluate and summarize WETA status, and provide current Status Reports to the Emergency Operations Center Manager. This activity serves to accurately depict the

status of WETA, and identifies resources available or required. The Planning Section is also responsible for After-Action Reports.

6.6.1.4 Logistics Section

The Logistics Section procures and provides people, materials, and equipment needed to support WETA response. Emergency communications are developed, managed, and maintained in this section, including radios, cellular phones, computers, and other telecommunication systems. The Logistics Section also makes requests for maritime services according to existing contracts, and activates emergency support services contracts in coordination with the Finance and Administration Section.

Additionally, the temporary care, feeding, and shelter of employees and volunteers are directed under this section.

The Logistics Section is responsible for ensuring resources are obtained as needed, are tracked both to and from the emergency, and are used effectively for the emergency.

6.6.1.5 Finance and Administration Section

The Finance Section monitors and analyzes all financial aspects of the emergency, including contract negotiations during the emergency, compensation, claims, reimbursement, and insurance management. This section works closely with the Logistics Section to ensure resources are procured at a reasonable cost, and that costs are properly documented.

In addition, vital records are protected and made accessible by the efforts of this section.

6.6.2 Policy Group

The WETA Policy Group functions from the WETA headquarters, but not in the WETA Emergency Operations Center, and not at the actual scene of the emergency. During times that the situation warrants, the key executives and officials of WETA may discuss the overall impact of the event to ensure all policies, priorities, and strategies are appropriate and adequate to meet the demands of the response and recovery.

The members of the WETA Policy Group include the WETA Executive Director, the Chairperson of the WETA Board, the Emergency Operations Center Manager, Public Information Officer, and others as needed.

7 WETA INCIDENT MANAGEMENT

WETA, as an emergency response and transit operator in the State of California will follow the principles of SEMS and NIMS.

Each system provides WETA the ability to manage emergencies using a comprehensive approach to emergency management for all hazards. The following is included in the Plan to provide context for these systems that WETA will use.

7.1 Standardized Emergency Management System

SEMS defines a standard means of response to emergencies involving multiple jurisdictions or multiple agencies throughout the State of California. It defines a consistent management structure and set of terminologies for use throughout the State.

SEMS may be applied to all organizational levels and functions in the emergency response system.

By standardizing key elements of the emergency management system, SEMS is intended to facilitate the flow of information within and between levels of the system, and coordinate information among all responding agencies.

Figure 3 identifies the five SEMS organizational levels, the relationships between them, and the relationship of WETA within the SEMS framework.

Figure 3
SEMS Organizational Levels



7.1.1 Field Level

Most emergencies that WETA responds to are unusual events. In those situations, the WETA field employee acts like an Incident Commander, and the location where the field employee operates from becomes the Incident Command Post. However, there may be

times when WETA is involved in an emergency that involves the U.S. Coast Guard, local law enforcement, and/or fire departments.

In those instances, the U.S. Coast Guard, local law enforcement, and/or fire departments generally assume the role of Incident Commander, and WETA may be assigned a support role within the ICS organization or a command role if Unified Command is established. ICS is used to control and coordinate field-level response activities using a standard organizational structure.

Regardless of the situation, the normal internal WETA lines of authority and reporting are used and standard operating procedures are used as applicable.

During a field response operation, the WETA Emergency Operations Center may or may not be activated, depending on the severity and type of emergency. Generally, if day-to-day response activities can resolve an emergency situation, the emergency will remain at the field response level.

7.1.2 Local Government

Local governments manage and coordinate the overall emergency response and recovery activities within their jurisdiction. WETA, as a special authority of the State of California, may be considered a local government. A local government is required to use SEMS when their Emergency Operations Center is activated, or a local emergency is proclaimed, in order to be eligible for State funding of response-related personnel costs.

Under SEMS/NIMS, the local government emergency management organization and its relationship to the field response level may vary depending upon factors related to geographical size, population, function, and complexity.

Depending on the severity of the emergency, if the WETA Emergency Operations Center is activated, it will provide status reports to the REOC (if activated) and MTC Emergency Operations Center (if activated), and respond to requests for emergency water transportation services and mutual aid resources.

7.1.3 Operational Area

Under SEMS, the Operational Area is an intermediate level of the State's emergency services organization. Each Operational Area consists of a county and all political subdivisions located within that county, including incorporated jurisdictions, county and regional transportation authorities, and special districts.

The Operational Area manages and/or coordinates information, resources, and priorities among local governments within the jurisdiction, and serves as the coordination and communication link between the local government level and the regional level. The organization and structure within the Operational Area are determined by the governing bodies of the County and the political subdivisions within the County.

Depending on the severity of the emergency, Operational Areas within the service area of WETA may be activated. When more than one Operational Area Emergency Operations Center is activated, WETA will coordinate response and recovery efforts

through the REOC. However, there may be times when the REOC is not activated, and WETA will communicate directly with an Operational Area(s) within its service area.

Although MTC is not an Operational Area, depending on the severity of the emergency, MTC may function like an Operational Area, with the ability to coordinate mutual aid, provide information, etc. During these times, when MTC is activated, the WETA Emergency Operations Center will establish a communication link with the MTC, and may provide a representative, if requested, and staff is available. The WETA Emergency Operations Center will provide Status Reports to MTC and respond to requests for mutual aid resources directed through MTC.

7.1.4 Region

CalEMA is responsible for emergency management at the state level and coordinates state and federal support when necessary to supplement local resources. CalEMA is organized into three administrative regions. WETA falls within the sixteen-county Coastal Region, which runs from Del Norte County in the north to Monterey County in the south.

During a regional emergency, the REOC of CalEMA, Coastal Region, located in Oakland, manages and coordinates emergency response information and resources among Operational Areas within the region, and between the Operational Areas and state agencies. REOC also coordinates resource requests with the CalEMA State Operations Center in Sacramento. CalEMA activates REOC whenever one or more Operational Area Emergency Operations Center is activated.

Reports on the status of transportation systems are to be provided to REOC by the Operational Areas, WETA, MTC, and others as appropriate.

7.1.5 State

At the State level, CalEMA manages State resources, manages and coordinates mutual aid resources among the mutual aid regions and between the regional level and state level, and coordinates requests for resources from the federal disaster response system. CalEMA manages state-level operations from the State Operations Center in Sacramento, which is activated whenever one or more REOCs is activated.

7.2 National Incident Management System

NIMS provides a comprehensive approach to emergency management for all hazards. NIMS integrates existing best practices into a consistent, nationwide approach to domestic emergency management that is applicable to all jurisdictional levels (public and private) and across functional disciplines.

NIMS is based on a balance of flexibility and standardization. NIMS is flexible, and allows government and private entities at all levels to work together to manage domestic emergencies, regardless of their cause, size, location, or complexity. NIMS also provides a set of standardized organizational structures.

ICS is a standardized on-scene emergency management concept designed to provide an integrated organizational structure for single or multiple emergencies, and to enable emergency response across jurisdictional boundaries.

ICS is the combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure, designed to aid in the management of resources during emergencies. It is based on proven management tools that contribute to the strength and efficiency of the overall system.

7.2.1 Phases of Incident Management

As defined in NIMS guidance, comprehensive emergency management involves preparedness, response, recovery, and mitigation phases for all types of emergencies. The response and recovery phases usually include actions that begin immediately prior to and during an event, and may continue well into the mitigation phase.

7.2.1.1 Preparedness Phase

The preparedness phase involves activities undertaken in advance of an emergency or disaster to develop and enhance operational capabilities. Preparedness involves actions to establish and sustain levels of capabilities necessary to execute a full range of emergency operations.

Upon receipt of a warning or the observation that an emergency situation is imminent or likely to occur, WETA may initiate actions to prepare for the emergency. The purpose of these actions is to evaluate the seriousness of the threat, and determine appropriate courses of action to protect life and property. These actions may also include alerting appropriate WETA employees, and in some instances, alerting the communities with ferry commuters.

Events that may trigger pre-emergency preparation and analysis activities include:

- Issuance of a credible long-term earthquake prediction;
- Receipt of a flood advisory or other special weather statement;
- Activation of an elevated MARSEC level by U.S. Coast Guard Sector San Francisco;
- Initiation of a rolling blackout or other power failures;
- An unusual pattern of disease reporting;
- Notification of actual or threatened cyber events;
- A potential major hazardous materials emergency;
- A rapidly deteriorating international situation that could lead to an attack upon the United States;
- Information or circumstances indicating the potential for acts of terrorism, violence, or civil disturbance; and
- Planned WETA events with local, state, and federal implications (such as conventions and celebrations).

Preparedness activities that may be performed when a credible threat or warning is received include the following:

- Developing and implementing policies, procedures, and plans for emergency management;

- Establishing additional mutual aid and inter-agency agreements;
- Purchasing supplies and equipment for emergency management;
- Reviewing and updating the Plan;
- Increasing public information efforts;
- Pre-assigning ICS positions;
- Accelerating training of employees;
- Inspecting critical facilities and equipment;
- Recruiting additional employees;
- Deploying technologies and information systems that enhance situational awareness;
- Establishing surveillance procedures and methods for collecting, analyzing, and storing all information, regardless of the format;
- Mobilizing personnel and pre-positioning resources and equipment;
- Contacting local, state, and federal agencies that may be involved in field activities;
- Testing warning and communications systems;
- Preparing public service announcements; and
- Closing facilities that are open to the public, as needed.

Preparedness is implemented through a continuous cycle of planning, training, equipping, exercising, evaluating, and taking action to correct and mitigate issues.

7.2.1.2 Response Phase

The response phase is entered once the WETA Emergency Operations Center has been officially activated. The response phase includes initial response and extended response activities. The terms 'initial' and 'extended' imply that these aspects of response are chronological in nature. This is true in some instances; however, depending on the nature of the emergency, extended response activities can begin before initial response activities are completed, or the activities can happen simultaneously. The system is intended to be flexible, so that emergency personnel can engage in the appropriate actions as dictated by the emergency's characteristics.

During this phase, WETA is focused on minimizing personal injury and property damage, and providing emergency water transportation services. Information on WETA's response phase can be found in Section 9 – Response Phase.

7.2.1.3 Recovery Phase

Recovery can take days to years depending on the severity of the emergency. Recovery actions occur in two general phases. The initial recovery period overlaps with emergency response and includes immediate actions to reduce life-safety hazards, and make short-term repairs to critical facilities. The initial phase generally occurs while the Emergency Management Organization is in place; typically in the first 3 to 7 days of an emergency.

The long-term recovery phase includes planning for and implementing the reconstruction of damaged transportation facilities, and the resumption of basic water transportation services. It may include a reconsideration of pre-emergency conditions, and may continue for several years.

Long-term recovery tasks typically require the cooperation of many public and private agencies. These tasks extend beyond the time that the Emergency Management Organization is in place, and require activities beyond the scope of this Plan.

Recovery activities involve the restoration of basic water transportation services, returning the affected WETA areas to pre-emergency conditions. Information on WETA's recovery phase can be found in Section 10 – Recovery Phase.

7.2.1.4 Mitigation Phase

Mitigation links the recovery and preparedness phases in a cycle of emergency planning. The aim of this phase is to prevent future loss through eliminating or reducing risks by taking specific actions. Mitigation crosses the emergency spectrum from preparedness to response and recovery.

Mitigation efforts occur both before and after emergencies. Post-emergency mitigation is actually part of the recovery process, and includes eliminating or reducing the impact of hazards that exist for WETA. Pre-emergency mitigation involves activities designed to reduce the damaging impact of an emergency, should it strike.

Mitigation efforts could include:

- Increasing insurance coverage;
- Hardening of WETA structural and non-structural facilities;
- Enhancing WETA ferry vessel safety and survival equipment;
- Monitoring and enforcement of safety policies and procedures, and developing new ones;
- Relocating essential WETA functions to hardened facilities;
- Using safety assessment reports to identify major hazards and recommend mitigation measures to be incorporated into the repair work;
- Using public education and awareness to inform the riding public about the existence of local hazards, and advising them on how they can take steps to reduce damages and injuries; and
- Developing structural projects that directly protect people and property, such as bracing existing passenger ferry terminals under WETA control for seismic activity, or constructing new ferry terminals to seismic standards.
- Coordinating with regional and local agencies and jurisdictions on emergency preparedness and response.

7.3 State Of California Emergency Declarations

During a declared State of California emergency, WETA is to coordinate the emergency activities for all water transportation services in the San Francisco Bay Area. To provide

context regarding the declarations, the following section is provided. There are three types of proclamations of emergency in the State of California: local emergency, state of emergency, and state of war emergency. These are summarized in the following sections.

What this means to WETA is during a State of California emergency declaration, WETA may have to activate its Emergency Operations Center, and provide and coordinate water transportation services for the San Francisco Bay Area.

7.3.1 Local Emergency

A local emergency may be proclaimed only by the governing body of a city, county, or city and county, or by an official designated by ordinance adopted by that governing body (representative body). A representative body must concur in the proclamation of emergency, and in the action taken to meet the emergency. Under State law, the representative body must reaffirm the state of emergency every 14 day, if the representative body meets weekly.

In California, the statutory criteria for proclaiming a local emergency are “existence of conditions of disaster or of extreme peril to the safety of persons and property within the territorial limits of a county, city and county, or city caused by such conditions as air pollution, fire, flood, storm, epidemic, riot, drought, sudden and severe energy shortage, plant or animal infestation or disease, the Governor’s warning of an earthquake or volcanic prediction, an earthquake, or other conditions, other than conditions resulting from labor controversy, which conditions are or are likely to be beyond the control of the services, personnel, equipment, and facilities of that political subdivision and require the combined forces of other political subdivisions to combat, or with respect to regulated energy utilities, a sudden and severe energy shortage requiring extraordinary measures beyond the authority vested in the California Public Utilities Commission.”

Following the proclamation of a local emergency, the Director of CalEMA may be asked to concur and provide assistance under the State Natural Disaster Assistance Act. This act provides financial assistance for the permanent restoration of public real property, other than facilities used solely for recreational purposes, when it is damaged or destroyed by a natural disaster.

7.3.2 State of Emergency

After the declaration of a local emergency, the representative body, having determined that local personnel are insufficient, may request that the Governor proclaim a state of emergency. The request will be forwarded to the Director of CalEMA with a copy of the local emergency declaration and the safety assessment summary.

The Governor may declare a state of emergency when conditions warrant or when the jurisdiction requests the proclamation. Alternately, the Governor may proclaim a state of emergency in the absence of a request if it is determined that: 1) conditions warrant a proclamation; and 2) local authority is inadequate to cope with the emergency.

During a state of emergency, the Governor has the authority to promulgate, issue, and enforce orders and regulations within the affected area and employ State of California personnel, equipment, facilities, and other resources to mitigate the effects of the emergency. A state of emergency must be terminated as soon as conditions warrant.

At the time that the request for the Governor or the President to declare the disaster is made, the representative body will provide CalEMA with estimates of the severity and extent of damage resulting from the disaster, to include estimates of the amount, in dollars, of both public and private damage sustained or expected.

7.3.3 State of War Emergency

The Governor may proclaim a state of war emergency when attack by an enemy of the United States has occurred, or upon receipt by the State of California of a warning from the Federal government indicating that such an enemy attack is probable or imminent. The threat of war or enemy-caused disaster would require a number of preparedness actions in addition to those measures recommended for handling peacetime emergencies.

8 PRE-EMERGENCY PLANNING UNDERTAKEN BY WETA

WETA has undertaken activities to enhance its emergency management capabilities, response, and recovery capabilities.

The following are activities that have been completed, in progress, or planned by WETA to enhance emergency management capabilities. The list is not exhaustive, and when the Plan is updated, additional items will be added.

8.1 Completed Pre-Emergency Planning

- Identification of public transportation ferry assets and categorization by size, ownership, location and capacity to transport passengers.
- Identification of existing ferry terminals that can be used in an emergency.
- Environmental impact report for a new ferry terminal at South San Francisco.
- Extensive review of relevant emergency response and management plans.
- Adoption of NIMS and SEMS and incorporation into planning and training efforts.
- Signature to the Metropolitan Transportation Commission, San Francisco Bay Area Transit Operators Mutual Aid Agreement.
- Participation as a member of the San Francisco Bay Harbor Safety Committee, a committee created by state law in 1990 and responsible for planning the safe navigation of vessels in San Francisco, San Pablo, and Suisun bays.
- Participation in U.S. Coast Guard safety and security exercises.
- Participation as a member of the Metropolitan Transportation Commission Trans Response Plan Steering Committee. The Trans Response Plan defines the functions, responsibilities, and procedures for developing a multimodal transportation response to an emergency.
- Recognition of animal requirements following an emergency.
- Identification of alternate fueling facilities, suppliers, and tank capacities that could be used during an emergency.
- Acquisition of two new ferryboats: Gemini and Pisces.

8.2 In Progress Pre-Emergency Planning

- Planning for the location and pre-stage of emergency floats and gangways to be used during an emergency.
- Preliminary investigation and/or environmental review of additional ferry terminals at Berkeley, Antioch, Hercules, Martinez, Redwood City, and Richmond.
- Development of an Emergency Operations Plan to guide staff during an emergency.
- Development of a primary WETA Emergency Operations Center that is the command center for coordination of ferry response and recovery activities.
- Plan for emergency service agreements with public transportation ferries to enable WETA to engage their services in case of an emergency, and for private entities and/or public transportation ferries to provide emergency maintenance services to WETA ferryboats.
- Development of provisions for emergency services in WETA's regular operating contracts, such as requiring WETA Transit Operations to assume roles in the WETA Emergency Operations Center and WETA Transit Operations in exercises.
- Development of a Memorandum of Understanding with GGBHTD to facilitate communication and resource sharing during an emergency.
- Development of a Transition Plan, which describes the transition of operations from existing cities Vallejo and Alameda to WETA, and planned capital expenditures for emergency management. Projects include WETA Emergency Operations Center at the proposed operations/maintenance facilities and communication devices.
- Outreach to stakeholders and the general public during preparation of the Plan.
- Building of an additional ferryboat due in April 2009, the Scorpio, and plans for two additional ferryboats.

8.3 Upcoming Pre-Emergency Planning

- Plan for a north and central bay operations and maintenance facility.
- Plan for an alternate WETA Emergency Operations Center at the new operations and maintenance facilities.
- Preliminary investigation and/or environmental review of additional berthing at the Port of San Francisco Ferry Building.
- Development of agreements with ports specifying terms for the use of their landside facilities for emergency response,
- Ongoing staff training to support emergency water transportation activities.
- Participation in upcoming regional exercises as a member of the MTC Trans Response Plan Steering Committee. WETA will be a participant in the MTC exercise program for transportation entities and emergency management.
- Development of a Hazard Mitigation Plan, to identify and alleviate critical facilities risks.

- Work with MTC and state officials to identify funding strategies that will provide WETA with cash reserves that can be used to front operational costs until FEMA reimbursement is received.

9 RESPONSE PHASE

At times during an emergency, the lines are blurred between response and recovery. Generally during response, WETA is working towards recovering from the emergency and providing emergency water transportation services. WETA may also work towards restoring basic water transportation service when feasible, but the emphasis during the response phase is the provision of emergency water transportation services. During recovery, WETA is working towards restoring basic water transportation service.

9.1 Communication

The transition from a normal, non-emergency organization (Transit Operations) to an Emergency Management Organization will need to be communicated to others. A contact list is included in the Emergency Operations Plan.

When WETA is operating as an Emergency Management Organization, external agencies such as REOC and MTC will need to be notified that the WETA Emergency Operations Center is activated.

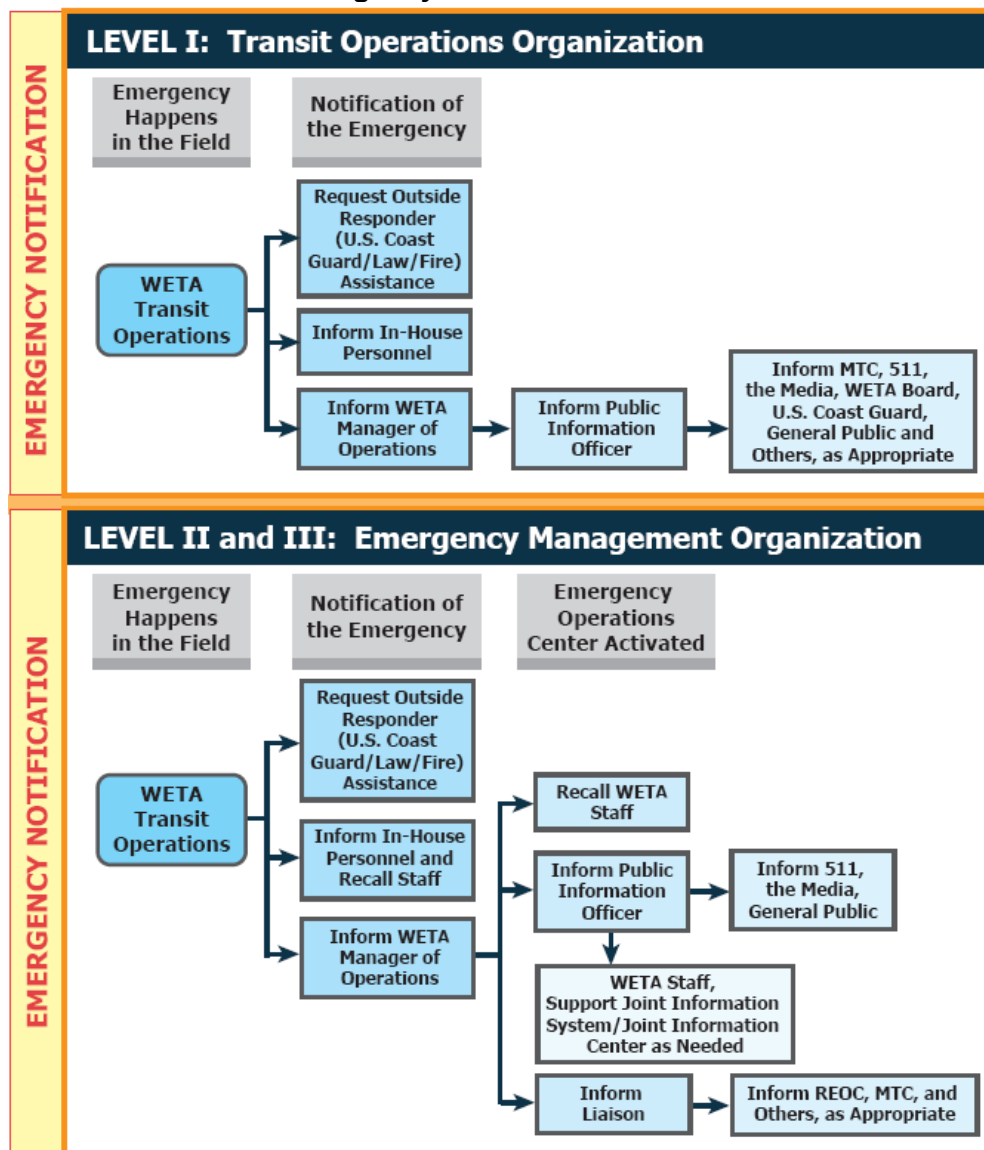
WETA will begin to provide preliminary information as available and continue to provide updates regarding the status of WETA, such as damage and operations information, to REOC, MTC, the public, and the media as needed.

It is essential that communication flow freely between all organizations to allow for a unified approach to responding to the emergency, and provide a coordinated approach that will assist the region in recovering from an emergency.

9.1.1 Emergency Notification Process

During an emergency, there will be a need for internal and external notification of the emergency, and the status of WETA. Figure 4 represents the flow of notification information per the type of emergency. The intent of the graphic is to show that normally when an emergency happens, WETA Transit Operations, who is generally in the field, is the first to know, and starts the notification process. There may be variations on this emergency notification process, but the graphic is used to depict a typical and possibly frequent notification process.

Figure 4
Emergency Notification Process



9.1.1.1 Level I

Under normal circumstances and during Level I emergencies, WETA Transit Operations has primary responsibility for proper notification of any emergency in the field.

Depending on the magnitude of the situation, WETA staff will ensure all appropriate in-house and outside responders are contacted for immediate response, or placed on standby as necessary.

If activation of the WETA Emergency Operations Center is not warranted, only those personnel needed to resolve the emergency will be notified, with the exception of the WETA Manager of Operations, who will be notified of all emergency situations.

For Level I emergencies, all initial notifications regarding an emergency will be made by WETA Transit Operations to the appropriate emergency response authority. WETA will provide external notification regarding the emergency to MTC, 511, the media, the public, the WETA Board, or others as appropriate.

9.1.1.2 Level II and III

For Level II and III emergencies, WETA will activate their Emergency Operations Center and will recall staff through the use of mobile radios, cellular phones, couriers, the local media, or the State's Emergency Alerting System. WETA will maintain staff off-duty contact numbers for notification purposes.

Once the prescribed notifications have been completed, WETA staff will report to their workstations, as quickly as possible.

All members of the WETA Emergency Management Organization automatically report to the WETA Emergency Operations Center upon receiving notification to do so, and once their families are secured. If an emergency is self evident, such as a major earthquake, all Emergency Management Organization staff will report to the WETA Emergency Operations Center once their families have been secured, and there is a determination that the facility is safe.

For Level II and Level III emergencies, the initial notifications regarding an emergency will be made by WETA Transit Operations to the appropriate emergency response authority; or, for after hours, the appropriate emergency response authority will contact WETA Transit Operations to notify them of an emergency. However, after that, all communication regarding the emergency and the status of WETA, facilities, and/or operational service, will be provided by the WETA Emergency Management Organization. The Emergency Management Organization will continue to provide updates regarding WETA status, as needed.

The priority external communication notification performed by the WETA Emergency Management Organization is:

- REOC
- MTC
- Media
- 511
- General public.

WETA will communicate public information announcements regarding service changes, status of WETA, etc. as a result of the emergency with such methods as the media; 511; flyers at WETA facilities and other transportation agency facilities; Nextbus signs at WETA controlled/utilized terminals; the WETA website; email and phone alerts; portable microphones/bullhorns at facilities; portable message signs acquired through mutual aid; variable message signs used by Caltrans; and/or other variable message systems available to WETA.

Information can include docking locations, scheduled trips, fares, parking availability, and ground transportation connections. WETA will maintain direct contact and collaborate with MTC and 511 to provide status and service information on WETA, and will support a Joint Information System if created and as appropriate.

9.1.2 Communication Systems

Communications between WETA and other agencies or entities will normally be by land-line telephone, cellular telephone, satellite telephone, electronic mail, and/or FAX. In addition to these systems, regional transit operators and MTC have been granted approval to use the California Emergency Services Radio System (CESRS) during disasters.

CESRS will be used when necessary at the time of an emergency to link WETA, MTC, transportation agencies, and REOC. It can also link local transit operators with each other and with their respective Operational Area Emergency Operations Center.

Marine communications use VHF radios. Vessels 26 feet or more in length that transport passengers must be equipped with Marine Band frequencies, including Channel 16 (hailing and distress), in accordance with the Bridge-to-Bridge Telephone Act. These are national frequencies that are on all marine VHF radios found on passenger ferryboats, and will be required on all ferryboats used to provide water transportation service. Licensed shore radios will permit WETA to communicate with its ferryboats, GGBHTD, other maritime resources used by WETA for repair and reconstruction of WETA facilities, and the U.S. Coast Guard.

In addition, WETA will use a radio-based tracking system to monitor WETA ferryboat traffic.

9.2 Coordination with Others

In addition to communication flow, transportation agencies integrate with the statewide system (SEMS) by coordinating their pre-emergency planning efforts. Regional emergency transportation response planning has been under way for several years. The outcome of this effort is the adoption and implementation of the Trans Response Plan/Regional Transportation Emergency Management Plan/Regional Transportation Emergency Management Plan.

The Trans Response Plan/Regional Transportation Emergency Management Plan links WETA, transportation agencies, MTC and CalEMA. The Trans Response Plan/Regional Transportation Emergency Management Plan provides:

- A clearinghouse for regional transportation information;
- Public information about regional transportation; and
- Coordination of regional transportation.

The Trans Response Plan/Regional Transportation Emergency Management Plan is activated automatically by the occurrences of a major earthquake, or at the request of CalEMA or two or more transportation agencies. If a major event significantly affects the transportation infrastructure, or if a localized, short-term crisis can benefit, the Trans

Response Plan/Regional Transportation Emergency Management Plan can be implemented.

At the time of the emergency, WETA reports its status (preliminary safety assessment and operational capabilities, to be followed with more detailed information as available) to REOC and MTC. This information is collected by MTC and organized into a Regional Summary, which is submitted directly to transportation agencies, Operational Area Emergency Operations Center, and CalEMA.

WETA cooperation and coordination with the REOC and MTC accelerates the ability of the region to match immediate needs with available resources, and to keep the public apprised of all pertinent emergency transportation information, including traveler advisories.

Coordination with MTC continues into the recovery and reconstruction periods of the emergency. With the help of WETA and transportation agencies, MTC will evaluate the total impact on the transportation community and develop summary cost estimates and funding needs.

Centralized public information will continue to be provided as warranted, and recommendations for long-term recovery alternatives that may be required will be coordinated and developed for MTC and the Bay Area Partnership to consider.

9.3 Response Objectives and Timeframes

During a Level I emergency, WETA will strive to maintain basic water transportation service, and support requests for emergency water transportation to the maximum extent possible.

During a Level II and Level III emergency, WETA will strive to support requests for emergency water transportation to the maximum extent possible, and will suspend basic water transportation service. In order to do this, there are a number of response and recovery objectives that should be implemented. Many of the objectives are occurring simultaneously. However, there are general timeframes within which specific objectives should be achieved. The following objectives are generally applicable to Level II and Level III emergencies.

9.3.1 Response Objectives – Initial Actions

WETA will strive to fulfill the following objectives of any emergency situation that is significant enough to warrant activation of the WETA Emergency Operations Center.

WETA Status

- Ensure all life safety and security measures are completed.
- Determine the status of WETA staff and customers and provide first aid care, as applicable and practicable, and arrange for emergency medical care if necessary.
- Determine the magnitude and scope of the emergency and its impact to WETA.

Emergency Operations Center

- Activate the WETA Emergency Operations Center and the Emergency Management Organization.
- Notify REOC and MTC of WETA's Emergency Operations Center activation.
- Contact the U.S. Coast Guard to determine if the San Francisco Bay is open to vessel traffic; if it is safe to operate under bridges; and if there are restricted sectors of the Bay.
- Assess communication systems and restore or repair communication links, or arrange for alternative communication systems.
- Advise all WETA staff of the situation, work schedules, compensation provisions, and similar personnel matters as soon as possible.
- Make arrangements to staff the WETA Emergency Operations Center, as needed.
- Complete a preliminary safety assessment of all WETA-controlled facilities and ferryboats; determine operational readiness; and submit a Status Report to REOC and MTC.

Communications

- Inform REOC, MTC, the media, 511, the general public, and the Board of the status of emergency and basic water transportation services.
- Make external notifications to other regulatory agencies and essential suppliers indicating current status and imminent needs of WETA.

Incident Action Planning

- Determine if there is a need to supplement the service with public transportation ferries, and contract the services under agreement with WETA to activate personnel and ferryboats as needed, as well as the process for deploying ferryboats.
- Receive prioritized requests for emergency water transportation service from REOC; this may include supporting the evacuation of citizens under an evacuation order or the transportation of threatened or endangered populations.
- Prepare an initial Incident Action Plan and service plan (after the WETA action planning process) that can be provided at safe, secure and inspected WETA-controlled/utilized ferry terminal(s) or other docking locations.
- Respond to requests for prioritized emergency water transportation services from REOC as conditions permit. Determine if service needs to be increased through additional trips, additional ferryboats from public transportation ferries, or new routes.
- Provide a more detailed safety assessment of WETA-controlled facilities, and submit a revised Status Report including additional or alternate resources needed or available to REOC and MTC.

- Obtain an initial, preliminary safety assessment of all facilities utilized by WETA but not controlled by WETA; include this information in the Status Report to REOC and MTC.
- Refine the initial service plan based on factors such as available ferryboats, ferry terminals, other docking facilities, crews, support services, fuel, etc.
- Request aid from the REOC, such as fuel, materials, and security that will be required and may be beyond WETA capacity to procure.
- Determine if mutual aid is needed and request mutual aid, if necessary, from transportation agencies that have signed the Bay Area Transit Operators' Mutual Aid Agreement.
- Establish the appropriate financial system to capture all costs related to the disaster.

9.3.2 Response Objectives – After the Initial Actions

The objectives established earlier can continue to be objectives, but additional longer-term objectives may occur within the first operational period of an emergency; therefore, WETA will strive to fulfill the following objectives:

- Continue to refine the service plan based on factors such as available ferryboats, terminal facilities, other docking facilities, crews, support services, fuel, etc. Priority will be to maintain current response service, and expand as WETA is capable.
- Activate the WETA Business Recovery Team (Section 10.3.1), if necessary.
- Determine the need to relocate or temporarily suspend business functions, as needed, and inform the staff, REOC, MTC, and others as needed.
- Complete a detailed assessment of all WETA facilities, ferryboats, and assets, and document all losses.
- Identify the need to implement any pre-established emergency personnel policies and procedures.
- Identify the need to implement any pre-established emergency contracts and services.
- Continue to respond to requests for prioritized emergency water transportation services.
- Request mutual aid, if necessary, from transportation agencies that have signed the Bay Area Transit Operators' Mutual Aid Agreement.
- Keep the staff, REOC, MTC, passengers, the general public, other transportation agencies, the media, others (as appropriate) and the Board, informed of the status of WETA and WETA water transportation services.
- Ensure all response and recovery costs are being tracked to permit eligible reimbursement.
- Restore designated essential business functions.

9.3.3 Response Objectives – Extended Actions

The objectives established earlier can continue to be objectives, but additional longer-term objectives may occur beyond the second operational period of an emergency; therefore, WETA will strive to fulfill the following objectives.

- Review WETA finances and make any adjustments necessary to meet emergency funding needs.
- Identify any WETA-controlled facilities that should be repaired on an emergency basis only, and then replaced over the long-term.
- Continue to respond to requests for prioritized emergency water transportation services.
- Develop general strategies, priorities, and timelines for restoring WETA back to basic water transportation services.
- Continue to refine the schedule of emergency water transportation services based on factors such as available ferryboats, docking facilities, crews, support services, fuel, and the need to transition into basic passenger water transportation services.
- Keep the staff, REOC, MTC, passengers, the general public, the media, and the Board informed of the status of WETA and WETA water transportation services.
- Execute purchase orders/agreements/service contracts with vendors, suppliers, and/or maritime resources or private contractors to meet WETA service, supply, repair, and construction needs.
- Confer with MTC on the status of the regional transportation system and needs.
- Re-evaluate the need for maintaining an Emergency Management Organization and consider returning to a normal basic water transportation service.
- Restore designated essential business functions.

9.4 Incident Action Planning

Incident Action Plans are an essential part of the SEMS/NIMS process. Action planning is an effective management tool involving two essential characteristics:

- A process to identify objectives, priorities, and assignments related to emergency response or recovery actions.
- Documentation of the priorities, objectives, tasks, and personnel assignments associated with meeting the objectives.

The Incident Action Plan is a master plan on how the emergency response will be conducted, and is the primary method that WETA will use to produce a coordinated response.

Small emergencies with only a few assigned resources may have a very simple Incident Action Plan, which may not be written or involve a copy of the standard operating procedures to follow. As emergencies become larger, or require multi-agency involvement, the Incident Action Plan should be written. In general, whenever the WETA

Emergency Operations Center is activated, there should be a written Incident Action Plan.

There are three main elements that are included in an Incident Action Plan:

- Statement of Objectives – Statement of expected achievements. Objectives must be measurable.
- Organization – Describes what elements of Emergency Management Operations organization will be in place for the Operational Period.
- Supporting Material – Examples could include a map of the emergency location, a communications plan, a service plan, weather data, special precautions, and a safety message.

The purpose of the Incident Action Plan is simply to provide all WETA emergency personnel, especially the Section Chiefs, with sufficient, appropriate direction to guide their future actions covering an operational period (generally a 12-hour period of time). As part of the incident action planning process, WETA will evaluate and respond to requests for emergency water transportation services through a service plan, again depending on the availability of resources and the ability of WETA to provide a safe and secure environment.

To meet the demand for additional service during an emergency, passenger water transportation service can be expanded through:

- Increasing the number of scheduled trips per route;
- Increasing the number of ferryboats by contracting for public transportation ferries, or acquiring ferryboats outside the San Francisco Bay through mutual aid; and
- Adding new routes.

Determining which option will be used is based on several factors, such as:

- Requests for water transportation services;
- Number of additional passengers to transport;
- Additional ferryboats required and available through private contracts or the San Francisco Bay Area Transit Operators Mutual Aid Agreement; and
- WETA controlled facilities and/or other docking facilities, mooring, and fueling availability.

To assist in identifying the suitable ferryboats for the water transportation service, ferryboat specifics such as owner, operators, passenger capacity, speed, length, beam, draft, and freeboard can be found in the Emergency Operations Plan.

9.4.1 Incident Action Planning Process

During the incident action planning process, the Planning Section will be receiving information and intelligence regarding the emergency, WETA capabilities, priorities for the region, etc. With this information, the Planning Section will determine:

- Which WETA controlled/utilized facilities and ferryboats and other docking facilities are safe and operational based on the safety assessment process;
- Which additional ferryboats are available, if needed, based on a consultation with GGBHTD and public transportation ferries;
- What service WETA and other public transportation ferries can provide;
- What is the availability of fuel and fuel needs based on information from the Logistics Section,
- What the operational priorities need to be served based on priority requests from REOC; and
- What parts of the San Francisco Bay are open to passenger vessel traffic.

With this information, the Planning Section will determine a service plan indicating the level of service that can be provided by WETA. This service plan will include a schedule; which terminal facilities will be served; the number of ferryboats required; and the routes that will be used to provide the emergency water transportation service.

This information will be reviewed for each Incident Action Plan, and changes may need to be made to the service plan depending on conditions.

The service plan will need to be coordinated with the U.S. Coast Guard, because the Captain of the Port has final authority over all vessel movements on the San Francisco Bay.

To assist in the transportation of people during an emergency, guidelines can be found in Appendices 13.1.2 through 13.1.5.

9.4.2 Water Transportation Service by Routes and Priority

It is the intent of WETA to provide emergency water transportation service on a route basis with a schedule of service per route. Routes will be developed that allow requests for emergency water transportation services to transport the greatest number of people. It is expected that the routes used will be existing routes rather than new routes, due to the involved approval process for other docking facilities, as discussed in Section 9.5.4, Passenger Ferry Docks.

During the emergency, emergency water transportation services are normally inbound trips such as service into San Francisco from the East and North Bay, or into the East and North Bay from San Francisco. When the ferryboats reach their destination, the ferryboats can be used to support evacuees or departing citizens who wish to return home, if there are no more priority boardings for First Responders or Disaster Service Workers. This service is not the same as basic water transportation services, since there may be limited routes and limited scheduled trips for these citizens. Transportation of First Responders and Disaster Service Workers will have priority boarding.

Transportation of citizens under emergency conditions, generally on the return trip, is dependent upon:

- No other priority boardings;

- Adequate security and crowd control;
- Adequate transit connectivity; and
- No other higher-priority mission for the ferryboat per REOC.

Additional information on responsibility for making passenger ferry docks safe and secure can be found in Section 9.5.4, Passenger Ferry Docks.

9.4.3 Water Transportation Service Communication

The routes, levels of service, and anticipated schedules will be provided to the REOC, MTC, GGBHTD, the media, passengers, the public, and others as needed, generally in a service plan. However, the priority of boardings will be First Responders, Disaster Service Workers, and citizens under an evacuation order or a priority at the request of REOC.

Once WETA establishes the service, any deviation such as relocation of a facility or other docking facility or change in schedule (additional or reduced service), will be communicated immediately to the entities that received the service plan.

9.4.4 Augmentation of Water Transportation Service

As part of the planning process, there may be the need to augment water transportation service through public transportation ferries or ferryboats outside the service area. Forms for agreements that can be used for contracting with public transportation ferries or out-of-service-area ferryboats are identified in the Emergency Operations Plan. The time to acquire these services will be reflected in the ability to respond to requests for emergency water transportation services. In addition, as circumstances change, the need for augmented ferryboats may no longer be necessary, and the contracts for the ferryboats will be terminated.

9.4.5 Operational Priorities

In preparing the Incident Action Plan and responding to the emergency, WETA will follow these operational priorities:

- Protect life (highest priority), property, and the environment;
- Provide emergency water transportation services; and
- Restore basic water transportation services.

WETA's first priority is to protect life, property and the environment. The second priority is to provide emergency water transportation services during the response phase and the third is to restore basic water transportation services generally during the recovery phase of the emergency.

9.5 Operational Issues

In responding to an emergency, WETA will have operational considerations to take into account, as discussed in the following section.

9.5.1 Safety Assessments

Safety assessments are needed to determine if facilities are safe and operational. The safety and operability of facilities will be a factor in the establishment of emergency water transportation service.

Until the safety of facilities controlled and utilized by WETA and the ferryboats has been determined, WETA will be unable to provide any transportation service. The initial safety assessment will help WETA to determine if it is safe to operate.

The results of the inspections will determine WETA's level of safe operation. Safety assessment information will be provided to the Planning Section, which will determine what facilities (WETA-controlled/utilized or other docking facilities) can be used to provide emergency water transportation services.

The sites that are safe to use will be provided by the Operations Section, who in turn will provide their location to WETA Transit Operations along with the service plan developed by the Planning Section for implementation.

During the safety assessment process, it may be determined that WETA-controlled and utilized facilities would need to be repaired. The Logistics section will be responsible for acquiring the appropriate repair services, either under existing contracts, emergency contracts, or new/emergency contracts. The Logistics Section will follow WETA procurement policies and procedures. A listing of potential maritime resources for WETA use is provided in the Emergency Operations Plan.

All safety assessment information will be retained for reimbursement purposes.

9.5.1.1 WETA-Controlled Facilities and Ferryboats

A more detailed safety assessment will follow the initial safety assessment to ascertain damage to WETA-controlled facilities and ferryboats. Some types of damage to vessels (hull damage, damage to safety systems) will require a final Coast Guard or Coast-Guard-certified inspection and approval before a vessel returns to operations. During that time, WETA will begin to respond to requests for prioritized emergency water transportation services as conditions permit.

Following a Level II or Level III emergency, or any emergency resulting in questionable facility safety, all WETA-controlled facilities and ferryboats will require a safety assessment to establish structural safety of facilities prior to re-occupancy/re-use, or to establish the safety of the ferryboats before use.

Facility safety inspections are conducted by:

- Qualified contractor engineers and inspectors with knowledge in land and marine facilities.
- Local government staff trained in safety inspection procedures with knowledge in land and marine facilities. Under this circumstance, WETA will have established the use of the local government staff through a Memorandum of Agreement or through a purchase agreement.
- Qualified volunteers of CalEMA with knowledge in land and marine facilities.

- Trained WETA staff.

Ferryboat safety inspections are conducted by:

- Qualified contractor engineers and inspectors;
- WETA staff trained in ferryboat safety inspection procedures; and
- Qualified volunteers of CalEMA.

Inspection priorities are:

- Ferryboats;
- Any WETA facility posing a threat to life safety;
- Existing WETA facilities (ferry docks, terminals, etc.); and
- WETA Emergency Operations Center(s).

9.5.1.2 WETA-Utilized Facilities

After an emergency, facilities that are utilized by WETA but not controlled by WETA will have safety assessments conducted by their owner. It is anticipated that these initial safety assessments should be conducted within 24 hours of the emergency, due to the number of properties that the owner will need to inspect.

This inspection process is beyond the control of WETA; however, WETA will assist to expedite whenever possible.

9.5.1.3 Other Docking Facilities

After an emergency, there may be the need to use other docking facilities. Once these locations have been determined to be useable, the priority of existing uses will need to be determined. This means the location may be needed for other uses such as the movement of cargo in and out of the San Francisco Bay Region, or for air evacuation of casualties out of the San Francisco Bay Region. If WETA identifies a site (other docking facility) and there is a priority of existing use for that location, REOC will need to be informed and determine the priority use for that location.

Prior to using another docking facility, WETA would need permission from the owner and would need to contact the U.S. Coast Guard to determine if the site is open to navigation; if the site is safe to use in terms of navigation; and if aids in navigation are required.

9.5.1.4 Public Transportation Ferryboats

Vessel owners will need to inspect each ferryboat and determine its safety and capability.

9.5.2 Certifications/Inspections/Licensing

If there is a need to bring in ferryboats from outside of the Bay Area, since an emergency proclamation does not preclude the need for vessel certifications, WETA will request that the U.S. Coast Guard Marine Safety Office facilitate certification and inspection of vessels needed in the emergency that are lacking a current or valid certificate of inspection.

In addition, if additional crews are needed, Transit Operations will work with local unions to acquire qualified staff.

9.5.3 Dredging

The process for determining if dredging is needed and the approvals for dredging can start during the response phase of the emergency. However, due to the time needed to receive approvals, dredging may physically occur during the recovery phase.

If a WETA-controlled facility requires emergency dredging, all approvals and permits will be obtained by WETA.

The U.S. Army Corps of Engineers will coordinate the permit process with other involved state and federal agencies (e.g., U.S. Coast Guard, Bay Conservation and Development Commission, U.S. Environmental Protection Agency, State Lands Commission, Regional Water Quality Control Board, and U.S. Fish and Wildlife Service).

WETA will work with impacted local governments to facilitate the approval process. WETA will seek to obtain any necessary extensions of certifications from the Public Utilities Commission and/or the Ports. Sections 1, 2, 3, 5, and 8 of the Long-Term Management Strategy Consolidated Dredging-Dredged Material Reuse/Disposal Permit Applications will be completed by WETA and submitted to the U.S. Army Corps of Engineers.

If a WETA-utilized facility requires dredging, the owner will assume responsibility for approvals and permits. If a local government wants WETA to use a site that is not an existing ferry terminal, the local government will be responsible for all approvals and permits. In all cases, WETA will assist and support facility owners with obtaining required permits.

9.5.4 Passenger Ferry Docks

WETA will first employ WETA-controlled/utilized passenger docks (locations identified in Appendix 13.5); and second, other docking facilities as needed for emergency water transportation services. A listing of docking facilities can be found in the Emergency Operations Plan.

A secondary or other docking facility will be at the request of a local government or owner, who will provide permission for WETA to use the facility and assume responsibility for making it operational. WETA can provide information on making the site operational.

Figure 5 identifies the responsibility of parties for primary and secondary passenger facilities.

Figure 5
Responsible Party for Passenger Facility

PASSENGER FACILITIES			
	PRIMARY Existing WETA Controlled Passenger Facilities	PRIMARY Existing WETA Utilized Passenger Facilities	SECONDARY Other Docking Facilities
Safety Assessment (Land and Water)	WETA and/or Owner	Owner	Local Government / Owner
Security Crowd Control	WETA and/or Owner	Owner	Local Government / Owner
Parking	WETA and/or Owner	Owner	Local Government / Owner
Transportation Connections to and from Location	Local Government / Local Transit Operator	Local Government / Local Transit Operator	Local Government / Owner
Other Services to Make Location Usable (i.e., Dredging, Piers Ramps, Docks, Land Side Construction)	WETA and/or Owner	Owner	Local Government / Owner
Navigation Aids	U.S. Coast Guard	U.S. Coast Guard	U.S. Coast Guard

Other docking facilities will generally have challenges that will need to be overcome to be useable as a docking facility, such as dredging to reach the ferry dock, infrastructure needed for the location, transit connections, and security issues. When other docking facilities are being reviewed for use, considerations may include the following:

- The need for and amount of dredging required to accommodate the ferryboats;
- Adequacy to existing landside docking and transportation networks;
- The infrastructure needed to make the location useable on both the land and marine side;
- The timeframe to make the site useable;
- The timeframe needed to establish transit connections; and
- The environmental impact to the use of the site.

During the safety assessment process, WETA will identify which of its controlled/utilized facilities and through contact with GGBHTD which of their facilities are operational and what it would take to make the site operational. The preference is to use existing facilities first, other docking locations second. WETA's preference is for a location that requires no dredging, minimal marine construction, and minimal impact to the environment.

9.5.5 Service Support Facilities/Mooring Equipment

Service support facilities/mooring facilities currently located in the North Bay and future additional service support facilities/mooring facilities in the Central Bay can be used to provide a platform to allow passengers to embark and disembark the ferryboat.

Other service support facilities/mooring facilities may be needed and will be determined during the incident action planning process. If these facilities are needed at WETA-controlled/utilized passenger facilities, WETA will contact private owners to obtain the service support facilities/mooring facilities, such as converted barges.

The use of service support facilities/mooring facilities may require the need for review and approval for their location from the U.S. Army Corps of Engineers, U.S. Coast Guard, State Lands Commission, California Department of Fish and Game, Bay Conservation and Development Commission, and the involved local jurisdiction(s). WETA will be responsible for this review and approval at WETA-controlled/utilized facilities, and local governments/owners for other docking facilities located in their jurisdiction. WETA could assist local governments/owner in identifying the location of service support facilities/mooring facilities.

9.5.6 Ferryboat Mooring and Maintenance

Ferryboat mooring may be required for additional ferryboats and new services. WETA will attempt to use existing mooring sites as much as possible, but may have to use other docking facilities. This will be determined during the incident action planning process regarding the mooring of ferryboats.

In addition, maintenance for ferryboats, docks, and facilities will require crews and supplies for scheduled and unscheduled maintenance. WETA will be responsible for ferryboat and facilities maintenance requirements under their control.

9.5.7 Security and Crowd Control

WETA, Owners, and/or the Local Government will provide security and crowd control depending on the passenger facility.

9.5.8 Parking Facilities

WETA will work with local governments and will seek to obtain the necessary permits and approvals for temporary parking lots to support any added docking facilities and expanded/new service at their controlled/utilized passenger facilities.

9.5.9 Public Transportation

WETA will provide and coordinate emergency water transportation services or oversee their provision; however, local governments/Operational Areas/local transit operators will need to provide local connections to ferry facilities for passengers. WETA will identify the locations of ferry facilities and schedules.

It is anticipated that transit operators, in conjunction with MTC, will provide inter-modal connections to the passenger water transportation services, such as bus bridges to transport passengers to and from the ferry facilities/locations.

9.5.10 Scheduling

A schedule of water transportation services, will be maintained and published by WETA. WETA will prepare an initial schedule for service; and, during the first operational periods and beyond, will refine the service plan based on factors such as available ferryboats, docking facilities, crews, support services, fuel, etc.

WETA will continue to respond to requests for prioritized emergency water transportation services. However, WETA will develop general strategies, priorities and timelines for restoring WETA back to basic water transportation services. WETA will continue to refine the service plan based on factors such as available ferryboats, docking facilities, crews, support services, fuel, and the need to transition into basic passenger water transportation services.

It is expected that revisions and refinements to the service plan, schedule, and routes, may be required based on such factors as the time required for repairs to landside transportation facilities, roads, and bridges; pier availability; availability of ground connections; public input; and ridership.

9.5.11 Fueling

In the event that an emergency occurs, fuel for ferryboats will become critical since the ferryboats have 1 to 2 days' supply of fuel on board. Therefore, WETA may request assistance for fuel supplies from REOC to locate and procure additional fuel supplies to allow for the provision of passenger water transportation services of WETA ferryboats.

WETA has identified fueling facilities, suppliers, and tank capacities that could potentially be used during an emergency, and this listing is identified in the Emergency Operations Plan.

9.6 Mutual Aid Coordination

An integral part of transportation agencies in the Bay Area is the commitment to an effective regional emergency transportation response and mutual aid coordination.

All of the major transportation agencies have signed a San Francisco Bay Area Transit Operators Mutual Aid Agreement indicating their desire to share available resources during emergencies.

No single transportation agency has resources sufficient to cope with any and all emergencies. The mutual aid system allows each transportation agency to help itself first, and then as able provide resources throughout the region that can assist in ameliorating unresolved problems arising from the emergency.

In addition, WETA and GGBHTD have prepared a Memorandum of Understanding to facilitate communication and resource sharing during an emergency.

During Level I emergencies, mutual aid provided is most likely to occur directly between the requesting transportation agency and the assisting transportation agency.

During Level II or III emergencies, requests for mutual aid will be coordinated through REOC with the assistance of MTC.

9.7 Mutual Assistance

An integral part of passenger transportation safety on the San Francisco Bay is the participation of WETA in the San Francisco Vessel Mutual Assistance Plan (SF V-MAP). SF V-MAP is a plan developed by the U.S. Coast Guard to enhance local capabilities to effectively manage a catastrophic, waterborne search-and-rescue emergency to reduce the expose time of a person in the water.

When the SF V-MAP is activated, at the request of a vessel master or the U.S. Coast Guard, WETA is a resource to provide assistance as available, such as a vessel to transport victims to shore.

If SF V-MAP is activated at the same time as REOC, immediate life safety response takes priority, WETA will inform REOC, who will work with the U.S. Coast Guard to determine the highest use of WETA ferryboats.

10 RECOVERY PHASE

The line between response and recovery is sometimes blurred; however, recovery is generally acknowledged as occurring 3 days or 72 hours after the emergency. As soon as possible after an emergency, WETA will begin to restore basic water transportation services. During this time, WETA will prioritize life-line services and work towards restoration of normal, pre-emergency WETA services; however, this could be delayed if WETA needs to provide additional or expanded service in the event that bridges, highways, and other facilities are inoperable.

The following section identifies the transition from response to recovery, recovery objectives, and timeframes for activities.

10.1 Recovery Objectives

The following are overarching recovery objectives for WETA following an emergency. The timeframe for these objectives ranges from 1 to 3 days after the emergency, to weeks or months after the emergency.

- Resume operations to WETA at its fullest capability, serving passengers and assisting in the restoration of regional mobility.
- Restore essential life-line water transportation services.
- Restore all basic water transportation services and resume normal, non-emergency operations.
- Keep the public, REOC and MTC informed as to the status of WETA and the return to normal, non-emergency operations.
- Determine if augmented public transportation ferries are still needed, and terminate the contract if not.
- Determine if service support facilities/mooring facilities are still necessary, and seek their return to their owner; or, for WETA-controlled service support facilities/mooring facilities, return them to their original location.

- If possible, contribute to the disaster recovery effort by providing additional and increased water transportation services, and/or by providing mutual aid resources to other transportation agencies.
- Assist the region in recovery efforts.
- Continue to send Status Report updates regularly (daily or weekly as the situation warrants) to MTC to enhance the matching of needs with resources. If REOC is still activated, send Status Reports to REOC, but is assumed that REOC may be deactivated during the recovery phase.
- Complete detailed evaluations of all affected WETA facilities and determine priorities for permanent repair, replacement, and reconstruction as necessary.
- Ensure ferryboat maintenance deferred during the emergency is brought up to levels compliant with manufacturer's recommended standards, and is current with standard marine practice.
- Carefully track disaster expenditures to ensure maximum eligible reimbursement.
- Complete assessment of losses and costs for repair and replacement; determine approximate reimbursements from insurance and other sources of financial assistance; determine how residual costs will be financed.
- Conduct an After-Action Report and participate in any regional critiques.

10.2 Basic Water Passenger Emergency Transportation Service Restoration

WETA will provide and coordinate emergency water transportation services during an emergency. However, after the response phase of the emergency is over, WETA will transition to the recovery phase and the restoration of basic water transportation service.

It is the intent of WETA to restore basic water transportation service as soon as possible after an emergency. The following are pre-established priorities for restoring this service to and from San Francisco. Priorities are based on the need to provide life-line service to locations that would be inaccessible by land-based transportation service, such as automobile, transit, truck, or rail.

- Alameda
- Treasure Island (when operational).

10.3 Continuity of Operations

A major emergency could result in the death or injury of key employees, the partial or complete destruction of established facilities, and the destruction of public records essential to continued operations of WETA.

Government at all levels is responsible for providing continuity of effective leadership and authority, direction of emergency operations, and management of recovery operations. This section is applicable for Level II or III emergencies.

In the event that the Executive Director is absent or unavailable, designated persons may act as the Executive Director.

10.3.1 Business Recovery Team

As soon as possible after determination of a Level II or III emergency, WETA will begin to restore essential business functions in order to continue providing water transportation services.

As WETA develops and expands as a transit operator, WETA may consider developing a WETA Business Recovery Team that would be activated as needed and direct restoration operations. The following section is for when WETA determines a Business Recovery Team is needed.

The Business Recovery Team will coordinate with the WETA Emergency Operations Center to ensure an efficient transition from emergency response to resumption of normal business activities.

The Business Recovery Team is comprised of the following:

- Executive Director (also the Business Recovery Team Leader)
- Chairperson of the Board of Directors
- Manager of Finance
- Manager of Operations or Planning

The Executive Director is the Business Recovery Team Leader unless he or she delegates this responsibility to another team member. The Business Recovery Team Leader will activate the Business Recovery Team within 24 hours of a major emergency that impacts WETA and disrupts normal business operations.

Responsibilities of the Business Recovery Team include:

- Assessing the impact of the emergency on WETA services and facilities;
- Determining the appropriate strategies for rapid recovery of business functions;
- Directing business recovery operations;
- Allocating available work space and resources for restoration of essential business functions;
- Determining priorities for permanent repair, reconstruction, or replacement of facilities, ferryboats, infrastructure, communications, and information systems;
- Assessing impacts on employees and developing appropriate personnel policies;
- Ensuring that emergency-related documentation and record keeping are maintained during the recovery phase;
- Assessing financial impacts of the emergency and developing strategies to fund response, replacement, and reconstruction costs;
- Ensuring disaster assistance applications are prepared in declared emergencies;
- Monitoring progress of recovery activities and making adjustments to priorities and strategies as needed;
- Assessing the need for changes to WETA business operations and services due to the emergency; and

- Maintaining relations with REOC, if activated, local governments, as appropriate, MTC, and other transportation agencies after deactivation of the WETA Emergency Operations Center.

10.3.2 Business Recovery Activities

Specific restoration activities are determined by the specific emergency and its impact on WETA's normal business functions. Generally, the focus of these activities will center on the following priorities and timeframes:

Initial Actions

- Personal and life safety;
- Safety assessment and/or containment;
- Security;
- Communications, both internal and external;
- Activation of WETA Emergency Operations Center; and
- Assessment of the situation and preparation of a Status Report.

First Operational Periods

- Business impact assessment;
- Determination of business function restoration priorities and strategies;
- Restoration of communication networks; and
- Obtainment of resources needed to restore essential business functions.

Extended Actions

- Relocation to alternate location (if necessary);
- Restoration of essential business functions; and
- Delay or suspension of non-essential business functions.

Days 3 - 7

- Reassess the situation;
- Identify staffing requirements;
- Determine estimated disruption or disruptions;
- Identify invoicing, payroll and finance alternatives;
- Identify restoration strategies and schedule for non-essential business functions;
- Establish restoration timeframes and personnel schedules; and
- Arrange for emergency financing, if necessary.

WETA Managers will be responsible for implementing department plans for restoring essential business functions under the direction of the Business Recovery Team Leader.

10.3.3 Business Recovery Restoration Priorities

General restoration priorities for WETA business activities are:

- Communication systems;
- Facilities, functions, and/or departments that are needed to maintain the essential life-line water transportation services;
- Facilities, functions, and/or departments that are needed to maintain the essential basic water transportation services;
- Business functions required for managing essential service contracts, regulatory compliance, work-site safety, and financial management (emergency funding, timekeeping, payroll, accounts payable, accounting, and revenue); and
- Other business functions, services, and facilities.

10.4 Reimbursement

Upon notification of activation of the WETA Emergency Operations Center, the Finance Section will report to the WETA Emergency Operations Center.

The Finance Section is responsible for all financial management and cost analysis aspects of the emergency. The Finance Section is to ensure that financial procedures and expenditures are closely coordinated with the Emergency Operations Center Manager and Section Chiefs, and documented.

The Finance Section will help oversee reimbursement by local, state, and federal disaster assistance programs, coordinate damage claims, and manage financial recovery planning.

The Finance Section will determine if a disaster cost process should be activated for capturing disaster-related costs. If so, this emergency procedure will be announced immediately to all Emergency Operations Center Section Chiefs for conveyance to employees. The Finance Section will ensure that proper forms are used to capture costs.

Emergency passenger water transportation services will be identified by a daily or weekly report detailing operations for the time period, including service provided, passengers transported, any revenue collected, expenses, and other information needed for reimbursement purposes.

10.4.1 Recordkeeping

During an emergency, expenditure tracking can become critical for reimbursement purposes. Accurate and complete recordkeeping is required for audits by state and federal agencies following the emergency, and helps to ensure the maximum possible reimbursement of emergency-related expenditures.

All direct and indirect costs are to be tracked and fully documented. Copies of back-up documentation (e.g., purchase orders, receipts, and payroll records) are to be submitted with all cost records.

Costs for emergency water transportation service is to be kept separate from normal operating costs, and a full accounting of any revenues associated with the emergency water transportation service is to be provided.

WETA cost items to be tracked include:

- Administrative costs associated with arranging for, coordinating, and overseeing the emergency water transportation service;
- Permit application fees;
- Inspection costs;
- Costs for additional docking facilities, moorage, and maintenance facilities;
- Costs for additional parking lot(s) and access road construction and signage;
- Labor costs associated with traffic control at WETA-controlled facilities;
- Ticket printing;
- Employee costs associated with the emergency water transportation service only;
- Emergency services contracts costs;
- Ferryboat charter and related costs (e.g., moving ferryboats from one port to another, insurance, operations, maintenance expenses, repairs, fuel);
- Accounting/auditor services associated with the emergency water transportation service only;
- Consultant and legal services related to emergency water transportation service; and
- Ridership counts by individual run.

State and federal agencies, such as CalEMA, the Federal Emergency Management Agency, the Federal Transit Administration, and the Federal Highway Agency may also request cost and ridership data for normal operating periods in order to establish a baseline for incremental emergency water transportation service operating costs. If this occurs, WETA will respond to these requests, and will:

- Ensure that WETA Transit Operations are aware of expenditure tracking requirements;
- Compile receipts and other expense documentation;
- Compile records of employee time devoted to the emergency water transportation service;
- Submit information such as ridership data as requested by MTC on a weekly basis; and
- Compile summary financial reports for submission to appropriate state and/or federal agencies.

11 NORMAL, NON-EMERGENCY OPERATIONS

During normal, non-emergency operations, WETA provides transportation by passenger ferryboats via established routes and terminals and is a transit operator. During this time, the WETA Manager of Operations will be responsible for maintaining the records, files, the Plan and the Emergency Operations Plan annex, and other papers pertaining to the Emergency Management Organization, and for keeping accurate and adequate personnel assignments for the positions identified in the WETA Emergency Operations Plan.

11.1 Exercises, Drills, and Training

Emergency response training and exercises allow emergency response personnel to become fully familiar with the procedures, facilities, and systems used during an actual emergency. The exercises, drills, and training will also provide feedback to maintain a continuously improving plan. The WETA Plan and capability to respond will be tested using a combination of the following exercise types.

11.1.1 Tabletop Exercises

Tabletop exercises enable employees to informally discuss various simulated emergency situations. Tabletop exercises are designed to elicit the participants' constructive discussion, without time constraints, as they examine and attempt to resolve problems based on the Plan and/or Emergency Operations Plan, and to test existing plans and procedures.

The purpose is for participants to evaluate plans and procedures and to resolve questions of coordination and assignment of responsibilities throughout the exercise in a non-threatening format and under minimum stress. This is an effective method of determining if existing plans, policies, and procedures are effective in response to specific situations that may arise during an actual emergency event.

Tabletop exercises may be held for WETA personnel or with other emergency personnel participating, such as REOC, MTC, U.S. Coast Guard, local governments, or others as appropriate. Tabletop exercises could include: activation of the WETA Emergency Operations Center based on an earthquake scenario; acts of terrorism involving service suspension and resumption procedures; biological attacks; cyber attacks; communication between REOC, MTC, U.S. Coast Guard and others.

11.1.2 Functional Exercises

Functional exercises test or evaluate the capability of one or more functions, or activities within a function, via a simulated, timed response to a designed emergency scenario. Functional exercises are more complex than tabletop exercises, in that activities are usually under some type of time constraint, with the evaluation coming at the end of the exercise.

Functional exercises typically take place in the Emergency Operations Centers of participating agencies, and may include CalEMA, Caltrans, CHP, MTC, other transportation agencies, local governments, and Operational Areas. Functional exercises also frequently test emergency communication equipment and procedures.

Functional exercises will generally involve all WETA Emergency Operations Center staff. MTC manages a functional exercise every other year, sometimes in conjunction with the annual State of California Golden Guardian exercise, to test transportation agencies and emergency response. WETA will participate in these exercises.

11.1.3 Full-Scale Exercises

A full-scale exercise involves an actual deployment of personnel and equipment throughout a geographic area. It will typically involve the activation of the WETA Emergency Operations Center, multiple other entities Emergency Operations Centers, and the establishment of field command posts.

This type of exercise includes mobilization of personnel and resources; the actual movement of emergency personnel and resources; and the actual movement of emergency workers, equipment, and resources required to demonstrate coordination and response capability. Full-scale exercises develop the key interagency and interpersonal relationships proven to be essential in effective response to actual emergencies.

11.1.4 Evacuation Drills

Evacuation drills will be conducted every 12 months, at WETA facilities, and the operations/maintenance facilities when operational.

11.1.5 Exercise and Drill Schedule

It is the intent of WETA to conduct or participate in either a tabletop or functional exercise at least annually, and a full-scale exercise if planned for the region. An actual WETA Emergency Operations Center activation may take the place of a scheduled full-scale exercise (see Table 2). In addition, WETA Transit Operations participates annually in a U.S. Coast Guard SF-VMAP exercise.

To ensure the actual response capabilities of the WETA Emergency Management Organization, the following drill and exercise schedule is provided. This list does not include required maritime security activities.

Table 2
Drill and Exercise Schedule

Frequency	Type	Participants
Annually	Evacuation Drill of WETA Transit Operations Facility or Facilities and Operations/—Maintenance Facility (when operational)	All Employees
Annually	U.S. Coast Guard SF-VMAP Exercise	WETA Transit Operations
At Least Annually	Tabletop or Functional Exercise	Emergency Management Organization
As Developed in the Region	Full-Scale Exercise	Emergency Management Organization

All WETA employees are expected to cooperate and participate in the drills and exercises.

11.1.6 Training

Training is an essential component of preparedness and response. All current and new employees will receive orientation to the Plan and Emergency Operation Plan.

Those employees, including contracted staff, who have key roles to carry out during an emergency will receive specialized training to perform the duties required of them.

This specialized training could include:

- Emergency response and recovery concepts and procedures;
- WETA Emergency Operations Center activation and deactivation procedures; and
- WETA organization and responsibilities.

12 PLAN MAINTENANCE

In keeping with WETA's desire and commitment to ensure the safety of its employees and passengers, this Plan and an Emergency Operations Plan have been developed.

Because emergency preparedness is part of the daily business environment, and not a one-time project, efforts will continue to routinely update and improve this Plan and the Emergency Operations Plan. In addition, as updates are identified, relevant sections of other emergency plans and procedures, such as the MTC Regional Transportation Emergency Management Plan, will be reviewed by WETA staff, and changes identified and communicated to the entity responsible for the plan.

It is the responsibility of the Manager of Operations to ensure that a copy of this Plan and the Emergency Operations Plan are distributed to all WETA staff that would serve in the WETA Emergency Operations Center.

At a minimum, this entire Plan and Emergency Operations Plan will be reviewed on an annual basis, after exercises, and after WETA Emergency Operations Center activation.

Any sections that have specific names, addresses, phone numbers, etc. will be updated quarterly, or more often if necessary. All members of WETA Emergency Management Organization will contribute to the maintenance of this plan.

13 APPENDIX

13.1 Guidelines

13.1.1 Responding to Requests for Emergency Water Transportation Service

GUIDELINES

WETA will provide emergency water transportation services as requested, to the best of its ability.

WETA establishes that during a Level II or III emergency, there will be a priority of emergency water transportation services over the restoration of basic water transportation services.

Procedures for Responding to Level I Emergency Water Transportation Services Requests

1. WETA Transit Operations will maintain basic water transportation services (depending on the severity of the emergency) and respond to requests for emergency water transportation services.
2. WETA Transit Operations will prioritize the request for emergency water transportation services.
3. Requesting authority will contact WETA Transit Operations for emergency water transportation service and identify where, when, and volume of service needed.
4. WETA Transit Operations will determine if the service request can be responded to.
5. If multiple requests are made, WETA Transit Operations will prioritize life-line services.
6. WETA Transit Operations will determine their ability to meet the service request, and whether a ferryboat and crew are available within the timeframe requested.
7. If a ferryboat and crew are not available by the time requested, WETA Transit Operations will provide an alternate time and location.
8. WETA Transit Operations will contact the requesting authority with the information, and WETA Transit Operations will dispatch the resources.
9. WETA Transit Operations will keep records of the time needed for the service, number of passengers, and organizations the passengers represent (if possible).
10. WETA Transit Operations will seek reimbursement from the requesting authority for the emergency water transportation service.

Procedures for Responding to Level II and III Emergency Water Transportation Services Requests

1. WETA Transit Operations will suspend basic water transportation services and respond to requests for emergency water transportation services.
2. Competing requests for emergency water transportation services will be received by REOC. REOC will prioritize the requests; and in turn, submit the request to WETA's Emergency Management Organization.
3. If REOC does not activate, WETA Transit Operations will follow the procedures for Responding to Level I Emergency Water Transportation Services Requests.
4. WETA's Emergency Management Organization will determine if the service requests from REOC can be responded to.
5. If resources are available from GGBHTD, the San Francisco Bay Area Transit Operators Mutual Aid Agreement will be used for the resources.
6. WETA's Emergency Management Organization will determine if a ferryboat and crew are available within the timeframe requested, and develop a service plan.
7. If a ferryboat and crew are not available by the time requested, WETA's Emergency Management Organization will provide an alternate time and location.
8. WETA's Emergency Management Organization will start the process of identifying public transportation ferries to supplement the emergency water transportation service, as needed, and the status of passenger facilities.
9. WETA's Emergency Management Organization will contact REOC with the service plan on the emergency water transportation service.
10. WETA Transit Operations and/or public transportation ferries will keep records of the time needed for the service, number of passengers, and organizations the passengers represent (if possible).
11. WETA's Emergency Management Organization will seek reimbursement for the emergency water transportation service.

13.1.2 Transportation of First Responders and Disaster Service Workers

GUIDELINES

WETA will attempt to accommodate the transportation of First Responders and Disaster Service Workers to the best of WETA's ability under emergency conditions.

REOC requests service from WETA and establishes the priority boarding for First Responders and Disaster Service Workers during emergencies (Level I – III) on available ferryboats. The priority is only for inbound transportation to the First Responders and Disaster Service Workers place of duty. WETA ferryboat crew members may be unable to provide priority screening because of other duties.

Possible standard priority ranking:

1. Crews for ferryboats
2. Peace officers, firefighters, and Emergency Medical Service with uniform and/or government identification
3. Local government employee Disaster Service Workers with government identification
4. Medical professionals with identification
5. Disaster Service Workers with identification
6. California Safety Assessment Program volunteers with government identification.

WETA, the Owner, the local government, or Operational Area where the terminal facility is located may provide security and crowd control. If this service is non-existent and security/crowd control is needed, the most senior person with a law enforcement background will provide security/crowd control to the best of their ability. The local government, Operational Area, or the most senior person among the First Responders and Disaster Service Workers will organize and prioritize boarding for waiting First Responders and Disaster Service Workers. The vessel Master may limit the number of passengers to below the ferryboats certified capacity if, in the Master's best judgment, conditions warrant a reduced number of passengers. At no time will a ferryboat exceed its certified capacity.

If the Master of a vessel decides circumstances require a deviation from an intended scheduled service for safety reasons, the Master of a vessel will keep the First Responders and Disaster Service Workers aboard the ferryboat, and the WETA Emergency Operations Center will be informed of this decision. In disagreements between the Master of a vessel and First Responders and Disaster Service Workers, including law enforcement personnel, regarding the safe operation of the ferryboat, the Master's authority to make the final decision is absolute.

Procedures are only valid during the response phase of an emergency, generally acknowledged as up to 3 days after an emergency. This time-period may be extended by the REOC and/or WETA.

Transportation for First Responders and Disaster Service Workers will be provided at no cost to them; however, WETA will seek reimbursement for the emergency water transportation service from CalEMA.

Procedures for Transportation of First Responders and Disaster Service Workers

1. WETA's Emergency Management Organization will identify where emergency water passenger service can be located, following a safety assessment process, and determine the scheduled service.
2. WETA's Emergency Management Organization will inform REOC, MTC, 511, and the media of the location for embarkation and the scheduled service for First Responders and Disaster Service Workers.
3. WETA's Emergency Management Organization will post this information on their website (if functional) and all other means available, and indicate it is for First Responders and Disaster Service Workers only.
4. REOC may revise the priority transportation of a class of First Responders and Disaster Service Workers. If known, this information will be included in the WETA communication.
5. Personnel will proceed to a location identified by WETA's Emergency Management Organization.
6. Personnel will bring a badge/identification card for priority boarding.
7. Most of the ferry facilities will be unmanned facilities. If unmanned, the most senior person of the First Responders and Disaster Service Workers will take charge, organize, and prioritize the waiting personnel. The person in charge will report to the Master or crew of the ferry ferryboat as it arrives at the embarkation facility.
8. Personnel will board in order of priority and will present their badge/identification card to the deck hand.
9. Deck hands will ask the First Responders and Disaster Service Workers for name, organization represented, and number of individuals in the party. First Responders and Disaster Service Workers will provide such information.
10. Personnel may be expected upon debarkation to seek out their own transportation. WETA's Emergency Management Organization will not provide this service; however, WETA will inform REOC of the debarkation point, prior to the start of the service, and will expect REOC to communicate this location to the local government or Operational Area receiving First Responders and Disaster Service Workers.
11. WETA's Emergency Management Organization will inform REOC, MTC, 511, and the media of any deviation from intended scheduled service or locations.
12. First Responders and Disaster Service Workers are not to transport hazardous materials, such as: acetylene tanks; acids; ammunition; anti-freeze; automotive, marine and aviation fuel and oils; blasting agents and caps; bleach and bleaching agents; butane containers (this does not include personal cigarettes lighters); carbon dioxide/monoxide mixtures; cleaning agents and compounds; corrosive materials; dry ice; ethanol or ethyl alcohol containers; explosives and incendiary devices; fertilizers; firearms (this may require a waiver for law enforcement,

National Guard, etc.); fireworks; flammable aerosols and gas liquids; flares; formaldehyde solutions; gasoline tanks or portable containers containing gasoline; grenades; gunpowder; helium – oxygen and helium containers; hydrogen peroxide; kerosene; paint and paint thinners; liquefied gas or compressed gas; lye; matches; mercury or mercury compounds; pesticides, herbicides and insecticides; petroleum products; pressurized tanks (however, oxygen can be carried if for personal medical use); projectiles; radioactive materials; refrigerant gases; and toxic materials.

13.1.3 Transportation of Citizens Under Emergency Conditions

GUIDELINES

WETA will attempt to accommodate the transportation citizens during an emergency, such as evacuees and citizens needing to leave from the city/community, to the best of WETA's ability and within the bounds of serving First Responder and Disaster Service Worker transportation requirements.

Transportation may be provided at no cost to the citizens; however, WETA will seek reimbursement for the emergency water transportation service from the REOC, local governments, and/or Operational Areas.

Procedures for Transportation of Citizens

1. WETA's Emergency Management Organization will identify where emergency water passenger service can be located, after a safety assessment process, and after the service is scheduled.
2. WETA's Emergency Management Organization will coordinate with REOC for the transportation of citizens.
3. WETA's Emergency Management Organization will inform REOC, MTC, 511, and the media of the location for embarkation and the service schedule.
4. WETA's Emergency Management Organization will use all available means to post service schedules, such as signs, 511, and on their website (if functional).
5. Citizens leaving the city or evacuees can board a return trip only if (a) there are no other priority First Responders and/or Disaster Service Workers that need to board the return trip; (b) if WETA or the local government provides security and crowd control at the embarkation location; (c) if the local government provides transit connectivity at the debarkation location; and (d) if REOC does not request a higher-priority mission for the ferryboat.
6. The Master of the vessel will control the number of citizens being transported under emergency conditions that are allowed aboard based on the ferryboat's certified passenger capacity. The vessel Master may limit the number of passengers to below the ferryboats certified capacity if, in the Master's best judgment, conditions warrant a reduced number of passengers. At no time will a ferryboat exceed its certified capacity.
7. Citizens are not to transport hazardous materials, such as: acetylene tanks; acids; ammunition; anti-freeze; automotive, marine and aviation fuel and oils; blasting agents and caps; bleach and bleaching agents; butane containers (this does not include personal cigarettes lighters); carbon dioxide/monoxide mixtures; cleaning agents and compounds; corrosive materials; dry ice; ethanol or ethyl alcohol containers; explosives and incendiary devices; fertilizers; firearms; fireworks; flammable aerosols and gas liquids; flares; formaldehyde solutions; gasoline tanks or portable containers containing gasoline; grenades; gunpowder; helium – oxygen and helium containers; hydrogen peroxide; kerosene; paint and paint thinners; liquefied gas or compressed gas; lye; matches; mercury or mercury compounds; pesticides, herbicides and insecticides; petroleum products;

pressurized tanks (however, oxygen can be carried if for personal medical use); projectiles; radioactive materials; refrigerant gases; and toxic materials.

13.1.4 Transporting Animals Under Emergency Conditions

GUIDELINES

WETA will accommodate the transportation of household pets and service animals during an emergency when doing so directly supports the evacuation of citizens.

Household Pet: Domesticated animal, such as a dog, cat, bird, rabbit, rodent, or turtle. Household pets do not include reptiles (except turtles), amphibians, fish, insects/arachnids, farm animals (including horses), and animals kept for racing purposes.

Service Animal: Any guide dog, signal dog, or other animal individually trained to provide assistance to an individual with a disability including, but not limited to, guiding individuals with impaired vision, alerting individuals with impaired hearing to intruders or sounds, providing minimal protection or rescue work, pulling a wheelchair, or fetching dropped items.

Procedures for Transporting Animals Under Emergency Conditions

1. Animals must arrive in an appropriate pet carrier, cage, or airline kennel and must stay confined in it throughout their entire time in transit.
2. Dogs that arrive without a carrier may be transported only if the adult owner can successfully keep it under control at all times and agrees to leash and/or muzzle it as directed. Leashes must be no longer than 6 feet. Non-service dogs must be kept away from doors, and on the weather deck, as conditions permit.
3. The ferryboat's crew will screen boarding passengers with pets to verify that the control measures above are in place and that the owners agree to be held responsible for the actions of their pets. The Master of the vessel maintains full and final authority to deny boarding animals and to eject them if they present a potential danger to other passengers.

13.1.5 Fare Collection Under Emergency Conditions

GUIDELINES

WETA is to make every reasonable attempt to collect fares during an emergency.

Procedures for Fare Collection During An Emergency – First Responders, Disaster Service Workers, Evacuees, Citizens Fleeing a City/Community, Life Line Communities, etc.

1. WETA's Emergency Management Organization will request Transit Operations, and/or public transportation ferries to keep records of the time needed for the service, number of passengers, and organizations the passengers represent (if possible).
2. WETA's Emergency Management Organization will seek reimbursement for the emergency water transportation service.
3. The collection of fares will not impact the ability of WETA to provide emergency water transportation services.

Procedures for Fare Collection During An Emergency – General Public

1. WETA will continue to collect fares using current fare collection systems.
2. The collection of fares will not impact the ability of WETA to provide emergency water transportation services.

13.2 Plans and Documents Reviewed

No.	Plan or Document Name	Hyperlink (if applicable)
1	San Francisco Bay Area Regional Transportation Emergency Management Plan – Baseline Operating Plan (RTEMP)	Not applicable
2	San Francisco Bay Area Regional Emergency Coordination Plan – Base Plan (RECP Base Plan)	http://rimsinland.oes.ca.gov/WebPage/oeswebsite.nsf/ClientOESFileLibrary/Coastal%20Region%20Branch/\$file/BASE%20PLAN.pdf
3	San Francisco Bay Area Regional Emergency Coordination Plan Transportation Subsidiary Plan (RECP Transportation Subsidiary Plan)	http://rimsinland.oes.ca.gov/WebPage/oeswebsite.nsf/ClientOESFileLibrary/Coastal%20Region%20Branch/\$file/RECP%20Transportation%20Subsidiary%20Plan.pdf
4	San Francisco Bay Area Regional Emergency Coordination Plan Recovery Subsidiary Plan (RECP Recovery Subsidiary Plan)	http://rimsinland.oes.ca.gov/WebPage/oeswebsite.nsf/ClientOESFileLibrary/Coastal%20Region%20Branch/\$file/RECP%20Recovery%20Subsidiary%20Plan.pdf
5	San Francisco Bay Area Earthquake Readiness Response: Concept of Operations Plan (CONPLAN)	Not applicable
6	City and County of San Francisco Emergency Operations Plan – Part I: Basic Plan (SF EOP)	http://www.sfbayoil.org/sfoa/media/SF_EOP_final_01112005.pdf
7	Pre-Earthquake Planning for Post-Earthquake Transportation System Recovery in the San Francisco Bay Region (Association of Bay Area Governments [ABAG])	Not applicable
8	Improving Planning of Transportation Providers, Governments, Utilities and Businesses for Post-Earthquake Transportation Disruptions in the San Francisco Bay Region (ABAG)	Not applicable
9	Water Transit Authority Regional Maritime Contingency Plan (RMCP)	Not applicable
10	San Francisco Vessel Mutual Assistance Plan (SF V-MAP)	http://www.uscg.mil/pvs/docs/MSOSFSFVMAP%5B1%5D.pdf
11	San Francisco Bay Area Maritime Security Plan (ASMP)	Not applicable
12	San Francisco Bay Plan (SF Bay Plan)	http://www.bcdc.ca.gov/pdf/planning/plans/bayplan/bayplan.pdf
13	San Francisco Bay Area Seaport Plan	http://www.bcdc.ca.gov/pdf/planning/plans/seaport/seaport.pdf
14	San Francisco Waterfront Special Area Plan	http://www.bcdc.ca.gov/pdf/planning/plans/sfwap/SFWSAP_Final.pdf
15	San Francisco, San Pablo, and Suisan Bay Harbor Safety Plan	http://www.sfmix.org/support/hsc/introhscplan.htm
16	California Senate Bill 976 (2007)	http://www.leginfo.ca.gov/cgi-bin/postquery?bill_number=sb_976&sess=PREV&house=B&author=torlakson
17	California Senate Bill 1093 (2008)	http://www.leginfo.ca.gov/cgi-bin/postquery?bill_number=sb_1093&sess=PREV&house=B&author=wiggins
18	California Standardized Emergency Management System (SEMS) Guidelines	http://www.oes.ca.gov/Operational/OESHome.nsf/Content/B49435352108954488256C2A0071E038?OpenDocument

No.	Plan or Document Name	Hyperlink (if applicable)
19	Federal Emergency Management Agency National Incident Management System (NIMS)	http://www.fema.gov/emergency/nims/
20	National Response Framework	http://www.fema.gov/emergency/nrf/
21	Transit Emergency Planning Guidance, California Department of Transportation, Division of Mass Transportation	http://www.dot.ca.gov/hq/MassTrans/Docs-Pdfs/Caltrans%20Planning%20Guidance.pdf
22	The Public Transportation System Security and Emergency Preparedness Planning Guide, U.S. DOT, FTA	http://transit-safety.volpe.dot.gov/publications/security/PlanningGuide.pdf
23	The Role of Transit in Emergency Evacuation, TRB, July 2008	http://onlinepubs.trb.org/Onlinepubs/sr/sr294.pdf

13.3 Transportation of Citizens During An Emergency and Potential Demand

For the purposes of the Plan, it is assumed that the greatest potential demand for emergency water passenger transportation services would be associated with a major earthquake that causes closure of existing fixed transbay transportation facilities that serve San Francisco.

As many as 550,000 people per day are assumed to make trips to and from San Francisco for employment, education, medical services, entertainment, recreation, and other purposes, via all modes of transportation, including automobiles and public transit (buses, ferries, and trains). This assumption is based upon a review of trip data from the San Francisco County Transportation Authority's transportation demand model for year 2005, an unpublished report on ridership projections/analysis for the Bay Bridge Corridor and the Peninsula Corridor, November 2008; and the SPUR Report "The Future of Downtown," published in the March 2009 issue of Urbanist. This assumed population comprises approximately 300,000 people from the Peninsula and South Bay, approximately 200,000 from the East Bay, and approximately 50,000 from the North Bay.

No analysis, however, has been found that definitively quantifies the maximum instantaneous non-resident population of San Francisco. The assumed 550,000 daily trips therefore offers a rough order-of-magnitude surrogate for the population that would need transportation from the City should an event occur that denied use of the Bay Bridge, the transbay tube, and/or the Golden Gate Bridge.

WETA's enabling legislation envisions that water transportation ferries and facilities will be used to transport this population from San Francisco to their homes.

13.4 Types of Incident – Federal Classification of Emergencies

Type 5	<ul style="list-style-type: none"> The incident can be handled with one or two single resources with up to six personnel. Command and General Staff positions (other than the Incident Commander) are not activated. No written Incident Action Plan (IAP) is required. The incident is contained within the first operational period and often within an hour to a few hours after resources arrive on scene. Examples include a vehicle fire, an injured person, or a police traffic stop.
Type 4	<ul style="list-style-type: none"> Command staff and general staff functions are activated only if needed. Several resources are required to mitigate the incident. The incident is usually limited to one operational period in the control phase. The agency administrator may have briefings, and ensure the complexity analysis and delegation of authority are updated. No written Incident Action Plan (IAP) is required but a documented operational briefing will be completed for all incoming resources. The role of the agency administrator includes operational plans including objectives and priorities.
Type 3	<ul style="list-style-type: none"> When capabilities exceed initial attack, the appropriate ICS positions should be added to match the complexity of the incident. Some or all of the Command and General Staff positions may be activated, as well as Division/Group Supervisor and/or Unit Leader level positions. A Type 3 Incident Management Team (IMT) or incident command organization manages initial action incidents with a significant number of resources, an extended attack incident until containment/control is achieved, or an expanding incident until transition to a Type 1 or 2 team. The incident may extend into multiple operational periods. A written IAP may be required for each operational period.
Type 2	<ul style="list-style-type: none"> This type of incident extends beyond the capabilities for local control and is expected to go into multiple operational periods. A Type 2 incident may require the response of resources out of area, including regional and/or national resources, to effectively manage the operations, command, and general staffing. Most or all of the Command and General Staff positions are filled. A written IAP is required for each operational period. Many of the functional units are needed and staffed. Operations personnel normally do not exceed 200 per operational period and total incident personnel do not exceed 500 (guidelines only). The agency administrator is responsible for the incident complexity analysis, agency administrator briefings, and the written delegation of authority.
Type 1	<ul style="list-style-type: none"> This type of incident is the most complex, requiring national resources to safely and effectively manage and operate. All Command and General Staff positions are activated. Operations personnel often exceed 500 per operational period and total personnel will usually exceed 1,000. Branches need to be established. The agency administrator will have briefings, and ensure that the complexity analysis and delegation of authority are updated. Use of resource advisors at the incident base is recommended. There is a high impact on the local jurisdiction, requiring additional staff for office administrative and support functions.

13.5 Geographic Characteristics of the San Francisco Bay and Services/Facilities of WETA and the San Francisco Bay

The San Francisco Bay Area is subject to a variety of potential hazards that would create an emergency with a regional impact. Of major concern during an emergency of this nature, is the disruption of the regional transportation infrastructure and the consequential impact to citizens either to report to work or return home.

Demographic studies of the San Francisco Bay Area have shown that the majority of citizens do not live in the communities they work in; thus, a disruption to the regional transportation infrastructure could have a regional impact on the San Francisco Bay Area.

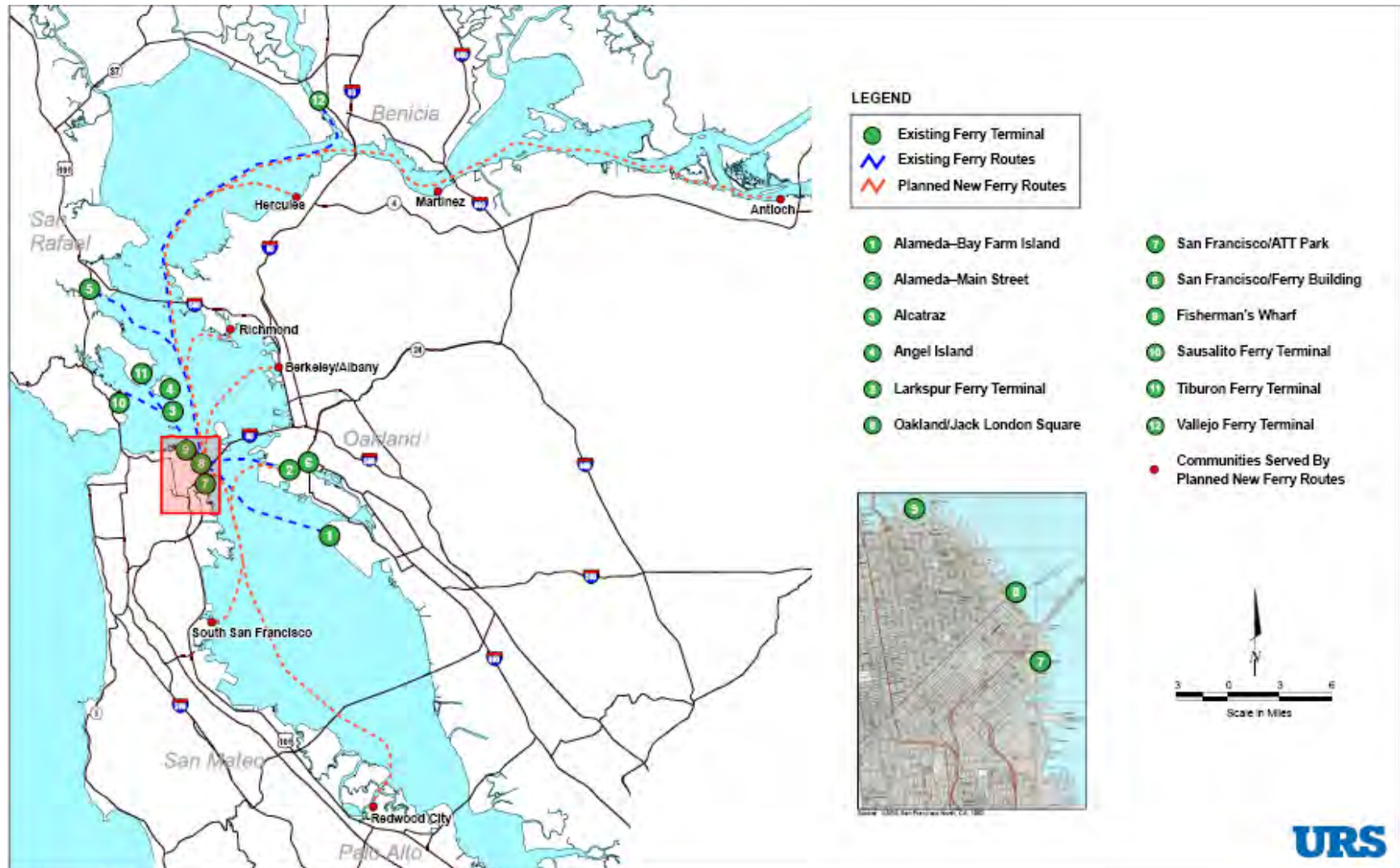
A key element of transportation strategy is the provision of water transportation services. Given the vulnerability of bridges and other transportation infrastructure and the need for water transportation, WETA was created.

In July 2009, WETA will adopt a Transition Plan that has provides a framework for WETA operations of water transportation service starting in 2010.

When WETA assumes operations of passenger ferries on the San Francisco Bay Area, there are existing routes/ferry terminal facilities and planned routes/ferry terminals.

The map below shows the location of routes (existing and planned), and ferry terminals (existing with a green dot and planned with a red dot and the name of the community).

As discussed earlier in the Plan, during the Incident Action Planning process, the Planning Section will determine which terminal facilities will be used for emergency response efforts, and this will be communicated.



14 ANNEX

14.1 Emergency Operations Plan (Not Available for Public Review)

MEMORANDUM

TO: Board Members

FROM: Nina Rannells, Executive Director

SUBJECT: Authorize Filing an Application with the Metropolitan Transportation Commission for \$1.5 Million FY 2009/10 Regional Measure 2 Operating Funds

Recommendation

Authorize filing an application with the Metropolitan Transportation Commission (MTC) for \$1.5 million to support various operating activities in FY 2009/10 and authorize the Executive Director to execute the associated agreements.

Background/Discussion

In May 2009, the Board authorized application with MTC for \$3 million annual planning and administration funds to support WETA's general agency activities. As identified in the FY 2009/10 operating budget approved by the Board in June 2009, an additional increment of Regional Measure 2 funds is required to support additional operating-related activities planned for FY 2009/10 including activities and expenses to support continued work on finalizing service transition activities, WETA spare vessels and initial emergency response activities and equipment as follows:

WETA's Regional Ferry Services

Activities associated with service transition include support for development of transition agreements and agency requirements, development of a marketing plan for WETA and the transitioning services, and implementation of marketing and public information activities at a cost of approximately \$600,000.

Spare Vessels Program

The spare vessels program includes \$750,000 to support the incremental cost of mooring, operating and insuring the two existing spare vessels and the two new South San Francisco (SSF) vessels that will be delivered this year, ahead of SSF service start-up. This program also includes funds to support small float and gangway modifications and dredging the Harbor Bay channel in order to maximize the use of WETA vessels in service.

Emergency Response

Emergency response activities are budgeted at \$150,000 and would include purchasing core equipment for WETA's Emergency Operations Center (EOC) and developing system drills.

The required FY 2009/10 RM2 application for these funds, including the general application and required certifications, is provided as **Attachment 1** to this memorandum. The related, and required, Board resolution contains the following key items:

- Grants the Executive Director, or her designee, authority to execute the allocation request and transmit it to MTC;
- Assures MTC that there is no legal impediment for the Authority to make this request and that there is no pending or threatened litigation;
- Commits the Authority to follow MTC's procedures for seeking allocation and reimbursement of funds; and

- Indemnifies MTC against claims resulting from performance of services funded with this allocation. This is consistent with language required of other grant agreements and does not shift any new risk to our agency.

Financial Implications

This item supports filing an application with MTC for grant funds to fund the balance of WETA's operating budget in FY 2009/10.

End

Attachment 1
Regional Measure 2 Operating Assistance Proposal
Project Summary Page

Project Information

Project

Title: WETA Operations

Briefly describe service (provide map as attachment). Include information about markets being served (both travel demand as well as interoperator connections).

Brief

Description:

This project provides funding to support system operating expense associated with mooring and utilizing WETA's fleet of spare vessels, developing final service transition plans and agreements with the cities of Alameda and Vallejo, and developing ferry system emergency response operating capabilities.

	Start Time	End Time	Headways		Vehicles in service		Daily Rev Veh Hrs
			Peak	Off-peak	Peak	Off-peak	
Weekday							
Saturday							
Sunday							

Lead

Agency: WETA

Partnering

Agency 1:

Partnering

Agency 2:

Contact Information

Nina

first name

Rannells

last name

415-364-3186

phone

fax

rannells@watertransit.org

e-mail

address 1

Pier 9, Suite 111, The Embarcadero

address 2

San Francisco

city

CA

state

94111

zip

**Regional Measure 2 Operating Assistance Proposal
Operating Plan, Service Parameters, and Performance Measures**

Enter the amount needed in each program year.
Use State fiscal years (July 1 - June 30).

Operating Plan - Request for RM2 Funds

	Past Actual	Current Year Adjusted	FY 05/06	FY 06/07	FY 07/08	FY 08/09	FY 09/10	Total
Operating Budget								
Estimated Annual Revenue Hrs.								-
Estimated Operating Cost/Revenue Hour								-
Total Operating Cost	-	-	-	-	-	1,350,000	1,500,000	2,850,000
-- Fare Revenue								
-- RM 2 Operating Assistance Request						1,350,000	1,500,000	2,850,000
-- TDA						-		-
-- Local Sales Tax						-		-
-- Private Sector Contributions						-		-
-- Other Subsidy						-		-
Total Subsidy	-	-	-	-	-	1,350,000	1,500,000	2,850,000
Total Revenues	-	-	-	-	-	1,350,000	1,500,000	2,850,000
Surplus/(Deficit)	-	-	-	-	-	-	-	-

Service Parameters

	Past Actual	Current Year Adjusted	FY 05/06	FY 06/07	FY 07/08	FY 08/09	FY 09/10	Total
Estimated Annual Ridership						n/a	n/a	-
Average Weekday Ridership						n/a	n/a	
Annual Revenue Hours						n/a	n/a	
Annual Revenue Miles						n/a	n/a	

Performance Measures

	Past Actual	Current Year Adjusted	FY 05/06	FY 06/07	FY 07/08	FY 08/09	FY 09/10	Average
Required Measures Per MTC Resolution 3668								
Farebox Recovery Ratio						n/a	n/a	
Passengers/Revenue Hour						n/a	n/a	
Change in Passenger Per Hour						n/a	n/a	
Other Measures								
Cost Per Rider						n/a	n/a	
Subsidy Per Rider						n/a	n/a	
Cost Per Revenue Hour						n/a	n/a	

RM-2 Operating Assistance Application**Certifications****FY 2009-10****Submittal Date: June 18, 2009****Operator:** San Francisco Bay Area Water Emergency Transportation Authority**Project:** Annual Operating

X	A.	Applicant certifies that, if RM-2 funding was received in FY 2008-09 , it has included the RM-2 costs and revenues in its general fiscal audit for that year. Applicant also assures that it will include the RM-2 costs and revenues in its general fiscal audit which will be completed for FY 2009-10 .
	B.	Applicant certifies to one of the following:
n/a	a.	If Applicant is a bus operator, it certifies that it has submitted a copy of the California Highway Patrol (CHP) certification which was issued within the last 13 months indicating compliance with Cal. Veh. Code, §1808.1 (CHP "pull notice system and periodic reports"). (Pub. Util. Code §99251).
X	b.	If Applicant is a ferry operator, it certifies that it is current on all inspections and certifications required by federal and state agencies.
n/a	C.	Applicant certifies that it has current SB 602 "joint fare revenue sharing agreements" in place with transit operators in the MTC region with which its service connects, and that it has submitted copies of all such agreements to MTC.
X	D.	Applicant agrees to participate in studies on Integrated Fare Structures and Transit Connectivity which are required under SB 916.
X	E.	Applicant certifies that it complies with MTC's Transit Coordination Implementation Plan (MTC Resolution No. 3055, revised). (Public. Util. Code §99314.5(c) and §99314.7).

**The undersigned attests that the certifications indicated above are true and correct,
and further attests to the applicant's intent to comply with the indicated certifications.**

Authorized Representative Signature:

Name: Nina Rannells

Title: Executive Director

Date: 06/18/09

MEMORANDUM

TO: Board Members

FROM: Nina Rannells, Executive Director

SUBJECT: Authorize the Metropolitan Transportation Commission to Directly Allocate FY 2009/10 Regional Measure 1 and Regional Measure 2 Funds to the Cities of Alameda and Vallejo to Support Ferry Operations

Recommendation

Approve, by resolution, MTC allocation of FY 2009/10 Regional Measure 1 and Regional Measure 2 funds historically available to the cities of Alameda and Vallejo to support ferry services.

Background/Discussion

In November 1989, voters approved Regional Measure 1 (RM1), authorizing a toll increase on all state owned bridges in the Bay Area. Five percent (RM1-5%) of the revenue derived from this toll increase may be programmed and allocated by MTC for ferry transit operations and bicycle related planning and two percent (RM1-2%) of the revenue from the toll increase is to be programmed and allocated solely for the capital costs associated with the design, construction, and acquisition of rapid water transit systems. MTC has historically allocated these funds to the City of Alameda and the City of Vallejo to support annual ferry operating and capital expenses.

In 2004, voters approved Regional Measure 2 (RM2), authorizing an additional toll increase on the state owned bridges in the Bay Area. This program included up to \$2.74 million annual operating funds for expanded Vallejo ferry services.

Senate Bill 976 stipulated that Regional Measure 1 and Regional Measure 2 funds for ferries were to be made available to WETA as of January 1, 2008, in order to support operation of a regional ferry system to be implemented by the agency. However, this legislated re-direction of funds has preceded actual transfer of operating responsibility for the Vallejo and Alameda ferry services to WETA. In order to ensure a smooth and efficient flow of funds to support these city-managed services in 2009/10, MTC has established a policy that would allow for direct allocation of RM1 and RM2 funds historically available to these cities by MTC in FY 2009/10, provided WETA concurrence with this action.

RM1 and RM2 funds available to the cities in FY 2009/10 to support Alameda and Vallejo services include the following:

<u>City of Alameda</u>	
RM1 – 5% Operating	\$1,442,487
RM1 – 2% Capital	<u>\$ 463,993</u>
<i>Total</i>	\$1,906,480

City of Vallejo

RM1 – 5% Operating	\$1,356,401
RM1 – 2% Capital	\$ 414,068
RM2 – Operating	<u>\$2,740,500</u>
<i>Total</i>	\$4,510,969

Staff recommends that the Board authorize MTC to directly allocate these funds to the cities to support FY 2009/10 ferry service operation.

Financial Implications

There is no direct financial impact to WETA related to this item.

END

MEMORANDUM

TO: Board Members

FROM: Nina Rannells, Executive Director

SUBJECT: Authorize the Metropolitan Transportation Commission to Allocate an Additional \$2 Million Regional Measure 2 Funds to Support FY 2009/10 Vallejo Ferry Operations

Recommendation

Authorize, by resolution, the Metropolitan Transportation Commission to allocate an additional \$2,000,000 Regional Measure 2 funds to support FY 2009/10 Vallejo Ferry operations.

Background

Section 30914 of the Streets and Highways Code allows up to \$15.3 million per year in Regional Measure 2 (RM2) funds to be made available to support regional ferry transit operating expenses under WETA. Of this amount, \$2.74 million has historically been available to support Vallejo ferry services. In FY 2008/09, WETA supported MTC allocation of an additional \$1.9 million of these RM2 funds to support a revised FY 2008/09 Baylink budget and operating plan addressing sharp ridership decreases experienced beginning in June 2008 with the initiation of a 20% fare increase. Vallejo's plan allowed for a partial roll-back of the June fare increase and deferred proposed service reductions in an effort to stabilize Baylink's services and gain back the ridership lost in the preceding months.

The extra RM 2 funds provided to Vallejo Baylink were a part of a multi-agency solution, providing a total of \$2.2 million additional funds, in order to support continuing existing services while WETA and the City developed a transition plan for moving these services under WETA in the future. This action was to be for one-year only, and, per Senate Bill 1093 and MTC requirements, future year allocation of RM2 funds in excess of \$2.74 million for the Vallejo service are subject to WETA adoption of a transition plan and agreement by Vallejo to transition its services to WETA. The City of Vallejo estimates that it will use approximately \$800,000 of this amount in FY 2008/09.

Discussion

Staff has received a letter from the City of Vallejo, provided as **Attachment 1** to this report, requesting WETA assistance and support in securing an addition \$2 million FY 2009/10 Regional Measure 2 operating subsidy in order to fill a budget funding gap and allow the Baylink ferry service to continue operating at its current basic level of ferry service; preventing Vallejo Baylink from having to implement a program of service cuts that could further erode ridership prior to transfer to WETA. This amount would also provide Baylink service with an operating contingency in order to ensure that operating revenues can withstand some fluctuation in fuel costs next year.

As a part of this request, the City of Vallejo has outlined its efforts in recent months to evaluate ridership changes and service options and develop a program for FY 2009/10 that protects the service in hopes that this will lead to system and ridership stabilization, given the 20% ridership loss experienced over the past year. The plan includes activities to:

- Adjust trip times to make them more productive;
- Delay the start of the Summer schedule; providing a cost savings during the shoulder of this historically-busy season;

- Monitor service to determine whether to end the summer schedule early and/or to swap out bus service for some of the ferry trips; and
- Implement a multi-agency and stakeholder marketing campaign in order to improve ridership

With the downturn in the economy, transportation organizations across the Bay Area are facing revenue shortfalls caused by reduced operating subsidies and changing travel patterns. In fact, MTC has recently indicated that Bay Area bridge travel is down, resulting in shortfalls in the Regional Measure 2. This will serve to limit WETA access to RM2 funds in FY 2009/10, and could have further impacts on RM2 operating funds available to WETA and other transit operators in future years. Despite this situation, MTC has indicated that there is sufficient capacity in the FY 2009/10 program to support Vallejo's request.

WETA's ability to access additional Regional Measure 2 to support the Vallejo Ferry operation in FY 2009/10 provides a unique opportunity for Baylink to maintain services at existing levels during this period of change. However, as is conveyed in the Transition Plan, WETA will have limited ability to continue this additional subsidy over time as cost inflation occurs and WETA develops its full complement of regional ferry and emergency response services. As WETA moves into an operating environment, it will be important to develop a program of service goals, objectives and related performance criteria to facilitate service review and evaluation and help staff to develop a balanced program of services to support WETA's broad mission.

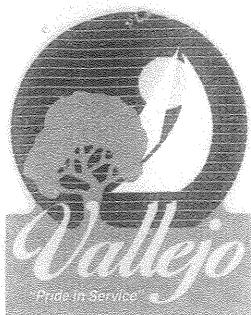
Staff recommends that the Board authorize support for MTC allocation of an additional \$2 million in Regional Measure 2 funds for Vallejo Baylink ferry service in FY 2009/10, with the understanding that staff will work with City of Vallejo over the next year to monitor service performance and identify options for future service changes that may be required in order to balance system expenses with revenues and ridership levels in future years.

Financial Implications

There is no financial impact to WETA associated with this item as funds allocated to Vallejo would not otherwise be available to WETA in FY 2009/10 per MTC allocation rules limiting these funds to system operations. This action would bring the total RM2 subsidy to support Vallejo services up from \$2.74 million to \$4.74 million in FY 2009/10.

End

Attachment 1



CITY OF VALLEJO

DEPARTMENT OF PUBLIC WORKS

Transportation Division

555 SANTA CLARA STREET • P.O. BOX 3068 • VALLEJO • CALIFORNIA • 94590-5934 • (707) 648-4315
FAX (707) 648-4691

June 10, 2009

Nina Rannells, Executive Director
Water Emergency Transportation Authority
Pier 9, Suite 1111, The Embarcadero
San Francisco, CA 94111

SUBJECT: Request for Funding Assistance

Dear Nina,

As you recall, last year the City of Vallejo (COV) requested a two year allocation of additional Regional Measure 2 (RM2) funds from the Metropolitan Transportation Commission (MTC) to balance the Baylink operating budget during this period of volatile gas costs and declining ridership. At that time MTC agreed to only one year of additional RM2 funds for the COV in anticipation that the transfer of the Baylink ferry operations to WETA would occur sometime in fiscal year 2009/2010. In accordance with SB 1093, RM2 funding allocations would be WETA's responsibility after this transfer occurs. Since it now appears as though this transfer will not occur until the end of FY 2009/2010, the City of Vallejo (COV) hereby requests that the Water Emergency Transportation Authority (WETA) authorize the MTC to allocate an additional \$2 million of RM2 funds to support the Baylink ferry operation through FY 2009/2010. These funds will be used to continue the current basic level of ferry service and prevent drastic service cuts that could further erode ridership before the Baylink ferry system is transitioned to the WETA. In addition, due to our inability to borrow COV general fund revenues or to amass and/or carryover RM2 funds from year to year to build a reserve fund, the additional RM2 money will be used as a contingency fund to protect the ferry budget from spikes in the price of fuel. Our objective is to ensure that the Baylink ferry system is stable during the transfer period and able to survive under the existing economic conditions.

The original funding strategy was a multi-agency solution designed to support the continuation of the current level of ferry service through FY 2008/2009 following significant ridership decline caused by the escalation in fuel prices and the subsequent fare increase. The request was approved for one year to ensure that the WETA transition plan was developed and to encourage the agencies to transition the Baylink ferry operation to the WETA. As agreed, Vallejo has participated in the transition plan development, taken Council action to guide the negotiation and subsequent transition and is continuing to manage its operation while working with the WETA to develop a sustainable service plan for the ferry transfer and beyond.

Last year, the five partners (Solano Transportation Authority (STA), WETA, Solano County, MTC and the COV) agreed on the \$2.2M funding plan that included a roll-back of ferry fares to encourage ridership stability and growth, a commitment of \$150,000 in State Transit Assistance

Nina Rannells, Executive Director
Water Emergency Transportation Authority
SUBJECT: Request for Funding Assistance
Page Two

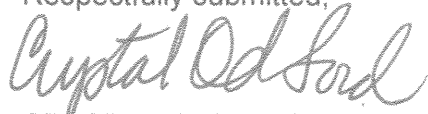
funds from the STA, and \$150,000 in Transit Development Act funds from Solano County to be expended first, and an additional MTC \$1.9 M allocation of RM2 funds available under Section 30914 of the Streets and Highways Code and eligible to support the Vallejo ferry service. Each agency took Board action approving the funding plan to protect and stabilize the Baylink service.

By the end of this fiscal year, 2008/2009, the Baylink ferry operation will only use approximately \$800,000 of this \$2.2M allocation. Ridership, unfortunately, is still down 20% due primarily to the economic downturn as attested by other ferry agencies (Alameda) experiencing the same comparable declines in ridership. Rather than further reducing service to levels during higher peak summer ridership periods that would limit trip options and choices, the City of Vallejo is recommending operational changes and adjustments designed to protect the budget as well as Summer promotions. We have adjusted trip times to make them more productive, delayed the start of the Summer schedule, will monitor service closely to determine whether to end the Summer schedule earlier next fiscal year and/or to swap out bus service for some of the ferry trips. In addition, as you know, to add to our promotions, we will be implementing a multi-agency and stakeholder marketing campaign in order to improve ridership. Based on our historical ridership data, we are confident the ridership will improve. For FY 2009/2010 our ridership estimate is extremely conservative (projected at a 4% decline from 2008/2009 ridership numbers) to ensure no additional revenues will be needed because the economy has not "bottomed out".

Attached please find the City of Vallejo's adopted 2009/2010 budget that outlines in detail the revenues and expenditures for the ferry operation, the 2008 Board actions of the partners, and historical ferry ridership data for your review to aid the approval of this request.

We look forward on furthering our partnership and finding solutions for long term stability for the ferry services. Thank you in advance for your continue support. If you have any questions or need further elaboration, I can be reached at (707) 648-5241.

Respectfully submitted,


CRYSTAL ODUM FORD
Transportation Superintendent

cc: Gary A. Leach, Public Works Director
Chron

City of Vallejo
Local Transportation Fund
FY 09-10 Proposed Budget
Ferry Operations

	FY 09-10 Proposed Budget
REVENUES	
Operating	
Ferry	
Fare revenues ⁴	6,320,000
FTA 5307 PM	1,000,000
Bridge Toll 2% PM	400,000
Bridge Toll 5%	1,392,000
Bridge Toll RM-2	2,740,500
One Time Operating Subsidy from County	
One Time Operating Subsidy from RM-2	
General Fund, Transfer	
Miscellaneous	21,000
Total, Revenues	11,873,500

EXPENDITURES	
Operating	
Ferry	
Purchase Transportation (B & G) ²	
Labor	4,249,000
Oils	66,000
Other consumables	142,000
Vessel parts	355,000
Vessel repairs	475,000
Misc repair services	93,000
Administration Fees	423,000
Insurance	344,000
Other fees	75,000
Subtotal	6,222,000
Fuel ¹	4,392,000
Route 200; transfer costs from Bus	1,712,000
Dry docking	150,000
Engine Overhaul - Unfunded ³	288,000
Marine Management	124,000
Security Services	66,000
Mare Island CFD	32,000
Building Maintenance & Utilities	124,000
Utilities	103,000
Dockage Fee and Space Rental	40,000
Fare Media Ticket Printing	14,000
Lobbying	
City Staff - Salaries & Benefits	323,982
General administration-3001	290,180
Total, Expenditures	13,881,162

Net, Annual Results	(2,000,000)
----------------------------	--------------------

¹ Fuel

Yearly fuel consumption (gallon), incl. 2% cont	1,464,000
Average annual price per gallon	\$3.00

² FY 09-10 B & G contract costs includes 4% contingency.

³ FY 09-10 Engine Overhaul include the portion that's unfunded by CIP grants (Federal & Local Match).

⁴ FY 09-10 Fare revenue is projected to drop by 4% compared to FY 08-09. See Fare Revenue Projections.

MEMORANDUM

TO: Board Members

FROM: Nina Rannells, Executive Director

**SUBJECT: Authorize Filing an Application for Federal Transit Administration
Sections 5307 and 5309 Funds to Support Alameda Ferry System
Projects**

Recommendation

Authorize, by resolution, filing an application for fiscal years 2009/10, 2010/11, and 2011/12 Federal Transit Administration Sections 5307 and 5309 funding to support various projects associated with the Alameda ferry system.

Background

Federal Transit Administration (FTA) Section 5307 Urbanized Area and 5309 Fixed Guideway Modernization (FG) formula funds are authorized to support public transit activities pursuant to Section 5307 of Title 49 of the United States Code. In the San Francisco Bay Area Region, MTC is responsible for programming these funds to eligible transit operators through their Transit Capital Priorities (TCP) Process and Criteria programming guidelines. Under MTC's current policy, these funds, totaling approximately \$350 million annually, are programmed for certain transit capital replacement and rehabilitation projects, preventative maintenance and ADA-related operating assistance. Once these funds are programmed by MTC and annual program funds are appropriated by Congress, individual project sponsors can secure these funds through grant applications and funding agreements directly with the FTA.

MTC typically programs several years of federal capital funding commitments in advance of fund availability in order to provide transit operators with the ability to plan ahead to implement their capital rehabilitation and replacement program. MTC is currently in the process of programming FY 2009/10 through FY 2011/12 FTA funds in accordance with their established procedures, which require eligible recipients to identify specific projects that are eligible for these funds, and submit an application and associated assurances for funds.

Discussion

The City of Alameda has not previously received FTA 5307 or 5309 funds to support the Alameda/Oakland or Harbor Bay services as they are not an eligible recipient of FTA funds. However, MTC has agreed to allow WETA, as an eligible FTA recipient, to submit a program of projects representing potential Alameda ferry system projects into the TCP process at this time. This program of projects will serve as a place-holder for future federal funds to support Alameda system needs until WETA and the City of Alameda can finalize system transfer in January 2010, consistent with the Transition Plan schedule.

Consistent with MTC's TCP programming policies and requirements, staff recommends that WETA apply for Federal Transit Administration Sections 5307 and 5309 funds on behalf of the Alameda ferry system for FY 2009/10 – 2011/12 for the following eligible projects/project categories contained in the Capital Improvement Plan of WETA's Transition Plan:

1. Preventative Maintenance (\$275,260) – Supports annual system maintenance costs.
2. Harbor Bay Dredging (\$260,000) – Supports preliminary investigation and dredging requirements.
3. Ferry Major Components (\$840,000) – Supports rehabilitation and replacement needs for various Alameda vessels.
4. Ferry Fixed Guideway Connectors (\$7,528,000) – Supports rehabilitation and/or replacement of system floats and gangways.
5. Ferry Propulsion Systems (\$2,472,000) – Supports mid-life refurbishment and repower of vessels.

Staff has begun preparation of the required grant materials and requests Board approval to submit an application for funds for the above projects. This program would generate up to \$11,375,260 federal grant funds for projects requiring a local match commitment of \$2,843,815. Once services are transferred to WETA, and actual FTA fund appropriations are made each year, WETA will have the ability to refine this program of projects and apply funds to the ferry system as needed and eligible within MTC's fund programming criteria.

The City of Vallejo is currently an FTA recipient, and will submit its program of projects separately at this juncture. However, WETA and City of Vallejo staff are in communication regarding this application process, and future year Vallejo Ferry funds programmed by MTC at this time would ultimately be re-assigned to WETA upon Vallejo system transition in July 2010.

Financial Implications

This item could provide up to \$11,375,260 in federal capital funds for FY 2009/10, 2010/11, and 2011/12 to support implementation of various ferry capital improvements for the Alameda ferry system. Although WETA is not currently responsible for the Alameda ferry systems, the agency will become fiscally responsible for these services once the transition occurs.

END