



SAN FRANCISCO BAY AREA
WATER EMERGENCY TRANSPORTATION AUTHORITY
EMERGENCY RESPONSE PLAN

March 2016

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Quickstart Guide and Activation Checklist

Use the Quickstart Guide contained in the WETA EOP, located in **Appendix B** of this document.

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The Plan Outline and Plan Organization

Section 1: Provides the purpose, objectives, scope, organization, and assumptions of The Plan.

Section 2: Describes the roles, responsibilities, and authorities of Federal, State, regional, county, local government agencies, and the private sector. These entities may provide guidance and direction of resources during an incident that requires emergency water transportation operations in support of moving first responders and survivors. For purposes of this Plan, emergency water transportation is defined as the movement of first responders, disaster service workers (DSW), and survivors using passenger vessels.

Section 3: Describes the Concept of Operations that details processes for providing access through a coordinated emergency transportation strategy (including emergency water transportation operations) to enable incident response and recovery.

Section 4: Describes communications systems, information exchange processes, and staff notification procedures.

Section 5: Describes how the Plan will be maintained, updated, and exercised.

Appendix A: Contains a glossary of acronyms, abbreviations, and key terms.

Appendix B: Provides the Emergency Operations Plan (EOP) and Emergency Operations Center (EOC) Standard Operating Procedures.

Appendix C: Provides a Response Timeline. The Response Timeline identifies specific tasks to accomplish during incident response and recovery phases.

Appendix D: Lists potential emergency ferry terminal sites.

Appendix E: Lists Bay Area regional passenger vessel operators.

Appendix F: Lists guidance documents used to prepare The Plan and useful as references for training and incident operations.

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Disclaimer

This Plan (“The Plan”) describes the San Francisco Bay Area Water Emergency Transportation Authority’s (WETA) general strategy for emergency water transportation system management in response to a catastrophic incident affecting Bay Area regional transportation operations. The Plan has been prepared in accordance with the standards of the National Incident Management System (NIMS), the California Standardized Emergency Management System (SEMS), and other Federal and State requirements and standards for emergency response plans applicable as of the publication date of The Plan. The Plan provides guidance only. It is intended for use in further development of response capabilities, implementation of training and exercises, and defining the general approach to emergency water transportation for the movement of survivors, first responders, and DSWs. The actual response to an incident, whether at WETA facilities or affecting the region, is dependent on:

- Specific conditions of the incident, including the incident type, geographic extent, severity, timing, and duration
- Availability of resources for response at the time of the incident
- Tactical decisions made by Incident Commanders at the field level and strategic decisions made by elected or appointed leadership
- Actions taken by neighboring jurisdictions, the State, and the Federal Government

These and other factors may result in unforeseen circumstances, prevent the implementation of The Plan components, or require actions that are significantly different from those described in The Plan. WETA and its contractors, and other organizations that have participated in The Plan development, the State, and the Federal government are not responsible for circumstances related to the implementation of The Plan during an incident.

The Plan is not applicable outside the San Francisco Bay region that comprises the planning area.

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Record of Changes

Each update or change to The Plan should be tracked. When changes to The Plan are made, document the change number, the date of the change, the name of the person who made the change, and add a summary description of the change. See **Section 5** for more information on the process for reviewing and revising The Plan.

Change No.	Description	Date Entered	Posted By

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Letter of Promulgation

Approval Date: March 3, 2016

To: Plan Holders

The preservation of life, property, and the environment is an inherent responsibility of local, State, and Federal government. WETA has prepared this Emergency Response Plan (ERP) to ensure the most effective and economical allocation of resources for protection of people and property in time a catastrophic incident. The objective of this Plan is to provide guidance for WETA and other agency staff to implement during and after an incident that severely disrupts the regional transportation system. The Plan provides WETA staff and partner agencies with a basic blueprint that addresses planning assumptions, roles and responsibilities, emergency water transportation operations and incident communications. The WETA Emergency Operations Plan (EOP) provides staff with guidance for all hazards and is maintained as a separate document.

While no plan can completely prevent loss of life or property, good plans carried out by knowledgeable and well-trained personnel can and will minimize losses. This Plan establishes the emergency organization, assigns tasks, specifies policies and general procedures, and provides for coordination of planning efforts of WETA's emergency staff and support elements using the Standardized Emergency Management System.

The Operations Division will annually coordinate review of this Plan and collaborate with other staff to ensure that our emergency processes are responsive to our needs. All WETA staff will become familiar with this plan and their role in the event of an EOC activation where they will be called upon to assist and support the EOC.

The WETA Board of Directors gives its full support to this Plan and urges all officials, employees, and contractors—individually and collectively—to do their share in supporting the emergency efforts of WETA.

This letter promulgates the WETA ERP and EOP and constitutes WETA's adoption of the ERP and the Standardized Emergency Management System.

A handwritten signature in black ink, appearing to read "W. R.", is positioned above the title "Executive Director".

Executive Director

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How to use The Plan

The Water Emergency Transportation Authority (WETA) Emergency Response Plan (“The Plan”) is designed to support WETA and other agency staff to manage emergency water transportation operations after a catastrophic incident that results in severe damage to normal transportation systems. Emergency water transportation operations are defined as emergency movement of survivors as well as movement of first responders and disaster service workers (DSWs) to support incident operations.

As an emergency authority, WETA serves as an operational coordinating organization to manage emergency water transportation after an incident that disrupts normal regional transportation systems. The Plan will most likely be implemented after a catastrophic incident that results in a Governor’s Proclamation of Emergency and an accompanying Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 100-707) (Stafford Act) Disaster Declaration that will require activation of the State Operations Center (SOC). In that respect, it is not an all hazards plan.

As a transit operator, San Francisco Bay Ferry manages normal ferry transit operations. The WETA Emergency Operations Plan (EOP), **Appendix B** of this Plan, is designed to support WETA staff in conducting all hazards response short of a proclamation of emergency. The EOP is designed to address transit disruptions that affect San Francisco Bay Ferry operations or that may require additional service to support commuters, but that may not require activation of the WETA Emergency Operations Center (EOC). Generally, during incidents of this type, the Metropolitan Transportation Commission (MTC) will normally serve as a non-operational coordinating agency for Bay Area transportation systems.

The Plan and the EOP together support the two operational roles of the San Francisco Bay Ferry/WETA.

The Plan provides WETA staff and partner agencies with a basic plan that addresses planning assumptions, roles and responsibilities, emergency water transportation operations, and incident communications. Keys to making The Plan operational are the Operational Priorities and Courses of Action (COA) that are in **Section 3**. Operational Priorities are overarching goals that direct WETA managed emergency water transportation operations within its purview. They are selected as pre-incident guidance to support the COAs that list specific operational activities. Consistent with other regional catastrophic incident guidance, the timeframes for emergency water transportation operations are phased upon a triggering event.

As an incident occurs, staff should review the **Quickstart Guide, contained within the EOP**, to initiate response. The key to effective response is developing situational awareness. The EOP contains an Information Collection Plan that describes the types of information that must be gathered and shared for senior leaders, emergency managers, EOC staff, and Incident Commanders to understand the situation and make decisions regarding detailed response priorities and resource allocations. The Information Collection Plan includes sources for information, products to share information, a timeline for collecting information, and is designed as a template for further development based on individual incident requirements.

Based on situational awareness, WETA and other agency staff should use the Response Timeline in **Appendix C** to manage emergency water transportation operations. The Response Timeline identifies the tasks needed to support the COAs identified in **Section 3.1**. Each task is identified under its corresponding COA, along with the entities likely involved in coordinating and accomplishing the task, and any additional details. Many tasks are likely to span multiple time frames and may start and stop at different times in localities throughout the region because of local circumstances.

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1. Introduction

This section provides an overview of the Water Emergency Transportation Authority (WETA) Emergency Response Plan (“The Plan”).

1.1. Introduction and Overview

The San Francisco Bay Area is subject to a number of potential hazards that may affect both large population numbers and wide areas of the region. A major earthquake similar in magnitude to the 1906 incident will severely disrupt normal surface transportation systems operations as well as damage or destroy other critical infrastructure. The impacts on transportation networks will make movement of survivors and first responders challenging for days, weeks and months, and affect both response and recovery operations. To prepare for and respond to incidents of this nature, WETA was created by State of California legislation in 2007, superseding the San Francisco Bay Water Transit Authority (WTA) 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).

WETA was created to plan and operate water transit services on San Francisco Bay and is authorized to coordinate maritime emergency response for water transportation operations in the Bay Area. Emergency water transportation operations are defined as emergency movement of survivors as well as movement of first responders and disaster service workers (DSWs) to support incident response. Thus, WETA is an emergency response transportation organization and an operator of public transit ferry service, a dual role that is unique among San Francisco Bay Area transit agencies.

As an emergency authority, WETA manages emergency water transportation after a catastrophic incident that severely disrupts normal regional transportation systems. The Plan will most likely be implemented after an incident that results in a Governor’s Proclamation of Emergency and an accompanying Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 100-707) (Stafford Act) Disaster Declaration that will require activation of the State Operations Center (SOC). The Plan also includes an Emergency Operations Plan (EOP) which details emergency operations processes and procedures for WETA staff to apply during all other incidents that affect ferry transit service.

1.2. Scope

Under the San Francisco Bay Ferry brand, WETA carries over two million passengers annually utilizing a fleet of 12 high speed passenger-only ferry vessels on four ferry routes on the San Francisco Bay. Pursuant to Section 66540.5, during a state of war emergency, a state of emergency, or a local emergency, WETA, in cooperation with the California Governor’s Office of Emergency Services (Cal OES), the U.S. Coast Guard (USCG), the Federal Emergency Management Agency (FEMA), and the Metropolitan Transportation Commission (MTC), shall coordinate the emergency activities for all water transportation services in the Bay Area region. **Figure 1** provides a depiction of the public Ferry Routes on the San Francisco Bay.

Figure 1: Public Ferry Routes on the San Francisco Bay



WETA provides the following emergency water transportation services when requested by Cal OES:

- Movement of survivors under emergency conditions
- Transportation of first responders and DSWs

WETA may also provide emergency water transportation services under its own authority for response to incidents that threaten immediate life safety of Bay Area populations.

WETA will plan, manage, operate, and coordinate emergency water transportation for ferry vessels, generally over 149 passengers, as regulated by the USCG, who has the legal authority and ability to monitor and/or control vessel traffic. WETA may also assist with coordination of smaller vessels, such as water taxis, if a specific need is requested.

The Plan is one of several guidance documents designed to support Bay Area transportation agencies and authorities to restore passenger transportation mobility after a major or catastrophic incident. The Plan:

- Identifies WETA's roles and responsibilities as both an emergency management authority and a passenger ferry transit operator
- Identifies resources that WETA may require to provide and coordinate emergency water transportation
- Provides an operational framework and actionable guidance for WETA to coordinate Bay Area emergency water passenger transportation services during incident response and recovery operations
- Provides detailed guidance on operation of the WETA Emergency Operations Center (EOC) including information collection and analysis, action planning and resource management. This information is included in the WETA EOP, which is **Appendix B** of the Plan.

1.3. Objectives

The Plan provides guidance for WETA staff to implement during and after a catastrophic incident that severely disrupts the regional transportation system. It defines processes and procedures for coordinated management of emergency water transportation resources during response and recovery operations that include activities to:

- Take actions to provide for the safety of onboard passengers and vessel crews
- Assess the condition, safety, operability, and capability of Bay Area passenger vessels in the immediate aftermath of an emergency
- Identify resources needed to conduct emergency water transportation services including those from other transportation entities or from outside the Bay Area and coordinate overall water transportation resource management as it relates to emergency water transportation with other emergency management agencies such as Cal OES, MTC and the USCG
- Respond to requests from Cal OES to provide and manage emergency water transportation services during incident response and recovery operations

- Provide emergency water transportation resources and manage emergency water transportation services to restore life-line routes as quickly and completely as possible
- Facilitate requests for mutual aid from other transportation agencies affected by an emergency

1.4. Planning Assumptions

The following assumptions are applicable to the development and implementation of The Plan:

- The Plan applies to catastrophic incidents that are regional and have severe, large-scale impacts. It recognizes that a major earthquake is the most likely catastrophic incident affecting the Bay Area that requires emergency water transportation operations.
- WETA emergency water transportation services will be for the provision of passenger movement and those goods or possessions passengers can carry themselves.
- The Captain of the Port, USCG Sector San Francisco, has ultimate authority over management of the waterways on which WETA operates. WETA is governed by the USCG Maritime Security (MARSEC) levels, and will provide appropriate protective security measures according to USCG approved vessel and facility security plans.
- Cal OES will prioritize requirements for emergency water transportation services, including the movement of survivors, and transportation of first responders or DSWs
- The safety and security of WETA staff, passengers, WETA Transit Operations, and physical assets (such as ferryboats) are primary considerations in all operations
- WETA and partner agencies will assess the condition of terminals, vessels and the safety of navigation as soon as possible before commencing emergency water transportation services
- Current WETA facilities and vessels are compliant with the Americans with Disabilities Act. During emergency water transportation operations, WETA will make every effort to provide service to populations with disabilities and those with other functional needs.
- WETA will first use existing WETA controlled/utilized passenger terminal facilities for water transportation services and as needed, other terminal facilities that may be made available
- Movement of first responders and survivors requiring waterborne operations will require coordination with other transportation service providers, and mass care and shelter managers. Local government/Operational Areas/transit agencies will provide local transportation service resources to connect to ferry terminals for passengers transported by WETA in an emergency.
- WETA will accommodate service animals accompanying a passenger under all conditions. WETA will accommodate companion animals to the best of its ability consistent with public safety and other animal transportation policies.
- WETA will seek fares or reimbursement for the provision of emergency water transportation service
- As a regional government authority, WETA may apply for Public Assistance reimbursement under the California Disaster Assistance Act, the Stafford Act and other sources as appropriate

1.5. Organization of Regional Emergency Transportation Response Agencies

WETA is a regional authority and as such falls into the Regional Level of the California State Emergency Management System (SEMS). WETA collaborates with MTC and other agencies in California Emergency Function 1 (EF 1) Transportation, a group which supports the California Office of Emergency Services' (Cal OES) State Operations Center (SOC) with transportation expertise in order for Cal OES to prioritize the response and create a transportation service plan to respond to the emergency. WETA provides status reports on the ferry system and regional ferry assets to both the SOC through EF 1 Transportation as well as directly to MTC. EF 1 Transportation is led by Caltrans at the SOC. **Figure 4 in Section 3** depicts the organization of EF 1 and its component agencies.

Dependent upon the specific incident requirements and the availability of passenger vessel resources and operable terminals, agencies supporting EF 1 Transportation will develop a priority route system for movement of survivors and movement of first responders and DSWs. Coordination of a water and land emergency transportation service plan of operations for movement of these populations will require multi-agency coordination with MTC, Caltrans, USCG, surface transportation agencies, organizations operating shelters and jurisdictions requesting transport. This coordination is accomplished through EF 1 Transportation and EF 6 Mass Care at the SOC. WETA will manage and operate water transportation routes that provide service between ferry terminals as part of a larger transportation system that connects with care and shelter sites or base camps (which are likely to be distant from ferry terminals).

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2. Roles, Responsibilities and Authorities

This section of The Plan provides information on the roles and responsibilities of local, regional, State and Federal government agencies, and the authorities under which they coordinate with WETA for emergency water transportation operations.

2.1. Federal

When Federal assistance is required, Cal OES coordinates requests for assistance and participates with the Federal government to establish a Unified Coordination Group and operate the Joint Field Office (JFO). Federal assistance is normally provided only when available local, State and mutual aid resources no longer meet requirements to respond to the incident.

Numerous Federal agencies may have a role in emergency response and recovery operations including movement of survivors operations. The following Federal agencies have regulatory authorities and/or the capability to provide resources to support emergency water transportation operations.

2.1.1. U.S. Department of Homeland Security/Federal Emergency Management Agency

The U.S. Department of Homeland Security (DHS), Federal Emergency Management Agency (FEMA) is the agency designated by the Stafford Act to manage the Federal response to major disasters in support of states. FEMA has ten regional offices in the country each headed by a regional administrator. The regional field structures are FEMA's permanent presence for communities and states across the Nation. The FEMA Region IX office in Oakland, California, has a staffed Watch Center to provide situational awareness and incident reporting. This office also supports Incident Management Assistance Teams (IMATs) that provide initial support of response operations. A FEMA national IMAT is based in Mather, California, and is deployed to provide Federal support to the State Operations Center (SOC) by activating and staffing the JFO.

Upon notification that a catastrophic disaster has occurred, FEMA provides evacuation planning technical assistance and logistics support to operations including fuel. Additionally, FEMA administers the Stafford Act which supports post-disaster Public Assistance programs.

A Federal agency may support State and local response either under its own authority or as part of a coordinated Federal response under the National Response Framework (NRF). Under the NRF, Emergency Support Functions (ESFs) provide the structure for coordinating regional, State, and Federal interagency support for response to an event. A definition of each ESF with the lead agency is provided in **Appendix A**. ESFs are mechanisms for grouping functions most frequently used to provide Federal support to states for declared disasters and emergencies under the Stafford Act. Federal support for movement of survivors is coordinated by ESF 6 (FEMA). ESF 6 provides resources, subject matter expertise, and coordination with other FEMA components and ESF 6 partners, including ESF 1 (Transportation) to support mass evacuation activities.

2.1.2. U.S. Coast Guard

United States Coast Guard (USCG) Sector San Francisco provides federal jurisdiction over navigable waters of the San Francisco/San Pablo Bay and the Sacramento–San Joaquin River Delta. The Sector operates the San Francisco Bay vessel traffic system (VTS). VTS coordinates the safe and efficient transit of vessels in San Francisco Bay in an effort to prevent accidents and the associated loss of life and damage to property and the environment. During a disaster, the USCG will:

- Maintain, monitor, and report on the safety and navigability of Bay Area waterways
- Maintain aids to navigation
- Conduct waterborne search and rescue
- Provide waterborne security, if required, for movement of vessels on Bay Area waterways
- Make and enforce decisions regarding the use of waterways, including opening or closing waterways to vessel traffic
- Activate the Maritime Transportation System Recovery Unit (MTSRU). The MTSRU is responsible for restoring the commercial capacity of a waterway following a natural or manmade disruption.
- Activate the Vessel Mutual Aid Plan (V-MAP). The purpose of the V-MAP is to enhance local capabilities to effectively manage a catastrophic, in-port search and rescue incident. The 2012 V-MAP Plan and V-MAP website can be found at: <https://vmap.sfmex.org/layouts/15/start.aspx#/SitePages/Home.aspx>

2.1.3. U.S. Army Corps of Engineers

The U.S. Army Corps of Engineers (USACE) is responsible for maintaining the serviceability of navigable waters in the United States. In a disaster, USACE directs and coordinates debris removal, conducts dredged channel surveys, and other channel-clearing operations to restore water access to ports and ferry terminals. USACE also assists with restoration of other critical infrastructure and general relief efforts such as the distribution of food, water, and other critical supplies.

2.1.4. DOT / Maritime Administration

The Maritime Administration (MARAD) is an agency within the U.S. Department of Transportation that deals with waterborne transportation. MARAD operates 12 Ready Reserve Force (RRF) ships in the Bay Area. These ships are kept in a reduced operating status and could provide support to emergency operations. MARAD ships may be mission assigned by FEMA through ESF-1 to provide fuel to ferry vessels. WETA will need to provide fueling hoses and couplings for refueling ferry vessels from MARAD vessels. Coordination for the use of MARAD ships takes place through ESF 1 and FEMA with DoD concurrence.

2.2. State

During a disaster, the Governor coordinates statewide emergency operations through Cal OES and its administrative and mutual aid regions. The California Emergency Services Act states: “During a state of emergency the Governor shall, to the extent he deems necessary, have complete authority over all agencies of the State government and the right to exercise within the area designated all police power

vested in the State.” The following State agencies and organizations may provide direction or support to WETA for conducting emergency water transportation operations.

2.2.1. Cal OES

The Governor delegates authority to Cal OES to implement the California Emergency Services Act and perform executive functions assigned by the Governor to support and enhance all phases of emergency management. Responsibilities include the promulgation of guidelines and assignments to the State government and its political subdivisions to support California’s emergency management system. Cal OES also operates the California State Warning Center 24 hours a day, 7 days a week, to receive and disseminate emergency alerts and warnings. During a proclaimed State of Emergency or Local Emergency, Cal OES coordinates the response activities of all State agencies and has the authority to use any State government resource to fulfill mutual aid requests or to support emergency operations.

When emergency water transportation operations are required, Cal OES will Mission Task WETA to provide services through its own vessels and coordinate services provided by other vessel operators. During incidents when requirements overwhelm resources, such as a catastrophic earthquake, Cal OES prioritizes requests from Operational Areas and State agencies. When needed, the State Operations Center (SOC) and/or Regional Emergency Operations Centers (REOC) are activated to coordinate emergency management information and resources. Cal OES also coordinates the delivery of Federal grant programs under Presidential Emergency and Disaster Declarations. **Figure 2** depicts the State mutual aid regions.

The map of Mexico is divided into three main regions, each with a Roman numeral label:

- Coastal Region (II):** Located along the Pacific coast, including states like Jalisco, Colima, Jalisco, and Guerrero.
- Inland Region (IV):** Located in the central part of the country, including states like Querétaro, Hidalgo, and Puebla.
- Southern Region (I):** Located in the southern part of the country, including states like Yucatán, Quintana Roo, and Chiapas.

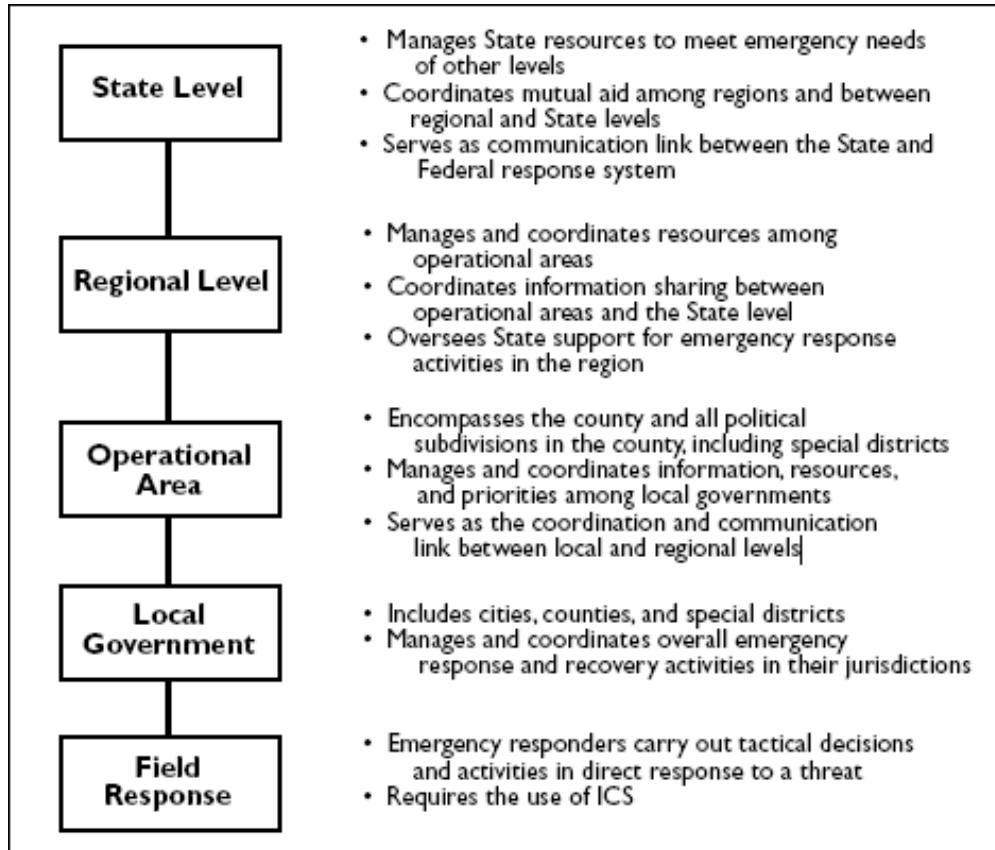
Other regions shown include:

- Region III:** Located in the north-central part of the country, including states like Coahuila and Durango.
- Region V:** Located in the south-central part of the country, including states like Oaxaca and Nayarit.
- Region VI:** Located in the southeast, including states like Campeche and Yucatán.

The map also shows the Gulf of Mexico to the east and the Pacific Ocean to the west.

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Figure 3: State SEMS Levels



Under the State Emergency Plan (SEP), Cal OES supports California Emergency Functions (CA-EFs) which provide the structure for coordinating State and mutual support for response to an event. A description of the 17 CA-EFs is contained in **Appendix A**. CA-EFs are mechanisms for grouping functions most frequently used to provide State support to Operational Areas and regional agencies for declared disasters. State support for movement of survivors operations is coordinated by EF 1 Transportation employing staff from the California Department of Transportation (Caltrans) and other agencies, and in conjunction with EF 6 Mass Care and EF 13 Law Enforcement.

The Cal OES Office for Access and Functional Needs was created to identify the needs of people with disabilities before, during, and after a disaster and to integrate disability needs and resources into all aspects of emergency management systems. During an emergency, this office assists the SOC in helping to meet the needs of access and functional needs populations. An Access and Functional Needs Evacuation Planning Toolkit was produced as part of a pilot project to support planning for the movement of survivors and other transportation needs of citizens during an emergency. The Office for Access and Functional Needs releases planning guidance on the transportation of access and functional needs populations as needed.

2.2.2. Caltrans

The SEP states that Caltrans is the lead State agency to “coordinate all aspects of transportation, including ground, air, and waterway.” Caltrans is the lead agency for EF 1 Transportation, and supports movement of survivors operations through coordination with EF 6 Care and Shelter and EF 13 Law Enforcement through the Survivor Task Force. In the event that a catastrophic earthquake affects San Francisco Bay regional transportation systems, Caltrans coordinates the emergency response activities under EF 1 Transportation.

Caltrans is the owner and operator of the State highway system. Its disaster response priorities include damage assessment and route recovery on State highways. During a disaster, Caltrans activates its EOC and operates the region’s Transportation Management Center (TMC) in its Oakland office in partnership with California Highway Patrol (CHP).

2.2.3. California Highway Patrol

The California Highway Patrol (CHP) is a law enforcement agency of California. It has patrol jurisdiction over all California highways and also serves as the State Police. CHP has over 7,500 uniformed officers who can supplement local law enforcement to support movement of survivors and provide security when local resources are overwhelmed.

CHP has Emergency Resource Centers in each of its eight divisions throughout the State, including the Golden Gate Division that serves the same nine Bay Area counties that Caltrans District 4 serves (see Section 2.2.2). CHP Emergency Resource Centers supply resources to CHP Incident Commanders. In the Bay Area, CHP is the primary source of information for highway conditions, capacity, and delays in conjunction with the 511 Traveler Information System and Caltrans. CHP participates as a partner agency in EF 1 Transportation and assists in providing security and traffic control for movement of survivors.

2.2.4. California Department of Fish and Wildlife, Office of Spill Prevention and Response

In 1990, the California State Legislature enacted the Oil Spill Prevention and Response Act (OSPRA). The goals of OSPRA are to improve the prevention, removal, abatement, response, containment and clean up and mitigation of oil spills in the marine waters of California. Under the direction of OSPRA, the mission of the Office of Spill Prevention and Response (OSPR) is to provide best achievable protection of California's natural resources by preventing, preparing for, and responding to spills of oil and other deleterious materials, and through restoring and enhancing affected resources. OSPR maintains a 24 hour communications network utilizing the OSPR Spill Desk during business hours and California Department of Fish and Wildlife (CDFW) dispatch for evenings and weekends. CDFW operates numerous patrol vessels in the Bay Area. CDFW law enforcement officers from OSPR may support waterborne security operations within the framework of USCG activity or provide other law enforcement support.

OSPRA also created harbor safety committees (HSC) for the major harbors of the State of California to plan "for the safe navigation and operation of tankers, barges, and other vessels within each harbor... (by preparing)...a harbor safety plan (HSP), encompassing all vessel traffic within the harbor.”

The HSC holds regular monthly public meetings. Through a series of work groups, the HSC reviews the mandated components of the HSP and other timely issues. All committee and work group meetings are open to the public. The HSP is presented to OSPR for review and approval.

2.2.5. California Energy Commission

The California Energy Commission (CEC) is responsible for the Petroleum Fuels Set-Aside Program, a formal allocation program used to ensure fuel supplies are available to emergency responders during a widespread or prolonged shortage. This formal program is implemented at the direction of the Governor only after proclamation of a state of emergency.

This order gives the Energy Commission the legal authority to provide fuel as necessary to support the response to the disaster. In cooperation with Cal OES, the Energy Commission will direct oil companies to provide fuel to the emergency service providers in the Fuel Set Aside Program that are responding to the disaster, including WETA.

Five large petroleum refineries are located in the San Francisco Bay Area region. They are:

- Chevron Products Company in Richmond
- ConocoPhillips Company in Rodeo
- Shell Oil Company in Martinez
- Tesoro Refining and Marketing Company in Martinez
- Valero Refining Company in Benicia

The functionality of the refineries after a major earthquake will depend on a number of factors including the location, depth and intensity of the quake, the availability of prime power and the ability to ship crude oil into the region. Under the CEC Petroleum Fuels Set-Aside Program, WETA may be able to obtain fuel on a priority basis either through fuel truck deliveries or directly to ferry vessels once terminal fendering and connections are configured, and piping and pumping systems are restored.

2.2.6. California National Guard

The California National Guard (National Guard) is the component of the National Guard of the United States in the State of California and comprises Army and Air National Guard components. The U.S. Constitution charges the National Guard with dual Federal and State missions, making the National Guard the only U.S. military force that is empowered to function on a State basis. National Guard functions range from limited actions during non-disaster situations to full-scale law enforcement when local law authorities cannot maintain civil control. The National Guard may also be called into Federal service by the President or Congress.

The Governor of California may call the National Guard into State service during disasters when the use of the National Guard is deemed appropriate by the Governor. In the response to a disaster, the National Guard supports Cal OES.

The National Guard participates in statewide law enforcement, security, and movement of survivors operations through coordination at the SOC with EF 1 Transportation, EF 13 Law Enforcement, and EF 16

Evacuation. The California National Guard may be able to provide law enforcement, transportation, logistics and other support at the direction of Cal OES.

2.3. Regional

Regional agencies also support emergency transportation planning and emergency operations. These agencies support multi-jurisdiction planning activities and facilitate coordinated regional transportation agency response and recovery operations.

2.3.1. Metropolitan Transportation Commission

MTC is the regional transportation planning and financing agency for the nine-county Bay Area. MTC developed and maintains the Regional Transportation Emergency Management Plan (RTEMP) to coordinate basic passenger transportation services in the event of major emergencies. The RTEMP defines MTC's functions during an emergency as the regional transportation information clearinghouse for collecting, summarizing and disseminating information about transportation assets, services and capabilities; coordination of the transportation agencies involved in the multimodal response; and dissemination of information about the availability of regional transportation services to the media and public. The RTEMP includes a Mutual Aid Agreement among the major transit operators in the San Francisco Bay Area defining the means by which they may provide voluntary mutual assistance to each other. In addition, MTC manages the 511 Traveler Information System, providing information on Bay Area traffic conditions; schedule, route and fare information for public transit services; park-ride facilities; and other information. The 511 Traveler Information System is a tool that can be utilized during an emergency to provide the latest up-to-date information on the transportation network to the general public.

During an emergency, MTC activates the RTEMP and coordinates with Cal OES and Bay Area transit agencies in the following ways:

- Collects situation summaries from the transportation agencies, prepares status reports and damage assessments for the regional transportation system and disseminates this information to Cal OES and all participating agencies
- Establishes the types and levels of services that transit providers in and near the affected areas are capable of and will be providing, and compiles and maintains this information
- Coordinates basic transportation services directly with transit operators and transportation agencies as well as mutual aid requests among transportation agencies, as appropriate
- Coordinates with Cal OES, Caltrans, transit operators, and the JIC/JIS, if necessary, to disseminate information to the public and media regarding the state of regional transportation facilities

2.3.2. Water Emergency Transportation Authority

WETA was created by State of California legislation in 2007, superseding the San Francisco Bay Area Water Transit Authority (WTA) 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). WETA provides passenger ferry transit service under the operating name San Francisco Bay Ferry. WETA is authorized to plan the expansion of, and to operate water transit services on San Francisco Bay within the nine county Bay Area. Current San Francisco Bay Ferry routes include Alameda/Oakland to San Francisco, Harbor Bay to San Francisco, Vallejo to San Francisco, and East Bay to South San Francisco. San Francisco Bay Ferry services carry over 2 million passengers annually on these four routes using a fleet of 12 high-speed passenger ferries. WETA is also planning several expansion ferry services. Near term expansion services are currently being planned for Richmond and Treasure Island. WETA utilizes land from the local jurisdiction and owns and operates the docking facilities in Alameda, Oakland, Vallejo and South San Francisco. WETA has a license to use two gates at the Downtown San Francisco Ferry Terminal and the facility at AT&T Park, which are both owned and operated by the Port of San Francisco.

WETA is an emergency response water transportation coordinating organization and an operator of public transit ferry services, a dual role that is unique among San Francisco Bay Area transit agencies. In an emergency that disrupts normal regional transportation systems, WETA serves both as an authority that coordinates emergency response activities for water transportation services in the Bay Area and also as a transit agency that provides emergency water transportation resources. WETA will coordinate its own resources, resources provided by mutual aid and additional resources that WETA contracts with to fulfill this role. WETA coordinates with Cal OES by participating in the REOC or SOC as part of EF 1 Transportation to assist with providing maritime transit expertise and emergency water transportation service planning and coordination.

WETA currently provides its San Francisco Bay Ferry transit service through contracting with a private ferry operator to administer its daily operation and management, which includes vessel operations and basic maintenance, equipment and facilities management, terminal operations, personnel management, communications, dispatching and notification systems, provision of fueling and lubricants, fare collection and provision of on-board services such as food and beverage services. WETA works very closely with its contracted operator to plan, train and prepare for emergency response activities. While the contracted operator is responsible for its regular tasks as well as to provide ferry transit service in response to an emergency, WETA staff is responsible for conducting the coordination between regional, State, and Federal partners to respond to the emergency, coordinating additional mutual aid or contracted resources, and working with the contracted operator to create a transit plan for the provision of emergency water transportation services in response to the incident or emergency.

2.3.3. Bay Area Conservation and Development Commission

The San Francisco Bay Conservation and Development Commission (BCDC) is a California state planning and regulatory agency with regional authority over the San Francisco Bay, the Bay's shoreline band, and the Suisun Marsh. BCDC was created in 1965 and is the nation's oldest coastal zone agency.

Its mission is to protect and enhance San Francisco Bay and to encourage the Bay's responsible and productive use for this and future generations. State law requires sponsors of projects that propose to fill or extract materials from the Bay to apply for a BCDC permit. In addition to minimizing any fill required for an appropriate project and ensuring that the project is compatible with the conservation of

Bay resources, BCDC is tasked with requiring maximum feasible public access within the Bay's 100-foot shoreline band. Throughout its existence, BCDC has approved projects worth billions of dollars, and the Commission continues to work closely with all applicants – private and public – from a project's initial stages to ensure that they comply with state law.

2.3.4. Golden Gate Bridge, Highway and Transportation District

The Golden Gate Bridge, Highway and Transportation District (GGBHTD) is a Special District of the State of California. GGBHTD operates the Golden Gate Bridge and two public transit systems: Golden Gate Transit buses and Golden Gate Ferry. GGBHTD's Golden Gate Ferry service is provided by seven ferries on three routes between Marin County and San Francisco: Sausalito, Larkspur, and special event service to AT&T Park. Golden Gate Ferry owns the Larkspur Ferry terminal; shares the Sausalito Ferry Terminal with a private operator; leases two gates at the Downtown San Francisco Ferry Terminal from the Port of San Francisco; and has a license to use the dock at AT&T Park, which is also owned by the Port of San Francisco. GGBHTD plans, manages, operates, and coordinates the emergency activities of water transportation and related facilities within its jurisdiction. WETA will coordinate emergency water transportation with GGBHTD during a catastrophic incident. Additionally, WETA and GGBHTD have both signed the San Francisco Bay Area Transit Operators Mutual Aid Agreement which provides the ability to share resources in the event of an incident requiring emergency water transportation.

2.4. Operational Areas and Local Government

Operational Areas are the intermediate level of the State emergency service organization, responsible for emergency response within a county, including all political subdivisions in the county area (e.g., cities, special districts) and unincorporated areas in the county. During a transportation emergency, Operational Areas provide coordination for and prioritization of resource requests made by local governments within their jurisdictions.

In accordance with the California SEMS, local governments include the county, cities, towns, transit agencies, special districts, and authorities within an Operational Area. These entities have a wide range of roles during a disaster.

2.4.1. Operational Areas

Operational Areas conduct the following transportation-related responsibilities in a disaster:

- Transmit requests for emergency and basic transportation resources directly to local mass transportation agencies in the Operational Area. Mass transportation agencies request mutual aid as needed and as available. If local agencies are unable to provide the requested resources, the Operational Area forwards the requests to Cal OES in coordination with MTC. Operational Areas may directly request WETA to provide emergency water transportation resources through mutual aid. As a transit agency, the San Francisco Bay Ferry will respond to a request for transit mutual aid from another transit agency as practicable. As an emergency water transportation authority, WETA will acknowledge an Operational Area request for emergency resources and coordinate any response with Cal OES.
- Communicate directly with Cal OES

- Provide information and updates about the condition of the affected jurisdictions, including reports on status of the disaster, damaged areas and infrastructure, affected populations, and other pertinent information
- Issue evacuation orders (via authority held by the county sheriff's department) for areas within the county, as appropriate for life safety
- Support evacuation orders issued by local governments as applicable, such as by requesting resource requests from mass transportation agencies
- Support activities for life-safety efforts and restoration of critical infrastructure, including the possible activation and operation of pickup points for movement of survivors.
- Provide security and crowd control at ferry terminals that are county operated or support for incidents when the local jurisdiction is not able to provide

2.4.2. Ports

Ports within the Bay Area are operated by city governments. Within the WETA area of operation, these include the Port of Benicia, Port of Oakland, Port of Redwood City, Port of Richmond, Port of San Francisco and Port of South Vallejo. These ports may serve as potential first responder pickup and delivery points during an incident. During recovery, facilities could be constructed at Ports, in cooperation with State, federal and regional partners, to handle DSW and passenger movement. WETA closely coordinates with the Port of Oakland and the Port of San Francisco for daily ferry operations as the Port of Oakland owns the landside terminal area in Oakland, and the Port of San Francisco provides a license for WETA to use the facilities at the Downtown San Francisco Ferry Terminal and AT&T Park. More information on the port facilities is contained in **Appendix D: Potential Emergency Ferry Terminal Sites**.

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3. Emergency Water Transportation Operations

The Plan supports a Concept of Operations that describes processes to support emergency water transportation operations.

Emergency water transportation operations include movement of survivors as well as movement of first responders and DSWs via passenger vessels under conditions such as:

- Movement of survivors leaving their homes or workplaces due to evacuation orders or who have fled an area due to an immediate life safety threat
- Returning people to their area of residence when stranded by the loss of primary transportation systems
- Providing lifeline transportation services to communities to promote recovery operations

Emergency water transportation operations are generally initiated at the request of Cal OES to address response to incidents such as major earthquakes that destroy or disrupt normal transportation systems to the extent that only extraordinary measures may provide for movement of first responders into the incident impact area, movement of survivors and threatened populations and return of displaced people. This is not an all hazards approach. The WETA EOP, **Appendix B** of The Plan, contains guidance for addressing all hazards incidents that affect WETA's role as a passenger ferry transit operator.

3.1. Organization of Regional Emergency Transportation Response Agencies

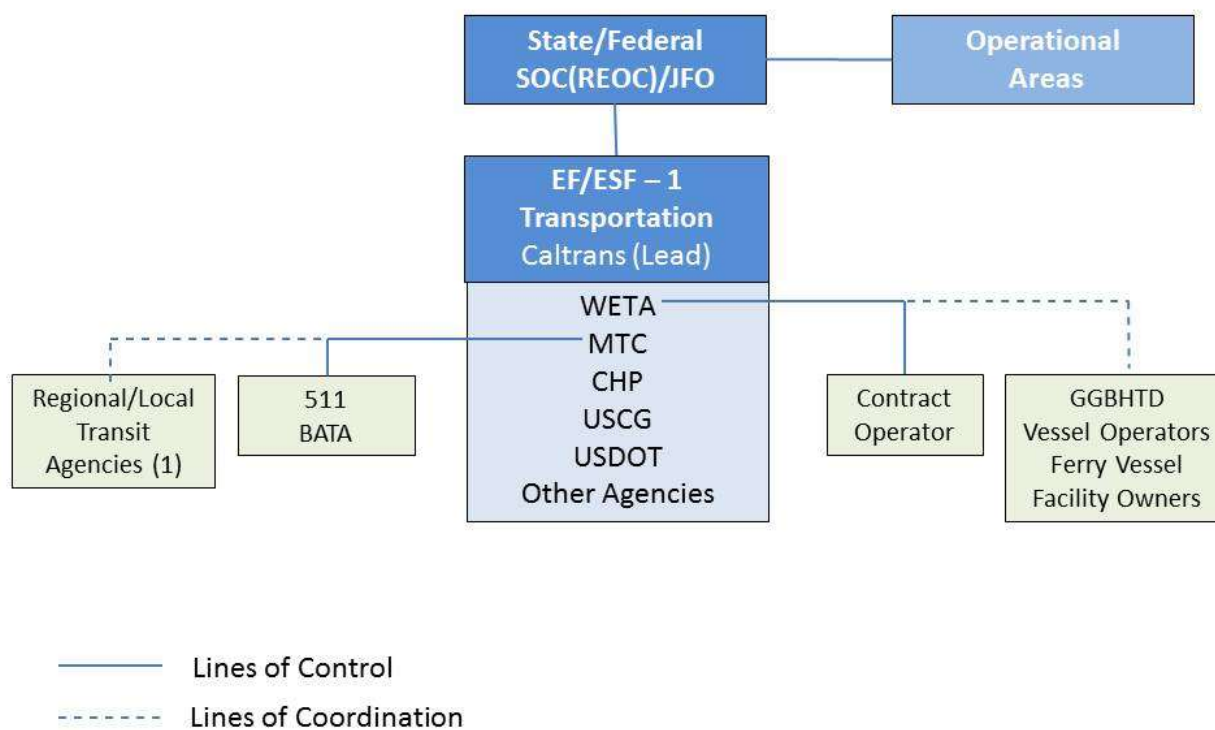
During catastrophic incidents, WETA collaborates with MTC and other agencies to support EF 1 Transportation at the SOC. MTC provides synchronization of Bay Area regional transportation agency situation reporting, resource requests and public information management. WETA provides status reports to both the SOC through EF 1 Transportation as well as directly to MTC. **Figure 4** below depicts the regional transportation agency organizational framework.

Agencies supporting EF 1 Transportation include Caltrans, as lead agency, Cal OES, MTC, WETA, CHP and other partners such as DoD, US DOT and the California National Guard as may be assigned. As EF 1 Transportation, these agencies function along the NIMS model of a Multi-Agency Coordination System. They develop incident situational awareness, determine resource requirements, based upon input from Operational Areas and transportation authorities, adjudicate competing resource priorities, assign available resources and acquire additional resources to fill gaps. They do not manage incident level response in the field. EF 1 will provide the transportation elements of the SOC Action Plan. EF 1 Transportation may reside as part of EF 1/ESF 1 Transportation when a State/federal government Joint Field Office is activated. EF 1/ESF 1 Transportation has a similar function as EF 1 Transportation and integrates State and federal resources, staff and Action Planning processes.

In addition to supporting EF 1 Transportation, WETA manages its own resources through the Contract Operator and coordinates other ferry vessel and ferry facility resources that may provide incident response through mutual aid or contract. During incident response, WETA will participate in EF 1 Transportation by providing a Liaison and through conference calls. WETA will also provide its Situation Reports and Action Plans to EF 1 Transportation for integration into the Regional, State or JFO products.

Dependent upon the specific incident requirements and the availability of passenger vessel resources and operable terminals, agencies supporting EF 1 Transportation will develop a priority route system for movement of survivors and movement of first responders and DSWs. Coordination of a water and land emergency transportation service plan of operations for movement of these populations will require multi-agency coordination with MTC, Caltrans, USCG, surface transportation agencies, organizations operating shelters and jurisdictions requesting transport. This coordination is accomplished through EF 1 Transportation and EF 6 Mass Care at the SOC or EF 1/ESF 1, Transportation and EF 6/ESF 6 Mass Care at a JFO. WETA will manage and operate water transportation routes that provide service between ferry terminals as part of a larger transportation system that connects with care and shelter sites or base camps (which are likely to be distant from ferry terminals).

Figure 4: San Francisco Bay Regional Emergency Transportation Organization Framework



(1) Local transit agencies may report to OAs

3.2. Response Activation

Emergency water transportation operations are managed by the WETA EOC. An EOC Level 3 activation is necessary to support implementing The Plan (EOC Activation Levels are fully described in the WETA EOP, **Appendix B.**) Dispatch of passenger vessels will be directed by the Contract Operator Fleet Dispatch Center based on a service plan of operations that is coordinated with WETA and that meets incident

demands. Once required resources are procured and assigned, and a service plan of operations is in place, The Plan operations may be supported through a lower EOC activation level.

3.3. Operational Priorities and Courses of Action

Operational Priorities are overarching goals that direct WETA managed emergency water transportation operations. They specify what WETA needs to accomplish to achieve a desired end-state during an incident. Operational Priorities support developing Courses of Action (COAs) and lists of specific activities. Operational Priorities are developed as part of the preparedness process. They may not all apply to any specific incident. COAs address the solutions necessary to reach operational end-states.

Consistent with other regional catastrophic incident guidance, the timeframes for emergency water transportation operations are phased upon a triggering event. The COAs are constructed to support operations within the phases of disaster response and recovery.

Operational Priorities:

- Support the safety and wellbeing of WETA staff, Contract Operator crews and passengers
- Preservation of WETA assets/preservation of the environment
- Provide for the security and safe operations of WETA owned/controlled property and assets
- Develop situational awareness and determine emergency water transportation operations resource requirements and the status of current operational capabilities
- Participate in the integrated State/Federal organization that directs and coordinates emergency transportation operations for movement of survivors and movement of first responders and DSWs by integrating local, State, and Federal resources and operations
- Based upon requirements provided by Cal OES, develop the waterborne component of a service plan of operations to support movement of survivors, and movement of first responders and DSWs into the affected area
- Coordinate deployment of appropriate and available resources to move first responders, DSWs, and survivors
- Coordinate management of the water emergency transportation operations system and resources with other supporting agencies to conduct movement of survivors and movement of first responders and DSWs
- Coordinate with MTC and providers of surface mass transportation resources to support ground transit to ferry terminals if required and follow-on movement of survivors to the determined areas for shelters or back to their area of residence
- Identify appropriate message systems and media to support the Joint Information Center (JIC)/ Joint Information System (JIS) that provides guidance to the public
- Support coordinated restoration of basic transportation services

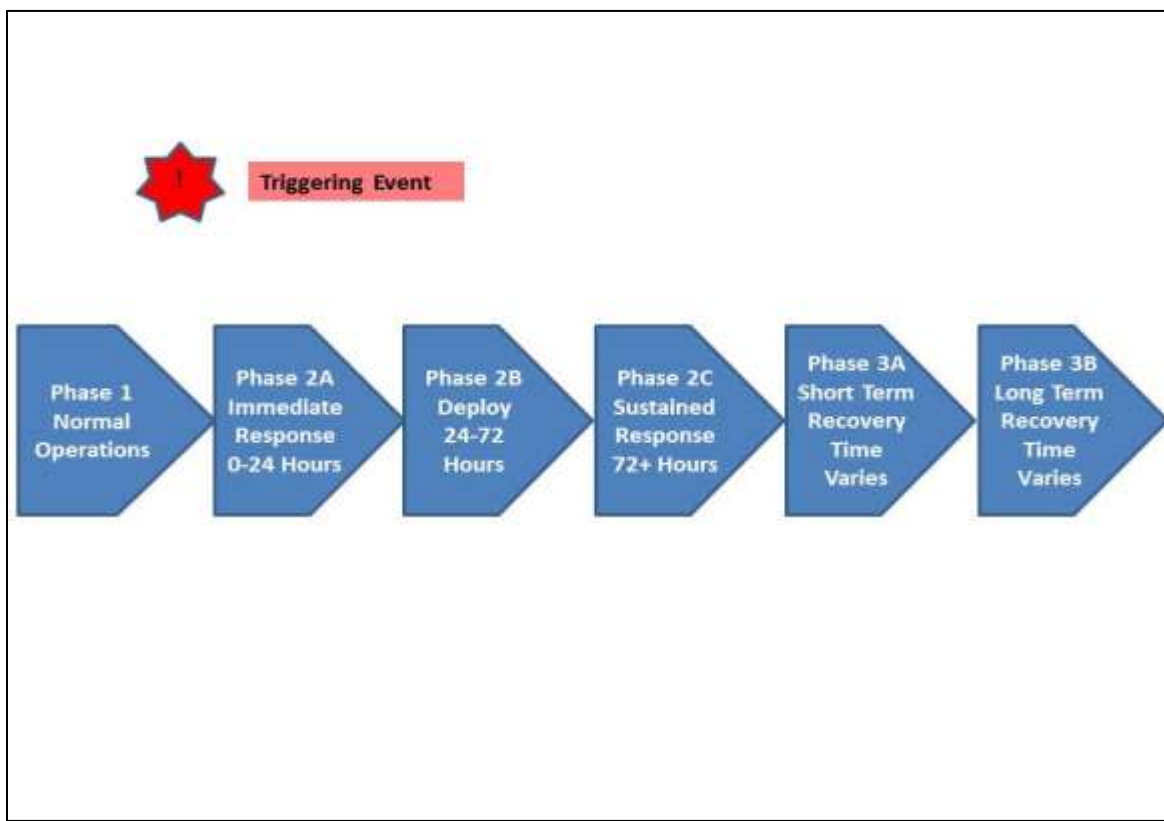
Courses of Action:

The water emergency transportation COAs are provided in the subsections below. Phase 1 which includes planning, training, and exercises that prepare organizations for response is not included. The Plan provides guidance for all response phases and the short-term recovery phase. Long-term recovery phases are beyond its scope, as they require permanent restoration of infrastructure or capital improvements.

Disaster Response and Recovery Phases:

Phases organize and help to define response and recovery operations. During Phase 1, prior to an incident, activities are focused on preparedness. During Phase 2 when an incident disrupts normal regional transportation systems, WETA will coordinate emergency water transportation operations to support movement of survivors and movement of first responders and DSWs into incident response areas of operation, as directed or prioritized by Cal OES. During Phase 3, increased emphasis is placed on recovery actions. **Figure 5** depicts the phases of disaster response and recovery.

Figure 5: Phases of Disaster Response and Recovery



Phase 2a (Immediate Response) (0–24 hours)

WETA and other regional and local EOCs activate. The State issues a Governor’s State of Emergency Proclamation and activates the SOC. FEMA activates their National and Regional Incident Management Assistance Teams (IMATs) to assess the situation and support the coordinated emergency transportation strategy. FEMA and the State establish a Unified Coordination Group and staff a JFO.

End State: WETA staff activates the EOC and establishes operational coordination. The EOC commences situational assessment activities to support key decision-making.

- ☐ 2A-1. Determine the safety and wellbeing of WETA staff, Contract Operator crews and passengers. Take actions to return passengers onboard to safe locations.
- ☐ 2A-2. Take protective measures to provide for the security and safe operation of WETA controlled property and assets
- ☐ 2A-3. Activate and staff the WETA EOC
- ☐ 2A-4. Establish communications between WETA EOC, and Contract Operator Fleet Dispatch, the Cal OES SOC, USCG Sector San Francisco and MTC
- ☐ 2A-5. Assess and report the readiness status of crews, vessels and maintenance facilities
- ☐ 2A-6. Assess and report the status of WETA owned ferry terminals, as well as those owned by other public entities. Preliminary assessments may be performed by vessel crews while awaiting inspections by engineer firms via landside access.
- ☐ 2A-7. Comply with MARSEC conditions in place
- ☐ 2A-8. Monitor the navigability of waterways for ferry routes
- ☐ 2A-9. Report the availability of vessels and crews to the SOC and MTC
- ☐ 2A-10. Operate existing routes until other priorities are required or established
- ☐ 2A-11. Conduct immediate life-safety operations to support threatened populations as feasible based on safety considerations
- ☐ 2A-12. Determine fuel needs and work with the SOC to secure sources for additional fuel

Phase 2b (Deployment) (24–72 hours)

WETA determines the status of local water emergency transportation operations resources including vessels, crews and terminals, and assesses the need for additional resources based on information provided by the SOC. WETA begins coordination of water emergency transportation operations based on direction of the SOC using available resources.

End State: The WETA EOC manages coordination of the waterborne component of a service plan of operations to support movement of survivors and movement of first responders and DSWs.

- ☐ 2B-1. Operate, or coordinate operation of, available vessels on feasible routes to provide movement of survivors as well as movement of first responders and DSWs to conduct response operations. To the extent possible, use separate pickup and drop off points for survivors and, first responders and DSWs

- ☐ 2B-2. Determine the need for additional vessels, crews and terminals to support movement of survivors and movement of first responders and DSWs consistent with direction from the SOC
- ☐ 2B-3. Contract and/or use mutual aid to acquire and provide additional vessels and crews available in the region
- ☐ 2B-4. Determine potential locations and feasibility of operating additional ferry terminals as directed by the SOC
- ☐ 2B-5. Support JIC/JIS operations to provide information on ferry routes and schedules
- ☐ 2B-6. Coordinate with MTC and the SOC (EF-1, Transportation) to develop plans to support restoration of the regional transportation system

Phase 2c (Sustained Response) (72+ hours)

WETA dispatches available additional vessels and crews to sustain the waterborne component of a service plan of operations to support movement of survivors, and movement of first responders and DSWs. WETA acquires additional resources, if available, to support reconstitutions of regional transportation networks.

End State: Acting in support of a broader emergency transportation plan developed by Cal OES, WETA plans, manages, operates, and coordinates the activities of public transportation ferries and related facilities to move survivors, responders and disaster workers within the Bay Area.

- ☐ 2C-1. Continue to coordinate operation of available vessels on feasible routes to provide movement of survivors as well as provide movement of first responders and DSWs. To the extent possible, use separate pickup and drop off points for survivors and, first responders and DSWs
- ☐ 2C-2. Coordinate opening and operating additional feasible ferry routes as advised by EF 1 Transportation in response to Cal OES direction
- ☐ 2C-3. Continue to support JIC/JIS operations to provide information on ferry routes and schedules
- ☐ 2C-4. Continue to contract and/or use mutual aid to acquire and provide additional vessels and crews available in the region and determine the feasibility of contracting additional vessels and crews from out of the region (out of region ferry vessel resources are limited in their availability and compatibility with terminals in the Bay Area)

Phase 3a (Short-term Recovery)

WETA continues to support movement of first responders and DSWs for recovery activities, if required by the SOC. WETA implements and manages operations to reconstitute regional transportation networks.

End State: Passenger vessel operations provide continuing support for DSWs to conduct recovery operations and deliver increased mobility to populations to conduct normal transportation activities including commerce.

- ☐ 3A-1. Continue to operate available vessels on feasible routes to provide movement of first responders and DSWs
- ☐ 3A-2. Provide ferry service to increase mobility to populations for normal transportation activities including commerce
- ☐ 3A-3. Continue to support JIC/JIS operations to provide information on ferry routes and schedules
- ☐ 3A-4. Continue to contract and deploy available and additional vessels and crews from in and out of the region

3.4. WETA's Resource Requirements for Providing Emergency Water Transportation Operations

Effective movement of survivors and movement of first responders and DSWs involve support and coordination from local jurisdiction agencies, Operational Area, Cal OES or the Federal government. Likely support requirements are:

- Credentialing and access assistance from law enforcement agencies to expedite vessel crew movement through checkpoints or roadblocks impeding access to ferry terminals. This will include City and County of San Francisco Police Department, Cities of Alameda, Oakland and Vallejo Police Departments, Counties of Alameda, San Mateo and Solano Sheriff's Departments, CHP and other law enforcement agencies.
- Early assistance from Cal OES and/or FEMA or DOT (MARAD) for obtaining Number 2 diesel fuel to sustain emergency water transportation operations. WETA typically has enough fuel to operate for three days when providing normal transit service.
- Emergency funding from the State or Federal government in order for WETA to pay for additional contracted resources required to provide emergency water transportation operations, or for the provision of emergency water transportation operations using WETA's own assets lasting for longer than two weeks.
- Security, crowd control, and survivor support services from local law enforcement and mass care support agencies at terminals. Safe passenger emergency water transportation operations entail that an appropriate level of security and crowd control be in place to prevent injuries or damage to facilities.
- Supporting transit connectivity for follow-on movement of survivors to shelters provided by regional transit agencies or contracted through Cal OES/FEMA
- Assistance from State and regional partners such as Cal OES, Caltrans, the State Lands Commission and Ports for obtaining access to land to establish additional/temporary ferry terminals
- Prioritization from Cal OES for obtaining resources and services required for constructing new additional/temporary ferry terminals (or retrofitting existing) to meet emergency water transportation operations needs
- Assistance from all levels of government to expedite construction or expansion of ferry terminals

3.5. Emergency Activation Triggers

Implementation of The Plan and initiation of emergency water transportation operations will normally occur as a result of direction from Cal OES. This will likely follow a Governor's State of Emergency Proclamation after an incident that destroys or severely disrupts normal transportation systems. Upon implementation, WETA will activate the EOC, initiate water emergency transportation operations and inform Cal OES of the status. During emergency water transportation operations, WETA will provide situation status reports to Cal OES and MTC on a routine basis. MTC collects information from all Bay Area transportation agencies to form a common operating picture of the regional transportation system and sends it to Cal OES. **Section 4.2** contains additional information on information coordination and exchange.

Requests for mutual aid that are made under the MTC RTEMP when a State of Emergency Proclamation is not declared will not normally result in implementation of the WETA Plan unless the demand for resources clearly overwhelms those available. Under these circumstances an Operational Area may request a Governor's State of Emergency Proclamation and direction to initiate water emergency transportation operations.

Additionally, the WETA Executive Director or designee may activate The Plan at their discretion to address a local incident requiring emergency water transportation operations. Local movement of survivors could result from hazards such as toxic releases, terrorist actions or civil unrest. The Executive Director or designee will inform Cal OES that The Plan has been activated. The Executive Director or designee will also inform the WETA Board of Directors of activation.

Not all incidents that may require activation of the WETA EOC will result in implementing The Plan. Likely incidents that will require implementation of The Plan are:

- Major earthquake on a fault underlying the San Francisco Bay region
- Mass conflagration in an urban area abutting San Francisco Bay such as in the Cities of San Francisco and Oakland
- Terrorist event that requires mass movement of survivors due to disruption or closure of surface transportation systems

3.6. Information Management

The operational objectives established by the WETA EOC Director, in consultation with Cal OES, MTC and other EF 1 Transportation participants will determine what information is critical for supporting operations. During the chaos that follows an incident that requires emergency water transportation operations, predetermined processes for collecting, analyzing and exchanging information will increase the effectiveness of the EOC. For example, information necessary during immediate response efforts may include vessel status, damage to ferry terminals, communications capabilities, potential hazards, and status and location of key staff. Knowing where to find this information and the timeframes for collecting it is vital to achieving accurate situational awareness.

3.6.1. Information Collection and Analysis

A formal information collection methodology should be shared by all levels of response to support the SOC and the WETA EOC in formulating COAs based on well-informed situational awareness. The WETA Information Collection Plan Template is designed for this purpose and provided in the EOP. The template supports compiling analysis of the following:

- Damage assessments
- Resource requirements
- Resource availability
- Resource gaps

3.6.2. Situational Awareness

Situational Awareness is a human experience defined as knowing and understanding what is happening around you, predicting how it will change with time and being unified with the dynamics of your environment. Having the ability to understand the severity of incident circumstances in advance of, or during, an emergency can mean the difference between life and death. While the ability to develop situational awareness may be somewhat intuitive, standard approaches and tools are beneficial and should be used.

Situational Awareness derives from the process of turning information into intelligence. This requires collecting accurate information and using a systematic approach to compile the information into formats that can be shared within the EOC and among internal and external stakeholders. Tools and reports that the WETA EOC has available to develop situational awareness include:

- Other EOC Situation Status (SITSTAT) Reports
- Compiled inputs from the incident information collection plan
- Compiled media monitoring reports
- Social media

The Planning Section is responsible for producing reports and displays that depict the extent and details of an incident. Products that may be provided are:

- Incident Briefing – Incident Command System (ICS) Form 201 or Incident Situation Summary - ICS Form 209
- Paper maps
- Video Teleconference briefings
- EOC Action Plans

3.6.3. Status Reports

The WETA EOC supports information dissemination during an incident requiring its activation. The EOC collects information from all sources available, creates products that synthesize information inputs and transmits incident status reports and updates to MTC, Cal OES, other stakeholders, and the general public via the following methods:

- Voice reports
- SITSTAT Reports
- EOC Action Plans
- Press releases
- Web site / Social media content
- Signboards at terminals

Numerous communication systems are available for delivering the information products listed above. Descriptions of WETA communications capabilities are contained in **Section 4**.

3.7. Emergency Water Transportation Planning

During a catastrophic incident that disrupts normal transportation systems, WETA will coordinate emergency water transportation operations to support movement of survivors and movement of first responders and DSWs into incident response areas of operation, as directed or prioritized by Cal OES.

3.7.1. Response Priorities and Action Planning

WETA will follow the operational priorities below to develop the WETA EOC Incident Action Plan (Incident Action Planning is addressed in detail in the WETA EOP) for responding to an incident requiring emergency water transportation operations.

- Protect lives by conducting life-safety operations such as movement of survivors and movement of first responders and DSWs
- Provide emergency water transportation operations for movement of stranded people to locations where they can obtain follow on transportation
- Restore regional transportation capacity

3.7.2. Priority Transportation Routes

WETA will conduct emergency water transportation operations on a route basis with a schedule of service for each route. The routes will fit into an overall service plan of operations. The water transportation component of the service plan of operations will use existing routes to the extent that they support movement of survivors and movement of first responders and DSWs. Additional feasible routes will be developed to support direction from the SOC for emergency water transportation operations based upon the needs of the specific incident. **Appendix D** provides details on Bay Area existing ferry terminals, other terminals and landings that may support ferry operations and passenger vessel compatibility to support potential additional ferry routes if configured to accommodate WETA vessel docking needs. In developing priority routes, WETA will work within the framework of EF 1 Transportation at the SOC. The priorities to consider for route selection for emergency water

transportation operations are movement of survivors, movement of first responders and DSWs into the incident areas and return of displaced people to areas where they can obtain follow on transportation.

3.7.3. Movement of Survivors and Movement of First Responders and DSWs

After a major earthquake, large numbers of people will be displaced from their homes and unable to easily return due to damaged transportation systems. In addition, a large segment of the population may be isolated in heavily damaged areas (particularly the dense population centers on the margins of the San Francisco Bay) that do not contain sufficient resources to sustain life-safety requirements. The *San Francisco Bay Area Catastrophic Earthquake Mass Transportation/Evacuation Plan* contains a detailed analysis of populations that may require movement of survivors in the event of a large magnitude earthquake. Movement of first responders and DSWs into incident areas to provide life safety services is likely to require shuttle service as many of these individuals will stage out of base camps away from incident locations. Transporting first responders and DSWs will be directed by the SOC based upon requests from Operational Areas.

Dependent upon the specific incident requirements and the availability of passenger vessel resources and operable terminals, agencies supporting EF 1 Transportation will develop a priority route system for movement of survivors and movement of first responders and DSWs. Coordination of a water and land emergency transportation service plan of operations for movement of these populations will require multi-agency coordination with MTC, Caltrans, USCG, surface transportation agencies, organizations operating shelters and jurisdictions requesting transport. This coordination is accomplished through EF 1 Transportation and EF 6 Mass Care at the SOC. Information on potential shelter sites and sheltering operations is contained in the *San Francisco Bay Area Catastrophic Earthquake Mass Care and Shelter Plan*.

In order to facilitate first responders and DSW travel to their work sites, planning should consider using separate pickup and drop off points for survivors than those used for first responders and DSWs, where available ferry terminal space and locations permit.

3.7.4. Transition to Recovery

Recovery operations begin as part of the initial response. As soon as possible after an emergency, WETA will conduct operations to restore basic water transportation services. As the demands to move first responders, DSWs and at risk or displaced populations are met, WETA will strive to restore normal, pre-emergency ferry services. **Section 3.1** contains a list of Operational Objectives for short-term recovery operations. **Appendix C** provides a response timeline for short-term recovery operations.

After a major earthquake, enhanced ferry service may be required for weeks or months due to damage to surface transportation systems, Bay Area bridges, and the possibility that the Bay Area Rapid Transit (BART) system may require extensive repairs to return to pre-incident functionality. WETA will coordinate through MTC with other transportation agencies and regional jurisdictions to provide enhanced ferry service within the capacity of ferry vessels and terminals. Long term recovery operations to increase the carrying capacity of ferry operations such as developing permanent additional terminals and/or permanently acquiring additional vessels and crews are beyond the scope of this Plan.

3.7.5. Support to Populations with Disabilities and Other Access and Functional Needs

The Cal OES Office for Access and Functional Needs was created to identify the needs of people with disabilities before, during, and after a disaster and to integrate disability needs and resources into all aspects of emergency management systems. During an emergency, this office assists the SOC in helping to meet the needs of access and functional needs populations.

For movement of survivors operations, the goal is to reach the right people, at the right time, at the right place with the right messages that can be understood and used. Messaging should not be limited to aural announcements via public address systems or vehicles. Communication tactics include visual methods of communication, such as door to door, with signs in multiple languages.

Messaging to support populations with disabilities and other access and functional needs is an integral component of the overall public alerting and information effort. Specific approaches may be necessary when developing and disseminating messages to ensure access and functional needs populations can receive, understand, and take appropriate action in response to the alerts and information. The SOC JIC/JIS coordinates message development and delivery with Operational Areas and the community-based organizations that have specific knowledge of, and connections to, local access and functional needs populations.

To the extent possible, the following strategies may be used to address the requirements of populations with disabilities and other access and functional needs in public messaging for movement of survivors:

- All public communications include any information specifically for populations with disabilities and access and functional needs
- Messages are at or below a third-grade reading level
- Messages are developed and disseminated in multiple languages in addition to English. This may be accomplished by direct translation or through outreach to media that operate in those languages
- Messages are delivered in a completely aural manner and, when possible, in Braille. Messages are also delivered in a completely visual manner, which may require multiple communications channels.
- Press conferences include American Sign Language interpreters who are visible at all times. The Disaster Response Interpreter program is a statewide effort through Cal OES to provide American Sign Language interpreters quickly and efficiently during a disaster. If needed, interpreters can be requested and assigned through standard SEMS channels.
- Any information posted on web sites is readable through standard text readers. PDF-format files, which are generally not as readable as HTML or Rich Text Formats, are not used. Maps and other visuals presented online include full text descriptions of all information. Additional information on supporting movement of survivors operations involving populations with disabilities and other access and functional needs can be found at the International Association of Emergency Managers/National Emergency Management Association guidance [Disability Access and Functional Needs Emergency Planning Guidance](#)

3.7.6. Support to Populations with Service and Companion Animals

WETA will endeavor to accommodate the transportation of service and companion animals during an emergency. For purposes of this plan, the following definitions apply:

- Service Animal: Any rescue dog, guide dog, signal dog, or other animal individually trained to provide assistance to emergency response operations or to an individual with a disability
- Companion Animal: Domesticated animal, such as a dog, cat, bird, rabbit, rodent, or turtle. Companion animals do not include reptiles (except turtles), amphibians, fish, insects/arachnids or livestock (including horses).

The following procedures for transporting animals under emergency conditions apply:

- Service animals will be accommodated under all conditions
- Companion animals must arrive in an appropriate pet carrier, crate, or airline kennel, and must stay confined throughout their entire time in transit
- 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 six feet. Non-service dogs must be kept away from doors and the weather deck, as conditions permit.
- The vessel 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 prohibit them if they present a potential danger to other passengers.

3.8. Resource Management

During incident response, WETA EOC staff will identify unmet needs such as additional vessels and crews, fuel and staff to augment EOC operations that require resources or capabilities from external sources. Resources may be supplied by vendors and contractors through emergency contracting, through mutual aid or through direct support from State and Federal authorities. The Operations Section Chief in the EOC will identify required resources. The Logistics Section Chief will develop strategies to obtain those resources that are beyond WETA's ability to provide. The WETA EOP provides additional detail on resource ordering and management.

3.8.1. Web Based Resource Management

WETA intends to implement VEOCI, a web-based, virtual EOC, information and resource management system that will allow staff to access an online workspace for emergency management activities in the EOC, and if they are unable to report to WETA's EOC or if they are in the field. This system provides functionality for staff in multiple locations to collaborate, generate and share real-time information and situational awareness and also provides a structure for resource tracking and situational analysis.

VEOCI will be used for:

- Staff notification
- Internal and external communications

- Managing tasks
- Managing resources
- Document storage
- Compiling information for reports/situational awareness
- Reimbursement documentation

This system will be compatible with the State of California's web based resource management system, CalEOC.

3.8.2. Mutual Aid Systems

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

San Francisco Bay Area Transit Operators Mutual Aid Agreement (Transit Mutual Aid) - All of the major transportation agencies in the WETA area of service have signed the Transit Mutual Aid Agreement indicating their desire to share available resources during emergencies. Detailed information on the Transit Mutual Aid can be found at: http://www.mtc.ca.gov/planning/emergency/FINAL_RTEMP_May_2008.pdf

Resources for ferry vessels and crews to support mutual aid in the Bay Area are limited. Golden Gate Ferry (GGBHTD) operates the only other public Bay Area ferry system, but compatibility of vessels and terminals constrain interoperability.

Emergency Management Mutual Aid (EMMA) - The State, through the SEP and the California Disaster and Civil Defense Master Mutual Aid Agreement, provides processes for requesting and receiving mutual aid, including emergency management staff, from other jurisdictions and special districts within the State. The purpose of EMMA is to provide emergency management personnel and technical specialists to support the disaster operations of affected jurisdictions during an emergency. WETA requirements for EMMA provided resources will most likely be to augment EOC staff to support multi-operational period incidents.

The EMMA system is composed of emergency management personnel and other disciplines from local and State government. The process for the allocation of resources is as follows:

1. WETA will forward requests for EMMA assistance (resources) to the SOC through EF 1 Transportation.
2. The Cal OES SOC will facilitate the provision of mutual aid based on response priorities and available resources.
3. If sufficient resources are not available through EMMA, the SOC will use other processes to obtain the required resources.

Emergency Management Assistance Compact (EMAC) – EMAC is the first national disaster-relief compact since the Civil Defense and Disaster Compact of 1950 to be ratified by Congress. Since ratification and signing into law in 1996 (Public Law 104-321), 50 states, the District of Columbia, Puerto Rico, Guam, and the U.S. Virgin Islands have enacted legislation to become EMAC members.

EMAC offers assistance during a Governor-declared Proclamation of Emergency through a responsive, straightforward system that allows states to send personnel, equipment, and commodities to help disaster relief efforts in other states. When local resources are exhausted and resource requests reach Cal OES, the SOC sources the needed resource through intrastate mutual aid, Federal, private sector, volunteer, or EMAC. The Governor must declare a Proclamation of Emergency, authorizing funds to be expended for response and recovery, and activating EMAC. WETA requirements for EMAC provided resources will most likely be to augment EOC staff to support multi-operational period incidents.

Details on EMAC are available at: <http://www.emacweb.org/>

3.8.3. Defense Support to Civil Authorities

Defense Support of Civil Authorities (DSCA) is codified in DoD Directive 2000.13. This directive defines DSCA as: "Support provided by U.S. Federal military forces, National Guard, DoD civilians, DoD contract personnel, and DoD component assets, in response to requests for assistance from civil authorities for ... domestic emergencies, ...and other domestic activities. Support provided by National Guard forces performing duty is considered DSCA, but is conducted as a State-directed action also known as civil support."

Requesting the military to respond to a disaster, manmade or natural through DSCA, is done through a formal process established between FEMA and DoD. For DoD to provide capabilities to support emergency water transportation operations, WETA would make a request to the SOC to provide additional capacity to meet operational requirements. If no other local or State sources are available such as vendors, mutual aid or the National Guard for supporting the resource requirements, the State would make a formal request to FEMA who would forward a DSCA mission assignment to DoD.

When Federal forces deploy in support of DSCA, they come under the operational control of U.S. Northern Command (USNORTHCOM). USNORTHCOM only controls Federal forces deployed into the impact area in response to the incident. National Guard forces deployed under the authority of the Governor remain under control of the Governor.

Military assets conducting support stay under the control of the military chain of command. Assistance is coordinated with the jurisdictions and agencies in the incident area to ensure that military support is being properly utilized as per the approved request. If there is a need to change the original mission assignment, the request process starts over again. Determining when the military is done conducting the requested support is done collaboratively between DoD officials, local government and Federal agencies. DoD capabilities that WETA may request include control of shipping and fuel.

3.8.4. Fuel

A major earthquake is likely to damage marine terminals, oil refineries, fuel transmission lines, and fuel dispensaries. This will limit availability of fuel to support immediate and follow-on response operations including the movement of first responders and survivors.

The California Petroleum Fuels Set-Aside Program is a formal allocation program used to ensure fuel supplies are available to emergency responders during a widespread or prolonged shortage. This formal program is implemented at the direction of the Governor only after proclamation of a state of emergency. In addition, the Governor must officially sign and announce Emergency Order No. 6 which empowers the California Energy Commission (CEC) to "hold control of petroleum stocks" as needed to ensure the health, safety, and welfare of the public. This order gives the Energy Commission the legal authority to provide fuel as necessary to support the response to the disaster.

WETA intends to use fuel supply on hand and to immediately request fuel from the SOC.

According to the *Bay Area Earthquake Plan*, FEMA plans to activate their fuel contract immediately upon such a catastrophic event. Depending on the priority system for fuel set up by the SOC, WETA may have access to diesel from Maritime Administration vessels if they are not deployed elsewhere during the incident.

In November 2015 WETA and the Maritime Administration (MARAD) participated in a dry, over the water fueling exercise to check compatibility of fueling hoses between the MARAD and WETA fleets and fendering requirements for WETA vessels. The exercise successfully demonstrated the capability to transfer fuel from the MARAD roll on roll-off ship to a WETA ferry for refueling during an emergency event.

Additional information on fuel, including usage rates, storage at maintenance facilities and emergency fuel provisions is discussed in detail in **Appendix J** of the EOP

3.8.5. Resources Required for the Construction of Temporary Ferry Terminals

As mentioned earlier, WETA will need assistance from state and regional partners such as Cal OES, Caltrans, the State Lands Commission and Ports for obtaining access to land to establish additional/temporary ferry terminals. After an emergency, construction resources will be in great demand. WETA will need Cal OES to prioritize the resources and services discussed below which will be required for constructing new additional/temporary ferry terminals (or retrofitting existing) to meet emergency water transportation operations needs as well as assistance from all levels of government to expedite construction or expansion of ferry terminals.

WETA has one regional spare passenger float and gangway that can be deployed to establish a temporary ferry terminal; the location would require sufficient water depth and connecting landside access. Marine construction services including tug boats and crane rigs would be required to transport and assemble the terminal. Additional terminals would require sourcing equipment including floats/barges, gangways, ramps, guide and fender pilings. Marine construction resources would also be required for preparing and installing the equipment. Timelines to provide temporary ferry terminals

would depend on availability of construction firms and the required floats and ramps. Once a marine construction firm is mobilized the WETA regional spare float could be operational in 24 hours, however, other terminals could take up to a week to outfit and install. **Appendix I** in the EOP covers temporary ferry terminal construction in greater detail.

3.9. Emergency Funding and Reimbursement

WETA normally operates as a transportation agency with funding for operations derived from fares, bridge tolls, transportation sales taxes, local transportation funding and State Transit Assistance. WETA does not currently receive any funding for emergency response activities or the provision of emergency water transportation operations. WETA will need early assistance from the State or Federal government, or another mechanism, to contract additional crews and vessels, and meet other increased operational expenses after a disaster in order to support emergency water transportation operations. Below are emergency funding programs that may support rapid reimbursement to WETA to support emergency water transportation operations.

3.9.1. The DOT Emergency Relief Programs

Federal Transportation Administration (FTA) Emergency Relief (ER) funding is available to entities that receive Federal transit funding directly from FTA, whether as a State, a designated recipient of 5307 Program funding, or as a direct recipient of program funds. Eligible recipients are typically States, local government authorities and public transit systems. Eligible recipients may apply for FTA ER Program funds on behalf of themselves and any sub-recipients.

In the event of an emergency or major disaster affecting public transportation systems, FTA will consult with the affected transit systems to determine the scope and extent of damage or the existence of other eligible costs. If a presidential or State declaration of an emergency or major disaster is in effect, the affected transit systems may be eligible for reimbursement of eligible ER costs through FTA's ER Program.

In some cases, transit services may be eligible for reimbursement under the Federal Highway Administration (FHWA) ER Program, a special program from the Highway Trust Fund (HTF) for the repair and reconstruction of federal-aid highways and roads and trails on federal lands, which have suffered serious damage as a result of a natural disaster or catastrophic failures from an external cause. For example, if a road or bridge has been damaged or destroyed by a disaster, and a temporary structure or alternate route is not practical as a temporary connection, additional detoured or temporary ferry or other transit services may be eligible for reimbursement under FHWA's ER Program. The program can also fund the operating costs of movement of survivors, rescue operations, temporary public transportation service, or reestablishing, expanding, or relocating service before, during or after an emergency. Maintenance and operation of additional ferryboats or transit is eligible as a temporary substitute service.

23 U.S.C. 125 currently authorizes \$100 million annually for the FHWA Expedited Emergency Relief Quick Release Allocation Process. Congress has periodically provided additional funds for the ER program through supplemental appropriations. ER program funds can be made available to a State DOT within

days of a disaster. There is no requirement for a Stafford Act Declaration to initiate funding. For more information on the ER program see <http://www.fhwa.dot.gov/programadmin/erelief.cfm>.

3.9.2. FEMA Public Assistance Program:

Through the Public Assistance Program, FEMA provides supplemental Federal disaster grant assistance for debris removal, emergency protective measures, and the repair, replacement, or restoration of disaster-damaged, publicly owned facilities and the facilities of certain Private Non-Profit (PNP) organizations. The objective of the Public Assistance Program is to provide supplemental assistance to states, local governments, and selected nonprofit organizations for the alleviation of suffering and hardship resulting from major disasters or emergencies declared by the President.

Under the Stafford Act as amended in 2013, the President is authorized to provide temporary public transportation service in an area affected by a major disaster to meet emergency needs and to provide transportation to governmental offices, supply centers, stores, post offices, schools, major employment centers, and such other places as may be necessary in order to enable the community to resume its normal pattern of life as soon as possible. Details concerning application for and eligibility under the Public Assistance Program are contained in the FEMA Public Assistance Applicant Handbook FEMA P-323 / March 2010, http://www.fema.gov/pdf/government/grant/pa/fema323_app_handbk.pdf

4. Communications

Communications before, during and following an incident are bi-directional. Staff, passengers, the media and officials from other agencies will ask questions and request information. WETA will be expected to answer questions and provide information regarding damage assessments, resources required, staff reporting instructions and its ability to conduct emergency water transportation operations. Requests from the Operational Area for resources must be provided to the SOC, and direction from the SOC relayed to WETA. Staff requires direction on whether to report to work, shelter in place, or evacuate. First responder organizations need to know the ability of WETA to support their operations. This flow of information is managed through the EOC with support from other staff.

4.1. Emergency Communications Systems

During an incident resulting in loss of power, landline and cellular telephone, and email communications may not be available. WETA uses the following communications systems for emergency operations:

- Satellite phones – WETA’s EOC, Maintenance facilities, certain WETA staff and select contracted operator management have satellite phones. WETA’s EOC also has an MTC provided satellite phone for regional transportation agency and Operational Area conference calls. It is likely that satellite phone networks may become overloaded if landline and cellular telephone service is not available.
- VHF radios – provide vessel-to-vessel communications and vessel to land communications. Each WETA vessel and the contracted operator dispatch center have VHF radios. All passenger vessels, USCG Sector SF, and the Marine Exchange monitor VHF radio channels.
- P25 Trunked multi-band radio – provide interoperable radio communications with emergency management agencies, local law enforcement, and first responders. These radios also have VHF channels for communication to vessels.
- Ambassadors and signs at terminals - During events or emergencies WETA uses guest representatives to provide information at ferry terminals on the status of routes and schedules.

4.2. Regional Information Exchange and Coordination

During an incident requiring emergency water transportation operations, WETA will communicate directly with the USCG, the GGBHTD, passenger vessel operators, ports, and the Marine Exchange to establish the nature of the emergency and the status of area vessels, terminal facilities, and other maritime assets that may be deployed in response to the emergency.

During emergency water transportation operations, WETA will:

- Collect information on the status of passenger vessels, crews, terminal facilities, and other resources required to support emergency water transportation operations. The Information Collection Template provided in the EOP supports applying a standardized approach to acquiring information required for developing situational awareness of the incident.
- Notify staff of EOC activation and the requirement to report to the EOC

- Contact Bay Area passenger vessel operators to determine the availability of additional vessels and crews
- Report information to the SOC and MTC regarding EOC activation, available vessels and crews, terminal locations, schedules, and capacities
- Participate in the MTC-coordinated JIC to provide information to responding agencies and the public on terminal locations, schedules, and capacities
- Use WETA controlled media listed in **Section 4.3** to provide information to the public on passenger vessel operations

During an emergency, MTC serves as the regional transportation information clearinghouse by providing information to participating agencies and summarizing the status of transportation system functionality for public information purposes. MTC also prepares status reports and damage assessments for the regional transportation system and provides them to the SOC. WETA participates in the MTC coordinated communications process by providing Situation Status Reports and supporting the regional transportation JIC/JIS.

4.3. Public Communications Systems

WETA can communicate public information announcements regarding service changes, status of emergency operations using the following capabilities:

- Public media outlets through the MTC JIC and the National Emergency Alert System: This includes broadcast television and radio, and newspapers.
- 511 through MTC: The 511 Traveler Information System, a free phone and social media platform that provides current information to the public on Bay Area traffic conditions, incidents, detour routes, and driving times, as well as schedules, routes, and fares for public transit services and transportation alternatives.
- WETA/SF Bay Ferry website, Facebook, and Twitter accounts
- BayAlerts: BayAlerts is a subscription based rider notification system that provides San Francisco Bay Ferry riders with important, timely, and customized ferry service information.
- Caltrans Intelligent Transportation System (ITS) signage: ITS signage on the region's freeways could be used to transmit messages about the status of ferry routes and schedules.

The ability to effectively utilize the above capabilities will depend on the operability and capacity of cellular systems and the Internet, and the ability to restore their functionality. Additionally, WETA uses ambassadors and portable message boards to provide information at ferry terminals on the status of routes and schedules.

4.4. Public Information Operations

The generation of timely, accurate public information coordinated with transportation agencies in Bay Area region is essential to protect people, property, the environment and the economy if a disaster is imminent or has occurred. The *MTC RTEMP, Regional Transportation Public Information – Interagency Joint Information System (JIS)/JIC Procedures*, contains detailed information on processes that provide

guidance to the media relations and community outreach functions to expedite the transportation sector's responsibility to keep citizens advised of the region's transportation system status.

Public information will be coordinated and disseminated using a JIS. The JIS provides a structure for developing and delivering coordinated interagency messages. The JIC is the central element of the JIS and provides a physical or virtual location where public information personnel perform critical emergency information functions.

MTC will coordinate with Public Information Officers (PIOs) from supporting transportation agencies to support information collection and dissemination to the public, media, and other interested parties. It is important to note that procedures pertaining to the JIS do not pre-empt or nullify existing transportation agency public information protocols.

The JIS specifically provides the following:

- Interagency coordination and integration
- Gathering, verification, coordination, and dissemination of consistent messages
- Support for decision makers
- Flexibility, modularity, and adaptability

Specific objectives of the JIS are as follows:

- Quickly assess and convey the nature of the emergency to the public in a form that is accessible, factually accurate, and easily understood
- Provide critical information to the media and general public concerning the region's transportation system status and ability to restore basic transportation service
- Provide accurate, authoritative information to the public in order to dispel rumors and false information

Additional information on public notification is contained in the WETA EOP, Communications Plan, **Appendix K**

4.5. Staff Notification

Key to making staff notification processes effective are accurate staff contact information and early decision making as to the appropriate staff to notify during an emergency. WETA is implementing the VEOCI EOC management platform. VEOCI allows for developing staff and stakeholder emergency notification groups and rosters. It will generate notifications on multiple media methods. Details on staff emergency notification authority and processes are contained in the WETA EOP.

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5. Plan Maintenance

The WETA Manager of Operations will be responsible for maintaining The Plan and the Emergency Operations Plan annex.

5.1. Plan distribution

The Plan is intended for use by all WETA staff. It should be available at key emergency operations locations, with sufficient copies in the EOC available to support full activation operations. It should be readily at hand for senior leadership and provided to key partner agencies and entities.

5.2. Plan updates

The WETA Manager of Operations will update The Plan to reflect any applicable changes that are made to it or the EOP appendix. Evaluating the effectiveness of The Plan involves capturing information from training events, exercises, and real-world incidents to determine whether the goals, COAs, decisions, and timing outlined led to a successful response. This process may indicate that deficiencies exist. Members of WETA staff should discuss the deficiencies and consider assigning responsibility for generating remedies. Remedial actions may involve revising planning assumptions and operational concepts, changing organizational tasks, or modifying organizational implementing instructions such as checklists or templates. Remedial actions may also involve providing refresher training for EOC personnel.

The Plan should be reviewed and updated internally by WETA staff and whenever the following occur:

- A major incident
- A change in operational capabilities or resources (e.g., policy, personnel, organizational structures, management processes, facilities, equipment)
- A formal update of planning guidance or standards
- A change in the acceptability of various risks

5.3. Plan testing, training, and exercises

Maintenance of The Plan and evaluating its effectiveness involves using training and exercises, and evaluation of actual incidents to determine whether goals, decision, and timing outlined in The Plan led to a successful response. Short of real world operation, exercises are the best method of evaluating the effectiveness of a plan. They also provide a valuable tool in training emergency responders and WETA staff to become familiar with the procedures, equipment, and systems that they actually use or manage in emergency situations. Exercises must be conducted on a regular basis to maintain readiness. **Table 1** provides a recommended schedule of exercise for WETA staff.

Table 1. Recommended Exercise Schedule:

Frequency	Type	Participants
Annually	Evacuation Drill of WETA Transit Operations Facility or Facilities and Operations/ Maintenance Facility	All employees
Annually	USCG SF-VMAP Exercise	Contract vessel operator
Annually	Tabletop or Functional Exercise	Emergency operations staff
Every 3 years or as available	Full-Scale Exercise	Emergency operations staff

5.4. After Action Review

After every exercise or incident, an After-Action Report/Improvement Plan (AAR/IP) should be completed. The AAR/IP has two components: an AAR, which captures observations and recommendations based on incident objectives as associated with the capabilities and tasks; and an IP, which identifies specific corrective actions, assigns them to responsible parties, and establishes targets for their completion. The WETA Manager of Operations is responsible for the development of the AAR/IP and convenes participants to discuss action items and solicit recommendations for improvement.

Appendices:

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A. Acronyms and Glossary

AAR	After-Action Report
BART	Bay Area Rapid Transit
BATA	Bay Area Toll Authority
BCDC	San Francisco Bay Conservation and Development Commission
Cal OES	California Governor's Office of Emergency Services
CalEOC	California Emergency Operations Center
Caltrans	California Department of Transportation
CDFW	California Department of Fish and Wildlife
CEC	California Energy Commission
CHP	California Highway Patrol
COA	Course(s) of Action
DHS	U.S. Department of Homeland Security
DoD	U.S. Department of Defense
DOT	U.S. Department of Transportation
DSCA	Defense Support of Civil Authorities
DSW	Disaster Service Worker
EF	(California) Emergency Function
EMAC	Emergency Management Assistance Compact
EMMA	Emergency Management Mutual Aid
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
ER	Emergency Relief
ESA	(California) Emergency Services Act
ESF	(Federal) Emergency Support Function
FCC	Federal Communications Commission
FEMA	Federal Emergency Management Agency
FHWA	Federal Highway Administration
FTA	Federal Transit Administration
GGBHTD	Golden Gate Bridge, Highway and Transportation District
HSC	Harbor Safety Committee
HSP	Harbor Safety Plan
IMAT	Incident Management Assistance Team
IP	Improvement Plan
ITS	(Caltrans) Intelligent Transportation System
JFO	Joint Field Office
JIC	Joint Information Center
JIS	Joint Information System
JOC	Joint Operations Center
MARAD	(DOT) Maritime Administration
MARSEC	USCG Maritime Security
MMAA	Master Mutual Aid Agreement
MTC	Metropolitan Transportation Commission

MTSRU	Maritime Transportation System Recovery Unit
NRF	National Response Framework
OSPR	Office of Spill Prevention and Response
OSPRA	Office of Spill Prevention and Response Act
REOC	Regional Emergency Operations Center
RRF	Ready Reserve Force
RTEMP	Regional Transportation Emergency Management Plan
SEMS	Standardized Emergency Management System
SEP	State Emergency Plan
SITSTAT	Situation Status Report
SOC	State Operations Center
Stafford Act	Robert T. Stafford Disaster Relief and Emergency Assistance Act
TMC	Transportation Management Center
TRP	Transportation Response Plan
UASI	Urban Area Security Initiative
USACE	U.S. Army Corps of Engineers
USCG	U.S. Coast Guard
USNORTHCOM	U.S. Northern Command
V-MAP	Vessel Mutual Aid Plan
VTs	Vessel Traffic System
WETA	Water Emergency Transportation Authority
WTA	Water Transit Authority

Table A.1: California State Emergency Functions and Federal Emergency Support Functions

CA-EF Title	Definition	Lead Agency	Corresponding Federal ESF
EF 1 Transportation	Assists in the management of transportation systems and infrastructure during domestic threats or in response to incidents.	Transportation Agency	ESF #1 – Transportation
EF 2 Communications	Provides resources, support and restoration of government emergency telecommunications, including voice and data.	Office of the Chief Information Officer	ESF #2 - Communications
EF 3 Construction and Engineering	Organizes the capabilities and resources of the state government to facilitate the delivery of services, technical assistance, engineering expertise, construction management and other support to local jurisdictions.	Government Operations Agency	ESF #3 – Public Works and Engineering
EF 4 Fire and Rescue	Monitors the status of fire mutual aid activities. Coordinates support activities related to the detection and suppression of urban, rural and wildland fires and emergency incident scene rescue activities and provides personnel, equipment and supplies to support local jurisdictions.	California Office of Emergency Services	ESF #4 – Firefighting
EF 5 Management	Coordinates and resolves issues among the CA-EFs in the four phases of emergency management to ensure consistency in the development and maintenance of the SEP	California Office of Emergency Services	ESF #5 – Emergency Management

CA-EF Title	Definition	Lead Agency	Corresponding Federal ESF
	annexes. During emergencies, serves in an advisory capacity to the EOC Director.		
EF 6 Care and Shelter	Coordinates actions to assist responsible jurisdictions to meet the needs of victims displaced during an incident including food assistance, clothing, non-medical care and sheltering, family reunification and victim recovery.	Health and Human Services Agency	ESF #6 – Mass Care, Emergency Assistance, Housing and Human Services
EF 7 Resources	Coordinates plans and activities to locate, procure and pre-position resources to support emergency operations.	Government Operations Agency	ESF #7 – Logistics Management and Resource Support
EF 8 Public Health and Medical	Coordinates Public Health and Medical activities and services statewide in support of local jurisdiction resource needs for preparedness, response, and recovery from emergencies and disasters.	Health and Human Services Agency	ESF #8 – Public Health and Medical Services
EF 9 Search and Rescue (Merged with EF 4 Fire and Rescue and EF 13 Law Enforcement)	Supports and coordinates response of personnel and equipment to search for and rescue missing or trapped persons. Cal OES Law Enforcement supports and coordinates responses to search for, locate and rescue missing or lost persons, missing	California Office of Emergency Services	ESF #9 – Search and Rescue

CA-EF Title	Definition	Lead Agency	Corresponding Federal ESF
	and downed aircraft, high angle rock rope rescue and investigations of missing person incidents that may involve criminal acts and water rescues. Cal OES Fire and Rescue supports and coordinates responses to search for, locate and rescue victims of structure collapse, construction cave-ins, trench, confined space, high angle structure rope rescue and similar emergencies and disasters and water rescues.		
EF 10 Hazardous Materials	Coordinates state resources and supports the responsible jurisdictions to prepare for, prevent, minimize, assess, mitigate, respond to and recover from a threat to the public or environment by actual or potential hazardous materials releases.	California Environmental Protection Agency	ESF #10 – Oil and Hazardous Materials Response
EF 11 Food and Agriculture	Supports the responsible jurisdictions and coordinates activities during emergencies impacting the agriculture and food industry and supports the recovery of impacted industries and resources after incidents.	Department of Food and Agriculture	ESF #11 – Agriculture and Natural Resources
EF 12 Utilities	Provides resources and support to responsible jurisdictions and in partnership with private sector to restore gas, electric, water, wastewater and	Resources Agency	ESF #12 – Energy

CA-EF Title	Definition	Lead Agency	Corresponding Federal ESF
	telecommunications.		
EF 13 Law Enforcement	Coordinates state law enforcement personnel and equipment to support responsible law enforcement agencies, coroner activities and public safety in accordance with Law Enforcement and Coroner's Mutual Aid Plans. Supports responsible jurisdictions in the safe movement of survivors, domestic animals and livestock from hazardous areas.	California Office of Emergency Services	ESF #13 – Public Safety and Security
EF 14 Long-Term Recovery	Supports and enables economic recovery of communities and California from the long-term consequences of extraordinary emergencies and disasters.	California Office of Emergency Services	ESF #14 – Long-Term Community Recovery
EF 15 Public Information	Supports the accurate, coordinated, timely and accessible information to affected audiences, including governments, media, the private sector and the local populace, including the special needs population.	California Office of Emergency Services	ESF #15 – External Affairs
EF 17 Volunteer and Donations Management	Supports responsible jurisdictions in ensuring the most efficient and effective use of affiliated and unaffiliated volunteers and organizations and monetary and in-kind donated resources to support incidents requiring a state	California Volunteers	N/A

CA-EF Title	Definition	Lead Agency	Corresponding Federal ESF
	response.		
EF 18 Cyber Security	Supports responsible jurisdictions by establishing a collaborative framework within the State of California to prevent, detect, respond to, and recover from a Cyber Security event of statewide significance.	Department of Technology	N/A

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B. Emergency Operations Plan and EOC Standard Operating Procedures

This Appendix is maintained as a separate, confidential document and distributed in accordance with its own instructions.

The EOP provides an overview of WETA's organization, policies, and approach to all phases of emergency preparedness. It is the foundation document for WETA's emergency management program. The EOP identifies the functions and responsibilities for the emergency response organization and EOC staff, and provides guidance for plan maintenance. It describes internal processes that address emergency response and coordination. The intent of the EOP is to provide supporting documentation to emergency response staff that is detailed enough for effective response yet is flexible enough to be used in any emergency response including one that requires emergency water transportation operations to support movement of first responders or evacuation of affected populations.

The EOP provides guidance to WETA staff to promote effective response and recovery operations when an emergency impacts any WETA operation. It contains a Quickstart Guide that allows any WETA staff arriving at the EOC to initiate EOC operations. The scope of the EOP includes WETA's personnel, vessels and crews, passengers, property, and facilities, and it is applicable to any incident resulting from any hazard or threat.

The EOP:

- Describes WETA's organizational structure and management system for emergency response
- Sets forth lines of authority and organizational relationships, and shows how emergency response activity will be coordinated
- Identifies the actions taken to activate and operate the WETA EOC
- Identifies personnel, equipment, facilities, supplies, and other resources available to support EOC operations
- Provides detailed guidance for EOC staff to carry out their responsibilities
- Describes EOC processes and products such as the EOC Action Plan and Situation Status Report
- Provides detailed information on the following emergency response activities:
 - EOC action planning
 - Information collection and management
 - EOC position checklists
 - EOC activation staffing rosters
 - Regional transportation incident response
 - Hazard specific checklists
 - Temporary terminal requirements and layout
 - Communications
 - Refueling operations

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C. Response Timeline

This section of the Plan identifies the tasks needed to support the COAs identified in Section 3.3. Each task is identified under its corresponding objective, the entities likely involved in coordinating and accomplishing the task, and any additional details. Many tasks are likely to span multiple time frames and may start and stop at different times in localities throughout the region because of local circumstances.

Phase 2A: Immediate Response (0-24 Hours)					
COA	Line #	Operation	Responsibility	Coordination	Details and Notes
2A-1. Determine the safety and wellbeing of WETA staff, Contract Operator crews and passengers. Take actions to return passengers onboard to safe locations.	1	Staff to report status via VEOCI or other specified method	All WETA staff	WETA EOC Staff	
	2	Contact Contract Operator Fleet Dispatch on VHF Channel 80 to request crew and passenger wellbeing of underway ferries	WETA EOC Operations Section	Contract Operator Fleet Vessel Masters	Returning onboard passengers to safe locations will require coordination and time. Passengers should be returned to locations ashore that can provide care and shelter or transportation to shelter facilities.
2A-2. Take protective measures to provide for the security and safe operation of WETA controlled property and assets	3	Establish crowd control requirements for emergency operations at ferry terminals. Contact local law enforcement agencies for increased security at ferry terminals and maintenance facilities. Consider the need for additional security on WETA vessels.	WETA, Contract Operator, USCG	Local law enforcement agencies, contract security	
2A-3. Activate and staff the WETA EOC	4	Determine where the EOC can be established based on the incident impacts	WETA EOC Management Section	WETA EOC staff	
	5	Contact staff and provide reporting instructions	WETA EOC Management Section	WETA EOC staff	
	6	Set up EOC equipment and test operability	WETA EOC Staff	WETA EOC staff	
	7	Conduct communications checks	WETA EOC Staff	USCG, Contract Operator Fleet, MTC, Cal OES, SFDEM	
2A-4. Establish communications between WETA EOC, and Contract Operator Fleet Dispatch, the Cal OES SOC, USCG Sector SF and MTC	8	Check all forms of communication with key partner agencies and operators. Section 4.1 of the base Plan provides the various systems and mode for both normal and emergency communications	WETA EOC Logistics Section	USCG Sector SF, VTS, Contract Operator Fleet, Cal OES, MTC	
	9	Based on communications systems available, agree on a communications plan including primary and alternate communications systems with each partner agency and operator	WETA EOC Logistics Section	USCG Sector SF, VTS, Contract Operator Fleet, Cal OES, MTC	
2A-5. Assess and report the readiness status of crews, vessels and maintenance facilities	10	Contact Contract operator Fleet Dispatch at or VHF Channel 80 to request status and availability of crews, vessels and maintenance facilities	WETA EOC Operations Section	Contract Operator Fleet	
	11	Notify other Bay Area passenger vessel operators of the potential need for mutual aid/contracted passenger vessel support and request they provide availability of vessels and crews	WETA EOC Operations Section	Golden Gate Bridge, Highway and Transportation District	See Appendix E for Bay Area Region Passenger Ferry Vessel Inventory and Appendix M of the EOP for Contact Information

COA	Line #	Operation	Responsibility	Coordination	Details and Notes
2A-6. Assess and report the status of ferry terminals. Assessments may require visual inspections by vessel crews if landside access is delayed.	12	Contact the ferry terminal owner/operator to request the operability of terminals. Report the status to MTC and Cal OES.	WETA EOC Operations Section	Contract Operator Fleet	Ferry terminal owner/terminal operators are listed in Appendix E , contact information is available in Appendix M of the EOP
	13	Contact USCG Sector SF, VTS to request information on safety of navigation including aids to navigation	WETA EOC Operations Section or Contracted Operator	USCG Sector SF, VTS, Contract Operator Fleet	
	14	Vessel crews conduct visual assessment of ferry terminals and report condition to Contract Operator. WETA coordinate reports to the SOC and MTC	WETA, Vessel Masters	Contract Operator Fleet	
2A-7. Comply with MARSEC conditions in place	15	Determine MARSEC Condition from USCG Sector SF, VTS and monitor ferry vessels for compliance	Contract Operator Dispatch, Vessel Masters	WETA, USCG Sector SF	Possible vessel movement restrictions during MARSEC Conditions 2 and 3 may delay disembarking passengers. Provide the location and number of passengers that may be affected by MARSEC restrictions to USCG Sector SF, VTS
2A-8. Monitor the navigability of waterways for ferry routes	16	Use all information available to determine the navigability of waterways for ferry routes after a major earthquake. Ferry vessels should use extreme caution when navigating in dredged waters due to possible channel collapse or underwater debris	USCG, USACE, Vessel Operators, Contract Operator Fleet, terminal owners	USCG Sector SF, VTS, Contract Operator Fleet, Port of Oakland, Port of San Francisco, GGBHTD, City of Vallejo, City of Alameda	The City of Oakland of Oakland, the Port of Oakland, CCFS, and Alameda County and other jurisdictions operate fire and police vessels that may assist in determining the status for ferry terminals channels. Some of these vessels are fitted with side scanning sonar
	17	Develop detailed restoration priorities for returning navigable waterways to full operability	USCG, Cal OES, WETA EOC	Caltrans, MTC, Port of Oakland, Port of San Francisco, GGBHTD, City of Vallejo, City of Alameda	This operation is likely to occur within EF 1, Transportation, at the SOC
2A-9. Report the availability of vessels and crews to the SOC and MTC	18	Determine the number of WETA owned vessels, and their operability and fuel state available for emergency water transportation operations. Determine the number of vessel crews available for emergency water transportation operations. Report this information to the SOC and MTC	WETA EOC Planning Section, Contract Operator Fleet	Requires local jurisdictions where crews are located to support transportation and access to ferry terminals or a collection point	WETA may want to consider developing a preplanned response to use internal resources to pick up crews to conduct emergency water transportation operations

COA	Line #	Operation	Responsibility	Coordination	Details and Notes
2A-10. Operate existing routes until other priorities are required or established	20	Determine the number of non-WETA owned vessels, and their operability and fuel state available for emergency water transportation operations. Determine the number of non-WETA vessel crews available for emergency water transportation operations. Report this information to the SOC and MTC.	WETA EOC Planning Section	- Golden Gate Bridge, Highway and Transportation District - Private Passenger Vessel Operators	Numbers of available ferry terminal sites may limit the ability to bring all additional vessels into emergency water transportation service even if sufficient crew are available. Private Vessel Operators are listed in Appendix E.
2A-11. Conduct immediate life-safety operations to support threatened populations as feasible based on safety considerations	21	When directed by the SOC or requested through mutual aid agreements, provide ferry vessels to conduct emergency movement of survivors at risk to life safety based on imminent hazards	WETA EOC, Contract Operator Fleet, Vessel Masters	Cal OES, Bay Area Operational Areas and local jurisdictions	After a major earthquake, demands for ferry vessels for movement of survivors and return stranded people will likely overwhelm available resources. SEMS provides guidance that the SOC will prioritize requests to assign available resources. Prior to conducting immediate life-safety operations, WETA and vessel masters must first determine the safety of embarking passengers at a terminal <u>and</u> also be able to disembark passengers at a terminal that provides connection to further-on transportation and/or life sustaining support
2A-12. Determine fuel requirements and work with the Cal OES SOC to secure sources for additional fuel	22	Contact Cal OES and/or FEMA or DOT (MARAD) for obtaining fuel to sustain emergency water transportation operations	WETA EOC, Contract Operator, Cal OES	Fuel suppliers	WETA typically has enough fuel to operate for three days when providing normal transit service.

Phase 2B: Deployment (24-72 Hours)					
COA	Line #	Operation	Responsibility	Coordination	Details and Notes
2B-1. Operate, or coordinate operation of, available vessels on feasible routes to provide movement of survivors as well as movement of first responders and DSWs to conduct response operations	23	Coordinate with the SOC and MTC to develop situational awareness of passenger vessel resource requirements to return or deploy first responders and DSWs to communities affected by the incident. Prioritize service to the most affected communities based on life-safety considerations	WETA EOC	Cal OES, MTC, Operational Areas	During the Deployment Phase, demand for emergency water transportation resources will likely exceed availability of vessels, crews and the capacity of terminals
	24	When directed by the SOC or requested through mutual aid agreements, provide ferry vessels to conduct emergency water transportation of first responders and DSWs to support response operations	WETA, Contract Operator Fleet	Cal OES, MTC, Operational Areas, non-government agencies i.e. American Red Cross (ARC)	This will likely involve providing shuttle services to allow first responders and DSWs to return to Base Camps if they don't have accommodations near their incident work site. To the extent possible separate pickup and drop off points for survivors and, first responders and DSWs
	25	Coordinate with the SOC and MTC to develop situational awareness of passenger vessel resource requirements movement of survivors in communities affected by the incident and return of people displaced from their homes. Prioritize service to the most affected communities based on life-safety considerations.	WETA EOC	Cal OES, MTC, Operational Areas	Movement of survivors and return of displaced populations must be evaluated in terms of the safely embarking passengers at a terminal and also the ability to disembark passengers at a terminal that provides connection to further-on transportation and/or life sustaining support
	26	When directed by the SOC or requested through mutual aid agreements, provide ferry vessels to conduct emergency water transportation of survivors and displaced people	WETA EOC, Contract Operator Fleet	Cal OES, MTC, Operational Areas, deploying and receiving organizations such as American Red Cross (ARC)	To the extent possible separate pickup and drop off points for survivors and, first responders and DSWs
2B-2. Determine the need for additional vessels, crews and terminals to support movement of first responders, DSWs, and survivors	27	Assess the effectiveness of emergency water transportation operations based upon inputs from Operational Areas (collated by the SOC) of the numbers of first responder requiring shuttle service and numbers of survivors needing movement. Increase passenger movement capacity by contracting additional crews and vessels, and developing a plan to provide service on additional routes	WETA EOC Planning Section, SOC, Operational Areas	Organizations providing mutual aid first responders and volunteer disaster service workers	Based upon the extent of damage and time required to repair regional surface transportation systems, capacity of emergency water transportation operations may lag requirements for several days or weeks.
2B-3. Contract and/or use mutual aid to acquire and provide additional vessels and crews available in the region	28	Request mutual aid from GGBHTD for additional crews and vessels. Request the SOC to contract for crews and vessels from private operators. A list of operators with potential passenger vessels is contained in Appendix E	WETA EOC Logistic Section, SOC	Private passenger vessel operators	After a Governor's Proclamation of Emergency, the SOC/Department of General Services may contract and pay for resources using emergency procurement processes
2B-4. Determine potential locations and feasibility of operating additional ferry terminals as directed by the SOC	29	Determine if current emergency water transportation operations will meet capacity requirements for transporting first responders and survivors needing movement. If sufficient passenger vessel resources are not available, review operating from additional ferry terminal sites. Appendix D contains a listing of potential emergency ferry terminal sites.	WETA EOC Operations Section, jurisdictions owning potential emergency ferry terminal sites.	SOC, MTC	Operating from emergency ferry terminal sites requires a review of the ability to navigate to the site and appropriate waterside equipment to safely moor and embark passengers. Only some passenger vessels are able to operate from terminal sites other than those on their normal routes. Usability of additional terminal sites may require alteration to ensure compatibility with vessels and suitability for vessel operations.

COA	Line #	Operation	Responsibility	Coordination	Details and Notes
2B-5. Support JIC/JIS operations to provide information on ferry routes and schedules	30	Provide information on the status, and routes and schedules of emergency water transportation operations to the support the JIC/JIS at the State SOC and MTC	WETA EOC PIO	SOC, MTC JIC/JIS	Using guidance in the RTEMP, MTC will establish a regional transportation JIC/JIS. MTC will coordinate developing situational awareness of regional transportation system status, delivering information on transportation system status via 511 and providing a regional Situation Status Report to the SOC
2B-6. Coordinate with MTC and the SOC to develop long range plans to support restoration of the regional transportation system	31	Based upon estimated times to restore surface transportation systems, passenger routes available and vessels capacity, develop a long range plan to provide expand ferry operations to provide normal transit operations	WETA EOC Planning Section, MTC, SOC	Caltrans, Regional transportation agencies, Operational Areas	While emergency water transportation operations may last many days or weeks, normal transit operations should be restored as quickly as possible to support economic recovery. This may require construction of additional ferry terminal sites and operation of additional routes

Phase 2C: Sustained Response (72+ Hours)					
COA	Line #	Operation	Responsibility	Coordination	Details and Notes
2C-1. Continue to operate available vessels on feasible routes to provide movement of survivors as well as first responders and DSWs	32	Continue to coordinate with the SOC and MTC to develop situational awareness of passenger vessel resource requirements to return or deploy first responders and DSWs to communities affected by the incident. Prioritize service to the most affected communities based on life-safety considerations.	WETA EOC	Cal OES, MTC, Operational Areas	During the Deployment Phase, demand for emergency water transportation resources will likely exceed availability of vessels, crews and the capacity of terminals
	33	As directed by the SOC or requested through mutual aid agreements, provide ferry vessels to conduct emergency water transportation of survivors as well as first responders and DSWs to support response operations	WETA, Contract Operator Fleet	Cal OES, MTC, Operational Areas, non-government agencies i.e. American Red Cross (ARC)	This will likely involve providing shuttle services to allow first responders and DSWs to return to Base Camps if they don't have accommodations near their incident work site. To the extent possible separate pickup and drop off points for survivors and, first responders and DSWs.
2C-2. Coordinate opening and operating additional feasible ferry routes as advised by EF 1 Transportation in response to Cal OES direction	34	Continue to coordinate with the SOC and MTC to develop situational awareness of passenger vessel resource requirements movement of survivors in communities affected by the incident and return of people displaced from their homes. Prioritize service to the most affected communities based on life-safety considerations	WETA EOC	Cal OES, MTC, Operational Areas	Movement of survivors and return of displaced populations must be evaluated in terms of the safely embarking passengers at a terminal <u>and</u> also the ability to disembark passengers at a terminal that provides connection to further-on transportation and/or life sustaining support. To the extent possible use separate pickup and drop off points for survivors, and for first responders and DSWs.
2C-3. Continue to support JIC/JIS operations to provide information on ferry routes and schedules	35	Provide information on the status, and routes and schedules of emergency water transportation operations to the support the JIC/JISs at the State SOC and MTC	WETA EOC PIO	SOC, MTC JIC	Using guidance in the RTEMP, MTC will establish a regional transportation JIC/JIS. MTC will coordinate developing situational awareness of regional transportation system status, delivering information on transportation system status via 511 and providing a region Situation Status Report to the SOC
2C-4. Continue to contract and/or use mutual aid to acquire and provide additional vessels and crews available in the region and determine the feasibility of contracting additional vessels and crews from out of the region (out of region ferry vessel resources are limited in their availability and compatibility with terminals in the Bay Area)	36	Determine if available routes and ferry terminals will support adding passenger vessels to support movement of first responders and DSWs and movement of survivors operations. Estimate the remaining durations of emergency water transportation operations. Based upon best estimates, determine if resources from outside the region 1) can be integrated into/compatible with current operations and 2) arrive in time to increase capacity.	WETA, SOC	Cal OES, MTC, Operational Areas, deploying and receiving organizations such as American Red Cross (ARC)	Vessel configuration, compatibility and ability to operate on existing routes and moor at terminals must be closely analyzed before contracting out of region vessels.

Phase 3a: (Short-term Recovery)					
COA	Line #	Operation	Responsibility	Coordination	Details and Notes
3A-1. Continue to operate available vessels on feasible routes to provide movement of first responders and DSWs	37	Continue to coordinate with the SOC and MTC to develop situational awareness of passenger vessel resource requirements to return or deploy first responders and DSWs to communities affected by the incident. Prioritize service to the most affected communities based on life-safety considerations.	WETA EOC	Cal OES, MTC, Operational Areas	During the Recovery Phase, demand for emergency water transportation resources may exceed availability of vessels, crews and the capacity of terminals
	38	As directed by the SOC or requested through mutual aid agreements, provide ferry vessels to conduct emergency water transportation of first responders and DSWs to support response operations	WETA, Contract Operator Fleet	Cal OES, MTC, Operational Areas, non-government agencies i.e. American Red Cross (ARC)	This may involve shuttle services to allow first responders and DSWs to return to Base Camps until Base Camps open near incident work sites
3A-2. Provide ferry service to increase mobility to populations for normal transportation activities including commerce	39	Coordinate with other transportation agencies and communities to implement and manage ferry operations to reconstitute regional transportation networks	WETA, Contract Operator Fleet	Cal OES, MTC, Operational Areas	Since restoration of surface transportation systems may require months or years, water transportation will be critical to regional mobility and economic recovery. WETA's role as a transit provider will be vital for regional commerce and financial vitality.
3A-3. Continue to support JIC/JIS operations to provide information on ferry routes and schedules	40	Provide information on the status, routes and schedules of emergency water transportation operations to support the JIC/JIS at the State SOC and MTC. Provide reconstituted passenger movement routes and schedules to the public	WETA EOC PIO	SOC, MTC JIC/511	Using guidance in the RTEMP, MTC will establish a regional transportation JIC/JIS. MTC will coordinate developing situational awareness of regional transportation system status, delivering information on transportation system status via 511 and providing a regional Situation Status Report to the SOC
3A-4. Continue to contract and deploy additional vessels and crews from in and out of the region	41	Continue to contract and deploy additional passenger vessels from in and out of the region once available routes and ferry terminals are identified. Continue movement of first responders and DSWs, and support reconstitution of regional transportation capacity.	WETA	Cal OES, MTC, Operational Areas, deploying and receiving organizations such as American Red Cross (ARC)	If recovery operations and reconstitution of regional transportations capacity requires long term use of temporary ferry terminals and out of region passenger vessels, capital improvements and additions should be considered. Limited ferry vessels and crews may be available from outside the Bay Area region

D. Potential Ferry Terminal Facilities

The following appendix lists current ferry docking facilities; current, permanent non-ferry docking facilities; and possible temporary docking facilities. Note: All ferries cannot load passengers at all docking facilities.

Table D.1: Existing Ferry Terminals and Facilities

Docking Location	Owner	Ferry Docking Facility	Parking	Notes	Berthing Capability
Alameda/ Harbor Bay	WETA	X			2
Alameda/Main Street	WETA	X	X	Single sided float	1
Berkeley	Hornblower	X	X	Shallow/ not compatible for WETA ferry passenger loading	3
Larkspur/Larkspur Landing Terminal	GGBHTD	X	X	Dredged channel /not compatible for WETA ferry passenger loading	4
Mare Island	WETA	X		Mooring and fuel	4
Oakland (Jack London Square) / Ferry Terminal	WETA	X	X		2
San Francisco/AT&T Ball Park	Port of San Francisco	X		Seasonal, operational April-November	2
San Francisco/Ferry Building Gates C & D	GGBHTD	X		Not compatible with WETA ferry passenger loading	2
San Francisco/Ferry Building Gates B & E	Port of San Francisco	X			4
San Francisco/Pier 3	Hornblower	X	X		3
San Francisco/Pier 9 mooring facility	WETA	X		Mooring, emergency docking facility	2
San Francisco Pier 33	Alcatraz Cruises	X			2
San Francisco Pier 41		X	X		2 4

Docking Location	Owner	Ferry Docking Facility	Parking	Notes	Berthing Capability
Sausalito/Sausalito Ferry Terminal	Blue & Gold/ GGBHTD	X			2
Tiburon/Tiburon Ferry Terminal	Blue & Gold	X			1
Vallejo Ferry Terminal	WETA	X	X		2

Ports

The following is a list of San Francisco Bay Area Port Facilities. Port facilities may be developed rapidly for ferry vessel transportation of first responders. Transportation of DSWs and passengers will likely require building a temporary ferry terminal.

Port of Benicia	Port of Redwood City
MOTCO Concord	Port of Richmond
Port of Oakland	Port of San Francisco

Marinas/Harbors

Below is a list of ‘small boat’ marinas and harbors in the San Francisco Bay Area. Small boat facilities are generally not accessible or recommended for large ferry vessels. They are best suited for small, private passenger vessels.

Alameda Seaplane Lagoon	Redwood City
Alameda (Marina Square)	Richmond/Pt. Richmond Terminal (Santa Fe Slip)
Antioch	Richmond/Marina Bay (public marina)
Benicia/Benicia Marina (Foot of Second)	Rodeo/Rodeo Marina, Foot of Pacific Avenue
Berkeley Marina	San Francisco/Municipal Marina
Brisbane	San Francisco/South Beach
Cavallo Cove	San Leandro/San Leandro Marina
Discovery Bay	Sausalito/Army Corps Pier @ Bay Model
Emeryville	San Francisco Pier 1
Gashouse Cove	San Francisco/Pier 39
Martinez/Martinez Marina	San Francisco/Pier 40
Pittsburg/Marina at west end of Pittsburg	Treasure Island
Pittsburg/Pittsburg Boat Marina (N.Y. Slough)	

E. Bay Area Region Passenger Ferry Vessels

Table E.1 contains information of passenger vessels located in the Bay Area and provides data on potential resources that may be contracted to support emergency water transportation operations. This information is subject to change as vessels are added or deleted from operator fleets. Vessels may also be unavailable due to scheduled maintenance or inoperability. The composition of inspected small passenger vessel assets consist of 49 vessels ranging in passenger capacities of 98-1,700 for a total of 19,391; from two Public Ferry Agencies and five Private Operators.

Table E.1: Vessel Inventory as of December 2015

Owner		Operator				Contact Information	
Water Transportation Authority Pier 9, Suite 111 The Embarcadero San Francisco, CA 94111	Emergency	Blue & Gold Fleet				B&G Fleet	
		Pier 41					
		San Francisco, CA 94133					
Vessels		Pax	Speed	Length	Beam	Draft	Freeboard
Bay Breeze		250	24	97	29.3	3.9	84''
Encinal		395	25	90	31.50	9.0	70''
Gemini		149	26	112	28	6.3	90''
Intintoli *		349	34	126	37.7	4.9	114''
Mare Island*		330	34	126	37.7	4.9	114''
Peralta		331	27	115	32.75	7.3	70''
Pisces		149	26	112	28	6.3	90''
Scorpio		199	27	112	28	6.3	90''
Solano*		320	34	126	37.7	4.9	111''

Taurus	199	27	112	28	6.3	90"
Vallejo*	267	33	94	28.5	5.5	68"
<p>*Vessels are moored in Vallejo at the Mare Island Facility. The remaining vessels are moored at one of three SF locations: Pier 9, 39, or 41.</p>						
Owner	Operator			Contact Information		
Golden Gate Bridge, Highway & Transportation District 101 East Sir Francis Drake Blvd. Larkspur, CA 94939-1899 www.goldengateferry.org All Vessels are moored at the Larkspur Facility	Golden Gate Bridge, Highway & Transportation District			Golden Gate Ferry		
Vessels	Pax	Speed	Length	Beam	Draft	Freeboard
Marin	750	20.5	169	34.25	6'	5'
Sonoma	630	20.5	169	34.25	6'	5'
San Francisco	630	20.5	169	34.25	6'	5'
Del Norte	400	36	139	38	4.9'	8'
Mendocino	450	38	141.4	34	4.8'	5.6'

Napa	450	36	139	38	4.9'	8'
Golden Gate	450	36	139	38	4.9'	8'

Owner	Operator				Contact Information	
Blue & Gold Fleet Pier 41 San Francisco, CA 94133 The Blue & Gold vessels are moored at one of three SF locations: Pier 9, 39, or 41	Blue & Gold Fleet				Blue & Gold Fleet	
Vessels	Pax	Speed	Length	Beam	Draft	Freeboard
Bay Monarch	649	16	127'4"	34'6	7'	58"
Golden Bear	297	12	87'	26'	6'6"	48"
Harbor Emperor	499	12	83'	33'4"	7'9"	53"
Old Blue	297	12	87'	26'	6'6"	48"
Oski	297	12	87'	26'	6'6"	48"
Royal Star	649	12	105'4"	30'	7'	53"
Zelinsky	399	26	93'6"	31'6"	7'	70"
Bay Rocket	123	42	70'	21.8'	6'6"	72"

Owner		Operator			Contact Information	
Alcatraz Cruises		Alcatraz Cruises			Alcatraz Cruises	
Pier 33, The Embarcadero						
San Francisco CA						
These vessels are moored at Pier 3 or Pier 33						
Vessels	Pax	Speed	Length	Beam	Draft	Freeboard
Alcatraz Clipper	693	12	127	34	6	58"
Alcatraz Flyer	700	1212	12895	34	6	72"
Islander	500	10	103	30	6	72"54"
Ranger	500			28	6	

Owner		Operator				Contact Information	
Hornblower Yachts, Inc.		Hornblower Yachts, Inc.				Hornblower Yachts, Inc.	
The Ferry Boat Santa Rosa							
Pier 3, The Embarcadero							
San Francisco, CA 94111							
Vessels moored at Pier 3 or Pier 33							
Vessels		Pax	Speed	Length	Beam	Draft	Freeboard
California Hornblower		750	10-12	183	40.5	7.7	58"
Empress Hornblower		250	8-10	90	32	5.5	46"
Sunset Hornblower		140	10-12	110	32	6	46"
San Francisco Spirit		550	10	150	40	7.0	5.0
Pacific Hornblower		149	8-10	105	32	7.0	47"
San Francisco Belle		1700	8-10	292	74	7.6	58"

Owner			Operator				Contact Information	
Golden Gate Scenic Steamship Corporation c/o Red & White Fleet			Red and White Fleet Pier 43 ½ Fisherman’s Wharf San Francisco, CA 94133				Red and White Fleet	
The Cannery								
2801 Leavenworth, 3rd Floor								
San Francisco, CA 94133								
Vessels moored at Pier 43 1/2								
Vessels			Pax	Speed	Length	Beam	Draft	Freeboard
Harbor Princess			359	12	90	30	6	45”
Harbor Queen			359	12	90	30	6	45”
Royal Prince			432	12	100	32	6	45”
Zalophus			600	12	140	30	7	45”

Owner	Operator				Contact Information	
Angel Island – Tiburon Ferry Company Maggie McDonogh PO Box 1231 Tiburon, CA 94920 Vessels moored in Tiburon	Angel Island – Tiburon Ferry Company				Angel Island – Tiburon Ferry Co.	
Vessels	Pax	Speed	Length	Beam	Draft	Freeboard
Angel Island	400	8	65.5	30	2.5	3
Bonita	98	8	60	13	3.0	3
Tamalpais	103	10	59	13	3.0	3

Owner			Operator				Contact Information	
Commodore Cruises & Events 2394 Mariner Square Drive Alameda, CA 94501 Vessels moored at Alameda			Commodore Cruises & Events				Commodore Cruises & Events	
Vessels			Pax	Speed	Length	Beam	Draft	Freeboard
Fume Blanc Commodore			340	8-10	76	-	-	-
Cabernet Sauvignon			350	8-10	124	-	-	-
Chardonnay Commodore			130	8-10	91	-	-	-
Merlot			130	8-10	91	-	-	-
Pinot Noir			130	8-10	90	-	-	-
Zinfandel			120	8-10	65	-	-	-

F. Guidance Documents:

The following documents were used to provide guidance for updating The Plan and for its use during incidents. This list is not all-inclusive and is subject to change based upon revision of the listed documents.

- Cal EMA (California Emergency Management Agency), 2011. California Emergency Services Act, January
- Cal EMA (California Emergency Management Agency), 1999a. Emergency Planning Guide, January
- Cal EMA (California Emergency Management Agency), 1999b. SEMS Guidance for Special Districts, July
- Cal EMA (California Emergency Management Agency), 2006. SEMS Emergency Guidance – Parts I and II, September
- Cal EMA (California Emergency Management Agency), 2009. Foundation for the Standardized Emergency Management System, July
- Cal EMA (California Emergency Management Agency), 2011. Regional Catastrophic Earthquake Mass Transportation/Evacuation Plan
- Cal OES (California Office of Emergency Services), 2006. San Francisco Bay Area Regional Emergency Coordination Plan, Transportation Subsidiary Plan
- Cal OES (California Emergency Management Agency)/FEMA (Federal Emergency Management Agency) Region IX, 2016. San Francisco Bay Area Earthquake Plan
- DHS (U.S. Department of Homeland Security), 2008. National Incident Management System, December
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