



METROPOLITAN  
TRANSPORTATION  
COMMISSION

**Metropolitan Transportation  
Commission**

**San Francisco Bay Area  
Regional Transportation  
Emergency Management Plan**

**Baseline Operating Plan**

**May 2008**

## FOREWORD

With this **San Francisco Bay Area Regional Transportation Emergency Management Plan (RTEMP)**, the Metropolitan Transportation Commission (MTC) fulfills a commitment to the Bay Area Partnership (the Partnership) to develop coordinated emergency response capabilities for transportation agencies<sup>1</sup> throughout the nine-county San Francisco Bay Area, via a **Regional Emergency Management Program**. The Regional Emergency Management Program focuses on two key areas: (1) inter-agency communications and (2) preparation of detailed emergency response plans. The RTEMP responds to the second of these areas, with a baseline operating plan adaptable to a range of emergency recovery scenarios. It reflects existing emergency operating procedures from the regional transportation agencies; and attempts to reconcile conflicts, inconsistencies and gaps among these existing plans. The RTEMP is a 'living' document, suitable for update and improvement in response to experience gained through exercise, comparison with other plans, and actual application during emergencies.

MTC has been involved in regional emergency preparedness since the Loma Prieta earthquake in 1989. After that event, the region's transportation agencies developed a set of interagency agreements and procedures to respond to future disasters. This effort resulted in the **Trans Response Plan**, which was adopted by the Partnership in 1997, as well as a master mutual aid agreement among the nine largest transit operators<sup>2</sup>. The Trans Response Plan defines the functions, responsibilities, and procedures for developing a multimodal response to an emergency. In addition, MTC has worked with the region's largest transportation agencies to coordinate investments in security improvements and with the California Highway Patrol to improve communications among Disaster Service Workers responding to major incidents.

The RTEMP goes beyond the generic, process-oriented framework of the Trans Response Plan and provides detailed definitions of roles, responsibilities, and interagency coordination and decision-making mechanisms between state and regional agencies, between County Operational Areas, and multi-county transit operators. It also provides reference material applicable to specific emergency scenarios, such as earthquakes on the San Andreas and Hayward faults, and explosive attacks by terrorists. These scenario-specific incidents along with the RTEMP Baseline Operating Plan will be proven and refined via a series of tabletop and functional exercises. Each scenario-specific incident and exercise focuses on communication, coordination, and decision-making among the agencies that have significant regional roles and responsibilities such as State of California Office of Emergency Services, Coastal Region (Coastal Region, Office of Emergency Services); Caltrans; California Highway Patrol; MTC and the transit operators that provide services to multiple counties.

The RTEMP is a counterpart of the **Regional Emergency Coordination Plan** a plan developed by the Office of Emergency Services to coordinate all-hazards emergency

<sup>1</sup> Term includes MTC, the California Department of Transportation (Caltrans), San Francisco Bay Area Water Emergency Transportation Authority, and transit operators.

<sup>2</sup> Term includes public transportation entities that provide public transportation in the San Francisco Bay Area.

response, in particular the identification and delivery of requested assets, among the ten Bay Area County Operational Areas. One of the subsidiary plans of the Regional Emergency Coordination Plan, the **Transportation Coordination and Response Plan**, addresses such emergency functions as transportation of First Responders and Disaster Service Workers, delivery of emergency equipment and supplies, and evacuation. Whereas the focus of the Transportation Coordination and Response Plan is on coordination of transportation assets to enable emergency response, the RTEMP focuses on restoration of basic transportation services to the general public. The Transportation Coordination and Response Plan and the RTEMP are intended to function in concert, to ensure transportation capacity for emergency response and for basic mobility.





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## 1. INTRODUCTION

### 1.1. Purpose

The purpose of the RTEMP is to improve the ability of Bay Area public transportation agencies to recover operations and deliver basic transportation services after a significant regional disaster. The **RTEMP is intended to provide guidance to MTC, Caltrans, California Highway Patrol, San Francisco Bay Area Water Emergency Transportation Authority (Water Emergency Transportation Authority) and the largest Bay Area transit operators** for coordinating response and recovery efforts and allocating assets to restore basic regional mobility.

MTC has been involved in regional emergency preparedness since the Loma Prieta earthquake in 1989. After that event, the region's transportation agencies developed a set of interagency agreements and procedures to respond to future disasters. This effort resulted in the Trans Response Plan (Appendix A), adopted in 1997 by the Partnership, a confederation of the top staff of various regional transportation and environmental protection agencies. The Trans Response Plan defines the functions, responsibilities, and procedures for developing a multimodal response to an emergency.

The Trans Response Plan is complemented by the San Francisco Bay Area Transit Operators Mutual Aid Agreement (Appendix B), an agreement among signatory transit operators to provide requested support in the event that the resources or capabilities of an individual operator are exceeded by the effects of an emergency. In addition, MTC has worked with the region's largest transportation agencies to coordinate investments in security improvements and with the California Highway Patrol to improve communications among Disaster Service Workers responding to major incidents.

The RTEMP goes beyond the generic process-oriented framework of the Trans Response Plan and provides detailed definitions of responsibilities and procedures based on specific scenarios. The RTEMP defines procedures for interagency communication and decision-making to provide basic transportation for the general public and defines the roles and responsibilities of state, regional, and local agencies such as:

- state and regional agencies - Office of Emergency Services, Caltrans District 4, California Highway Patrol Golden Gate Division, Water Emergency Transportation Authority and MTC;
- County Operational Areas; and
- multi-county transit operators - Alameda Contra Costa Transit (AC Transit), Altamont Commuter Express (ACE), Bay Area Rapid Transit (BART), Central Contra Costa Transit Authority (County Connection), Golden Gate Bridge, Highway and Transportation District (GGBHTD), Livermore-Amador Valley Transit Authority (LAVTA), Peninsula Corridor Joint Powers Board (CalTrain), San Francisco Municipal Transportation Agency (SFMTA), San Mateo County Transit (SamTrans), Santa Clara Valley Transportation Authority (VTA); and ferry services provided by GGBHTD.

The RTEMP is developed in compliance with the State of California Standardized Emergency Management System (SEMS), the State Emergency Services Act, the National Incident Management System (NIMS), and the National Response Plan.

Scenario-specific incidents are developed as annexes to the RTEMP and focus on reference materials that entities can use during an emergency.

The RTEMP is a counterpart of the **Regional Emergency Coordination Plan**, a plan developed by the Coastal Region, Office of Emergency Services and to be used by the Regional Emergency Operations Center and the County Operational Areas in the San Francisco Bay Area. The Regional Emergency Coordination Plan defines the role of the Coastal Region, Office of Emergency Services over a set of emergency response functions (e.g., mass care and shelter, hazardous materials, etc.) that must be coordinated during the response to a major regional disaster.

The Regional Emergency Coordination Plan enables the Coastal Region, Office of Emergency Services to coordinate emergency response, in particular, the identification and delivery of requested assets, among the ten Bay Area County Operational Areas. It complements and details existing Regional Emergency Operations Center functions as defined in the State of California's SEMS and complies with the direction of NIMS. The Regional Emergency Coordination Plan provides the Regional Emergency Operations Center a framework for emergency response to all hazards, as represented by the National Planning Scenarios published by the Department of Homeland Security.

Transportation emergency response is one element of the comprehensive response defined by the Regional Emergency Coordination Plan, addressed by a specific subsidiary plan, the Transportation Coordination and Response Plan.

The *Transportation Coordination and Response Plan* addresses such emergency functions as transportation of First Responders and Disaster Service Workers, delivery of emergency equipment and supplies, and evacuation and *is applicable to the Regional Emergency Operations Center and County Operational Areas*. Whereas the focus of the Transportation Coordination and Response Plan is on coordination of transportation assets to enable emergency response, the *RTEMP* focuses on restoration of basic transportation services to the general public and *is applicable to transportation agencies*. The RTEMP will address the more specific operating and communications responsibilities of individual transportation agencies. Ideally, the Transportation Coordination and Response Plan and the RTEMP are intended to function in concert, to ensure transportation capacity for emergency response and for basic mobility.

## **1.2. Objectives**

The RTEMP provides specific definition and guidance for Bay Area transportation agencies in the event of a regional emergency that requires regional information, interagency coordination, or mutual aid.

The RTEMP is focused on the capabilities of preparedness, response, recovery and mitigation among MTC and regional transportation agencies as they relate to the

provision of basic mobility to the public. Transportation emergency services, such as transportation of First Responders and Disaster Service Workers, delivery of emergency equipment and supplies, and evacuation are the subject of the Transportation Coordination and Response Plan, a subsidiary plan of the Regional Emergency Coordination Plan of the Coastal Region, Office of Emergency Services.

The RTEMP supplements the Trans Response Plan and the Transportation Coordination and Response Plan by:

- outlining procedures for coordinating the provision of basic transportation services in response to emergencies of all types;
- describing roles, responsibilities, and protocols for the evaluation, restoration, and operation of Bay Area transportation facilities among the Bay Area transportation agencies; and
- providing a framework for regional emergency decision-making and resource management, consistent with the requirements of SEMS and NIMS.

The RTEMP is intended to facilitate the response and recovery of Bay Area transportation agencies in the event of an emergency by enabling them to:

- assess the condition, safety and operability of Bay Area transportation systems in the immediate aftermath of an emergency;
- identify needs for emergency transportation services and coordinate responses with the Coastal Region, Office of Emergency Services, prioritize emergency response services above basic transportation services;
- provide basic transportation services as quickly and completely as possible;
- facilitate requests for mutual aid from transportation agencies affected by an emergency; and
- identify and secure assets from other transportation entities or from outside the Bay Area to enable the provision of relief transportation services during response and recovery.

The RTEMP clarifies procedures for systematic and coordinated emergency management, including communication and decision-making, among MTC, regional transportation agencies, Coastal Region, Office of Emergency Services, and County Operational Areas.

The RTEMP derives from and complements emergency plans and procedures already developed or in development by regional entities.

### **1.3. Authorities**

The organizational and planning principles of the RTEMP are based on the authorities for conducting and/or supporting emergency operations defined in the following cited documents.

### **1.3.1. State**

- Standardized Emergency Management System Regulations: California Code of Regulations, Title 19, Division 2, Chapter 1
- Disaster Assistance Act Regulations: California Code of Regulations, Title 19, Division 2, Chapter 6
- Orders and Regulations which may be Selectively Promulgated by the Governor during a State of Emergency
- Orders and Regulations which may be Selectively Promulgated by the Governor during a State of War Emergency
- California Master Mutual Aid Agreement
- Media Access Regulations: California Penal Code, Section 409.5

### **1.3.2. Federal**

- Robert T. Stafford Emergency Disaster Relief and Emergency Assistance Act (42 USC §§ 5121 et seq.)
- Federal Disaster Relief Regulations: 44 CFR Part 206
  - Individual Assistance (44 CFR §§ 206.101 et seq.)
  - Public Project Assistance (44 CFR §§ 206.200 et seq.)
  - Hazard Mitigation (44 CFR §§ 206.430 et seq.)
- National Incident Management System, Homeland Security Presidential Directive – 5, Management of Domestic Incidents

## **1.4. Plan Participants**

The participants in the RTEMP comprise the following agencies:

### **1.4.1. Transportation Agencies**

- ACE
- AC Transit
- BART
- CalTrain
- County Connection
- GGBHTD
- LAVTA
- SFMTA
- SamTrans
- VTA
- Vallejo Transit
- Water Emergency Transportation Authority

### **1.4.2. County Operational Areas**

- Alameda County – Sheriff's Office of Homeland Security and Emergency Services

- Contra Costa County - Sheriff's Office of Emergency Services
- Marin County - Sheriff's Office of Emergency Services
- Napa County - Office of Emergency Services
- San Francisco County - Office of Emergency Services and Homeland Security
- San Mateo County - Sheriff's Office of Emergency Services and Homeland Security
- Santa Clara County - Office of Emergency Services
- Solano County - Office of Emergency Services
- Sonoma County - Department of Emergency Services

#### **1.4.3. State Agencies**

- State Office of Emergency Services - Headquarters
- State Office of Emergency Services - Coastal Region
- California Highway Patrol, Golden Gate Division
- Caltrans Headquarters
- Caltrans District 4

#### **1.5. Plan Management**

The RTEMP will be reviewed and revised annually by the MTC in conjunction with the Trans Response Plan Steering Committee. The plan may be modified as a result of post-incident analyses and/or post-exercise critiques. It may be modified if responsibilities, procedures, laws, rules, or regulations pertaining to emergency management and operations change.

Those agencies, entities and operators having assigned responsibilities under this plan are obligated to inform MTC when changes occur or are imminent with regard to their own Emergency Operations Plans, staffing, policies, capital infrastructure, asset inventory, basic services, or any other attributes that bear upon their emergency response and recovery capabilities. Proposed RTEMP changes will be submitted, in writing, to MTC, and will be published and distributed to RTEMP participant agencies.

Every four years, the entire RTEMP will be reviewed, updated, republished, and redistributed. Records of revision to this plan will be promulgated and maintained by MTC and will be entered by plan holders on the register in the preamble to this document.

#### **1.6. Planning Assumptions and Considerations**

The RTEMP is based on the following assumptions:

- Decisions regarding planning for, responding to, and recovering from an emergency should be made at the most local level possible. Transportation agencies have developed their own emergency operations plans that address internal procedures, operations and response protocols to be implemented during an emergency. The RTEMP does not supersede or override any of these plans or any other locally created emergency management plans or procedures.

- Responses to requests for emergency transportation capabilities take precedence over requests for basic transportation capabilities or actions to restore basic transportation services.
- Individual County Operational Areas and transportation agencies have made provisions to mobilize their staff and equipment, including Disaster Service Workers, and place them in the appropriate operational role and geographic location during an emergency.
- During an incident or emergency of regional significance, the Emergency Operations Centers of affected Operational Areas and transportation agencies will be activated, as will the Regional Emergency Operations Center and the Emergency Operations Center of the State Office of Emergency Services in Sacramento.
- During an incident or emergency of regional significance, transportation agencies may be called upon to provide mutual aid to other communities outside of their normal working jurisdictions.

### 1.7. Definitions and Abbreviations

<b>511 Traveler Information System</b>	511 Traveler Information System is a free phone and Web service providing up-to-the-minute information on Bay Area traffic conditions; incidents; detour routes; driving times; schedule, route and fare information for public transit services; transportation alternatives; park-ride facilities; and other information.
<b>ACE</b>	Altamont Commuter Express
<b>AC Transit</b>	Alameda Contra Costa Transit, which provides bus and paratransit services to portions of Alameda and Contra Costa counties.
<b>BART</b>	Bay Area Rapid Transit, which provides regional rapid rail transit service to 43 stations in Alameda, Contra Costa, San Francisco and northern San Mateo counties.
<b>Basic Transportation Services</b>	Transportation services provided to enable general public and commercial mobility.
<b>CalTrain</b>	Commuter rail service from San Francisco to Gilroy, operated by a Joint Powers Board made up of representatives from San Francisco, San Mateo and Santa Clara counties – Peninsula Corridor Joint Powers Board.
<b>Caltrans</b>	State of California Department of Transportation
<b>CESRS</b>	California Emergency Services Radio System, a dedicated frequency for emergency response operated by the State Office of Emergency Services.
<b>CHP</b>	California Highway Patrol
<b>Coastal Region, Office of Emergency Services</b>	State of California Office of Emergency Services Coastal Region
<b>County Connection</b>	Central Contra Costa Transit Authority, which provides bus and

	paratransit services to cities located in central Contra Costa County.
<b>Disaster Service Workers</b>	Government or non-government workers in specialties or assignments vital to emergency response and recovery.
<b>Emergency Transportation Services</b>	Services provided via any mode to transport personnel, supplies or equipment to facilitate emergency response and recovery.
<b>First Responders</b>	Individuals who in the early stages of an incident are responsible for the protection and preservation of life, property, evidence, and the environment, including emergency response providers, as well as emergency management, public health, clinical care, public works, and other skilled support personnel (such as equipment operators) that provide immediate support services during prevention, response, and recovery operations.
<b>GGBHTD</b>	Golden Gate Bridge Highway and Transportation District, which provides bus and ferry services between Sonoma, Marin and San Francisco counties.
<b>LAVTA</b>	Livermore/Amador Valley Transit Authority
<b>MTC</b>	Metropolitan Transportation Commission, the nine-county transportation planning and financing agency for the Bay Area.
<b>NIMS</b>	National Incident Management System
<b>OA</b>	Operational Areas
<b>OES</b>	State Office of Emergency Services. Coastal Region, Office of Emergency Services is the administrative region for the coastal counties.
<b>Partnership</b>	Bay Area Partnership comprised of almost 3 dozen chief executive officers from local, state and federal transportation and environmental agencies in the Bay Area.
<b>Regional Emergency Coordination Plan</b>	The Regional Emergency Coordination Plan is a regional plan that provides regional coordination plans for communication interoperability; transportation; fire, law and coroner response; hazardous materials response; health and medical response; mass cars and shelter; and recovery. The Regional Emergency Coordination Plan builds on existing emergency operations and mutual aid plans to define how regional entities will work together in a disaster.
<b>Regional Emergency Coordination Plan - Regional Transportation Coordination and Response Plan</b>	The Regional Emergency Coordination Plan - Regional Transportation Coordination and Response Plan is one of the several subsidiary elements of the Regional Emergency Coordination Plan developed for the Coastal Region of the Governor's Office of Emergency Services. It is a tool for use by Regional Emergency Operation Center and Emergency Centers for the ten Bay Area County Operational Areas. The Transportation Coordination and Response Plan provides specific definition and guidance for the Regional Emergency Operations Center in the event of a regional emergency that requires information on, coordination of, or mutual assistance

	among regional transportation entities.
<b>RIMS</b>	Resource Information Management System - the electronic system established by State Office of Emergency Services to manage and track resource requests made to Office of Emergency Services.
<b>RTEMP</b>	San Francisco Bay Area Regional Transportation Emergency Management Plan  MTC in cooperation with the Bay Area Partnership is developing a coordinated emergency response capability for transportation agencies in the nine-county San Francisco Bay Area via a Regional Emergency Management Program. The RTEMP is part of this program. The RTEMP is intended to improve the ability of Bay Area transportation agencies to recover operations and deliver basic transportation services after a significant regional disaster. The RTEMP is intended to provide guidance to MTC, Caltrans, California Highway Patrol, Water Emergency Transportation Authority and the largest Bay Area transit operators for coordinating recovery efforts and allocating assets to restore basis regional mobility.
<b>SamTrans</b>	San Mateo County Transit, which provides bus and paratransit services in San Mateo County with connections to San Francisco, Alameda and Santa Clara counties.
<b>SEMS</b>	Standardized Emergency Management System, which requires all government entities in California to use a standardized system for managing multimodal, multi-jurisdictional disasters.
<b>SFMTA</b>	San Francisco Municipal Transportation Agency
<b>TMC</b>	Transportation Management Center, which is operated by Caltrans at their District offices. The Transportation Management Center is normally a 24-hour operation
<b>Transit Operator</b>	This term includes public transportation agencies that provide public transportation in the San Francisco Bay Area.
<b>Transportation Agency</b>	This term includes MTC, Caltrans, Water Emergency Transportation Authority, and transit operators.
<b>TravInfo™</b>	TravInfo™ provides up-to-the-minute information on Bay Area bridge and highway conditions and offers connections to Bay Area public transit agencies, paratransit and rideshare services via a regionwide, local-access phone number (511).
<b>VTA</b>	Santa Clara Valley Transportation Authority
<b>Water Emergency Transportation Authority</b>	San Francisco Bay Area Water Emergency Transportation Authority

## 2. RTEMP BASELINE OPERATING PLAN

### 2.1. Concept of Operations

The RTEMP is designed to enable regional transportation response to the entire spectrum of regional contingencies, ranging from relatively modest incidents that affect one or two counties to large-scale disasters that affect the entire nine-county Bay Area. A buildup or warning period will precede some emergencies, providing sufficient time to warn the public and implement mitigation measures designed to reduce loss of life, property damage, and effects on the environment. Other emergencies occur with little or no advance warning, thus requiring immediate activation of the emergency operations plan and efficient and coordinated mobilization and deployment of resources. MTC, Bay Area transportation agencies, Coastal Region, Office of Emergency Services, and County Operational Areas must be prepared to promptly and effectively respond to any foreseeable emergency, taking all appropriate actions, including requesting and providing mutual aid.

This RTEMP defines emergency management activities during normal operations (peacetime) and national security emergencies in accordance with the four federally defined phases:

- preparedness;
- response;
- recovery; and
- mitigation.

The RTEMP distinguishes between two types of transportation needs of the region in the aftermath of a natural or human-caused disaster: emergency transportation response and basic transportation service. This distinction is necessary to enable coordinators to prioritize transportation needs, optimally employ capabilities, and minimize transportation disruptions.

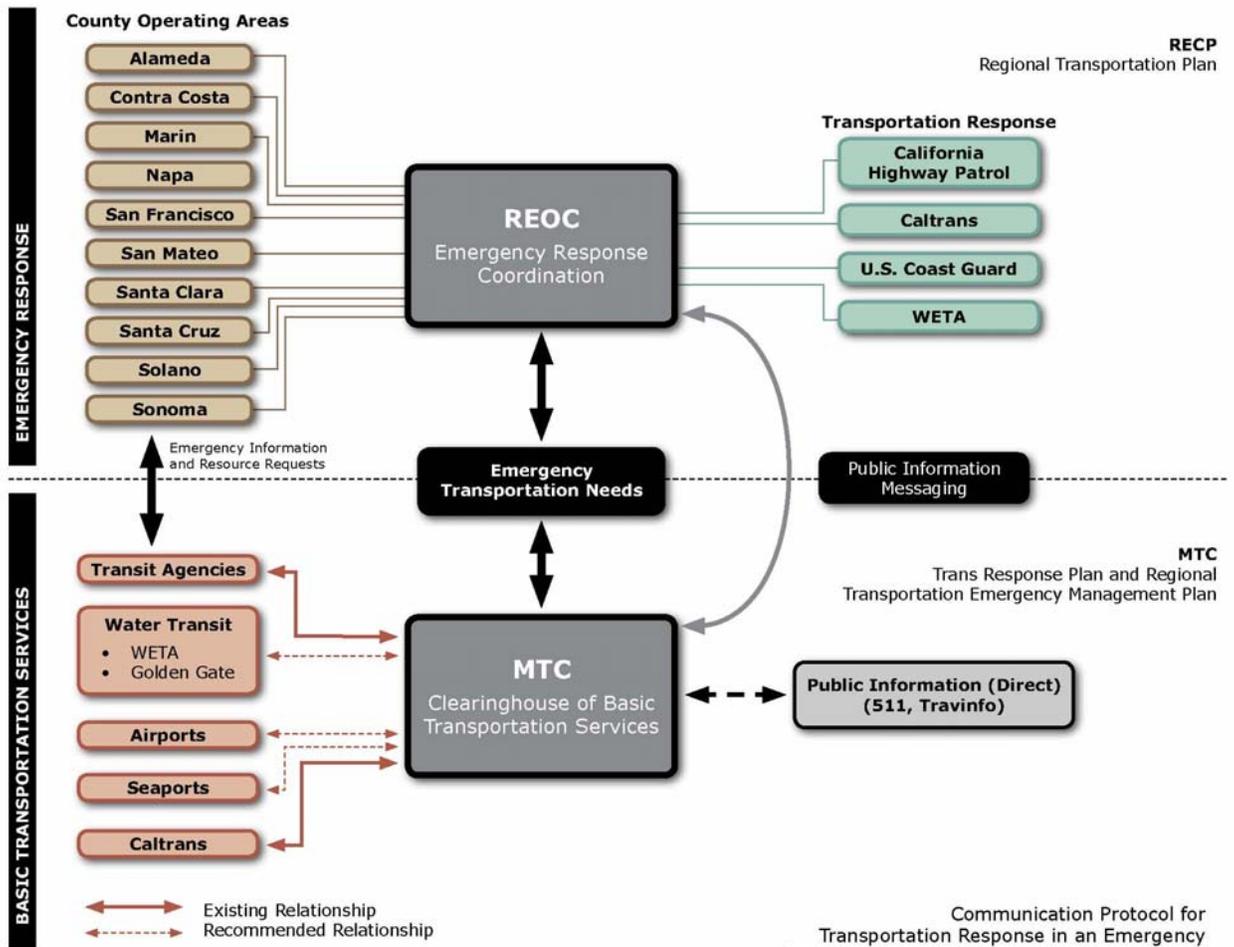
**Emergency transportation** involves moving required resources (i.e. emergency workers, equipment, supplies) into the affected area as well as moving people who are injured or in danger out of the area. This includes the transportation of people during a local or regional evacuation. Coordinating emergency transportation response is among the responsibilities of the Coastal Region, Office of Emergency Services Regional Emergency Operations Center.

**Basic transportation service** accommodates the transportation needs of the general public, so that they do not generate a secondary emergency or hinder the movement of Disaster Service Workers or civilians who are attempting to return to their homes. Coordination of basic transportation service during a regional emergency is the primary responsibility of individual transportation agencies and the MTC through the San Francisco Bay Area Transit Operators Mutual Aid Agreement, the Trans Response Plan and the RTEMP.

Emergency response is the highest priority use of transportation capabilities during the response phase. Restoration and provision of basic transportation services is a lower priority during the response phase.

Responses to emergency transportation requests and needs are coordinated among the Regional Emergency Operations Center, Operational Areas and MTC as shown in Figure 1.

**Figure 1**  
**Relationships Among MTC and Other Emergency Response and Transportation Agencies**



## **2.2. Emergency Management Phases**

### **2.2.1. Preparedness Phase**

The preparedness phase involves activities undertaken in advance of an emergency or disaster to develop and enhance operational capabilities. Preparedness activities fall into two areas: readiness and capability. Readiness activities shape the framework and create the basis of knowledge necessary to complete a task or mission, and include:

- implementing hazard mitigation projects;
- developing hazard analyses;
- developing and maintaining emergency plans and procedures;
- conducting general and specialized training;
- conducting exercises;
- developing mutual aid agreements; and
- improving emergency public education and warning systems.

Capabilities encompass those resources, assets, functions, and people that enable a transportation agency to prevent, respond or recover from an emergency, or to help other agencies; they include:

- rescuing or evacuating passengers;
- extinguishing fires;
- controlling crowds;
- repairing track and wayside structures;
- removing debris;
- transporting emergency supplies and equipment; and
- restoring basic transportation services for the general public.

### **2.2.2. Response Phase**

The response phase includes increased readiness, initial (field) response, and extended (MTC/Coastal Region, Office of Emergency Services) response activities. Upon a warning or observation that an emergency situation is imminent or likely to occur, transportation agencies and MTC will initiate actions to increase their readiness. Events, which may trigger increased readiness activities include:

- receipt of a flood advisory or other special weather statement;
- receipt of a tsunami watch/warning;
- expansive hazardous materials incident; and
- information or circumstances indicating the potential for acts of violence or civil disturbance.

Upon receipt of a warning or the observation that an emergency situation is imminent or likely to occur, affected transportation agencies will initiate actions to prepare for the incident. The purpose of these actions is to evaluate the seriousness of the threat and determine appropriate courses of action to protect life and property. This may include

convening a Crisis Action Team, a group of key transportation and/or emergency management agency officials to monitor the situation and take appropriate actions. It may also include alerting appropriate county, city, or transportation agency departments, and in some instances alerting the public. Actions to increase readiness may include:

- briefing key officials or employees of affected transportation agencies or Operational Areas;
- reviewing and updating the RTEMP, Trans Response Plan, or Transportation Coordination and Response Plan;
- increasing public information efforts;
- accelerating training and exercises;
- inspecting critical facilities and equipment, including warning and communications systems;
- recruiting additional staff and Disaster Service Workers;
- warning threatened segments of the population;
- conducting precautionary evacuations in the potentially impacted area(s);
- mobilizing personnel and pre-positioning resources and equipment; and
- contacting state and federal agencies that may be involved in field activities.

### **Initial Response**

Initial response activities are primarily performed at the transportation agency Emergency Operations Center and field response level, and emphasize minimizing the immediate effects of the emergency or disaster. Examples of initial response activities include:

- making all necessary notifications, including affected transportation agencies and personnel, affected Operational Area(s), Coastal Region, Office of Emergency Services, MTC, Caltrans and other transportation agencies;
- disseminating warnings, emergency public information, instructions to transportation system users;
- conducting system suspension operations;
- conducting initial damage assessments and surveys;
- assessing need for mutual aid assistance;
- restricting the movement of vehicles and people, and unnecessary access to affected areas; and
- developing and implementing Incident Action Plans.

Individual transportation agencies, county agencies, Operational Area member jurisdictions, volunteer agencies, and private sector responders will perform initial response operations. During initial response operations, transportation agency and field responders will emphasize saving lives, property, and the environment; controlling the situation; and minimizing the effects of the emergency.

The Incident Command System will be used to manage and control response operations. Field response may be controlled solely by the affected transportation agency, by local emergency responders or with other agencies through the mutual aid system.

## **Extended Response**

Extended response activities are primarily conducted at the level of the Emergency Operations Center. Extended emergency operations involve the coordination and management of personnel and resources to mitigate an emergency and facilitate the transition to recovery operations. Examples of extended response activities include:

- preparing detailed damage assessments;
- coordinating responses to requests for emergency transportation services with the Regional Emergency Operations Center;
- assessing regional transportation connectivity needs;
- procuring required resources for relief transportation operations;
- protecting, controlling, and allocating vital resources;
- tracking resource allocation;
- conducting advance planning activities;
- documenting expenditures;
- developing and implementing Incident Action Plans for extended operations;
- disseminating emergency public information;
- coordinating with state and federal agencies; and
- planning for recovery.

### **2.2.3. Recovery Phase**

Recovery activities involve the restoration of basic transportation services and the return of affected transportation network elements to pre-emergency conditions. Recovery activities may range from restoration of basic transit services to mitigation measures designed to prevent future occurrences of a given threat. Examples of recovery activities include:

- restoring basic transportation services;
- establishing contractual arrangements for extended relief transportation services;
- applying for state and federal assistance programs;
- conducting hazard mitigation analyses;
- identifying residual hazards; and
- determining and recovering costs associated with response and recovery.

### **2.2.4. Mitigation Phase**

Mitigation efforts occur both before and after emergencies or disasters. Post disaster mitigation is actually part of the recovery process, and includes eliminating or reducing the impact of hazards that may constitute future threats to Bay Area transportation systems. Mitigation efforts include:

- developing ordinances, codes, and other enforcement vehicles;
- initiating structural retrofitting measures;
- changing operational practices, public access, and surveillance practices;
- emphasizing public education and awareness; and

- improving passenger and traveler information systems.

### **2.3. Transportation Agency Emergency Operations Center Activation**

A transportation agency's Emergency Operations Center may be activated via authorization from the Executive-In-Charge, or those designated by the Executive-In-Charge. Depending on the assessed severity of the emergency, the Executive-In-Charge or designee may call for either partial or full activation. In a partial activation, the Executive-In-Charge or designee will determine which Emergency Operations Center staff positions identified in the transportation agency's Emergency Operations Plan are required. In a full activation, all Emergency Operations Center positions identified in the Emergency Operations Plan will be staffed.

### **2.4. State of Emergency Declarations**

There are three types of proclamations of emergency in the State of California: local emergency, state of emergency and state of war emergency; these are summarized in the following sections.

#### **2.4.1. Local Emergency**

In the State of California, by Government Code, Section 8630-8634 "(a) A local emergency may be proclaimed only by the governing body of a city, county, or city and county, or by an official designated by ordinance adopted by that governing body. (b) Whenever a local emergency is proclaimed by an official designated by ordinance, the local emergency shall not remain in effect for a period in excess of seven days unless it has been ratified by the governing body. (c) (1) The governing body shall review, at its regularly scheduled meetings until the local emergency is terminated, the need for continuing the local emergency. However, in no event shall a review take place more than 21 days after the previous review. (2) Notwithstanding paragraph (1), if the governing body meets weekly, it shall review the need for continuing the local emergency at least every 14 days, until the local emergency is terminated. (d) The governing body shall proclaim the termination of the local emergency at the earliest possible date that conditions warrant."

Therefore, local states of emergency may be declared only by mayors, city councils, county boards of supervisors or by an official designated by ordinance adopted by that governing body for incidents or conditions that threaten the lives, property or welfare in their jurisdictions. In California, the statutory criteria for declaring a local emergency are "existence of conditions of disaster or of extreme peril to the safety of persons and property within the territorial limits of a county, city and county, or city caused by such conditions as air pollution, fire, flood, storm, epidemic, riot, drought, sudden and severe energy shortage, plant or animal infestation or disease, the Governor's warning of an earthquake or volcanic prediction, or an earthquake, or other conditions, other than conditions resulting from labor controversy, which conditions are or are likely to be beyond the control of the services, personnel, equipment and facilities of that political subdivision and require the combined forces of other political subdivisions to combat, or

with respect to regulated energy utilities, a sudden and severe energy shortage requiring extraordinary measures beyond the authority vested in the California Public Utilities Commission.”

Under SEMS, a local government includes a city, county, city and county, school district or special district. Under SEMS, cities are generally responsible for emergency response within their boundaries, while counties are responsible for emergency response in unincorporated areas and for some county government functions countywide.

Special districts “are primarily responsible in emergencies for restoration of services that they normally provide. They may also be responsible for safety of people at their facilities or on their property, and for warning of hazards from their facilities or operations. Some special districts may assist other local governments in the emergency response” (SEMS Guidelines, 1994).

Under the National Response Plan, State and local governments are the first lines of emergency response in disasters and expected to declare emergencies and be responsible for emergency response. “When State resources and capabilities are overwhelmed, Governors may request Federal assistance under a Presidential disaster or emergency declaration” (National Response Plan December 2004).

Following the Declaration of a Local Emergency, the Director of the Governor’s Office of Emergency Services may be asked to concur and provide assistance under the State Natural Disaster Assistance Act. This Act provides financial assistance for the permanent restoration of public real property other than facilities used solely for recreational purposes when it is damaged or destroyed by a natural disaster.

#### **2.4.2. State of Emergency**

Local jurisdictions may request that the Governor proclaim a State of Emergency. The request will be forwarded to the Director, Governor’s Office of Emergency Services, with a copy of the local emergency declaration and the damage assessment summary. The Governor may declare a State of Emergency when conditions warrant and/or when the jurisdiction requests the proclamation. Alternately, the Governor may proclaim a State of Emergency in the absence of a request if it is determined that 1) conditions warrant a proclamation and 2) local authority is inadequate to cope with the emergency.

During a State of Emergency, the Governor has the authority to promulgate issue and enforce orders and regulations within the affected area and employ State personnel, equipment, facilities and other resources to mitigate the effects of the emergency. A State of Emergency must be terminated as soon as conditions warrant. At the time the request for the Governor and/or the President to declare the disaster is made, the local jurisdiction will provide the State Office of Emergency Services with estimates of the severity and extent of damage resulting from a disaster, including estimates of the amount in dollars of both public and private damage sustained or expected.

After proclamation of a State of Emergency, mutual aid shall be rendered in accordance with approved emergency plans when the need arises in any county, city and county, or city for outside assistance.

### **2.4.3. State of War Emergency**

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

- take any of the actions described under the conditions of a State of Emergency and will direct the mobilization of the State of War Emergency Management Organization;
- issue orders, rules and regulations necessary to protect life, property and the environment;
- direct State agencies to use their personnel, equipment and facilities to prevent or alleviate actual or threatened damage due to the emergency; and
- temporarily suspend any officer or employee of the State for willfully neglecting to obey any order or regulation issued by the Governor.

In addition, the Director of the California Office of Emergency Services:

- establishes the State War Emergency Organization and completes the transition to wartime emergency status in accordance with the Emergency Resources Management Plan;
- mobilizes the staff of primary and alternate State Emergency Operations Centers;
- directs the mobilization of the State's mutual aid regional emergency staff and of the Regional Emergency Operations Centers;
- maintains liaison with appropriate Federal agencies and with the American Red Cross;
- receives and allocates resources provided by the Federal government or other states; and
- forms a policy group, from the California Emergency Organization, known as the Resource Priorities Board.

## **2.5. Organization**

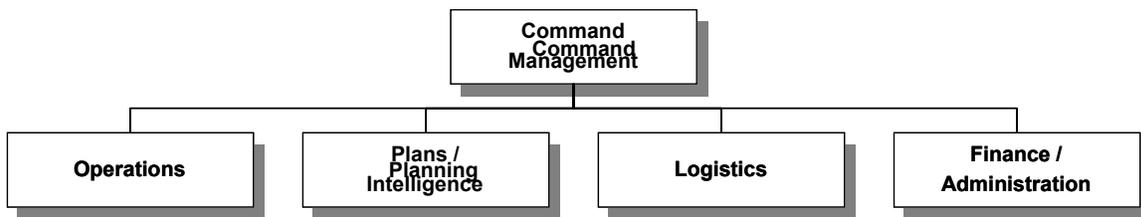
This plan is in compliance with SEMS and NIMS, which was enacted by the U.S. Department of Homeland Security on March 1, 2004.

SEMS defines a standardized means of response to emergencies involving multiple jurisdictions or multiple agencies throughout the State of California. It defines a consistent management structure and set of terminologies for use throughout the State. SEMS may be applied to all organizational levels and functions in the emergency response system.

### 2.5.1. Field Response

The field response level is where emergency response personnel and resources, under the command of an appropriate authority, whether it is the affected transportation agency Emergency Operations Manager or an Incident Commander, carry out tactical decisions and activities in direct response to an incident or threat. The Incident Command System is used to control and coordinate field-level response activities using a standard organizational structure depicted in Figure 2. During a field response operation, the MTC and/or transportation agency Emergency Operations Centers may or may not be activated depending on the severity and type of incident. Generally, if day-to-day response activities can resolve an emergency situation, activation will remain at the field response level.

**Figure 2  
Incident Command System Organization Structure**



### 2.5.2. Local Government

Local governments include cities, counties and special districts. Local governments manage and coordinate the overall emergency response and recovery activities within their jurisdiction. A local government is required to use SEMS when their Emergency Operations Center is activated or a local emergency is declared or proclaimed in order to be eligible for State funding of response-related personnel costs. Under SEMS, the local government emergency management organization and its relationship to the field response level may vary depending upon factors related to geographical size, population, function and complexity.

### 2.5.3. Operational Area

Under SEMS, the Operational Area is an intermediate level of the State's emergency services organization, encompassing counties and all political subdivisions located within counties including county and regional transportation authorities and special districts. The Operational Area manages and/or coordinates information, resources and priorities among local governments within the Operational Area and serves as the coordination and communication link between the local government level and the regional level. The organization and structure within the Operational Area are determined by the governing bodies of the County and the political subdivisions within

the County. The hierarchy of the county itself and its interagency-agreements with broader regional transportation agencies likewise determine the relationships between the Operational Area and the transportation agencies that serve the county.

#### **2.5.4. Region**

The State of California is divided into three Office of Emergency Services Administrative Regions. The area to which the RTEMP applies falls within the sixteen-county Coastal Region, which runs from Del Norte County in the north to Monterey County in the south. During a regional emergency, the Regional Emergency Operations Center of the Coastal Region, Office of Emergency Services manages and coordinates emergency response information and resources among Operational Areas within the region and between the Operational Areas and the State level. The Regional Emergency Operations Center also coordinates overall State and federal agency support for emergency response activities within the region. During a regional emergency, MTC is one of several transportation entities that coordinate directly with the Coastal Region, Office of Emergency Services to provide information and respond to requests for resources, along with Caltrans, the California Highway Patrol and the U.S. Coast Guard. The Transportation Coordination and Response Plan define the functional relationships among these agencies in coordinating transportation emergency response activities.

#### **2.5.5. State**

The State level manages State resources in response to the emergency needs of the other levels, manages and coordinates mutual aid among the mutual aid regions and between the regional level and State level, and serves as the coordination and communication link with the Federal disaster response system. The State Office of Emergency Services activates the State Operations Center in response to emergencies down to the level of individual Operational Areas.

#### **2.5.6. Trans Response Plan Emergency Operations Center Interfaces**

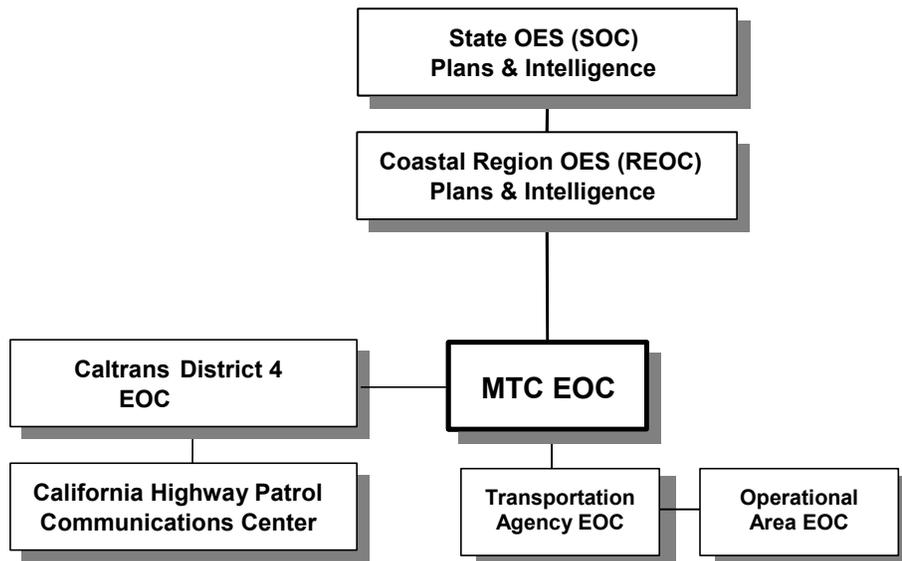
Figure 3 illustrates the organizations that the MTC Emergency Operations Center interfaces with during an activation period, with regard to the status of basic transportation operations and the restoration or replacement of those services. As indicated in Figure 3, during an emergency the affected transportation agency or agencies will activate their respective Emergency Operations Center(s). These Emergency Operations Centers will then communicate with the MTC Emergency Operations Center either via established emergency communications systems or by assigning a liaison officer to the MTC Emergency Operations Center.

Transportation agencies will send situation status reports to MTC and to their respective Operational Area. They will receive a Regional Summary from MTC, as well as requests to coordinate with other specific transportation agencies to provide basic transportation services (e.g., provide buses for transportation, more frequent ferry service, or provide other resources). They may also receive requests for both emergency and basic transportation service from their respective Operational Areas; which they will respond to.

In most instances, the MTC Emergency Operations Center will not interact directly with Operational Areas Emergency Operations Centers but may provide the Regional Summary to provide current information on the status of transportation system.

In addition, MTC supports and interacts with the Regional Emergency Operations Center to assist with the prioritization of critical transportation assets.

**Figure 3**  
**TRP Emergency Operations Center Interfaces**



### 2.5.7. Standardized Emergency Management System Functional Sections

The SEMS functional management design enables emergency management agencies and responders to consistently organize their activities in a way that meets all event needs. SEMS has five essential functions adapted from the Incident Command System, organized according to the field Incident Command System structure illustrated in Figure 2. These components, while originally designed to give direction and control only to field level responders, are also applicable at local government, transportation agency, Operational Area, regional and State levels:

- Command
- Operations
- Planning
- Logistics
- Finance/Administration

### **3. ROLES AND RESPONSIBILITIES**

This section of the RTEMP discusses the functions of transportation and emergency management agencies in response to an emergency and outlines the roles and responsibilities of relevant agencies in coordinating the restoration and operation of basic transportation services.

#### **3.1. State of California**

##### **3.1.1. Coastal Region, Office of Emergency Services**

Coastal Region, Office of Emergency Services coordinates the overall state agency response to major disasters in support of local governments and assists local governments in their emergency preparedness, response, and recovery efforts. In the event of an emergency, as defined by SEMS, the Office of Emergency Services will:

- Activate and manage the Coastal Region's Office of Emergency Services Regional Emergency Operations Center in Oakland to coordinate emergency information, resources, and response activities of state and regional agencies (1) when any Operational Area Emergency Operations Center in the region is activated; (2) when ordered by the Regional Administrator (or designee) or higher authority, or (3) when a local emergency is proclaimed or state emergency is declared.
- Activate the State Operations Center in Sacramento, which will act as the Regional Emergency Operations Center for the San Francisco Bay Area in the event that the Regional Emergency Operations Center in Oakland is incapacitated.
- Notify affected Operational Areas, MTC, Caltrans, Water Emergency Transportation Authority, California Highway Patrol and the U.S. Coast Guard that the Regional Emergency Operations Center is activated; confirm the names and contact information of emergency response liaisons for these agencies and establish the need for their physical presence in the Regional Emergency Operations Center.
- Direct its staff and resources on emergency response underway in the San Francisco Bay Area; while restoration of basic transportation services will be addressed by MTC, the Water Emergency Transportation Authority and the transportation agencies.
- Maintain communication with MTC, Caltrans, Water Emergency Transportation Authority, and California Highway Patrol regarding the status of the regional transportation system, including damage, incapacitation, or closure of facilities; casualties sustained on transportation systems; and capabilities available to respond to the transportation needs of affected Operational Areas.
- Maintain communication with Operational Areas regarding emergency transportation capabilities and needs, including moving emergency resources into the affected portions of each county, moving people who are injured or in danger out of the affected area, and meeting the needs of special populations (elderly, disabled and other individuals, in need of medical care, etc.).
- Coordinate the prioritization of emergency transportation resource requirements (both land and water resources) with MTC, Caltrans, Water Emergency

Transportation Authority, the U. S. Department of Transportation, and the Federal Emergency Management Agency, as appropriate.

- Maintain communications with Operational Areas, regarding basic transportation capabilities and needs.
- Receive communication on the prioritization of transportation resource requirements for restoration of basic transportation service from MTC, Water Emergency Transportation Authority, Caltrans, and/or others, as appropriate.
- Coordinate with MTC, others (as appropriate such as the Water Emergency Transportation Authority) and the state Joint Information Center if necessary, on the compilation and distribution of transportation-related information to be released to the public and media.
- Stand down from the emergency when it is determined that the emergency response phase is concluded, and communicate the status of all response activities to agencies responsible for recovery.

### **3.1.2. California Department of Transportation**

Caltrans is the owner and operator of the state highway system. Its emergency response priorities include damage assessment and route recovery on state highways. Caltrans' District 4 office is responsible for state roadways and bridges (with the exception of the Golden Gate Bridge) in its nine-county jurisdiction in the San Francisco Bay Area. During an emergency, Caltrans activates its Emergency Operations Center, which collects information and defines priorities for responding to the emergency. District 4 also operates the region's Transportation Management Center in its Oakland office in partnership with California Highway Patrol. The Transportation Management Center is co-situated with the District's Emergency Operations Center and operates 24 hours a day.

The Transportation Management Center is a facility which contains functional sections, such as a communications section, a traffic management section, a California Highway Patrol section, the 511 Traveler Information Center and a separate unit that functions like an Emergency Operations Center. Initial contact after an emergency on the status of what is closed and open on the state highway system resides with the TMC, but once the District 4's Emergency Operations Center is staffed, the Transportation Management Center serves to support the District's Emergency Operations Center.

Office of Emergency Services' statewide Emergency Plan (September 2005) states that Caltrans is the lead agency to "coordinate all aspects of transportation, including ground, air, and waterway." In the San Francisco Bay Area, this responsibility is shared with MTC and is proposed to be shared with the newly created Water Emergency Transportation Authority, which coordinates multimodal emergency water transportation response with the Regional Emergency Operations Center.

In the event of an emergency, Caltrans will:

- provide an agency representative to the Regional Emergency Operations Center and staff the Transportation Branch;

- establish communications between the Caltrans District 4 Transportation Management Center, the Regional Emergency Operations Center, MTC and the Water Emergency Transportation Authority (proposed);
- communicate directly with the State Operations Center, if the Regional Emergency Operations Center in Oakland is incapacitated;
- assess the conditions of state highways and bridges and estimate the time required for repair, if necessary, and potential road restrictions or closures; establish alternate routes, in coordination with the California Highway Patrol; and transmit information on the condition of the state highway system to the Regional Emergency Operations Center, MTC, and the Water Emergency Transportation Authority (proposed);
- determine conditions of the state's bridges and decide on their utility (e.g., routes for emergency or basic transportation, and partial or full closure) based on health, safety, and security criteria; notify the Regional Emergency Operations Center, MTC, the Water Emergency Transportation Authority (proposed) and the U. S. Coast Guard about Caltrans' decisions regarding state bridges;
- respond to requests from the affected Operational Areas for essential, supportive services related to the state's highway infrastructure to help Disaster Service Workers access affected sites; and coordinate through Office of Emergency Services; and
- provide, as available, a Public Information Officer to support public information activities.

### **3.1.3. California Highway Patrol**

California Highway Patrol is responsible for law enforcement, security, and safety on California highways and bridges. California Highway Patrol's Emergency Resource Centers are located in each of its eight divisions throughout the state, including the Golden Gate division, which serves the Bay Area's nine counties. These centers supply resources to California Highway Patrol incident commanders. In the Bay Area, the California Highway Patrol is the primary source of information for highway conditions, capacity and delays in conjunction with the 511 Traveler Information System and Caltrans.

In the event of an emergency, California Highway Patrol will:

- provide an agency representative to the Regional Emergency Operations Center and staff the Transportation Branch;
- activate and administer the state's Emergency Highway Traffic Regulation Plan;
- determine highway conditions and designate route classifications (in coordination with Caltrans) and transmit this information to the Regional Emergency Operations Center and MTC;
- be responsible for short-term traffic control (e.g., staff traffic control and access control points, enforce route restrictions, etc.); and
- provide, as available, a Public Information Officer to support public information activities.

## **3.2. Regional Agencies**

### **3.2.1. Metropolitan Transportation Commission**

MTC is the regional transportation planning and financing agency for the nine-county Bay Area. MTC developed and maintains the Trans Response Plan to coordinate basic transportation services in the event of major emergencies (Appendix A). During such incidents, the Trans Response Plan provides the means of informing responding agencies and the general public about the changing transportation situation and facilitates the coordination of a transportation response to an emergency. MTC will automatically activate its Emergency Operations Center in the event of a major emergency or at the request of the state Office of Emergency Services. The MTC Emergency Operations Center is deactivated at the request of Office of Emergency Services or the Partnership.

The Trans Response Plan 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.

A Mutual Aid Agreement among the ten major transit operators in the San Francisco Bay Area defines the means by which they may provide voluntary mutual assistance to each other (Appendix B). This agreement facilitates multi-jurisdictional transit response during an emergency, if such a response is necessary.

In addition, MTC manages the 511 Traveler Information System, which is a free phone and Web service providing up-to-the-minute information on Bay Area traffic conditions; incidents; detour routes; driving times; schedule, route and fare information for public transit services; transportation alternatives; 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. MTC, Caltrans, and the California Highway Patrol have partnered to bring this information to the San Francisco Bay Area.

In the event of an emergency, MTC will:

- provide a representative to the Regional Emergency Operations Center and staff the Transportation Branch;
- activate the MTC Emergency Operations Center;
- activate the RTEMP and Trans Response Plan;
- notify Regional Emergency Operations Center and the transportation agencies of those activations, and establish the schedule for collecting the initial situation summaries from the transportation agencies (see Section 7.2 for additional information);

- establish communication with major transportation agencies via conventional means (internet, land telephone lines, etc.) and via a satellite telephone system procured for the major transportation agencies specifically for this purpose;
- determine the types and levels of services that transit providers in and near the affected areas are capable of and will be providing; collect and maintain this information for as long as the RTEMP and Trans Response Plan are activated;
- coordinate emergency transportation responses with the Regional Emergency Operations Center, where applicable, giving priority to emergency transportation response over basic transportation or general mobility needs;
- coordinate basic transportation services directly with transit operators and transportation agencies;
- evaluate need for service coordination, review requests from transportation agencies, and request interagency coordination as appropriate, and provide recommendations to Regional Emergency Operations Center;
- coordinate mutual aid requests among transportation agencies, as appropriate;
- keep the Regional Emergency Operations Center informed of basic transportation services provided by transit operators (e.g., passengers carried, origins, destinations, etc.);
- monitor and report on the status of transportation facilities for as long as the MTC Emergency Operations Center and the Regional Emergency Operations Center are activated;
- prepare status reports and damage assessments for the regional transportation system based on information that the MTC obtains from the Regional Emergency Operations Center, Caltrans, the California Highway Patrol, the Water Emergency Transportation Authority, transit operators, Operational Areas, and other available sources; provide this information to participating agencies and summarize for public information purposes;
- corroborate with Regional Emergency Operations Center information received from Operational Areas, transportation agencies, the Water Emergency Transportation Authority, and local transit operators to ensure accuracy of information; coordinate with Regional Emergency Operations Center, Caltrans, the Water Emergency Transportation Authority, transit operators and the Joint Information Center, if necessary, to disseminate information to the public and media regarding the state of regional transportation facilities;
- monitor news stories for the first few days after the emergency and provide any corrections about transportation to news sources; and
- provide, as available, a Public Information Officer to support public information activities.

### **3.2.2. San Francisco Bay Area Water Emergency Transportation Authority**

In the event of a major disaster, particularly an earthquake, it is assumed that bridges and tunnels serving transbay corridors will be damaged or closed for assessment. Ferries and other maritime assets may play vital roles in providing both emergency response and basic transportation services. During the response and recovery phases, ferries will be essential resources for the following functions:

- transportation of First Responders and Disaster Service Workers to affected areas;

- transportation of supplies and equipment (does not include cargo such as containers) to affected areas;
- evacuation of affected areas when that is determined to be necessary; and
- provision of basic mobility for the public, especially in corridors where portions of highways or passenger rail systems are closed to the public.

Ferries will also be resources for providing both basic and emergency regional transportation, via expanded services on existing routes and via temporary services in relief of other damaged or otherwise closed transportation facilities. Emergency transportation will be given higher priority than basic transportation.

The Water Emergency Transportation Authority is a regional agency authorized by the California State Legislature to plan, manage, operate and coordinate the emergency activities of all water transportation and related facilities within the San Francisco Bay Area, except for those provided and owned by GGBHTD. The Water Emergency Transportation Authority has the authority to operate a comprehensive ferry system for the San Francisco Bay Region, except for those owned and operated by GGBHTD. The Water Emergency Transportation Authority supersedes the San Francisco Bay Area Water Transit Authority.

The Water Emergency Transportation Authority has responsibility for an Emergency Water Transportation System Management Plan (to be issued fall 2009) that could replace the Regional Maritime Contingency Plan, which was intended to outline guidelines and recovery phases of a regional disaster. The Regional Maritime Contingency Plan was never formally adopted by the older Water Transit Authority and a new document may be necessary to reflect the Water Emergency Transportation Authority and current conditions. Therefore for this document it is assumed that the Emergency Water Transportation System Management Plan is a response and recovery document that will be automatically activated by the Water Emergency Transportation Authority following a regional disaster that significantly damages regional transportation or communications systems and / or when transportation routes along major roads or the area's bridges are interrupted for an extended period of time. It may be activated in anticipation of such an event.

Actions taken under the Emergency Water Transportation System Management Plan could be coordinated among the Regional Emergency Operations Center, the Water Emergency Transportation Authority, MTC, and the U.S. Coast Guard. Based on information on regional damages, needs for emergency transportation, the ability to quickly meet those needs with the roadway and rail systems, and recommendations from various agencies, the Regional Emergency Operations Center will define the priorities for utilization of passenger ferries and other maritime assets and may task the Water Emergency Transportation Authority with implementing those priorities and providing transit service at both ends of the ferry trip(s).

In the event of an emergency and upon adoption of the Emergency Water Transportation System Management Plan, the Water Emergency Transportation Authority could:

- provide a representative to the Regional Emergency Operations Center and staff the Transportation Branch;
- activate the Water Emergency Transportation Authority Emergency Operations Center;
- establish communications with the MTC and Regional Emergency Operations Center and GGBHTD;
- establish the types and levels of ferry services that it will provide and identify types and levels of ferry services that GGBHTD are capable of and will be providing;
- communicate directly with the U.S. Coast Guard, GGBHTD, private passenger vessel operators, ports, and the Marine Exchange to establish the nature of the emergency and the status of area vessels, facilities, and other maritime assets that may be deployed in response to the emergency;
- receive and coordinate waterborne emergency transportation requests such as ferry transport of First Responders and Disaster Service Workers, with the Regional Emergency Operations Center, where applicable (priority will be given to emergency transportation response; while basic transportation or general mobility needs will not supersede emergency transportation needs)
- receive and coordinate requests for basic waterborne transportation services from MTC, Operational Areas, other transportation agencies and the Regional Emergency Operations Center;
- evaluate need for waterborne service coordination, review requests from the Regional Emergency Operations Center, request interagency coordination as appropriate, and provide recommendations to the Regional Emergency Operations Center;
- maintain a clearing house of information on needs, capabilities and water assets, both public and private;
- evaluate requests for maritime emergency response, and coordinate responses, depending on the availability of resources, both public and private;
- inform MTC of basic waterborne transportation services provided by itself and other ferry operators, in addition provide information to MTC regarding terminal locations, schedules, and capacities;
- activate the Emergency Water Transportation System Management Plan and notify the Regional Emergency Operations Center, U.S. Coast Guard, MTC, Operational Areas and GGBHTD it is implemented, and coordinate implementation of the Plan;
- maintain communications with the Regional Emergency Operations Center, MTC, Operational Areas, GGBHTD and U.S. Coast Guard throughout the duration of the emergency period; and
- provide, as available, a Public Information Officer to support public information activities.

### **3.3. Local Agencies**

#### **3.3.1. County Operational Areas**

Operational Areas are the jurisdictions responsible for emergency response within a county and all political subdivisions within the county area (e.g. cities, special districts). In the event of an emergency, the affected Operational Areas will have the following transportation-related responsibilities:

- transmit requests for emergency and basic transportation directly to local transportation operators. In the event that local transportation agencies are unable to provide such resources, either directly or through mutual aid in coordination with MTC, forward these requests to the Regional Emergency Operations Center;
- communicate directly with the State Operations Center in Sacramento, if the Regional Emergency Operations Center in Oakland is incapacitated; and
- provide information and updates about the condition of their affected jurisdictions, including reports on status of the emergency, damaged areas and infrastructure, affected populations and other pertinent information; and
- support evacuation orders as applicable, issued by cities, counties or city and counties.

### **3.3.2. Transit Operators**

There are over 30 transit operators in the region that provide public transportation services via bus, rail, ferry, or some combination of those modes. In the event of an emergency, it is likely that these operators will be essential to the regional transportation response, whether it be to provide emergency transportation or basic transportation services.

The 10 largest Bay Area transit operators have entered into a mutual aid agreement (Appendix B) to streamline the provision of voluntary mutual assistance among those operators to help assure that public transportation services continue to the maximum practical extent in the event of emergencies. Assistance will generally be in the form of resources, such as equipment, supplies, and personnel. Assistance will be given only when the lender determines that its own emergency and basic transportation needs can be met before releasing its resources.

### **Initial Response**

The initial response activities of a transit operator Emergency Operations Center are intended to minimize the effects of the emergency or disaster, including protection of human life and property. During the initial response period (defined in Section 2), the activities of a transit operator Emergency Operations Center will include:

- establish communications with the respective Operational Area Emergency Operations Center(s) and the MTC Emergency Operations Center;
- contact MTC and respective Operational Area(s), send a liaison to the Operational Area(s) Emergency Operations Center(s) and staff the Operations section as requested;
- assess safety and well being of passengers and employees;
- gather description(s) of the emergency(ies), the effects to passengers and staff, facilities, equipment and operations, and assessments of time to return to service;
- determine the condition and operability of resources and capability to provide service within and outside their service area and transmit this information to MTC and the respective Operational Area(s);
- compile initial damage assessments and surveys;

- disseminate warnings, emergency public information and instructions among affected Operational Areas, other transportation agencies; and MTC;
- respond to requests for mutual assistance from other transportation agencies in the respective county or elsewhere in Bay Area, and coordinate responses with MTC and the respective Operational Area(s);
- coordinate responses to requests from Operational Areas, other transportation agencies, MTC and the Regional Emergency Operations Center for transportation resources (request from other local (non-transportation) agencies and private entities for emergency transportation resources will be directed to the Operational Area for evaluation and prioritization, while requests for assistance to special populations will be directed to the Operational Area for evaluation and prioritization, which may task paratransit providers or public transit operators);
- respond, as needed, to requests for resources to provide basic transportation services to affected areas (requests may originate with an Operational Area or with MTC;
- coordinate responses to requests with MTC and the respective Operational Area(s);
- maintain regular communication with MTC, other transportation agencies as necessary, and the respective Operational Area(s) and provide periodic status reports;
- establish with the Regional Emergency Operations Center and Operational Areas the need for transportation resources to accomplish evacuation orders;
- facilitate transportation mutual aid assistance;
- develop and implement action plans for coordinated transportation agency response; and
- make all necessary notifications, including transit operator General Managers/Executive Directors, affected Operational Areas, Office of Emergency Services Coastal Region, MTC, other transportation agencies as appropriate and the Water Emergency Transportation Authority.

### **Extended Response**

Activities during the extended response period (defined in Section 2) involve the coordination and management of personnel and resources to mitigate the immediate effects of an emergency and facilitate the transition to recovery operations. During the extended response period, the activities of transit operators Emergency Operations Centers will include:

- compiling detailed damage assessments;
- procuring required resources to restore basic services;
- documenting situation status;
- protecting, controlling and allocating vital resources;
- coordinating extended relief operations with Caltrans, California Highway Patrol and local law enforcement;
- tracking resource allocation;
- conducting advance planning activities;
- documenting expenditures;
- developing and implementing action plans for extended operations;
- disseminating emergency public information;

- coordinating with State and Federal agencies; and
- planning for recovery.

### **3.3.3. Other Regional Transit Operators**

The San Francisco Bay Area is served by a diverse local and regional transportation network, consisting of freeways, arterial roads, bus, rail, ferry, airport and seaport facilities. The operators that operate these facilities have their own emergency operations plans and are not part of the RTEMP.

## **4. PREPAREDNESS PHASE PROCEDURES**

The preparedness phase involves activities undertaken in advance of an emergency or disaster. Preparedness phase activities generally fall into the categories of improving readiness, increasing capabilities, and mitigating hazards.

### **4.1. Preparedness Phase Management**

Preparedness phase activities take place under the normal organizational and management structures of MTC and all of the Bay Area transportation agencies. MTC is the lead agency responsible for coordinating integrated regional preparedness phase activities of the various Bay Area transportation agencies. Individual transportation agencies are responsible for maintaining their emergency plans and improving their daily operations to improve their readiness and response.

### **4.2. Training and Exercises**

Emergency response exercises allow emergency response personnel to become fully familiar with the procedures, facilities and systems used during an actual emergency. The capabilities of the RTEMP and individual transportation agency Emergency Operations Plans will be tested using a combination of the following exercise types:

- tabletop,
- functional, and
- full scale.

#### **4.2.1. Tabletop Exercises**

In the context of the RTEMP, tabletop exercises enable decision makers and staff from Bay Area transportation and emergency management agencies gather informally to discuss various simulated emergency situations. Tabletop exercises are designed to elicit the participants' constructive discussion without time constraints as they examine and attempt to resolve problems based on the existing Emergency Operations Plan, and to test both regional and individual agency plans and procedures. The purpose is for participants to evaluate plans and procedures and to resolve questions of coordination and assignment of responsibilities throughout the exercise in a non-threatening format and under minimum stress. This is an effective method of determining if existing plans, policies and procedures are effective in response to specific situations that may arise during an actual emergency event.

#### **4.2.2. Functional Exercises**

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

Centers of participating agencies, and may include the State Office of Emergency Services Region II, Caltrans, California Highway Patrol, MTC, transportation agencies, Federal Government agencies and/or neighboring Operational Area Emergency Operations Centers.

#### **4.2.3. Full-Scale Exercises**

Full-scale exercises involve actual deployment of personnel and equipment throughout a geographic area, in response to a detailed emergency scenario. For the purposes of the RTEMP, full-scale exercises will entail activation of the MTC Emergency Operations Center, multiple transportation agency and/or Operational Area Emergency Operations Centers and the establishment of field command posts. This type of exercise includes the mobilization of personnel and resources, the actual movement of emergency personnel and resources and the actual movement of emergency workers, equipment and resources required to demonstrate coordination and response capability.

MTC intends to conduct a full-scale exercise of the RTEMP at least annually and to conduct either a tabletop or functional exercise at least semiannually. An actual Emergency Operations Center activation may take the place of a scheduled exercise.

#### **4.2.4. Training**

Training for familiarity with the Trans Response Plan and RTEMP is an essential component of preparedness and response. The training program will include the following objectives:

- orientation on the concepts and procedures presented in the Emergency Operations Plan;
- familiarization of those assigned to transportation agency Emergency Operations Centers with the function, equipment and logistics of their respective facilities and assigned functions;
- orientation on the organizational concepts associated with SEMS and NIMS and proper operation of an Emergency Operations Center; and
- familiarization with and exercise of protocols for communication and coordination with Operational Area(s), MTC and other transportation agencies.

#### **4.3. Public Awareness and Education**

Public understanding of preparedness and response is vital to ensuring safety and creating partnerships in transportation agencies emergency plans. The public's response is based on an understanding of the nature of emergencies, the potential hazards, the likely response of emergency services and the knowledge of what individuals and groups should do to increase their chances of survival and recovery. Individual transportation agencies should implement information programs to educate the public about what they can expect in the event of an emergency. MTC's implementation of the RTEMP should include public information concerning the regional transportation response to emergencies.

## **5. RESPONSE PHASE PROCEDURES**

The response phase is initiated upon formal activation of a transportation agency Emergency Operations Center. The response to an emergency can be roughly divided between “initial” and “extended” response, with the understanding that these elements of response are unlikely to occur in chronological order. Depending on the nature of the incident extended response, activities may begin before initial response activities are completed, or initial and extended response activities may be initiated simultaneously.

The RTEMP adopts three levels of emergency response as defined by the Caltrans District 4 Emergency Operations and Response Plan. In practice, on the basis of the initial report(s) and conference among affected transportation agencies, transportation agency Emergency Operations Center directors will determine the level of the emergency and the Response Level required for their respective Emergency Operations Centers.

### **5.1. Emergency Response Level I**

Response Level I emergencies are considered routine and will usually not require the activation of transportation agency Emergency Operations Centers. Transportation agency Emergency Operations Center Directors will be notified by their dispatch / operations centers or agency staff of the situation affecting their respective properties, and may establish contact with the MTC regarding the situation.

Transportation agency Emergency Operations Centers will typically not be activated and all communication will be accommodated through conventional channels. Public information will always be involved and other staff functions may be necessary. Response Level I emergencies are very minor in nature, and are usually short lived. Examples are: localized power outage affecting individual transit operator, train derailment (non-fatal); hazardous material spill isolated to small area, or a suspicious package identified on a station platform.

### **5.2. Emergency Response Level II**

Response Level II emergencies are moderate in size and are generally not widespread in nature and do not require the full resources of an entire transportation agency Emergency Operations Center. A transportation agency Emergency Operations Center and the MTC Emergency Operations Center may be activated and staffed on a 24-hour basis until the emergency is over or until the Emergency Operations Center is no longer needed.

Staffing will usually consist of the Emergency Operations Center Director, Public Information Officer, and staff from the Operations and Planning sections. Other staff functions may be added as needed and assigned at the direction of the respective Emergency Operations Center Director(s). Response Level II emergencies may be long term. Examples include major hazardous materials spills requiring transit facility closure and evacuation; localized flooding or other storm damage; minor earthquakes; heavy

winter snow fall and icing conditions causing road closures; or wildlands fires. Emergency response may be downgraded to Level I after full assessment of the nature and extent of the emergency.

### **5.3. Emergency Response Level III**

Response Level III emergencies require the immediate activation and full staffing of the Emergency Operations Center of the affected transportation agency. All functions will immediately report to their respective Emergency Operations Center site(s) and will begin to activate their appropriate support staff. Staffing is expected to be on a 24-hour basis. Examples of Response Level III emergencies are: major earthquakes; regional flooding and storm damage, and terrorist attack to transit facilities(y). Emergency response may be downgraded to a Level II or I response, after full assessment of the nature and extent of the emergency.

### **5.4. RTEMP Activation**

The RTEMP will be automatically used whenever there is a regional emergency, such as the occurrence of a major earthquake, or at the request of Office of Emergency Services.

It is anticipated that the RTEMP will be activated when

- a major event significantly affects the transportation infrastructure, or when
- a localized, short term crisis can benefit from implementing the RTEMP.

It is assumed that transportation agencies can respond to most emergencies, such as floods, fires, or closure of a few major transportation facilities, through mutual aid agreements and through the use of their own emergency procedures.

## **6. RECOVERY PHASE PROCEDURES**

Recovery activities involve the restoration of transportation services to the public and returning the affected facilities, systems and operations to pre-emergency conditions. An emergency, as defined for the purposes of this plan, may immediately impose the need for recovery operations in its wake, or it may require recovery activities to begin while the response activities are still in process. A major earthquake may strike once, leaving severe damage that requires immediate recovery activity; at the same time the affected area must be prepared to respond to aftershocks and potential other effects such as fire, flooding and extended power outage.

Examples of recovery activities include:

- coordinating restoration of transportation infrastructure and services;
- facilitating relief transportation capacity and transportation system management solutions;
- increasing emphasis on traveler information systems;
- applying for State and Federal assistance programs;
- conducting hazard mitigation analyses;
- determining and recovering costs associated with response and recovery; and
- establishing emergency index codes for cost tracking purposes.

Recovery actions occur in three general phases. The first phase overlaps with emergency response and includes immediate actions to reduce life-safety hazards and make short-term repairs to critical lifelines. The second phase provides for ongoing needs before permanent restoration is complete. This phase may continue for weeks or perhaps months. The third phase includes planning for and implementing the rebuilding of damaged transportation infrastructure and the resumption of normal services. It may include a reconsideration of pre-disaster conditions, and may continue for several years.

The initial phase, and likely much of the second, occurs while the emergency command organization is in place. Many second and third phase activities fall within the ongoing responsibilities of individual functions of MTC and its constituent Bay Area transportation agencies.

Long-term recovery tasks typically require the cooperation of many public and private entities. They extend beyond the time that the Incident Command System is employed and require activities beyond the scope of this Plan. Depending on the scope and type of the emergency, MTC may participate in or institute a long-term planning and implementation management structure to coordinate these activities to ensure the necessary coordination for restoration of basic transportation services.

### **6.1. Initial Recovery**

Initial recovery may be generally considered to occur during the period from one to seven days after the disaster event. Examples of regional transportation recovery activities that would occur during initial recovery are:

- debris removal and clean-up;
- emergency, short-term repair of lifeline systems;
- emergency, short-term repair of transportation systems;
- provision of interim transit services;
- system safety inspections; and
- coordination of State/Federal damage assessments.

## **6.2. Mid-Term Recovery**

Mid-term recovery principally entails planning for the major recovery efforts that are necessary to restore infrastructure and operations to their pre-disaster condition or an improved state, and generally occur during the period from seven to thirty days after the disaster event. Examples of activities that would occur during mid-term recovery are:

- restoration of full basic transportation system capacity, where possible;
- establishment of new rules and practices governing transportation system reconstruction and operations;
- examination of structure, operating and life safety standards;
- implementation of economic recovery measures, including revision of fare structures and operating subsidies; and
- review of the performance of emergency operating plans and practices.

## **6.3. Long-Term Recovery**

Long-term recovery involves the physical reconstruction and new construction that fully restore or improve the pre-disaster conditions of affected systems, and the implementation of plans and practices to better prepare and respond to future incidents. The period of long-term recovery may last for several years of the disaster, and in some cases much longer. Examples of activities that would occur during long-term recovery are:

- new construction and reconstruction according to revised codes and standards;
- complete restoration of transportation system infrastructure and capacity;
- hazard mitigation; and
- restoration of communities and activity centers served by transportation systems.

## 7. RTEMP CHECKLISTS

### 7.1. Resource Requests

<b>SAN FRANCISCO BAY AREA REGIONAL TRANSPORTATION EMERGENCY MANAGEMENT PLAN Resource Request Checklist</b>	
<b>Mission:</b>	Enable transportation agencies to facilitate restoration and continuity of basic transportation services after an emergency via the San Francisco Bay Area Transit Operators Mutual Aid Agreement
<b>Responsibility:</b>	Emergency Operations Center Director
<b>Alternate:</b>	Emergency Operations Center Director's designee
<b>Objectives</b>	
	<ul style="list-style-type: none"> <li>▪ Quickly review a mission/resource request for transportation resources to determine the most appropriate means to fill that request, and present recommendations to Emergency Operations Center Director.</li> <li>▪ In accordance with Emergency Operations Center Director's instructions, fill resource requests via Bay Area Transit Operators Mutual Aid Agreement.</li> <li>▪ Track the status of request, keep the requestor notified, and, if necessary, re-assign the request/tasking to ensure it is filled quickly</li> </ul>
<b>Users</b>	
<input type="checkbox"/>	Emergency Operations Center Planning Chief
<input type="checkbox"/>	Emergency Operations Center Logistics Chief
<b>Checklist Activation</b>	
The Resource Request Checklist is activated when a resource/mission tasking request is made to the Emergency Operations Center by the Operational Area, other transportation agency, or via the MTC. It can be used in case the transportation agency does not have a process or checklist for resource requests.	
<b>Critical Request Response Actions</b>	
<input type="checkbox"/>	Receive resource or mission-tasking request from Operational Area Emergency Operations Center, MTC or other transportation agencies. Request may come through RIMS, phone, runners, or fax. (All requests made via RIMS or faxed manual forms should be followed up by a phone call.)
<input type="checkbox"/>	Upon receipt of a resource request, the Planning Section Chief will craft the request and obtain sign off from the Emergency Operations Center Director
<input type="checkbox"/>	Contact Operational Area Emergency Operations Center, MTC or other transportation agency to clarify questions regarding the request.
<input type="checkbox"/>	Confirm the request is reasonable (i.e., is it for an emergency response activity, has the requestor made a reasonable commitment of resources, have they mobilized their own resources?).

<input type="checkbox"/>	<p>Ensure that mission or resource request includes all relevant information to include:</p> <ul style="list-style-type: none"> <li>- Current situation</li> <li>- Requested mission</li> <li>- Type and quantity of resource requested (quantity of vehicles, fuel, drivers, radio or cell phone, vehicles with wheelchair lift or air conditioner)</li> <li>- Service the resource will provide</li> <li>- Delivery location</li> <li>- Local contact at delivery location and means of contact</li> <li>- Requesting transportation agency and/or Operational Area contact</li> <li>- Timeframe in which resource is needed and projected duration of need</li> <li>- Logistical support needs (fuel, maintenance, etc.)</li> <li>- Accommodations for incoming resources</li> <li>- Any other attempts to procure this resource.</li> </ul>
<input type="checkbox"/>	Enter remaining relevant information into RIMS Form.
<input type="checkbox"/>	If denying a request, Planning Chief should coordinate with Emergency Operations Center Director.
<input type="checkbox"/>	Notify the requestor (Operational Area, transportation agency, MTC) that request is being coordinated, or it has been denied because it is not appropriate, or that it has been denied due to lack of information.
<input type="checkbox"/>	In a regional event, in which there are multiple demands for limited resources, the Operations Chief, impacted Operational Area, and MTC will coordinate to prioritize resource requests. Emergency Operations Center Director will make final determination.
<input type="checkbox"/>	If resource requests cannot be filled quickly with agency resources, Planning Section Chief will coordinate with MTC to identify resources from another transportation agency.
<input type="checkbox"/>	Timeline for coordination phase should be between 20 minutes and one hour for potential threats, and up to four hours for non-threatening situations or non-time sensitive situations.
<b>Provision of Resources</b>	
<input type="checkbox"/>	Planning Chief, Emergency Operations Center Director, and relevant agency resource manager confer to determine availability of appropriate resources to fulfill request. Consult with internal guidelines, if available, on resources to be retained by the agency to fulfill its needs.
<input type="checkbox"/>	<p>Provide Operational Area, MTC and/or requesting transportation agency relevant information on response to request to include:</p> <ul style="list-style-type: none"> <li>- Type and quantity of resource provided</li> <li>- Delivery location</li> <li>- Local contact at providing agency and means of contact</li> <li>- Time frame in which resource will be delivered and projected time return required</li> <li>- Logistical support provided (fuel, maintenance, etc.)</li> <li>- Accompanying personnel and their requirements.</li> </ul>
<input type="checkbox"/>	Assign a tracking number; notify MTC and both requesting and providing Operational Area.
<input type="checkbox"/>	Deliver requested resources according to information provided by requesting agency.
<input type="checkbox"/>	Planning Section Chief will provide updates to the Emergency Operations Center Director on resource requests and status.

<b>Resource Tracking</b>	
<input type="checkbox"/>	Planning Section Chief ensures RIMS forms and internal resource tracking system forms are complete and status is up-to-date.
<input type="checkbox"/>	Planning Section Chief follows up with requesting agency to determine status of request. Rough timelines for notifications include: <ul style="list-style-type: none"> <li>- Acceptance or denial (within 20 minutes of receipt of request).</li> <li>- Responding agency and timeline (within 20-45 minutes of request approval).</li> <li>- Status of mobilization efforts (within 2 hours of mission acceptance).</li> <li>- Time of arrival (within one hour of estimated time of arrival).</li> </ul>
<input type="checkbox"/>	Operational Area and MTC maintain overall summary of missions and resource requests and their status.
<input type="checkbox"/>	Emergency Operations Center Director/ Planning Chief provide update on agency resources provided at daily briefing.
<b>Checklist De-Activation</b>	
The Resource Request Checklist is de-activated when it is determined that: <ul style="list-style-type: none"> <li>▪ The initial response phase to the emergency is past.</li> <li>▪ Provisions are in place for return of resources loaned to other jurisdictions.</li> </ul>	
<input type="checkbox"/>	Review Emergency Operations Center Activity Log to ensure completeness and accuracy.
<input type="checkbox"/>	Deactivate Resource Request Checklist.

## **7.2. Situational Awareness**

### **Situational Awareness Overview**

While the ability to quickly gather, verify, consolidate and distribute confirmed situation information is vital to the response, it is equally important that initial response strategies are developed with an accurate picture of the potential scope of the disaster and that external resource requests quickly be pushed up to the state and federal level without delay. Quickly identifying the potential scope of damage following a disaster is critical to mounting an effective response; however, this may initially be extremely difficult due to limited communications capability, information overload, limited staff and fragmented or conflicting damage reports.

This checklist assumes that it is better to form a quick picture of the potential scope of damage using a combination of actual street level impact reporting and pre-event impact information / modeling, rather than total reliance on waiting 2 to 3 days for confirmed impact information to be available.

### **Determining the Potential Scope of the Disaster**

Immediately following the disaster, it should be possible to establish an initial assessment of transportation damage due to visual sightings and communication regarding transportation facilities and assets.

### **Planning Section Actions**

Initially, the Emergency Operations Center will take the following steps to disseminate and refine information regarding the magnitude of the disaster:

- Determine potential scope of the disaster, if an earthquake, include the magnitude, depth and location of the rupture, and shaking information.
- Analyze emerging situation information from sources such as transportation agency staff, field responders and the media to validate information.
- Review and clarify incomplete or conflicting information.
- Transmit situation status reports to transportation and emergency management agencies (MTC and Operational Areas).

### **Initial Situation Assessment**

This section describes available means for the initial collection and dissemination of information regarding the effects of a disaster. The following checklist describes critical information that must be collected during the first 24 hours following a disaster.

### **Field Personnel Actions**

Immediately following the disaster, transportation agency personnel around the Bay Area will begin reporting on the effects of the disaster, often spontaneously. These reports will flow to dispatch centers, Emergency Operations Center's and other points of collection. The actual number of transportation agency personnel deployed at any given time varies with the time of day and the day of the week.

All transportation agency personnel deployed in the field at the time of the event are expected to do the following:

- Assess their situation and identify any possible threats to life safety.
- Take action to protect themselves and members of the public in their immediate vicinity.
- Make note of the critical information such as damage to facilities and equipment, casualties, location of stranded transit vehicles, number of stranded passengers, status of roadways and rail track, geographic areas of concentrated damage, and status of service.
- Report time-sensitive life safety information to their dispatcher and/or Emergency Operations Center via radio or cell telephone, if needed.
- Report non-life safety information to their dispatcher and/or Emergency Operations Center as soon as possible.
- Follow the response procedures established by their agency's Emergency Operations Plan.

### **Updates to Critical Information**

MTC will update information as available and pass this information along to the Operational Areas, Regional Emergency Operations Center, transportation agencies, Water Emergency Transportation Authority, and any others as appropriate.

<b>SAN FRANCISCO BAY AREA REGIONAL TRANSPORTATION EMERGENCY MANAGEMENT PLAN Situational Awareness Checklist</b>	
<b>Mission:</b>	Enable transportation agencies to communicate the restoration and continuity of basic transportation services after an emergency
<b>Responsibility:</b>	Every San Francisco Bay Area transportation agency
<b>Alternate:</b>	Not applicable
<b>Objectives</b>	
<ul style="list-style-type: none"> <li>▪ Facilitate communication regarding the provision of emergency and basic transportation services</li> </ul>	
<b>Users</b>	
<input type="checkbox"/>	Staff at transportation agency Emergency Operations Centers
<b>Checklist Activation</b>	
Each of the Bay Area transportation agencies should have an Emergency Operations Plan checklist that includes elements in this checklist, and should use this information to activate their Emergency Operations Center and guide Emergency Operations Center operations.	
<b>Preparedness</b>	
<input type="checkbox"/>	Transportation agencies (this term includes MTC, Caltrans, Water Emergency Transportation Authority and transit operators) update emergency phone lists, review notification of staff procedures, and practice Emergency Operations Center activation.
<input type="checkbox"/>	Transportation agencies test communication systems including landline and cellular phones, satellite phones, Internet, and two-way radios.
<b>First 4 Hours</b>	
<b>First 4 Hours – Activation</b>	
<input type="checkbox"/>	Transportation agencies follow procedures for notification of Emergency Operations Center staff and activation of Emergency Operations Center.
<input type="checkbox"/>	MTC activates the Trans Response Plan and Regional Transportation Emergency Management Plan.
<input type="checkbox"/>	MTC notifies the Regional Emergency Operations Center and transportation agencies of the Trans Response Plan and Regional Transportation Emergency Management Plan activation and establishes schedule for collection of initial MTC situation status reports.

<b>First 4 Hours – Communication</b>	
<input type="checkbox"/>	Transportation agencies establish communication with the Operational Area(s) and the Regional Emergency Operations Center, if applicable.
<b>First 4 Hours - Reports</b>	
<input type="checkbox"/>	<p>Transportation agencies will:</p> <ul style="list-style-type: none"> <li>▪ assess the safety and well being of agency employees and passengers,</li> <li>▪ make an assessment on the impact to agency staff and passengers, facilities, systems, equipment and operations; and</li> <li>▪ assess the capability to provide service within and outside their service area.</li> </ul> <p>An initial MTC Situation Status Report will be developed and transmitted to MTC and Operational Area(s), as applicable.</p>
<input type="checkbox"/>	<p>If the Water Emergency Transportation Authority activates the Emergency Water Transportation System management Plan, the Water Emergency Transportation Authority will communicate with the U.S. Coast Guard, ferry operators, private passenger vessel operators, ports and the Marine Exchange to establish the nature of the emergency and status of area vessels, facilities and other maritime assets that may be deployed.</p> <p>An initial MTC Situation Status Report will be developed and transmitted to MTC and Operational Area(s), as applicable.</p>
<input type="checkbox"/>	Transportation agencies will start preparing Incident Action Plans for the operational period.
<input type="checkbox"/>	Transportation agencies will develop schedules for updating the Incident Action Plans and the MTC Situation Status Report.
<input type="checkbox"/>	MTC collects Initial Situation Status Reports, develops the Regional Summary, and transmits it to the transportation agencies, Operational Areas and Regional Emergency Operations Center.
<b>First 12 Hours</b>	
<b>First 12 Hours – Reports</b>	
<input type="checkbox"/>	Transportation agencies update and / or develop Incident Action Plans and transmit them to Operational Areas, as appropriate.
<input type="checkbox"/>	Transportation agencies update the MTC Situation Status Report and transmit the information to MTC.
<input type="checkbox"/>	MTC updates and transmits the Regional Summary to transportation agencies, Operational Areas and Regional Emergency Operations Center.

<b>First 12 Hours – Communication</b>	
<input type="checkbox"/>	Transportation agencies maintain communication with the MTC Emergency Operations Center and Operational Area(s).
<input type="checkbox"/>	MTC and other transportation agencies (as appropriate) provide a Public Information Officer to the state or regional Joint Information Center, as appropriate. MTC and transportation agencies provide the Joint Information Center with information on availability of service, routing, etc.
<input type="checkbox"/>	Transportation agencies utilize communication systems including landline and cellular phones, satellite phones, Internet, and radios.

**24 Hours and On-Going**

<b>24 Hours and On-Going – Communication</b>	
<input type="checkbox"/>	Transportation agencies continue to maintain communication with each other and Operational Area(s).
<input type="checkbox"/>	MTC and other transportation agencies (as appropriate) continue to staff the state or regional Joint Information Center, as appropriate. MTC and transportation agencies continue to provide the Joint Information Center with information on availability of service, routing, etc.
<input type="checkbox"/>	Transportation agencies continue to utilize communication systems including landline and cellular phones, satellite phones, Internet, and radios. Re-establish communication links as needed.

<b>24 Hours and On-Going – Reports</b>	
<input type="checkbox"/>	Transportation agencies continue to update Incident Action Plans and transmit them to Operational Areas, as appropriate.
<input type="checkbox"/>	Transportation agencies continue to update the MTC Situation Status Report and transmit the information to MTC.
<input type="checkbox"/>	MTC continues to update and transmit the Regional Summary to transportation agencies, Operational Areas and Regional Emergency Operations Center.

**Demobilization**

<input type="checkbox"/>	Regional Emergency Operations Center declares end of the emergency.
<input type="checkbox"/>	MTC and transportation agencies disband Emergency Operations Centers.

□	<p>Transportation agencies convene an after-action review of the emergency with staff and prepare an after-action report including documentation of challenges encountered, operational lessons learned and suggested improvements in program response.</p> <p>MTC convenes an after-action review of the emergency with participating transportation agencies and prepares a regional transportation after action report including documentation of challenges encountered, operational lessons learned and suggested improvements in program response.</p>
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## **APPENDIX A**

### **Metropolitan Transportation Commission - Trans Response Plan**

#### **I. BACKGROUND AND INTRODUCTION**

The purpose of the Trans Response Plan is to define the functions, responsibilities and procedures for developing and implementing a comprehensive multimodal transportation response to a regional emergency. The Trans Response Plan will address freeways, arterial roads, bus, rail, ferry, airport and seaport facilities, including preliminary damage assessments and plans for both immediate and near-term response. The result will be a coordinated transportation response within the overall Statewide Emergency Management System implemented by California's Office of Emergency Services.

##### Coastal Region Office of Emergency Services (OES)

The California Emergency Services Act (Chapter 7 of Division 1 of Title 2 of the Government Code) establishes the State Office of Emergency Services (OES). During a state of emergency, the Director of OES coordinates the emergency activities of all state agencies. The Coastal Region OES is the designated administrative region that covers the 16 coastal counties of northern California. This includes the nine counties in the San Francisco Bay Area that are under the jurisdiction of MTC.

##### Metropolitan Transportation Commission (MTC)

The Metropolitan Transportation Commission (MTC) is the transportation planning and financing agency for the nine-county Bay Area. MTC is governed by a 16-voting member Commission. Over the past few years, MTC and OES have cooperated on several planning activities, including the Regional Transit Emergency Management Plan (1993), the Model Transit Operator Contingency Plan (1993), and the Regional Ferry Contingency Plan (1996).

##### California Department of Transportation (Caltrans)

The California Department of Transportation (Caltrans) is the owner and operator of the state highway system. At their District office in Oakland, Caltrans houses their Coastal Region Transportation Management Center (TMC) which they operate in partnership with the California Highway Patrol. The TMC provides an integrated framework for cooperative management of the transportation system based upon multimodal operations and information sharing, and is operational 24 hours a day.

##### Terminology

Certain words have different meanings within the transportation and emergency response communities. This document uses the following definitions

Transportation: Emergency response agencies think of "transportation" following an earthquake in terms of the movement of emergency resources (people and supplies), and evacuation of the injured from an area. Transportation agencies think of

"transportation" as the mass movement of people returning home using a variety of modes (roadways, rail, bus, ferry, etc.). The portion of the transportation system that is functional after an earthquake will need to accommodate both needs.

The Partnership is composed of almost three dozen chief executive officers from local, state and federal transportation and environmental agencies in the Bay Area. It meets quarterly to integrate transportation activities.

Emergency Response Period typically refers to the initial 72 hours after a major disaster. During that period, each agency is focused on the life/safety needs of its employees and assessing damages, and may or may not be able to assist with the initial regional response. For transportation agencies, the Emergency Response Period ends and Recovery Period begins when the Partnership meets to develop and recommend steps for a coordinated recovery plan.

Emergency Resource Center (ERC) and Emergency Operations Center (EOC) refer to the location or facility used by emergency response personnel after a disaster. It typically has emergency power and communications, as well as on-site food and water. The Regional EOC (REOC) is the State OES's EOC.

Standardized Emergency Management System (SEMS) was established to standardize response to emergencies involving multiple jurisdictions or multiple agencies. SEMS is intended to be flexible and adaptable to the needs of all emergency responders in California, and uses basic principles of emergency management.

## **II. TRANS RESPONSE PLAN OVERVIEW**

The Trans Response Plan will facilitate the response by all modes of transportation, and coordinate that regional transportation response with the Statewide Emergency Management System (SEMS) used by the State OES. The Trans Response Plan will support the activities of the Plans and Intelligence Unit at the REOC when it is activated.

In the event of an earthquake or other major emergency that damages both the transportation system and telecommunications infrastructure, the Plan will provide the means of informing both responding agencies and the general public about the changing transportation situation, and will facilitate coordination of the regional emergency response. Immediately after a major emergency, the portion of the transportation system still functioning will be called on to accommodate extreme demands by competing needs. This will include mass movement of people traveling throughout the region; movement of emergency crews within the region to tend to the injured and homeless, to fight fires, and to address other immediate life and safety needs; and movement into the region of emergency supplies and personnel. MTC and the transportation community will assume responsibility for implementing a comprehensive, multimodal transportation response that is coordinated with the SEMS. This will allow the emergency response community to concentrate its resources on life and safety issues.

The Trans Response Plan will be activated automatically by the occurrence of a major earthquake, or at the request of OES or two or more Bay Area transportation agencies. It

is anticipated that the Plan can be activated when a major event significantly affects the transportation infrastructure, or, when a localized, short term crisis can benefit from implementing the Plan. Transportation agencies can respond to most emergencies, such as floods, fires, or closure of a few major transportation facilities, through mutual aid agreements. The Trans Response Plan will be deactivated at the request of the Partnership or OES.

The Trans Response Plan provides the following three key functions:

Regional Transportation Information Clearinghouse  
Regional Transportation Public Information  
Regional Transportation Coordination

MTC has volunteered to undertake the Regional Transportation Information Clearinghouse function and facilitate both the Regional Transportation Public Information and the Regional Transportation Coordination functions. MTC's emergency response staff will report to the MetroCenter, an essential services building with emergency power in the three third floor conference rooms, and a very limited emergency communication system in the main conference room. The Caltrans ERC/TMC facility located in downtown Oakland can serve as an alternate site. This facility is a fully operational emergency center with linkage to the Operational Area Satellite Information System (OASIS) for backup communications.

### **III. FUNCTIONS DURING THE EMERGENCY RESPONSE PERIOD**

The primary focus of the Trans Response Plan is the emergency response period following a major earthquake. Depending on the severity and location of the earthquake, the following may be occurring:

- agencies will be responding to immediate life/safety needs
- many transportation facilities will be closed temporarily for inspection
- telephone service may be limited as a result of damage to the infrastructure and excessive call volume
- loss of electrical power may affect several transportation systems

The three key functions are discussed below in terms of purpose, tasks, and challenges during the emergency response period. The discussion below also outlines communication procedures and institutional arrangements.

#### Regional Transportation Information Clearinghouse Function

- Purpose: Develop status reports and preliminary damage assessments for the regional transportation system
- Tasks: Collect status/situation reports from Caltrans, CHP, transit operators, County Operational Areas, and other available sources; develop regional assessments of needs and available resources; and generate periodic status reports on the regional transportation system. The regional status reports will be provided to participating agencies. The information will also be summarized for use under the Regional Transportation Public Information Function (see following section).

- **Challenges:** The primary challenges associated with this function are 1) the ability of each agency to determine its own status and needs while simultaneously responding to life/safety issues, and 2) MTC's ability to establish and maintain frequent communication with all agencies. The clearinghouse function will entail MTC contacting the Regional Emergency Operations Center (REOC), Caltrans, and CHP several times each day; and contacting each major transit agency and County Operational Area at least twice a day. Each contact will entail both collecting data (status, resources needed, resources available, planned near term actions, and confirmation of information received from media or other sources) and disseminating the regional status report. Once sufficient staff are available, MTC will send a liaison to Caltrans ERC and REOC.

#### Regional Transportation Public Information Function

- **Purpose:** Facilitate news media and other public access to information on the region's transportation system, including traveler advisories as necessary.
- **Tasks:** Each individual transportation agency may provide press releases and briefings on its own status and operations. MTC will collect, reproduce, and distribute the most recent press releases from various transportation providers; provide status reports on the region's transportation system by summarizing the Clearinghouse's status report; and coordinate its public information activities with REOC's public information officer (press releases, VIP tours and briefings, press conferences, etc.).
- **Challenges:** The primary challenges associated with this function are 1) MTC's ability to establish and maintain frequent communication with all agencies, and 2) MTC's ability to disseminate the information to all members of the news media and other public access channels (i.e., web pages). MTC will confer with the Caltrans, CHP and REOC to determine if regional traveler advisories are necessary. To the extent feasible, MTC will provide partner agencies with an opportunity to review the regional press releases and traveler advisories prior to publication.

#### Regional Transportation Coordination Function

- **Purpose:** Facilitate links across jurisdictional and modal boundaries, and between agencies, to provide regional mobility as quickly as possible.
- **Tasks:** Identify key transportation problems and areas where essential coordination is needed, and request the appropriate local agencies to respond; facilitate efforts by local transportation agencies to coordinate their responses; if necessary, inform REOC of additional resources needed, and appropriate agency(s) able to provide the resources through Logistics Branch, if appropriate.
- **Challenges:** The primary challenges associated with this function are 1) the ability to establish and maintain frequent communications with all agencies, and 2) the ability to prioritize competing demands on the functioning transportation system. In order to facilitate the prioritization and implementation of regional responses, a Coordination Team composed of MTC, Caltrans District 4, U.S. Department of Transportation, and OES should convene at the Clearinghouse as soon as the Plan is activated. MTC will convene the Partnership as soon as possible.

#### **IV. FUNCTIONS DURING RECOVERY AND RECONSTRUCTION PERIODS**

Depending on the severity and location of the disaster, the following may be occurring:

- after shocks, which may alter the regional transportation system's status
- clearing of rubble and other initial repairs to transportation system
- mass movement of emergency supplies and personnel into the Bay Area by road and air, and evacuation of injured
- improvement in telephone service as call volume decreases and repairs occur

The three Plan key functions will change their focus as the multimodal response efforts move from the Emergency Response Period to Recovery and Reconstruction Periods. Those changes are briefly addressed below.

The Regional Clearinghouse Function will initially shift from a focus on assessing damages and providing status summaries to evaluating impacts, summarizing cost estimates and funding needs, and compiling information from all transportation providers on planned services. Situation summaries, damage assessments and service plans will be prepared by MTC and reviewed with the Partnership. After the first few weeks, once the situation stabilizes and near-normal communications are restored, the level of effort for the clearinghouse function will decrease.

The Regional Public Information Function will briefly require increased effort in order to summarize and publicize new transportation services and schedules. MTC will work with REOC and the transportation providers to prepare consolidated news releases that provide accurate and comprehensive data on available facilities and services. As near-normal communications are established, the news media will collect and summarize this data on their own, and the frequency of changes in facility status and planned service will decrease.

The Regional Coordination Function will focus on long-term alternatives. Creation of new transit services and roadway options to substitute for inoperable highways and transit services, coordination of new and surviving services, and movement of emergency resources will require extensive inter-agency communication and cooperation. The Partnership is anticipated to meet as necessary to develop recommendations for a coordinated response that facilitates the Bay Area's economic recovery. MTC will prepare staff reports and recommendations for the Commission and Partnership to consider. The Commission and partner agencies will oversee implementation of those recommendations. Over the longer term, the coordination function will address the need to prioritize available reconstruction funds across competing modes and projects, which will occur as an extension of the Commission's responsibility to program funds.

##### **Trans Response Plan Update and Maintenance**

Through annual exercises and periodic mini-drills, MTC will lead the effort to keep the Trans Response Plan document current and accurate. As partners provide input to the after-action assessments and critiques, the Plan can be reviewed and revised to bring

about further improvements. This will include keeping the emergency contact list current.

## **GLOSSARY**

AC Transit - Alameda Contra Costa Transit, which serves portions of Alameda and Contra Costa counties.

BART - Bay Area Rapid Transit which serves 37 stations located throughout Alameda, Contra Costa, San Francisco and northern San Mateo counties.

Caltrain - train service operated by a Joint Powers Board made up of representative from the following counties: San Francisco, San Mateo and Santa Clara.

CCCTA - Central Contra Costa Transit Authority, which serves cities located in central Contra Costa County

CESRS - California Emergency Services Radio System, a dedicated frequency for emergency response operated by the State Office of Emergency Services (OES)

Caltrans ERC/TMC - The California State Department of Transportation (Caltrans) operates a Traffic Management Center (TMC) at their District Offices on Grand Avenue in Oakland. When there is a significant emergency, Caltrans operates a Emergency Resource Center (ERC) that is located on the floor above the TMC. Information from the TMC is immediately available to staff at the ERC where emergency decisions are made.

California Highway Information Network (CHIN) - 1-800-427-7623 is a toll-free number that provides information on the entire state highway system.

CORE Team - small group of MTC staff who have volunteered to come to the MetroCenter following a major earthquake or regional disaster to implement the REMMRP once it has been activated. The activated REMMRP establishes the Regional Transportation Clearinghouse, the Regional Public Information and the Regional Transportation Coordination functions.

ERC - Emergency Resource Center which is established by Caltrans following a major incident. ERC/TMC refers to the combined Emergency Resource Center and Traffic Management Center (TMC). The TMC is normally a 24-hour operation; when established, the ERC becomes the hub for managing the incident.

GGBHTD - Golden Gate Bridge Highway and Transportation District which provides bus and ferry services between Sonoma, Marin and San Francisco counties.

LOTUS Notes - an electronic database program. The Office of Emergency Services uses LOTUS Notes in their Resource Information Management System which is an electronic management tool currently used by all nine county Operational Areas and State OES.

MTC - Metropolitan Transportation Commission which is the nine-county transportation planning and financing agency for the Bay Area.

OES - State Office of Emergency Services. Coastal Region OES is the administrative region for the coastal counties.

PDA - Preliminary Damage Assessment, the OES term describing that information which each County Operational Area must obtain, gather, and summarize into a Situation Report for OES to publicize usually by twelve hours post event.

PIO - Public Information Officer; usually each agency has one on staff.

“Partner agencies” - For purposes of implementing the Trans Response Plan, the following agencies are or represent categories of agencies included in the term “partner agencies”:

- Office of Emergency Services (OES)
- California State Department of Transportation (Caltrans)
- California Highway Patrol (CHP)
- United States Department of Transportation (US DOT)
- Metropolitan Transportation Commission (MTC)
- Airports (San Francisco, Oakland and San Jose International airports)
- Seaports (Ports of Oakland and San Francisco)
- Operational Areas (County Emergency Operating Centers)
- Transit Operators (AC Transit, BART, CalTrain, CCCTA, GGBHTD, SF MUNI, Samtrans, SCVTA, Vallejo Transit, and other transportation authorities or municipal operators in the nine Bay Area counties.
- Ferry Operators - all ferry operators (private and public) who provide ferry services in the Bay Area counties

REOC - Regional Emergency Operating Center - The Coastal Region, Office of Emergency Services activates the REOC at their offices on 1300 Clay Street, Suite 400. Coastal Region OES is the California Administrative Region of the State Office of Emergency Services covering the 15 coastal counties in the state. The nine Bay Area counties are part of this region and funnel information to the State through the regional office, including requests for assistance. The REOC Director manages the activities of the REOC.

RIMS - Resource Information Management System describes the electronic system established by State OES to manage and track resource requests made to OES.

Samtrans - San Mateo County Transit which provides transit services in all of San Mateo County with connections to San Francisco, Alameda and Santa Clara counties.

SCVTA - Santa Clara Valley Transportation Authority which provides bus and light rail service in all of Santa Clara County with connections to Alameda, San Mateo, and Santa Cruz counties.

SEMS - Standardized Emergency Management System which requires all government entities to use a standardized system for managing multimodal, multi-jurisdictional disasters.

SOP - Standard Operating Procedure in support of the Trans Response Plan by indicating in detail how a particular task will be carried out.

TMC - Traffic Management Center which is operated by Caltrans at their District offices.

TravInfo™ - the Bay Area’s Advanced Traveler Information System which is a public/private partnership that provides up-to-the-minute traffic information and current transit and ride-share information to Bay Area travelers. TravInfo™ provides information through a regional no-area-code telephone number, 816-1717, to travelers in all of the Bay Area’s four area codes.

TRP - Trans Response Plan, the name given to describe this entire Plan and its components.



## APPENDIX B

### SAN FRANCISCO BAY AREA TRANSIT OPERATORS MUTUAL AID AGREEMENT

This Mutual Aid Agreement ["Agreement"] is made and entered into as of the \_\_\_ day of the \_\_\_\_\_, 2005 by those parties who have adopted and signed this Agreement, which include the following organizations:

**Alameda-Contra Costa Transit District**  
**Altamont Commute Express Rail**  
**San Francisco Bay Area Rapid Transit District**  
**Contra Costa County Transportation Authority**  
**Golden Gate Bridge, Highway and Transportation District**  
**Livermore-Amador Valley Transit Authority**  
**San Francisco Municipal Railway**  
**San Mateo County Transit District**  
**Santa Clara County Transit District**  
**City of Vallejo**

WHEREAS, the San Francisco Bay Area is susceptible to serious local and major regional emergencies, including moderate to great earthquakes that could interrupt normal public transit services; and

**WHEREAS**, the parties to the Agreement have determined that it would be in their best interests to enter into an Agreement that provides equipment, personnel, supplies and other goods and services to each other under emergency conditions so that transit services experience minimal interruption and recover rapidly; and

**WHEREAS**, the parties to this Agreement understand that reimbursement will be made to the lending organizations for equipment, personnel, supplies and other resources made available under this Agreement; and

**WHEREAS**, the parties to this Agreement understand that each must give priority attention to emergencies affecting its own operations, and that no party should unreasonably deplete its own resources, facilities, or services to provide such mutual aid; and

**WHEREAS**, such an Agreement is in accord with the California Emergency Services Act as set forth in Title 2, Division 1, Chapter 7 (Section 8630 et seq.) of the Government Code, and specifically Article 14 (Section 8630 et seq.) of the Act, Section 3211.92 of the Labor Code related to Disaster Service Workers, and the California Master Mutual Aid Agreement;

**NOW THEREFORE**, in consideration of the conditions and covenants contained herein, the parties to this Agreement agree as follows:

1. Purpose. The purpose of this Agreement is to provide an organized framework within which the signatory parties can provide voluntary mutual assistance to each other so as to help assure that public transportation services continue to the maximum practical extent in the event of emergencies. It is understood that there may be special conditions that apply to the providing of mutual aid under this Agreement. Examples include the providing of vehicles equipped with wheelchair lift devices.

2. Definition of Emergency. For purposes of this Agreement “emergency” means a condition of disaster, calamity, or catastrophe arising in a portion or entire area of operations of the parties to this Agreement which is, or is likely, to be beyond the control of the services, personnel, equipment, and facilities of the affected operators. Examples include floods, urban and wildland fires, earthquakes, or other such conditions.

3. Guiding Policies. The parties acknowledge the following principles in order to effectively implement this Agreement:

- a. The basic tenets of emergency planning are self-help and mutual aid,
- b. No single transit agency has sufficient resources to cope with any and all potential emergencies,
- c. Transit agencies should plan for their emergency operations to assure a rapid and efficient use of their available resources,
- d. California’s system of emergency planning provides a system of mutual aid in which each jurisdiction relies first upon its own resources,
- e. Each county in California coordinates the responses of jurisdictions within its borders with the State’s Office of Emergency Services,
- f. Each local jurisdiction has the authority to prepare a local emergency plan; such plans should include a transportation element that contains methods for coordinating emergency transportation services, and
- g. Each transit agency should prepare its own emergency operations plan that provides appropriate procedures for responding to and recovering from emergencies affecting its operating area.

4. Mutual Aid Coordinators. Each party to this Agreement shall designate by title position(s) (primary and alternates) the incumbents of which shall be responsible for performing all emergency actions associated with this Agreement. The names and contact information for each position shall be appended to this Agreement, and such information shall be revised annually and distributed to the signatory organizations.

5. Nature of Assistance. The parties providing assistance under this Agreement are referred to as “lenders”, and the parties receiving mutual aid assistance are referred to as “borrowers”.

- a. General. Assistance will generally be in the form of resources, such as equipment, supplies, and personnel. Assistance will be given only when the lender determines that its own needs can be met before releasing its resources to support this Agreement. It is intended that this Agreement cover resources needed to provide public transportation, such as transit vehicles, vehicle operators, and the services and supplies required to operate and maintain such vehicles.
- b. Equipment. Use of equipment, such as transit and maintenance vehicles, portable generators, and tools, shall be at the lenders’ current equipment rates and be subject to the following conditions:
  - (1) At the option of the lender, loaned equipment shall be provided with an operator,

- (2) Loaned equipment shall be returned to the lenders within 24 hours after oral or written requests are received by the borrowers,
  - (3) Borrowers shall, at their own expense, supply all fuel, lubrication and routine maintenance for equipment received from lenders,
  - (4) Lenders' costs related to the movement, handling, and unloading or loading of borrowed equipment shall be reimbursed by the borrower,
  - (5) In the event that lenders' equipment is damaged while being delivered to the borrower, or while in the custody and use of the borrower, borrowers shall reimburse lenders for the reasonable cost of repairing the damaged equipment,
  - (6) If the equipment cannot be repaired, then borrowers shall reimburse lenders for the cost of replacing such equipment which the parties mutually agree is of at least equal capability, and
  - (7) If the lenders must lease equipment while equipment returned from borrowers is being repaired or replaced, borrowers shall reimburse lenders for these lease costs, provided that the duration and cost of such lease is mutually agreed on by the parties in advance of the lease becoming effective.
- c. Supplies. Borrowers shall reimburse lenders with in-kind items or at actual replacement cost, plus any applicable handling charges, for use of expendable or non-returnable supplies. Other supplies and reusable items which are returned to lenders in a clean damage-free condition shall not be charged to the borrowers, and no rental fee will be charged; otherwise, such supplies will be treated as expendable.
- d. Personnel. Lenders will make available to borrowers such employees as are willing to participate in providing mutual aid under the provisions of this Agreement. Borrowers shall reimburse lenders for the full costs of the employees' services; that is, equal to the employees' current salary or hourly rate plus fringe benefits and overhead charges, including costs arising from Workers' Compensation claims. They shall be consistent with existing personnel policies, union contracts, and other applicable conditions of employment. Costs to feed, shelter, and otherwise care for lenders' employees shall be paid by borrowers. Lenders shall not be liable for cessation or slowdown of work if lenders' employees decline or are reluctant to perform any assigned tasks if said employees judge such task to be unsafe.

6. Financial Records. Both lenders and borrowers will keep accurate financial records of the equipment, personnel, supplies and other resources provided or received. Such records will be used to settle accounts among the parties and to support claims for reimbursement from insurance carriers or the state and federal governments, should such aid be made available. All financial records shall be maintained for a minimum of three years or any other period of time required by applicable federal or state law as a condition of receiving financial assistance. All parties shall have full access to such records for this purpose.

7. Emergency Routing. Inasmuch as the parties recognize that mutual aid provided under this Agreement depends on the lenders' abilities to move their resources to places designated by the borrowers, lenders and borrowers shall cooperate in determining which routes shall be used to reach the borrowers' operating areas and in arranging for any necessary escorts to assure the timely and safe arrival of the lenders' resources.

8. Liability and Hold Harmless. Pursuant to Government Code Section 895.4, whenever mutual aid assistance is provided, borrowers shall assume the defense of, fully indemnify and hold harmless lender, lenders' directors, supervisors, officers, and employees from all claims, losses, damages, injuries, and liabilities of every kind, nature and description directly or indirectly arising from the negligent or wrongful acts of borrowers' in connection with work rendered hereunder, including, but not limited to, negligent or wrongful use of equipment, supplies or personnel on loan to borrowers, or faulty workmanship or other negligent acts, errors or omissions, by borrowers, or by personnel on loan to borrowers.

Each party to this Agreement shall give to the others prompt and timely written notice of any claim made, or any suit instituted, coming to its knowledge which in any way, directly, or indirectly, contingently or otherwise, affects or might affect them. Each shall have the right to participate in the defense of the same to the extent of its own interest.

9. Modifications and Other Provisions.

- a. Amendments. Any provision of this Agreement may be modified, altered or rescinded by written Agreement of all of the parties.
- b. Annual Review. This Agreement shall be reviewed annually, and necessary changes shall be made.
- c. Reporting. The lenders shall provide to the borrowers a verbal estimate of the costs of the equipment and services provided under this Agreement within three (3) days of the start of such assistance. This report shall be revised weekly thereafter until mutual aid is terminated at the borrowers' request. A final report will be provided by the lenders to the borrowers no later than ninety (90) days following cessation of all assistance.
- d. Non-Exclusivity. This Agreement is not an exclusive Agreement for the provision of emergency resources. Any party may provide such resources to entities not party to this Agreement, and any party may enter into Agreements similar to this with other organizations.
- e. Third Parties. Nothing herein shall be construed to create any right of action by third parties for any cause whatsoever.
- f. Entire Agreement. This Agreement constitutes the entire understanding of the parties, and there shall be no verbal or other Agreement, except as included here and except as may be amended by an Agreement in writing signed by each of the parties to this Agreement.

10. Notices.

All communications relating to the day-to-day activities associated with this Agreement shall be exchanged between the Mutual Aid Coordinators designated in the Appendix to this Agreement. All other notices and communications deemed by the parties to be necessary or desirable to be given to the other parties shall be in writing and may be given by personal delivery to a representative of the parties or by mailing the same, postage prepaid, addressed as follows:

Sharon Banks  
AC Transit District

1600 Franklin Street  
Oakland, CA 94612

Richard A. White  
BART  
800 Madison Street  
Oakland, CA 94607

Robert Patrick  
CCCTA  
2477 Arnold Industrial Way  
Concord, CA 94520-5327

Carney Campion  
GGBHTD  
P.O. Box 9000, Presidio Station  
Oakland, CA 94623-0660

Philip H. Adams  
Director of Transportation  
San Francisco Municipal Railway  
949 Presidio Avenue  
San Francisco, CA 94115

Lou Montini, Acting GM  
Santa Clara Co. Transit District  
3331 No. First Street  
San Jose, CA 95134-1906

Pamela Belchamber  
Vallejo Transit  
555 Santa Clara Ave.  
Vallejo, CA 94590

Vic Sood  
LAVTA  
1 362 Rutan Court, Suite 1 00  
Livermore, CA 94550

Gerald Haugh  
SAMTRANS  
1250 San Carlos Avenue  
San Carlos, CA 94070-1306

Altamont Commute Express Rail

The address to which mailings may be made may be changed from time to time by notice mailed as described above. Any notice given by mail shall be deemed given on the day after that on which it is deposited in the United States mail as provided above.

11. Termination.

This Agreement is not transferrable or assignable, in whole or in part. Any party may terminate its participation in this Agreement by providing thirty (30) days' written notice delivered or mailed to the other parties to the Agreement. Prior to the effective date of termination, with respect to the terminating party, all sums due for borrowed equipment, personnel, supplies or other resources shall be paid, and all borrowed equipment or other resources shall be returned. The provisions under Section 8 shall survive termination of this Agreement with respect to claims, losses, damages, injuries and liabilities arising out of acts or omissions occurring prior to the effective date of termination. The Agreement shall continue in full force and effect as to the remaining parties to the Agreement.

IN WITNESS WHEREOF, the parties to the Agreement have executed this Agreement on the day and year set forth above.

\_\_\_\_\_  
Dated

\_\_\_\_\_  
(Signature block for General Manager)

## **APPENDIX C – C.1 SAN ANDREAS FAULT EARTHQUAKE**

## **APPENDIX C – C.2 HAYWARD FAULT EARTHQUAKE**

## **APPENDIX C – C.3 TERRORISM**