San Francisco Bay Area

Regional Emergency Coordination Plan

RECP Transportation Subsidiary Plan

Prepared by

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

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Foreword

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

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

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

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

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

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

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

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

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

Acknowledgments

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

- Alameda-Contra Costa Transit District
- Bay Area Rapid Transit District
- California Highway Patrol
- California Department of Transportation
- City of Oakland
- City and County of San Francisco
- City of San Jose
- County of Alameda
- County of Contra Costa
- County of Marin
- County of Napa
- County of San Mateo
- County of Santa Clara
- County of Santa Cruz
- County of Solano
- County of Sonoma
- Federal Emergency Management Agency
- Golden Gate Bridge, Highway and Transportation District
- Metropolitan Transportation Commission
- Port of Oakland/Oakland Airport
- Port of San Francisco
- San Francisco Bay Area Water Transit Authority
- San Francisco International Airport
- San Francisco Metropolitan Transportation Authority
- San Jose International Airport
- San Mateo County Transit District
- Santa Clara Valley Transportation Authority
- U.S. Coast Guard
- U.S. Department of Transportation.

URS Corporation prepared the RECP Transportation Subsidiary Plan with consultant support from Mr. Terry Gitlin and stakeholder management support from CirclePoint.

Record of Changes

Date	Agency	Comments
March 2008	OES Coastal Region	Final

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Section 1 | RECP Transportation Subsidiary Plan

Introduction

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Section 1 – Introduction

PURPOSE

The Regional Emergency Coordination Plan (RECP) provides an all hazards framework for collaboration among responsible entities and coordination during emergencies in the San Francisco Bay Area. The RECP Transportation Subsidiary Plan provides a framework for coordination between the OES Regional Emergency Operations Center (REOC), the sixteen Operational Areas (counties) within OES Coastal Region,[1] and the State Operations Center (SOC). The RECP Transportation Subsidiary Plan provides an overview of the roles and responsibilities of each of the agencies responsible for transportation activities, and specific definition and guidance for the REOC in the event of a regional emergency that requires information on, coordination of, or mutual assistance among regional transportation entities.

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

OBJECTIVES

The RECP Transportation Subsidiary Plan:

- Defines procedures for coordinating the provision of transportation capacity in response to emergencies of all types
- Defines roles, responsibilities, and protocols for the evaluation, restoration, and operation of Bay Area transportation facilities among the REOC, the Operational Area Emergency Operations Centers (EOCs), and key Bay Area transportation agencies before, during, and after an event that is sufficient to generate activation of the REOC
- Facilitates the coordination of transportation response to:
  - Move emergency resources (such as responders and supplies) to where they are needed
  - Move people who are injured or in danger out of the affected area, such as moving patients from a damaged hospital
  - Provide resources to accomplish evacuations ordered by government officials, such as evacuating an area downwind of a toxic vapor release

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

- Coordinate emergency transportation services with agencies providing transportation for people returning home or to a safe destination, or restoring basic transportation services.

The RECP Transportation Subsidiary Plan provides the REOC with specific guidance to identify and prioritize transportation needs, including transport of first responders to affected areas, movement of equipment and supplies, evacuation, and basic public transportation.

SCOPE AND APPLICABILITY

General Applicability

The RECP Transportation Subsidiary Plan was developed based on the concepts and methods of emergency plans and procedures already developed or that are in development by the Metropolitan Transportation Commission (MTC), the Water Emergency Transportation Authority (WETA), and other transportation agencies, as identified in Table 1. Table 1 identifies the aspects of transportation emergency response that are addressed by the RECP Transportation Subsidiary Plan, differentiated from those addressed by other directives or plans.

The RECP does not supersede or exclude any existing plans; rather, it places relevant plans in the context of a response to an event within the region during which time the REOC is activated. More specifically, it does not address, or supersede, local procedures for:

- Tactical operations and incident command
- Local response activities
- Established mutual aid relationships and procedures at the local level.

Geographic Extent

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

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

Table 1: Key Aspects of the RECP Transportation Subsidiary Plan

Function	Other Plans
Transportation Coordination and Response Plan Activation	Trans Response Plan and Regional Transportation Emergency Management Plan (MTC) County Emergency Operations Plans (Operational Areas)
Situational Awareness	Trans Response Plan and Regional Transportation Emergency Management Plan (MTC) County Emergency Operations Plans (Operational Areas)
Basic Transportation Services	Trans Response Plan and Regional Transportation Emergency Management Plan (MTC) Transit Operator Emergency Operations Plans
Emergency Transportation Services	Trans Response Plan (MTC) Emergency Traffic Regulation Plan (California Highway Patrol [CHP]) Transit Operator Emergency Operations Plans
Transport of First Responders and Disaster Service Workers	Regional Transportation Emergency Management Plan (MTC)
Special Needs Populations	Local/Operational Area Evacuation Plans Transit Operator Emergency Operations Plans
Evacuation	Local/Operational Area Evacuation Plans Emergency Highway Traffic Regulation Plan (CHP)

AUTHORITIES, REQUIREMENTS, AND REGULATIONS

Refer to the RECP Base Plan for generally applicable authorities, requirements, and regulations.

COORDINATION WITH OTHER TRANSPORTATION EMERGENCY RESPONSE PLANS

MTC is the state-legislated transportation planning, coordinating, and financing agency for the San Francisco Bay Area. MTC developed and maintains the Regional Transportation Emergency Management Plan, the purpose of which is to improve the ability of Bay Area public transportation agencies to resume operations and deliver basic transportation services after a significant regional disaster. The Regional Transportation Emergency Management Plan is intended to provide guidance to MTC, the California Department of Transportation (Caltrans), and the largest Bay Area transit operators for coordinating response and recovery efforts and allocating assets to restore basic regional mobility.

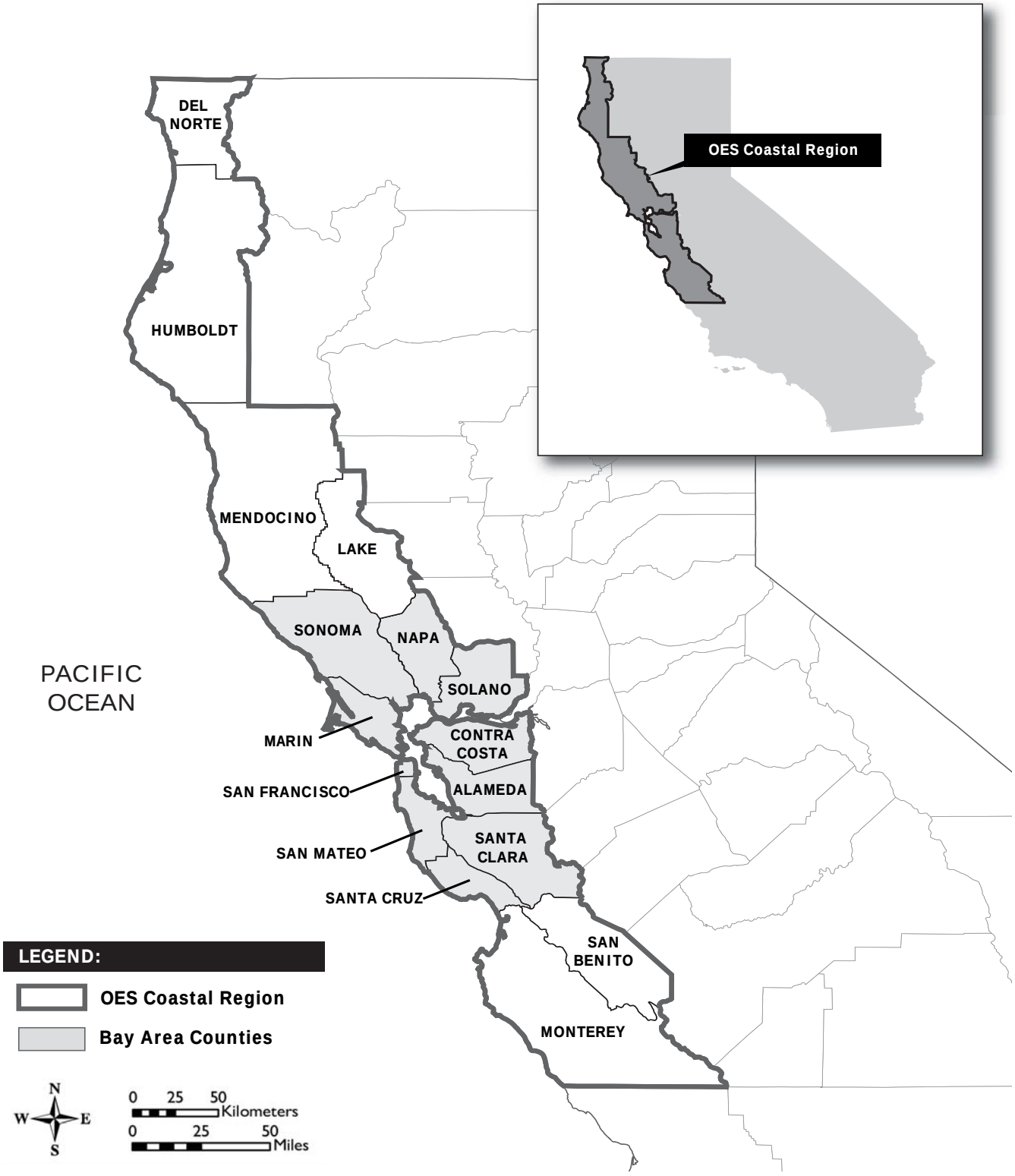

Figure 1
OES Coastal Region and Bay Area Counties

The Regional Transportation Emergency Management Plan defines the San Francisco Bay Area as a nine-county area based on the jurisdictional areas of MTC and District 4 of Caltrans. Santa Cruz County is not within the jurisdiction of MTC or of Caltrans District 4, and thus is not covered by the Regional Transportation Emergency Management Plan.

MTC has been involved in regional emergency preparedness since the Loma Prieta earthquake in 1989, after which 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 (see Appendix B), that The Partnership — a confederation of the managing staff of various regional transportation and environmental protection agencies — adopted in 1997. 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 (see Appendix C) — an agreement among signatory transit operators to provide requested support when 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 transit agencies to coordinate investments in security improvements, and with the CHP to improve communications among emergency workers responding to major incidents.

The Regional Transportation Emergency Management Plan is considered to be a counterpart to the RECP. The RECP Transportation Subsidiary Plan addresses such emergency functions as the transport of first responders and other disaster service workers, delivery of emergency equipment and supplies, and evacuation. Whereas the RECP Transportation Subsidiary Plan focuses on coordination of transportation assets to enable emergency response, the Regional Transportation Emergency Management Plan focuses on restoration of basic transportation services to the general public and addresses the more specific operating and communications responsibilities of individual transportation agencies. Ideally, during a regional emergency the RECP Transportation Subsidiary Plan and the Regional Transportation Emergency Management Plan will function in concert to ensure transportation capacity for emergency response and for basic mobility.

PLAN DEVELOPMENT AND MAINTENANCE

OES Coastal Region is responsible for the maintenance, revision, and distribution of the RECP and its subsidiary plans. In coordination with the Mutual Aid Regional Advisory Committee, OES Coastal Region will assess the need for revisions annually. OES Coastal Region will

also coordinate regularly with MTC and other transportation entities to assess the requirement for revisions to the RECP Transportation Subsidiary Plan. Refer to the RECP Base Plan for further details regarding plan development and maintenance.

Section 2 | RECP Transportation Subsidiary Plan

Planning Assumptions and Considerations

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Section 2 – Planning Assumptions and Considerations

The RECP Transportation Subsidiary Plan is based on the following development and implementation assumptions.

- The RECP Transportation Subsidiary Plan applies to all regional emergencies and disasters, including natural and human-caused events.
- In accordance with SEMS and NIMS, decisions regarding planning for, responding to, and recovering from an emergency should be made at the lowest level possible. Local and regional transportation agencies have formed their own emergency operations plans that address internal procedures, operations, and response protocols to be implemented during an emergency.
- The RECP Transportation Subsidiary Plan describes the existing roles and responsibilities of involved agencies during incidents defined by SEMS as emergencies, and recommends additional roles and responsibilities to fill identified gaps.
- Local and regional entities have made provisions to mobilize their staff and equipment, including first responders and disaster workers, and place them in the appropriate operational roles and geographic locations during an emergency.
- During an incident or emergency of regional significance, EOCs in affected Operational Areas will be activated, as will the REOC and the SOC.
- 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.
- During a major disaster within the region, the response capabilities of individual Operational Areas likely will be exceeded and resources from both within and outside of the region will be required.

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Section 3 | RECP Transportation Subsidiary Plan

Roles and Responsibilities

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Section 3 – Roles and Responsibilities

This section of the RECP Transportation Subsidiary Plan discusses the functions of the regional transportation system in response to an emergency, and outlines the roles and responsibilities of relevant agencies in coordinating that response. Table 2 summarizes the responsible agencies and the roles that each agency plays during the response to an emergency.

LOCAL AND REGIONAL GOVERNMENT AGENCIES

Operational Areas

Operational Areas are the jurisdictions responsible for coordinating emergency response within a county and all political subdivisions within the county area, including cities and special districts. During an emergency, the affected Operational Areas:

- Transmit requests for emergency and basic transportation directly to local transportation providers
- Forward requests to the REOC when local transportation agencies are unable to provide needed resources, either directly or through mutual aid in coordination with MTC
- Communicate directly with the SOC in Sacramento if the REOC in Oakland is incapacitated
- Provide information and updates about the condition of their affected jurisdictions, including reports on the status of the emergency, damaged areas and infrastructure, affected populations, and other pertinent information
- Support evacuation orders, as applicable, issued by cities, counties, or city and county.

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 (see Appendix B) to coordinate basic transportation services during major emergencies. The Trans Response Plan originated in an effort by the region's transportation agencies after the Loma Prieta earthquake in1989 to develop a set of interagency agreements and procedures to respond to future disasters. The Trans Response Plan defines the functions, responsibilities, and procedures for developing a multimodal response to an emergency. It was adopted in 1997 by The Partnership — a confederation of the top staff of various regional transportation and environmental protection agencies.[2]

[2] The Partnership is composed of more than thirty chief executive officers from local, state, and Federal transportation and environmental agencies in the Bay Area. The Partnership meets quarterly to integrate transportation activities.

During regional emergencies, 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 EOC during a major emergency or at the request of OES or two or more Bay Area transportation agencies. The MTC EOC is deactivated at the request of OES or The Partnership.

The Trans Response Plan defines MTC's functions during an emergency as the regional 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 the public.

In addition to the Trans Response Plan, a Mutual Aid Agreement (see Appendix C) among the ten major transit operators[3] in the San Francisco Bay Area provides a means through which they provide voluntary mutual assistance to each other. This agreement facilitates multijurisdictional transit response during an emergency, if such a response is necessary.

In the event of an emergency, MTC:

- Activates the MTC EOC
- Provides an agency representative to the REOC and staffs the Transportation Branch
- Activates the Regional Transportation Emergency Management Plan and Trans Response Plan
- Notifies the REOC and the transportation agencies of those activations, and establishes the schedule for collecting the initial situation summaries from the transportation agencies
- Establishes communication with major transportation agencies via conventional means (such as through the Internet and telephone lines) and via a satellite telephone system procured for the major transportation agencies specifically for this purpose
- Establishes the types and levels of services that transit providers in and near the affected areas are capable of and will be providing, and collects and maintains this information while the Regional Transportation Emergency Management Plan and the Trans Response Plan are activated

[3] The ten transit operators that are signatories of MTC's Mutual Aid Agreement are the Alameda-Contra Costa Transit District, Altamont Commute Express Rail, 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, and the City of Vallejo.

Table 2: Summary of Roles and Responsibilities for Emergency Transportation Response

Response Activity	Coastal Region OES and REOC	Caltrans	CHP	MTC	U.S. Coast Guard	WETA	Operational Areas	Transit Operators	Airports and Seaports
Coordinate or Respond to Operational Area and Regional Emergency Transportation Needs	• Receive, respond to, and monitor requests for emergency transportation capabilities of individual Operational Areas via established emergency communications media • Task response actions in coordination with MTC, Caltrans, and WETA	• Respond to Operational Area's requests for essential, supportive services related to the state's highway infrastructure to help first responders access affected sites • Cooperate with OES Coastal Region to the highest extent possible	• Has responsibility for short-term traffic control (e.g., staff traffic control and access control points, enforce route restrictions, etc.) • Cooperate with OES Coastal Region to the greatest extent possible	• Coordinate emergency transportation responses with REOC, as applicable • Receive and coordinate requests for basic transportation services from transit operators	• Provide emergency response services as requested by REOC • Make and enforce decisions regarding use of Bay Area waterways, including opening or closing of waterways to vessel traffic • Notify REOC and WETA of decisions • Activate, if required, a mutual assistance plan that includes emergency response by regional ferry operators	• Coordinate waterborne emergency transportation responses with REOC, as applicable • Receive and coordinate requests for basic waterborne transportation services from MTC, Operational Areas, and other transit providers • Evaluate and task waterborne transportation support requests, depending on availability of uncommitted resources • Coordinate emergency transportation response functions with area ports in conjunction with appropriate port staff	N/A	Respond to requests for emergency transportation services (requests may originate with Operational Area)	N/A
Maintain Communications Throughout Duration of Emergency Response and Recovery	• Maintain communications with MTC, Caltrans, and WETA regarding status of regional transportation system; casualties sustained on transportation systems; and capabilities available to respond to the transportation needs of affected Operational Areas • Maintain liaison and coordination with the State OES and with state and Federal agencies, as necessary	Continue to provide status reports and assessments to REOC and MTC	Continue to provide highway status reports to REOC and MTC	• Prepare status reports and damage assessments for the regional transportation system • Provide information to participating agencies and summarize for public information purposes	Maintain communications with REOC and WETA	• Maintain communications regarding status of vessels, facilities, and other maritime assets that may be deployed • Maintain communications with REOC, MTC, and U.S. Coast Guard throughout the emergency response period	• Maintain communications with MTC for transportation requests • Maintain communications with REOC for other needs	• Maintain regular communications with MTC • Provide periodic status reports	Establish communications with Operational Area(s) and respective City/ County

Table 2: Summary of Roles and Responsibilities for Emergency Transportation Response (Continued)

Response Activity	Coastal Region OES, REOC	Caltrans	CHP	MTC	U.S. Coast Guard	WETA	Operational Areas	Transit Operators	Airports and Seaports
Provide Information to Public About Regional Transportation System	Coordinate with MTC and Joint Information Center, if necessary, to compile and distribute transportation-related information to public and media	Provide public information officer to support public information activities	Provide public information officer to support public information activities	• Monitor news stories for first few days after emergency and provide any corrections about transportation to news sources • Coordinate with REOC, and Joint Information Center, if necessary, to disseminate information to the public and media regarding state of regional transportation facilities	N/A	Provide public information officer to support public information activities	N/A	N/A	N/A
Evacuation	Coordinate prioritization of emergency transportation resource requirements	• Assess conditions of highways, local roads, and state bridges for road restrictions or closures • Establish alternate routes in coordination with CHP	• Has responsibility for traffic control and law enforcement on evacuation routes • Support evacuation when necessary by designating evacuation routes and strategies for traffic flow, ramp closures, metering, route patrolling, traffic incident response, and other functions necessary to effect safe evacuation	Monitor and report on status of transportation facilities	• Provide emergency response services as requested • Activate, if required, a mutual assistance plan for ferry operators	Evaluate and task waterborne transportation support requests	Transmit requests for emergency transportation directly to local transportation providers	• Respond to requests from REOC and Operational Areas for emergency transportation services • Assist REOC and Operational Areas in securing emergency transportation resources for people with special needs (such as elderly, disabled, car-less)	Respond to requests for support in moving evacuees

- Coordinates emergency transportation responses with the REOC, as applicable, giving priority to emergency transportation response over basic transportation or general mobility needs
- Coordinates basic transportation services directly with transit operators and transportation agencies
- Evaluates the need for service coordination, reviews requests from transportation agencies, requests interagency coordination, as appropriate, and provides recommendations to the REOC
- Keeps the REOC informed of basic transportation services provided by transit operators (such as the number of passengers carried, origins, and destinations)
- Monitors and reports on the status of transportation facilities while the MTC EOC and the REOC are activated
- Prepares status reports and damage assessments for the regional transportation system based on information that MTC obtains from the REOC, Caltrans, CHP, WETA, transit operators, Operational Areas, and other available sources; provides this information to participating agencies and summarizes it for public information purposes
- Corroborates with the REOC the information received from Operational Areas, transportation agencies, WETA, and local transit operators to ensure the accuracy of information
- Coordinates with the REOC, Caltrans, transit operators, and the Joint Information Center, if necessary, to disseminate information to the public and media regarding the state of regional transportation facilities
- Monitors news stories for the first few days after an emergency and provides corrected information about transportation to news sources
- Provides, as available, a Public Information Officer to support public information activities.

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:

- Transport of first responders and disaster service workers to affected areas
- Transport of supplies and equipment to affected areas

- Evacuation of affected areas when that is determined to be necessary
- Provision of basic mobility for the public, especially in corridors in which portions of highways or passenger rail systems are closed to the public.

Ferries also will provide basic regional transportation via expanded services on existing routes and via temporary relief services for damaged or otherwise closed transportation facilities. Although individual ferry trips may serve both emergency and basic transportation functions, emergency transportation will be given highest priority.

WETA is a regional agency authorized by the California 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 owned and operated by the Golden Gate Bridge, Highway and Transportation District (Bridge District). In response to regional emergencies, WETA will implement the Emergency Water Transportation System Management Plan,[4] and will coordinate actions taken under the plan with the REOC, MTC, and the U.S. Coast Guard. Based on information on regional damage, needs for emergency transportation, the ability to quickly meet those needs with roadway and rail systems, and recommendations from various agencies, the REOC will define the priorities for using passenger ferries and other maritime assets and will coordinate resource requests with WETA.

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

- Activate the WETA command, control, and coordinating facility
- Establish communications with MTC, the REOC, and Bridge District's ferry operations
- Provide a representative to the REOC and staff the Operations Section
- Establish the types and levels of ferry services that it will provide, and identify the types and levels of ferry service that the Bridge District is capable of and will provide
- Communicate directly with the U.S. Coast Guard, the Bridge District, 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

[4] WETA is responsible for the development of the Emergency Water Transportation System Management Plan (to be issued in 2009), which would replace the Regional Maritime Contingency Plan. The Regional Maritime Contingency Plan was intended to outline guidelines and recovery phases of a regional disaster, but was never formally adopted by the Water Transit Authority. For purposes of the RECP Transportation Subsidiary Plan, it is assumed that WETA will automatically activate the Emergency Water Transportation System Management Plan 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.

- Receive and coordinate waterborne emergency transportation requests, such as the transport of first responders and disaster service workers via ferries, with the REOC, as applicable (priority will be given to emergency transportation response and will not be superseded by basic transportation or general mobility needs)
- Provide information to MTC regarding terminal locations, schedules, and capacities
- Receive and coordinate requests for basic waterborne transportation services from MTC, Operational Areas, other transit operators, and the REOC
- Evaluate the need for waterborne service coordination, review requests from the REOC, request interagency coordination, as appropriate, and provide recommendations to the REOC
- Maintain a clearinghouse of information on public and private needs, capabilities, and assets
- Evaluate requests for maritime emergency response, and coordinate responses, depending on the availability of public and private resources
- Inform MTC of basic waterborne transportation services it and other ferry operators will provide
- Activate the Emergency Water Transportation System Management Plan; notify the REOC, U.S. Coast Guard, MTC, Operational Areas, and the Bridge District of this action; and coordinate implementation of the Plan
- Provide, as available, a Public Information Officer to support public information activities.

STATE AGENCIES – REGIONAL AND STATE LEVEL

The general responsibilities of key state agencies — OES, Caltrans, and the CHP — are as follows. In accordance with the State Emergency Plan, other state agencies besides those described in this section may provide resources and support for transportation. In addition, both Caltrans and the CHP have department operations centers that are activated during emergencies and disasters.

Regional Emergency Operations Center

As described in Section 1, OES Coastal Region includes the nine counties covered by the Transportation Coordination and Response Plan. With regard to transportation activities at the regional level, OES Coastal Region takes the following actions:

- Activates and manages the REOC to coordinate emergency information, resources, and response activities of state and regional agencies:

  - When any Operational Area EOC in the region is activated
  - When ordered by the Regional Administrator (or designee) or higher authority
  - When a local emergency is proclaimed or state emergency is declared (the SOC assumes responsibility for REOC functions when the REOC is incapacitated)
- Notifies the affected Operational Areas, MTC, Caltrans, WETA, CHP, and the U.S. Coast Guard that the REOC is activated; confirms the names and contact information of emergency response liaisons for these agencies; and establishes the need for their physical presence in the REOC
- Directs its staff and resources on emergency response underway in the San Francisco Bay Area (restoration of basic transportation services is addressed by MTC, WETA, and transportation agencies)
- Maintains communication with MTC, Caltrans, WETA, and CHP 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
- Maintains 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 moving special populations (the elderly, disabled, and other individuals) in need of medical care
- Coordinates the prioritization of emergency transportation resource requirements (both land and water resources) with MTC, Caltrans, and WETA, as appropriate
- Maintains communication with Operational Areas regarding basic transportation capabilities and needs
- Receives communications about the prioritization of transportation resource requirements for the restoration of basic transportation service from MTC, WETA, Caltrans, or others, as appropriate
- Coordinates with MTC, WETA, 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
- Stands down from the emergency when it is determined that the emergency response phase is concluded, and communicates the status of all response activities to agencies responsible for recovery.

State Operations Center

OES manages the SOC, which is located at OES Headquarters in the Sacramento area. The general role of the SOC is described in the RECP Base Plan. With regard to transportation, the SOC:

- Brokers the provision of transportation resources from unaffected regions
- Requests the deployment of California National Guard assets that may support transportation requirements
- Manages the allocation of all state airborne emergency response resources
- Requests transportation resources from other states through the Emergency Management Assistance Compact
- If the REOC is not functional, coordinates directly with the Operational Areas, MTC, and WETA until the REOC is functional
- Manages public information functions, including those of OES Coastal Region.

During a Presidentially declared emergency or disaster, OES is responsible for overall coordination with the Federal Government. OES coordinates requests for transportation assistance with the Federal Emergency Management Agency (FEMA), initially at the SOC and later at the State/Federal Joint Field Office. Federal assistance is described further in this section.

California Department of Transportation

As the custodian and operator of the state highway system, Caltrans' emergency response priorities include damage assessment and route recovery on state highways. The 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 EOC, 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 the CHP. The Transportation Management Center is co-situated with the District's EOC and operates 24 hours a day.

The Transportation Management Center contains functional sections, including a communications section, a traffic management section, a CHP section, and a separate unit that functions as an EOC. Responsibility for initial contact after an emergency to determine the status of what is closed and open on the state highway system resides with the Transportation Management Center; once the District 4's EOC is staffed, however, the Transportation Management Center supports the EOC.

The California State Emergency Plan stipulates 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 WETA, both of which coordinate multimodal emergency transportation response with the REOC.

In the event of an emergency, Caltrans:

- Provides an agency representative to the REOC and staffs the Transportation Branch
- Establishes communications between the Caltrans District 4 Transportation Management Center, the REOC, MTC, and WETA
- Communicates directly with the SOC if the REOC is incapacitated
- Assesses the conditions of state highways and bridges and estimates the time required for repair, if necessary, and potential road restrictions or closures; establishes alternate routes, in coordination with CHP; and transmits information about the condition of the state highway system to the REOC, MTC, and WETA
- Determines the conditions of the state's bridges and their utility (such as for routes for emergency or basic transportation, and partial or full closure) based on health, safety, and security criteria, and notifies the REOC, MTC, WETA, and U.S. Coast Guard about their decisions
- Responds to requests from the affected Operational Areas for essential, supportive services related to the state's highway infrastructure to help first responders access affected sites, and coordinates through OES Coastal Region
- Provides, as available, a Public Information Officer to support information activities.

California Highway Patrol

CHP is responsible for law enforcement, security, and safety on highways and bridges in California. CHP'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 CHP incident commanders. In the Bay Area, CHP is the primary source of information for highway conditions, capacity, and delays, in conjunction with 511.org and Caltrans.

511.org is a traffic service that provides the most current data on traffic, incidents, and up-to-the-minute traffic conditions in the Bay Area. MTC, Caltrans, and CHP partnered to bring 511 traffic information to the San Francisco Bay Area.

In the event of an emergency, CHP:

- Provides an agency representative to the REOC
- Activates and administers the state's Emergency Highway Traffic Regulation Plan
- Determines highway conditions and designates route classifications (in coordination with Caltrans) and transmits this information to the REOC and MTC
- Is responsible for short-term traffic control (for example, by staffing traffic control and access control points and enforcing route restrictions)
- Supports evacuation, when necessary, by designating evacuation routes and developing strategies for traffic flow, ramp closures, metering, route patrolling, traffic incident response, and other functions necessary to effect safe evacuation
- Provides, as available, a Public Information Officer to support information activities.

Regional Transportation Agencies

The San Francisco Bay Area is served by a local and regional transportation network consisting of freeways, arterial roads, bus, rail, ferry, airports, and seaports. The agencies that operate these facilities have their own emergency operations procedures, as follows.

- **Transit Operators.** There are over thirty transit operators in the region, including the Bay Area Rapid Transit District, the Livermore/Amador Valley Transit Authority, the Santa Clara Valley Transportation Authority, the San Francisco Municipal Transportation Agency, and the Central Contra Costa Transit Authority. These transit authorities provide public transportation services via bus, rail, ferry, or some combination of those modes. During an emergency, these operators will be essential to the regional transportation response, whether it be to provide emergency or basic transportation services.

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

  The **initial response** activities of a transit operator EOC are intended to minimize the effects of an emergency or disaster,

including the protection of human life and property. During the initial response period, the activities of a transit operator EOC include:

- Establishing communications with the respective Operational Area EOCs and the MTC EOC
- Contacting MTC and respective Operational Area(s), sending a liaison to the Operational Area(s), and staffing the Operations Section, as requested
- Assessing the safety and well-being of passengers and employees
- Gathering description(s) of the emergency(ies); determining the effects on passengers and staff, facilities, equipment, and operations; and providing assessments of the time required to return to service
- Determining the condition and operability of resources and capability to provide service within and outside their service area, and transmitting this information to MTC and the respective Operational Area(s)
- Compiling initial damage assessments and surveys
- Disseminating warnings, emergency public information, and instructions among affected Operational Areas, other transportation agencies, and MTC
- Responding to requests for mutual assistance from other transportation agencies in the respective county or elsewhere in the Bay Area, and coordinating responses with MTC and the respective Operational Area(s)
- Coordinating responses to requests from Operational Areas, other transportation agencies, MTC, and the REOC for transportation resources: requests from other local (non-transportation) agencies and private entities for emergency transportation resources are directed to the Operational Area for evaluation and prioritization; requests for assistance to special populations are directed to the Operational Area for evaluation and prioritization, which may task paratransit providers or public transit operators
- Responding, as needed, to requests for resources to provide basic transportation services to affected areas (requests may originate with an Operational Area or with MTC)
- Coordinating responses to requests from MTC and the respective Operational Area(s)
- Maintaining regular communication with MTC and the respective Operational Area(s) and providing periodic status reports

- Establishing with the REOC and Operational Areas the need for transportation resources to accomplish evacuation orders
- Facilitating transportation mutual aid assistance
- Developing and implementing action plans for coordinated transportation agency response
- Making all necessary notifications, including transit operator General Managers and Executive Directors, affected Operational Areas, OES Coastal Region, MTC, and WETA.

Requests from other local (non-transportation) agencies and private entities for emergency transportation resources are directed to the Operational Area for evaluation and prioritization.

Activities during an **extended response** period 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' EOCs include:

- Compiling detailed damage assessments
- Procuring required resources to restore basic services
- Documenting the situation status
- Protecting, controlling, and allocating vital resources
- Coordinating extended relief operations with Caltrans, CHP, 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
- Planning for recovery.

- **Airports.** Each of the region's three major commercial airports (Oakland, San Francisco, and San Jose) has its own emergency operating plan. In response to a regional emergency, the airports assess the damage to runways and terminal facilities and determine their ability to accommodate aircraft operations. Specifically, the San Francisco International Airport sends a liaison to the City and County of San Francisco EOC and

provides information about airport operations and ground access. The Norman J. Mineta San Jose International Airport sends a representative to the City of San Jose EOC, depending on the severity of the emergency and the impact to the airport, and provides information about airport operations and ground access. The Oakland International Airport, which is part of the Port of Oakland, can activate its Department Operations Center depending on the emergency (e.g., an airplane crash). The Oakland International is represented when the Port of Oakland activates its Department Operations Center.

- **Seaports.** During a regional emergency, ports may serve as important launching or receiving areas for vessels transporting emergency workers or civilians. Ports are also possible targets of terrorist attack, and a major earthquake or flood may damage their facilities. The principal ports in the Bay Area are the ports of Oakland and San Francisco. Other regional ports include the ports of Redwood City and Richmond, as well as commercial and private facilities.

  WETA will act as the lead agency (upon adoption of the Regional Maritime Contingency Plan) to coordinate emergency transportation response functions with the Port of San Francisco, as well as other Bay Area port authorities, in conjunction with appropriate staff from each port. The ports may be asked to act as launching or receiving points for waterborne emergency transportation. Seaports also have the capabilities to receive freight.

  The Port of San Francisco may activate its Department Operations Center, as appropriate. When the City and County of San Francisco EOC is activated, the Port sends representatives to sit in the City and County of San Francisco's EOC at the Traffic and Transportation Management Branch, which is within the Operations Section of the City's EOC, and/or the Facilities Branch, which is within the Logistics Section. The Port and its Department Operations Center Manager take direction from the Mayor, the Incident Commander, or the San Francisco Department of Emergency Management during emergencies.

  The Port of Oakland may activate its Department Operations Center, as appropriate. The Port of Oakland will send a liaison representative to the City of Oakland EOC depending on the severity of the emergency. The Port and its Department Operations Center Manager take direction from the Incident Commander or the City of Oakland Fire Department Office of Emergency Services during emergencies.

- **Commercial Railroads.** The Union Pacific Railroad and the Burlington Northern and Santa Fe Railway are the two major freight rail routes serving the San Francisco Bay Area. Amtrak

operates intercity passenger trains over commercial rights-of-way in the state-sponsored Capitol and San Joaquin corridors. Commercial railroads are responsible for repairing damage to their infrastructure and restoring service. They do not coordinate directly with the Operational Areas or OES, but may coordinate with service providers that use their facilities (such as public transit agencies).

FEDERAL GOVERNMENT

A Federal agency may support state and local response either under its own authorities or as part of a coordinated Federal response under a Presidential declaration of emergency or disaster, as described in the National Response Framework.

U.S. Coast Guard

The U.S. Coast Guard is charged with protecting the public, the environment, and domestic economic and security interests along the country's coasts, ports, and inland waterways. The 11th Coast Guard District's jurisdiction covers the State of California, including the ports in the San Francisco Bay Area and the Delta. The 11th Coast Guard District command with jurisdiction over the Bay Area is U.S. Coast Guard Sector San Francisco, headquartered on Yerba Buena Island.

During an emergency, the U.S. Coast Guard:

- Provides an agency representative to the REOC
- Coordinates activities undertaken through the Emergency Water Transportation System Management Plan with the REOC and WETA
- Provides emergency response services to protect life and property as requested by the REOC
- Maintains, monitors, and reports on the safety and navigability of Bay Area waterways
- Makes and enforces decisions regarding the use of Bay Area waterways, including the opening or closing of waterways to vessel traffic, and notifies REOC and WETA of these decisions
- Activates, if required, a mutual assistance plan in which ferry operators in the region have agreed to respond to incidents that threaten the safety of passengers and crew aboard vessels in the San Francisco Bay and the Delta
- Maintains communications with WETA regarding waterway navigability and security.

Under Title 46 of the Code of Federal Regulations, Part 340, the U.S. Department of Transportation Maritime Administration is authorized to issue a Port Planning Order to direct designated strategic ports to reserve some portion of their facilities and equipment for the support

of specific defense logistics requirements. The Port of Oakland is the only such designated port in the San Francisco Bay Area. Although the regulation stipulates that this authority is intended to respond only to the needs of defense agencies, the Federal Government might be able to invoke this authority to provide logistics support during a regional emergency, or frame such a response as a matter of national security. The applicability of this regulation regarding state requests for federal emergency logistics support should be investigated as part of regional recovery planning.

Federal Aviation Administration

The U.S. Department of Transportation, Federal Aviation Administration (FAA), oversees the operation and regulation of the U.S. National Airspace System, including the operation of that system during emergencies. Under certain conditions, the FAA may delegate the use of specified airspace for national defense, homeland security, law enforcement, and response (such as search and rescue) missions, but retains control of the airspace at all times. FAA may also implement air traffic and airspace management measures such as temporary flight restrictions in conjunction with these missions. During an emergency, the FAA evaluates information provided by airports regarding conditions (such as damage to runways, communications, navigation, and air traffic control systems), and may restrict traffic at airports depending on these conditions.

Federal Response Under the National Response Framework

When the resources of a state are exceeded by an event, the President of the United States may declare an emergency or disaster in accordance with the Robert T. Stafford Disaster Relief and Emergency Assistance Act (the Stafford Act).[5] Under a Presidential declaration of emergency or disaster, the Federal Government provides financial resources and direct Federal assistance in response to requests from the state. FEMA coordinates the response to state requests for assistance. (For further details on the role of Federal agencies in emergencies and disasters, refer to the RECP Base Plan.)

In accordance with the National Response Framework, the Federal Government organizes its resources according to Emergency Support Functions (ESFs), each of which is led by a Federal agency. ESF #1 – Transportation, coordinates Federal resources to support state requests for transportation resources. The U.S. Department of Transportation is the coordinating agency for ESF #1, and is also the primary agency for providing support. The scope of ESF #1 operations includes:

- Monitoring and reporting the status of and damage to the transportation system and infrastructure as a result of an incident

[5] 42 United States Code § 5121-5206

- Identifying temporary alternative transportation solutions that can be implemented by others when systems or infrastructure are damaged, unavailable, or overwhelmed
- Performing activities conducted under the direct authority of U.S. Department of Transportation elements as they relate to aviation, maritime, surface, railroad, and pipeline transportation
- Coordinating the restoration and recovery of transportation systems and infrastructure.

Requests for Federal support under the National Response Framework originate at the SOC, based on needs identified by local, regional, state, and private sector entities.

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Section 4 | RECP Transportation Subsidiary Plan

Concept of Operations

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Section 4 – Concept of Operations

The RECP 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.

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 Regional Transportation Emergency Management Plan.

Emergency transportation involves moving required resources (such as emergency workers, equipment, and supplies) into the affected area, as well as moving people who are injured or in danger out of the area. This includes the transport of people during a local or regional evacuation. Coordinating emergency transportation response is among the responsibilities of the REOC. MTC assists in coordinating emergency transportation responses with the REOC, giving priority to emergency transportation response over basic transportation or general mobility needs. 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 REOC, Operational Areas, MTC, and WETA, as shown on Figure 2. Currently, Bay Area airports and seaports coordinate with their respective city/county EOCs during an emergency.

ORGANIZATION

SEMS defines a standardized means of response to emergencies involving multiple jurisdictions or multiple agencies throughout the State of California. Transportation agencies adhere to this management structure when participating in emergency response activities. During a field response operation, the MTC EOC may or may not be activated depending on the severity and type of incident.

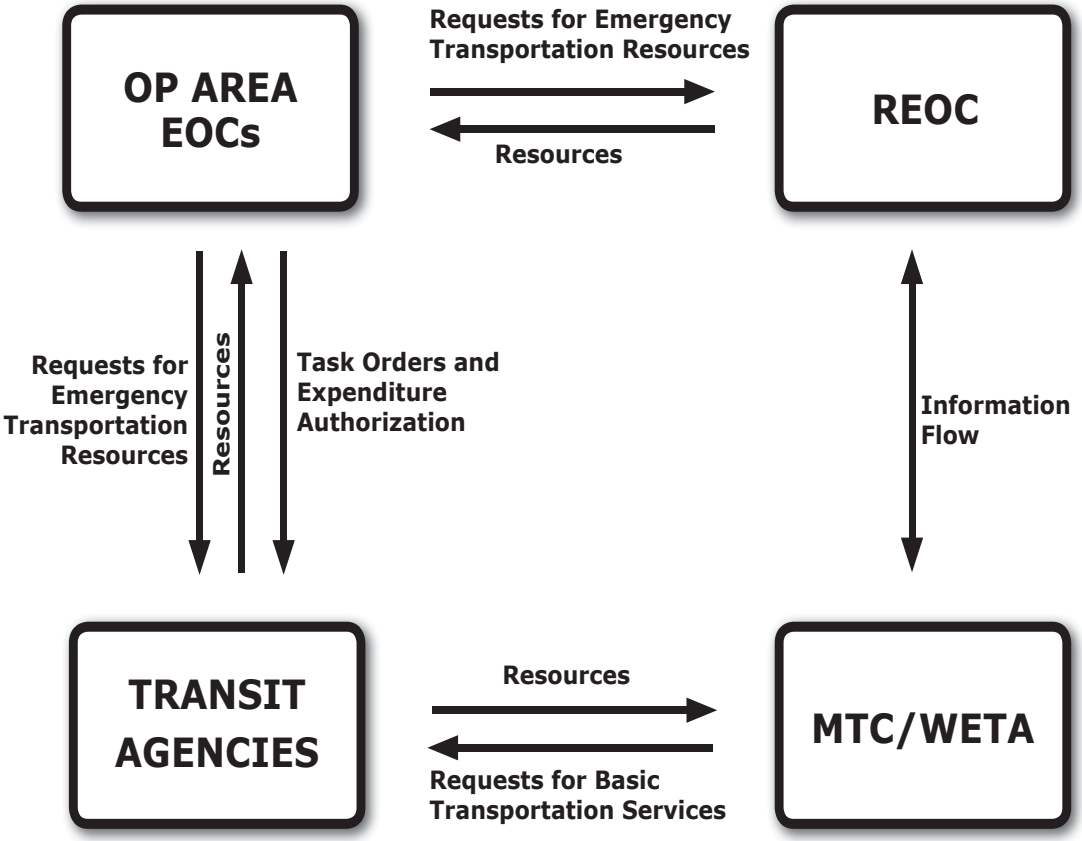

Figure 2
Regional Emergency Transportation Response

Generally, if day-to-day response activities can resolve an emergency situation, activation remains at the field response level. Local governments manage and coordinate the overall emergency response and recovery activities within their jurisdiction. 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, especially when dealing with various types of responding transportation agencies.

Operational Area

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 county's governing bodies and political subdivisions. Likewise, the hierarchy of the county itself and its interagency agreements with broader regional transportation agencies determine the relationships between the Operational Area and the transportation agencies that serve the county.

Region

During a regional emergency, the REOC manages and coordinates emergency response information and resources among Operational Areas within the region, and between the Operational Areas and the state level. The REOC also coordinates overall state and Federal agency support for emergency response activities within the region. During an event within the region, MTC is one of several transportation entities that coordinate directly with OES Coastal Region to provide information and respond to requests for resources, along with Caltrans, CHP, and the U.S. Coast Guard. The RECP Transportation Subsidiary Plan defines the functional relationships among these agencies in coordinating transportation emergency response activities.

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.

Trans Response Plan

As described in Section 3, the Trans Response Plan (see Appendix B) defines the functions, responsibilities, and procedures for developing a multimodal response to an emergency. In the Trans Response Plan, MTC is responsible for facilitating regional transportation public information and the regional transportation coordination function.

Figure 3 illustrates the organizations with which the MTC EOC interfaces during an activation period, with regard to the status of basic transportation operations and the restoration or replacement of those services.

As indicated on Figure 3, affected transportation agencies activate their respective EOCs during an emergency. These EOCs will then communicate with the MTC EOC either via established emergency communications systems or by assigning a liaison officer to the MTC EOC.

Transportation agencies send situation status reports to MTC and to their respective Operational Area. They receive a regional summary from MTC, as well as requests to coordinate with other specific transportation agencies to provide basic transportation services (such as providing buses for transportation, more frequent ferry service, or other resources). They may also receive requests for both emergency and basic transportation service from their respective Operational Areas, to which they will respond. In normal response operations, the MTC EOC does not communicate directly with field response units. Instead, these field units establish communications with their respective agency EOCs. Table 3 summarizes the information provided by various transportation agencies.

In summary, Operational Areas may task transit operators for emergency and/or basic transportation requests. Each transit operator evaluates the request to determine whether it can be met, through its own resources or through a request for mutual aid through the San Francisco Bay Area Transit Operators Mutual Aid Agreement.

Ultimately, it is the responsibility of each transit operator to ensure that its own emergency and basic transportation needs can be met before releasing its resources. MTC and the Operational Areas are to be kept informed. MTC prepares status reports and damage assessments for the regional transportation system.

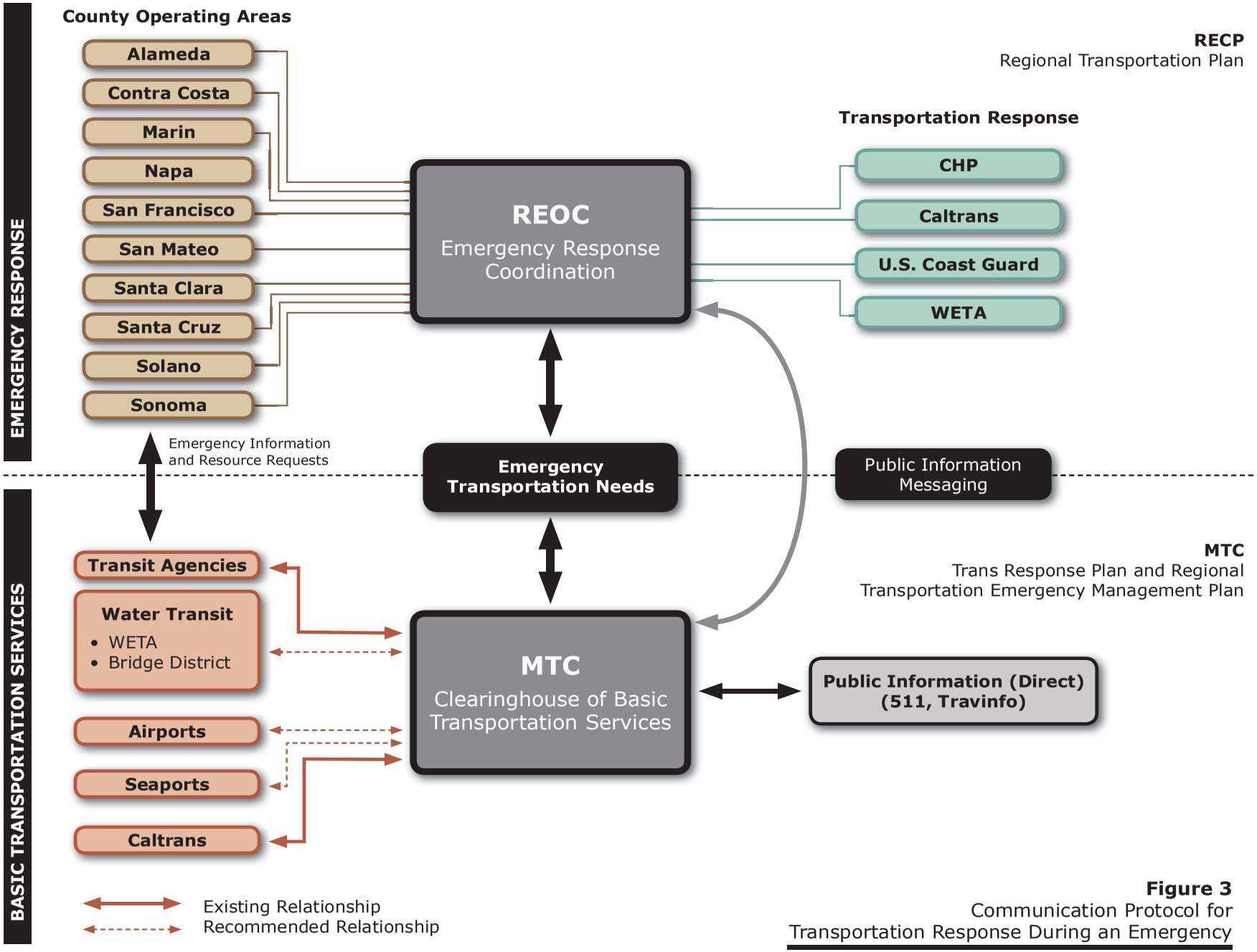

Figure 3
Communication Protocol for Transportation Response During an Emergency

Table 3: Coordination Defined by Trans Response Plan

Entity	Reporting Information
Caltrans	• Material condition of highways, arterials, and state bridges • Availability of specialized vehicles and equipment
CHP	• Capacities and constraints of highways, arterials, and state bridges • Incidence and description of highway emergencies • Surface travel security and safety advisories in effect
MTC	• Regional transportation information clearinghouse • Facilitate regional transportation public information and regional transportation coordination functions
U.S. Coast Guard	• Navigability of waterways • Incidence and description of marine emergencies • Maritime security and safety directives in effect
WETA (currently not a signatory)	• Material condition and operability of ferry terminals and vessels • Incidence and description of ferry system emergencies • Ferry system capacities and constraints • Availability of vessels, facilities, and equipment for mutual aid
Transit Operators	• Material condition and operability of transit vehicles and facilities • Incidence and description of transit system emergencies • Transit system capacities and constraints • Availability of personnel, vehicles, and equipment for mutual aid
Seaports	• Material condition and operability of port waterways, facilities, and access routes • Availability of specialized vehicles and equipment
Airports	• Material condition and operability of airport facilities and access modes • Incidence and description of airport emergencies • Air and airport access capacities and constraints • Availability of specialized vehicles and equipment • Air travel security and safety advisories in effect

Section 5 | RECP Transportation Subsidiary Plan

Regional Response Operations

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Section 5 – Regional Response Operations

ACTIVATION

Upon activation of the REOC in response to the activation of any Operational Area EOC, or combination of Operational Area EOCs, the REOC Operations Section Chief monitors regional activities in the support of the transportation agencies that send agency representatives to the REOC:

- Caltrans
- CHP
- U.S. Coast Guard
- WETA
- MTC (representing the San Francisco Bay Area Transit Operators Mutual Aid compact).

REGIONAL DECISION-MAKING

Regional decisions are required under the following circumstances:

- Regional resources are limited, and the use of these resources must be optimized to respond effectively
- Response activities must be consistent and/or coordinated across multiple Operational Areas
- Response action taken by one Operational Area may adversely affect another Operational Area.

In these cases, the REOC Director serves in the role of coordinator, arbiter, and decision-maker. The REOC makes decisions that rise to a regional level. The REOC may rely on multiple agencies and jurisdictions, affected Operational Areas, and representatives from relevant disciplines, for advice on these decisions. Appendix D contains a checklist for regional decision-making supporting the RECP Transportation Subsidiary Plan.

EMERGENCY TRANSPORTATION RESOURCE REQUESTS

Transportation agencies will provide resources to support emergency response in affected jurisdictions. Operational Areas will transmit requests for emergency transportation directly to local transportation providers. In the event that local transportation agencies are unable to provide such resources, either directly or through mutual aid in coordination with MTC, the Operational Areas will forward these requests to the REOC.

MTC coordinates emergency transportation responses with the REOC, where applicable, giving priority to emergency transportation response

over basic transportation or general mobility needs. Caltrans, CHP, WETA, and MTC will provide agency representatives to the REOC, reporting to the Operations Section Chief, as appropriate, when the REOC is activated and transportation issues are of concern. MTC and Caltrans will staff the Transportation Branch. Appendix E contains a checklist for emergency transportation resource requests.

TRANSPORT OF FIRST RESPONDERS AND DISASTER SERVICE WORKERS

During a response, it is important for first responders and disaster service workers to report to their place of duty. The movement of first responders and disaster service workers is one of the key functions of emergency transportation. MTC will activate the Trans Response Plan and, in close coordination with the REOC and WETA, will encourage transportation agencies to work together and assist with the transport of first responders and disaster service workers from pre-defined assembly areas to their duty stations. For example, a key element of emergency transportation services may be the restoration of water transit service, as it may be the primary mode for transporting large numbers of people during an emergency due to the vulnerability of bridges and other transportation infrastructure.

As part of the implementation of a regional strategy for the restoration of the water transit system, WETA will coordinate with the U.S. Coast Guard. The Commander of the U.S. Coast Guard 11th District, as Captain of the Port, has final authority over all vessel movements on the San Francisco Bay.

Primary embarkation sites may include:

- Alameda County
  - Bay Farm Island Ferry Terminal
  - Jack London Square Ferry Terminal
- Contra Costa County
  - Berkeley Marina
  - Richmond Marina
- Marin County
  - Sausalito Ferry Terminal
  - Larkspur Ferry Terminal
  - Tiburon Ferry Terminal
- San Francisco
  - Piers 39 and 41, Ferry Plaza, and China Basin ferry terminals

- Solano County
  - Vallejo-Mare Island Ferry Terminal
- San Mateo/Santa Clara County
  - Port of Redwood City Terminal.

Secondary embarkation sites will be identified as new ferry service becomes operational.

The transport of first responders and disaster service workers via land and water will be handled as emergency transportation resource requests through Operational Areas. Appendix F contains a checklist for the transport of first responders and disaster service workers supporting the RECP Transportation Subsidiary Plan.

SITUATIONAL AWARENESS

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

Situational awareness 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 relying on confirmed impact information, which may not be available for 2 or 3 days following an emergency event.

Determining the Potential Scope of the Disaster

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

Planning Section Actions

Initially, the REOC takes the following steps to disseminate and refine information regarding the magnitude of a 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, WETA, and Operational Areas).

Initial Situation Assessment

Field Personnel Actions

Immediately following a disaster, transportation agency personnel around the Bay Area will begin reporting on the effects of the disaster, often spontaneously. These reports flow to dispatch centers, EOCs, 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 an event are expected to do the following:

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

Metropolitan Transportation Commission

Within the first 4 hours after an incident, MTC collects initial damage assessments from transportation agencies, develops a regional summary, and transmits this information to transportation agencies, Operational Areas, the REOC, and WETA.

Updates to Critical Information

MTC updates information, as available, and passes this information along to Operational Areas, the REOC, transportation agencies, and any others, as appropriate. Reports are anticipated at 12 hours and 24 hours into an incident.

EVACUATION

This section of the RECP Transportation Subsidiary Plan discusses the provision of transportation services for evacuations ordered by local, county, or state government authorities or incident commands.

Different types of emergencies may require evacuation, including fires, release of hazardous materials, and other incidents. Due to the geography and particular vulnerabilities of the Bay Area, evacuation is considered a last resort. Particularly in the aftermath of an earthquake, when key transportation facilities may be inoperable, evacuation is less desirable than sheltering in place. In the event of an emergency that damages primary bridges or results in their closure, many Bay Area communities are likely to be geographically isolated. In San Francisco, for example, the high number of transit users during the day, the high number of tourists, and the proportion of households that do not use personal automobiles, would exacerbate the hazards of evacuation.

Evacuation is a multidisciplinary emergency response, involving communications, law enforcement, mass care, and other response elements. At the lowest level, the decision to evacuate a community or communities is made by the local jurisdiction (city, county, or city and county), with logistical support provided by local law enforcement and transportation entities, and additional support coordinated through the Operational Area. Coordination among these elements at a regional level, if required, will be provided by the REOC Operations Section. In the event of an evacuation requiring regional coordination, the REOC Operations Section is tasked with the following responsibilities related to transportation, many of which will need to happen concurrently.

- Assess capacity of transportation systems through information provided by Caltrans, CHP, MTC, WETA, and other sources. This includes roadway/waterway and bridge capacity; traffic management systems and personnel; transit vehicles and equipment (such as for persons with disabilities) to be used for transporting citizens; and law enforcement and oversight on evacuation routes. An MTC Regional Summary can provide information regarding transportation resources and is transmitted to transportation agencies, Operational Areas, and the REOC.
- Assemble data on the population(s) that will be in need of evacuation, including information about special needs populations (such as the elderly, infirm, disabled, transients, prisoners, and hospital patients) and persons who normally use public transit to get to their destinations. The REOC will 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-needs populations.

- Coordinate with Operational Areas with regard to transportation of special needs populations. Operational Areas will evaluate and prioritize requests for assistance to special-needs populations and will task paratransit providers or public transit operators for transport. The Operational Areas will ensure that transportation modes are matched with the mobility needs of evacuees, such as wheelchair-accessible elements.
- If CHP's Evacuation Plan is not invoked, work with Caltrans and CHP to identify and plot safe routes for evacuees. Coordinate with CHP and Operational Areas to place police and CHP officers on roadways to be used.
- Coordinate with Operational Areas, cities, MTC, and WETA to designate appropriate personnel and channels to inform the public of evacuation procedures, and provide prompt instructions and/or advice, such as:
  - Reason for evacuation
  - Modes and routes
  - Identification of pickup points for persons without transportation means
  - Relocation destination
  - Fuel requirements and provision along evacuation routes
  - Supplies or possessions to bring
  - Provisions for pets
  - Contacts for additional information.
- Maintain communications with the affected population throughout the evacuation process.
- If necessary, continue to oversee the movement of first responders and emergency workers into affected areas in coordination with the SOC, Caltrans, CHP, MTC, WETA, and Operational Areas.

Evacuation Decisions

Decisions to initiate the evacuation of a given community will be made by the mayors or appropriate chief executives of affected jurisdictions, or from the on-scene Incident Commander. The REOC will be advised of decisions to evacuate and of any plans for evacuation via the affected Operational Area(s). The Operational Area(s) should identify locations of populations with special needs (e.g., hospitals, convalescent homes, schools, correctional facilities, etc.) within the areas to be evacuated.

The Operations Section of the REOC, with the support of Caltrans, CHP, MTC, WETA, and the U.S. Coast Guard, will review the proposed evacuation plan, advise the affected Operational Areas of any cautions

or prohibitions applicable to the plan, and recommend alternatives, as appropriate. For example, if an Operational Area proposes an evacuation route via a bridge that has not been thoroughly inspected and certified safe after an earthquake, Caltrans may suggest another route or mode, or recommend that the affected population find temporary shelter until an alternate, safe evacuation route is available.

Evacuation Support

Should the affected Operational Area(s) require additional support for evacuation, they may request it via the REOC. For example, if an evacuation strategy requires designation and reservation of a regional surface route, the REOC Operations Section Chief will refer that request to CHP, which will review the evacuation routing and strategy, and provide, as possible, the requisite support for route reservation, signage, and traffic management. Affected Operational Areas may also request assets to accomplish an evacuation via the Logistics Section. For example, an island or peninsula community may require the use of marine passenger vessels to evacuate. The REOC Operations Section will coordinate such a request via WETA to secure the necessary vessel capacity to support the evacuation.

Public Information

Public information related to transportation for a regional evacuation will be coordinated with Caltrans, CHP, WETA, and MTC, as well as the affected Operational Areas, and will be disseminated via the Public Information Officer at the SOC. Information that should be coordinated includes:

- Emergency routes
- Alternative transportation options
- Recommended supplies to keep on hand or take along
- Availability of fuel
- Route closures and controls
- Hazards of which to be aware
- Channels of continuing public information.

For targeted evacuations specific to an individual Operational Area, public information may be disseminated directly and only by first responders within the affected area via door-to-door visits, public address announcements from vehicles, or other localized channels. The Incident Commander should notify the REOC via the affected Operational Area, that these notifications are being made.

When coordinating public information regarding a regional evacuation, the Public Information Officer at the SOC must be absolutely clear in stating the locations that are ordered to evacuate and those that are

directed to shelter in place. For locations that are directed to shelter in place, a timeline should be developed to notify people in these areas, if and when they may or must evacuate.

Evacuation Monitoring

During a limited evacuation affecting an individual Operational Area, the REOC Operations Section will coordinate with Caltrans, CHP, WETA, and MTC to monitor the progress of the evacuation and the status of the transportation system. During an evacuation, incidents may occur that impede the flow of evacuees, such as vehicle crashes, earthquake aftershocks, vehicles running out of fuel, mechanical breakdowns, and vehicle-pedestrian accidents. Information regarding these incidents will be transmitted via 911 emergency calls, law enforcement communications, or any other active surveillance and communications systems. To the extent that both Caltrans and CHP are staffed and functional, they will coordinate responses to surface evacuation route incidents, keeping the REOC Operations Section informed.

Appendix G contains a checklist for REOC support of regional evacuation transportation.

TRANSPORTATION ASSETS

The transportation assets listed in Table 4 indicate the types of transportation resources that could be used to respond to an emergency. This list should not be considered exhaustive. Please note that private operators, schools, and other public agency resources are not typically parties to existing mutual aid agreements and may be unavailable during an emergency.

Table 4: Transportation Assets

Transit Mode	Transit Operator	Private Operators	Law Enforcement (Sheriff's Departments)	School Districts
Buses	Thirty Public Operators	• Tour Operators such as: ▪ Cable Car Charters ▪ Coach America San Francisco/Franciscan Lines/Gray Line ▪ Compass Transportation ▪ El Camino Trailways ▪ San Francisco Minibus ▪ Storer Coachways and Tours	Ten Counties	Numerous
Passenger Service Vessels	• Alameda Harbor Bay Service • Alameda Oakland Ferry • Bridge District • Vallejo Baylink Ferry	• Angel Island/Tiburon Ferry • Blue and Gold Fleet • Hornblower Dining Yachts • Marine Express (water taxi) • Red and White Fleet • Rendezvous Charters • Signature Hospitality Group		
Other Marine		• American Navigation Tugboats • Bay and Delta Towing • C.S. Marine Constructors (cranes and barges) • Dutra Group (tugboats, cranes, barges and dredging) • Foss Maritime (tugboats and barges) • Harbor Bay Maritime • Manson Construction Company (marine construction, cranes, and barges) • Westar Marine Services (tugboats, barges, and water taxis)		
Train/Rail Equipment	• Altamont Commuter Express • Amtrak California • Bay Area Rapid Transit • Caltrain • Capital Corridor • San Francisco Municipal Transportation Authority • Santa Clara Valley Transportation Authority	• Union Pacific • Burlington Northern–Santa Fe • California Northern Railway • Napa Wine Train Management administration • Oakland Terminal Railway – Switching Company • Richmond Pacific Railroad – Switching Company		

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Appendix A | RECP Transportation Subsidiary Plan

List of Acronyms

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Appendix A – List of Acronyms

Bridge District	Golden Gate Bridge Highway and Transportation District
Caltrans	California Department of Transportation
CHP	California Highway Patrol
EOC	Emergency Operations Center
ERC	Emergency Resource Center
ESF	Emergency Support Function
FAA	Federal Aviation Administration
FEMA	Federal Emergency Management Agency
MTC	Metropolitan Transportation Commission
NIMS	National Incident Management System
OES	Governor's Office of Emergency Services
RECP	Regional Emergency Coordination Plan
REOC	Regional Emergency Operations Center
RIMS	Response Information Management System
SEMS	Standardized Emergency Management System
SOC	State Operations Center
TMC	Transportation Management Center
WETA	Water Emergency Transportation Authority

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Appendix B | RECP Transportation Subsidiary Plan

Metropolitan Transportation Commission
Trans Response Plan

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Appendix B – Metropolitan Transportation Commission Trans Response Plan

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

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 Metropolitan Transportation Commission.

METROPOLITAN TRANSPORTATION COMMISSION

The Metropolitan Transportation Commission is the transportation planning and financing agency for the nine-county Bay Area. Metropolitan Transportation Commission is governed by a 16 voting member Commission. Over the past few years, Metropolitan Transportation Commission 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

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 CHP. 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' 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.

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. Metropolitan Transportation Commission 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

Metropolitan Transportation Commission has volunteered to undertake the Regional Transportation Information Clearinghouse function and facilitate both the Regional Transportation Public Information and the Regional Transportation Coordination functions. Metropolitan Transportation Commission'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.

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, California Highway Patrol, 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) Metropolitan Transportation Commission's ability to establish and maintain frequent communication with all agencies. The clearinghouse function will entail Metropolitan Transportation Commission contacting the Regional Emergency Operations Center (REOC), Caltrans, and California Highway Patrol 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 is available, Metropolitan Transportation Commission 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. Metropolitan Transportation Commission 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) Metropolitan Transportation Commission's ability to establish and maintain frequent communication with all agencies, and 2) Metropolitan Transportation Commission's ability to disseminate the information to all members of the news media and other public access channels (i.e., web pages). Metropolitan Transportation Commission will confer with the Caltrans, California Highway Patrol and REOC to determine if regional traveler advisories are necessary. To the extent feasible, Metropolitan Transportation Commission 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 the Operations 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 Metropolitan Transportation Commission, Caltrans District 4, U.S. Department of Transportation, and OES should convene at the Clearinghouse as soon as the Plan is activated. Metropolitan Transportation Commission will convene the Partnership as soon as possible.

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 Metropolitan Transportation Commission 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. Metropolitan Transportation Commission 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. Metropolitan Transportation Commission 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.

Through annual exercises and periodic mini-drills, Metropolitan Transportation Commission 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.

Appendix C | RECP Transportation Subsidiary Plan

San Francisco Bay Area Transit Operators Mutual Aid Agreement

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Appendix C – 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 13) 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, 1362 Rutan Court, Suite 100
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 transferable 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)

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Appendix D | RECP Transportation Subsidiary Plan

RECP Transportation Plan
Regional Decision-Making Checklist

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Appendix D – Regional Transportation Decision-Making Checklist

REGIONAL TRANSPORTATION DECISION-MAKING CHECKLIST

Mission: Develop a Regional Action Plan that articulates regional response priorities, critical response activities, and responsibilities for carrying out these activities.
Responsibility: Emergency Operations Center (EOC) Director
Alternate: Operations Section Chief or EOC Director's designee
Work Station: EOC Management Section

OBJECTIVES

- Identify issues that require regional decision-making.
- Gather relevant information to make an informed decision.
- Receive input from affected Operational Areas, mutual aid coordinators, subject matter experts, and others, as appropriate.
- Make regional decisions that represent regional priorities and optimize available resources.

USERS

❒	Regional Emergency Operations Center (REOC) Director
❒	Operational Area Emergency Management Leads
❒	Representatives of Discipline-Specific Mutual Aid Systems
❒	REOC Section Chiefs

PLAN ACTIVATION

The regional decision-making critical checklist is activated at the discretion of the REOC Director, but generally when:

- Actions taken by multiple Operational Areas must be consistent and/or coordinated
- A response action taken by one Operational Area may adversely affect another Operational Area
- Competing demands for resources require that resource requests be prioritized.

This checklist will be used only during regional events in which multiple Operational Areas are affected and multiple response disciplines are engaged.

❒	REOC Director determinates allocation of resources when there are competing demands for limited resources.
❒	REOC Director, at his/her discretion, convenes a Coordinating Group to inform these decisions. The Coordinating Group will include emergency management leads from affected Operational Areas, representatives from mutual aid systems, and technical specialists, as appropriate.
❒	For longer-term regional decisions, the REOC Director may form a Regional Task Force to conduct research, provide recommendations, and develop regional strategy. The REOC Director, with input from the Coordinating Group, approves strategy and decisions.
❒	When resource request prioritization or other decisions must be made quickly, the Operations Section Chief or REOC Director will make such decisions and inform Coordinating Group after the fact.
❒	In all cases, the Regional Action Plan and regional and state operating priorities guide allocation decisions.
❒	The Coordinating Group or Task Forces may be convened prior to an event, or any time during an event, to develop resource allocation or coordinating strategies.

REGIONAL TRANSPORTATION DECISION-MAKING CHECKLIST

	CRITICAL ACTIONS
❒	Branch Coordinator/ Transportation Mutual Aid System Representative informs the Operations Section Chief when multiple requests for same resource or mission are received and/or anticipated. The Operations Section Chief may become aware of need for prioritization in other ways, including Branch Reports.
❒	Situation Status and/or other Unit Heads notify Intelligence/Planning Section Chief when information from Operational Areas and other sources (situation reports and Operational Area action plans) indicates potential resource prioritization, or a response coordination decision.
❒	Section Chiefs inform REOC Director of potential regional decision. The REOC Director determines whether the issue in question rises to the level of a regional decision. If it does, the Director will convene the Regional Coordinating Group.
❒	The REOC Director determines the appropriate makeup of the group, which will include emergency management leads of affected Operational Areas, representatives of relevant mutual aid systems, Governor's Office of Emergency Services (OES) Coastal Region Administrator or designee (when appropriate), and other support personnel, to include REOC Operations or Planning Section Chief, and technical specialists.
❒	If immediate action is required, Section Chief(s), representative(s) of mutual aid system(s), and the REOC Director may make decisions regarding allocation of resources prior to convening the Regional Coordinating Group.
❒	The REOC Director sends out a message via the Response Information Management System or telephone summarizing issue and setting a time and number for the regional call. Call should be limited to 45 minutes.
❒	The REOC Director convenes call at designated time. The REOC Director or designee summarizes the issue and relevant situation status information.
❒	Each of the participants provides relevant information, to include new situation status and other information not covered by Director's briefing. Briefings should be limited to 5 minutes.
❒	REOC Director considers any information and recommendations received from the participants; reaches a decision; and informs all the entities involved. The REOC Director informs the OES Coastal Region Administrator of decision. The REOC Director informs Section Chiefs. Representatives of mutual aid systems inform Mutual Aid Coordinators. Operational Area leads inform staff of decision.

Appendix E | RECP Transportation Subsidiary Plan

RECP Transportation Plan
Resource Request Checklist

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Appendix E – RECP Transportation Plan Resource Request Checklist

TRANSPORTATION RESOURCE REQUEST CHECKLIST

Mission: To enable the accommodation of emergency transportation requests.

Responsibility: Regional Emergency Operations Center (REOC) and Operational Area Emergency Operations Center (EOC) Director

Alternate: REOC and Operational Area EOC Director's designee

OBJECTIVES	
❒	Quickly review mission/resource request for transportation resources to determine the most appropriate means to fill that request, and present recommendations to the EOC Director.
❒	In accordance with EOC Director's instructions, fill resource requests.
❒	Track the status of request, notify requestor, and, if necessary, re-assign the request/tasking to ensure it is filled quickly.
❒	Emergency transportation requests are assumed to be handled at the Operational Area, with requests being transmitted to local transit operators directly. If local transit operators cannot handle the requests, forward to the REOC for resolution.

USERS	
❒	REOC and Operational Area EOC Planning Chief
❒	REOC and Operational Area EOC Operations Chief

CHECKLIST ACTIVATION

The Resource Request Checklist is activated when a resource/mission tasking request is made to the Operational Area EOC or REOC.

CRITICAL REQUEST RESPONSE ACTIONS	
❒	Receive resource or mission-tasking request. Request may come through RIMS, via telephone, runners, or fax. (Follow-up requests made via RIMS or by faxed manual forms with a phone call.)
❒	Upon receipt of a resource request, the Planning Section Chief crafts the request and obtains sign off from the EOC Director.
❒	Contact requestor to clarify questions regarding the request.
❒	Confirm the request is reasonable (for example, is it for an emergency response activity, has the requestor made a reasonable commitment of resources, have they mobilized their own resources).
❒	Ensure that mission or resource request includes all relevant information, including: • Current situation • Requested mission • Type and quantity of resource requested (quantity of vehicles, fuel, drivers, radio or cell phone, vehicles with wheelchair lift or air conditioner, etc.) • Service the resource will provide • Delivery location • Local contact at delivery location and means of contact • Requesting transportation agency or Operational Area contact • Timeframe in which resource is needed and projected duration of need • Logistical support needs (fuel, maintenance, etc.) • Accommodations for incoming resources.

❒	Enter remaining relevant information into RIMS form.
❒	If denying a request, the Planning Chief coordinates with EOC Director.
❒	Notify requestor that request is being coordinated, has been denied because it is not appropriate, or has been denied due to lack of information.
❒	During a regional event in which there are multiple demands for limited resources, the Operations Chief, affected Operational Area, Metropolitan Transportation Commission (MTC), and Water Emergency Transportation Authority (WETA), if applicable, coordinate to prioritize resource requests. The EOC Director makes final determination.
❒	If resource requests cannot be filled quickly with agency resources, the Planning Section Chief coordinates with MTC and WETA, if applicable, to identify resources from another transportation agency.
❒	Timeline for coordination phase should be up to 20 minutes, for potential threats 1 hour, and up to 4 hours for non-threatening situations or non-time sensitive situations.
PROVISION OF RESOURCES	
❒	The Planning Chief, EOC Director, and relevant agency resource manager confer to determine the availability of appropriate resources to fulfill request.
❒	Provide Operational Areas, MTC, WETA, if applicable, or requesting transportation agency relevant information about response to request, including: • Type and quantity of resource provided • Delivery location • Local contact at providing agency and means of contact • Timeframe in which resource will be delivered and projected time return required • Logistical support provided (fuel, maintenance, etc.) • Accompanying personnel and their requirements.
❒	Assign a tracking number. Notify MTC, WETA, if applicable, and both requesting and providing Operational Area.
❒	The Planning Section Chief provides updates to the EOC Director about resource requests and status.
RESOURCE TRACKING	
❒	The Planning Section Chief ensures RIMS forms and internal resource tracking system forms are complete and status is up-to-date.
❒	The Planning Section Chief follows up with requesting agency to determine status of request. Rough timelines for notifications include: • Acceptance or denial (within 20 minutes of receipt of request) • Responding agency and timeline (within 20 to 45 minutes of request approval) • Status of mobilization efforts (within 2 hours of mission acceptance) • Time of arrival (within 1 hour of estimated time of arrival).
❒	Operational Area, MTC, and WETA, if applicable, maintain overall summary of missions and resource requests and their status.
❒	The EOC Director/ Planning Chief provides update on agency resources provided at daily briefing.
CHECKLIST DE-ACTIVATION	
The Resource Request Checklist is de-activated when it is determined that: • The initial response phase to the emergency is past • Provisions are in place for return of resources loaned to other jurisdictions.	
❒	Review EOC Activity Log to ensure completeness and accuracy.
❒	Deactivate Resource Request Checklist.

Appendix F | RECP Transportation Subsidiary Plan

RECP Transportation First Responders and Disaster Service Worker Transportation Checklist

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Appendix F – First Responders and Disaster Service Worker Transportation Checklist

FIRST RESPONDERS AND DISASTER SERVICE WORKER TRANSPORTATION CHECKLIST

Mission: Enable First Responders and Disaster Service Workers to report to Work.

Responsibility: Operational Area or Regional Emergency Operations Center (REOC) Director

Alternate: Operations Section Chief or Emergency Operations Center (EOC) Director's designee

Work Station: Management Section

OBJECTIVES	
❒	Establish the ability to transport first responders and disaster service workers to work sites.
❒	Enable timely transportation of first responders and disaster service workers

USERS	
❒	Operational Area and REOC Director
❒	Operational Area and REOC Operations Section Chief

PLAN ACTIVATION

The RECP Transportation Subsidiary Plan is activated:

- Automatically by the occurrence of a major incident
- When it is anticipated that the Plan will be activated:
  - A major event significantly affects the transportation infrastructure
  - An anticipated or actual event that may require activation
  - 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.

DECISION MAKING AND COORDINATION OPERATIONAL AREA	
❒	Receive requests for transport of first responders or disaster service workers and determine, with transportation agencies, which has the ability to transport them.
❒	If local transportation agencies are unable to provide the resources, forward the requests to the REOC.

DECISION MAKING AND COORDINATION REOC	
❒	Receive requests and prioritize with the Metropolitan Transportation Commission (MTC), the California Department of Transportation (Caltrans), the Water Emergency Transportation Authority (WETA), U.S. Department of Transportation, and the Federal Emergency Management Agency (FEMA), as appropriate.
❒	Transmit priorities to Operational Area EOCs.

DECISION MAKING AND COORDINATION OPERATIONAL AREA	
❒	Receive priorities and work with local transportation agencies for emergency transport.
❒	Inform MTC and WETA of the priorities and requests. If not already done, MTC activates the Trans Response Plan and Regional Transportation Emergency Management Plan.
❒	Operational Areas identify the priority boarding of first responders or disaster service workers.
❒	Operational Areas coordinate with transportation agencies regarding priority boarding of first responders or disaster service workers, location, and schedule.
❒	Operational Areas work with transportation agencies on identification information to verify disaster service workers. Transportation agencies issue identification information as agreed upon with Operational Areas staff.

FIRST RESPONDERS AND DISASTER SERVICE WORKER TRANSPORTATION CHECKLIST

CRITICAL RECOVERY ACTIONS – EMPLOYERS AND EMERGENCY STAFF	
❒	First responders and disaster service worker employers must inform employees of the primary and secondary embarkation sites.
❒	First responders and disaster service workers identify themselves with appropriate identification and cooperate with authorities in recording names, departments, and date of travel.
PUBLIC INFORMATION OPERATIONAL AREAS AND REOC	
❒	Operational Areas or the REOC informs, via a public announcement for first responders and disaster service workers, the primary and secondary embarkation sites, and reminds workers to bring appropriate identification.
PLAN DEACTIVATION	
❒	The RECP Transportation Subsidiary Plan is deactivated at the resolution of the incident.