



# ESF 1 — Transportation



## Purpose

Emergency Support Function (ESF) 1 describes how the County will coordinate transportation needs during a time of a major emergency or disaster, including assessing damage to and restoring and maintaining transportation networks—specifically, roads and bridges.

## Coordinating Agencies

**PRIMARY AGENCY: Transportation and Development (DTD)**

**SUPPORTING AGENCY:** Disaster Management (DM), Fire Defense Board, Health, Housing, and Human Services (H3S), Public and Government Affairs (PGA), Sheriff’s Office

## Scope

Activities within the scope of ESF 1 include:

- Coordinate and/or support damage assessment activities, including the dissemination of pertinent data regarding any impacts to the transportation infrastructure owned and maintained by Clackamas County.
- Coordinate the repair and restoration of the County’s transportation network.
- Maintain undamaged, repaired, and/or restored infrastructure as necessary to ensure additional hazards do not occur.
- Process and coordinate requests for transportation support from City partners.
- Monitor, control, and coordinate vehicular traffic flow with local, county, regional and state partners.
- Provide resources to support transportation of evacuees, personnel, equipment, and materials and supplies.
- Provide maps for all modes of transportation.
- Prioritize and initiate emergency work tasks to clear debris and obstructions from, and make emergency repairs to, the transportation infrastructure.

## Response

### Transportation and Development

- Coordinate all transportation-related missions in support of the County EOC.
- Prioritize response activities in support of developing the EOC Action Plan.
- Work with other agencies as needed to determine the usable portions of the County transportation system, including roads and bridges, railroads, transit systems, and motor carrier facilities.
- Provide transportation-related public information and mapping support to the EOC during response and recovery activities.
- Clear debris and establish lifeline transportation routes.
- Coordinate transportation of responders and resources to affected areas.
- Provide barriers and signage to aid missions.
- Provide personnel on-scene to assist with road closures, traffic redirection and other activities in coordination with the CCSO’s Office.
- Conduct damage assessment of transportation routes.

### Disaster Management

- Coordinate with the EOC Planning Section to identify unmet needs including response vehicles, aircraft, engineering, fuel, and repair assistance.
- Establish a Transportation Branch in the County EOC if needed.
- Track the use of transportation resources through the EOC Finance Section.

### Fire Defense Board

- Provide evacuation assistance.

### Health, Housing, and Human Services

- Support identification of access and functional needs populations that need transportation support.

### Public and Government Relations

- Support public messaging related to ESF 1–related activities.

### Sheriff’s Office

- Provide traffic control and evacuation assistance.
- Provide security escorts for commodities movement into affected areas.

### Clackamas Education Services District

- Coordinate transportation needs of students.
- Provide transportation support as resources allow.

### Local Airports and Heliports

- Assess usability of airport and heliport facilities to support response missions.
- Conduct and/or coordinate emergency operations as required during large-scale incidents in accordance with established plans, policies, and procedures.
- Establish air traffic control for response missions.

### Local Municipalities

- Conduct emergency operations to support the restoration of transportation infrastructure within jurisdictional/geographic boundaries.
- Work with other agencies as needed to determine the usable portions of the city transportation system, including roads and bridges, railroads, transit systems, and motor carrier facilities.

### North Clackamas Parks and Recreation District

- Provide transportation resources.

### Public Transportation Agencies

- Provide transportation resources.

## Response

Response activities take place **during** an emergency and include actions taken to save lives and prevent further property damage in an emergency situation.

Response roles and responsibilities for ESF 1 include:

### All Tasked Agencies

- Provide situational updates to the County EOC as required to maintain situational awareness and establish a common operating picture.
- Provide a representative to the County EOC, when requested, to support ESF 1 activities.

## EOC Operations

When transportation related activities are staffed in the EOC, the DTD representative will be responsible for the following:

- Serve as a liaison with supporting agencies and community partners.
- Provide a primary entry point for situational information related to transportation infrastructure from the field/scene.
- Share situation status updates related to transportation infrastructure to inform development of Situation Reports.
- Participate in and provide transportation-specific reports for EOC briefings.
- Assist in development and communication of transportation-related actions to tasked agencies.
- Monitor ongoing transportation-related actions.
- Work with the Technology Services GIS staff to prepare maps for public distribution showing route status and alternative routes.

- Coordinate on-going data sharing on transportation route status. Share transportation-related information with Public Information Officer and GIS staff to ensure consistent public messaging.
- Coordinate transportation-related staffing to ensure the function can be staffed continuously across operational periods.
- Coordinate with Oregon Department of Transportation and other transportation providers.

## Coordinating with Other ESFs

The following ESFs support transportation related activities:

- **ESF 3 – Public Works.** Support in maintenance, assessment, and restoration of the transportation network including debris clearance.
- **ESF 13 – Law Enforcement.** Assist in traffic control and escort of emergency supplies.

## Preparedness

Preparedness activities take place before an emergency occurs and include plans or preparations made to save lives and to help response and recovery operations.

Preparedness roles and responsibilities for ESF 1 include:

### All Tasked Agencies

- Develop operational plans for ESF 1 activities, as appropriate.
- Participate in ESF 1 related trainings and exercises, as appropriate.
- Coordinate regular review and update of the ESF 1 annex with supporting agencies.
- Facilitate collaborative planning to ensure County capability to support ESF 1 activities.
- Develop and maintain an emergency/disaster transportation plan(s) that address the following activities:
  - Providing for logistics and resource transportation needs.
  - Conducting and/or facilitating damage assessments of County owned/maintained transportation infrastructure.

### Disaster Management

- Maintain operational capacity of the County EOC to support transportation activities.
- Ensure that staff are identified and adequately trained to fulfill their various County EOC positions.

## Recovery

Recovery activities take place **after** an emergency occurs and include actions to return to normal or even safer conditions following an emergency.

Recovery roles and responsibilities for ESF 1 include:

### All Tasked Agencies

- Demobilize response activities.
- Maintain incident documentation to support public and individual assistance processes.
- Participate in all after-action activities and implement corrective actions as appropriate
- Provide support to recovery planning.

### Transportation and Development

- Coordinate and/or facilitate pre/post damage assessment activities.
- Continue to monitor and restore transportation systems in support of recovery.
- Develop financial estimates of damages and losses to transportation infrastructure.

### Disaster Management

- Compile and keep all documentation collected relating to ESF 1–related response activities.
- Coordinate all after-action activities and implement corrective actions as appropriate.

## Mitigation

Mitigation activities take place **before and after** an emergency occurs and includes activities that prevent an emergency, reduce the chance of an emergency happening, or reduce the damaging effects of unavoidable emergencies.

Mitigation roles and responsibilities for ESF 1 include:

### All Tasked Agencies

- Participate in the hazard mitigation planning process for the County.
- Provide agency and incident data to inform development of mitigation projects to reduce hazard vulnerability.



# ESF 1 – Transportation

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ESF 1 Tasked Agencies	
<b>Primary County Agency</b>	Transportation and Development (DTD)
<b>Supporting Agencies</b>	Disaster Management (CCDM) Fire Defense Board (FDB) Health, Housing, and Human Services (H3S) Public and Government Affairs (PGA) Sheriff's Office (CCSO)
<b>Community Partners</b>	Public Transportation, including: TriMet, Canby Area Transit, Sandy Area Metro, South Clackamas Transportation District (SCTD), South Metro Area Regional Transit (SMART) North Clackamas Parks & Recreation District Clackamas Education Service District Local Airports and Heliports Local Municipalities
<b>State Agency</b>	Oregon Department of Transportation (ODOT)
<b>Federal Agency</b>	Department of Transportation

## 1 Introduction

### 1.1 Purpose

Emergency Support Function (ESF) 1 describes how the County will coordinate transportation needs during a time of a major emergency or disaster, including assessing damage to and restoring and maintaining transportation networks—specifically, roads and bridges.

### 1.2 Scope

Activities encompassed within the scope of ESF 1 include:

- Coordinate and/or support damage assessment activities, including the dissemination of pertinent data regarding any impacts to the transportation infrastructure owned and maintained by Clackamas County.
- Coordinate the repair and restoration of the County's transportation network.
- Maintain undamaged, repaired, and/or restored infrastructure as necessary to ensure additional hazards do not occur.
- Process and coordinate requests for transportation support from City partners.
- Monitor, control, and coordinate vehicular traffic flow with local, county, regional and state partners.
- Provide resources to support transportation of evacuees, personnel, equipment, and materials and supplies.
- Provide maps for all modes of transportation.
- Prioritize and initiate emergency work tasks to clear debris and obstructions from, and make emergency repairs to, the transportation infrastructure.

## 1.3 Policies and Agreements

It is the policy of the County that public transportation authorities and county and state departments with transportation resources and support operations are responsible for assessing and restoring transportation systems under their control. Priorities shall be determined and coordinated by the Emergency Operations Center (EOC), when activated.

# 2 Situation and Assumptions

## 2.1 Situation

The County faces a number of hazards that may cause disruption to transportation systems and require support. The County's transportation system is comprised of road, rail, and air systems. The County owns and maintains a public road system within the unincorporated area, and in some cases, within incorporated cities. The County does not own or maintain rail or air transportation infrastructure, but in some situations may provide support to the organizations that own those assets. Considerations that should be taken into account when planning for and implementing ESF 1 activities include:

- A major emergency or disaster may severely damage transportation infrastructure.
- The movement of people, equipment, and supplies may be much less efficient in emergency conditions than under normal circumstances.
- Many localized transportation activities may be disrupted or hindered by damaged transportation infrastructure.
- In anticipation of or reaction to a disaster, evacuations that overwhelm standard routes may require resources beyond the capabilities of the County.
- Some communities have limited means of ingress and egress and an emergency or disaster that disrupts key roads/bridges may limit or prevent access to the community.
- Effective emergency transportation involves countywide and regional travel across jurisdictional boundaries using transportation assets owned/maintained by multiple partners and requires close coordination with cities, neighboring jurisdictions, ODOT, and other public and private providers of transportation services and equipment. Transportation operations may require road closures, restrictions, detours, removal of debris, and/or construction of temporary roads or bridges. Two interstate highways and several state highways cross Clackamas County. Local officials work closely with ODOT and neighboring jurisdictions to maintain the regional transportation system and its primary corridors. The Regional Disaster Preparedness Organization (RDPO) and Metro published updated Emergency Transportation Routes for the Portland-Vancouver Metropolitan Region in Oregon and Washington.<sup>1</sup> Regional ETRs are travel routes that, in the case of a major regional emergency or natural disaster, would be prioritized for rapid damage assessment and debris-removal.<sup>2</sup>

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<sup>1</sup> Clackamas County Emergency Transportation Routes. (Large Format Map)

<<https://static1.squarespace.com/static/5b4ce7dd1aef1d3d04b17323/t/60b158b574053f38dc596481/162235331754/Clackamas.png>>

<sup>2</sup> "Regional Emergency Transportation Routes Update." (April 2021). Regional Disaster Preparedness Organization (RDPO) and Metro.

<<https://static1.squarespace.com/static/5b4ce7dd1aef1d3d04b17323/t/60a44b08a76f4b34a4b2fdfa/1621379859678/RDPO-ETR-Phase+I+Report.pdf>>



## 2.2 Assumptions

ESF 1 is based on the following planning assumptions:

- The County's transportation infrastructure will likely sustain damage during a large-scale incident. The magnitude and type of event will determine the physical damage to the transportation system and will affect the effectiveness and efficiency of response and recovery.
- Disaster operations and/or hazardous conditions may require the County to divert traffic to avoid areas that have sustained damage, restricted access or have been evacuated.
- Disaster response operations, especially during the period immediately following the disaster event may exhaust the County's transportation maintenance and repair capabilities, thus requiring assistance from neighboring jurisdictions and/or State government.
- Rapid initial damage assessments of impacted areas will assist in the determination of response priorities and transportation demands.

## 3 Concept of Operations

### 3.1 General

All transportation-related emergency response activities will be performed in a manner that is consistent with the National Incident Management System and the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

- In accordance with the Basic Plan and this ESF Annex, the County Department of Transportation and Development (DTD) is responsible for coordinating transportation-related activities. Plans and procedures developed by the primary and supporting agencies provide the framework for carrying out those activities.
- Requests for assistance with transportation infrastructure repair, maintenance and operations related to a disaster event will first be issued in accordance with established mutual aid agreements, and once those resources have been exhausted, a request for support may be forwarded to the State Emergency Coordination Center.
- The County EOC will provide support for the coordination of resources for transportation infrastructure repair, maintenance and operations needs.
- Emergency transportation operations involve:
  - Identification of areas impacted and people at risk.
  - Identification, designation, and maintenance of access and egress routes.
  - Identification of routes that are open without restrictions, limited use, emergency use only, or closed.
- Coordination of arrangements to obtain additional emergency transportation resources for system repair, maintenance and operations, with highest priority given to resources needed for protection of life.
- Designation of emergency transportation bases, staging areas, and refueling and repair facilities.
- Coordination with Oregon Department of Transportation and neighboring jurisdictions to ensure that transportation priorities and routes are consistent and coordinated.

### 3.2 Disabilities, and Access and Functional Needs

Provision of transportation-related activities will take into account populations with disabilities and access and functional needs. The needs of children and adults who experience disabilities or

access and functional needs shall be identified and planned for as directed by policy makers and according to state and federal regulations and guidance.

The County Department of Health, Housing, and Human Services and individual hospitals/ medical care facilities support evacuation procedures established for medical care facilities, coordinate resources needed for distribution of medical supplies/equipment to points of dispensing sites, and manages medical response operations within the identified emergency transportation routes.

### 3.3 Emergency Transportation and Evacuation Routes

DTD, with support from ODOT, maintains transportation infrastructure, manages emergency transportation routes, identifies road hazards, and implements road closures. Mapping capabilities and equipment may be provided through DTD resources, the County Geographic Information Systems (GIS) Division and other partners. Staff and resources are assigned to support emergency evacuation and essential transportation routes.

### 3.4 Coordination with Other ESFs

The following ESFs support transportation-related activities:

- **ESF 3 – Public Works.** Support in maintenance, assessment, and restoration of the transportation network including debris clearance.
- **ESF 13 – Law Enforcement.** Assist in traffic control and escort of emergency supplies.

## 4 Emergency Coordination

### 4.1 County

#### 4.1.1 Transportation and Development

DTD is responsible for maintenance and repair of designated roads, bridges, and facilities. The Director or designee will serve in Unified Command and coordinate transportation assistance under this annex except as noted below. DTD will coordinate with cities, neighboring counties, and State and federal authorities to maintain transportation capabilities of the Regional Emergency Transportation Routes and other designated corridors. When multiple routes are closed due to damage or debris, the DTD Director or designee shall coordinate with CCSO and ODOT to identify the highest priority routes for repair or clearance.

#### 4.1.2 Sheriff's Office

The Sheriff has law enforcement authority on all roads and on the non-federal waterways of the County (except those that are under jurisdiction of incorporated cities). The Sheriff or designee may serve in Unified Command and coordinate evacuation and other law enforcement activities. The Sheriff also directs the use of County-owned marine resources and coordinates marine operations with neighboring jurisdictions, the U.S. Coast Guard, and State Marine Board.

### 4.1.3 Fire Defense Board

The Fire Defense Board assists the Sheriff's office in evacuating victims from areas within the Clackamas County Sheriff's Office's (CCSO's) jurisdiction that require the use of specialized personal protective equipment. The Fire Defense Board Chief or designee may serve in Unified Command and also assist in other evacuation and transportation operations.

### 4.1.4 Air and Rail Operations

While County officials have no direct authority over air or rail operations, they can anticipate providing initial emergency response to the scene of an aircraft crash or train accident. Unified Command should be established as soon as possible with arriving State and federal authorities in order to coordinate response and recovery activities, which may include Mass Casualty Incident and/or Mass Fatality Incident protocols.

## 4.2 Cities

Incorporated cities have primary responsibility for the safety and well-being of their citizens and for resource allocation and emergency operations within their jurisdictions. Each city is responsible for city streets and bridges within its boundaries and for utilizing its own local transportation resources for jurisdictional needs. City and County officials coordinate their efforts to ensure that critical transportation routes are surveyed and repaired.

Cities are encouraged to develop EOPs and to work closely with Clackamas County Disaster Management (CCDM) to integrate preparedness, response, and recovery activities. Cities may request assistance through a mutual aid agreement or through an Emergency Declaration. If a city emergency is declared to request resources, the city will forward the declaration to the Disaster Management Director.

An intergovernmental mutual aid agreement between the County and cities is available to all jurisdictions that choose to participate. The agreement establishes procedures for requesting and providing mutual aid resources in a major emergency or disaster.

## 4.3 Regional

The Regional Emergency Management Group has established Regional Emergency Transportation Routes in the Portland-Vancouver Metro Area. These routes cover Clackamas, Columbia, Multnomah, and Washington Counties in Oregon, and Clark County in Washington, and are designated for priority damage assessment and repair.

Public, private, and volunteer organizations may assist in transportation services. For example, TriMet (public transit system), taxi companies, nonprofit programs and contractors can be valuable resources in a transportation emergency. The EOC will be the focal point for County and regional coordination.

Clackamas County is a participant in the Inter-County Omnibus Mutual Aid Agreement, which provides a framework for counties to request mutual aid from each other in emergencies. This framework saves time and minimizes confusion during an incident. Clackamas County also participates in the Managing Oregon Resources Efficiently Intergovernmental Agreement (MORE-IGA), which allows public agencies in Oregon to share resources including equipment,

materials, and services for public works, municipal, transportation, engineering, construction, operations, maintenance, emergency management, and related activities.

#### **4.4 State and Federal Assistance**

ODOT is responsible for construction, maintenance, and repair of interstate freeways, and state highways and bridges, and may impose restrictions and implement temporary closures of highways. ODOT also regulates motor carriers and railroads (including rail freight and passenger planning and operations) and the transport of hazardous materials by rail.

The Oregon Department of Aviation is authorized to operate and maintain State-owned airports and to establish a state airways system. The State Aviation Resources for Disaster Assistance Plan, developed under the auspices of the Oregon Office of Emergency Management, coordinates air resources in a major emergency or disaster.

The State may provide assistance through ODOT, the Oregon Military Department, or other State agencies with transportation capabilities. ODOT has executed an Intergovernmental Agreement with Clackamas County for transportation maintenance and operational support and assistance. If incident response requires resources beyond those available day-to-day and through mutual aid, the EOC will request assistance through an Emergency Declaration.

The U. S. Department of Transportation is the primary agency responsible for coordinating transportation resources in the Federal Response Plan. The U.S. Coast Guard is responsible for law enforcement and rescue on federal waterways within the County and may provide marine transportation resources.

### **5 ESF Annex Development and Maintenance**

The Department of Transportation and Development will be responsible for coordinating regular review and maintenance of this annex. Each primary and supporting agency will be responsible for developing plans and procedures that address assigned tasks. Disaster Management staff will assist as requested.