



ESF 1: Transportation

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ESF 1 Tasked Agencies	
Primary County Agency	Transportation and Development (DTD)
Supporting Agencies	Disaster Management (CCDM) Health, Housing, and Human Services (H3S) (Social Services Division) Public and Government Affairs (PGA) Sheriff's Office (CCSO)
Community Partners	Fire Defense Board (FDB) Public Transportation, including: Mt. Hood Express, TriMet, Canby Area Transit, Sandy Area Metro, South Clackamas Transportation District (SCTD), South Metro Area Regional Transit (SMART) School Districts and Clackamas Education Service District Local Airports and Heliports Local Municipalities UP and P&W Railroads
State Agency	Oregon Department of Transportation (ODOT)
Federal Agency	Department of Transportation

1 Introduction



1.1 Purpose

Emergency Support Function (ESF) 1 describes how the County will coordinate transportation needs during 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, maritime 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's Health, Housing, and Human Services Department (H3S) Department also owns and operates the Clackamas Connects shuttle and the Mt. Hood Express, and the Department of Transportation and Development owns and operates the Canby Ferry. 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. In addition, hazardous conditions may require the County to divert traffic to avoid areas that have sustained damage, restricted access or have been evacuated.
- 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.¹ 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.²
- Transportation Maintenance removes snow and ice from County roads in accordance with the adopted Snow and Ice Response Plan.

2.2 Assumptions

ESF 1 is based on the following planning assumptions:

- The County can perform transportation maintenance and repairs at a base level for lesser or isolated events.
- Outside resources will not be available in a catastrophic emergency for several days or longer.
- Communications systems will be operable to support operations.

¹ *Clackamas County Emergency Transportation Routes. (Large Format Map)* <<https://static1.squarespace.com/static/5b4ce7dd1aef1d3d04b17323/t/60b158b574053f38dc596481/1622235331754/Clackamas.png>>

² *"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>>

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.

- 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.
- DTD will activate a Department Operations Center (DOC) to manage and coordinate road operations during minor flooding, snow, and ice events.
- The County EOC will provide support for the coordination of resources for transportation infrastructure repair, maintenance and operations needs in accordance with ESF-3 for major emergencies and disasters.
- Emergency transportation operations involve:
 1. Identification of areas impacted and people at risk.
 2. Identification, designation, and maintenance of access and egress routes.
 3. Identification of routes that are open without restrictions, limited use, emergency use only, or closed.
 4. 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.
 5. Designation of emergency transportation bases, staging areas, and refueling and repair facilities.
 6. Coordination with Oregon Department of Transportation and neighboring jurisdictions to ensure that transportation priorities and routes are consistent and coordinated.

3.2 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.

The County's H3S Department and individual hospitals/medical care facilities support evacuation procedures established for medical care facilities, coordinate resources needed for distribution of medical supplies/equipment to dispensing sites and manage medical response operations within the identified emergency transportation routes.

3.3 Public Transit

The County EOC will coordinate with public transit system providers to reestablish transit services and utilize transit resources for evacuation support where needed.

3.4 Disabilities, and Access and Functional Needs

Provision of transportation-related activities will consider 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.

3.5 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 12 – Energy.** Coordinate access to fuel.
- **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 related transportation infrastructure. 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 will coordinate with CCSO and ODOT to identify the highest priority routes for repair or clearance. DTD will also activate a DOC for management and coordination of road operations in minor emergencies that impact County roads and bridges.

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. The Sheriff may also assist with traffic management and control.

4.1.3 Fire Defense Board

The Fire Defense Board Chief or designee may serve in Unified Command to coordinate the use of fire service resources (e.g., medic units) in evacuation and other 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, especially since they are likely to impact roads and/or highway bridges. 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 Special Districts

Special districts such as TriMet and South County Transit District maintain and operate public transit systems and school districts operate or contract for bus services that may be available to assist with emergency responder and public transportation in an emergency. The County EOC will coordinate with those entities as needed for transportation support.

4.4 Regional

The Regional Disaster Preparedness Organization (RDPO) 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.

4.5 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 Department 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 National Response Framework. The U.S. Coast Guard is responsible for law enforcement and rescue on federal waterways within the county.

5 ESF Annex Development and Maintenance



The Department of Transportation and Development is 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.