ESF 1 – Transportation

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ESF 1 Tasked Agencies	
Primary County Agency	Transportation and Development
Supporting County Agency	Disaster Management Fire Defense Board Health, Housing, and Human Services Public and Government Relations Sheriff's Office
Community Partners	Public Transportation, including: TriMet, Canby Area Transit, Sandy Area Metro, Molalla South Clackamas Transportation District, and Wilsonville South Metro Area Regional Transit North Clackamas Parks & Recreation District Clackamas Education Service District Local Airports and Heliports Local Municipalities
State Agency	Oregon Department of Transportation (ODOT)
Federal Agency	Department of Transportation
See Section 3 for more information about Tasked Agencies.	

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 contained within the County's jurisdictional boundaries.

■ 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.

■ 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 taskings to clear debris and obstructions from, and make emergency repairs to, the transportation infrastructure.

1.3   Policies and Authorities

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 is faced with 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. 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 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. See Appendix D for maps of the Regional Emergency Transportation Routes.

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. As a result, the magnitude of a hazard's impact upon, in terms of both physical damage and operational status/capacity, will affect the effectiveness and efficiency of response and recovery.

■ Disaster operations and/or hazardous conditions may require the County to divert traffic or implement or other methods for traffic control (e.g., damaged, isolated, or evacuated areas).

■ Response operations, especially during initial operational periods, may exhaust the County's transportation capabilities, thus requiring assistance from neighboring jurisdictions and/or State and federal government.

■ Rapid initial and ongoing damage assessments of impacted areas will assist in the determination of response priorities and transportation demands.

3   Roles and Responsibilities of Tasked Agencies

The County has identified primary and supporting agencies and community partners to ensure ESF-related activities are performed in an efficient and effective manner during all phases of the emergency management cycle. This document does not relieve tasked agencies of the responsibility for emergency planning, and agency plans should adequately provide for the capability to implement their assigned tasks.

■ **Primary County Agency(s) –** County agency(s) may be assigned as the primary agency based on the agency's responsibilities, authority, functional expertise, resources, and capabilities in managing incident activities. Primary agencies may not be responsible for all elements of a function, and will work with supporting agencies to manage capabilities and resources to support ESF-related activities.

■ **Supporting County Agency(s) -** County agency(s) may be assigned as supporting if they may have a substantial support role during incidents based on their capabilities and resources.

■ **Community Partners –** May be assigned tasks if they meet one or more of the following criteria: the organization's self-defined mission includes emergency response (e.g., disaster relief nonprofit organizations); the organization receives formalized tasking by governmental agencies (e.g., American Red Cross); the entity's jurisdictional authority, or the entity's resources and capabilities.

Roles and responsibilities for State and federal agencies are identified in the State of Oregon Emergency Operations Plan (EOP) and National Response Framework, respectively.

See Appendix B for a checklist of responsibilities for tasked agencies by phase of emergency management.

4   Concept of Operations

4.1   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 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 transportation infrastructure resources.

Emergency transportation operations involve:

■ Identification of areas impacted and people at risk.

■ Identification, designation, and maintenance of access and egress routes.

■ Arrangements to obtain additional emergency transportation resources, with highest priority given to resources needed for protection of life.

■ Designation of transportation bases, staging areas, and refueling and repair facilities.

■ Coordination with neighboring jurisdictions to ensure that transportation priorities and routes are consistent and coordinated.

4.2 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.

■ Share transportation-related information with the Public Information Officer to ensure consistent public messaging.

■ Coordinate transportation-related staffing to ensure the function can be staffed continuously across operational periods.

4.3 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.

4.4　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 the County Geographic Information Systems (GIS) Division and other partners. Staff and resources are assigned to support emergency evacuation and essential transportation routes.

4.5　Coordination with Other ESFs

The following ESFs support transportation-related activities:

- ■ **Public Works (ESF 3):** Support in maintenance, assessment, and restoration of the transportation network including debris clearance.
- ■ **Law Enforcement (ESF 16):** Assist in traffic control and escort of emergency supplies.

5　Direction and Control

5.1　County

5.1.1　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.

5.1.2　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.

5.1.3　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.

5.1.4　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.

5.2   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 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 County EOC.

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.

5.3   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, saving time and minimizing confusion during an incident, as well as 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.

5.4   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.

6   ESF Annex Development and Maintenance

DTD 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.

7   Appendices

- Appendix A – ESF 1 Resources
- Appendix B – ESF 1 Responsibilities by Phase of Emergency Management
- Appendix C – ESF 1 Representative Checklist

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Appendix A   ESF 1 Resources

The following resources provide additional information regarding ESF 1 and transportation related issues at the local, state, and federal level:

County

- Emergency Operations Plan
  - ESF 3 – Public Works and Engineering
  - SA A - Evacuation
- Mutual Aid / Resource Sharing Agreements
- Regional Emergency Transportation Routes

State

- Emergency Operations Plan
  - ESF 1 – Transportation
- Department of Transportation Emergency Operations Plan
- State Aviation Resources for Disaster Assistance Plan

Federal

- National Response Framework
  - ESF 1 – Transportation
- Homeland Security Presidential Directives
  - No. 7: Identification of and prioritization for protection of critical infrastructure

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Appendix B   ESF 1 Responsibilities by Phase of Emergency Management

The following checklist identifies key roles and responsibilities for ESF 1 – Transportation. It is broken out by phase of emergency management to inform tasked agencies of what activities they might be expected to perform before, during, and after an emergency to support the County's transportation concerns. All tasked agencies should maintain agency-specific plans and procedures that allow for them to effectively accomplish these tasks.

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 plans and procedures 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:
    - o Providing for logistics and resource transportation needs.
    - o 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

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.

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 and establish lifeline 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.
❑ Support 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.

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/vulnerability identification and analysis process.
❑ Take steps towards correcting deficiencies identified during the hazard/vulnerability identification and analysis process as appropriate.

Transportation and Development

❑ Regularly inspect streets, public roadways, and rights-of-way for deterioration and make necessary repairs to keep them in good condition.

❑ Keep equipment in operating condition.

Appendix C   ESF 1 Representative Checklist

Activation and Initial Actions

- ❑ Report to the EOC Manager, Section Chief, Branch Coordinator, or other assigned supervisor.
- ❑ Become familiar with available job resources (e.g., plans, equipment, and staff) and EOC plans and forms.
- ❑ Review the EOC organization and staffing chart and understand your role in working with the various branches and sections.
- ❑ Equip your work station with necessary equipment and supplies and test functionality of all equipment.
- ❑ Obtain situation report(s), EOC Action Plan, and/or receive briefings from EOC and/or field personnel.

Initial Operational Periods

- ❑ Obtain a briefing from the person you are replacing.
- ❑ Attend meetings and briefings, as appropriate.
- ❑ Establish and maintain your position log with chronological documentation.
- ❑ Follow procedures for transferring responsibilities to replacements.
- ❑ Follow staff accountability and check-in/-out procedures when temporarily leaving your assigned work station.

Final Operational Periods

- ❑ Complete and submit all required documentation.
- ❑ Ensure all materials are returned to their proper storage location and file requests for replacement of resources that are expended or inoperative.
- ❑ Follow check-out procedures.
- ❑ Share lessons learned at After-Action Conferences to contribute to the After-Action Report and inform future activations.

Keys to Success: Information Management

Information management is getting the right information to the right people, in the right form, at the right time. It includes receiving, sorting, prioritizing, and delivering information.

The EOC information management role for ESF Leads and agency representatives includes:

❑ Filter information to clarify ambiguities or correct inaccuracies, distill that information to what is useful, and push it to the appropriate people within the EOC or agency, contributing to a Common Operating Picture.

❑ Serve as a conduit of information to and from agencies.

❑ Supply accurate, appropriate, and up-to-date information to the Situation Report.

Keys to Success: Resource Management

Resource management is getting the right resources to the right place, at the right time. The resource request process is at its core and supports coordinated management of resource requests by local, state, and federal partners. Resources include equipment, supplies, and personnel.

The EOC Resource Management support role for ESF Leads and agency representatives includes:

❑ Coordinate the contribution of resources from an agency to the response and recovery.

❑ Request resources from other sources and agencies.

❑ Keep the lines of communication open and provide specific information about what an agency can and cannot provide. The more specific and timely the information held by the Logistics Section is, the more efficiently it will support the request.