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ESF 1 – Transportation

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ESF 1 Tasked Agencies	
Primary Agencies	Transportation and Development
Supporting Agencies	Emergency Management Fire Defense Board Health, Housing and Human Services Public and Government Relations Law Enforcement

1 Purpose and Scope

Emergency Support Function (ESF) 1 outlines tasks and responsibilities for meeting the transportation needs of victims and emergency responders in a major emergency or disaster. The Department of Transportation and Development (DTD) is responsible for maintaining County roads, including many of the designated Regional Emergency Transportation Routes, and incorporated cities are responsible for city-owned streets. The Oregon Department of Transportation (ODOT) is responsible for state highways, including interstate routes. Transit districts are responsible for their rolling stock. Ground transportation will be essential for moving people who are at risk to safer locations and moving personnel and equipment to incident sites and damaged areas.

2 Policies and Authorities

It is the policy of Clackamas 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).

3 Situation and Assumptions

3.1 Situation

An emergency that causes significant damage or disruption to the County transportation system is a County emergency requiring notification of Clackamas County Emergency Management (CCEM), implementation of the Emergency Operations Plan (EOP) and may require activation of the EOC. All incidents will be managed according to the National Incident Management System (NIMS)/Incident Command System (ICS).

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

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regional transportation system and its primary corridors. See Attachment F-1 for maps of the Regional Emergency Transportation Routes.

All agencies tasked under this annex will develop and maintain internal operating plans and implementing procedures consistent with the EOP and annex.

3.2 Assumptions

- Damage to the transportation infrastructure may result from natural disasters such as floods, landslides and wind storms.
- The type and degree of damage depends on the event and its severity. The rate of recovery will be determined by the effectiveness and efficiency of the response and recovery efforts.
- Initial response may be difficult to coordinate but will improve with the gradual clearing of access routes.
- The demand on the transportation system for response and recovery activities may exceed the capabilities of the county thus requiring assistance from Oregon Emergency Management.
- All County-owned vehicles (not otherwise involved in the emergency response) will be available for use by the EOC.

4 Roles and Responsibilities

The roles and responsibilities for each department in support of emergency services will vary depending on the type of resource, the length of the warning period, and the duration of the incident.

4.1 Primary Agency**4.1.1 Transportation and Development**

The DTD coordinates with cities, neighboring counties, and regional and state transportation officials to ensure the regional emergency transportation routes and other critical corridors are kept open. Specific tasks include:

- Serve in Unified Command.
- Confirm location of damage or disruption and develop detour plans.
- Assess safety and coordinate repair of County-owned roads and bridges.
- Assist with conduct of damage assessment and reporting.
- Coordinate construction of County-owned temporary roads, bridges, or detours.

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- Provide staff for EOC operations.
- Notify the EOC of road conditions and closures.
- Provide personnel, signs, and barricades.
- Arrange for and assist with traffic control operations.
- Work within the NIMS structure to provide information to the Public Information Officer (PIO) for release to the public.

4.2 Supporting Agencies**4.2.1 Emergency Management**

CCEM assists in incident management and multi-agency/ jurisdictional coordination:

- Implement the EOP.
- Activate the EOC.
- Assist or participate in Unified Command.
- Advise the County Administrator and Board of County Commissioners.
- Facilitate the Emergency Declaration process.
- Coordinate with city, regional, and State counterparts.
- Serve as EOC Manager.
- Request Clackamas Amateur Radio Emergency Services (CARES) activation.

4.2.2 Fire Defense Board

The Fire Defense Board supports law enforcement in conducting warning and evacuation operations in hazardous areas requiring specialized personal protective equipment.

4.2.3 Health, Housing and Human Services

Health, Housing, and Human Services assists in providing services for critical facilities and special needs individuals; provides information and referral/211 services; and assists in disseminating information to clients and the public.

4.2.4 Public and Governmental Relations

Public and Governmental Relations provides staff to serve as PIO, develops the Joint Information System, and works with DTD and other agencies/jurisdictions

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to inform the public and employees about the incident, roadway damage, and alternate routes.

4.2.5 Sheriff's Office

The Clackamas County Sheriff's Office coordinates:

- Warning and evacuation operations.
- Operations on the waterways in the County with the U.S. Coast Guard and State Marine Board.
- Traffic control operations with DTD.

4.3 Outside Agencies/Resources**4.3.1 U.S. Department of Transportation**

The U. S. Department of Transportation will:

- Assess damage to transportation systems.
- Analyze the effects of a disaster on regional and national transportation.
- Monitor accessibility, capacity, and congestion and implement management controls.
- Assist in the design and implementation of alternate transportation services.
- Coordinate the restoration of transportation infrastructure.
- Manage the Federal Aid Highway Emergency Relief Program.

4.3.2 Other Transportation Support Agencies

The following organizations may be able to provide transportation resources:

- Business/private-sector partners.
- Clackamas Education Service District.
- North Clackamas Parks & Recreation District.
- TriMet, Canby Area Transit (CAT), Sandy Area Metro (SAM), Molalla South Clackamas Transportation District (SCTD), and Wilsonville South Metro Area Regional Transit (SMART).
- Volunteer agencies.

4.3.3 City Law Enforcement

City Law Enforcement agencies coordinates:

- Warning and evacuation operations in their jurisdictions.
- Traffic control operations with the DTD and the jurisdiction's public works department.

4.3.4 City Public Works Departments

City Public Works departments coordinates with the DTD, and neighboring cities' officials to ensure the regional and city emergency transportation routes are kept open. Specific tasks include:

- Serve in Unified Command at the city's EOC.
- Confirm the location of damage or disruption and develop detour plans.
- Assess safety and coordinate repair of city-owned streets, roads, and bridges.
- Assist with conduct of damage assessment and reporting.
- Coordinate construction of city-owned temporary roads, bridges, or detours.
- Provide staff for city EOC operations.
- Notify the city EOC of road conditions and closures.
- Provide personnel, signs, and barricades.
- Arrange for and assist with traffic control operations within the jurisdiction.
- Work with the city EOC to provide information to the PIO for release to the public.

5 Concept of Operations

Most transportation emergencies will be localized, with response operations effectively managed on scene. When the Incident Commander (IC) determines that additional resources will be required beyond those available day-to-day and through mutual aid, he/she will notify Clackamas County Communications (C-COM), describing the incident situation and specifying resources needed. Depending on the circumstances, the IC may also request CCEM to implement the EOP and/or activate the EOC.

Emergency transportation operations involve:

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- 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.
- Designation of transportation bases, staging areas, and refueling and repair facilities.
- Coordination with neighboring jurisdictions to ensure that transportation priorities and routes are consistent.

Transportation needs and resources will be coordinated from the EOC when it is activated. EOC Logistics staff will collaborate with other agencies and jurisdictions, TriMet, volunteer groups and transportation contractors to obtain necessary resources.

6 Direction and Control

6.1 County

- The **Department of Transportation & Development** 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.
- 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 **Fire Defense Board** assists the Sheriff's office in evacuating victims from areas within the Sheriff's Office jurisdiction requiring the use of specialized personal protective equipment. The Fire Defense Board Chief or designee may serve in Unified Command and assist in other evacuation and transportation operations.

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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.

6.2 Cities

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 CCEM to integrate preparedness, response, and recovery activities. Cities may request assistance from the County through a mutual aid agreement with the County 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 an emergency.

6.3 Special Districts

County officials collaborate with special districts in coordinating emergency preparedness, response and recovery operations. An intergovernmental mutual aid agreement between the County and special districts is available to all jurisdictions that choose to participate. The agreement establishes procedures for requesting and providing mutual aid resources in an emergency.

6.4 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, 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 that provides a framework for counties to request mutual aid from

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each other in emergencies, saving time and minimizing confusion during an incident.

6.5 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 Oregon Emergency Management, coordinates air resources in an emergency.

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.

7 ESF Development and Maintenance

The Director of the Department of Transportation & Development is responsible for ensuring that this annex and its attachments are updated at least annually, after each incident or exercise to which it applies, or when changes occur. Emergency Management staff will assist as requested.

8 Supporting Plans and Procedures

The following plans and procedures are currently in place:

- Clackamas County Emergency Operations Plan
 - ESF 3 – Public Works and Engineering
 - SA A – Evacuation
- State Aviation Resources for Disaster Assistance Plan
- State of Oregon Department of Transportation Emergency Operations Plan
- State of Oregon Emergency Operations Plan, ESF 1 – Transportation

- National Response Framework, ESF 1 - Transportation

9 Appendices

- Appendix 1 Regional Emergency Transportation Routes

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**Appendix 1 Regional Emergency Transportation
Routes**

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