

EMERGENCY SUPPORT FUNCTION 1: TRANSPORTATION

Responsibility Summary

Transportation Coordinator:	Washington State Department of Transportation (State Highways) Local As Assigned
Primary Agencies:	Columbia County Public Works City of Dayton Public Works Town of Starbuck Public Works
Support Agencies:	Columbia County Sheriff's Office Washington State Patrol Columbia County Emergency Management Columbia County Public Safety Communications Fire District 1, 2, & 3 Port of Columbia County (Rail) Tidewater Barge Lines (Barge) Emergency Medical Services Columbia County Transportation

I. INTRODUCTION

Purpose

Transportation is a vital part of the County's Infrastructure and daily operations. Anything that disrupts transportation in one part of the county is likely to affect the County as a whole by preventing:

- Distribution of goods and services to local residents and businesses; and
- Preventing residents from getting too and coming home from work;
- Preventing first responders from reaching people in need.

The purpose of ESF 1 – Transportation is to explain how governmental and nongovernmental agencies manage transportation systems and infrastructure in response to emergencies or natural disasters.

Scope

ESF #1 is designed to provide transportation support to assist in incident management.

Activities within the scope of ESF #1 functions include:

- Performing damage assessments for county, city and town infrastructure as a result of the incident;
- Coordinate alternate transportation routes;
- Coordinate the restoration and recovery of the countywide infrastructure;

- Performing activities conducted under the direct authority of the transportation coordinator;
- Coordinating prevention, preparedness, mitigation among transportation stakeholders at the federal, state, local and tribal levels.

Policies

County transportation planning will be directed towards the safe and efficient operation of county's transportation system.

County transportation planning employs effective means of transporting resources, including commercial transportation capacity, and capacity owned and operated by local agencies. County policies are used to control the movement of relief personnel, equipment, and supplies as well as developing precedence of movement.

When the effects of an incident impact the life and health of the people as well as the property and infrastructure of Columbia County, the elected officials of the impacted jurisdictions may institute a declaration of emergency.

II. SITUATIONS AND ASSUMPTIONS

Hazard and Threat Analysis

A significant incident could severely damage the county transportation infrastructure. Most state and local transportation systems and activities will be hampered by the damaged transportation infrastructure and disrupted communications.

Planning Assumptions

- A. The state transportation infrastructure will most likely sustain damage. The damage, dependent upon the integrity of the transportation network, will determine the effectiveness and efficiency of the response and recovery efforts.
- B. Alternate transportation routes may need to be determined through city or county roads which also may have sustained substantial damage depending upon the nature of the incident.
- C. Disaster response and recovery activities, which require the use of the transportation system, may be complicated.
- D. Gradual clearing of access routes will permit a sustained flow of emergency response and recovery efforts.
- E. The immediate use of the transportation system for response and recovery activities will most likely exceed local capabilities, thus requiring assistance from the state and possibly federal government to supplement efforts.

III. CONCEPT OF OPERATIONS

General

In accordance with the Washington State CEMP, the Washington State Department of Transportation (WSDOT) is responsible for the operation of the state highway system. The roles, responsibilities and concept of operations for WSDOT are outlined within the Washington State CEMP. This ESF focuses on the coordination of effort required when the disaster impacts transportation infrastructure within Columbia County requiring the activation of the Columbia County ECC and coordination of efforts between multiple agencies.

Organization

Columbia County Public Works in coordinated efforts with the City of Dayton Road Department and WSDOT are identified as responsible for carrying out the functions of ESF #1 as roads and bridges are the significant modes of transportation and infrastructure within the county. Support agencies work directly with ESF #1 through the Columbia County ECC as appropriate. Other modes of transportation include the rail and water system noted below.

Columbia Walla Walla Railroad (CWW) operates freight service from a connection with Union Pacific at Zanger junction to Walla Walla, WA (27 miles). A branch runs from Dayton through Walla Walla to Weston, Oregon; a total of 83 miles are operated. The CWW also provides freight service over a line extending from a connection with Union Pacific at Hooper Junction through Colfax, WA to Moscow, ID (78 miles). Another branch runs from Winona to Thornton, WA (31 miles). In total, 109 miles are operated. The Port of Columbia County has track rights over Union Pacific from Hooper Junction to Wallula. Traffic is primarily food products, grain, farm machinery and fertilizer.

Water transportation via barge is available on the Snake River where Northwest Grain Growers (formally Columbia County Grain Growers) owns and operates a shipping terminal. The main barge company is Tidewater Barge Lines based in Portland, Oregon.

When required, the Columbia County ECC and Unified Command will be activated by the Columbia County Emergency Manager as outlined within the basic plan. An incident affecting the main arterials providing access into and out of Columbia County would impact multiple jurisdictions and it is anticipated that a Unified Command structure would be utilized. A representative from WSDOT, County Public Works and City Public Works departments will staff Unified Command. This is to ensure effective and efficient communication with one common message being relayed to command, general staff and the public. For incidents isolated to specific jurisdictions the Unified Command structure can be scaled back.

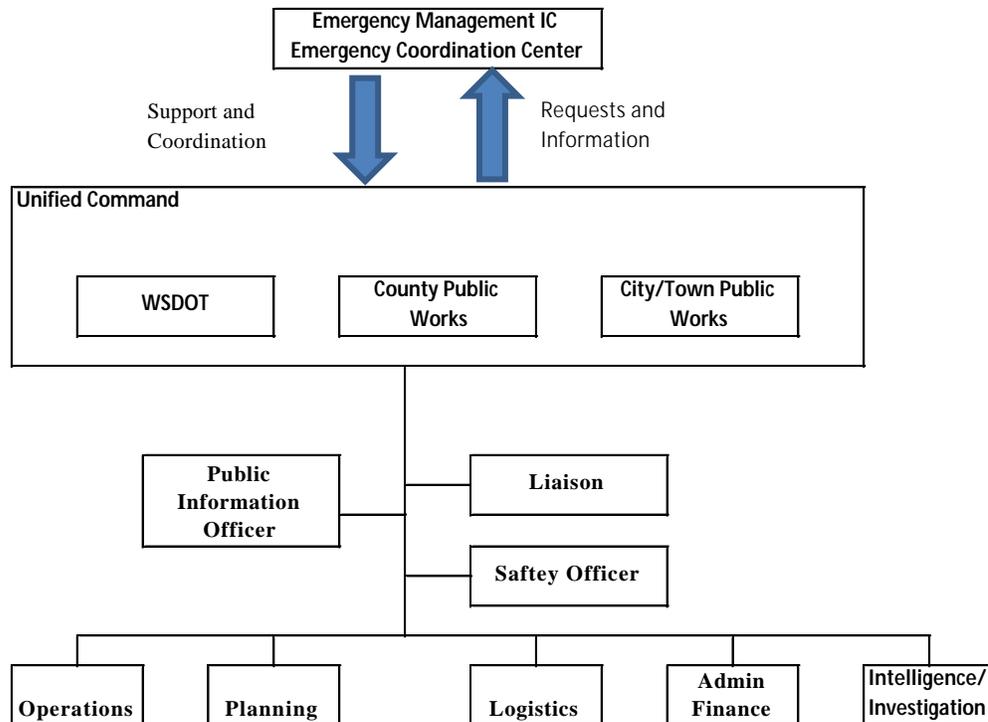


Figure 1: ECC and Unified Command Structure

Initial Response

Once notification of a threat or imminent/actual incident has occurred the Emergency Manager will give consideration to activation of the ECC and Incident/Unified Command and initial assessment and planning begins. The assessment helps a planning team decide what hazards or threats merit special attention, what actions must be planned for, and what resources are likely to be needed. Information specific to the incident is gathered and documented within ICS form 201 to be utilized in the initial Incident Command (IC)/Unified Command (UC) briefing meeting.

In accordance with accomplishing life safety, incident stabilization and property preservation, first responders to UC/IC will identify the following:

- Jurisdictional limitations, concerns, restrictions;
- Collective set of incident objectives;
- Establish and agree upon acceptable priorities;
- Adopt overall strategy to accomplish objectives;
- Agree on basic organization structure;
- Designate best qualified operations section chief;
- Agreement on general staff personnel designations and planning, logistical, and finance agreements and procedures;
- Agreement on the resource ordering process to be followed, cost sharing procedures and informational matters; and
- Designation of one agency official to act as the UC spokesperson.

When the designated lead agency is determined either through the activation of the CEMP or executive order, Incident Command will be established and will respond in compliance with the National Incident Management System (NIMS).

Continuing Actions

Preliminary incident information gathered, assessed, actions recommended identified during the initial actions section above, roll into the IAP which is approved. The General Staff sections are established and briefed and the plan is executed. This process is continual through designated operational periods and as the incident changes so does the plan for response and recovery.

Columbia County Emergency Management department provides emergency coordination services within the County jurisdiction and to surrounding jurisdictions in accordance with agreed upon procedures as outlined within local City/Town Ordinances, Interlocal Agreements, Memorandums of Understanding, the Master Mutual Aid Agreement and other agreements (such as emergency declaration resolutions) as determined necessary to protect residents and their property.

Providing the residents and first/second responders with timely and accurate lifesaving information during major incidents is of highest priority. The communication of that information will be in accordance with the procedures outlined within ESF 2 Communications.

Mitigation

The most significant mode of transportation in Columbia County is ground transport via roadways. The City of Dayton Public Works Department and the Columbia County Public Works Department coordinate mitigation efforts with the Regional Transportation Planning Organization and the State (WSDOT) Transportation Improvement Program. State Route (SR) 12 mitigation efforts fall under the authority of WSDOT. County mitigation efforts are focused within the City of Dayton (transportation within the city limits) and County rural roads, which would provide alternate access into and out of the County should SR 12 be damaged during an emergency or major disaster.

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Counties: Asotin, Columbia, Garfield, Whitman

Mitigation efforts are focused on long-range improvements in the efficiency and safety of movement of people and goods. Both Columbia County Public Works and the City of Dayton Public Works departments, in collaboration with WSDOT, have officially adopted standards for design and construction of roads/bridges and a six-year transportation improvement program which outline the uniform technical requirements for road and bridge design, construction, and reconstruction. These six year plans help to maintain roads and bridges in Columbia County on

a rotational or emergent need basis. Regularly improving and/or strengthening infrastructure reduces the potential impact should an emergency or major disaster occur in our county.

Traffic impact analyses are performed at the discretion of the County Engineer to forecast and identify potential transportation deficiencies. As needed, these studies will provide specific recommendations to mitigate any identified deficiencies.

Preparedness

EMD encourages and promotes mutual aid and cooperation between local jurisdictions and agencies. Large scale exercises involving multiple agencies from local, state and federal jurisdictions are also periodically planned and scheduled to test large scale response plans. The organizations are encouraged to participate in a variety of community activities and training exercises to test equipment, identify areas needing improvement or specialized support, and develop and evaluate operational procedures.

Columbia County promotes using affiliated and unaffiliated volunteers as resources to fill gaps identified while developing implementation strategies. This includes determining knowledge, skills, and abilities of individual volunteers and developing job descriptions where volunteers can be assigned.

Columbia County EMD encourages and promotes resource typing, both individual and equipment capabilities, including entering this information into electronic database such as WebEOC to provide real-time crisis management information and efficient escalation to the State level when local capabilities are exceeded.

Columbia County encourages participation of local residents at public education events offered throughout the year, which are focused in the area of community involvement in the areas of prevention, protection, mitigation, response and recovery.

The Emergency Management Advisory Council (EMAC) will examine emergency transportation issues and make planning recommendations.

Response

Response activities will be dependent upon the type and magnitude of the specific incident. They will be designed to respond quickly to save lives, protect property and the environment, and meet basic human needs in the aftermath of an incident.

As lead agency or supporting designated lead agency in an incident response, the following response activities include but are not limited to:

- Oversee damage assessments of County roadway and bridge structures;
- Clear roadways of any debris. Coordinate with ESF 4 for priority clearing of primary Fire Department response routes;
- Conduct or arrange for technical inspections of damaged roadways and bridges;
- Designate those sections of roadways and bridges that are unsafe for vehicular traffic and require closures. Coordinate with ECC to ensure closures are reported to the WSP and

local Sheriff's Office and mapped within the Public Safety Answering Point (PSAP) mapping system and arrange to restrict access;

- Designate emergency traffic routes. Provide emergency signage and barricades as needed. Determine and post detours around closed roadways and bridges, or routes used for emergency traffic only;
- Support WSP and Columbia County Sheriff in rerouting traffic around incident exclusionary areas. Similarly in major evacuation of areas of the county, determine optimal exit routes, including the establishment of contra-flows if appropriate to facilitate orderly traffic flows;
- Coordinate draft warning messages with ECC, elected officials, ESF 15 lead, and/or designated Public Information Officer(s) for dissemination to the public; ensure the message is delivered in a manner to address communication special needs such as foreign language, hearing or speech impaired.
- Oversee removal of roadway obstructions (i.e. downed power lines, trees, and other large objects). For downed power lines coordinate with appropriate agencies following guidelines presented within ESF 12, Energy and for sewer backups, broken water mains, and/or storm drain flooding, coordinate with the City of Dayton and Town of Starbuck.
- Manage debris removal of city roadways, including egress/ingress to critical infrastructure, incident scenes and services;
- Within available means, assist local fire departments with stabilization of structures in danger of collapse and/or during technical rescues, through the use of heavy equipment and operators, shoring and cribbing materials;
- Coordinate with ESF 4 for removal of debris from structural collapse or other rescue scene;
- Ensure ECC logistics section is aware of the unavailability of critical needs and assets;
- In conjunction with ESF 6, find suitable transportation for those with physical disabilities who must be evacuated from an area of danger; and
- Begin recovery planning.

Recovery

Agencies and departments will return to normal activities when no longer needed or when normal systems and facilities are restored. Demobilization of resources will be coordinated through the ECC.

All agencies and departments must accurately record expenses for response and recovery activities. Should the disaster be declared as a Federal Disaster, reimbursement of expenses for response and recovery may be provided.

Multiple stakeholders, agencies, and organizations have an interest or role in recovery. Planning for recovery is a shared responsibility and a whole community effort. Recovery planning must involve stakeholders and elements of local government not typically involved in emergency planning, including economic development, housing advocates and homeless organizations, insurance companies, lenders, apartment owners associations, environmental and historic preservation stakeholders, and many others. Pre-disaster planning and resilience-building provide a foundation for recovery plans that improve the speed and quality of post-disaster recovery decisions.

Recovery leadership as outlined within the IAP defines the roles and responsibilities for all stakeholders and participants in the recovery process. Businesses, nonprofits, and local community leadership examine recovery alternatives, address conflicts, and make informed and timely decisions that best achieve recovery impacted areas.

Organizations providing leadership or assistance for recovery establish realistic metrics for tracking progress, ensuring accountability, and reinforcing realistic expectations among stakeholders. Readily available surge staffing and management structures support the increased workload during recovery, such as code enforcement, planning, communications, grant-writing, and management.

Recovery leadership establishes guidance for the transition, including the transfer of roles and responsibilities from response operations, to recovery, and finally to a new normal state of community functioning.

IV. RESPONSIBILITIES

Primary Agencies

A. Emergency Transportation Coordinator (TC)

- Serves as the chief advisor to the IC or his/her Command staff and works with ECC on transportation issues during an emergency;
- Coordinates response and recovery activities before, during and after an incident;
- Maintains a liaison contact with all transportation providers to maintain knowledge of their capabilities and general equipment availability;
- Designates an alternate person to serve in his / her absence;
- Responsible to assist DEM for the development, maintenance, and testing of this plan;
- Participates in emergency preparedness discussions on transportation issues as a member of the Emergency Management Advisory Council EMAC; and
- Participate in exercises where emergency transportation is being practiced.

A. Public Works Departments

- Determine which streets and roads within their jurisdiction are unusable and report information to the IC or Command staff / County ECC.
- Block off streets and roads and establish detours as appropriate or instructed by the IC or Command staff.
- Performs regular maintenance and resilience building structural work in accordance with 6-year transportation plans; and
- Initiates road and street repairs where possible.

Support Agencies

A. Law Enforcement Agencies

- Work with the IC to address traffic and public safety issues.
- Assists Public Works in diverting traffic.
- See ESF 13, Public Safety, Law Enforcement and Security.

A. Department of Emergency Management (EMD)

- Advises the County Commissioners on transportation training and readiness within the county and recommends potential Transportation Coordinators.
- Prepares and coordinates ESF 1 and Annex B with the assistance of the TC and various other stakeholders.
- Assists the TC in coordinating this ESF, obtaining training, and testing this ESF with drills and exercises

B. Public Information Officer (PIO)

- Provides information regarding evacuations, shelters, and street, road or other transportation infrastructure closure information to the public, with the approval of the IC and or Command staff through the media.
- Be the lead at a JIC if one is established.

C. Emergency Support Functions

- ESF #2 Communications;
- ESF #3 Public Works and Engineering
- ESF #5 Emergency Management
- ESF #6 Mass Care, Emergency Assistance , Housing and Human Services;
- ESF #7 Logistics Management and Resource Support
- ESF #8 Public Health and Medical Services
- ESF #12 Energy
- ESF #15 External Affairs

V. REFERENCES

- A. Resolution 2014-33 adopting the 2015-2020 Six Year Transportation Improvement Program;
- B. Resolution 1145 & Ordinance #1873 adopting the City of Dayton Six Year Transportation Improvement Plan and Transportation Element of the Dayton Comprehensive Plan;
- C. Standards of Design and Construction of Roads in Un-Incorporated Columbia County. Published by the Columbia County Public Works Department;
- D. FEMA 2017, Pre-Disaster Recovery Planning Guide for Local Governments;
- E. WSDOT Emergency Operations Plan
- F. RCW 47 – Public Highways and Transportation
- G. Master Mutual Aid Agreement