ESF # 1: Transportation

ESF Coordinating Agency: Department of Transportation

Primary Agency:

- Washington State Department of Transportation (WSDOT)

Support Agencies:

- Civil Air Patrol
- Department of Commerce
- Department of Corrections
- Department of Enterprise Services
- Department of Natural Resources
- Military Department
- National Weather Service
- Office of Financial Management
- Private Rail Carriers
- Public Ports
- Public Transit Authorities
- State Patrol
- Transportation Commission
- Utilities and Transportation Commission
- U.S. Coast Guard
- U.S. Department of Transportation

I.   Introduction

A. Purpose

Emergency Support Function (ESF) #1 –Transportation; supports Washington state by assisting State agencies, local, and Tribal governmental entities; and volunteer organizations requiring the state transportation infrastructure during an actual or potential incident.

B. 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 to state transportation infrastructure as a result of the incident; coordinating alternate transportation routes; coordinating the restoration and recovery of the state transportation infrastructure; performing activities conducted under the direct authority of WSDOT; and coordinating prevention, preparedness, mitigation

among transportation infrastructure stakeholders at the federal, state, local, and tribal levels.

The provision of state transportation support includes:

1. Participate in emergency management activities with other transportation stakeholders.

2. Participate in the statewide prioritization of state transportation modes with other members of the State EOC Policy Room, in direct support of requests for assistance.

3. Coordinate the use of state transportation infrastructure in support of the flow of land (roadway and rail), air, and marine traffic in and to the disaster area for the effective movement of response or recovery supplies, personnel and equipment.

4. Liaison with commercial transportation providers concerning significant interruptions of service (freight resiliency).

C. Policies

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

State transportation planning employs the most effective means of transporting resources, including commercial transportation capacity, and capacity owned or operated by state agencies. State transportation planning recognizes local transportation policies and plans used to control the movement of relief personnel, equipment, and supplies, as well as locally-established priorities for determining precedence of movement.

WSDOT Office of Emergency Management facilitates coordination between WSDOT regions and divisions in the event of state ESF #1 operations.

State agencies should coordinate transportation needs with ESF #1 to provide for an integrated and prioritized response.

II. Situations and Assumptions

A. Situations

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

B. Limitations & Assumptions

1. 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.

2. Disaster response and recovery activities, which require the use of the transportation system, may be complicated.

3. Gradual clearing of access routes will permit a sustained flow of emergency response and recovery efforts.

4. The immediate use of the transportation system for response and recovery activities will most likely exceed the capabilities of local jurisdictions and the state, thus requiring assistance from the federal government to supplement efforts.

III. Concept of Operations

A. General

In accordance with the Comprehensive Emergency Management Plan (CEMP), Basic Plan and this ESF, the Washington State Department of Transportation (WSDOT) is responsible for the operation of the state highway system.

Actions: Initial Actions

WSDOT will immediately upon notification of a threat or imminent/actual incident give consideration to:

1. Activating the WSDOT Emergency Operations Center(s);

2. Initiating relevant reporting to the Office of the Secretary of Transportation, divisions, and the regions;

3. Providing appropriate representation, when requested, to the State EOC and the ESF #1 function; and

4. Implementing plans internal to WSDOT to ensure adequate staff and administrative support.

WSDOT works with state, local and tribal counterparts in identifying priority reconstruction needs, restoration of critical and strategically important transportation infrastructure, and mitigating the effects of system degradation.

Actions: Continuing Actions

WSDOT will:

1. Coordinate the operation of the state transportation infrastructure and resource requests in support of all ESFs when required.

2. Coordinate with appropriate state, local tribal, and federal entities regarding issues such as movement restrictions, critical transportation infrastructure

prioritization, and evacuation routes.

3. Coordinate the repair and restoration of state transportation infrastructure.

B. Organization

The WSDOT Headquarters Office of Emergency Management is responsible for the coordination of ESF #1 activities, to include the management of the Headquarters Emergency Operations Center (EOC) that is an extension of ESF #1, and reports directly to the State EOC when activated.
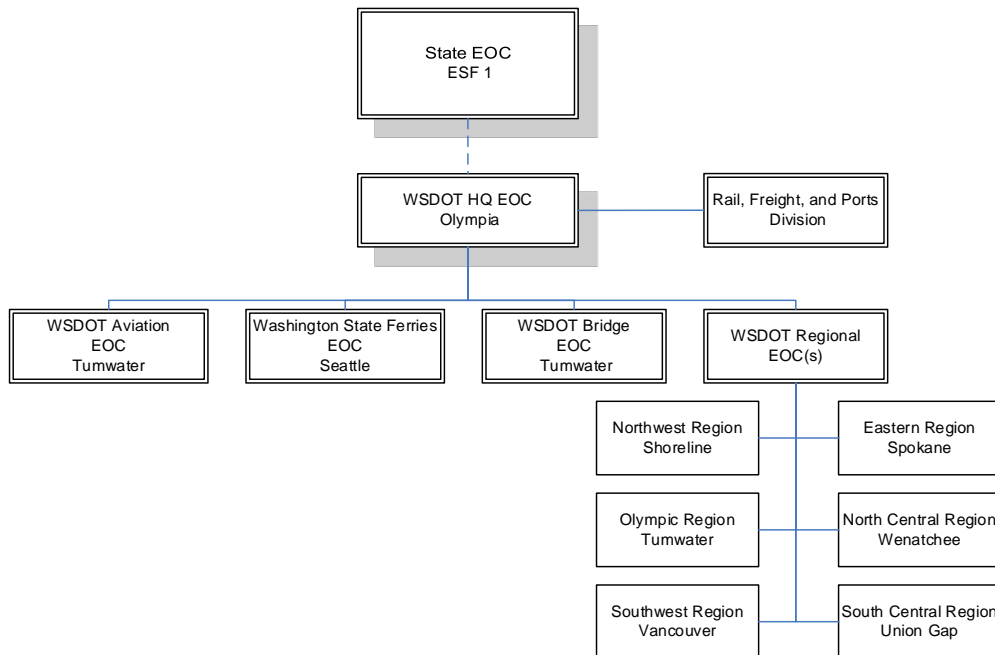
Support agencies work directly with ESF #1 through the State EOC, as appropriate.

WSDOT has numerous divisions within headquarters in Olympia, and six regional headquarters located in Shoreline, Spokane, Tumwater, Vancouver, Wenatchee and Union Gap that are responsible for transportation field operations within their respective regions. During a disaster, regional EOCs are activated as needed and report to the Headquarters EOC.

The modes of transportation under ESF #1 are broken out into programs within WSDOT. During a disaster, these programs report to the Headquarters EOC when activated.

1. Regional Engineering and Operations
2. Aviation Division
3. Ferries Division
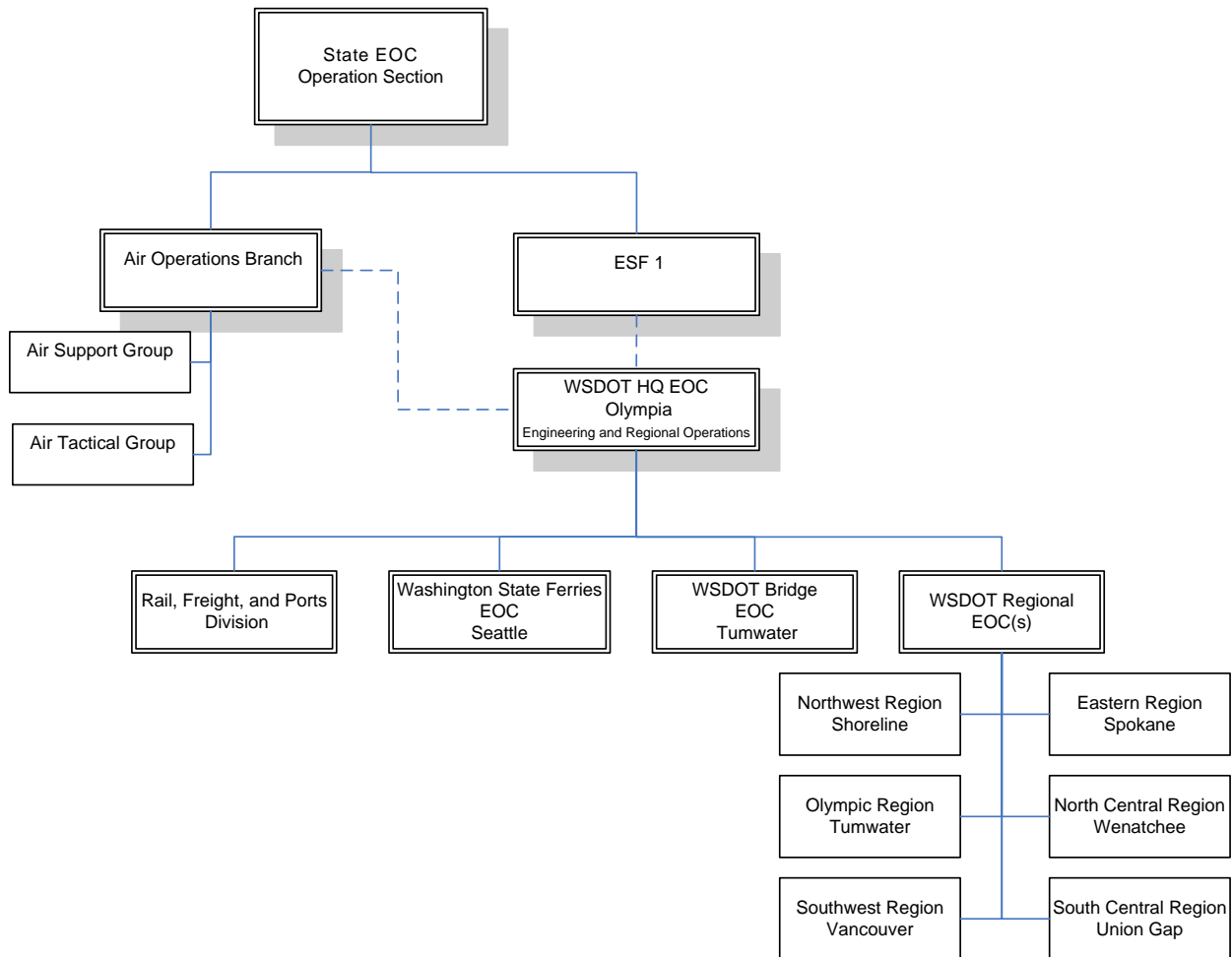4. Rail, Freight, and Ports Division

Table 1: ESF #1 Organizational Structure

Catastrophic Operations

During a catastrophic incident that challenges the response capabilities of state transportation, the response structure will need to be expanded beyond the standard ESF #1 structure to include Federal agencies, in order to achieve the complex response mission. This includes the activation of operational branches under the State EOC Operations Section for each mode of transportation, to include Air Operations. The triggers for activation and the reporting structure for each branch will be depicted in the ESF #1 Catastrophic Incident Appendix to this ESF #1 Annex.

Table 2: Catastrophic Organizational Structure – State Transportation

C. Whole Community Involvement & Non-Discrimination

The "Whole Community" includes individuals, families, and households; communities; the private and nonprofit sectors; faith-based organizations; and local, tribal, state, and federal governments. This ESF is committed to communicating with the Whole Community as needed during emergency response and disaster recovery

operations. The Whole Community includes populations with Limited English Proficiency (LEP), individuals with disabilities, and Access and Functional Needs (AFN). Any agency or organization that receives federal funding is required to have a plan or policy for addressing the needs of individuals with Limited English Proficiency (LEP), pursuant to Title VI, the Civil Rights Act. The Washington State Emergency Management Division and this ESF expects all agencies and organizations to comply with federal law. For more information on how each agency or organization complies with federal law, please contact the individual agency or organization.

IV. Mitigation / Preparedness / Response / Recovery Activities

Mitigation: The *Washington State Enhanced Hazard Mitigation Plan (October 2013)* identifies hazard mitigation goals, objectives, actions and initiatives for Washington state government to reduce or eliminate the long-term risk to human life and property from hazards. The current mitigation objective to support the ESF #1 role is to protect critical transportation assets and complete seismic retrofit projects on vulnerable bridges.

Preparedness (includes Prevention/Protection): The following preparedness actions support the ESF #1 role:

- WSDOT develops and maintains the department's Emergency Operations Plan and Continuity of Operations Plans (COOP) in support of the state CEMP

- The WSDOT Office of Emergency Management provides training to WSDOT employees to increase emergency management preparedness

- Transportation equipment resources that may be utilized in disaster response and recovery are tracked through the WSDOT Transportation Equipment Fund Inventory

Response: The *Washington Comprehensive Emergency Management Plan (CEMP)* provides response activities for state agencies to respond quickly to save lives, protect property and the environment, and meet basic human needs in the aftermath of an incident.

Recovery: ESF #1 provides support for transportation infrastructure systems in coordination with ESF #14 – Long Term Recovery. Prior to the transition to recovery, WSDOT will prioritize the restoration of transportation infrastructure. Based on the scope of the disaster, the FHWA Emergency Relief Program and/or FEMA may be utilized to recover emergency funds for damage and support of recovery operations.

V.   ESF Responsibilities Aligned to Core Capabilities

The following table aligns the Core Capabilities that this ESF most directly supports, and the agencies and organizations identified provide services and resources in accordance with their individual missions, legal authorities, plans and capabilities in coordination with the State EOC. All ESFs support the core capabilities of Planning, Operational Coordination, and Public Information and Warning.

Coordinating State Agency	Responsibilities	Core Capabilities
Department of Transportation	a. Assesses the damage to the state transportation infrastructure and the impact of the incident on transportation operations. b. Determines the usable portion of the state transportation system. c. Coordinates emergency transportation regulations in conjunction with the Washington State Patrol (WSP), state Military Department, United States Coast Guard, and the U.S. Department of Transportation. d. Coordinates the mobilization of personnel and equipment for response to damages on the state transportation system. e. Provides technical specialist resources in support of statewide operational requirements in areas such as bridge engineers, hydrologists, geotechnical engineers, etc.	**Critical Transportation** **Infrastructure Systems**

Primary Agency	Responsibilities & Actions	Core Capabilities

Department of Transportation	1. Regional Engineering and Operations
	
	   a. Constructs, maintains and repairs state highway infrastructure.
	
	   b. Performs preparedness, response, and recovery functions though the Office of Emergency Management such as:
	
	      i. Coordinates overall WSDOT incident response through the operation of the Headquarters EOC.
	
	     ii. Provides staff to the State EOC for coordinating transportation related missions under ESF #1.
	
	    iii. Conducts or coordinates aerial reconnaissance and photographic missions, as requested, to the extent possible.
	
	    iv. Coordinates with Federal Agencies to provide emergency air transportation for personnel and essential supplies.
	
	   c. Performs engineering response to damaged bridges through the Bridge Preservation Office such as:
	
	      i. Operation of the Bridge EOC.
	
	     ii. Coordinates technical bridge inspections.
	
	    iii. Coordinates with the HQ EOC for all bridge activities in support of ESF #1.
	
	    iv. Lead for emergency bridge repair and design strategies.
		Critical Transportation
		
		Infrastructure Systems

	2. Aviation Division
	
	   a. Operates the Aviation Emergency Coordination Center (AECC).
	
	   b. Reports on damages to public use airports.
	
	   c. Coordinates the use of state managed airports.
	
	   d. Coordinates with the HQ EOC for all aviation activities in support of ESF #1.
	
	   e. Coordinates and requests Temporary Flight Restriction (TFRs) with the FAA as required or appropriate.
	
	   f. Coordinates aviation support for emergency response.	

Primary Agency	Responsibilities & Actions	Core Capabilities
Department of Transportation	3. Ferries Division a. Operates the Ferries Division EOC. b. Operates ferry terminals and vessels. c. Coordinates with the HQ EOC for all ferry activities in support of ESF #1. d. Coordinates use of WSDOT ferries for emergency response. e. Coordinates use of WSDOT ferries activities with the United States Coast Guard. 4. Rail, Freight, and Ports Division a. Provides a representative to the WSDOT HQ EOC when needed. b. Implements the Commercial Vehicle Pass System (CVPS). c. Coordinates with the HQ EOC for all rail, freight, and port activities for operation and recovery information in support of ESF. d. Reports on damages of public and private rail operations, freight services, and port operations. e. Analyzes and coordinates response to emerging freight issues through communication with private industry rail.	

Support Agency	Responsibilities & Actions	Core Capabilities
Civil Air Patrol	• Provide CAP aircraft, as available to support disaster air operations, including, but not limited to aerial damage assessment, communications support and tracking and reporting of surface traffic. • Provide real-time information about the activities and location of CAP assets engaged in missions requested by WSDOT.	**Situational Assessment**
Department of Commerce	• Provides information such as supply levels and availability of petroleum products, transportation issues related to energy and utility restoration, and updates on river flow management affecting transportation and other infrastructure, as available.	**Infrastructure Systems**
Department of Corrections	• Provides mobile operations and communications support. • Supports local jurisdictions by providing vehicles for passenger transportation, including secured transport requirements.	**Infrastructure Systems**

Support Agency	Responsibilities & Actions	Core Capabilities
Department of Enterprise Services	• Coordinates with other state agencies for facilities inventory information.	**Infrastructure Systems**
Department of Natural Resources	• Provides available heavy equipment assets in support of transportation when supplemental resources are the most effective.	**Infrastructure Systems**
Military Department (Emergency Management)	• Activates the State EOC, disseminates warnings, and activates the Emergency Alert System (EAS), as necessary. • Notifies WSDOT of the potential need for transportation support.	**Operational Coordination**
Military Department (National Guard)	• Provides air and surface transportation support and personnel, as available. • Provides air traffic control support, as available. • Provides support in accordance with ESF 20 Military Support to Civil Authorities.	**Infrastructure Systems**
Military Department (State Guard)	• Provides personnel to support the collection and sharing of assessment information, as available. • Provides support in accordance with ESF 20 Military Support to Civil Authorities.	**Infrastructure Systems**
National Weather Service	• Provides weather and dispersion forecasts in support of response measures following transportation events.	**Infrastructure Systems**
Office of Financial Management	• Provides facilities inventory information. • Coordinates state disaster funding obligations and requests, and prioritizes costs from appropriate funding sources.	**Infrastructure Systems**
Private Rail Carriers	• Supports WSDOT for all transportation related missions, provided resources are available. • Coordinates with and informs WSDOT on status of private rail line damages, repairs and capacity.	**Infrastructure Systems**
Public Ports	• Provides loading, off-loading, and staging assistance, if resources are available, to support WSDOT's mission of coordinating all transportation requests, in support of the state's effort to repair or restore the transportation systems which are a vital link to the response and recovery efforts of the local jurisdictions. This commitment does not deter from the relationship or agreements the public ports have with local jurisdictions.	**Infrastructure Systems**

Support Agency	Responsibilities & Actions	Core Capabilities
Public Transit Authorities	• Provides WSDOT with the use of available equipment and personnel resources to assist, as requested, with emergency or disaster requirements.	**Infrastructure Systems**
State Patrol	• Coordinates statewide emergency traffic control pursuant to emergency highway traffic regulations. • Coordinates the use of available law enforcement resources to assist with special emergency or disaster requirements.	**On-Scene Security, Protection, and Law Enforcement**
Superintendent of Public Instruction	• Supports local jurisdictions by coordinating school buses for the movement of people.	**Infrastructure Systems**
Transportation Commission	• As the State Tolling Authority, sets tolls for state highways and bridges and fares for Washington State Ferries.	**Infrastructure Systems**
Utilities and Transportation Commission	• Regulatory authority over companies that own operate electric, telecommunications, natural gas, and water, to include the pipelines that house it. • Regulatory authority over rail crossings and rail inspections.	**Infrastructure Systems**
U.S. Coast Guard	• Regulatory authority for the operational requirements of the state ferry system to include safety and security, staffing levels, etc. • Provides waterway inputs to assist in the creation of comprehensive intermodal operating picture. • Collaborating agency for waterway security and safety.	**Infrastructure Systems**
U.S. Department of Transportation	• Coordinates requests for federal transportation assistance in accordance with the National Response Framework (NRF), to support WSDOT. • The Federal Aviation Administration (FAA) is the controlling authority for all airspace in the United States.	**Infrastructure Systems**

VI.   References & Support Plans

- WSDOT Emergency Operations Plan
- WSDOT Continuity of Operations Plans
- Revised Code of Washington (RCW) 47 – Public Highways and Transportation
- WSDOT State Managed Airports
  http://www.wsdot.wa.gov/aviation/Airports/default.htm
- FEMA ESF #1 – Transportation Annex
- ESF #1 Catastrophic Incident Appendix (when developed)
  - o   Air Operations Branch