

EMERGENCY SUPPORT FUNCTION #1 – TRANSPORTATION

ANNEX COORDINATOR:

Thurston County Emergency Management (TCEM)

PRIMARY AGENCY:

Thurston County Public Works (TCPW)

SUPPORT AGENCIES:

Educational Services District (ESD) 113
InterCity Transit
Local Jurisdiction Law Enforcement (Lacey, Olympia, Tenino, Tumwater, Yelm)
Local Jurisdiction Public Works (Bucoda, Lacey, Olympia, Rainier, Tenino, Tumwater, Yelm)
Port of Olympia
Private Pipeline Carriers (BP-Olympic, Williams, Puget Sound Energy)
Private Railroad Carriers (BNSF Railways, Union Pacific Railroad, Tacoma Rail, Puget Sound & Pacific, Amtrak)
Puget Sound Energy
Thurston County Sheriff's Office (TCSO)
Washington State Department of Enterprise Services (WA DES)
Washington State Department of Transportation (WSDOT)
Washington State Emergency Management Division (WA EMD)
Washington State Patrol (WSP)

I. INTRODUCTION:

A. Purpose

Emergency Support Function (ESF) #1 – Transportation is to provide, in a coordinated manner, the resources (human, technical, equipment, facility, materials and supplies) of internal and external departments and agencies to support emergency transportation needs during an emergency, a disaster response and recovery from an event impacting Thurston County.

B. Scope

Transportation systems includes roadways, bridges, public and private transit, motor transport, railroads, waterways, airports, pipelines, bike routes and trails.

ESF – #1 provides transportation guidance during emergencies and disasters, including the following activities:

- Coordination with local jurisdictions, local Native American tribes, county departments, school districts, private partners, neighboring counties, state and federal agencies to supplement and manage transportation resource needs of Thurston County.

- Monitor and report status of and damages to the transportation system as a result of an emergency or disaster.
- Priorities for resources requests and the allocation of resources will be determined in coordination with Disaster Policy Advisory Group (DPAG) and appropriate Mutual Aid Agreements or Memorandums of Understanding. These priorities will be established consistent with DPAG policies and procedures and the mission of this plan that call first for the protection of life, reduction in property loss or damage, protection of the environment, and sustainment of the economy.
- Guidance and direction for the coordinated evacuation of at risk or effected populations away from high-risk or impacted area(s).
- Identify temporary alternative transportation solutions to be implemented by others locally when transportation systems are damaged, unavailable or overwhelmed.

II. POLICIES:

Thurston County Public Works Department (TCPW) will act as the lead agency for Thurston County ECC ESF#1 transportation related issues when the TCECC is activated. TCPW can activate ESF #1 in the TCPW EOC as needed, under either activation TCPW will be responsible for three operational functions:

- Activate and provide staff support for ESF #1 Operations Section, ensuring a smooth operational transition towards large event response and recovery management.
- Identify and ensure the integrity of local transportation routes for emergency response.
- Coordinate transportation resources with county departments as outlined above under Scope.

III. SITUATION:

A. Emergency/Disaster Conditions and Hazards

The Thurston County [*Hazard Identification and Vulnerability Analysis \(HIVA\)*](#) and [*The Hazards Mitigation Plan for the Thurston Region – 3rd Edition*](#) identifies the natural and technological emergencies or disasters that Thurston County may experience that could severely damage the transportation system or require evacuations. Local and state transportation systems could be hampered by damaged infrastructures, disruption to communications, and/or loss of utilities (electrical power, water, sewer, natural gas). Specific hazards of note that would affect transportation infrastructure include earthquake (direct damage), windstorm (debris blocking roads), winter storms (making roads impassable), flooding (direct damage,

debris deposits, or impassable roads). Loss of utilities may accompany any of these impacts or can occur separately.

B. Planning Assumptions

1. Thurston County is viewing the transportation infrastructure as multimodal; this will include railroads ([Figures 1a](#) and [1b](#)), waterways and airports ([Figure 2](#)), pipelines ([Figure 1a](#)), bike routes ([Figure 3](#)), public and private transit ([Figure 4](#)), trails ([Figure 1b](#)) and roads ([Figures 5a](#) and [5b](#)). (The modes listed are hyperlinks to their associated distribution maps)

2. It is a concept of operations for response and recovery that railroad carriers will respond to and facilitate recovery of the railroad infrastructure and pipeline carriers will do the same for the pipeline infrastructure. Coordination and support will be provided to both railroad and pipelines carriers to the extent possible.

3. Based on past events, most incidents impacting the transportation infrastructure are minor and are handled by Thurston County and local jurisdiction Public Works Departments.

4. Current modeling of various earthquakes shows that the local transportation infrastructure will most likely sustain damage in a major earthquake. The transportation infrastructure may be damaged in other disasters. The degree of damage will determine the effectiveness and efficiency of the response and recovery efforts.

5. The immediate need for the use of the transportation system for response and recovery activities will most likely exceed the capabilities of county resources. As a result, the county may require additional assistance from private, local jurisdictions, neighboring counties, state and federal agencies to support the local efforts.

6. Disaster response and recovery activities, which require the use of the transportation system, may be difficult to coordinate effectively when transportation, utilities, or communication infrastructures are negatively affected.

7. When damages exceed individual jurisdiction resources the DPAG will establish priorities for restoration and recovery.

8. The special needs population may be especially impacted due to their reliance upon the transportation infrastructures on a day-to-day basis.

9. Within the Puget Sound Region, the restoration of federal and state transportation systems and infrastructure may be accomplished on a priority basis – meaning a transportation restoration project in Thurston County may not have as high of a priority as one in other parts of the region.

10. It should be anticipated that people will be hesitant to evacuate and will seek confirmation of the need to evacuate from neighbors, friends and relatives and will attempt direct contact with authorities for confirmation.

11. Some population may not follow official instructions to evacuate an area of risk and some may evacuate an area prior to the issuance of official instructions.

12. It should be understood that there are a limited number of land, rail, airport and pipeline transportation routes into and out of Thurston County from adjacent counties. This limitation impacts the movement of people, equipment and supplies to and from Thurston County, as well as response and recovery resources.

13. Bicycle routes and trails may be repaired or used for motor vehicles before some roads because of limited damage to them or importance in reaching critical resources or impacted areas.

IV. CONCEPTS OF OPERATIONS

A. General

The Thurston County Public Works Director or their designee will serve as the primary coordinator to provide, in a coordinated manner, the resources (human, technical, equipment, facility, materials and supplies) of internal and external departments and agencies to support emergency transportation needs during an emergency, disaster response and recovery from an event impacting Thurston County. When the Thurston County Emergency Coordination Center (ECC) is activated, they will send a representative to coordinate activities as necessary. For small localized events ESF #1 will operate out of the Public Works Building A. If communication demands increase and response becomes more complex due to a regional or a catastrophic event then an ESF #1 position will be established at the ECC. Other county departments may be contacted to provide manpower, equipment, or technical advice. Supplemental public works assistance may be requested through normal mutual aid channels or through the ECC. All costs directly related to an incident will be documented and reported to the Thurston County Emergency Management (TCEM) or the ECC.

External support may be requested to Washington State Emergency Operations Center of the possible requirements for emergency transportation engineering services, coordination, state assets and requests for federal assistance to support local emergency transportation efforts. Supplemental assistance shall be requested through local and state emergency management channels.

The National Response Framework, ESF #1 - Transportation provides for the federal response and support to assist state and local government. In the event of federal activation, Thurston County will coordinate with other local, state, and federal agencies.

B. Organization

TCPW ESF #1 is the primary contact responsible for the coordination between local jurisdictions, Thurston County and WSDOT for assessment of damages, response, and recovery of the transportation infrastructure within the Thurston County jurisdiction.

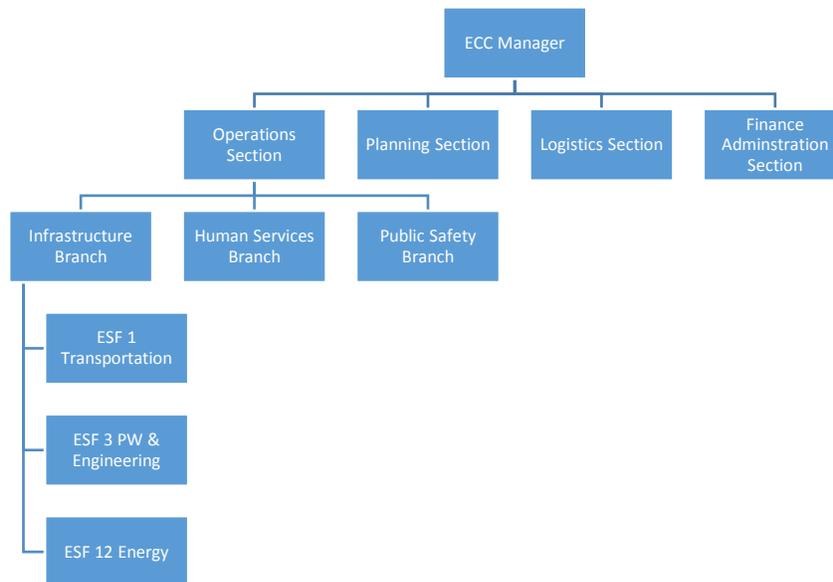
Activation of ESF #1 may be for small, localized events or a widespread regional or catastrophic event. Because a wide range of emergencies or disasters may require ESF #1 activation, the lead agency or jurisdiction may shift depending on the particular emergency or disaster. An example of shifting leads could be an impact that effects the border of a local jurisdiction, say Lacey and Lacey starts as the primary lead. As the event develops and the impacts grows effecting the jurisdiction of Tumwater and Thurston County, TCPW may become the primary.

When ESF #1 is activated by Thurston County Emergency Management in the Emergency Coordination Center the organization structure will be as follows.

C. Procedures

For small localized transportation events ESF #1 may be activated and will operate out of the TCPW Road Operations Division or Departmental EOC. If communication demands increase and response becomes more complex due to a regional or a catastrophic event then an ESF-#1 position will be established at the Thurston County ECC.

Thurston County Emergency Coordination Center organizational structure.



The procedures for the assessment and restoration of Thurston County managed transportation systems are located with the TCPW, Building A Dispatch Room. Local jurisdiction Public Works, state agencies, transportation entities, rail carriers, and pipelines have separate plans covering the system under their control.

Although a TCPW Incident Command Post (ICP) may directly manage requests for transportation resources in smaller incidents, in a disaster or complex incident, resource ordering will be coordinated with the Thurston County ECC to eliminate potential duplication of requests and ensure overall incident priorities are met. When the local resources are depleted, requests will be made through the county to the Washington State Emergency Management Division (EMD).

The coordination of transportation resources are located under the Logistics Section of the Thurston County ECC when activated.

D. Prevention and Mitigation Activities

It is the responsibility of each transportation entity and utility to mitigate, when possible, to reduce disruption to their systems caused by hazards in the Thurston Region.

[The Hazards Mitigation Plan for the Thurston Region – 3rd Edition](#) outlines prevention and mitigation activities associated to damage reduction and loss prevention that can be undertaken in Thurston County. The Hazard Mitigation Plan also contains Annexes for the individual jurisdictions within the county that outlines the prevention and mitigation actions of the jurisdictions.

Local jurisdiction PWs, TCPW, WSDOT, and rail and pipeline carriers also have Capital Facility Plans and Six Year Maintenance Plans that include prevention and mitigation projects.

Examples of prevention and mitigation projects include, but are not limited to: undersized culvert replacement for flood reduction; landslide vulnerability assessments; seismic retrofit or replacement of bridges; and road realignments to avoid flooding areas.

E. Preparedness Activities

Examples of preparedness activities include, but are not limited to: develop and maintain departmental standard operating procedures and checklists in accordance with this plan; develop an inventory of transportation resources; participate in emergency management or departmental training, drills, and exercises in support of this ESF or departmental operating procedures; work with the Sheriff's Office and WSDOT to Identify transportation routes that would support an evacuation.

Thurston County also participated in the development of the [Catastrophic Disaster Coordination Plan – Puget Sound Transportation Recovery Annex](#) and [Appendix B-8 for Thurston County \(Attachment A\)](#). Thurston County also has coordinated with WSDOT to develop the *Incident Management Handbook for the I-5 Thurston County Corridor* ([Attachment B](#)) in the event of emergencies.

F. Response Activities

- Coordinate the mobilization of personnel and equipment necessary for the assessment of transportation systems between the various support agencies.
- Conduct damage assessment of transportation routes. Identify and coordinate emergency transportation routes within Thurston County.
- Activate the TCPW Emergency Operations Center and/or provide staff to the Thurston County ECC when activated.
- Activate ESF #1 when appropriate. Convene the Disaster Policy Advisory Group (DPAG) to establish priorities for resources requests and the allocation of resources when capabilities are exceeded during a disaster.
- Forward information of damaged transportation systems and emergency response routes to other departments and support agencies.

G. Recovery Activities

- Reconstruct, repair and maintain the Thurston County transportation system, including the designation of alternate routes in coordination with local jurisdiction, and WSDOT.
- Assist with coordination and restoration with other support agencies.
- Provide documentation to the TC ECC or designated Applicant Agent for the county, of costs incurred for the response and recovery efforts of county transportation systems.
- Provide information identifying alternate transportation routes to the Thurston County ECC.

V. RESPONSIBILITIES

A. Annex Coordinator and Primary Agency

1. Thurston County Emergency Management (TCEM)
 - a. TCEM will serve as the annex coordinator.
 - b. TCEM is responsible for the development of the [Comprehensive Emergency Management Plan](#) (CEMP) and the associated ESF Annexes, the development and maintenance of the Hazard Mitigation Plan for the Thurston Region, and the development of the regional Training and Exercise Plan.
 - c. TCEM will activate the ECC and staff the required positions, per ESF 5: Emergency Management.
 - d. TCEM will activate the appropriate Emergency Support Functions (ESFs) as requires by the incident.

2. Thurston County Public Works (TCPW)
 - a. TCPW is the primary agency for ESF 1.
 - b. TCPW will coordinate transportation related emergency activities in Thurston County and in support of the Thurston County Comprehensive Emergency Management Plan (CEMP).
 - c. Activate the TCPW Departmental EOC and staff ESF 1 within the TC ECC as required.
 - d. Coordinate with other transportation providers for damage assessment and report assessments.
 - e. Coordinate and provide emergency transportation response with support agencies.
 - f. When necessary, request that the DPAG convene to establish transportation and restoration priorities.
 - g. Coordinate with support agencies the emergency transport of materials and equipment.
 - h. Facilitate recovery planning, and recovery activities.
 - i. Request required additional resources through the TC ECC and mutual aid agreements.
 - j. Implement and maintain TCPW road and bridge inspection procedures.
 - h. Work with support agencies to maintain and recover transportation system operations, including specialized modes for access and functional needs populations.
 - i. Per established trigger points, activate the TCPW *Post-Earthquake/Disaster Evaluation of Bridges and Roads Emergency Response Plan Guidelines* ([Attachment C](#)).

- B. Support Agencies
 1. ESD 113

Support the Thurston community by coordinating available equipment and personnel for evacuations and movement of people when needed.
 2. Intercity Transit

Coordinate with TCPW and TC ECC in providing initial “windshield” damage assessments of road networks; coordinate the use of available equipment and personnel resources to assist with evacuations as appropriate; and provide appropriate transportation as needed for doctor and medical appointments.
 3. Local Jurisdiction Law Enforcement
 - a. Support local jurisdiction PW and Thurston County by providing damage assessments, emergency traffic control, and emergency response where appropriate.
 - b. Assist with local and county wide evacuations if required; and provide access control for closed areas.
 4. Local Jurisdiction Public Works
 - a. Follow their jurisdictions procedures in their Comprehensive Emergency Management Plan or Thurston County’s CEMP whichever is appropriate.
 - b. Coordinate damage assessment with TC ECC or TCPW and their response and recovery efforts; and local jurisdictions will coordinate the use of

Thurston County CEMP
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available equipment and personnel resources as prioritized by the DPAG for the greater good of the whole community.

5. Port of Olympia
 - a. Coordinate damage assessments with WA EMD and TCEM.
 - b. Coordinate the response and recovery of both sea and air transportation resources.
 - c. Provide evacuation resources as appropriate.
6. Private Pipeline Carriers
 - a. Follow their Emergency Action Plan for damage assessment, response and recovery of their pipelines.
 - b. Coordinate assessment, response and recovery with TCPW and provide personnel and equipment when requested to restore transportation systems.
7. Private Railroad Carriers
 - a. Follow their Emergency Action Plan for damage assessment, response and recovery.
 - b. Coordinate with Thurston County ECC, if the incident is local (within Thurston County). If the incident is regional in scope, coordination will be made with WA EMD and coordination will be made with TCPW for assessment, response and recovery.
 - c. Provide personnel and equipment when requested to restore transportation systems
8. Puget Sound Energy
 - a. Provide equipment and personnel to assist TCPW in restoration to roads due to down powerlines and poles.
 - b. Coordinate with local jurisdictions and private pipeline carriers for natural gas restoration.
 - c. Assist with local area evacuations related to natural gas leaks.
9. Thurston County Sheriff's Office (TCSO)
 - a. Coordinate with TCPW and other support agencies to recommend and enforce emergency road or street traffic closures and regulations.
 - b. Coordinate with TCPW and WSDOT to identify, facilitate, and control evacuation routes.
 - c. Coordinate planning and public notifications of evacuations routes, route changes and conditions, and transportation options with TC ECC.
 - d. Provide a liaison (ESF 13) to the TC ECC to coordinate with ESF 1.
10. Washington State Department of Enterprise Services
 - a. Coordinate with WA EMD, TCEM and TCPW for damage assessments, response, and recovery efforts for state facilities.
 - b. Assist with evacuations as necessary.
 - c. Provide access control to state facilities.
 - d. Activate *Campus Snow Plow Map* ([Attachment D](#)) when trigger points are reached.
11. Washington State Department of Transportation
Activate and follow the *Washington State Department of Transportation Emergency Operations Plan* ([Attachment E](#)). Provide damage assessment to WA EMD or TC ECC where appropriate and support Thurston County with

emergency management activities in the response and recovery of state transportation routes. (As an example attached is the *Olympic Region Maintenance Staffing and Resources Inventory* ([Attachment F](#)))

12. Washington State Emergency Management Division
Activate the Washington State Emergency Operation Center in support of the disaster or incident; follow procedures and processes identified in the *Washington State Comprehensive Emergency Management Plan*; provide coordination of damage assessment, response and recovery as appropriate; and provide additional resources as requested.
13. Washington State Patrol
 - a. Provide damage assessment to TC ECC where appropriate.
 - b. Provide equipment and personnel for traffic control, evacuations, and access control when appropriate.

VI. RESOURCE REQUIREMENTS

All primary and support agencies have resources, equipment and personnel, the key to ESF #1 will be prioritization and coordination of available resources. The Disaster Policy Advisory Group (DPAG) may be requires to prioritize the use and allocation to resources.

Additional resources may be required from neighboring jurisdictions, state and federal agencies and the private sector.

VII. REFERENCES AND SUPPORT PLANS

The Thurston County [Hazard Identification and Vulnerability Analysis](#) (HIVA)

[The Hazards Mitigation Plan for the Thurston Region – 3rd Edition](#)

Thurston County [Comprehensive Emergency Management Plan](#) (CEMP)

Thurston County Public Works *Post-Earthquake/Disaster Evaluation of Bridges and Roads Emergency Response Plan Guidelines* ([Attachment C](#))

[Puget Sound Region Catastrophic Disaster Coordination Plan](#)

Incident Management Handbook for the I-5 Thurston County Corridor ([Attachment B](#))

[Catastrophic Disaster Coordination Plan – Puget Sound Transportation Recovery Annex and Appendix B Disruption Scenarios Information and Maps for Thurston County](#) ([Attachment A](#))

ESF #14 – Long-Term Community Recovery guidelines (Not completed)

ESF #13 – Public Safety and Security (Not Completed)

[Washington State Department of Transportation Emergency Operations Plan](#)

[Washington State Comprehensive Emergency Management Plan](#)

Washington State Department of Enterprise Services - *Campus Snow Plow Map*
([Attachment D](#)).

VIII. TERMS AND DEFINITIONS

CEMP – Comprehensive Emergency Management Plan
DPAG – Disaster Policy Advisory Group
ECC – Emergency Coordination Center
EOC – Emergency Operation Center
ESD – Educational Services District
ESF – Emergency Support Function
HIVA – Hazard Identification and Vulnerability Analysis
ICP – Incident Command Post
RCW – Revised Code of Washington
TCEM – Thurston County Emergency Management
TCPW – Thurston County Public Works
TCSO – Thurston County Sheriff’s Office
WAC – Washington Administrative Code
WA EMD – Washington State Emergency Management Division
WA DES – Washington State Department of Enterprise Services
WSDOT – Washington State Department of Transportation
WSP – Washington State Patrol

IX. ATTACHMENTS

[Attachment A](#) – *Appendix B Disruption Scenarios Information and Maps for Thurston County*

[Attachment B](#) – *Incident Management Handbook for the I-5 Thurston County Corridor*

[Attachment C](#) – *Thurston County Public Works Post-Earthquake/Disaster Evaluation of Bridges and Roads Emergency Response Plan Guidelines*

[Attachment D](#) – *Washington State Department of Enterprise Services - Campus Snow Plow Map*

[Attachment E](#) – *Washington State Department of Transportation Emergency Operations Plan*

[Attachment F](#) – Washington State Department of Transportation *Olympic Region Maintenance Staffing and Resources*

[Figure 1a](#) – Railroad and Pipeline System with Owners

[Figure 1b](#) – Rail Lines and Trails in Thurston County

[Figure 2](#) – Critical Infrastructure Facilities

[Figure 3](#) – 2015 Thurston County Bicycle Map

[Figure 4](#) – Intercity Transit Bus Routes & Stops

[Figure 5a](#) – Federal and State Routes

[Figure 5b](#) – Thurston County Major Arterial Routes