

# Emergency Support Function (ESF) # 1

## Transportation



### Preface

**During emergencies the disruption of normal transportation services is likely. Roadway, rail and air infrastructure and the vehicles that use them can be damaged or destroyed. Coordinating the restoration of transportation infrastructure and resources is vital to emergency response.**

**The purpose of Emergency Support Function 1 is to provide, in a coordinated manner, the resources (human, technical, equipment, facility, materials and supplies) of participating agencies to support emergency transportation needs and service restoration activities during emergency or disaster situations.**

### Primary Agency

**Butte-Silver Bow Transit Division**

**Butte-Silver Bow, Montana**  
**Emergency Operations Center ESF # 1 – Transportation**

**Purpose:**

1. Coordination of transportation infrastructure operation and service restoration activities.
2. Enables departments and emergency support functions requiring use of the transportation systems to perform their missions following an emergency.

**Primary:**

- **Transit Division**

**Support:**

- Butte-Silver Bow Public Schools
- Law Enforcement Department
- Parks and Recreation Division
- A-1 Ambulance Company
- Developmental Disabilities Office
- Public Works Department
- Bert Mooney Airport
- Community Based Organizations
- Private Sector Companies

**Likely Tasks:**

- Determine condition, status of City-County transportation resources.
  - Develop comprehensive list of available City-County vehicles and equipment.
- Coordinate with support agencies in providing sufficient vehicle fuel supplies to City-County agencies, emergency response organizations, and areas along evacuation routes.
- Maintain liaison with all support departments and radio communication with field personnel.
- Continually assess the situation to address the most critical transportation needs and develop strategies.
- Coordinate procurement of rental vehicles and other needed equipment with operators and independent maintenance locations as required.
- Coordinate field maintenance support, to include, but not limited to, fuel, lubricants, tires and vehicles parts.

**Likely Tasks Continued:**

- Coordinate a continuous source and supply of food, water and ice for ESF # 1 personnel.
- Receive, prioritize and coordinate requests for transportation resources from field incident commanders. Sources can include:
  - City-County departments.
  - Local and State EOC.
  - Private companies: bus, taxi, trucking, car/truck rentals.
  - Community Based Organizations.
  - Commercial carriers.
  - Ambulance companies.
- Provide transportation services to assist in damage assessment operations.
- Coordinate with B-SB EOC to provide evacuation transportation assistance where necessary.
- Determine condition, status of City-County transportation routes. Develop and maintain status map:
  - Routes that are open unconditionally, closed, or still un-inspected,
  - Bridges that are open without restriction, open with restrictions, closed until replaced, or yet to be inspected, and
  - Bridges that have been visually inspected but require engineering tests to make further determinations.
- Determine condition, status of City-County traffic control systems. Develop and maintain status maps.
- Determine present and future need for transportation resources.

**State of Montana**

**Primary**

- MT Transportation Department

**Support**

- Highway Patrol (DOJ)

**Actions:**

- Aviation/airspace management and control.
- Transportation safety.
- Restoration/recovery of transportation infrastructure.
- Movement restrictions.
- Damage and impact assessment.

**Federal Government**

**Primary**

- Department of Transportation

**Support**

- Department of Agriculture
- Department of Commerce
- Department of Defense
- Department of Energy
- Department of Homeland Security
- Department of the Interior
- Department of Justice
- Department of State
- General Services Administration
- U.S. Postal Service

**Actions**

- Identify resource requirements for transportation and coordinates their allocation.

**Actions Continued**

- Assess, report damage to the transportation infrastructure; analyze impacts on operations.
- Coordinate alternate transportation services.
- Coordinate the recovery, restoration, and safety/security of the transportation infrastructure.
- Coordinate and support prevention / mitigation among transportation infrastructure stakeholders.
- Coordinate: prioritization and/or allocation of civil transportation capacity; emergency highway funding; hazardous material containment response; safety and security related actions concerning movement restrictions, closures, quarantines, and evacuations.
- Provide technical assistance for evacuation or movement restriction planning.

Comprehensive Emergency Management Plan  
Emergency Support Function # 1  
**Transportation**

**Primary Agency:** Butte-Silver Bow Transit Division

**Primary Coordinator:** Transit Division Manager

**Support Organizations:** Law Enforcement Department  
Butte-Silver Bow Public Schools  
Parks and Recreation Division  
A-1 Ambulance  
Developmental Disabilities Office  
Public Works Department  
Bert Mooney Airport  
Community Based Organizations  
Private Sector Companies  
Montana Highway Patrol  
Montana Department of Transportation

***I. INTRODUCTION.***

**A. PURPOSE.**

1. The purpose of Emergency Support Function 1 is to provide, in a coordinated manner, the resources (human, technical, equipment, facility, materials and supplies) of participating agencies to support emergency transportation needs and service restoration activities during emergency or disaster situations.
2. Enables agencies, and emergency support functions requiring use of the transportation systems to perform their missions following an emergency. In the context of this plan, transportation refers to the resources and assets necessary to move goods and people.

**B. SCOPE.**

Assistance provided by Transportation (ESF # 1) includes, but is not limited to:

1. Coordinating transportation activities and resources to support other Emergency Support Functions (ESFs) transportation needs during the response phase immediately following an emergency.
2. Facilitate damage assessments to establish priorities and determine needs of available transportation resources.
3. Prioritization and/or allocation of all government transportation resources.
4. Processing all transportation requests from City-County departments and emergency support functions.
5. Facilitate movement of the public, including special needs population, in coordination with other transportation agencies.

**C. SITUATION.**

1. An emergency may severely impair the transportation infrastructure and interrupt transportation services. Localized transportation activities may be disrupted by a lack of useable surface transportation infrastructure.
2. The damage to the transportation infrastructure may influence the means and accessibility level for relief services and supplies.
3. Disaster responses, which require usable transportation routes, will be difficult to coordinate effectively during the immediate post-emergency period.
4. Clearing of access routes will permit a sustained flow of emergency relief, although localized distribution patterns may be disrupted for a significant period.

**D. POLICIES.**

1. Transportation planning will be directed toward satisfying the needs of responding agencies requiring transportation routes to perform their assigned emergency missions.
2. Transportation planning will include the utilization of available primary and support agency capabilities.
3. All government transportation resources will be available for emergency use.

## **II. CONCEPT OF OPERATIONS.**

### **A. GENERAL.**

1. During emergencies, access to normal transportation systems could be disrupted leaving many people without transportation. Transportation resources may be obtained from City-County government entities, the private sector, and voluntary organizations. In critical life and property saving situations, regional, state, and federal resources may be available as temporary augmentation.
2. The process of furnishing emergency transportation services in the City-County during a major emergency involves two actions. First, essential immediate transportation needs are identified and actions are taken to provide for these needs. Second, as soon as possible, future continuing needs for transportation service and expected future transportation capabilities are estimated. Decisions are then made and actions taken to direct these expected future capabilities to meet the needs most essential to the emergency and protection of persons in the hazard/reception areas.
3. In most emergencies, transportation requirements in the City-County can be satisfied by using private and commercial vehicles, and various government owned vehicles. If needs cannot be met locally, then the State EOC is contacted for assistance.
4. Emergency operations for most transportation services will be an extension of normal services. However, during widespread multiple-site emergencies, transportation personnel, resources and facilities may be in limited.
5. The Butte-Silver Bow Transit Division is the primary department for coordinating with provider agencies for emergency transportation needs. Other City-County departments may assist in this effort.
6. Existing mutual aid agreements may be able to augment and satisfy a temporary increase in local needs. If local capabilities are exceeded, support may be available from state and federal agencies. (See tab page for a list of agencies.)
7. Coordination among transportation providers is necessary to ensure emergency operational readiness. Each agency or organization having responsibility for transportation must develop operating instructions and resource listings to support this ESF.
8. A listing of available emergency transportation resources is developed by the primary ESF Agency and is maintained in the EOC.

### **B. TASKS AND RESPONSIBILITIES.**

#### **1. Pre-Emergency Tasks.**

- a. Primary and support departments will collaborate and coordinate with the Homeland Security and Emergency Management Agency to:
  - Maintain this Emergency Support Function (ESF).
  - Identify and prioritize critical roadways.
  - Develop inventory and sources of transportation resources, staffing resources and equipment to include supplies and maintenance.
  - Secure contracts for emergency supply of combustible fuel, from outside of the immediate area, for use in City-County vehicles.
  - Develop emergency action checklists and Standard Operating Procedures (SOPs).

## **2. General Emergency Tasks.**

- a. Primary and support agencies will:
  - When notified of an emergency situation, report to or establish communications with the City-County EOC.
  - Provide coordination of transportation assistance to other Emergency Support Functions (ESFs), City-County departments and Community Based Organizations (CBOs) requiring transportation capacity to perform emergency response missions.
  - Coordinate availability of motor fuels vehicles involved in emergency operations.
  - Ensure that support agencies are on alert as appropriate and that their transportation resources, equipment supplies and staff are placed in the appropriate readiness status.

## **3. Specific Emergency Concepts and Responsibilities.**

- a. **Transit Division is the primary department for ESF # 1 Transportation:**
  - Assume the primary role of Transportation Group Supervisor under the EOC Logistics Section.
  - Participate as member of the Crisis Action Team as requested.
  - Prioritize and/or allocate the resources necessary to maintain and restore the transportation infrastructure and services to support other ESFs.
  - Provide traffic control assistance and damage assessment of the transportation infrastructure.
  - Determine the most viable transportation networks to, from and within the emergency area and regulate the use of these transportation networks.
  - Identify, prioritize, procure, and allocate available resources to maintain and restore the use of the transportation infrastructure.
  - Make available personnel, equipment and other assets to assist in the restoration and maintenance of the transportation infrastructure.
  - Provide frequent updates to the Logistics Section Chief at the EOC as to the status of the transportation infrastructure.
  - Maintain records of cost and expenditures to accomplish this ESF and for-

- ward them to the EOC Finance/ Administration Section Chief.
  - Participate with the Joint Information Center operations as assigned.
- b. **Butte–Silver Bow Public Schools:**
- Provide busses and drivers to assist with transportation requirements as available.
  - Provide maintenance mechanics and fuel for busses.
  - Record costs and expenditures and forward them to this ESF Group Supervisor.
- c. **Law Enforcement Department:**
- Provide traffic control assistance.
  - Assist with determining the most viable transportation networks to, from and within the emergency area and regulate the use of these transportation networks.
  - Provide situational information to the ESF primary department when a significant change in the transportation infrastructure is found.
  - Provide frequent updates to the Operations Section Chief at the EOC as to the status of the transportation infrastructure.
  - Record costs and expenditures; forward them to this ESF Group Supervisor.
- d. **A-1 Ambulance Company:**
- Provide vehicles and personnel for emergency transportation purposes.
  - Provide medical transport in support of transportation operations.
- e. **Developmental Disabilities Office:**
- Assist with coordination of emergency transport of individuals with special needs concerns.
  - Assist with meeting any special medical needs.
  - Coordinate with ESF # 14 staff to establish, if needed, contact information for special needs individuals. Ensure that telephone operators are given up-to-date information regarding instructions for special needs individuals and that procedures are in place for relaying requests from the public.
  - Ensure ESF # 15, Public Information, has received all relevant information regarding actions that special needs individuals are to take, and that such information is released to the media through ESF # 15.
- f. **Public Works Department:**
- Coordinate and report damage assessment of land transportation routes.
  - Deploy Public Works units to areas in need of debris removal or road restoration operations.
  - Identify alternate emergency land transportation routes.
  - Record costs and expenditures and forward them to this ESF Group Supervisor.

**g. Commercial and Private Sector Transportation Companies:**

- Provide busses and drivers to assist.
- Provide maintenance mechanics and fuel for busses.
- Provide damage assessment information.
- Record costs and expenditures; forward them to this ESF Group Supervisor.

**h. Bert Mooney Airport:**

- Coordinate and report damage assessment of air transportation capabilities.
- Identify alternate emergency air transportation facilities and resources.
- Manage emergency medical air transportation logistics at airport.
- Record costs and expenditures and forward them to this ESF's Group Supervisor.

**i. Parks and Recreation Division:**

- Provide vehicles and drivers to assist.
- Provide maintenance mechanics and fuel for vehicles and equipment.
- Provide road repair equipment
- Record costs and expenditures and forward them to this ESF Group Supervisor.

**j. Community Based Organizations:**

- Provide busses and drivers to assist.
- Record costs and expenditures and forward them to this ESF Group Supervisor.

**k. Montana Department of Transportation:**

- Provide traffic control assistance.
- Assist with determining the most viable transportation networks to, from and within the emergency area and regulate the use of these transportation networks.
- Provide essential information to the Transportation Group Supervisor when a significant change in the transportation infrastructure is found.

**l. Montana Highway Patrol:**

- Provide traffic control assistance.
- Assist with determining the most viable transportation networks to, from and within the emergency area and regulate the use of these transportation networks.
- Provide essential information to the Transportation Group Supervisor when a significant change in the transportation infrastructure is found.

**C. ROLE OF BUTTE–SILVER BOW EOC.**

1. When the EOC is activated and transportation infrastructure may be impacted, the EOC Manager will appoint an EOC “*Transportation Group Supervisor*” within the Logistics Section to coordinate all transportation services activities. The Transportation Group Supervisor is responsible for directing and coordinating all available transportation staff, equipment and material available to carry out requirements for transportation. The Transit Division Director or designee will normally staff the Transportation Group and serves as the Transportation Unit Supervisor. The Transportation Group Supervisor in the EOC will make requests through the EOC Manager for additional resources when all local transportation resources have been exhausted.
2. EOC personnel will be alerted according to prescribed departmental/agency policy. The EOC Transportation Group Supervisor will assign the operational priorities for personnel and resources related to transportation issues. All personnel will report to their pre-designated locations unless otherwise directed by their supervisor at the time they are notified of the emergency. Pre-designation of duties and responsibilities will facilitate a reduction in response time.
3. EOC Transportation Group duties may include:
  - Determining condition, status of City-County transportation routes.
  - Determining condition, status of City-County transportation resources.
  - Determining present and future need for transportation resources.
  - Obtaining, coordinate transportation resources as requested by field incident commanders.
  - Close infrastructure determined to be unsafe.
  - Post signing and barricades.
  - Maintain and restore critical transportation routes, facilities, and services.
4. Transportation (ESF # 1) likely tasks are found in the City-County box on tab page of this section.

**D. LIFE SAFETY ASSESSMENT.**

An initial EOC priority is to gather as much intelligence about the extent of damages and the impact on people as soon as possible. The Transit Division must coordinate with other transportation providers and submit situation and damage reports on a timely basis as determined by the EOC Planning Section.

**E. EVACUATION.**

1. Evacuation will be coordinated with the EOC to ensure the evacuees are moved to an appropriate shelter, and others needing special assistance are provided for. The Transportation Group will ensure appropriate transportation support. See the Butte-Silver Bow Evacuation Strategy for more detailed information.
2. Domestic pets, large animals, and livestock may also need to be evacuated and

require transportation resources. These activities will be coordinated by the ESF-17 Animal and Veterinary Services group.

#### **F. FIELD OPERATIONS.**

1. Emergency actions may include:
  - Evacuation.
  - Mass casualty transport.
  - Mobile shelter.
  - Transport of emergency responders and resources.

### ***III. ATTACHMENTS AND REFERENCES.***

#### **A. ATTACHMENTS.**

1. Transportation (ESF # 1) Checklist.

#### **B. REFERENCES.**

1. Butte-Silver Bow Evacuation Strategy.
2. Butte-Silver Bow Joint Information Center Plan.
3. Emergency Operations Center Operating Guide.

#### **C. PROVISIO.**

This support annex has been prepared in accordance with the standards of the National Incident Management System and other Federal and State requirements and standards for emergency plans applicable as of the date of the plan's preparation.

The plan provides guidance only; it is intended for use in further development for response capabilities, implementation of training and exercises, and defining the general approach to incident response. The actual response to an incident is dependent on:

1. The specific conditions of the incident, including incident type, geographic extent, severity, timing, and duration;
2. The availability of resources for response at the time of the incident;
3. Decisions of Incident Commanders and political leadership; and
4. Actions taken by neighboring jurisdictions, the State, and the Federal Government.

These and other factors may result in unforeseen circumstances, prevent the implementation of plan components, or require actions that are significantly different from those described in the plan.

Attachment 1

**TRANSPORTATION (ESF # 1) CHECKLIST**

<p><b>Pre-Emergency</b></p>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Maintain this Transportation ESF document.</li> <li><input type="checkbox"/> Identify and prioritize critical roadways.</li> <li><input type="checkbox"/> Develop inventory and sources of transportation resources, staffing resources and equipment to include supplies and maintenance.</li> <li><input type="checkbox"/> Secure contracts for emergency supply of combustible fuel, from outside of the immediate area, for use in City-County vehicles.</li> <li><input type="checkbox"/> Develop emergency action checklists and Standard Operating Procedures (SOPs).</li> </ul>
<p><b>Emergency</b></p>	<ul style="list-style-type: none"> <li><input type="checkbox"/> When notified, report to the City-County EOC.</li> <li><input type="checkbox"/> Provide coordination of transportation assistance to other Emergency Support Functions (ESFs), City-County departments and CBOs requiring transportation capacity to perform emergency response missions.</li> <li><input type="checkbox"/> Pre-order fuel and top off storage tanks.</li> <li><input type="checkbox"/> Coordinate availability of motor fuels vehicles involved in emergency operations. (Coordinate with Purchasing.)</li> <li><input type="checkbox"/> Provide for storage of equipment and vehicles in a safe place.</li> <li><input type="checkbox"/> Ensure that support agencies are on alert as appropriate and that their transportation resources, equipment supplies and staff are placed in the appropriate readiness status.</li> <li><input type="checkbox"/> Provide fuel for City-County vehicles.</li> <li><input type="checkbox"/> Provide maintenance and repairs to City-County vehicles.</li> </ul>
<p><b>Emergency Operations Center (EOC)</b></p>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Staff Transportation (ESF #1) within the City-County EOC Logistics Section and perform the role of Transportation Group Supervisor. (See Butte-Silver Bow EOC Operations Manual.)</li> <li><input type="checkbox"/> Determine condition, status of City-County transportation resources.             <ul style="list-style-type: none"> <li>- Develop comprehensive list of available City-County vehicles and equipment.</li> </ul> </li> <li><input type="checkbox"/> Coordinate with support agencies in providing sufficient fuel supplies to City-County agencies, emergency response organizations, and areas along evacuation routes.</li> <li><input type="checkbox"/> Maintain liaison with all support departments and radio communication with field personnel.</li> <li><input type="checkbox"/> Determine present and future need for transportation resources.</li> <li><input type="checkbox"/> Continually assess the situation to address the most critical transportation needs and develop strategies.</li> <li><input type="checkbox"/> Receive, prioritize and coordinate requests for transportation resources from field incident commanders. Sources can include:</li> </ul>

	<ul style="list-style-type: none"> <li>- City-County departments.</li> <li>- Private companies: bus, taxi, trucking, car/truck rentals.</li> <li>- Volunteer organizations.</li> <li>- Commercial carriers.</li> <li>- Ambulance companies.</li> <li><input type="checkbox"/> Coordinate procurement of rental vehicles and other needed equipment with operators and independent maintenance locations as required.</li> <li><input type="checkbox"/> Ensure field maintenance support, to include, but not limited to, fuel, lubricants, tires and vehicles parts.</li> <li><input type="checkbox"/> Ensure a continuous source and supply of food, water and ice for ESF # 1 personnel.</li> <li><input type="checkbox"/> Provide transportation services to assist in damage assessment operations.</li> <li><input type="checkbox"/> Coordinate needs with other regional EOCs and the State EOC, as necessary.</li> <li><input type="checkbox"/> Coordinate with other regional EOCs and the State EOC to provide evacuation transportation assistance where necessary.</li> <li><input type="checkbox"/> Determine condition, status of City-County transportation systems and routes. Develop and maintain status map showing:             <ul style="list-style-type: none"> <li>- Routes that are open unconditionally,</li> <li>- Routes that are closed,</li> <li>- Routes that have not yet been inspected,</li> <li>- Bridges that are open without restriction,</li> <li>- Bridges that are open with restrictions,</li> <li>- Bridges that are closed until replaced,</li> <li>- Bridges that have yet to be inspected, and</li> <li>- Bridges that have been visually inspected but require engineering tests to make further determinations.</li> </ul> </li> </ul>
<p><b>Recovery Actions</b></p>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Ensure arrangements are made with the Finance Section for issuance of emergency fuel credit cards to be used at private fuel stations outside of damage area in case that the City-County’s fueling facilities are damaged.</li> <li><input type="checkbox"/> Upon request, provide transportation resources to assist recovery activities.</li> <li><input type="checkbox"/> Develop recovery actions and strategies.</li> <li><input type="checkbox"/> Prepare and submit emergency requisition for goods and services necessary to restore operations. Contact the Purchasing Division for assistance.</li> </ul>