

ESF 1

Emergency Operations Plan – Emergency Support Function 1 *Transportation*

Section 1: Introduction

1.1 Lead Agency

Department of Transportation (DOT)

1.2 Supporting Agencies

- Department of Agriculture, Conservation, and Forestry - Maine Forest Service
- Maine Turnpike Authority (MTA)
- Department of Public Safety - Maine State Police (MSP)
- Department of Defense, Veterans, and Emergency Management - Maine National Guard (MENG)
- Department of Labor (DOL)

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Section 2: Purpose, Scope, Situation, and Assumptions

2.1 Purpose

Emergency Support Function 1 (ESF-1), Transportation, provides a framework for coordination and cooperation across state agencies regarding transportation needs, issues, and activities before, during, and after a disaster, emergency, or planned event in the state of Maine. In addition, this plan details how the state of Maine will provide transportation related support and assistance to local jurisdictions in the event local needs exceed available local resources during an emergency.

2.2 Scope

- For purposes of ESF-1, transportation infrastructure includes roadways, bridges, tunnels, airports, seaports, ferries, railroads, vehicles (e.g., buses, trucks, etc.), and other similar structures.
- Local transportation assets will remain in the control of the respective jurisdiction.
- Transportation resources will be prioritized for use within the owner agency for appropriate needs before they can be made available to support external requests (e.g., for state assistance).
- State assistance for emergency repairs to or debris clearance from critical transportation infrastructure is intended to support the re-opening of transportation corridors to facilitate the passage of emergency traffic, not to restore damaged transportation infrastructure to pre-disaster conditions. Permanent repairs and final debris removal/disposal following an emergency or disaster remain the responsibility of local governments.
- Depending on weather conditions, highway speed limits may be lowered and/or permitted vehicles (e.g., tandems and tankers) may be prohibited from using the interstate highways by joint decision of DOT and the MSP.
- If warranted by conditions, a ban on highway travel may be implemented if ordered by the Governor. Such a ban will normally exclude those supporting an emergency response.

2.3 Situation

Disasters or emergency incidents impacting the state of Maine will likely impact one or more elements of transportation infrastructure. This will adversely affect life safety in affected areas by impeding evacuations, access by first responders, or the flow of aid to disaster survivors. While any type of disaster can potentially affect transportation infrastructure, historically transportation infrastructure has been most frequently impacted by snow and ice accumulation during winter storms, debris from windstorms, tropical storms or hurricanes, and flooding from rain events or storm surge.

A planned or spontaneous evacuation of large numbers of people from areas threatened or affected by a disaster impact transportation infrastructure access and capacity, even when no damage to the infrastructure itself has occurred.

In addition, disasters and large-scale planned events may strain transportation infrastructure access and capacity, and may result in transportation corridors being closed to vehicular traffic for extended periods of time.

2.4 Assumptions

- Local governments have emergency management resources, plans, and procedures already in place.
- Many incidents, such as vehicle accidents or construction-related road closures, affect transportation infrastructure, but are local in scope and can be addressed by local or state agencies as part of their normal day-to-day operations using resources readily available to them.
- Demand on local resources in anticipation of or response to a major threat may quickly overwhelm local transportation capabilities for personnel, equipment, and fuel.
- In a “no-notice” incident, local resources may be damaged and potentially unavailable to support evacuation or commodities distribution, requiring immediate state assistance.
- Access to impacted areas will be severely limited and may be accessible only via air or water transportation assets.
- ESF-1 agencies have developed internal plans and procedures for implementing this plan.
- Maintaining coordination and situational awareness across transportation agencies regarding resource needs, ingress and egress information, damage assessments, and transportation route and mode information will be vital to conducting effective emergency management activities.

Section 3: Concept of Operations

3.1 General

This annex will be activated at the direction of Maine Emergency Management Agency (MEMA) when there is the potential for a disaster or an existing disaster requiring statewide coordination of resources.

Each responsible agency or organization supporting this annex shall designate a minimum of four trained persons to serve as a representative for their respective agency or organization at the State Emergency Operations Center (SEOC) in support of ESF-1 activities.

ESF-1 agencies that fall under the DOT scope of operations have collectively designated a team of persons, each of whom can serve on behalf of all DOT agencies at the SEOC to support ESF-1 activities. Each of them will have the capability and authority to reach back to DOT to request resources and obtain information to support response to the incident.

ESF-1 reports to the SEOC Operations Section, with indirect report to the Planning Section as necessary for situational awareness.

The following are the objectives of ESF-1:

- Establish a framework for state-level emergency related transportation preparedness, mitigation, response, and recovery activities.
- Coordinate transportation response and recovery operations at the state level to maximize the use of all modes of public and private transportation for the purpose of moving people, materials, goods, and services to and from impacted areas as efficiently as possible.
- Share information and coordinate response activities across pertinent state agencies regarding transportation related requests for assistance in a manner that ensures consistency with established state transportation policies and procedures.
- Monitor and mitigate potential effects of a disaster on critical state-level transportation infrastructure before, during, and after an incident, with particular attention to problems that may threaten public safety or disrupt response activities.
- Provide situational awareness and expertise on the status of transportation infrastructure in Maine and neighboring states.
- Provide resources to support evacuation and re-entry decision-making processes.
- Monitor and control road, rail, air, and water traffic to ensure the safety of the general public and the efficient flow of personnel, assets, and commodities into areas threatened or impacted by a disaster.
- Coordinate resources to assist and support evacuation activities, including vehicles, message boards, and other assets as required.
- Coordinate resources to assist and support the staging, transportation, or distribution of commodities.
- Coordinate resources to conduct emergency clearance of debris and obstructions from impacted transportation infrastructure.
- As required, coordinate resources to make emergency repairs to transportation infrastructure to maintain and/or restore the flow of personnel, assets, and commodities into impacted areas.

3.2 Activities

Responsible agencies for ESF-1 should conduct the following activities:

a. Prevention

- Communicate and share information across agencies with transportation responsibilities.
- Collaborate and coordinate on transportation related prevention and security initiatives.
- Identify opportunities to collaborate on protection of critical transport related infrastructure and key resources in the state of Maine.
- Identify potential emergency transportation issues and collaborate to develop or recommend protocols, procedures, and policies to prevent or mitigate their effects.

b. Preparedness

- Notify MEMA of any changes that may impact the operation of this ESF.
- Participate in meetings of ESF stakeholders if coordinated by MEMA to review and update the ESF annex.
- Develop and maintain internal agency operational plans and procedures, resource directories, and emergency contact lists to support ESF-1 activities.
- Ensure procedures are in place to access directory information and quickly notify personnel in support of this plan.
- Maintain current inventories of agency facilities, equipment, materials, and supplies by transportation mode.
- Ensure that ESF-1 agencies have pre-designated staff available to support this plan and SEOC operations.
- Participate in exercises and training in order to test, validate, and provide working experience for ESF-1 liaisons on this plan and related procedures.

c. Response

i. Pre-Impact

- ☐ Provide at least two representatives to the SEOC to support ESF-1. A total of four personnel must be trained to support the Lead Agency.
- ☐ Maintain communications with the SEOC, obtain status reports, and keep SEOC informed on the progress of assigned tasks.
- ☐ Notify the appropriate points of contact at each respective agency and organization to pre-position resources and response personnel as needed.
- ☐ Review existing plans and procedures.
- ☐ Ensure agency decision makers are kept informed of the situation.
- ☐ Test communications systems.
- ☐ Coordinate information to verify transportation activities, capabilities, and inventories and report this information on a regular basis to the SEOC Operations Section.
- ☐ Provide situational awareness information for reports and/or statements to the SEOC Planning Section as needed.
- ☐ Coordinate with other functional areas in anticipation of projected transportation related needs and coordinate appropriate response efforts.

- ☐ Identify and coordinate the mobilization and pre-positioning of response resources pre-incident once it is apparent that state transportation resources will be required, or as requested by the Operations Section.
- ☐ Establish a key point of contact for all Maine utilities.

ii. Initial Response

- ☐ If not already done, provide at least two representatives to the SEOC to support ESF-1. A total of four personnel must be trained to support the Lead Agency.
- ☐ Designate appropriate staff to support response.
- ☐ Verify inventories of available resources and provide a summary listing to the SEOC Operations Section.
- ☐ Establish communications with appropriate agency field personnel to coordinate response efforts.
- ☐ Provide situational awareness information for reports and/or statements to the SEOC Planning Section as needed. In addition, use information provided by the SEOC Planning Section to plan effective response actions.
- ☐ Monitor transportation infrastructure and maintain situational awareness on threats or impacts to transportation infrastructure.
- ☐ Identify and coordinate the staging of transportation response resources.
- ☐ Pre-position recovery resources at the nearest staging area(s), as needed.
- ☐ Coordinate resources and communicate with utility entities to support the emergency clearance of debris from and emergency repair of damaged transportation infrastructure to ensure an uninterrupted flow of personnel, commodities, and services into affected areas.
- ☐ Implement predetermined cost accounting measures for tracking overall ESF-1 personnel, equipment, materials, and other costs incurred during emergency response actions.
- ☐ Coordinate with federal ESF counterpart as needed.

iii. Coordination with other ESFs

- ☐ ESF-2, Communications, to ensure that access roads leading to communications towers remain passable for emergency traffic.
- ☐ ESF-3, Public Works and Engineering, to commit agency resources for debris removal, construction work, and other public works related tasks as needed.
- ☐ ESF-6, Mass Care, to identify needs related to transportation of evacuees to shelters during evacuations.
- ☐ ESF-10, Oil and Hazardous Material, to identify any known hazardous materials transporters such as oil tankers, barges, or trucks that could be affected by an emergency or disaster and could have a bearing on the commitment of transportation resources.
- ☐ ESF-13, Public Safety and Security, to identify any transportation related and traffic control needs concerning public safety and security.
- ☐ ESF-15, External Affairs, to utilize any public messaging that can be posted on variable message boards and other transportation-related information portals.

iv. Ongoing Response

- ☐ Coordinate resources to support resource requests, including evacuation and the transportation of personnel, commodities, and services.
- ☐ Conduct ongoing re-assessment of priorities and strategies to meet the most critical of transportation needs.
- ☐ Track committed transportation resources and provide regular updates to the SEOC Operations Section on the status of all missions assigned to ESF-1.
- ☐ Coordinate with other ESFs, as appropriate, to anticipate projected transportation needs and/or coordinate appropriate response efforts.
- ☐ Provide information to the Planning Section, as needed, to update Situation Reports and Incident Action Plans.
- ☐ Draft recommendations for after-action reports and other reports as appropriate.

d. Recovery

- As needed, coordinate resources to support the return of evacuees to impacted areas.
- Provide assistance and technical expertise to joint damage assessment teams.
- Anticipate and prepare to provide technical assistance, personnel, and resources for ongoing restoration of transportation infrastructure.
- Participate in after-action reports.

e. Mitigation

- Identify potential emergency transportation issues and collaborate to develop or recommend plans, protocols, procedures, and policies to prevent or mitigate their effects.
- As needed, conduct assessments of ESF-1 capabilities to identify potential resource shortfalls.
- As needed, develop plans to mitigate identified shortfalls of resources.

Section 4: Responsibilities

4.1 Lead Agency

Department of Transportation

a. Highway and Bridge

- Provide ESF-1 team with situational awareness on status of state road salt stockpiles pertinent to interstate highways.
- Coordinate with MSP to determine if weather conditions warrant lowered speed limits or restriction of permitted vehicles on the interstate highways.
- Coordinate obtaining the authority to waive tolls on the Maine Turnpike if conditions warrant.
- Provide resources to clear debris and perform emergency repairs to keep state routes passable for emergency traffic.
- Provide resources to support the repair or replacement of missing or non-functional traffic control signs and signals in affected areas.
- Provide subject matter experts to conduct damage assessments on state assets, as requested.
- Coordinate with ESF-1 to identify and make available appropriate DOT facilities for use as commodity or asset staging areas.
- Provide resources to assist in the movement and/or staging of commodities as needed.

b. Multimodal

- Provide ESF-1 team with situational awareness on the status of railroads statewide.
- Provide ESF-1 team with situational awareness on the status of the Ferry Service operations statewide.
- Provide ESF-1 team with situational awareness on the status of moveable bridge and specialty bridge (e.g., Penobscot Narrows) status and operations statewide.
- Provide resources to assist in the movement and/or staging of commodities, as needed.
- Provide ESF-1 team with situational awareness on status of public- and privately-owned public use airports.
- Coordinate the provision of air assets for damage assessment or personnel transport, as requested.

4.2 Supporting Agencies

a. Department of Agriculture, Conservation and Forestry - Maine Forest Service

- Provide resources to clear debris and perform emergency repairs to keep roadways passable for emergency traffic.
- Provide subject matter experts to teams conducting damage assessments, as requested.

b. Department of Public Safety - Maine State Police

- Coordinate with DOT to determine if weather conditions warrant lowered speed limits or restriction of permitted vehicles on state roadways.
- Provide assistance with closing or restricting access to areas impacted by a disaster.
- Assist with traffic control as requested.
- Coordinate convoys or escorts for emergency materials, commodities, or vehicles.

c. Maine Turnpike Authority

- Provide ESF-1 team with situational awareness on status of roadways.
- Provide resources to clear debris and perform emergency repairs to keep roadways passable for emergency traffic.
- Provide subject matter experts to teams conducting damage assessments, as requested.

d. Department of Defense, Veterans, and Emergency Management - Maine National Guard

- Provide resources to clear debris and perform emergency repairs to keep roadways passable for emergency traffic, if requested.
- Provide resources to assist in the movement of personnel, cargo, and/or fuel, if requested.

e. Department of Labor

Provide consultation on health and safety issues.

f. Other Agencies

Other agencies not explicitly named in this plan may have authorities, resources, capabilities, or expertise required to support ESF-1 activities. These agencies may be requested to support ESF-1 activities on an ad hoc basis.

Section 5: Supplemental and Procedural Documents

None at this time

Section 6: References

- Maine Department of Administrative and Financial Services (DAFS) Purchases/Services Agreement
- Transit Emergency Directory 2015
- Maine DOT Maintenance Lots
- Maine DOT Maintenance Regions
- Maine DOT Map Viewer
- Maine State Ferry Service 2015
- Maine Rail System 2014
- Maine Mileage Diagram
- Maine Strategic Transit Plan 2015
- Maine Title 23
- Maine Traffic Management Seabrook
- Maine Transit Lots
- National Incident Management System (NIMS)
- New Hampshire DOT Roads Geospatial Information Systems (GIS) Map