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**Functional Annex –  
Transportation Management**

Approved (January 27, 2009)

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## 1 Purpose

This annex outlines the responsibilities for management of transportation services and resources during major emergencies and disasters. It addresses a broad spectrum of transportation issues including the movement of personnel, supplies, and materials in support of response and short-term recovery operations; the transportation of displaced citizens; determining alternate transportation routes; coordination of public transportation systems; procurement, maintenance, and repair of transportation resources; and fuel supply, storage, and delivery.

This annex does not address specific transportation issues related to emergency evacuations. Those issues are discussed in the Population Protection Annex. Similarly, it does not address issues related to repair or maintenance of the transportation infrastructure (i.e., roadway, railways, and airports).

This annex complements the Resource Management Annex by providing more specific information relative to transportation resources.

## 2 Situation and Assumptions

### 2.1 Situation

- Washington County is subject to a number of emergency situations that could create an extraordinary demand for transportation services and resources. Earthquakes, floods, severe winter storms, and other natural and manmade disasters can severely damage existing transportation systems and resources, restrict the movement of critical personnel, supplies, and equipment, disrupt public transportation patterns, and displace citizens and businesses.
- The transportation infrastructure within Washington County includes a number of federal and state highways, thousands of miles of county and local government roadways, many private roads, hundreds of bridges, a publicly-owned airport and several small privately-owned airports, two privately owned rail lines, a publicly owned light rail line, and a publicly owned commuter rail line.
- The County Department of Land Use and Transportation is responsible for the management of county roads and bridges. The Department has authority to restrict or close those roadways or bridges and has the lead for development of emergency transportation routes and detours. The department also maintains the county's traffic signals and coordinates traffic management issues with federal, state, and local agencies.
- Washington County government does not own any public transit assets; however, most areas of the county are served by the Tri-County Metropolitan Transportation District (Tri-Met). Tri-Met provides a broad spectrum of public transportation services including bus, lift service, light rail, and commuter rail. The County's Department of Health and Human Services,

Division of Disability, Aging & Veterans Services and several non-profit and for profit organizations also provide transportation services for special needs populations within the county.

- The county owns, operates, and maintains a large and diverse fleet of transportation assets that it uses to deliver and manage county services. The majority of these assets are used in law enforcement or public works applications, but many others are used in general service roles.
- Several county departments operate vehicles that are owned by other government agencies but which would be available for use in emergency operations. For example, most Department of Health and Human Services, Division of Disability, Aging and Veterans Services vehicles are owned by the State and many of the Department of Housing Services vehicles are owned by the Housing Authority of Washington County, a quasi-state agency.
- The county's Fleet Management Division operates a modern repair facility that it uses to maintain most of the county's fleet resources. The Division contracts work out to local repair facilities when cost effective and could contract with large transportation-based companies (e.g., auto dealers, construction companies, and rock haulers) for repairs in an emergency.
- The Fleet Management Division contracts with a local supplier for card lock fleet fueling services and can contract with local service stations if necessary. The county requires the local card lock supplier to have back-up power at one of its facilities in close proximity to the Public Services Building.
- The County's Department of Land Use and Transportation has a large supply of barricades for traffic management. They also own five vehicle mounted message board and five trailer mounted message boards.
- Several public, non-profit, and private organizations have transportation assets that may be available in time of emergency. School districts, commercial bus and truck lines, and social service agencies and other private contract resources may be able to supply resources for the movement of people, supplies, and equipment. Several local governments, including TriMet, Tualatin Valley Fire and Rescue and the Beaverton School District operate large fleet maintenance facilities that may be available to support county fleet operations.
- The county is signatory to several intergovernmental and cooperative assistance agreements through which it can gain access to a wide spectrum of transportation resources. The county is also signatory to a Regional Emergency Transportation Route Memorandum of Understanding (MOU) and plan, along with the Oregon and Washington Departments of Transportation, the city of Portland and the four counties in the region. The MOU and plan identify emergency transportation routes and provide procedures for assessing and reporting route status following an earthquake.

- The Oregon Department of Energy (ODOE) maintains a statewide fuel rationing plan known as the Oregon Petroleum Contingency Plan. Several fueling facilities in the county have been identified by ODOE for delivery of fuel to public safety and emergency services agencies when the plan is implemented.
- The Oregon Department of Transportation (ODOT) operates two maintenance facilities in the county, both on Highway 26. One is at Sylvan and the other at Manning. A variety of public works equipment, including message boards, barricades and public works vehicles are located at each site. ODOT also operates a Traffic Management Operations Center (TMOC) in Portland which dispatches ODOT's Incident Response vehicles and controls ramp meters and fixed message boards on state highways which can assist the county with traffic management operations.

## 2.2 Assumptions

- Despite damages to the county's transportation infrastructure (e.g., roads, bridges, signals), sufficient infrastructure will remain intact to permit the movement of emergency response personnel, equipment, and materials.
- Sufficient fleet resources will be available locally or can be acquired from mutual aid providers, other local governments, non-profit organizations, businesses, and state and federal agencies to conduct the most critical transportation-dependent response activities.
- Regardless of the status of the county's Fleet Maintenance Facility, additional maintenance personnel and/or contract facilities will be needed to meet the demands of a major or catastrophic emergency.
- Sufficient fuel supplies and fuel delivery and storage capacity will be available in the region to allow the conduct of the most critical transportation-dependent response activities.
- The Hillsboro Airport, which is owned and operated by the Port of Portland, and smaller local airports, will be available to support re-supply operations.
- Damages to rail, light rail, and commuter rail systems will not significantly impact critical transportation services countywide.

## 3 Concept of Operations

### 3.1 General

Management of transportation services and resources during an emergency can vary in complexity depending on the level of emergency, the extent of incident impact on transportation resources, and the variety of services needed to effectively respond to and recover from the incident. On a daily basis, transportation services are managed by a number of county departments, other local governments, non-profits, and private

businesses. They operate independently but in concert with each other. During an emergency, the transportation service providers and resource managers must work together more directly to identify transportation impacts, capabilities and needs, and to prioritize and coordinate the acquisition of additional resources and the delivery of required services.

### 3.2 Levels of Emergency Operations

- Routine Operations – Daily activities, including incidents such as bridge and road closures, which are routine in nature and managed by department and/or agency field resources without the need for higher level coordination. Departments manage their own transportation resources during routine operations.
- Minor Incident – A fairly common event that may be large in scale or scope and involve multiple sites and/or agencies but which can still be managed with existing department/agency resources. Examples include a winter storm with multiple road closures or a hazardous materials spill requiring evacuation of a limited area. A higher level of management and coordination is typically required. A local emergency may be declared. Transportation resources are managed by departments. The DLUT and other county Department Operations Centers (DOCs) will be activated, as needed, to manage and support their respective transportation activities. The county EOC will be partially activated, if needed, to coordinate incident and public information and support countywide transportation operations.
- Major Incident – An uncommon event that is typically large in scale and scope and which requires outside assistance, such as a major flood or moderate earthquake. Centralization of a department's/agency's incident management and coordination activities is required. Local emergencies (city and county) will be declared as appropriate and a state emergency may also be declared. A Presidential Disaster Declaration may be requested. County DOCs will manage and support their own transportation resources and operations. The county EOC will coordinate incident and public information, coordinate and support countywide transportation operations, and strategically manage transportation resources.
- Catastrophic Incident – A very rare event that is broad in scope, complexity, and potentially lasting impact and which significantly reduces the government's ability to help itself or others, such as a subduction zone earthquake. Outside assistance is clearly needed and extraordinary incident management and coordination measures are required. Local and state emergencies will be declared and a Presidential Disaster Declaration will be requested. County DOCs will manage and support their own transportation resources and operations. The county EOC will coordinate incident and public information, coordinate and support countywide transportation operations, and strategically manage transportation resources. A regional

EOC or other multi-agency coordination body may also be activated to coordinate transportation resources and services throughout the region.

### 3.3 Management of Transportation Services and Resources

- Damage Assessment – In general, the assessment of damage to transportation resources and services will be conducted as outlined in the Damage Assessment Annex to this plan.
  - Roads, Bridges, and Traffic Control Devices – The EOC will coordinate the assessment of impacts to roads, bridges, and traffic control devices. The assessment will be coordinated with ODOT and local road departments. Post-earthquake assessment of road and bridge damages will be conducted in accordance with the Regional Emergency Transportation Route Plan (Tab 1 to this Annex).
  - Rail, Light Rail, Commuter Rail, Bus, and Airports – If the county EOC is activated, the EOC will coordinate with ODOT, TriMet, the Port of Portland, and others as necessary to assess impacts to these resources and services. If the EOC is not activated, the DOCs will coordinate with these providers, as needed.
- Alternate Routes
  - The DLUT DOC is responsible for identifying alternate routes for segments of county roads that are closed or impassable due to the emergency. The DOC will coordinate with ODOT and local road departments where necessary to establish an alternate route.
  - ODOT is responsible for state highways and will work with the DLUT DOC and local road departments when necessary to establish alternate routes affecting county and/or local roads.
- Fleet Maintenance and Support
  - Fleet maintenance and repair and other fleet support activities (including fueling and transport of responders and responder equipment and supplies) will be coordinated by the Ground Support Unit in the county EOC. If the county EOC is not activated and in circumstances where fleet-related activities allow, fleet support will be managed by the county Fleet Management Division from its regular offices. In these situations, activated county DOCs will coordinate their fleet support needs directly with the Fleet Management Division.
  - If the Oregon Petroleum Contingency Plan has been activated due to a fuel shortage or other fuel crisis, the county EOC will coordinate with the state ECC and/or the Oregon Department of Energy to coordinate fuel needs, priorities, and deliveries.
- Public Transportation

- In circumstances where the public transportation system (i.e., bus, light rail, commuter rail, and lift services) and the network of local government, non-profit, and private transportation services are severely disrupted, the county EOC will identify and prioritize the transportation needs and work with available public and private service providers to establish temporary service plans within the affected areas of the county.

## **4 Organization and Assignment of Responsibilities**

### **4.1 General**

County transportation assets will be managed by the Incident Commander and EOC staff whenever the county EOC is activated for emergencies or disasters. The county EOC will provide strategic direction for all county transportation assets.

### **4.2 Task Assignments**

#### **4.2.1 Policy Group**

- Authorize transfer of assigned vehicles between departments as needed for the emergency
- Approve the prioritization of fuel rationing per recommendation of the EOC

#### **4.2.2 Department Heads**

- Identify emergency transportation needs and fuel rationing priorities and advise the county EOC

#### **4.2.3 County Emergency Operations Center (EOC)**

- Assess status of transportation system countywide (Planning Section, Operations Section)
- Estimate, identify and prioritize transportation resource and support needs (Operations Section, Planning Section, Logistics Section)
- Coordinate with the state ECC regarding fuel allocation to the county and deliveries to pre-designated fuel sites (Incident Commander, Operations Section, Logistics Section)
- Recommend transportation service priorities to the Policy Group for fuel rationing (Incident Commander, Operations Section, Logistics Section)
- Identify transportation resources available internally and from other local sources (Planning Section, Operations Section, Logistics Section)
- Obtain required transportation resources through mutual aid, contract, or other sources and advise Fleet Management (Logistics Section)

- Identify mobilization sites or staging areas when needed for transportation resources ordered from other agencies/organizations (Logistics Section, Operations Section, Planning Section)
- Promulgate and implement emergency transportation route plan (Planning Section, Operations Section, Incident Commander)
- Coordinate transportation issues with other agencies and with local organizations and businesses (Planning Section, Operations Section, Logistics Section, Incident Commander)
- Advise the public of transportation routes, transportation system status, etc. (Public Information)
- Coordinate fleet support (Logistics Section)

#### **4.2.4 Department of Land Use and Transportation Department Operations Center (DOC)**

- Assess status of county's transportation infrastructure (e.g. roads, bridges, and traffic control devices ) and advise the county EOC (Planning Section, Operations Section)
- Close county roads as appropriate and notify the county EOC (Operations Section, Incident Commander)
- Estimate/Identify transportation resource and support needs and advise the county EOC (Operations Section, Planning Section)
- Identify transportation service priorities for fuel rationing (Incident Commander, Operations Section, Logistics Section)
- Determine availability of departmental transportation resources (Planning Section, Operations Section, Logistics Section)
- Obtain additional transportation resources if needed through the county EOC (Logistics Section)
- Develop alternate routes based on assessment of damages to county transportation infrastructure and on input from the county EOC, ODOT, and other road owners on the countywide damage situation (Planning Section, Operations Section, Incident Commander)
- Advise the county EOC of transportation information critical for public release (Public Information Officer, Planning Section)
- Manage and coordinate support of transportation resources assigned to department (Logistics Section)

#### **4.2.5 Sheriff's Office Department of Operations Center (DOC)**

- Advise the DLUT DOC and county EOC of road restrictions and traffic control device outages (Operations and Planning Section)
- Coordinate traffic control operations as requested (Operations Section)
- Estimate and identify transportation resource and support needs and advise the county EOC (Planning Section)
- Identify transportation service priorities for fuel rationing (Planning Section)
- Determine availability of departmental resources (Planning and Operations Section)
- Obtain additional resources through the county EOC (Logistics Section)
- Advise the county EOC of transportation information critical for public release (Public Information Officer, Planning Section)
- Manage and coordinate support of transportation resources assigned to department (Logistics Section)

#### **4.2.6 Support Services Department – Fleet Management Division**

- Staff the Ground Support function in the county EOC
- Manage the Fleet Maintenance Facility in support of major emergency and disaster operations
- Coordinate the procurement, maintenance and repair of county vehicles
- Coordinate the acquisition of additional vehicles through purchase, lease or rental as necessary
- Coordinate the distribution and rationing of fuel supplies

## **5 Direction and Control**

Under the direction of the Policy Group and Incident Commander, the county EOC will direct and control the county's transportation management activities. The EOC may tactically manage transportation resources committed to the incident but assigned to departments other than DLUT and the Sheriff's Office. Those departments will tactically manage their assigned transportation resources. The EOC will also provide strategic input to the development and implementation of the emergency detour traffic plan. That plan will be developed by DLUT.

## **6 Administration and Logistics**

### **6.1 Administration**

- Fleet Management Division will maintain contracts with local fueling sources.
- Fleet Management Division will be the primary advisor in obtaining commercial transportation resources.
- Logistics and Finance at the EOC and/or DOC will be responsible for tracking and documenting outside transportation resources.
- State and federal resources will be requested through the EOC.

### **6.2 Logistics**

- A vehicle inspection report will be completed by the requesting county department upon receiving and releasing borrowed transportation resources.
- Consideration should be given, whenever possible, to using existing cooperative agreements in the acquisition of resources of other agencies.

## **7 Annex Development and Maintenance**

The Emergency Management Office, in cooperation with the Fleet Management Division and the Department of Land Use and Transportation, is responsible for development and maintenance of this annex.

## **8 References**

- ODOT Emergency Plan
- Cooperative Public Agencies of Washington County (CPAWC) IGA for Equipment & Services
- CPAWC Equipment Catalog
- Vehicle Inspection Report
- Washington County Emergency Resource Directory
- Regional Emergency Transportation Route Procedures and Map
- Oregon Petroleum Contingency Plan

## **9 Tabs**

- Tab 1 – Regional Emergency Transportation Route Plan
- Tab 2 – EOC/DOC Responder Checklists

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## **Tab 1 – Regional Emergency Transportation Route Plan**

The Regional Emergency Transportation Route Plan is maintained by Washington County Emergency Management under separate cover.

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**Tab 2 – EOC/DOC Responder Checklists****County Emergency Operations Center (EOC)****Incident Commander:**

- Coordinate with the state ECC regarding fuel allocation to the county and deliveries to pre-designated fuel sites (Incident Commander, Operations Section, Logistics Section)
- Recommend transportation service priorities to the Policy Group for fuel rationing (Incident Commander, Operations Section, Logistics Section)
- Promulgate and implement emergency transportation route plan (Planning Section, Operations Section, Incident Commander)
- Coordinate transportation issues with other agencies and with local organizations and businesses (Planning Section, Operations Section, Logistics Section, Incident Commander)

**Operations:**

- Assess status of transportation system countywide (Planning Section, Operations Section)
- Estimate, identify and prioritize transportation resource and support needs (Operations Section, Planning Section, Logistics Section)
- Coordinate with the state ECC regarding fuel allocation to the county and deliveries to pre-designated fuel sites (Incident Commander, Operations Section, Logistics Section)
- Recommend transportation service priorities to the Policy Group for fuel rationing (Incident Commander, Operations Section, Logistics Section)
- Identify transportation resources available internally and from other local sources (Planning Section, Operations Section, Logistics Section)
- Identify mobilization sites or staging areas when needed for transportation resources ordered from other agencies/organizations (Logistics Section, Operations Section, Planning Section)
- Promulgate and implement emergency transportation route plan (Planning Section, Operations Section, Incident Commander)
- Coordinate transportation issues with other agencies and with local organizations and businesses (Planning Section, Operations Section, Logistics Section, Incident Commander)

**Planning:**

- Assess status of transportation system countywide (Planning Section, Operations Section)
- Estimate, identify and prioritize transportation resource and support needs (Operations Section, Planning Section, Logistics Section)
- Identify transportation resources available internally and from other local sources (Planning Section, Operations Section, Logistics Section)
- Identify mobilization sites or staging areas when needed for transportation resources ordered from other agencies/organizations (Logistics Section, Operations Section, Planning Section)
- Promulgate and implement emergency transportation route plan (Planning Section, Operations Section, Incident Commander)
- Coordinate transportation issues with other agencies and with local organizations and businesses (Planning Section, Operations Section, Logistics Section, Incident Commander)

**Logistics:**

- Estimate, identify and prioritize transportation resource and support needs (Operations Section, Planning Section, Logistics Section)
- Coordinate with the state ECC regarding fuel allocation to the county and deliveries to pre-designated fuel sites (Incident Commander, Operations Section, Logistics Section)
- Recommend transportation service priorities to the Policy Group for fuel rationing (Incident Commander, Operations Section, Logistics Section)
- Identify transportation resources available internally and from other local sources (Planning Section, Operations Section, Logistics Section)
- Obtain required transportation resources through mutual aid, contract, or other sources and advise Fleet Management (Logistics Section)
- Identify mobilization sites or staging areas when needed for transportation resources ordered from other agencies/organizations (Logistics Section, Operations Section, Planning Section)
- Coordinate transportation issues with other agencies and with local organizations and businesses (Planning Section, Operations Section, Logistics Section, Incident Commander)
- Coordinate fleet support (Logistics Section)

**PIO:**

- Advise the public of transportation routes, transportation system status, etc.  
(Public Information)

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## **Department of Land Use and Transportation (DLUT)** **Department Operations Center (DOC)**

### **Incident Commander:**

- Close county roads as appropriate and notify the county EOC (Operations Section, Incident Commander)
- Identify transportation service priorities for fuel rationing (Incident Commander, Operations Section, Logistics Section)
- Develop alternate routes based on assessment of damages to county transportation infrastructure and on input from the county EOC, ODOT, and other road owners on the countywide damage situation (Planning Section, Operations Section, Incident Commander)

### **Operations:**

- Assess status of county's transportation infrastructure (e.g. roads, bridges, and traffic control devices ) and advise the county EOC (Planning Section, Operations Section)
- Close county roads as appropriate and notify the county EOC (Operations Section, Incident Commander)
- Estimate/Identify transportation resource and support needs and advise the county EOC (Operations Section, Planning Section)
- Identify transportation service priorities for fuel rationing (Incident Commander, Operations Section, Logistics Section)
- Determine availability of departmental transportation resources (Planning Section, Operations Section, Logistics Section)
- Develop alternate routes based on assessment of damages to county transportation infrastructure and on input from the county EOC, ODOT, and other road owners on the countywide damage situation (Planning Section, Operations Section, Incident Commander)

### **Planning:**

- Assess status of county's transportation infrastructure (e.g. roads, bridges, and traffic control devices ) and advise the county EOC (Planning Section, Operations Section)
- Estimate/Identify transportation resource and support needs and advise the county EOC (Operations Section, Planning Section)
- Determine availability of departmental transportation resources (Planning Section, Operations Section, Logistics Section)

- Develop alternate routes based on assessment of damages to county transportation infrastructure and on input from the county EOC, ODOT, and other road owners on the countywide damage situation (Planning Section, Operations Section, Incident Commander)
- Advise the county EOC of transportation information critical for public release (Public Information Officer, Planning Section)

**Logistics:**

- Identify transportation service priorities for fuel rationing (Incident Commander, Operations Section, Logistics Section)
- Determine availability of departmental transportation resources (Planning Section, Operations Section, Logistics Section)
- Obtain additional transportation resources if needed through the county EOC (Logistics Section)
- Manage and coordinate support of transportation resources assigned to department (Logistics Section)

**PIO:**

- Advise the county EOC of transportation information critical for public release (Public Information Officer, Planning Section)

**Sheriff's Office Department Operations Center (DOC)****Operations:**

- Advise the DLUT DOC and county EOC of road restrictions and traffic control device outages (Operations and Planning Section)
- Coordinate traffic control operations as requested (Operations Section)
- Determine availability of departmental resources (Planning and Operations Section)

**Planning:**

- Advise the DLUT DOC and county EOC of road restrictions and traffic control device outages (Operations and Planning Section)
- Estimate and identify transportation resource and support needs and advise the county EOC (Planning Section)
- Identify transportation service priorities for fuel rationing (Planning Section)
- Determine availability of departmental resources (Planning and Operations Section)
- Advise the county EOC of transportation information critical for public release (Public Information Officer, Planning Section)

**Logistics:**

- Obtain additional resources through the county EOC (Logistics Section)
- Manage and coordinate support of transportation resources assigned to department (Logistics Section)

**PIO:**

- Advise the county EOC of transportation information critical for public release (Public Information Officer, Planning Section)

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