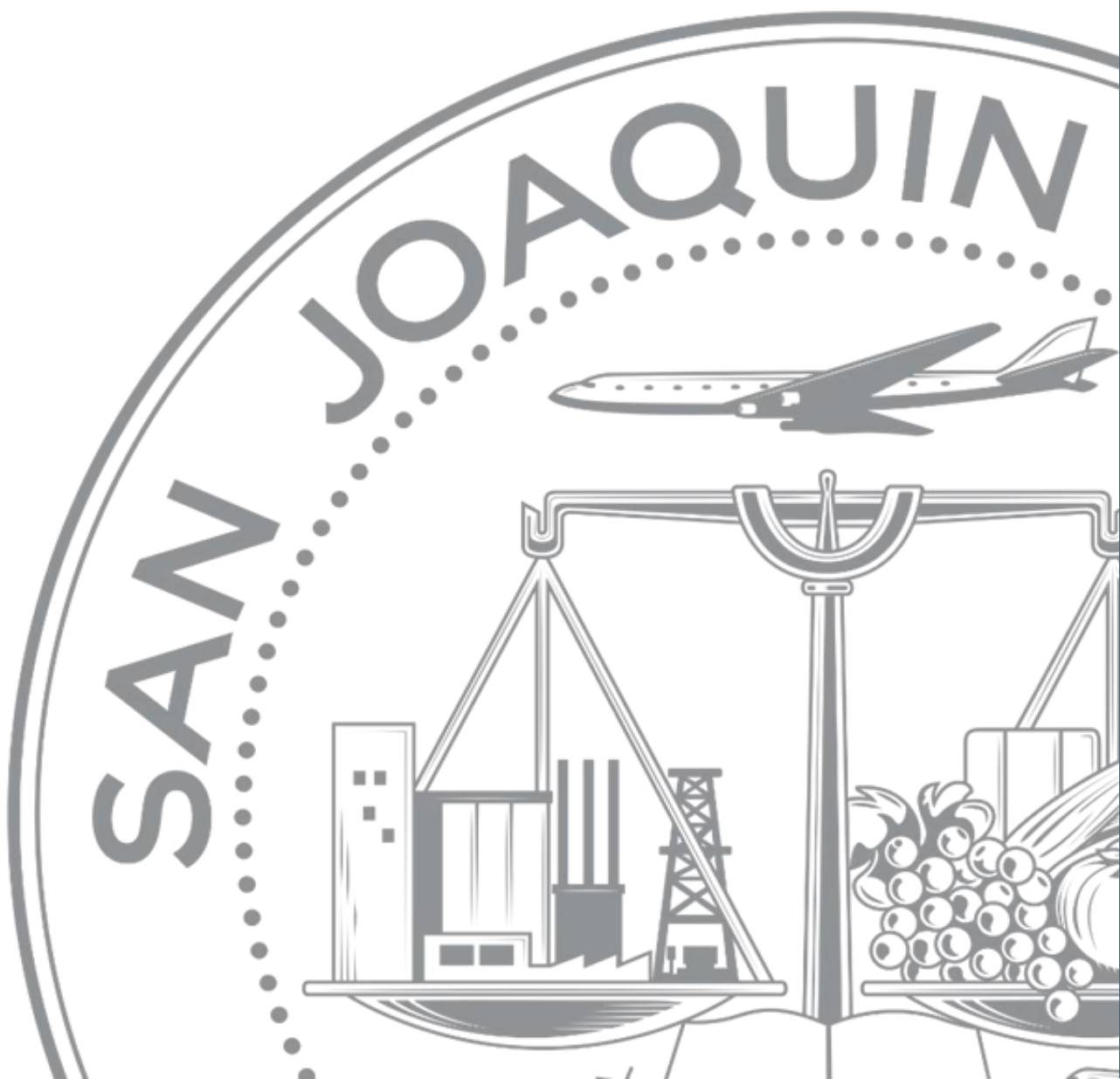


Emergency Support Function-01 Transportation Annex

April 2023



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Letter of Promulgation

This Emergency Support Function Annex to the County of San Joaquin Emergency Operations Plan describes how San Joaquin County will manage an emergency incident or disaster mitigation, preparedness, response, and restoration related to this Emergency Support Function. All Primary and Support agencies identified as having assigned responsibilities in this Emergency Support Function shall perform the emergency tasks as described, including preparing and maintaining Standard Operating Guidelines and Procedures by carrying out the training, exercises, and plan maintenance needed to support the plan.

The Emergency Support Function plan was developed using the Comprehensive Planning Guide 101 version 3 from the Federal Emergency Management Agency and California's emergency planning guidance documents. Adoption will occur following the established maintenance schedule; however, the plan may be modified in the interim without prior approval and formal adoption under the direction of the Director of Emergency Operations. The modified plan will be relayed digitally to all Primary and Support agencies identified as having assigned responsibilities in this Emergency Support Function. In addition, the plan will be available on the San Joaquin County Office of Emergency Services webpage and within the Advanced File Library of WebEOC. The Primary assigned agency will coordinate the review and update of the plan with the Support agencies as needed at least every three years. This Emergency Support Function plan supersedes any previous versions.

This Emergency Support Function Annex applies to Primary and Support agencies within San Joaquin County who are assigned responsibilities in *Section 4.5 Responsibilities by Emergency Support Function* of the All-Hazard EOP and/or identified within the Emergency Support Function Annex.

This plan/annex will be formally promulgated by the chairperson of the Disaster Council of San Joaquin County at the next regularly scheduled meeting. The Disaster Council is empowered by County Ordinance to review and approve emergency and mutual aid plans.



Robert Rickman
Chair, San Joaquin County Disaster Council
Director of Emergency Services

12-20-23

Date

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Primary Agency: Office of Emergency Services (OES)

Supporting Agencies: Department of Public Works (PW - Road Maintenance)
County Sheriff's Office (SO)
California Transportation (CalTrans)
California Highway Patrol (CHP)
California Office of Emergency Services (CalOES)
San Joaquin Regional Transit District (SJRTD)
Altamont Corridor Express (ACE)
Amtrak
Stockton Metropolitan Airport (Stockton Airport)
Water Emergency Transportation Authority (WETA)

1 EXECUTIVE SUMMARY

San Joaquin County contends with several hazards that can cause impacts ranging from a minor disruption to a major disaster affecting the normal transportation infrastructure such as ground, air, rail, and marine traffic. This Emergency Support Function – 01 Transportation Annex (ESF – 01) outlines the responsibilities for the management and coordination of transportation services and resources during emergencies and disasters. It addresses a broad spectrum of transportation issues, including the monitoring and evaluation of impact on infrastructures, coordination of support activities among stakeholders, identification of temporary or alternative solutions, and coordination of restoration and recovery efforts towards the transportation system.

The transportation systems that exist within San Joaquin County (County) provide for the conveyance of vehicles on public and private roads as well as highways and freeways. Airport operations exist as both public and private entities within the Operational Area (OA), with the public airport playing a vital role in the evacuation of people or animals, as well as delivering essential supplies. Railroads move people and goods into and out of the OA from north to south and east to west. Marine traffic exists within the confines of the deep-water channel and provides a link to the Bay Area. All four methods of transportation provide for the movement of materials and/or people in and out of the OA and thus are integral to the success of the response and recovery of an incident.

2 INTRODUCTION

2.1 PURPOSE

This annex outlines the responsibilities for coordination of transportation services and resources during minor to 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 populations; determining alternate transportation routes; coordination of public transportation systems; procurement of transportation resources; and fuel supply, storage, and delivery.

2.2 SCOPE

ESF - 01 applies to an emergency response operation within the County and is typically executed during an activation. Transportation support involves the provision of services in support of personnel and commodities movement for County departments and, as needed, cities and special districts during the response and recovery phases of an emergency or disaster. ESF-01 provides for the centralized management and coordination of transportation resources in support of the County, cities, and special districts for an actual or potential incident. This annex applies to situations which can exceed local resources and possibly the county. The scope includes:

1. Coordination and management of transportation resources within the OA.
2. Providing mechanisms to move personnel and commodities within the County.
3. Monitoring known, predicted, or potential impacts of the event to adequately estimate the type and amount of transportation resources that will be required to support emergency operations adequately.
4. Tracking availability of resources within the county.
5. Coordinating with the Region and State for support.
6. Determining the need for emergency contracts and agreements to obtain transportation resources for emergency operations.
7. Facilitating the reallocation, demobilization, and return of resources that are no longer needed for emergency operations.
8. Maintain situational status about the wellness of transportation routes both inside and outside of the County, focusing on maintaining safe and robust transportation flows.

2.3 KEY TASKS/RESPONSIBILITIES

1. Maintain a comprehensive resource list of transportation vendors and suppliers.
2. Establish pre-incident arrangements for the procurement of additional resources and coordinate activation of those arrangements with Office of Emergency Services (OES), management.
3. Establish and maintain a thorough knowledge of the legalities governing the emergency procurement/acquisition of resources, specifically those involving contracting and financial management.
4. Coordinate with appropriate Incident Command System (ICS) staff per the Standardized Emergency Management System (SEMS).

5. Coordinate with the Regional Emergency Operations Center (REOC) or State Operations Center (SOC) for requests of State resources.
6. Establish entry, exit, and rally point procedures for controlled areas to ensure continuity throughout the county.

3 GUIDELINES

The following policies apply to the implementation of ESF-01:

1. When an emergency occurs within the OA, the response will be handled at the lowest possible level. If the incident exceeds the capabilities of the local emergency response, the OA Emergency Operation Center (EOC) may be activated along with the San Joaquin County Emergency Operations Plan (EOP) and the necessary annexes, including this ESF-01.
2. The procurement of transportation assets will be made following current local, state, and federal laws and regulations, and ordinances.
3. The designated primary and support agencies are responsible for and committed to staffing and implementing ESF-01 positions at the time of its activation by OES.
4. The primary and support agencies participating in this ESF - 01 operate per SEMS and National Incident Management System (NIMS) and will adopt additional components as they are promulgated. SEMS and NIMS components include ICS, preparedness activities, resource management mechanisms, communications and information management requirements, supporting technologies, and ongoing management and maintenance requirements.
5. The priorities for emergency operations implemented will be consistent with and will support the EOC Emergency Action Plan (EAP) for the applicable operational period.
6. When transportation resources and capabilities are limited, resource allocation will be in accordance with the priorities established by the EAP, as well as by the following, in descending order of importance:
 - a. Protection of human health and safety;
 - b. Protection of critical infrastructure;
 - c. Protection of property; and
 - d. Protection of environmental quality.

4 PLANNING ASSUMPTIONS

The following planning assumptions have been used to develop this ESF - 01. If these assumptions are not valid for a specific event or circumstance, it will be necessary to modify the operational concepts and assigned responsibilities defined herein:

1. The primary and support agencies will have adequate personnel and equipment available at the time of ESF activation to support emergency operations.
2. Life safety depends on the ability to obtain resources quickly. Standard purchasing methods may not be applicable.

3. The transportation equipment and systems ordinarily available to the primary and support agencies needed for emergency operations will remain functional and can be repaired in a timely basis.
4. The County's ability to support a response to a large scale emergency or disaster can be severely impacted.
5. All forms of communication may be severely interrupted during the early phases of an emergency or disaster.
6. Transportation outside and within the County may be suspended due to damage to roads, bridges, and airports.
7. Following an emergency or disaster, there may be a need to provide resources, goods, and services to other areas affected within the County.
8. Transportation resource support to an emergency or disaster is costly and must be closely controlled.
9. The County is forecast to or will expend all available resources prior to seeking assistance through either the REOC or SOC.

5 CONCEPT OF OPERATIONS

Management of transportation services and resources during an emergency can vary in complexity depending on the level of emergency, the extent of the incident impact on transportation resources, and the variety of services needed to respond to and recover from the incident effectively. Daily, transportation services are managed several County departments, other local governments, and private businesses. They operate independently but would be asked to work in concert with each other when called to duty. 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.

5.1 GENERAL CONCEPTS

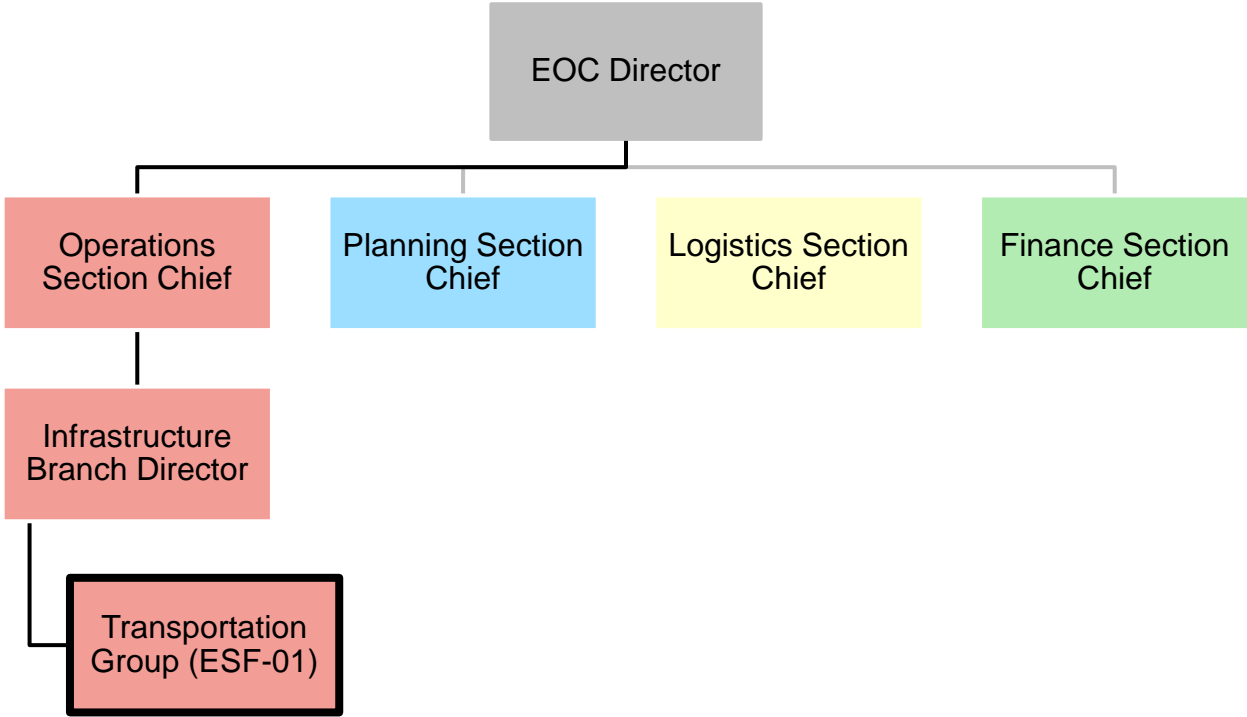
1. The required Sections will be activated, staffed, and implemented by the primary and necessary support agencies as outlined in the EOP. These Sections may be activated prior to the onset of an emergency situation, immediately after its impact on the County, or at any time during the activation of the EOC. Once directed to activate the EOC, the primary agency is responsible for notification and mobilization of its personnel and resources as they are needed.
2. Once activated, designated staff will coordinate operations of the required Sections from its position in the EOC, where adequate communications and data management systems are available. Operational coordination will continue until the time they are authorized by the EOC Director to demobilize and terminate operations.
3. The organization of the required Sections is consistent with the EOP. This structure and system supports incident assessment, planning, procurement, deployment, coordination, financial responsibilities, and support operations to the County.
4. Guidelines, protocols, and plans for disaster-response activities are developed to govern staff operations at the EOC and in the field. These are in the form of the basic plan, corresponding appendices, and standard operating procedures (SOP), which describe

ESF-01 responsibilities. Periodic training and exercises are also conducted to enhance effectiveness.

- 5. The EOC will be the focal point for all requests for resources, both into and out of the County. Please reference ESF – 07 Resources Annex for detailed logistical and resource support procedures.
- 6. Mutual Aid coordination under state plans should work to keep the Logistics Section current using periodical situational updates, i.e., Law, Fire, and Public Works.
- 7. Logistics Section will work closely with the Planning Section, Finance Section, and the EOC Director to locate, procure and allocate essential resources to facilitate the movement of such things as people, animals, and/or supplies.

5.2 ORGANIZATION

OES has management oversight for ESF - 01 and has ongoing responsibilities throughout the preparedness, response, and recovery phases of incident management. ESF-01 will function under the Operations Section; however will heavily coordinate with positions in both the Logistics Section and the Planning/Intelligence Section.



5.3 NOTIFICATIONS

1. OES will be responsible for notifying appropriate staff needed to activate and to stand by when ESF – 01 activation is required.
2. OES maintains an up-to-date, 24-hour notification roster of its personnel assigned to this function, as well as representatives of the support agencies.
3. The flow of mutual aid and other resource requests will follow SEMS/NIMS and is outlined in Figure 1.
4. All requests for transportation resources from outside of the County will be conducted through the Logistics Section (except those ESFs that are coordinated through other Mutual Aid Agreements, i.e., fire, law, and medical and health).

5.4 EVACUATION AND SUPPLY MOVEMENT

Many incidents can impact the population to the point of requiring them to physically leave a geographic area in which a level of peril exists. Incidents also require the movement of supplies and equipment to assist in the response and recovery phases of emergency management. ESF – 01 outlines alternative transportation solutions that can be implemented when these systems, or their infrastructure, are damaged, unavailable, or overwhelmed. This plan will outline the general concept of transportation, using a variety of methods to convey individuals and materials into and out of the impacted areas.

5.4.1 Ground

For incidents that may require transporting people to evacuate, but do not have the means to do so, ground transportation can be in the form of buses. Ground transportation assets can be requested to pick-up from a predesignated evacuation rally point and take people to a final receiving point (i.e., shelter) or a drop point to continue their conveyance (i.e., airport, train station, etc.). Ground transportation can also be used to assist people with disabilities and others with access and functional needs by picking them up at their residence and then to either a receiving point or a drop point to continue their conveyance.

A Memorandum of Understanding has been developed with the approved agency(s) listed in Attachment 13.1 to provide transportation services in the event of an emergency. Appendix 13.1 also contains the contact information for the ground transportation agencies.

5.4.2 Rail

County rail systems host two passenger train companies and two commodity train companies that offer service throughout the region. The rail systems provide transportation to the north, south, and west within the County boundaries. Assuming they were not negatively impacted during emergencies, these assets could be called upon to assist with the movement of individuals and/or materials to support the response and recovery phases, including evacuations.

A Memorandum of Understanding has been developed with the approved agency(s) listed in Appendix 13.2 to provide transportation services in the event of an emergency. Appendix 13.2 also contains the contact information for the ground transportation agencies.

5.4.3 Air

Air transportation within the County is spread out among various small runways and helipads as well as the large Stockton Metropolitan Airport. Stockton Metropolitan Airport, in its own right, plays host to several passenger transport agencies and a significant commodity transport business. Among these are Allegiant and, California Air National Guard Base, a charter airline, medical transport helicopter for Reach, and commodity shipper Amazon Prime.

A Memorandum of Understanding has been developed with the approved agency(s) listed in Appendix 13.3 to provide transportation services in the event of an emergency. Appendix 13.3 also contains the contact information for the ground transportation agencies.

5.4.4 Marine

Due to the lack of large scale Marine transportation availability in San Joaquin County, these assets will need to be coordinated through either the REOC or SOC using the state’s ESF-01. As the need arises, requests for assistance should be made to the state who will reach out to the Water Emergency Transportation Authority (WETA) to coordinate ferry transportation. There is also an existing material transportation infrastructure that could be used by contracted vessels from either private industries or state and federal partners to facilitate necessary goods.

6 ACCESS AND FUNCTIONAL NEEDS

Transportation accessibility considerations include, but are not limited to; para transit busses, vehicles that are lift-equipped and/or ramped with wheelchair tie-downs, and vehicles with brackets to secure oxygen cylinders. Personal Assistant Support services will be provided if needed. Assistive Technology Devices and service animals will remain with the person with a disability in transit.

7 ROLES AND RESPONSIBILITIES (ORGANIZATIONAL RESPONSIBILITIES)

Primary and Support agencies that have a defined role or enumerated responsibility during an incident involving transportation issues are shown in 7.1 and 7.2 respectively.

7.1 PRIMARY AGENCY

ESF#1 – TRANSPORTATION			
AGENCY	PHASE 1 Min. Activation	PHASE 2 Mod. Activation	PHASE 3 Max. Activation
Office of Emergency Services	<ul style="list-style-type: none"> Review transportation plan to confirm actions (All) Confirm or update communication methodologies with stakeholders (All) Monitor and maintain Situational Awareness (All) Maintain public information sharing (OES, PW, Cal Trans, CHP) Conduct pre-incident action planning meeting with response partners to develop Incident Action Plan Determine potential current & future transportation support needs Process resource requests as needed 	<ul style="list-style-type: none"> All tasks from Phase 1 plus, Determine need / level to activate the EOC Review position checklist for EOC Participate in periodic calls as needed with pertinent local and state agencies Continue information sharing on Web EOC and consider creating specific incident for countywide use Consider need to activate DSW workers Consider need to activate Joint Information Center 	<ul style="list-style-type: none"> All tasks from Phase 2 plus, Increase coordinating calls with local, regional and state resources Ensure appropriate staffing to meet EAP objectives

OES = Office of Emergency Services, PW = Public Works, PUR = Purchasing, Cal Trans = California Department of Transportation, CHP = California Highway Patrol, STA = Surface Transportation Agencies, RTA = Rail Transportation Agencies, ATA = Air Transportation Agencies, MTA = Marine Transportation Agencies

7.2 SUPPORTING AGENCIES

ESF#1 – TRANSPORTATION			
AGENCY	PHASE 1 Min. Activation	PHASE 2 Mod. Activation	PHASE 3 Max. Activation
All	Review transportation plan to confirm actions	Appropriate tasks from Phase 1 plus,	Appropriate tasks from Phase 2 plus,
All	Confirm or update communication methodologies with stakeholders	Participate in periodic calls as needed with pertinent local and state agencies	Ensure appropriate staffing to meet IAP objectives
All	Monitor and maintain Situational Awareness	Continue information sharing on Web EOC and consider creating specific incident for countywide use	Increase coordinating calls with local, regional and state resources
All	Conduct pre-incident action planning meeting with response partners to develop Incident Action Plan	Determine need / level to activate the Emergency Operations Center	
OES, PW, Cal Trans, CHP, STA, RTA, ATA, MTA	Maintain public information sharing		
OES, PW, Cal Trans, CHP, STA, RTA, ATA, MTA	Determine potential current & future transportation support needs		
OES, PUR	Process resource requests as needed		
<u>San Joaquin County Agencies</u> OES = Office of Emergency Services, PW = Public Works, PUR = Purchasing			
<u>State Agencies</u> Cal Trans = California Department of Transportation, CHP = California Highway Patrol			
<u>Transportation Agencies</u> STA = Surface Transportation Agencies, RTA = Rail Transportation Agencies, ATA = Air Transportation Agencies, MTA = Marine Transportation Agencies			

8 RESTORATION AND RECOVERY OF TRANSPORTATION

Restoration and recovery of the transportation system and infrastructure will be coordinated by both the primary and support agencies outlined in this plan. The formation of a Transportation Recovery Team will be considered to ensure a complete and thorough listing of damaged infrastructure is collected. Likewise, a correlating prioritization list that will restore more essential transportation routes and systems before lesser utilized ones will be considered as a guide for operations. Reference the EOP, ESF – 02 Communication, ESF - 05 Emergency Management, ESF - 07 Resources.

9 COMMUNICATION

Several methods of communication will be used to both gather and disseminate intelligence to accomplish tasks that are outlined within this annex. Many of the daily communications will occur using Web EOC as the primary information sharing tool. Conference calls, emails, Incident Action Plans, and phone calls will be used to augment the sharing of information in a vertical and horizontal fashion. Reference the EOP, ESF – 02 Communication, ESF - 05 Emergency Management, ESF - 07 Resources.

10 INFORMATION COLLECTION, ANALYSIS, AND DISSEMINATION

Within the EOC, phone calls, emails, Web EOC, and the internet will be used to monitor as well as report out on the status of, and damage to, the transportation system and infrastructure as a result of an incident. Outside of the EOC, social media, broadcast media, Emergency Alerting platforms, and other forms will be used to reach the general public to convey information or request participation. Reference the EOP, ESF – 02 Communication, ESF - 05 Emergency Management, ESF - 07 Resources.

11 ADMINISTRATION, FINANCE, LOGISTICS

This section will follow the expectations and goals of the EOP Basic. That plan describes administrative protocols used during an emergency operation and finance protocols used to recover the costs incurred during an emergency. It also describes the logistics and resource management mechanisms used to identify and acquire resources during an emergency operation. Reference the Emergency Operations Plan, ESF – 02 Communication, ESF - 05 Emergency Management, ESF - 07 Resources.

12 PLAN DEVELOPMENT AND MAINTENANCE

The development and maintenance of this ESF - 01 plan will be consistent with the guidelines established in the EOP.

13 AUTHORITIES AND REFERENCES

The authorities and references documented in the basic plan of the San Joaquin County EOP are considered applicable to this ESF, in addition the following are also applicable to this function:

- San Joaquin Regional Transit District, Emergency Operations Plan
- ACE, Emergency Operations Plan
- Stockton Metropolitan Airport, Emergency Operations Plan
- Water Emergency Transportation Authority, Emergency Response Plan
- California ESF1 – Transportation Annex
- Federal ESF1 Transportation Annex
- Public Utilities Code, Section 99166

14 ATTACHMENTS

14.1 APPROVED GROUND TRANSPORTATION SERVICES

- San Joaquin Regional Transit District (and their current contractors)
- Greyhound
- School buses
- Certified charter bus companies

14.2 APPROVED RAIL TRANSPORTATION SERVICES

- Altamont Corridor Express
- Amtrak
- Burlington Northern Santa Fe (BNSF) Railroad

14.3 APPROVED AIR TRANSPORTATION SERVICES

- Allegiant Airlines
- Certified charter airline companies