

Poweshiek County Emergency Management Agency

Emergency Support Function 1

Transportation

2025



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Primary and Supporting Agencies

ESF Coordinator: Poweshiek County Emergency Management

Primary Agencies:

Poweshiek County Sheriff's Office

Grinnell Police Department

Poweshiek County Engineer/Secondary Rds Dept

Municipal Public Works Dept.

Support Agencies:

Poweshiek County Emergency Management Agency

Local Fire/Rescue/EMS Services

Local School District Transportation Services

Poweshiek County Public Health (ESF 8 and ESF 6)

Iowa DOT

Iowa State Patrol

Iowa Homeland Security Emergency Management

Private Sector Contractors

Introduction

Purpose

Why are we writing this ESF?

Emergency Support Function (ESF) 1 focuses on transportation plans, procedures, and resources needed to evacuate people (including those with special needs) and animals (including pets, service animals, and possibly livestock) from a disaster or emergency area to an evacuation area, emergency shelter, or otherwise out of harms way. It is inclusive of all transportation modes in Poweshiek County. This ESF also incorporates established procedures and identifies resources for:

- Identifying primary, secondary, tertiary evacuation routes, incident bypass routes, and emergency use routes and the priority for roadway clearance
- Identification, mobilization, and coordination activities of governmental and private sector transportation vendors available to supply equipment, vehicles, personnel, and technical expertise during an emergency or disaster incident.

Scope

What does the ESF #1 – Transportation annex cover?

ESF 1 is applicable to road, rail, and air transportation incidents. This ESF is not meant to establish specific operating procedures but to provide a framework that will provide for communication and coordination among the responding agencies and jurisdictions.

Typical activities in this ESF may include but are not limited to:

- Assist Law Enforcement concerning the movement of people or the restriction of movement
- Assess transportation infrastructure damage
- Monitor the accessibility of roads due to damage and /or congestion
- Coordination of restoration and repair of critical transportation routes and facilities.
- Coordination of transportation assets between local public, private and state agencies

Situation

What is creating the need for this plan?

Several emergency or disaster situations might require an evacuation of part of Poweshiek County or its cities. Small-scale, localized evacuations may be needed due to washed out roads, flash flooding, fire, or transportation incident. Mass evacuations may occur due to a large tornado disaster, hazardous materials incident, or acts of terrorism. Additionally, evacuation planning is necessitated for site-specific hazards, such as chemical facilities within our jurisdiction.

ESF 1 may also be called upon to place road barricades to prohibit or limit access to an impacted area, place signage to redirect traffic, or otherwise modify normal directions of travel.

The occurrence of any one of the events mentioned above may create the following situations:

- Access to and from affected areas may be severely hampered as a result of debris and /or traffic congestion
- Local Public Works and Law Enforcement resources may be overwhelmed, damaged, or unable to respond due to damaged facilities which they are housed in.
- Personnel may not be readily available.
- Normal notification procedures may be disrupted
- The need for evacuation will be localized under most scenarios. The less probable need for mass evacuation will most likely be the result of a long-term event
- Logistical needs to support requested transportation related resources (trucks, personnel, equipment etc.) may be significant.

Planning Assumptions

What can we realistically assume when planning for transportation related incidents?

It is assumed that the public will receive and understand the official information related to evacuation. Most of the public will act on its own interest and evacuate or avoid dangerous areas when advised to do so by local government authorities. However, some individuals may refuse to evacuate. It is also assumed that most

evacuees will use private transportation means to evacuate; however, in some instances and generally based on a specific location or facility transportation may need to be provided or otherwise augmented to facilitate and evacuation. It can be further assumed that:

- Most transportation related scenarios will be localized and can be managed at the county or municipal level
- Normal transportation routes may be compromised in and around disaster areas.
- Traffic congestion in and around the event area may severely hamper emergency response operations
- Local Law Enforcement and Public Works resources may be overwhelmed initially, requiring assistance from other jurisdictions in the county.
- Coordination of local / mutual aid resources to secure usable transportation routes will be difficult to coordinate effectively during the immediate post disaster period.
- All non-emergency functions and projects will be suspended until the community or county has resumed normal operating systems and functions
- Departments will utilize to the greatest extent possible their day-to-day policies and procedures to carry out ESF 1 related objectives.
- Evacuation cannot be realistically predetermined and will be dealt with on a case-by-case basis. However, local law enforcement and road/highway departments should work together to deal with potential problems of traffic routing and communications prior to an incident that requires evacuation.

How we will make up resource / capability shortfalls

- The County Engineer's Office and Municipal Public Works Departments will work together to maintain roads and streets to facilitate traffic movement and assist with debris and snow removal for emergency equipment. This will be accomplished under the *Poweshiek County Mutual Aid Agreement*
- The local Iowa Department of Transportation garages may be requested to provide limited immediate resources and assistance for emergency situations.
- Local law enforcement may receive transportation related (traffic control, enforcement, and security) assistance from the Iowa State Patrol.

- Assistance from outside the county will be available through the *Iowa Mutual Aid Compact. (IMAC)*. This is done through Poweshiek County Emergency Management.
- Private Sector suppliers, contractors, and services may be called upon for assistance
- State assets must be requested through the Poweshiek County EMA under worst case scenarios.

Essential Tasks Supporting Transportation

What are the general duties of this group to effectively coordinate and manage response and recovery efforts?

All emergency operations and information will be coordinated through the Emergency Operations Center (EOC) and command staff. Local and county law enforcement agencies will provide support to Public Works, Emergency Management, transportation departments and services, and others as needed to accomplish the following essential tasks during an evacuation:

- Planning for and identifying high-hazard areas and numbers of potential evacuees, including the number of people requiring transportation to evacuation shelters/reception centers (including those with special needs)
- Coordination of transportation needs for special populations
- Identifying emergency traffic routes and setting up traffic control points and/or checkpoints.
- Determining optimal traffic flow and movement priority from residences to highways.
- Determining direction of evacuation and emergency shelter/reception center use taking into consideration current disaster area impacts, wind direction/speed and future forecasts (for smoke or plumes).
- Confirming and managing locations of staging areas and pick-up/drop-off locations for ESF 1 related personnel, equipment and other resources.
- Coordination and management of transportation services, equipment, and personnel.
- Coordination, operation, maintenance, and management of all evacuation routes, incident bypass routes, and emergency use routes

- Providing guidance and resources on proposing roadblock locations, traffic control points, checkpoints, access control points, direction of travel changes or considerations.
- Providing patrols and safety measures in the evacuated area
- The Poweshiek County Engineer/Secondary Roads Department and local municipal Public Works departments are responsible for procurement of equipment and services to assist in emergency removal of debris, demolition or repair of transportation infrastructure (roads, bridges, etc.) or essential public facilities within their respective jurisdictions.
- Primary and support agencies will participate in planning meetings, drills and exercises to develop and test existing plans and procedures.
- Primary and support agencies will maintain up to date contact information on essential personnel.
- Primary and support agencies will participate in post-disaster briefings and development of an After-Action Report.
- The Iowa Department of Transportation's Office of Rail Transportation will provide guidance and serve as point of contact for notification of the appropriate railroad agency or representative.
- The Federal Aviation Administration is responsible for the operation and regulation of the U.S. National Airspace System even during emergencies.

Concept of Operations

This section will describe how the primary and support agencies will organize and work to support the overall response and recovery effort.

The ESF 1 Transportation group, will typically be activated to support other incident objectives and will be activated as needed by the Emergency Operations Center or Incident Command Post.

The ESF 1 Transportation group, may be activated to support local large-scale or special events. This type of activation is from a planning group or committee.

To the extent possible, responders will follow their normal day-to-day procedures in carrying out assigned tasks.

Conflicts regarding the mission /priorities of participating agencies / jurisdictions will be forwarded to the EOC executive group (if activated) or Incident Commander.

General Duties and Responsibilities-Law Enforcement

The Poweshiek County Sheriff, or the appointed designee, directs and controls the evacuation of unincorporated areas within Poweshiek County and the cities contracted to perform law enforcement duties. The evacuation of people and needed transportation within the City of Grinnell is the responsibility of the city's Chief of Police. Under the guidance of the Incident Commander/Unified Command, or senior elected officials (when an evacuation order has been issued) area law enforcement will be the lead agency in facilitating the evacuation process by but not limited to:

- Determining the evacuation route, direction, flow, and traffic pattern
- Establishing evacuation priorities
- Establishing traffic control points and checkpoints
- Establishing a security perimeter around the evacuation area
- Providing security measures within the evacuation area

General Duties and Responsibilities-Public Works/County Roads

The County Engineer/Secondary Roads and local Public Works will assist the responsible law enforcement agencies by coordinating transportation needs such as equipment, personnel, and other resources. Local Public Works and County Roads will assist in the evacuation process by but not limited to:

- Providing barricades, signs, cones, arrows, and other traffic control devices/equipment to facilitate the evacuation process.
- Provide barricades, signs, cones, arrows, fencing and other control measures to help establish a perimeter around an evacuated area.
- Ensure evacuation routes are maintained and clear of debris to facilitate an evacuation.

- May provide support equipment such as light towers, message boards and other equipment to aid in evacuation area/incident safety and security.
- Provide personnel to aid in the flow of traffic
- Provide route clearance for emergency crews attempting to get to an incident, leave an incident, or working in a disaster impacted area.
- Establish a staging area for any incoming and additional resources
- Provide and assist with damage assessment of critical transportation infrastructure.
- Assign transportation resources to move materials, personnel and supplies as requested.

General Duties and Responsibilities-Emergency Management

Emergency Management will assist law enforcement and public works needs by coordinating and managing transportation needs as well as the needs of evacuees. Emergency Management will assist in the transportation/evacuation process but not limited to:

- Requesting additional resources from IDOT, surrounding counties, community partners, and private sector resources.
- Establishing and opening/operating an emergency evacuee shelter/reception center for those impacted and evacuated
- Coordinating transportation needs and types with law enforcement, EMS, and Public Health (i.e., school buses, ambulances, vans, special needs, etc.)
- Coordinating traffic control/perimeter control needs and types with public works (i.e., signage, barricades, cones, etc.)
- Public information and warning
- Assist with damage assessment of critical transportation infrastructure.

General Duties and Responsibilities-Support Agencies

Support Agencies will assist the above-mentioned Primary Agencies in Transportation/Evacuation process by but not limited to:

- Providing additional resource needs specific to the incident and resource request
- Entering into agreements or just-in-time contracts for services and support
- Provide a contact person/Liaison to the EOC or Incident Command Post if requested

Resource Control

Municipal Public Works Directors always maintain authority over transportation infrastructure and resources within their jurisdictions.

The County Engineer/Secondary Roads oversees all county roads, bridges, and transportation infrastructure in unincorporated areas and in otherwise contracted areas.

The Iowa DOT oversees all state highways, bridges, and transportation infrastructure under their ownership/control.

Transportation providers will provide vehicles and qualified drivers as available. Providers will maintain control over their equipment and personnel.

Preparation Activities

How will primary and support agencies prepare for the management of transportation routes and resources in the event of a disaster?

Preparation activities identify critical tasks that need to be performed prior to the occurrence of a disaster. This includes mitigation activities and the development of plans and procedures for accomplishing tasks in the Response and Recovery phase of the incident.

Primary Agencies

- Develop and maintain procedures and checklists dealing with transportation responsibilities and assigned functions.
- Develop contingency plans and procedures to keep transportation systems operating in the event of damage to critical infrastructure
- Assure that all personnel are trained in their responsibilities
- Develop and maintain a chain of command to ensure continuity within the department.
- Assign personnel to function at the EOC and/or Incident Command Post, to assist in coordination of transportation issues.
- Maintain an updated list of resources and critical infrastructure.
- Participate in exercises, trainings, and events. Recommended ESF 1 Transportation related trainings are:
 - ICS 100.C; ICS 200.C; NIMS 700; NIMS 800; IS-552; IS-554

Support Agencies:

- Develop and maintain procedures and checklists dealing with transportation responsibilities and functions.
- Assure that all personnel are trained in their responsibilities.
- Deploy an agency representative to the EOC/ICP when requested
- Maintain a current inventory of all transportation resources.
- Develop contingency plans and procedures to keep transportation systems operating in the event of damage to critical infrastructure
- Participate in exercises, trainings, and events.

Response Operations

How will transportation related objectives be coordinated?

Response operations for this ESF which will include executive direction, incident control, and coordination of transportation and evacuation resources will be conducted from either an Incident Command Post (ICP) or the Emergency Operations Center (EOC)

Activation of the EOC

The Poweshiek County EOC may be activated to support field operations and serve as the central location for inter-agency/department coordination and executive level policy and decision making. ESF 5-Incident Management outlines in greater detail the functions and responsibilities of the EOC. Refer to that plan for further guidance. The EOC will be activated under the following general guidelines.

Authorization - The following individuals may request the EOC be activated.

- Emergency Management Coordinator / Designee
- Chief Elected Official / Designee
- Incident Commander

Notification Procedure

Requests to activate the EOC will be made through the Poweshiek County Communications Center. The Communications Center maintains contact information and notification procedures for all jurisdictions within the county. Requests for activating the EOC may also go through the Poweshiek County Emergency Management Agency who maintains contact information for all EOC personnel and maintains a notification program through Alert Iowa.

Initial Reporting Requirements

When EOC activation is requested the minimum reporting requirements to the EOC include:

- Emergency Management Coordinator / Designee
- Elected Official / Designee of the requesting agency jurisdiction
- Representative(s) from the primary response agency

- ESF Coordinator as determined by the response type
- Specific requests by the authorized entity activating the EOC

Subsequent notifications to report will be determined on an assessment of the situation and will be the responsibility of the above to notify the appropriate agencies /personnel to report

EOC Facilities- There are two Emergency Operation Centers located in Poweshiek County. The primary county EOC is listed first and the secondary is listed second. Based on the location and complexity of an incident it will be determined by elected officials and Emergency Management which EOC to utilize. Both EOC's are equipped similarly and can sustain 24/7 operation and are equally accessible for use as needed.

Poweshiek County Public Safety Bldg.
4802 Barnes City Rd
Montezuma, IA 50171

Grinnell Public Safety Bldg.
1020 Spring St
Grinnell, IA 50112

EOC Operations

How will the Transportation group organize within the EOC?

The Emergency Operations Center will serve as the central location for interagency coordination and decision-making, including all activities associated with ESF #1.

EOC Functions

When the EOC is set up and operational, the EOC is to facilitate the following functions:

- Overall coordination of emergency response and/or recovery efforts.
- Establish incident priorities.
- Provide for executive policy / decision making.
- Coordination with other agencies and jurisdictions, including requests for state and federal resources.
- Collection, evaluation and dissemination of information.
- Resource procurement and allocation.
- Coordination of the integration with Regional / State / Federal Response Plans.

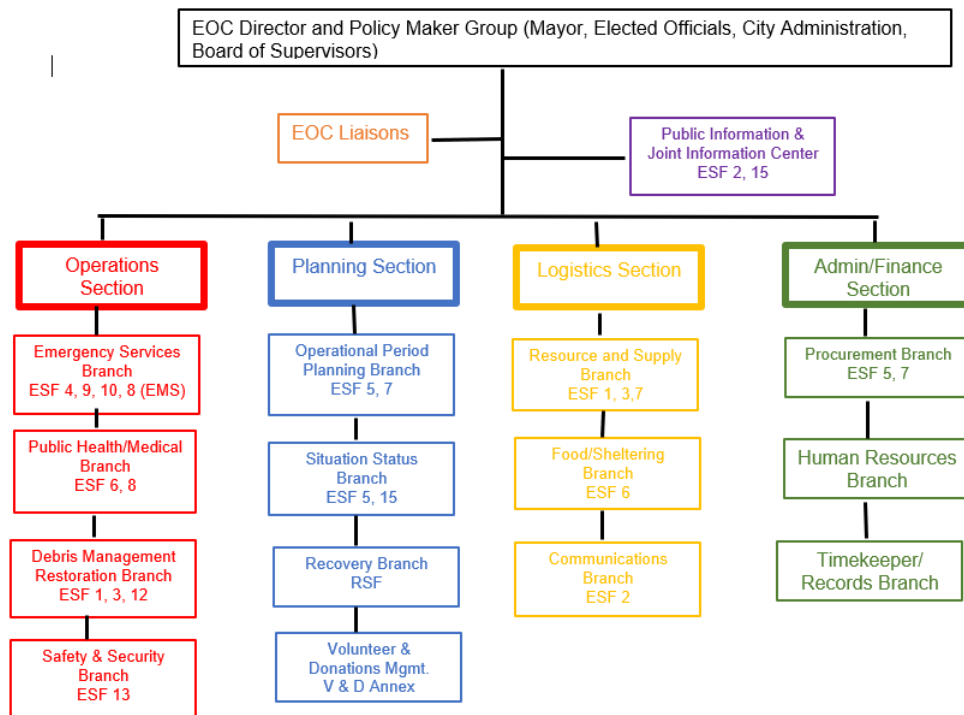
EOC Operational Levels

To be consistent with ICS principles, a graduated approach to managing emergencies and disasters will be used. As the scope and complexity of the situation escalates, staffing levels within the EOC will increase as needed.

Level	Description	Minimum Staffing
1 (Monitor)	Small incident or event One Site One or more agency involved Potential threat of: Severe storm Escalating incident	Emergency Management (EOC Director)
2 (Partial)	Moderate event Two or more sites Several agencies involved Major scheduled event Limited evacuations Resource support required	EOC Director Requested ESF Groups Section Chiefs (as needed) Senior Elected Officials PIO
3 (Full)	Major event/incident Multiple Sites Regional disaster Multiple agencies involved Extensive evacuations Resource support required	EOC Director All ESF Groups All Section Chiefs Policy Group (elected officials) Liaison Officer All EOC General Staff

EOC Organization

In our EOC, ESF 1 Transportation is under two sections-Operations and Logistics. One person may serve in both roles (dual role) or require one person under each section (single role) depending on the size, severity, complexity of the incident or availability of personnel.



Communications

Before the EOC is active, Primary and Support Agencies will communicate with other local agencies and state counterparts following normal day-to-day communication practices and procedures.

Communications may be informal and direct to the intended party when exchanging information, obtaining resources. Typically, informal communications will occur when there is need to:

- Communicate with support agencies operating within the Public Works Group.
- Coordinate closely and directly with other active ESF groups within the EOC.
- Communicate outside the EOC with field staff, other agencies, or individuals to obtain resources, information etc. that may be needed to assist in the development or implementation of plans.

FORMAL COMMUNICATIONS: For any communication requiring change to the status of the Operational Plan - Communications will follow the chain of command.

Note: All Public Information will be coordinated through the EOC - Public Information Officer as outlined in ESF 15 – Public Information and ESF 5 – Emergency Management.

Mission

When activated the ESF 1 – Transportation Group will operate within the EOC.

The primary mission of the Group will be to coordinate with appropriate primary and support agencies, local governments, the private sector, and state agencies to obtain needed resources and assistance as needed to complete incident objectives.

ESF 1 General Response Objectives

Typical Incident objectives that need to be performed by the Transportation Group include but are not limited to:

- ☐ Ensuring the safety of emergency responders and victims.
- ☐ Assessing damaged transportation infrastructure, structures, vehicles/equipment.

- ☐ Restoring and protecting critical roads and bridges, public buildings, and other infrastructure.
- ☐ Evaluate status of current resources to support ESF 1 operations.
- ☐ Assign resources to move materials, personnel and supplies as requested by first responders.
- ☐ Assist in making decisions regarding closures, restrictions, and priority repairs to transportation routes.
- ☐ Assist in initiating traffic management operations and control strategies, including evacuation routes, incident bypass routes, emergency routes.
- ☐ Provide field support for emergency responders.
- ☐ Coordinate with ESF 12 for public utility damage assessment information and prioritization of restoration of utilities. Provide assistance in obtaining alternative sources of emergency power for critical facilities.
- ☐ Coordinate with ESF 10 for advice and assistance regarding disposal of hazardous or contaminated materials.
- ☐ Coordinate with ESF 3 for any debris removal needs.
- ☐ Assist with transportation and placement of resources and equipment (i.e., portable toilets, light towers, generators, other supplies and equipment)
- ☐ Ensure that ESF 1 team members, their agencies, or other tasked organizations, maintain appropriate records of time and costs incurred during the event.

Recovery Operations

Here is how the recovery operations will be managed.

This section involves the transportation related actions needed to help individuals and communities return to normal as soon as possible. Typical Recovery Actions include:

- ☐ Continue to coordinate the transportation of equipment, supplies and people.

- ☐ Continue to perform tasks necessary to expedite restoration and recovery of transportation infrastructure.
- ☐ Assist with long term recovery needs
- ☐ Plan for the transition of operations back to normal
- ☐ Return borrowed or mutual aid resources and those obtained through agreement, lease, or rental when those resources are no longer required.
- ☐ Evaluate transportation group response and make necessary changes in this ESF Annex to correct shortfalls and improve future response activities.
- ☐ Participate in after action meetings and prepare after action reports as requested.
- ☐ Provide public information regarding Public / Individual Assistance Programs

Annex Maintenance

How will this ESF Annex be maintained?

Maintenance

The ESF 1 Coordinator will be responsible for the review of the Transportation Annex on an annual basis. Revisions will be made, and the updated Annex forwarded to the Emergency Management Agency.

- Dissemination of the updated Annex will be made by the Emergency management Agency following the guidelines as outlined in the Basic Plan.
- Significant operational changes in the plan resulting from exercises or actual events will be accomplished through the ESF 1 planning team.

Exercises

The Poweshiek County Emergency Management Agency Coordinator will coordinate and integrate the exercising of this Annex as a part of other ESF or Incident Specific exercises.

Authorities - References

Where did we get the information and authority to develop this Annex?

See Basic Plan