

NORTH CAROLINA EMERGENCY OPERATIONS PLAN (NCEOP)
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TRANSPORTATION (NCESF-1)
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I. INTRODUCTION

A. PURPOSE

North Carolina Emergency Support Function 1 - Transportation (NCESF-1), pursuant to the National Response Framework (NRF) and the National Incident Management System (NIMS), assists the State Emergency Response Team (SERT), upon activation of the State Emergency Operations Center (SEOC), by providing the resources (personnel, services, equipment, facilities, materials and supplies) of partner agencies necessary to support transportation systems, infrastructure and emergency transportation needs during events. The purpose of this appendix is to provide for movement of resources in support of local governmental entities, volunteer organizations and other emergency response organizations requiring transportation capacity to perform emergency assistance missions. The term “transportation systems” includes the following modes of the state’s transportation system:

- Highways and motor carrier, to include bridges;
- Mass Transit and Passenger Rail;
- Freight Rail;
- Aviation, to include passenger and cargo airports;
- Maritime, to include seaports and fresh and salt water routes;
- Pipeline Systems; and
- Postal and Shipping.

B. SCOPE

NCESF-1 is designed and structured to provide transportation emergency management and resource support to assist in domestic event and incident management. The provision of state transportation includes overall coordination of transportation assistance requests from local governments and state agencies, allocation of public and private transportation resources needed for the transportation of people, goods and services to and from the affected area, and assisting with recovery operations as necessary. Activities within the scope of NCESF-1 functions include:

- Processing and coordinating requests for transportation support;

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- Reporting damage to transportation infrastructure as a result of the incident;
- Coordinating alternate transportation services;
- Coordinating the restoration and recovery of the transportation infrastructure;
- Coordinating and conducting activities under the direct authority of NCDOT elements; and
- Coordinating and supporting the preparedness, response, recovery and mitigation activities necessary to support the state's transportation infrastructure.

II. SITUATION AND ASSUMPTIONS

A. SITUATION

A significant disaster may severely damage the transportation infrastructure. Local transportation activities may be hampered by damaged surface transportation infrastructure and disrupted communications.

B. ASSUMPTIONS

1. Many local resources may be unavailable due to the level of damage to the transportation infrastructure or insufficient to handle the situation.
2. The state will provide transportation for resources requested by local government and may be required to provide transportation assets to assist local government in evacuation of citizens.
3. Clearing of access routes may be slow. Coordination between the local government and the State Emergency Response Team (SERT) Logistics Section and the SERT Infrastructure Branch may be required to organize emergency relief.
4. Damage to the transportation infrastructure may require use of air and water transportation assets.

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III. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. LEAD STATE AGENCY

1. NC DEPARTMENT OF PUBLIC SAFETY (NCDPS)

NORTH CAROLINA EMERGENCY MANAGEMENT (NCEM)

Manage the transportation emergency support function, coordinate with supporting agencies, and prioritize the requests for transportation services in consultation with the SERT Leader and other SERT agencies.

NCEM LOGISTICS SUPPORT BRANCH

The Logistics Support Branch Manager serves as the State Transportation Coordinator. State Logistics employs a civilian transportation contractor to move most resources in response to a disaster. An NCESF-1 Transportation Cell will be established in the SEOC whenever state assets are required to assist with evacuation operations. For evacuation operations, the NCESF-1 Cell will consist of representatives from the Division of Public Transportation, Division of Public Instruction, Department of Public Safety, and a representative from the civilian charter bus company currently under state contract. The NCESF-1 Cell may also be established during other contingencies.

B. LEAD TECHNICAL AGENCY

1. NC DEPARTMENT OF TRANSPORTATION (NCDOT)

a. In response to an event or incident impacting the state, NCDOT will assign personnel to the SERT at the SEOC as part of NCESF-1. NCESF-1 is designed and structured to respond and report directly to the SERT Infrastructure, who in turn, reports to the SERT Operations Section Chief (see the North Carolina Emergency Operations Plan (NCEOP), Basic Plan, Concept of Operations). To efficiently and effectively perform the duties, responsibilities and activities reserved to NCESF-1, the primary and supporting agencies will ensure that the following are demonstrated:

- NCDOT and the fourteen (14) NCDOT Divisions will share and coordinate activities through timely and relevant situational awareness and threat information reports;

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- Meet transportation resource requests through available or obtainable resources of support function agencies, including resources that are available through mutual-aid agreements, compacts, and/or the Federal Emergency Management Agency (FEMA);
 - Identify temporary alternative transportation solutions that can be implemented when systems or infrastructure are damaged or unavailable; and
 - Evaluate damage to infrastructure and conduct impact assessment in the threatened and/or impacted area and, as appropriate, task personnel for response and recovery work.
- b. Coordinate all NCESF-1 administrative, management, planning, training, preparedness, response, recovery, and mitigation/redevelopment activities.
- c. Support the development of reports and action plans during SEOC activations.
- d. Participate in and support the development of NCESF-1 After Action Reports (AARs) following the deactivation of the event or incident by SERT.
- e. Provide all available and obtainable transportation resource support for the NCESF-1 mission to include:
- Transportation equipment and facilities lists;
 - Vehicular traffic management and control signs and devices of various types;
 - Vehicular traffic flow data and information from permanent and temporary monitoring sites;
 - Coordinating with the United States Coast Guard (USCG) to take protective measures after notification by the SEOC of marine and residential evacuation;
 - Suspend and clear all construction and maintenance zones in a timely manner in anticipation of a notice of an evacuation order or as a protective measure in forecasted impacted areas;

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- Support the activation of evacuation plan(s) in a timely manner after notice of an evacuation order;
 - Provide public transit and resources with point of contact data by city and county;
 - Provide public and private airport, airfield, heliport, seaplane base, and hospital heliport data such as location, elevation, marine navigation aids, runways, and owner-operator points of contact;
 - Provide railroad transportation systems data and points of contact;
 - Provide seaport data such as location, marine navigation aids, docking and cargo capability, and owner-operator points of contact;
 - Provide pipeline data with coordination of ESF 12, and other support agencies;
 - Provide the SERT, including deployed personnel, maps for all modes of transportation;
 - Identify temporary alternative transportation solutions that have been implemented when systems or infrastructure are damaged or unavailable and update as system is restored;
 - Provide staffing and resources necessary to conduct impact assessment of the impacted area, and;
 - Provide multi-modal transportation engineering, technical, and specialty support and coordination.
- f. Participate in the review and revision of the NCESF-1 Appendix to the NCEOP, related SERT Standard Operating Guidelines (SOGs) and NCESF-1 documents and materials.

C. SUPPORTING STATE AGENCIES

1. NC DEPARTMENT OF PUBLIC INSTRUCTION (NCDPI)

- a. Liaison between public and private transport assets to coordinate support for evacuation and re-entry.

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- b. Coordinate with county school systems to provide buses for evacuation.

2. NC DEPARTMENT OF PUBLIC SAFETY (NCDPS)

NCEM CIVIL AIR PATROL (CAP)

- a. Provide ground support.
- b. Provide POD Teams.
- c. Provide transportation for evacuees as needed.

NORTH CAROLINA NATIONAL GUARD (NCNG)

- a. Provide ground transportation and logistical support as directed. (NCNG will not be a primary source for routine transportation requirements).

3. NC DEPARTMENT OF ADULT CORRECTION (NCDAC)

- a. Provide transportation to support evacuation missions, equipment, uniformed personnel and related services for the support of law enforcement personnel as may be directed.
- b. Provide transportation for the evacuation of offenders and other affected department personnel.
- c. Provide trucks and drivers as well as provisions (blankets, pillows, etc.) from Correction Enterprise Warehouses.

4. NC DEPARTMENT OF ADMINISTRATION (NCDOA)

MOTOR FLEET MANAGEMENT

- a. Operate motor pools in support of disaster locations as may be requested by the SERT.

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**5. NC DEPARTMENT OF AGRICULTURE AND CONSUMER SERVICES
(NCDA&CS)**

NORTH CAROLINA FOREST SERVICE (NCFS)

- a. Transport emergency food supplies through food distribution and state farms operations from NCDA&CS owned warehouses or other sources to distribution and/or mass feeding locations in disaster areas.
- b. Respond to requests for other available transportation assets in support of emergency/disaster requirements.

D. SUPPORTING FEDERAL AGENCIES

1. NATIONAL OCEANIC AND ATMOSPHERIC ADMINISTRATION (NOAA)

- a. Provide emergency hydrographic surveys, search and recovery, obstruction location to assist safe vessel movement, and vessel traffic rerouting in ports and waterways.
- b. Provide expertise and conducts/supports specialized salvage/wreck removal operations.
- c. Supports the United States Coast Guard (USCG) and other authorities in response to significant transportation disruption by providing expertise and conducting underwater obstruction surveys to search for dangers to navigation.
- d. Coordinates Coast Survey response activities.
- e. Coordinate with USCG Maritime Transportation System Recovery Unit (MTSRU), Port Recovery Team, Harbor Safety Committee, USCG staff, or Pilots Association.

2. U.S. DEPARTMENT OF HOMELAND SECURITY (DHS)

**CYBERSECURITY AND INFRASTRUCTURE SECURITY AGENCY
(CISA)**

In response to threats, events and incidents impacting the state, CISA will have a dedicated Protective Security Advisor (PSA) report to the SEOC to coordinate critical infrastructure impact information resulting from the incident.

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- a. The PSA provides expert knowledge of the impacted infrastructure providing vital information on interdependencies, cascading effects and damage assessments.
- b. The PSA coordinates closely with critical infrastructure owner/operators on incident impacts and makes recommendations on critical infrastructure reconstitution prioritization, re-entry and recovery efforts.
- c. The PSA will utilize the Events and Incident Tracker to track, in near real time, facilities' pre-incident and post-incident status in order to provide situational awareness to counties and the SEOC as well as CISA leadership.

3. U.S. DEPARTMENT OF TRANSPORTATION

FEDERAL HIGHWAY ADMINISTRATION (FHWA)

- a. Assign USDOT and FHWA personnel to the NCESF-1 duty roster and schedule in the SEOC and the STOC.
- b. Monitor and report the status of and damage to the transportation system and infrastructure.
- c. Assist with the identification of temporary alternative transportation solutions to be implemented when primary systems or routes are unavailable or overwhelmed.
- d. Serve as the Air Operations Liaison until a representative from the FAA is available in person to serve in this role.
- e. Coordinates federal regulatory waivers and exemptions.
- f. Serve as the ELT representative on location during evacuations and re-entries.
- g. Provide longer-term coordination of the restoration and recovery of the affected transportation systems and infrastructure if required.
- h. Work with primary and support agencies, local and state transportation departments, and industry partners to assess and report the damage to the transportation infrastructure and analyze the impact of the incident on transportation operations, nationally and regionally.

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- i. Coordinates and implements, as required, emergency-related response and recovery functions performed under USDOT and NCDOT statutory authorities. This includes management of the airspace within and surrounding the disaster impacted area, emergency highway funding for federally owned highways and highways on the Federal Aid System, hazardous material movement, and damage assessment, including safety- and security-related actions.
- j. Provides technical assistance to local, state, tribal, territorial, insular area, and Federal governmental entities in determining the most viable transportation networks to, from, and within the incident area and on availability of accessible transportation.
- k. Assists in restoring the transportation infrastructure through NCESF-1 and the Stafford Act program.
- l. Provide all available and obtainable transportation resources for the support of NCESF-1 missions. NCEM will coordinate with NCESF-1 the acquisition of transportation resources from intrastate/interstate mutual-aid and compact agreements and FEMA.

IV. CONCEPT OF OPERATIONS (CONOPS)

A. GENERAL

Local governments will use their transportation assets and resources to the extent necessary and available. If the extent of the disaster exceeds the transportation resources of the local government, state assistance will be provided upon request.

Contracted truck and charter bus transportation services, as well as state government transportation resources available to the SERT, will be used to assist local emergency operations and other state agencies in meeting the requirements of moving people, supplies and equipment. Resources will be allocated according to the following priorities: evacuation of persons from danger areas; transporting materials, equipment, and people required in support of local emergency response activities as requested through the SEOC; and maintenance of traffic movement for evacuation and reentry.

- Mission assignments for transportation support are tasked by the SERT Infrastructure Branch to NCESF-1 for action.

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- NCESF-1 communications are established, maintained and coordinated to facilitate the expeditious and accurate exchange of information necessary to conduct activities.
- All NCESFs will assist NCESF-1 by providing the following information: the availability of vehicles, vessels, and aircraft for transportation missions; availability of repair, service, refueling, parking, storage, and staging facilities, equipment, and personnel for all modes of transportation; availability of vehicular traffic management and control signs and devices for transportation missions; and, any known vehicular traffic flow information, highway, road, and street closure or obstruction information, and the availability of any transportation related engineering, technical, and specialty support or assistance.
- NCESF-1 receipt and reporting of assessment and status information is coordinated with other NCESFs, NCDOT, NCDOT Divisions and other SERT partners as required.
- NCESF-1 provides a structure for managing and coordinating the complex operations of the transportation system. This includes:
 - Coordination of evacuation and re-entry efforts;
 - Coordination of resource deployment into and out of the event or incident area;
 - Coordination of transportation recovery, restoration, safety and security;
 - Coordination of maintenance efforts; and
 - Coordination of the movement, or restricting the movement, of individuals, personnel and goods as necessary.
- NCESF-1 resources are provided through the SEOC when activated, or coordinated through NCDOT.
- NCESF-1 may obtain resources through member agency contractors, vendors, and suppliers. Resources may also be obtained from local, state, regional, national, and public and private associations or groups.
- NCESF-1 resources may be used to:
 - Provide transportation support to other ESFs;

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- Provide information and support to entities conducting evacuation and re-entry efforts;
- Monitor, control, and coordinate all modes of transportation;
- Provide infrastructure status reports for all modes of transportation;
- Provide multi-modal logistical support for the transportation of evacuees, responders, resources and survivors returning to impacted areas;
- Identify temporary alternative transportation solutions that can be implemented when systems or infrastructure are damaged or unavailable, to include the identification of alternative routes;
- Provide transportation maps, charts and electronic geospatial information;
- Identify, assess, and prioritize repairs of damage sustained to the multi-modal transportation infrastructure;
- Prioritize and initiate emergency work to clear debris and obstructions from, and make emergency repairs to, the multi-modal transportation infrastructure;
- Facilitate and coordinate the Overweight and Over Dimensional expedited permitting process; and
- Facilitate and coordinate the provisions for extended hours of operation for commercial operators for materials necessary to respond to the event or incident.

B. NOTIFICATION

NCESF-1 will utilize the following notification processes during SEOC activations:

1. The State 24-Hour Watch will notify the SERT when a threat, event or incident that will potentially impact the state is occurring or has occurred;
2. SERT Infrastructure will notify designated NCESF-1 personnel to report to the SEOC, as directed by the SERT Leader and upon notification by the 24-Hour Watch;
3. As warranted by the scope of the impending event or incident, NCDOT will notify the appropriate supporting agencies and request necessary support;

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4. The supporting agencies designated to report to the SEOC will notify their respective agencies and emergency management partners;
5. The designated supporting agencies will respond to the NCDOT Duty Officer's request, report to the SEOC and ensure the necessary staffing for the remainder of the activation; and
6. The SERT Leader through the SERT Infrastructure will notify designated NCESF-1 personnel to end operations at the SEOC, as directed and upon notification of the deactivation of the SEOC.

C. RESPONSE ACTIONS

1. INITIAL

Immediately upon notification of a threat, event, or incident, consideration is given by NCESF-1 toward:

- a. Providing appropriate representation at the State Emergency Operations Center (SEOC);
- b. Attend and participate in NCESF-1 conference calls, webinars, meetings, conferences, training sessions, and exercises;
- c. Develop and maintain manual and automated templates, documents and listings for the following:
 - Agency emergency points of contact and Subject Matter Experts (SME) that are assigned or otherwise available to NCESF-1;
 - Points of contact for agency, contractor and vendor obtainable transportation resources;
 - Websites and other electronic resources identified to assist all supporting agencies; and
 - SEOC briefings, reports, and/or action plans.
- d. Participate in the SERT Evacuation conference calls;
- e. Providing appropriate representation at the NCDOT State Transportation Operations Center (STOC);
- f. Initiating situation reporting to NCESF-1 agencies and the SERT;

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- g. Implementing plans to ensure adequate staff and administrative support;
- h. Implementing protective measures to manage and contain the event or incident to lessen potential impact regarding life safety, preservation of property and the environment, and mitigation against further damage;
- i. Support requests and directives leading to, and resulting from, Presidential and Gubernatorial Executive Orders and Declarations and requests for federal assistance;
- j. Evaluate and task multi-modal transportation requests to the appropriate supporting agency;
- k. Anticipate, evaluate, and respond to all requests for assistance pursuant to established procedures; and
- l. Identify temporary alternative transportation solutions that can be implemented when systems or infrastructure are damaged or unavailable.

2. CONTINUING

Upon an activation of the SERT, consideration is given by NCESF-1 toward:

- a. Coordination of the acquisition of transportation services to fulfill 1) informational, 2) mission related, and 3) financial and administrative assignments in support of the SERT and all ESFs when required;
- b. Coordination of support to the appropriate state, local, and tribal entities regarding the movement of people and goods to, from, and within the impacted area(s), and provides information regarding issues such as movement restrictions, critical facilities closures, and evacuations;
- c. Coordination of the administrative support of individuals involved in regional emergency transportation operations and for managing all financial transactions undertaken through mission assignments to NCESF-1;

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- d. Coordination of appropriate regional/district operating administrations on the implementation of specific NCDOT statutory authorities providing immediate assistance, such as air traffic control, long-term recovery of the transportation infrastructure, and any authorized mitigation efforts to lessen the effects of future incidents;
- e. Providing information (including situational awareness maps for all modes of transportation) to be included in briefings, reports, and/or action plans;
- f. Coordinating with NCESF-1 counterparts in the threatened or impacted county(s) according to established procedures;
- g. Maintain records of work schedules and costs incurred by NCESF-1 agencies during an event; and
- h. As the situation develops, begin pre-planning for recovery actions.

D. RECOVERY ACTIONS

1. INITIAL

Upon transition from response to recovery, consideration is given by NCESF-1 toward:

- a. Assign and schedule appropriate recovery personnel to cover an activation of the SEOC, as needed, throughout the recovery phase;
- b. Plan, prepare for and assist with the movement of emergency relief personnel and commodities;
- c. Evaluate and task the transportation support requests for impacted areas;
- d. Anticipate, evaluate, and respond to all requests for Temporary Flight Restrictions according to established procedures;
- e. Support the establishment of staging areas, distribution sites, a JFO, JIC, the deployment of strike teams, mutual aid teams, and other local, state, and federal recovery facilities and emergency workers in the impacted area;
- f. Coordinate with Federal NCESF-1 personnel; and
- g. Maintain records of work schedules and costs incurred by NCESF-1 agencies during an event.

2. CONTINUING

- a. Monitor the status of seaports, airports, navigable waterways, and railway systems.
- b. Seek information concerning the projected date the SEOC will deactivate.

V. DIRECTION, CONTROL AND COORDINATION

A. LOCAL

Local governments have transportation assets that are used to support normal functions within the community and which may also be used during emergencies. These include administrative and utility vehicles (sedans, pickups, dump trucks), special purposes vehicles (water tankers, tractor-trailers), local school activity buses and public-school buses (as prearranged between local government and local school boards).

NCESF-1 primary and supporting agency resources will coordinate with and assist the SERT in Field Operations efforts if necessary. Examples of the types of field operations teams that may be deployed are listed below:

- Incident Management Team (IMT);
- Joint Information Center (JIC);
- Logistical Staging Areas (LSA);
- Preliminary Damage Assessment Team;
- Damage Assessment Team;
- Joint Field Office (JFO);
- Local (regional/district or county) EOC liaison; and
- Interstate (Emergency Management Assistance Compact [EMAC]) mutual aid assistance.

B. STATE

As a part of the SERT, NCESF-1 may be needed to operate at several facilities or participate on several emergency management teams simultaneously. NCESF-1 may be represented and participate at the SEOC and their respective agency EOCs to manage the different roles and

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functions necessary to successfully (efficiently and effectively) accomplish all mission assignments. The Logistics Support Branch Manager, as the State Transportation Coordinator, will provide transportation support as requests for assistance come through the SEOC. Most state requirements will be handled using contract transportation assets. If additional assets are required, or when it is prudent to use state agency assets for transportation requirements, the State Transportation Coordinator will coordinate directly with these support agencies. If significant assets are required from state agencies, the NCESF-1 Cell will be established.

C. FEDERAL

The U.S. Department of Transportation is responsible for coordinating federal emergency transportation assistance to affected state and local governmental entities. If the transportation demands exceed the resources of North Carolina agencies, federal transportation resources will be requested. U.S. DOT is also responsible for coordinating transportation assistance for federal agencies with disaster mission assignments that lack sufficient transportation capabilities necessary to perform their emergency missions. The federal government maintains a contract with a civilian transportation company to handle most requirements.