

**TRANSPORTATION (ESF-1)**

2025

**I. INTRODUCTION****A. PURPOSE**

The Transportation Emergency Support Function (ESF-1) provides the basis for coordination with the state and local governmental entities as well as other emergency response organizations for resources to support transportation systems and emergency transportation needs during events. Upon activation of the State Emergency Operations Center (State EOC), North Carolina Emergency Management (NCEM) will coordinate with the NC Department of Transportation (NCDOT) and other agencies as required to provide the resources (personnel, services, equipment, facilities, materials, and supplies) needed to perform emergency assistance missions. The term “transportation systems” includes the following modes of transportation:

- Highways and motor carrier, to include bridges;
- Mass Transit, to include passenger rail, and ferries;
- Freight rail;
- Aviation, to include passenger and cargo airports; and
- Maritime, to include seaports and fresh and saltwater routes.

**B. SCOPE**

ESF-1 is designed and structured to provide transportation emergency management and resource support to assist in 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 ESF-1 functions include:

- Processing and coordinating requests for transportation support;
- 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

## **TRANSPORTATION (ESF-1)**

2025

- Coordinating and supporting the preparedness, response, recovery and mitigation activities necessary to support the state's transportation infrastructure.

### **II. SITUATION AND ASSUMPTIONS**

#### **A. SITUATION**

An incident may severely damage the transportation infrastructure, impacting roads, bridges and railways. This may impact emergency response efforts and hinder local transportation activities, leading to delays, reduced accessibility, and increased congestion.

#### **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, the NCEM Logistics Section and the NCEM Infrastructure Branch may be required to organize emergency relief.
4. Damage to the transportation infrastructure may require use of air and water transportation assets.

### **III. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES**

#### **A. LEAD STATE AGENCY**

##### **1. NC DEPARTMENT OF PUBLIC SAFETY (NCDPS)**

##### **NORTH CAROLINA EMERGENCY MANAGEMENT (NCEM)**

- a. Serve as lead agency to coordinate ESF-1 response including coordination with supporting agencies and prioritization of the requests for transportation services and resources in consultation with the SERT Leader and other SERT agencies.

## **TRANSPORTATION (ESF-1)**

2025

### **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 State EOC as part of ESF-1. NCDOT will coordinate all ESF-1 administrative, management, planning, training, preparedness, response, recovery, and mitigation/redevelopment activities for state-maintained roads.
- b. NCDOT will develop reports and action plans during State EOC activations and will participate in and support the development of ESF-1 After Action Reports (AARs) following the deactivation of the event or incident by SERT.
- c. NCDOT will provide all available and obtainable transportation resource support for the ESF-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;
  - Coordinate with the United States Coast Guard (USCG) to take protective measures;
  - Suspend and clear all construction and maintenance zones in a timely manner;
  - 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;

## TRANSPORTATION (ESF-1)

2025

- 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.

### DIVISION OF HIGHWAYS

- a. Build and maintain state-owned bridges and highways. Responds and evaluates the size and scale of issues, establishes traffic control and safety measures, and addresses problems as they arise. Temporary lane or road closures may be implemented, barricades and detours are set up as needed, and repairs are scheduled to reopen roads to traffic.
- b. NCDOT only completes operations on state-maintained roads and does not have statutory authority to act beyond the right of way.
- c. The Division of Highways handles debris removal and road damage caused by events. The department responds to debris-related issues by conducting cut-and shove or debris removal operations.
- d. If a state-maintained road is flooded, debris-covered, or damaged, the local DOT office is notified to address the situation. Requests for temporary traffic control devices as available to be deployed on state-maintained roads and bridges. These requests are directed to the Department of Highways SERT representative or otherwise designated POC.
- e. Monitors roadways across North Carolina, dispatches Incident Management Assistance Patrol (IMAP) to assist stranded motorists or provide incident scene management, determines speeds, manages message boards, and provides alternative routes, if needed.

NORTH CAROLINA EMERGENCY OPERATIONS PLAN (NCEOP)

ANNEX A | APPENDIX 3 | TAB A

**TRANSPORTATION (ESF-1)**

2025

- f. If necessary, post-storm, the STOC will activate a designated routing room to provide real-time routing information to emergency responders attempting to reenter the impacted area.

**FERRY DIVISION**

- a. Support coastal emergencies by moving people out of harm's way in advance of hurricanes.
- b. Assist NCDOT and the Emergency Ferry Service in the mitigating of road impacts and highway closures.
- c. Transport resources (equipment, supplies, and personnel) as requested by NCEM or local emergency managers.

**RAIL DIVISION**

- a. Moves people and goods on North Carolina's railroads through passenger and freight service.

**AVIATION DIVISION**

- a. Coordinate passenger, cargo, and unmanned aircraft systems.

**INTEGRATED MOBILITY DIVISION**

- a. Administer state and federal funds for public transportation, bicycle, and pedestrian programs.

**C. SUPPORTING STATE AGENCIES**

**1. NC DEPARTMENT OF PUBLIC SAFETY (NCDPS)**

**NORTH CAROLINA NATIONAL GUARD (NCNG)**

- a. Provide military support to civil authorities including transportation, aviation, and trained personnel for traffic control.
- b. Provide military forces to assist local law enforcement in the emergency area for security, control of entrance to and exit from disaster area, and protection of people and crowd control.

NORTH CAROLINA EMERGENCY OPERATIONS PLAN (NCEOP)

ANNEX A | APPENDIX 3 | TAB A

**TRANSPORTATION (ESF-1)**

2025

**2. NC STATE HIGHWAY PATROL (NCSHP)**

- a. Provide uniform personnel for highway law enforcement, traffic control, security, public disturbance, and riot response.

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

**NORTH CAROLINA FOREST SERVICE (NCFS)**

- a. Provide equipment and personnel for road clearing of debris or earth. This is from road shoulder to road shoulder only and does not include rights of way.

**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. Support the 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. Coordinate 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 State EOC to coordinate critical infrastructure impact information resulting from the incident.

- 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 State EOC as well as CISA leadership.

**U.S. COAST GUARD**

The U.S. Coast Guard provides port conditions indicating the level of threat and the actions required by port users based on weather characteristics:

- a. Whiskey: Set when gale force winds are expected to arrive at the port within 72 hours. Port remains open to all commercial traffic, but oceangoing ships and barges must report their intention to remain in port or depart. If they are departing, they must do so within 12 hours of gale-force winds.
- b. X-Ray: Gale force winds are expected within 48 hours. The rules are similar to port condition Whiskey.
- c. Yankee: Gale force winds predicted within 24 hours. Vessels seeking to depart must arrange immediate departure. Cargo operations must cease with 18 kilometer per hour (kph) winds. Transfer hoses must be disconnected with 22 kph winds. Ships seeking to arrive in port should seek an alternate destination.

## **TRANSPORTATION (ESF-1)**

2025

- d. Zulu: Gale force winds within 12 hours. The port is closed.

### **3. U.S. DEPARTMENT OF TRANSPORTATION**

#### **FEDERAL HIGHWAY ADMINISTRATION (FHWA)**

- a. Assign USDOT and FHWA personnel to the ESF-1 duty roster and schedule in the State EOC 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. Coordinate federal regulatory waivers and exemptions.
- f. Serve as the Evacuation Liaison Team (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.
- i. Coordinate and implement, 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.

# NORTH CAROLINA EMERGENCY OPERATIONS PLAN (NCEOP)

## ANNEX A | APPENDIX 3 | TAB A

### TRANSPORTATION (ESF-1)

2025

- j. Provide 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. Assist in restoring the transportation infrastructure through ESF-1 and the Stafford Act program.
- l. Provide all available and obtainable transportation resources for the support of ESF-1 missions. NCEM will coordinate with ESF-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.

To efficiently and effectively perform the duties, responsibilities and activities reserved to ESF-1, the primary and supporting agencies will ensure that activities are shared and coordinated through timely and relevant situational awareness reports. Transportation solutions may be implemented when systems or infrastructure are damaged or unavailable. Impact assessments will be conducted to evaluate damage to infrastructure and personnel will be tasked for response and recovery work.

ESF-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. Mission assignments for transportation support are tasked by the SERT Infrastructure Branch to ESF-1 for action. ESF-1 communications are established, maintained and coordinated to facilitate the expeditious and accurate exchange of information necessary to conduct activities. All ESFs will assist ESF-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

**TRANSPORTATION (ESF-1)**

2025

closure or obstruction information, and the availability of any transportation related engineering, technical, and specialty support or assistance.

ESF-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 incident area;
- Coordination of transportation recovery, restoration, safety and security;
- Coordination of maintenance efforts;
- Coordination of the movement, or restricting the movement, of individuals, personnel and goods as necessary;
- Providing transportation support to other ESFs;
- Monitoring, controlling, and coordinating all modes of transportation;
- Providing infrastructure status reports for all modes of transportation;
- Providing multi-modal logistical support for the transportation of evacuees, responders, resources and survivors returning to impacted areas;
- Identifying temporary alternative transportation solutions that can be implemented when systems or infrastructure are damaged or unavailable, to include the identification of alternative routes;
- Providing transportation maps, charts and electronic geospatial information;
- Identifying, assessing, and prioritizing repairs of damage sustained to the multi-modal transportation infrastructure;
- Prioritizing and initiating emergency work to clear debris and obstructions from, and make emergency repairs to, the multi-modal transportation infrastructure;
- Facilitating and coordinating the Overweight and Over Dimensional expedited permitting process; and
- Facilitating and coordinating the provisions for extended hours of operation for commercial operators for materials necessary to respond to the event or incident.

## **TRANSPORTATION (ESF-1)**

2025

### **B. NOTIFICATION**

ESF-1 will utilize the following notification processes during State EOC activations:

1. SERT Infrastructure Branch will notify designated ESF-1 personnel to report to the State EOC, as directed by the SERT Leader.
2. As warranted by the scope of the impending event or incident, NCDOT will notify the appropriate supporting modes and divisions to request necessary support.
3. The supporting agencies designated to report to the State EOC will notify their respective agencies and emergency management partners.

### **C. RESPONSE ACTIONS**

#### **1. INITIAL**

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

- a. Providing appropriate representation at the State EOC;
- b. Attending and participating in ESF-1 conference calls, webinars, meetings, conferences, training sessions, and exercises;
- c. Participating in the SERT Evacuation conference calls;
- d. Providing appropriate representation at the NCDOT STOC;
- e. Initiating situation reporting;
- f. Implementing plans to ensure adequate staff and administrative support;
- g. 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;
- h. Evaluate and task multi-modal transportation requests to the appropriate supporting agency; and

## TRANSPORTATION (ESF-1)

2025

- i. Identify temporary alternative transportation solutions that can be implemented when systems or infrastructure are damaged or unavailable.

## 2. CONTINUING

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

- a. Coordination of the acquisition of transportation services to fulfill informational, mission related, and 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 ESF-1;
- 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 ESF-1 counterparts in the threatened or impacted county(s) according to established procedures;
- g. Maintaining records of work schedules and costs incurred by ESF-1 agencies during an event;
- h. Evaluate and task the transportation support requests for impacted areas;
- i. Anticipate, evaluate, and respond to all requests for Temporary Flight Restrictions (TFR) according to established procedures;

NORTH CAROLINA EMERGENCY OPERATIONS PLAN (NCEOP)

ANNEX A | APPENDIX 3 | TAB A

**TRANSPORTATION (ESF-1)**

2025

- j. Monitor the status of seaports, airports, navigable waterways, and railway systems.

**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. ESF-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, ESF-1 may be required to operate at several facilities or participate on several incident management teams simultaneously. ESF-1 may be represented and participate at the State EOC and their respective agency EOCs to manage the various roles, functions and resources necessary to efficiently and effectively accomplish all mission assignments.

**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 may 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.