



This document outlines the planning and organizational responsibilities of the Transportation (ESF #1) coordinating agencies for the Yolo Operational Area

# Yolo Operational Area Transportation Executive Summary

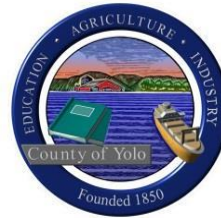
Emergency Support Function  
#1 - Annex to local Emergency  
Operations Plans

Version 1.0

December 2018

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## PARTICIPATING AGENCIES



## HANDLING INSTRUCTIONS

1. The title of this document is the *Yolo County Transportation (ESF #1) Annex Executive Summary*
2. The information gathered herein is to be used for training and reference purposes within the Yolo Operational Area. Reproduction of this document, in whole or in part, without prior approval from the Yolo County Office of Emergency Services is prohibited.
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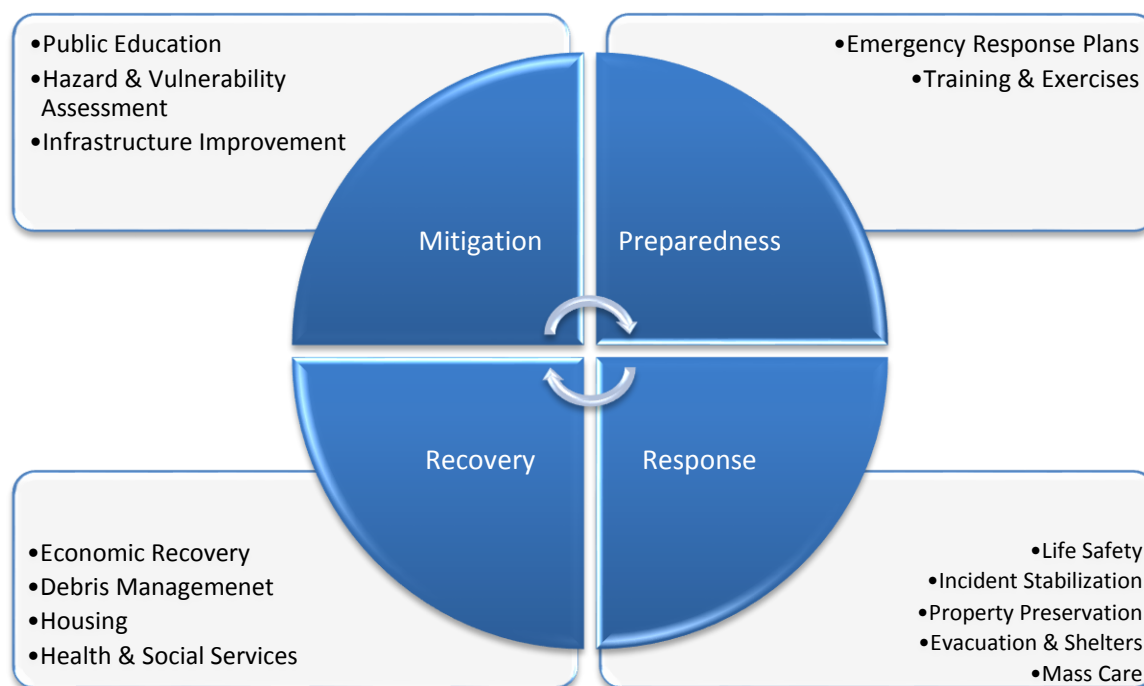
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## INTRODUCTION

### OVERVIEW

The Yolo County Operational Area is faced with a number of hazards that may cause disruption to its transportation systems including its roads, rail lines, airports, and port. The *Yolo Operational Area Transportation Emergency Support Function (ESF #1)* represents an alliance of discipline-specific stakeholders who possess common interests and share a level of responsibility to provide emergency management related services regarding transportation and includes a broad array of local, state, tribal and federal governmental entities; non-governmental and community-based organizations (NGO/CBOs); and the private transportation sector. In addition, ESF #1 brings together these stakeholders before, during and after emergencies to develop systems and processes that support effective emergency management in the Yolo Operational Area. The ESF#1 stakeholders will work together within their statutory and regulatory authorities to effectively and efficiently coordinate during all four phases of emergency management.



The *Yolo County Transportation (ESF #1)* is an annex to the County of Yolo Emergency Operations Plan (EOP), City of Davis EOP, City of West Sacramento EOP, City of Winters EOP, City of Woodland EOP, and the Yocha Dehe Wintun Nation EOP. The development of ESF #1 will be a continuous process that will take time, resources and consensus building. Plans within the annex will be maintained to reflect inclusion of additional stakeholders, the expansion of resources and capabilities, or the revision of policies and procedures.

### PURPOSE

The purpose of ESF #1 is to encourage collaboration and coordination among transportation agencies, providers and stakeholders that have the legal authorities, resources and capabilities to

support local jurisdictions during emergencies that affect transportation services. This support is necessary to maintain the safety and security of the County’s transportation system and infrastructure, and by so doing save lives, protect health and safety, and preserve the environment as part of a coordinated response. The plans and systems that make-up the ESF #1 Annex may be activated in whole or in part as described in response to a request for support. A Yolo County response may also be carried out under other key response authorities identified in plans identified in this Executive Summary.



## SCOPE

The scope of ESF #1 includes the appropriate actions to prepare for and respond to a threat to the County’s transportation system and infrastructure caused by an emergency or disaster and are detailed below. The plans and actions that make up this annex will require coordination among multiple Emergency Support Functions.

- Provides an overview of the transportation system in Yolo County
- Identifies the legal basis for the ESF #1 Annex and the emergency management activities of ESF #1 stakeholders
- Identifies the ESF # 1 mission, scope, goals, and stakeholder community
- Identifies the organizational structure and governance system for ESF #1 development, implementation and maintenance
- Provides an overview of activities that support the four phases of emergency management

During an emergency response, county departments and agencies retain their respective administrative authorities, but coordinate within the ESF #1 structure in order to uphold the mission of protecting life, property and the environment. ESF #1 stakeholders are involved in a wide spectrum of activities involving the synchronization and harmonization of activities among the transportation stakeholders as identified in the table below.



## GOALS

This section identifies the goals for the Transportation planning group to support the further development and ongoing maintenance of emergency support ESF #1 over the coming years.

- Prepare for and prevent, cohesively respond to, and effectively mitigate and recover from the effects of an emergency to the Transportation system in Yolo County.
- Integrate and standardize ESF #1 emergency management activities within SEMS/NIMS.
- Proactively develop and support mutual aid and other forms of assistance.
- Implement improvements to the Operational Area's Transportation system response capabilities.
- Identify, coordinate, and engage the Operational Area's emergency ESF #1 stakeholders.
- Train and exercise the activities of ESF #1.
- Provide input and planning assistance for any Hazard specific annexes developed which contain Transportation elements.

## ANNEX MAINTENANCE AND ADMINISTRATION

Various members are responsible for the on-going maintenance and administration of ESF #1 plans, Field Operations Guides, Standard Operating Procedures, resource directories, exercises, etc., these are outlined in [Appendix B](#).

## STAKEHOLDERS

During non-emergency transportation operations, the responsibilities and authorities of ESF #1 reside within a mix of local, state, and federal agencies within Yolo County. Transportation operations during an emergency response involve the coordination between the local governments that need assistance, the state and federal resources that can be activated. Local transportation policies and plans are used to manage transportation systems and prioritize the movement of relief personnel and supplies during emergencies within a multimodal transportation system.

ESF #1 activities support the coordination of transportation across various modes, including surface, maritime, railroad, and aviation. The ESF #1 lead agencies provides expertise primarily for surface transportation, and has identified stakeholders from primary and supporting agencies to take the coordination lead for other modes of transportation.

### LEAD COORDINATORS

For the development of the Operational Area level a lead agency has been designated based upon authorities and responsibilities. The lead agency is responsible to facilitate the development, maintenance, and implementation of ESF #1, with input and assistance from the stakeholders. For the purposes of ESF #1, the lead agencies are **Yolo County Department of Public Works and Engineering and Yolo County Transportation District**, and the overall ESF #1 is coordinated by a working group that consists of 8-10 members. The ESF #1 Working Group is co-led by **Public Works and Engineering and Yolo County Transportation District** and has the following responsibilities within the coordination structure:

- Providing support for the continuing development and ongoing maintenance of ESF #1
- Overseeing the functioning of ESF #1
- Reviewing, coordinating, and making final recommendations regarding unresolved issues on guidance, training, and compliance.

The Emergency Support Function Coordinator, designated by the Yolo County Community Services Director, facilitates consistency among stakeholders and can provide general information regarding the breadth of capabilities among ESF #1 stakeholders. During an emergency response, the Coordinator can serve as an information “broker” between the stakeholders and the Emergency Operations Center. The Coordinator provides information regarding the capabilities and activities of primary and supporting agencies and helps direct questions and issues to the appropriate agency.

As the owner operator of the County road system, has responsibility to repair, maintain and operate the road system during, and following emergencies and disasters.

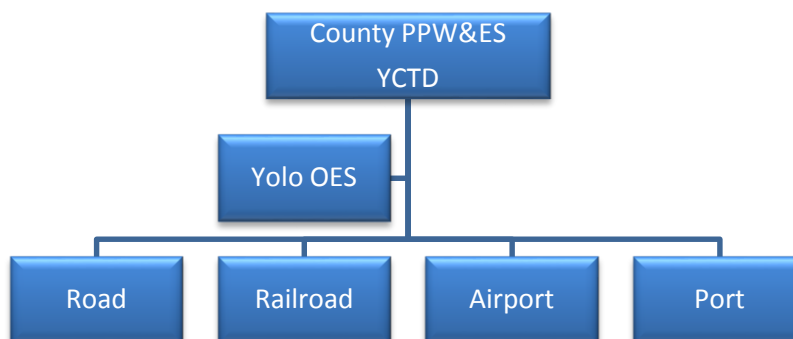
- Provide assessments of transportation infrastructure and traffic conditions (right of way)
- Assess damage to road system and establish route priorities during recovery efforts
- Operate as liaison with local governments, CalTrans and the Federal Highway Administration (FHA) regarding the status of the road system
- Provide transportation policies and guidance as needed
- Coordinate plans, procedures and preparations for route recovery, traffic regulation
- Develop routing and directions for the County EOC as requested.

## SUPPORTING AGENCIES AND DEPARTMENTS

Other agencies and departments that play roles in both regulatory and response operations assist in the development of ESF #1. These supporting stakeholders have responsibilities in assisting the coordination of all phases of emergency management. Local, state, and federal resources provide key support to ESF #1. The specific responsibilities of supporting agencies may be articulated within the agencies’ administrative orders, agency plans, documents, or Standard Operating Procedures (SOPs).

Department/Agency	Division/Group	Responsibility
Public Works Departments Yolo County Transportation District		Manages local road infrastructure and handles road closures.
	YoloBus	Administers intercity bus service throughout the Yolo Operational Area.
Yolo County Administration Office	Operational Area Office of Emergency (OES) Services	Function #1 Executive Summary maintenance & updates. Serves as the primary coordinating agency for Operational Area Emergency Management. Assists in obtaining a local emergency proclamation.
Yolo County Administration Office	Yolo County Airport	Oversees Yolo County Airport operations.
CalTrans		Manages state and federal highway infrastructure.
United States Department of Transportation	Federal Highway Administration	Provides stewardship over the maintenance of federal road infrastructure.
U.C. Davis	Unitrans	Provides bus service to U.C. Davis and adjoining areas of Davis.
Davis Flight Support Woodland Watts Airport	University Airport	Oversees University Airport operations
United States Department of Transportation		Privately owned public use airport.
Union Pacific Railroad	Federal Aviation Administration	Governs civil aviation.
AMTRAK		Oversees the maintenance and operations of all railroad infrastructure, including for the California Northern Railroad, the Sierra Northern Railway, and AMTRAK.
		Operates passenger rail service, maintains rail station in Davis.
California Northern Railroad		Operates freight rail service.
Sierra Northern Railway		Operates freight rail service as well as passenger rail service via the Sacramento River Train.
City of West Sacramento – City Manager’s Office	Port of West Sacramento	Manages port operations.
United States Department of Homeland Security	United States Coast Guard	Provides navigational assistance for Port of West Sacramento traffic.
S.S.A Marine		Manages independent marine terminal at the Port of West Sacramento.

California Public Utilities Commission United States Department of Transportation California State Parks		Regulates rail safety and administers safety oversight and enforcement of passenger carriers.
	Federal Transit Administration	Oversee safety measures for public transit systems.
	Boating and Waterways	Oversees recreational boating.



### STATE AGENCIES

The role of the State Agencies will be dependent upon the specific nature of the emergency including the scope of the response and recovery activities, and whether the incident affects the inland or coastal zone, on state streets, highways, or state-owned buildings or grounds. Supporting State Agencies are those who can provide technical, policy, and subject matter expertise, and are generally requested by stakeholder agencies or the Lead Coordinator(s) during an incident. Two State Agencies pre-identified as necessary coordinating agencies include CalTrans and the University of California, who maintains the University Airport in Davis. The California Public Utilities Commission (CPUC) regulates rail safety in California, including freight and passenger trains, in cooperation with the Federal Transit Administration. This includes rail crossing safety. The California State Parks Division of Boating and Waterways is responsible for overseeing recreation boating throughout the state, including assistance with environmental regulations and law enforcement concerning boating operations.

### FEDERAL AGENCIES

The National Response Framework (NRF) organizes federal resources and capabilities under 15 Emergency Support Functions (ESF). ESFs have been developed and organized for the purpose of providing federally controlled resources to state and federal agencies during the response and recovery phases of a disaster or large scale emergency. Some of the following stakeholders work closely with ESF #1 on a regular basis and include the Federal Highway Administration, the Federal Aviation Administration, the Federal Transit Administration, and the U.S. Coast Guard.

### PRIVATE AGENCIES

Private agencies own and maintain several different pieces of transportation infrastructure in Yolo County, including the entire rail network as well as marine terminal at the Port of West Sacramento. In addition, the Woodland Watts Airport is a privately owned public use airport that services the County. The interplay of ESF #1 and the transportation public and private sector stakeholders is a vital part of including whole community concepts into an all phases of emergency management.

### **PORT OF WEST SACRAMENTO**

The inland Port of West Sacramento is situated at the heart of the Sacramento metropolitan area and centered in one of the richest agricultural regions in the world. The Port opened in 1963, primarily to serve the Northern California rice industry, and is capable of handling an array of cargo commodities through its facilities. The Port is located 79 nautical miles from San Francisco with direct access to Suisun Bay provided via the 40-mile Deep Water Ship Channel, which is maintained at a depth of 30 feet.

In 2006, the City of West Sacramento assumed responsibility for the Port and in 2013 the Port Commission adopted the Port Business Plan, which implemented a new landlord-lessee operating model. As of July 1, 2013, SSA Marine leases and operates the Port's North Terminal cargo facilities. The Port manages several other leases and owns over 300 acres of vacant, developable property surrounding the North Terminal.

### **UNION PACIFIC RAILROAD**

The Union Pacific Railroad is the principal operating company of Union Pacific Corporation. Union Pacific connects 23 states in the western two-thirds of the country by rail, providing a critical link in the global supply chain. The railroad's diversified business mix is classified into its Agricultural Products, Energy, and Industrial and Premium business groups. Union Pacific serves many of the fastest-growing U.S. population centers, operates from all major West Coast and Gulf Coast ports to eastern gateways, connects with Canada's rail systems and is the only railroad serving all six major Mexico gateways. Union Pacific provides value to its roughly 10,000 customers by delivering products in a safe, reliable, fuel-efficient and environmentally responsible manner. Union Pacific operates between West Sacramento and Davis in Yolo County.

### **SIERRA NORTHERN RAILWAY**

Sierra Northern operates over 100 miles of track in Mendocino county, Tuloumne and Stanislaus counties, and Yolo County. Sierra Northern provides rail shipping to all of California through interchanges BNSF and UP. The Sierra Northern Railway operates both freight and passenger trains in Yolo County. Passenger operations include the Sacramento River Train, which travels along a 17 mile stretch of track between Woodland and West Sacramento. Freight customers are served along the same stretch of track with an extension to the Port of West Sacramento, where there is a connection with the UP and BNSF railroads. Commodities include lumber, particle board, wallboard, wood chips, bulk gypsum, bulk limestone, bulk plastics, canned goods, tomato paste, frozen fruits/vegetables, chemicals, steel, grain and grain products, ethanol, and propane. With access several railyards and public warehouses, ports, and industrial complexes, Sierra Northern coordinates the storage and distribution of thousands of carloads annually.

### **CALIFORNIA NORTHERN RAILROAD**

The California Northern Railroad operates freight trains along a line between Tehama and Davis where there is a connection with the UP and BNSF railroads. The line passes through the unincorporated communities of Dunnigan, Yolo, and Zamora as well as through Woodland and Davis. Commodities includes lumber, wine, beer, food products, steel pipe, agricultural products and construction material.

### **AMTRAK**

Amtrak operates the Capital Corridor train service through Yolo County, with the only Yolo County station located in Davis. The Capitol Corridor passenger train offers 18 daily trips. Amtrak also operates the California Zephyr and the Coast Starlight, two trans-continental trains which pass through Yolo County each way once a day.

### **WOODLAND WATTS AIRPORT**

The Woodland Watts Airport is the oldest privately owned public use airport in the United States, and is located outside of Woodland. The airport does not service commercial flights.

## CONCEPT OF OPERATIONS

This section describes the ESF #1 concept of operations, which documents how the emergency function stakeholders will, through collaboration and joint activities, support each phase of emergency management.

### MITIGATION

Mitigation is the effort to reduce loss of life and property by lessening the impact of disasters. This is achieved through risk analysis, which results in information that provides a foundation for mitigation activities that reduce risk. Mitigation activities for ESF #1 include:

- Identify stakeholders and engage them in the development and maintenance of the Yolo Operational Area Multi-jurisdictional Hazard Mitigation Plan.
- Complete a vulnerability assessment and prioritize actions to reduce vulnerabilities within the scope of Yolo Operational Area Multi-jurisdictional Hazard Mitigation Plan.
- Develop strategies and processes to prevent or reduce the impact of events and reduce the need for response activities and include in the 5-year updates/revisions of the Yolo Operational Area Multi-jurisdictional Hazard Mitigation Plan.
- Collaborate to pool ESF #1 resources to prevent hazards and reduce vulnerability (leveraging funding, resources and people).
- Coordinate with the Yolo County Office of Emergency Services

### PREPAREDNESS

Preparedness is a continuous cycle of planning, organizing, training, equipping, exercising, evaluating and taking corrective action in an effort to ensure effective coordination during incident response. Preparedness Activities for ESF #1 include:



- Develop and maintain the Yolo County ESF #1 Annex, the overall Emergency Operations Plans containing a concept of operations, plans, supporting documents and agreements.
- Identify stakeholder roles, responsibilities and statutory authorities.
- Initiate and oversee pre-emergency planning and coordination activities.
- Conduct resource inventories, categorize resources, establish agreements for acquiring needed resources, manage information systems, and develop processes for mobilizing and demobilizing resources with the ESF #1 stakeholders.

- Plan for short-term and long-term emergency management and recovery operations.
- Integrate After Action Reports (AAR) and Corrective Action Planning (CAP) into the ESF #1 exercise process.
- Conduct regular ESF #1 meetings and assist with training events.
- Support coordination for incident prioritization, critical resource allocation, integration of communications systems and information coordination.
- Create an Emergency Resource Directory providing the list of ESF #1 resources necessary to support operations and begin to identify and document resource types.
- Create inventory agreements that are in place to support sharing of resources.
- Assists with the documentation of how ESF #1 members communicate during an emergency, including primary and secondary systems and system redundancy.

## RESPONSE

Response includes activities that address the direct efforts of an incident. Response includes the execution of emergency operations plans and mitigation activities outlined to limit the loss of life, personal injury, property damage and other unfavorable outcomes. Response activities for ESF#1 include:

- The ESF #1 coordinator provides subject matter recommendations and guidance involving its members.
- Coordinates assistance from support agencies and provides assistance within other EOC levels (as necessary).
- Provides guidance and recommendations in resource request processing to EOC Sections to ensure the appropriate use of resources.
- Acquires and processes discipline-specific intelligence and information.
- Identifies and documents trigger points/thresholds that may indicate a need to increase the operational mode.
- Documents how stakeholders mobilize resources to support incident response and operations. Also assists with the tracking of resources during mobilization and demobilization.
- Documents how ESF #1 organizes itself to support the emergency response within the Standardized Emergency Management System (SEMS).
- Participates in action planning, section and branch meetings scheduled during the operational period within the EOC.
- Actively coordinates with ESF #1 stakeholders at other locations on incident response activities, consistent messaging, and technical assistance.



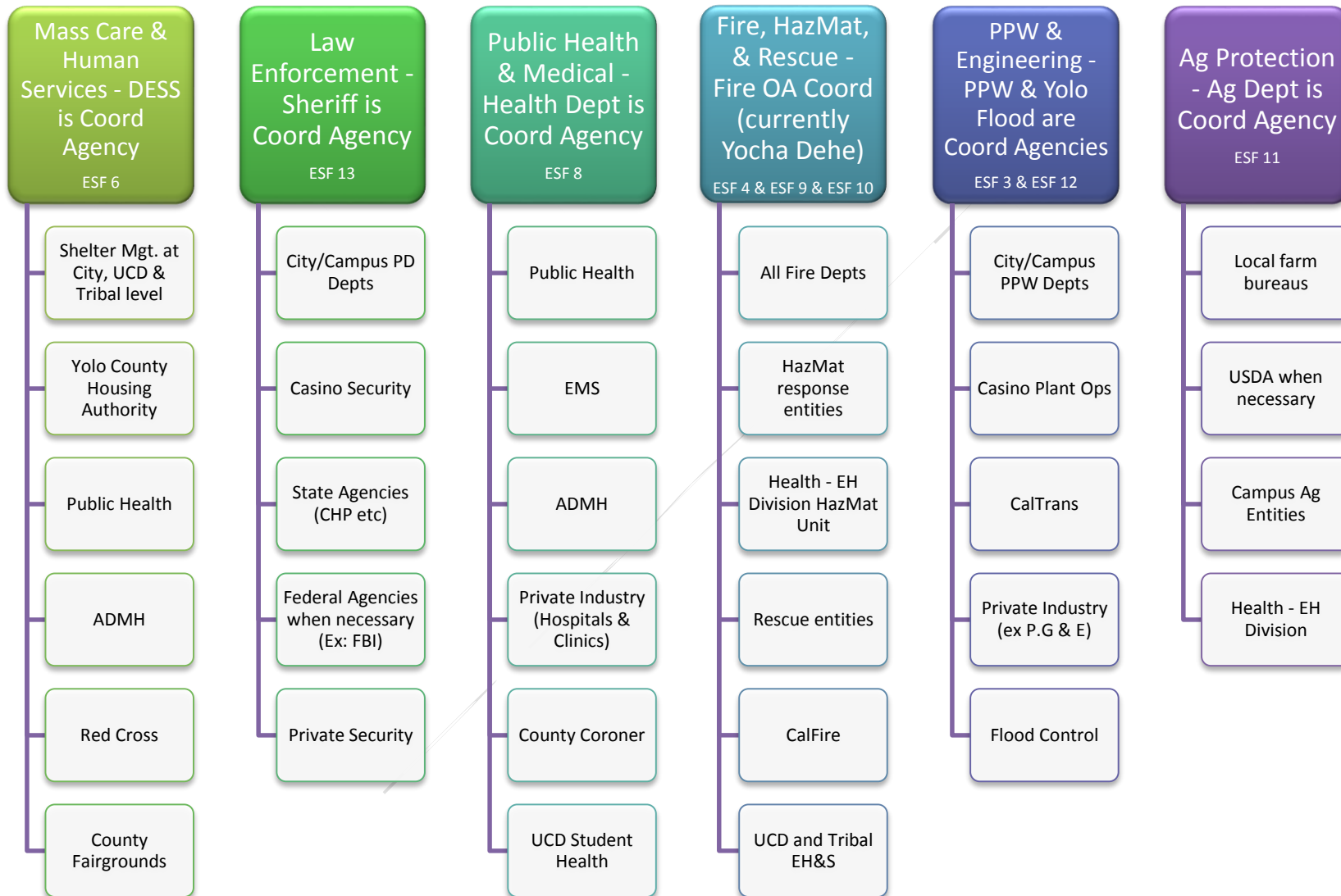
- Acts as a conduit of information from the ESF #1 stakeholders to the EOC regarding stakeholder's intelligence and resource capabilities.

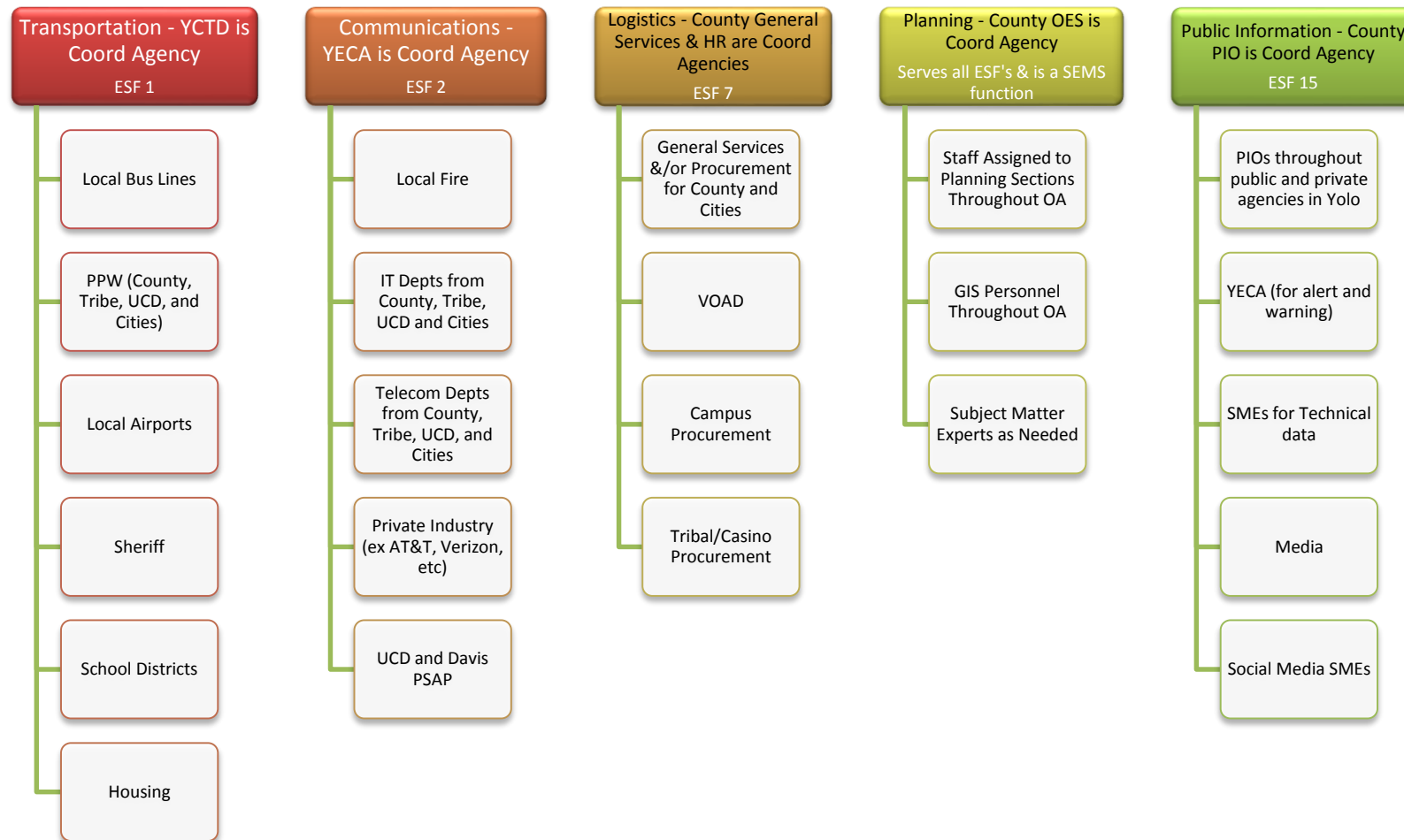
## **RECOVERY**

The aim of the recovery phase is to restore the affected area to its pre-disaster state. It differs from the response phase in its focus; recovery efforts are concerned with issues and decisions that must be made after immediate needs are addressed. Recovery activities for include:

- Supporting recovery activities with roles and responsibilities of Emergency Support Function stakeholders.
- Working with other ESF #1 stakeholders to prevent duplication of efforts.

## APPENDIX A: YOLO OPERATIONAL AREA PLANNING GROUPS





ESF5 is satisfied by OES involvement in all other ESF planning aspects & ESF 14 is satisfied by the recovery planning within each ESF.

## APPENDIX B: DOCUMENTATION MAINTENANCE RESPONSIBILITIES

Plan/Document Name	Description	Emergency Management Phases	Owner	Last Updated
<i>Yolo County General Plan – Circulation Element</i>		ALL	Yolo County Community Services Department	
<i>Airport Emergency Plan</i>			Davis Flight Support	Under development
<i>Yolo County Transportation District Short-Range Transportation Plan</i>			Yolo County Transportation District	
<i>Port of West Sacramento Business Plan</i>			City of West Sacramento	
<i>City of Davis Short Range Transit Plans</i>			Unitrans	

## APPENDIX C: ACRONYMS

AAR – After Action Report

ADMH – Alcohol Drug & Mental Health

CAP – Corrective Action Plan

DESS – Department of Employment and Social Services

EMS – Emergency Medical Services

EOC – Emergency Operations Center

EOP – Emergency Operations Plan

ESF – Emergency Support Function

NRF – National Response Framework

NIMS – National Incident Management System

OES – Office of Emergency Services

OA – Operational Area

PHEP – Public Health Emergency Preparedness

PPW&ES – Planning, Public Works & Environmental Services

SEMS – Standardized Emergency Management System

SOP – Standard Operating Procedures

UCD – University of California Davis

YDWN – Yocha Dehe Wintun Nation

YECA – Yolo Emergency Communications Agency

## APPENDIX D: VERSION HISTORY

(Note: File each revision transmittal letter behind this record page.)

Change Number	Section	Date of Change	Individual Making Change	Description of Change
0.1	All	042915	Howell Consulting	Initial draft