

# Emergency Support Function #1 (Transportation) Annex

Thurston County Comprehensive Emergency Management Plan (CEMP)



Updated April 2025

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**In Partnership With:**

Primary Agency  
Thurston County Public Works

Supporting Agencies & Organizations:

Intercity Transit  
Washington State Department of Transportation  
Amtrak

## Record of Changes

| Change # | Date of Change | Point of Contact                                              | Section(s) added, removed, or edited |
|----------|----------------|---------------------------------------------------------------|--------------------------------------|
| 25-001   | 04/2025        | Brandon Cheney,<br>Thurston County<br>Emergency<br>Management | Complete revision                    |
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# 1. Introduction

## 1.1 Purpose

This document is a supporting annex of the Thurston County Comprehensive Emergency Management Plan (*base plan*) and serves to establish policies and procedures for the effective countywide coordination of necessary transportation capabilities in the event of a human, technological or natural disaster. Primary and supporting agencies, their general responsibilities, and critical disaster response activities related to transportation are identified herein and serve as a reference for executive officials, Emergency Coordination Center (ECC) staff, incident commanders, and other public and private stakeholders to coordinate delivery of transportation and transportation management capabilities during incident response.

## 1.2 Scope

Emergency Support Function (ESF) #1 (Transportation) coordinates with public and private transportation stakeholders who operate in Thurston County to assist in the management of transportation systems, infrastructure, and services to mitigate adverse economic impact, meet societal needs, and enable movement of emergency relief personnel and commodities during and after disasters. Functions within the scope of ESF #1 include but are not limited to:

- Monitor and report the status of, and damages to, transportation systems and infrastructure resulting from a disaster.
- Coordinate with ESF #15 (External Affairs) to provide reliable public messaging on transportation system status.
- Identify temporary alternative transportation solutions and/or policies that can be implemented by public and private transportation stakeholders when systems or infrastructure are damaged, unavailable, or overwhelmed.
- Coordinate with ESF #13 (Public Safety, Security, and Law Enforcement) for traffic control to include temporary closure of roads due to public safety hazards and/or response activities.
- Assess and coordinate initiation of emergency repairs of transportation systems and infrastructure.
- Coordinate support for access to critical infrastructure to include assessment and repair of utilities.
- Coordinate support to local agencies for response and recovery activities among transportation stakeholders within the authorities and resource limitations of ESF #1 primary and supporting agencies.

In cases where local public safety agencies are overwhelmed, ESF #1 can provide coordination of any or all the movement activities to support mass evacuation efforts outlined in ESF #13 (Public Safety, Security, and Law Enforcement), Appendix A (Evacuation). In turn, ESF #13 can provide coordination for additional support for transportation management.

As part of incident response operations at the Emergency Coordination Center, ESF #1 coordinates information and resources to directly support effective delivery of the following core capabilities: Critical Transportation and Infrastructure Systems. Through intersecting activities with other support functions, ESF #1 provides general support to the following additional core capabilities: Planning, Operational Coordination, Operational Communications, and Public Information and Warning. Core capabilities are derived from the *National Preparedness Goal* and further described in the base plan. Table 1 includes a summary of the primary and supported core capabilities identified for ESF #1.

Table 1: ESF #1 (Transportation) Primary and Supporting Core Capabilities

| Primary Response Core Capabilities |                                                                                                                                                                                                                                                                                                                                                  |
|------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Critical Transportation            | Provide mobility (including infrastructure access and accessible transportation services) for response priority objectives, including the evacuation of people and animals and the delivery of vital response personnel, equipment, and services into affected areas.                                                                            |
| Infrastructure Systems             | Stabilize critical infrastructure functions, minimize health and safety threats, and efficiently restore and revitalize systems and services to support a viable, resilient community.                                                                                                                                                           |
| Supporting Core Capabilities       |                                                                                                                                                                                                                                                                                                                                                  |
| Planning                           | Conduct a systematic process engaging the whole community as appropriate in the development of executable strategic, operational, and/or tactical-level approaches to meet defined objectives.                                                                                                                                                   |
| Operational Coordination           | Establish and maintain a unified and coordinated operational structure and process that appropriately integrates all critical stakeholders and supports the execution of Core Capabilities.                                                                                                                                                      |
| Public Information and Warning     | Deliver coordinated, prompt, reliable, and actionable information to the whole community using clear, consistent, accessible, and culturally and linguistically appropriate methods to effectively relay information regarding any threat or hazard, as well as the actions being taken and the assistance being made available, as appropriate. |

### 1.3 Laws & Policy Guidelines

**RCW 39.04.020 (Public Contracts and Indebtedness, Public Works)** provides the timelines for providing estimates of cost of Public Works projects during emergencies. Critical to ensuring the proper execution of contracting processes when repairing and restoring the county's transportation infrastructure.

**RCW 39.04.280 (Public Contracts and Indebtedness, Competitive Bidding Requirements - Exemptions)** outlines the exemptions to the public bidding requirements in event of an emergency for undertaking public contracts to repair and restore the county's transportation infrastructure.

**RCW 39.34 (Interlocal Cooperation Act)** allows public agencies to enter into agreements for mutual aid and cooperation, including emergency assistance. It focuses on collaborative efforts between agencies to perform governmental activities more efficiently and may include collaborative efforts between state and local transportation authorities using pre-arranged interlocal agreements between such agencies.

**RCW 47 (Public Highways and Transportation)** provides distinction between and definition of state and county highways including emergency protections and restoration of highways.

**RCW 47.28.170 (Construction and Maintenance of Highways – Emergency protection and restoration of highways and repair or replacement of structurally deficient state bridges.)** outlines rules for addressing the protection and repair to highway infrastructure and permits cities, towns, and counties to use the Washington State Department of Transportation’s contracting process under the same rules.

**RCW 47.48 (Closing Highways and Restricting Traffic.)** outlines rules for closing highways during an emergency. Gives State Secretary of Transportation, county legislative authorities, governing bodies of cities and towns, and Washington State Patrol the authority to close highways for safety or the public good.

**RCW 81.28.050 (Tariff changes—Notice—Exception—Waiver of provisions during state of emergency.)** allows for the governor to waive or suspend the operation or enforcement of common carrier tariffs and issue any orders to facilitate the operation of state or local government or to promote and secure the safety and protection of the civilian population.

**WAC 296-155 (Safety standards for construction work)** contains safety requirements for any construction work, to include working conditions on transportation infrastructure.

**WAC 296-865 (Motor Vehicles)** contains safety regulations for the operations of all motor vehicles and semi-trucks used on public or private roadways.

**WAC 308-330 (Washington Model Traffic Ordinance)** provides the model for all local traffic ordinances. During response when repairs are necessary, roads must be repaired to meet the minimum standards that the Traffic Ordinance lay out.

**Thurston County Public Works: Traffic Manual - 2023** provides supplement guidance and policies to adopted Federal Highway Administration and Washington State Department of Transportation standards for use at the local level to include local policies on use of signage and markings, operations/maintenance of traffic control devices and traffic operations procedures.

**WSDOT M-54-44 (Work Zone Traffic Control Guidelines for Maintenance Operations)** serves as a state supplement to the Manual on Uniform Traffic Control Devices (MUTCD) specifically designed for temporary traffic control operations lasting 3 days or less. This includes maintenance, utility work, and developer projects.

**WSDOT M 51-02.10 (Traffic Manual)** serves as a comprehensive state guide for traffic operations and design in Washington State. It provides uniform guidelines and procedures for the use of traffic control devices on state highways, to include temporary traffic control strategies that may be employed by local transportation authorities.

**Manual on Uniform Traffic Control Devices (MUTCD)** is a comprehensive document issued by the Federal Highway Administration (FHWA). It sets the national standards for all traffic control devices, including road signs, traffic signals, and road surface markings, used on public streets and highways in the United States.

#### 1.4 Situation

Thurston County contains local and state transportation systems for all modes of transit (ground, air, rail and marine), all of which could be damaged, disrupted, or otherwise impacted by disasters.

Ground transportation infrastructure includes state-maintained highways (Interstate 5, US-101, State Highway 8, 12, 121, 507 and 510), county-maintained arterials and collector roads, and city/tribal-maintained arterials and collector roads. See Attachment 1 for a map of roads by ownership in Thurston County and Attachment 2 for a map of maintained bridges in Thurston County.

Intercity Transit (IT) is the public transit agency that serves Thurston County's Public Transportation Benefit Area (PTBA), roughly 101.4 square miles. This encompasses Washington State's capital city, Olympia, and neighboring cities Lacey, Tumwater, and Yelm plus their urban growth areas. The agency provides a variety of transit services, operating 18 bus routes (17 servicing the PTBA, and express service to Lakewood), a door-to-door service for people with disabilities, a vanpool program, and specialized van programs. They maintain transit centers, bus stops, and park and rides. These consist of three facilities (Operations/Administrative, Maintenance, and Fuel/Wash), two transit centers (Lacey Transit Center and Olympia Transit Center), 1,031 bus stops, 291 bus shelters, and three Park & Rides (P&R): Martin Way P&R, Hawks Prairie P&R, and Amtrak Centennial Station. A fleet comprised of 118 buses (86 coaches and 54 Dial-A-Lift vans) and 186 vanpool vans keeps their transportation services operational. Geospatial data detailing the locations of Intercity Transit's routes, PTBA & bus stops can be found online at <https://gis-Intercitytransit.hub.arcgis.com/>

Thurston Regional Planning Council maintains a Rural Transit (rT) program, a transit system serving rural areas in Thurston County as well as the Confederated Tribes of the Chehalis Reservation. rT provides connections to Intercity Transit in northern Thurston County and Lewis County Transit in Lewis County.

For individuals with disabilities that prevent them from using fixed route bus services, both IT and rT provide a door-to-door, shared ride service called Dial-A-Lift for individuals eligible and certified individuals with access and/or functional needs.

School districts within Thurston County each maintain their own fleets of transportation services for registered students to and from school on prescribed school bus routes when school is in session.

Active rail lines include two transcontinental freight railways: Burlington Northern Santa Fe (BNSF) and Union Pacific; and two short-line railroads: Tacoma Rail and Olympia and Belmore Railroad. Amtrak Cascades provides public rail transit services from Portland to Seattle, through the county utilizing BNSF's railway. See Attachment 3 for a map of rail lines by owner in Thurston County.

Port of Olympia owns and operates the county's major marine and airport terminals. The Olympia Seaport is a 66-acre marine terminal located on the Puget Sound. The Olympia Regional Airport is a general aviation public airport with two active runways located in the City of Tumwater. There are also eight privately owned airfields located throughout the central and southern regions of the county. There are no commercial passenger airline services in the county, but charter flight services do operate out of the Olympia Regional Airport. See Attachment 4 for a map of port and airport facilities in Thurston County.

#### 1.4.1 Hazard Impacts to Transportation Infrastructure and Systems

Section 1.6.2 of the base plan contains a summary assessment of all significant hazards that threaten Thurston County. Of those hazards identified, the following have been assessed to have significant impacts requiring coordination of ESF #1 capabilities:

| Hazards                  | Anticipated Impacts                                                                                                                                                                                                                                                                                                                                                                                                                |
|--------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Earthquake               | <ul style="list-style-type: none"> <li>Widespread damage to transportation infrastructure to include roads, bridges, railways, and marine and air terminals.</li> <li>Debris blocking roadways and railways making them impassable.</li> <li>Overwhelmed traffic systems as a secondary effect of mass evacuations and responder traffic.</li> <li>Disruption to utilities due to transportation infrastructure damage.</li> </ul> |
| Flood & Dam Failure      | <ul style="list-style-type: none"> <li>Localized damage to transportation infrastructure including roads and bridges within and near flood hazard zones primarily along the Chehalis, Nisqually, Skookumchuck, and Deschutes River basins.</li> <li>Impassable roads due to floodwater and/or deposit of debris carried by floodwaters.</li> <li>Disruption to utilities due to transportation infrastructure damage.</li> </ul>   |
| Winter Storm & Windstorm | <ul style="list-style-type: none"> <li>Widespread closure of roadways due to snow, sleet and/or ice making roads impassable and/or hazardous.</li> <li>Downed tree branches and/or utility lines from snow/ice loads may also obstruct roads.</li> <li>Disruption to utilities due to transportation infrastructure damage.</li> </ul>                                                                                             |

|                                                |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |
|------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Wildfire                                       | <ul style="list-style-type: none"> <li>• Closure of roadways in vicinity of fire perimeter due to hazardous conditions created by fire, smoke, and responder traffic.</li> <li>• Potential for hazardous road conditions/obstructions from debris on roadways, damaged utilities, trees, structures, and roadside safety features.</li> <li>• Potential for overwhelming traffic systems as a secondary effect of mass evacuations and responder traffic.</li> <li>• Potential for disruption to traffic management systems due to disruptions in communications.</li> </ul> |
| Landslide                                      | <ul style="list-style-type: none"> <li>• Severe damage to transportation infrastructure within impacted area.</li> <li>• Large amounts of debris obstructing roadways.</li> <li>• Disruption to utilities due to transportation infrastructure damage.</li> </ul>                                                                                                                                                                                                                                                                                                            |
| Cyber-attack on Infrastructure & Space Weather | <ul style="list-style-type: none"> <li>• Disruptions to transportation systems due to outages of critical traffic management and messaging systems.</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                               |
| Civil Disturbance                              | <ul style="list-style-type: none"> <li>• Closure of roadways due to large crowd gatherings and/or law enforcement operations.</li> <li>• Potential for vandalism/theft of critical transportation infrastructure and utilities.</li> </ul>                                                                                                                                                                                                                                                                                                                                   |
| Lahar / Volcanic Activity                      | <ul style="list-style-type: none"> <li>• Severe damage to transportation infrastructure within and near the Lahar hazard zone along the Nisqually river basin due to a combination of flooding, mudflow, and debris.</li> <li>• Potential for impassable roads and/or major disruption to transportation systems and equipment due to heavy ashfall.</li> </ul>                                                                                                                                                                                                              |

#### 1.4.2 Whole Community

Multimodal transportation within the county makes considerations for the whole community by following provisions set forth in the Civil Rights Act of 1964 and other anti-discrimination laws and policies. As recipients of state and federal financial assistance, all partners in transportation must comply with these acts. ESF #1 primary and supporting agency policy is committed to providing equal access in its programs, services, and activities for persons with disabilities. ADA compliance applies to all county platforms for communicating to and with the public, regions, divisions, services, public use facilities, pedestrian facilities, and programs regardless of the funding source. Section 1.7.2 – Whole Community of the base plan further describes considerations for the whole community across all county agencies to include those within ESF #1.

## 1.5 Planning Assumptions

In addition to the planning assumptions listed in section 1.7.1 of the base plan, the ESF #1 plan annex is based on the following additional assumptions:

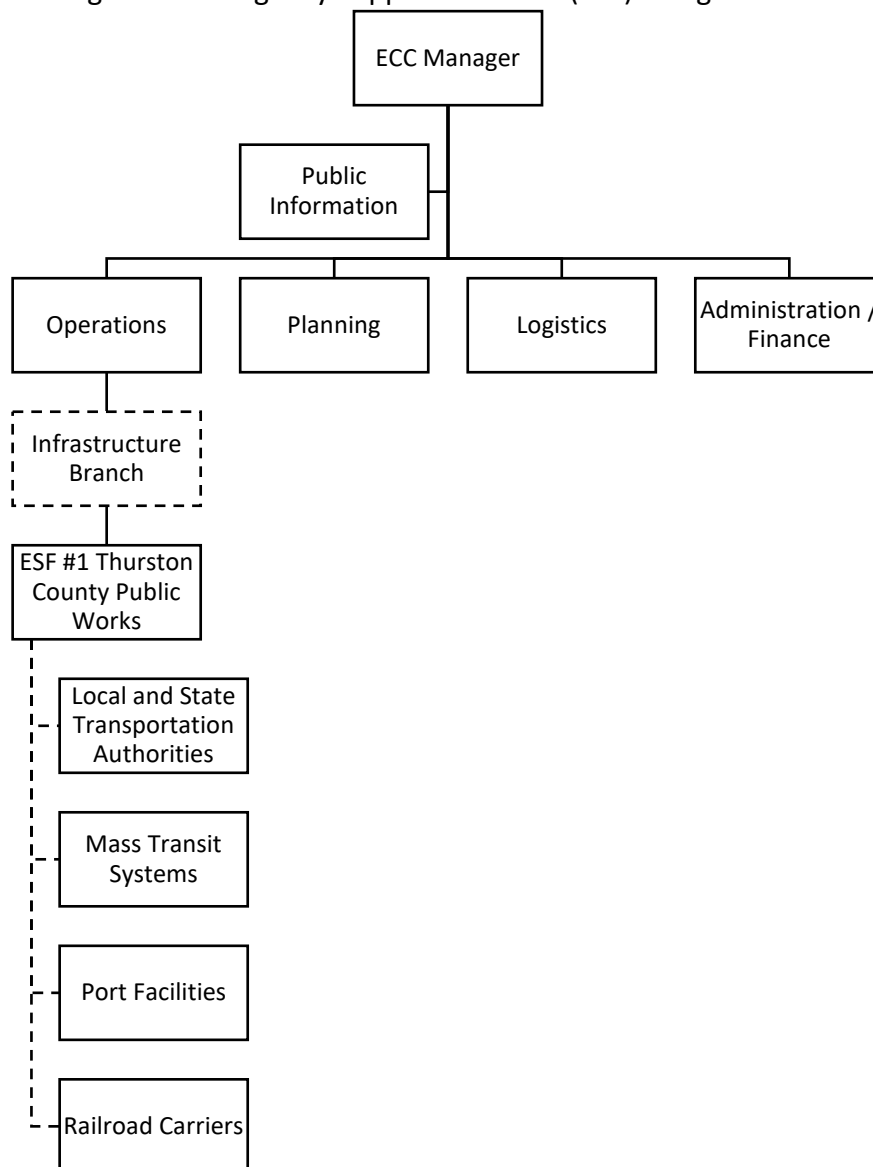
- Railroad and pipeline carriers, and port authorities have resources, plans, and procedures in place to respond to and facilitate recovery of rail, pipeline, marine and air transportation systems infrastructure under their ownership. Coordination and support will be provided to these organizations to the extent possible.
- After a catastrophic incident, such as an earthquake, the immediate need for the use of the transportation system for response and recovery activities will most likely exceed the capabilities of county resources. As a result, the county may require additional assistance from private, local jurisdictions, neighboring counties, state, and federal agencies to support local efforts.
- During an incident impacting multiple counties in the state, the restoration of federal and state transportation systems and infrastructure may be accomplished on a priority basis – meaning a transportation restoration in Thurston County may not have as high of a priority as one in other parts of the region.
- Damages to transportation infrastructure in a single jurisdiction, and the response actions taken by the local transportation authority, will have cascading effects on transportation systems in adjacent jurisdictions. When damages exceed individual jurisdiction resources a multiagency coordination group should establish priorities for restoration and recovery.
- Populations with access and functional needs and those with socioeconomic vulnerabilities will experience greater impacts due to their reliance upon transportation infrastructure and systems on a day-to-day basis.
- Bicycle routes and trails may be repaired or used for motor vehicles before some roads because of limited damage to them or importance in reaching critical resources or impacted areas.
- Some members of the public may not follow official instructions issued by transportation authorities to mitigate impacts to transportation systems. Some individuals may still attempt to utilize impacted transportation corridors in the absence of additional deterrence (such as barricades and/or physical presence of public safety officials)

## 2. Organization

### 2.1 ESF #1 Organizational Structure

ESF #1 is organized under the Operations Section of the ECC, reporting to the Infrastructure Branch Director, or directly to the Operations Section Chief if the Infrastructure Branch is not established. Through the operations section and infrastructure branch, ESF #1 coordinates with other ESFs activated within the ECC to synchronize countywide disaster support. Within ESF #1, the primary agency (Thurston County Public Works) coordinates with local and state transportation authorities, mass transit systems, port facilities, railroad carriers, and other organizations as necessary to support countywide transportation response and recovery activities.

Figure 1: Emergency Support Function (ESF) 1 Organization



## 2.2 ESF #1 Agencies & Organizations

Local agencies that coordinate ESF #1 support are identified under one of two categories: primary or supporting. Definitions of each category can be found under section 2.3.2 of the base plan.

| Primary Agency                                                                |                   |                                                                                                                   |
|-------------------------------------------------------------------------------|-------------------|-------------------------------------------------------------------------------------------------------------------|
| Thurston County Public Works – Road Operations Division                       |                   |                                                                                                                   |
| Supporting Agencies                                                           |                   |                                                                                                                   |
| Local (City, Town, Tribal) Transportation Authorities / Public Works Agencies | Intercity Transit | Washington State Department of Transportation – Olympic Region                                                    |
| Thurston County Sheriff's Office (ESF #13)                                    | Port of Olympia   | Railroad Carriers (Amtrak, BNSF Railway Company, Union Pacific Railroad, Tacoma Rail, Olympia & Belmore Railroad) |

### 3. Concept of Operations

#### 3.1 General

Thurston County Public Works (TCPW) serves as the primary coordinator of emergency transportation functions in support of Thurston County during disasters causing significant impacts to transportation infrastructure, systems, and utilities. During disasters, municipal governments, tribal governments, and Washington State Department of Transportation maintain authority and responsibility to stabilize and/or re-establish their respective transportation infrastructure and systems in coordination with Thurston County Emergency Coordination Center (ECC) staff through TCPW and ESF #1.

- When activated, ESF #1 staff will establish contact with other local transportation authorities and service agencies operating in the county to coordinate critical ESF #1 response tasks outlined in this annex.
- Other County departments and/or ESFs may be contacted to provide manpower, equipment, or technical advice in support of ESF #1.
- Supplemental public works assistance may be coordinated by TCPW through local-to-local mutual aid and/or through the ECC.
- All costs directly related to ESF #1 operations during an incident will be documented and reported to ESF #1 to provide to ECC staff.
- In the event of State and/or Federal activation of ESF #1, county ESF #1 staff will coordinate for support with respective state and federal ESF #1 agencies.
- Other county departments may be contacted to provide manpower, equipment, or technical advice. Supplemental public works assistance may be requested through normal mutual aid channels or through the ECC as outlined in the base plan and ECC standard operating procedures.

### 3.2 Activation of ESF #1

Activation of ESF #1 may be for small, localized events or a widespread regional or catastrophic event. Because a wide range of emergencies or disasters may require ESF #1 activation, ESF #1 staffing requirements may vary based on the agencies involved in the incident.

- When the ECC is activated, the ECC Manager may request activation of ESF #1 by contacting the TCPW Director. Conversely, the TCPW Director may contact the ECC Manager and/or duty officer to request activation of ESF #1.
- If the TCPW Director is unavailable, the ECC Manager will contact TCPW personnel in the following order:
  - Assistant Public Works Director
  - County Engineer
- The TCPW Director, or their designee, will appoint ESF #1 staff to coordinate activities outlined in this annex as necessary. If the situation dictates, TCWP may bring in subject matter experts to supplement ESF #1 staff.
- For small, localized events ESF #1 will operate out of the Public Works Building A. If communication demands increase and/or incident response becomes too complex, then ESF #1 staff will operate out of the ECC.
- For incidents impacting multiple transportation jurisdictions such as city roadways and/or state highways, the TCPW Director may consult with those agencies having jurisdiction to supplement and/or enhance ESF #1 staffing based on the nature of the incident.

### 3.3 Critical ESF #1 Response Tasks

To achieve effective disaster response, ESF #1 coordinates information and resources among primary and supporting agencies to support critical response tasks. The critical tasks identified below align with ESF #1's primary core capabilities and serve as a foundation to develop intermittent objectives during disaster response to stabilize or reestablish community lifelines.

| Critical Transportation |                                                                                                                                                                                 |                                                                                                                   |
|-------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------|
| #                       | Critical Task Description                                                                                                                                                       | Responsible Agencies                                                                                              |
| 1                       | Identify and establish physical access through emergency transportation corridors to enable delivery of life-saving resources and meet basic human needs of disaster survivors. | TCPW,<br>WSDOT,<br>Municipal and Tribal Public Works.                                                             |
| 2                       | Coordinate emergency work to clear debris and wreckage from roads and bridges to reestablish access to priority community lifelines during an incident.                         | TCPW,<br>WSDOT,<br>Municipal and Tribal Public Works.                                                             |
| 3                       | Provide accessible public transportation services to meet basic human needs of disaster survivors, to include those with access and functional needs.                           | Intercity Transit,<br>Rural Transit,<br>Public School Districts,<br>Amtrak                                        |
| 4                       | Support transportation resource needs for evacuations and movement of people to support lifesaving protective actions.                                                          | ESF #13 (Public Safety, Security and Law Enforcement),<br>TCPW,<br>Intercity Transit,<br>Rural Transit,<br>Amtrak |
| 5                       | Support transportation resource needs for delivery of vital response personnel, equipment, and services into the affected area to support ongoing response operations.          | ESF #7 (Logistics),<br>TCPW,<br>Intercity Transit,<br>Port of Olympia,<br>Amtrak                                  |
| 6                       | Coordinate snow and ice removal to reestablish access to priority community lifelines during an incident.                                                                       | TCPW,<br>WSDOT,<br>Municipal and Tribal Public Works.                                                             |

| Infrastructure           |                                                                                                                                                                                                                       |                                                                                                               |
|--------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------|
| #                        | Critical Response Task Description                                                                                                                                                                                    | Responsible Agencies                                                                                          |
| 7                        | Coordinate emergency repair of damaged roadways and bridges necessary to support response priority objectives during an incident.                                                                                     | TCPW,<br>WSDOT,<br>ESF #3 (Public Works and Engineering)                                                      |
| 8                        | Coordinate emergency repair of damaged utilities on and/or adjacent to roadways to reduce roadway hazards and restore essential services.                                                                             | TCPW,<br>WSDOT,<br>ESF #3 (Public Works and Engineering)                                                      |
| 9                        | Coordinate emergency repair of damaged air and marine transportation infrastructure to restore air and marine transportation systems.                                                                                 | Port of Olympia,<br>WSDOT                                                                                     |
| 10                       | Coordinate emergency repair of damaged railway infrastructure to restore railway transportation systems.                                                                                                              | Railway Carriers,<br>WSDOT                                                                                    |
| Operational Coordination |                                                                                                                                                                                                                       |                                                                                                               |
| #                        | Critical Response Task Description                                                                                                                                                                                    | Responsible Agencies                                                                                          |
| 11                       | Establish and maintain incident command or unified command to mobilize and direct field resources necessary for transportation infrastructure repair and traffic management operations.                               | TCPW,<br>Municipal and Tribal Public Works,<br>WSDOT                                                          |
| 12                       | Coordinate with appropriate state, local, tribal, and federal entities regarding issues such as movement restrictions, critical transportation infrastructure prioritization, and evacuation routes.                  | TCPW,<br>ESF #13 (Public Safety, Security and Law Enforcement),<br>WSDOT,<br>Local transportation authorities |
| 13                       | Coordinate modification of emergency transportation regulations (as permissible by law) with local and state officials as necessary to achieve response priority objectives.                                          | TCPW,<br>WSDOT,<br>DPAG and/or Joint Policy Group                                                             |
| Planning                 |                                                                                                                                                                                                                       |                                                                                                               |
| #                        | Critical Response Task Description                                                                                                                                                                                    | Responsible Agencies                                                                                          |
| 14                       | Provide priorities for emergency work to restore transportation routes and corridors to ECC staff and policy groups to better inform incident response planning, recovery planning, and policy level decision-making. | TCPW                                                                                                          |

| Situation Assessment                       |                                                                                                                                                                                                                                                                          |                                                                                                   |
|--------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------|
| #                                          | Critical Response Task Description                                                                                                                                                                                                                                       | Responsible Agencies                                                                              |
| 15                                         | Coordinate assessment and reporting of damaged transportation infrastructure and the impact of the incident on transportation operations to inform prioritization of emergency work and disaster financial assistance.                                                   | TCPW,<br>WSDOT                                                                                    |
| 16                                         | Coordinate information collection and dissemination of useable roads and bridges to inform first responders, ECC staff, and other stakeholders.                                                                                                                          | TCPW,<br>WSDOT                                                                                    |
| Environmental Response / Health and Safety |                                                                                                                                                                                                                                                                          |                                                                                                   |
| #                                          | Critical Response Task Description                                                                                                                                                                                                                                       | Responsible Agencies                                                                              |
| 17                                         | Coordinate emergency closure of hazardous roadways and bridges to minimize public exposure to environmental hazards (e.g. floods, fires, landslides, etc.).                                                                                                              | TCPW,<br>WSDOT,<br>Municipal and Tribal Public Works,<br>ESF #13                                  |
| 18                                         | Coordinate temporary access restrictions on roadway segments, bridges, waterways and/or airspace within an incident response area to reduce disruptions to incident response operations and minimize hazards to responders and the public.                               | TCPW,<br>WSDOT,<br>Municipal and Tribal Public Works,<br>ESF #13                                  |
| Public Information and Warning             |                                                                                                                                                                                                                                                                          |                                                                                                   |
| #                                          | Critical Response Task Description                                                                                                                                                                                                                                       | Responsible Agencies                                                                              |
| 19                                         | Coordinate with public information officers to deliver credible information on the status of transportation infrastructure and systems, to include road closures, road detours, and modified public transit routes, to inform public decision-making during an incident. | TCPW,<br>WSDOT,<br>Municipal and Tribal Public Works,<br>Intercity Transit,<br>Amtrak,<br>ESF #15 |

### 3.4 Supporting Activities

#### 3.4.1 Prevention & Protection

TCPW, along with other local transportation authorities, routinely implements traffic management strategies as part of their standard operating procedures. Traffic management strategies include but are not limited to temporary closures, roadway detours, public messaging, and modification of traffic control devices to help prevent roadway incidents and protect the public and responders from roadway hazards.

#### 3.4.2 Mitigation

TCPW, and other local transportation authorities and service providers, participate in the Thurston County hazard mitigation planning process to identify and correct vulnerabilities in public transportation infrastructure and systems. Refer to the Hazards Mitigation Plan for the Thurston Region for specific mitigation actions.

#### 3.4.3 Recovery

TCPW is the primary agency for long term recovery of damaged transportation infrastructure within unincorporated Thurston County, responsible for the planning and implementation of disaster recovery projects to restore transportation infrastructure post-disaster. Refer to the Thurston County Disaster Recovery Framework for specific recovery plans, policies, and procedures.

TCPW provides information collection and analysis on damages to public infrastructure and cost estimates for restoration activities to inform financial staff for the purposes of preliminary damage assessments, and state and federal financial public assistance for recovery.

Other local transportation authorities, public transportation service providers, and port authorities may coordinate with TCWP on information collection and analysis of public infrastructure damage and costs to help streamline the public assistance process.

State agencies, such as WSDOT, that may have assisted during incident response, must coordinate with the state for public assistance reimbursement using their prescribed plans, policies, and procedures.

#### 3.4.4 Preparedness Activities

TCPW coordinates with TCEM to identify and implement training opportunities to build and sustain qualified personnel to inspect roadways and bridges post-disaster and mitigation screening for potential hazards.

TCEM participates in the WSDOT hosted Joint-Base Lewis McCord Joint Operations Group (JBLM JOG) to maintain relationships with regional transportation partners within the JBLM/I-5 highway corridor and discuss issues related to emergency preparedness in the transportation sector.

## 4. Responsibilities

### 4.1 Specific Authorities & Responsibilities

#### 4.1.1 Thurston County Public Works (Primary Agency)

As the lead for ESF #1 within the county, TCPW has responsibility and authority to assume, or delegate authority to, on-scene direction and control of ESF #1 response activities and resources within its jurisdiction. For incidents that impact multiple jurisdictions, TCPW may establish a unified command, or issue a joint delegation of authority, with impacted transportation authorities and other ESF organizations as needed for multijurisdictional coordination of ESF #1 activities.

TCPW is the primary contact for the coordination between local jurisdictions, local transportation agencies and authorities, and WSDOT for assessment of damages, response, and recovery of the transportation infrastructure within the jurisdictional boundaries of the county.

During ECC activation, TCPW may assist ESF #7 (Logistics) with resource requirements for logistics related tasks, such as the movement of personnel, equipment, or services, as needed to achieve emergency support objectives. Such assistance may take the form of coordinating mutual aid with local transportation service providers and/or assistance with emergency procurement of transportation services from private businesses.

#### 4.1.2 City and Tribal Transportation Authorities (Supporting Agency)

Municipal and tribal public works retain authority and responsibility for transportation operations within their jurisdictions with support and coordination provided through ESF #1 consistent with this annex and other local agreements, plans, and policies.

Disaster impacted transportation agencies are responsible for providing the Thurston County ECC with assessments of impacts, damages, and resource requests through ESF #1, or through their jurisdictions emergency operations center (EOC) if activated.

During multi-jurisdictional incidents, transportation agencies will coordinate with ESF #1 to direct multijurisdictional ESF #1 activities such as movement restrictions, critical transportation infrastructure (corridor and route) prioritization, and evacuation routes.

#### 4.1.3 Public Transportation Service Providers (Supporting Agency)

Both governmental and private sector transportation service providers, such as Intercity Transit, Rural Transit, and Amtrak, retain responsibility for continuity of public transportation operations with support and coordination provided as necessary through ESF #1.

When available resources permit, public transportation service providers may aid local jurisdictions with transportation resources upon request in support of incident response objectives and ESF #1 critical tasks. Such support should be coordinated through ESF #1 and fall in accordance with existing laws, policies, and procedures for mutual aid and/or disaster procurement.

#### 4.1.4 Port of Olympia (Supporting Agency)

Port of Olympia, as a municipal corporation, retains authority and responsibility of all property and assets it owns to include the Olympia Airport and Seaport. As a transportation sector critical infrastructure owner and operator, Port of Olympia is expected to coordinate with ESF #1 for response and recovery of both sea and air transportation infrastructure and resources. This primarily includes reporting incident impact and status of its airport and seaport, and any equipment and personnel resource requests, to the ECC through ESF #1.

Should incident impacts to the Port of Olympia exceed its capability to stabilize and/or re-establish port operations, requests for emergency assistance should be made to the ECC through ESF #1, or the ECC Duty-Officer if the ECC is not staffed (i.e. at Level 3).

When available resources permit, Port of Olympia may aid local jurisdictions with air and/or marine transportation facilities and resources upon request in support of incident response objectives and ESF #1 response tasks. Such support should be coordinated through ESF #1 and fall in accordance with existing laws, policies, and procedures for mutual aid and/or disaster procurement.

#### 4.1.5 Washington State Department of Transportation (Supporting Agency)

WSDOT retains authority and responsibility for transportation operations on state and federal highways within the county, to include emergency repair and restoration. For county incidents impacting state and federal transportation systems, WSDOT may coordinate with local ESF #1 agencies as a supporting agency to help direct and support multijurisdictional ESF #1 activities, such as movement restrictions, critical transportation infrastructure (corridor and route) prioritization, and evacuation routes.

### 4.2 General Responsibilities

In addition to general responsibilities outlined in the base plan, the following responsibilities are applicable to ESF #1 for the following groups:

#### 4.2.1 Public, Private, and Non-profit Organizations, and Businesses

Public, private, and non-profit organizations and businesses should develop contingencies for disruptions to public transportation infrastructure and systems within their respective continuity of operations (COOP) or continuity of government (COG) plans to include contingencies for staffing shortages due to impacts to commuting, shortages of goods and services due to impacts to freight and logistics supply chains and impacts to public/consumer access to facilities.

Public, private, and non-profit organizations and businesses are encouraged to report impacts to their operations due to impacts to transportation infrastructure to the ECC through ESF #1, or the ECC call center if established.

#### 4.2.2 Individuals

Individuals should develop a plan to prepare for disasters that may disrupt transportation routes to essential services, such as groceries and pharmaceuticals, as well as a plan to transport their dependents, pets, and themselves to safety in the event of an emergency evacuation. Individuals are expected to take reasonable and prudent action in the event of an imminent threat for which there is publicly broadcasted alerts, warnings, and/or notifications, such as evacuating an area before escape routes become inaccessible due to flooding or wildfire.

Individuals can assist ESF #1 by reporting issues they notice on county roads to TCPW by calling 360-867-2300 during regular business hours, or 360-704-2740 after hours or on a weekend. **For life threatening emergencies, individuals should always call 911.** During larger scale incidents, TCPW may coordinate with ECC staff to establish alternative public reporting instructions to manage higher call volumes.

### 5. Resource Requirements

#### 5.1 Local Resources

Thurston County Public Works employs a range of skilled personnel utilizing a variety of equipment to maintain and improve the county's transportation infrastructure, including roads, bridges, trails, and traffic control devices. Personnel include, but are not limited to engineers, maintenance technicians, heavy equipment operators, and traffic control officers. The department uses a variety of equipment to maintain and improve infrastructure, including dump trucks, graders, paving equipment, rollers, loaders, excavators, pumps, brush cutters, and snow/ice removal equipment and supplies.

Intercity Transit has a fleet comprised of buses which includes coach and dial-a-lift vans that keeps our transportation services operational and can be used to assist in emergencies or disasters. Requests for personnel transportation resources should specify required capacity and any special transportation needs to determine the type of vehicle and driver to source.

#### 5.2 Resource/Capability Gaps

Based on estimated hazard impacts and the current ESF #1 capabilities of local agencies, local planners have identified the following additional capabilities that may be needed to fully support transportation critical response tasks.

| Resource/Capability Description | Critical Task(s) Supported | Justification                                                                                                                                                                                                                                               |
|---------------------------------|----------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Seismic bridge evaluation teams | 2, 7, 15, 16               | Bridges play a critical role in the transportation network within Thurston County. Rapid evaluation of bridge integrity is important to facilitate response and recovery after an earthquake. While the county does maintain qualified personnel for bridge |

|                                                                                  |                               |                                                                                                                                                                                                                                                                       |
|----------------------------------------------------------------------------------|-------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                                                                  |                               | assessments, a large-scale earthquake would quickly exhaust limited local resources.                                                                                                                                                                                  |
| Fleet vehicles (including coach buses and passenger vans) with qualified drivers | 3, 4, 5                       | Intercity Transit maintains a fleet of vehicles and trained and licensed drivers to operate them. However, in a large-scale incident the availability of fleet vehicles and/or drivers to operate those vehicles might be limited due to the impacts of the disaster. |
| Fuel and fuel storage                                                            | 1, 2, 3, 4, 5, 6, 7, 8, 9, 10 | Fuel has the potential to become another gap if reserves are depleted and/or fuel storage facilities have been damaged.                                                                                                                                               |

### 5.3 Mutual Aid

Thurston County Public Works maintains interlocal agreements for public works activities with the cities of Lacey, Olympia, Rainier, Tenino, Tumwater, Yelm, the town of Bucoda, Mason County, Chehalis Tribe, and Washington State Department of Natural Resources. In accordance with chapter 39.34.040 of the Revised Code of Washington, all inter-governmental agreements between Thurston County Public Works and local jurisdictions are available for public inspection.

### 5.4 State & Federal Aid

Emergency assistance may be provided by WSDOT through existing interlocal and/or mutual aid agreements between WSDOT and local transportation agencies when there is a need to coordinate transportation operations between state and local transportation infrastructure and systems. Requests for emergency assistance will require a scope of work agreed upon at the time of the emergency request.

Requests for resources that exceed the scope of interlocal and/or mutual aid agreements should be routed to the State Emergency Operations Center (SEOC) for support from ESF #1 at the state level.

External support may be requested through the SEOC for emergency transportation engineering services, coordination, state assets and requests for federal assistance to support local emergency transportation efforts. Supplemental assistance shall be requested through local and state emergency management agency channels.

The National Response Framework, ESF #1 - Transportation provides for the federal response and support to assist state and local government. In the event of federal activation, ESF #1 will coordinate with other local, state, and federal agencies providing transportation emergency transportation support to the county.

## 6. Supporting Plans & Procedures

### 6.1 State & Regional

6.1.1 Joint Operations Policy Statement, Washington State Department of Transportation, Washington State Patrol, and Washington Fire Chiefs

The Joint Operations Policy Statement (JOPS) documents the joint policy positions between the Washington State Patrol (WSP), the Washington State Department of Transportation (WSDOT), and the Washington Fire Chiefs Association (WFC) regarding issues of mutual interest in the operations of Washington State Highways and the Washington State Ferries. To include state highways within Thurston County.

6.1.2 Emergency Support Function #1: Transportation, Washington State CEMP

Emergency Support Function (ESF) #1 –Transportation is designed to provide transportation support to assist in incident management. Activities within the scope of ESF #1 functions include: performing damage assessments to state transportation infrastructure as a result of the incident; coordinating alternate transportation routes; coordinating the restoration and recovery of the state transportation infrastructure; performing activities conducted under the direct authority of WSDOT; and coordinating prevention, preparedness, mitigation among transportation infrastructure stakeholders at the federal, state, local, and tribal levels.

6.1.3 Tab A: Critical Transportation, Catastrophic Incident Annex, Washington State CEMP

Provides detailed information on the Critical Transportation core capability and reflects the catastrophic planning that has taken place across the state for its associated Critical Tasks. Critical Transportation response considerations addressed include highway/roadway, bridges, rail, maritime, and aviation.

### 6.2 Local

6.2.1 Debris Management Plan, Thurston County Public Works

The Thurston County Public Works Debris Management Plan provides information on how debris management operations, including response levels, organization, roles and responsibilities, communications strategies, and health and safety strategies, will be specifically carried out for unincorporated Thurston County areas. This includes management of debris cleared from roadways and other transportation infrastructure as a function of ESF #1. The Debris Management Plan is maintained as Appendix A to the ESF #3 (Public Works and Engineering) Annex.

6.2.2 Intercity Transit Foul Weather Emergency Plan

Intercity Transit's Foul Weather Emergency Plan provides directions and information to help staff respond effectively during a weather emergency (major and minor snowstorms, situations that cause ice on the streets and roads, freeze and/or thaw conditions that cause road restrictions, and other cold weather conditions). The plan outlines the strategies, priorities, and coordination necessary to provide as much transit service as possible with as few interruptions as possible. It also identifies how communications with riders and the public will occur.

## 6.3 References

Federal Highway Administration. 2024. *Manual on Uniform Traffic Control Devices for Streets and Highways, 11th Edition*. FHWA

Thurston County Emergency Management. 2025. *Comprehensive Emergency Management Plan*. Olympia, WA: TCEM

Thurston County Public Works. 2022. *Thurston County Road Master*. Olympia, WA: TCPW

Thurston County Public Works. 2023. *Traffic Manual*. Olympia, WA: TCPW

U.S. Department of Homeland Security (DHS). 2016. *Emergency Support Function #1—Transportation Annex*. Washington, DC: DHS.

Washington Military Department-Emergency Management Division. 2024. *Emergency Support Function #1—Transportation Annex*. Camp Murray, WA: WMD-EMD.

Washington Military Department-Emergency Management Division. 2022. *Catastrophic Incident Annex Tab A: Critical Transportation*. Camp Murray, WA: WMD-EMD.

## 7. Terms & Definitions

**Traffic Control Device:** A traffic control device, as defined by the Federal Highway Administration, is a sign, signal, marking, or other device placed on a particular roadway by the authority of a public body or official with jurisdiction, to regulate, guide, or warn traffic.

**Transportation Systems:** Transportation systems support basic societal functions by facilitating the movement of people and everyday necessities. Transportation infrastructure consists of three main systems — air systems, surface systems, and maritime systems.

- Air systems consist of airports, heliports, landing strips, air traffic control systems, aircraft (manned and unmanned), and support services.
- Surface Systems consist of roads, bridges, pipeline systems, rail, mass transit, and postal/shipping services.
- Maritime systems consist of waterways, ports, and intermodal landside connections.

## 8. Attachments

Attachment 1 – Map, Thurston County Road Ownership

Attachment 2 – Map, Thurston County Bridges

Attachment 3 – Map, Thurston County Rails by Owner

Attachment 4 – Map, Thurston County Ports and Airports

# Thurston County Road Ownership

- Private Road

City Road

County Road
- State Road

Federal Road

Other

Cities Urban Growth Areas

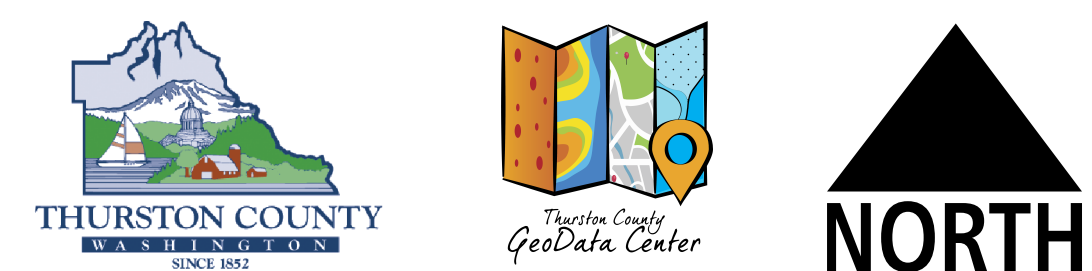


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Updated on 9/28/2022

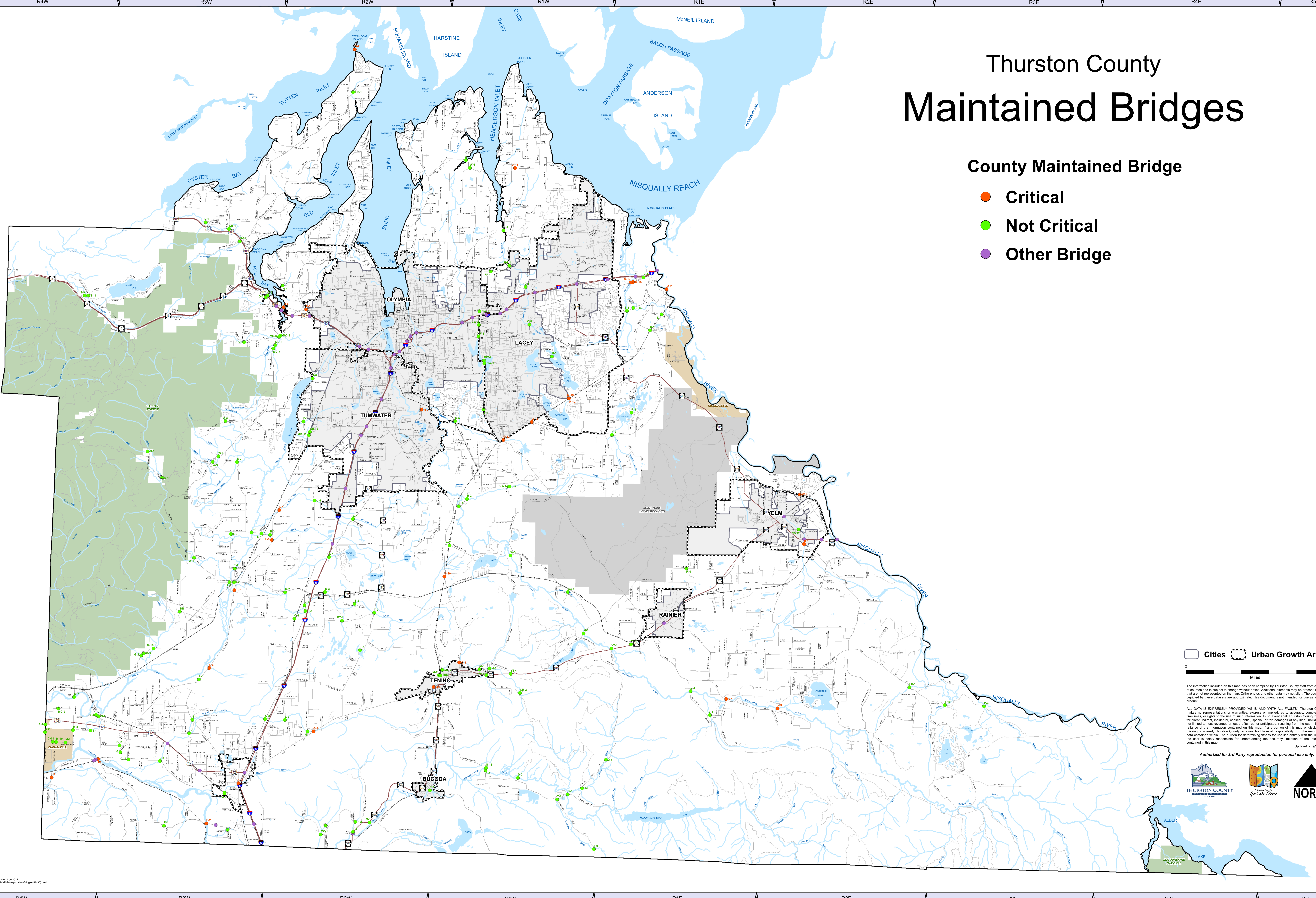
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# Thurston County Maintained Bridges

## County Maintained Bridge

- Critical
- Not Critical
- Other Bridge



Cities Urban Growth Areas

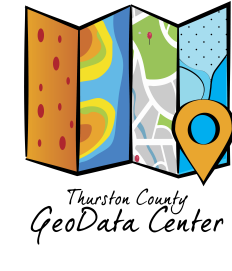


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# THURSTON COUNTY

## EMERGENCY MANAGEMENT

### WSDOT State Railroad System by Owner and Pipelines

As Of May 2018

#### Legend

##### Railroads - Owner/Name

- Burlington Northern SF
- Chicago, Milwaukee, St. Paul & Pacific
- City of Tacoma
- City of Yelm
- Puget Sound & Pacific
- Union Pacific
- Weyerhaeuser Company

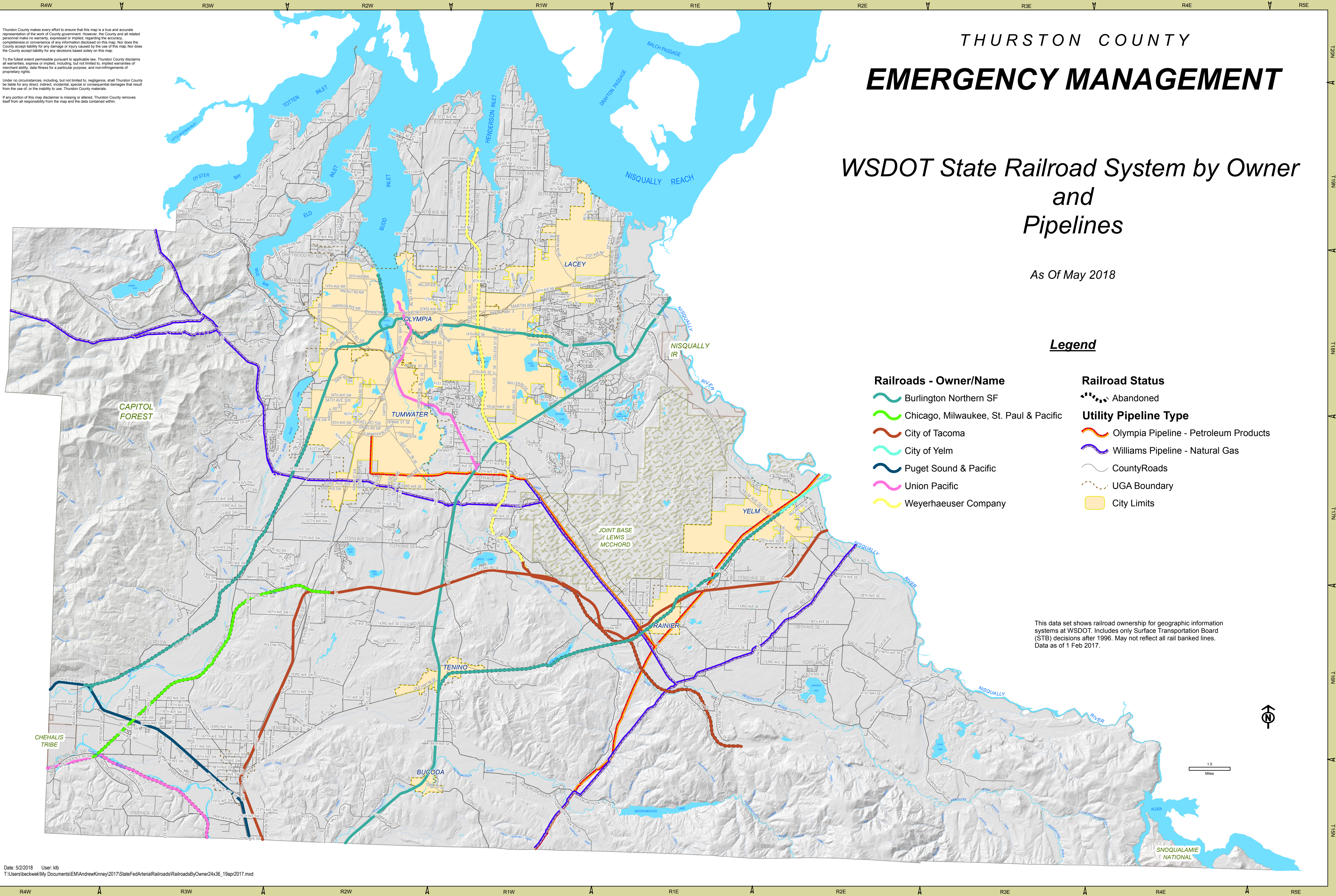
##### Railroad Status

- Abandoned

##### Utility Pipeline Type

- Olympia Pipeline - Petroleum Products
- Williams Pipeline - Natural Gas
- CountyRoads
- UGA Boundary
- City Limits

This data set shows railroad ownership for geographic information systems at WSDOT. Includes only Surface Transportation Board (STB) decisions after 1996. May not reflect all rail banked lines. Data as of 1 Feb 2017.



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# THURSTON COUNTY COMPREHENSIVE PLAN

## 2019 UPDATE

### T-5 Rail, Port, and Airport Facilities

