

## ANNEX 16 (ESF-16)

### EMERGENCY TRAFFIC MANAGEMENT

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PRIMARY: Department of Public Safety

SUPPORT: Department of Natural Resources, Division of Law Enforcement, Division of Land, Water, and Conservation, and Division of Wildlife and Freshwater Fisheries; Department of Probation, Parole, and Pardon Services; Department of Transportation; Office of the Adjutant General, SC National Guard and SC Emergency Management Division; SC Educational TV; South Carolina Law Enforcement Division; Forestry Commission; Budget and Control Board, Division of State Information Technology; Civil Air Patrol

#### I. INTRODUCTION

A. The aggressive management of evacuating motor vehicle traffic during the threat of, or immediately following, an emergency or disaster incident is critical to the life and safety of all state residents and transients. This function must be planned and executed in a coordinated manner that will ensure the most timely and orderly movement of the impacted populace to an area of safety. Evacuations may occur as a result of natural or technological hazards faced by the state and will require planning and coordination within all geographic areas of the state.

B. Hazards which will require action by this functional area and likely geographic areas impacted include, but not limited to:

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| 1. | Hurricanes                    | Coastal areas, including high population tourist areas.                                |
| 2. | Nuclear Power Plants          | 10 and 50 mile Emergency Planning Zones from nuclear power plants.                     |
| 3. | Hazardous Materials Incidents | Densely populated areas statewide.   |
| 4. | Flooding                      | Areas vulnerable to inundation from tidal, riverine, and storm induced flash flooding. |
| 5. | Dam Failure                   | Areas downstream from FERC regulated and other high hazard dams.                       |
| 6. | Earthquakes                   | Densely populated areas  |

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|     |                                      | statewide.                         |
| 7.  | Weapon of Mass Destruction Incidents | Densely populated areas statewide. |
| 8.  | National Security Emergencies        | Densely populated areas statewide. |
| 9.  | Tornados                             | Statewide.                         |
| 10. | Winter Storms                        | Statewide.                         |
| 11. | Fires                                | Statewide.                         |
- C. Effective emergency traffic management will be accomplished by multiple cooperating agencies led by the Department of Public Safety, which has overall responsibility for this emergency support function. Transportation system management is vitally important to successfully execute this function; therefore, the SC Department of Transportation (DOT) will play a major role in the preparedness and execution phases. Aggressive public awareness, education, and communication efforts are essential to the success of this function and must be accomplished by all ESF agencies, and coordinated by the SC Emergency Management Division (SCEMD).

## II. PURPOSE

To provide for coordinated plans, policies, and actions of state and local governments to ensure the safe and orderly evacuation of populations affected by all hazards. To further ensure that once the threat or hazard no longer exists that prompt and orderly re-entry into the evacuated area is accomplished. Other missions may not involve evacuations, but are equally important. They include, but are not limited to, ensuring public safety to motorists during hazardous weather conditions, re-routing traffic to protect motorists/pedestrians from hazardous material exposure, and restricting access and developing diversions from flood prone areas identified in inundation maps of hydro-electric facilities.

## III. CONCEPT OF OPERATIONS

- A. The Department of Public Safety is the Governor's executive agent for all emergency traffic management issues before, during, and after any required evacuation. The Department of Public Safety is responsible for all ESF-16 administrative, management, planning, preparedness, mitigation, response, and recovery activities to include coordinating and maintaining standard operating procedures to support this annex. All ESF-16 supporting agencies will support the Department of Public Safety in the planning and execution of the above. All ESF-16 personnel must be trained on the principles of the National Incident Management System (NIMS) and

Incident Command and integrate those principles into all ESF-16 planning and response operations.

- B. Coordination with all supporting and other appropriate departments/agencies and organizations who may support ESF-16 will be performed to ensure operational readiness prior to, during or after an incident, emergency, or disaster.
- C. SCEMD will monitor conditions that have the potential to require evacuation of any area (s) of the state and implement changes in operating conditions (OPCONS), as required. SCEMD will coordinate with and advise the Governor concerning evacuation decisions and pre-evacuation actions.
- D. Evacuation decisions and time-lines will be coordinated in accordance with the State Emergency Operations Center (SEOC) Standard Operating Procedures (SOPs) and any applicable hazard-specific plans.
- E. The Department of Public Safety will develop, maintain, and execute, when required, an evacuation/re-entry traffic management plan designed to permit evacuation of all citizens in affected areas during a prescribed time frame and to facilitate re-entry following the evacuation.
- F. The Department of Public Safety will provide overall leadership of ESF-16 through a Command Staff level Trooper during all SEOC activations involving evacuation/re-entry actions. In coordination with SCDOT this designated Trooper will serve as the primary advisor to the SCEMD Director and Governor concerning all evacuation/re-entry or emergency traffic operations.
- G. SCDOT will provide technical assistance, operational guidance, and provide access to the Intelligent Transportation System network through the presence of a Senior Traffic Engineer and Senior Maintenance Engineer (as required) assigned to the SEOC during all activations involving evacuation/re-entry actions.
- H. The Department of Public Safety will develop and execute measures intended to gather information on traffic flow and highway usage and in coordination with ESF-15 ensure dissemination of information to the public.

#### IV. **ESF ACTIONS**

- A. Preparedness
  - 1. In coordination with SCEMD, SCDOT, and local authorities, develop evacuation routes for affected areas statewide.

2. In coordination with SCEMD, SCDOT, and local authorities, designate predetermined traffic control points statewide.
3. Determine and ensure provision of all equipment resources required.
4. Develop and coordinate all manpower requirements and support required from ESF-16 and local law enforcement agencies.
5. Schedule and conduct pre-evacuation coordination meetings with all participating agencies as required.
6. In coordination with SCEMD and SCDOT, establish procedures to monitor traffic flow.
7. In coordination with SCDOT and local authorities, develop and implement plans for the ingress and egress of emergency vehicles during evacuations.
8. Coordinate with ESF-2 to develop and implement traffic management communications plans.
9. Coordinate with all county and municipal law enforcement agencies to ensure clear understanding of emergency traffic management responsibilities.
10. Coordinate with SCEMD and SCDOT to develop evacuation time matrices for known or fixed hazards.
11. In coordination with SCEMD and SCDOT, develop and maintain plans and procedures for the execution of interstate highway reversal and other operations in support of hurricane evacuations (or other events and impacts).
12. In coordination with SCEMD and SCDOT, develop public awareness, education, and information programs to ensure citizens and visitors are aware of evacuation plans for hurricanes and other hazards.
13. Participate in state exercises and conduct, at least annually, an ESF-16 exercise to validate this annex and supporting SOPs.

14. Ensure all ESF-16 personnel integrate NIMS principles in all planning. All ESF personnel will complete all required NIMS training, as outlined in the Department of Homeland Security (DHS) training guidance.
15. Ensure procedures are in place to document costs for any potential reimbursement.
16. Support the Emergency Management Assistance Compact (EMAC) by ensuring ESF personnel are trained on EMAC responsibilities, by pre-identifying assets, needs and resources that may be allocated to support other states, and by maintaining related information in WebEOC.
17. Provide ESF-16 representation on the Recovery Task Force.

B. Response

1. Designate and manage operation of pre-assigned manpower and equipment staging areas.
2. Develop and conduct pre-mission operational briefings for participating agencies to include affected county and municipal law enforcement agencies.
3. Implement emergency traffic management plan(s) as required.
4. In coordination with SCEMD, SCDOT, and ESF-15 disseminate emergency traffic management information.
5. Report traffic flow information to the SEOC to include out-of-state traffic flows.
6. Coordinate with ESF-2 to execute traffic management communications plans.
7. Provide traffic information to the Department of Corrections, which may assist their determination to evacuate prisoner populations in affected areas of a disaster.
8. Provide damage information from deployed assets to ESF-5.
9. Identify and provide a liaison officer for each EMAC request, to facilitate arrival and onward movement of EMAC support at appropriate EMAC Mobilization Units and staging areas.

C. Recovery

1. Coordinate with local agencies to facilitate expedited re-entry operations returning displaced citizens into unaffected areas of a disaster.
2. Manage traffic at critical intersections post impact with priority given to emergency service vehicles, transportation of supplies and equipment, and access to critical facilities.
3. Assist public and private organizations with traffic control during the restoration of infrastructure services.
4. In coordination with ESF-1 facilitate traffic flow and direction for EMAC Mobilization Units and Regional Staging Areas.
5. ESF-16 will support long-term recovery priorities as identified by the Long-Term Recovery Committee and Recovery Task Force.
6. Maintain appropriate records of costs incurred during the event.

D. Mitigation

1. Support and plan for mitigation measures including monitoring and updating mitigation actions in the State Hazard Mitigation Plan.
2. Review, evaluate and comment on proposed State Hazard Mitigation Plan amendments, upon initiation and within review
3. Support requests and directives from the Governor and/or FEMA concerning mitigation and/or re-development activities.
4. Document matters that may be needed for inclusion in agency or state/federal briefings, situation reports and action plans.

V. **RESPONSIBILITIES**

- A. General: All state agencies under ESF-16 will train personnel on EMAC procedures to include; identifying agency resources to sustain emergency operations, pre-scripting anticipated needs on specific EMAC messages and listing agency resources available for interstate and intrastate mutual aid missions.
- B. Department of Public Safety
  1. Executive agent for all evacuation/re-entry emergency traffic control operations, including regulation of the state road network

and management of all contingency actions such as interstate/highway lane reversal operations.

2. Identify, train, and assign personnel to staff ESF-16 in the SEOC.
3. Notify all ESF-16 supporting agencies upon activation.
4. In coordination with SCEMD, SCDOT, and local authorities, develop evacuation routes for affected areas statewide.
5. In coordination with SCEMD, SCDOT, and local authorities, designate predetermined traffic control points statewide.
6. Determine and ensure provision of all equipment resources required.
7. Develop and coordinate all manpower requirements and support required from ESF-16 and local law enforcement agencies.
8. Designate and manage operation of pre-assigned manpower and equipment staging areas.
9. Schedule and conduct pre-evacuation coordination meetings with all participating agencies as required.
10. In coordination with SCEMD and SCDOT, establish procedures to monitor traffic flow.
11. In coordination with SCDOT and local authorities, develop and implement plans for the ingress and egress of emergency vehicles during evacuations, statewide.
12. Coordinate with ESF-2 to develop and implement traffic management communications plans.
13. Coordinate with all county and municipal law enforcement agencies to ensure clear understanding of traffic management responsibilities.
14. Develop and conduct pre-mission operational briefings for participating agencies.
15. Coordinate with SCEMD and SCDOT to develop evacuation time matrices for known or fixed hazards.
16. In coordination with SCEMD and SCDOT, develop and maintain plans and procedures for the execution of interstate highway

reversal and other operations in support of hurricane evacuations (or other events and impacts).

17. In coordination with SCEMD, and SCDOT, develop public awareness, education, and information programs to ensure citizens and visitors are aware of evacuation plans for hurricanes and other hazards as necessary.
18. Provide personnel, transportation, communications, and equipment to support emergency traffic management operations.
19. Conduct after action de-briefings of ESF-16 activities, inclusive of input from local agencies after each disaster response operation.
20. Develop and coordinate an annual ESF-16 exercise based on a hurricane scenario.

C. Department of Natural Resources

1. Division of Law Enforcement
  - a. Identify, train, and assign personnel to maintain contact with and prepare to execute missions in support of ESF-16 during periods of activation.
  - b. Provide equipment and air resource support for emergency traffic management operations.
  - c. Be prepared to support ESF-16 operations with personnel, as requested.
2. Division of Land, Water, and Conservation
  - a. Identify, train, and assign personnel to maintain contact with and prepare to execute missions in support of ESF-16 during periods of activation.
  - b. Provide equipment to support emergency traffic management operations.
  - c. Be prepared to support ESF-16 operations with personnel, as requested.
3. Division of Wildlife and Freshwater Fisheries
  - a. Identify, train, and assign personnel to maintain contact with and prepare to execute missions in support of ESF-16 during periods of activation.

- b. Provide equipment to support emergency traffic management operations.
  - c. Be prepared to support ESF-16 operations with personnel, as requested.
- D. Department of Probation, Parole, and Pardon Services
- 1. Identify, train, and assign personnel to maintain contact with and prepare to execute missions in support of ESF-16 during periods of activation. Staff SEOC during hurricane operations.
  - 2. Provide equipment, communications, and personnel to support emergency traffic management operations.
- E. SC Department of Transportation
- 1. Identify, train, and assign SCDOT personnel to staff ESF-16 in the SEOC.
  - 2. Develop SCDOT supporting annex to ESF-16 SOP.
  - 3. Support development of all evacuation routes through the provision of traffic engineering, geographic information, and mapping services.
  - 4. Coordinate with SCEMD and SCDPS to develop evacuation time matrices for known or fixed hazards.
  - 5. Provide required traffic control barriers, cones, temporary signs, and sign crews to support evacuation route management.
  - 6. Provide evacuation signs for all designated hurricane evacuation routes to include waterways.
  - 7. Survey all evacuation routes.
  - 8. Support SCDPS in the selection and management of alternate transportation routes.
  - 9. Assign SCDOT incident management trucks to evacuation/emergency routes to ensure rapid assistance to disabled vehicles that may impede traffic flow.
  - 10. Develop plans and operational procedures to support evacuee comfort stations at designated interstate rest areas.

11. Develop and publish hurricane evacuation route maps for public distribution.
12. Design, install, and maintain controlled emergency access to facilitate interstate lane reversal plans as required.
13. Fully integrate available Intelligent Transportation System (ITS) components into evacuation traffic management plans.
14. Provide real time ITS traffic information, where available, to the SEOC during all ongoing evacuation operations.
15. Provide continuous coordination with the federal and other state Departments of Transportation during regional evacuations regarding out of state traffic flows and brief ESF-16 and SCEMD Director as required.

F. Office of the Adjutant General

1. SC National Guard
  - a. Identify, train, and assign personnel to maintain contact with and prepare to execute missions in support of ESF-16 during periods of activation. Provide a representative during air operations.
  - b. Provide unit manpower and equipment assignments to support traffic control points and road patrol functions as assigned by SCDPS/SCHP.
  - c. Conduct training annually with all units and personnel assigned traffic control responsibilities.
  - d. Provide mission ready aviation support as required by SCDPS/SCHP.
  - e. Support traffic management operations with manpower, equipment, and logistical support as determined necessary and assigned in ESF-16 SOP
  - f. If time constraint requires deployment of National Guard prior to a Governor's State of Emergency, The Adjutant General may order select units to facilitate mission support.
2. SC Emergency Management Division
  - a. Identify most likely areas of the state to be evacuated through hazard identification and available studies, i.e. Hurricane Evacuation Study, and provide assistance to

ESF-16 during traffic management plan development, maintenance and all emergency operations.

- b. Coordinate with SCDPS and SCDOT to develop evacuation time matrices for known or fixed hazards.
- c. Recommend areas requiring evacuation to the Governor and coordinate development of required executive order.
- d. Activate all departments/agencies involved in emergency traffic management for SEOC staffing.
- e. Conduct conference calls with all impacted county emergency management organizations to ensure coordination of all evacuation orders and traffic management operations.
- f. Conduct emergency public information operations through the use of EAS, PIPS, canned evacuation videotapes, and press releases, live and taped interviews, press conferences and briefings, and other media availabilities; establish and utilize a Joint Information Center (JIC) at the SEOC, and coordinate information to the maximum extent utilizing the Joint Information System (JIS).
- g. Coordinate re-entry timing and the Governor's evacuation rescission order once the hazard no longer exists.

G. SC Educational TV

- 1. Identify, train, and assign personnel to maintain contact with and prepare to execute missions in support of ESF-16 during periods of activation.
- 2. Provide public information capabilities in support of emergency traffic management operations.
- 3. Test media link equipment annually.

H. South Carolina Law Enforcement Division

- 1. Identify, train, and assign personnel to maintain contact with and prepare to execute missions in support of ESF-16 during periods of activation.
- 2. Provide aviation support as required by SCDPS/SCHP for traffic surveillance.

3. In the event the SCDPS radio system is inoperative, the SLED radio system will be used to provide communications to aviation support for emergency traffic management (i.e. air to SEOC).
4. Provide SLED Agent liaison to ESF-16 during SEOC activations.
5. Be prepared to support ESF-16 operations with personnel.

I. Forestry Commission

1. Identify, train, and assign personnel to maintain contact with and prepare to execute missions in support of ESF-16 during periods of activation.
2. Provide aviation assets to support ESF-16 operations.
3. Provide law enforcement officers to assist SLED in lane reversal operations during times of evacuation.

J. Budget and Control Board, Division of State Information Technology

1. Identify, train, and assign personnel to maintain contact with and prepare to execute missions in support of ESF-16 during periods of activation.
2. Provide communications equipment (radios, repeaters, ECV, and cell phones) and system status to support ESF-16 operations.
3. Coordinate with SCDPS to develop and implement traffic management communications plans as necessary.

K. Civil Air Patrol

1. Identify, train, and assign Civil Air Patrol personnel to maintain contact with and prepare to execute missions in support of ESF-16 during periods of activation. Provide a representative during air operations.
2. Provide aviation assets and resources to support ESF-16 operations.
3. Provide air to ground radio communications during evacuation operations as required or assigned in ESF-16 SOP.
4. Provide aircraft, aircrews, ground and operations personnel and communications for transportation of emergency officials, personnel, light-load cargo, and for various aerial reconnaissance flights.

**VI. FEDERAL ASSISTANCE**

- A. This annex has no counterpart in the National Response Framework. Federal assistance for evacuation is available from the Department of Energy, Department of Transportation, Department of Defense, Coast Guard, Public Health Service, and Nuclear Regulatory Commission through FEMA. Additionally, for multi-state hurricane threats FEMA, through the regional operation center in Atlanta, will establish an Evacuation Liaison Team (ELT) to coordinate multi-state evacuations simultaneously conducted within FEMA Region IV.
  
- B. All State ESF-16 personnel will be familiar with the National Response Framework for guidance relating Traffic Management and the corresponding annex with Federal counterpart concepts, actions and responsibilities. This familiarization will include but not be limited to the make up, functions and responsibilities of the Incident Management Assistance Teams (IMAT), and the JFO.

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