

BLACK HAWK COUNTY EMERGENCY MANAGEMENT AGENCY



EMERGENCY SUPPORT FUNCTION 1 - TRANSPORTATION

2025

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Acronyms

ACP	Access Control Point
AOB	Aviation Operations Branch
CAP	Civil Air Patrol
DPS	Iowa Department of Public Safety
DOT	Iowa Department of Transportation
EMAC	Emergency Management Assistance Compact
IMAC	Iowa Mutual Aid Compact
EPZ	Emergency Planning Zone
ESF	Emergency Support Function
FAA	Federal Aviation Administration
FEMA	Federal Emergency Management Agency
HSEM	Iowa Department of Homeland Security and Emergency Management
LOA	Letter of Agreement
MOU	Memorandum of Understanding
NG	National Guard
NIMS	National Incident Management System
NRF	National Response Framework
PDA	Pease Development Authority
EOC	State Emergency Operations Center
SEOP	State Emergency Operations Plan
SME	Subject Matter Expert
28E	Iowa Code Section provides ability for governmental entities to enter into contracts with one another
TMC	Traffic Management Center
WebEOC	EMA Software

Adopted by Black Hawk County Emergency Management Agency May 15, 2025

Lead Agency

Black Hawk County Engineer, Municipal Public Works Departments, Municipal and County Law Enforcement, Metropolitan Transit Authority

ESF Coordinator: Black Hawk County Emergency Management

Support Agencies

Black Hawk County Emergency Management, Black Hawk County Conservation, Canadian National Railroad, D & W Railroad, Iowa North Railroad, Union Pacific, Trackage Rights, OnBoard (INRCOG), Waterloo Regional Airport, Civil Air Patrol (CAP), Municipal Fire and EMS Agencies, Iowa Department of Transportation (IDOT), Iowa Department of Public Safety, Iowa State Patrol, Cedar Valley Catholic School, Cedar Falls Community School, Dunkerton School, Waterloo School (Student First), Hudson Community School, Union Community School.

Introduction

A disaster or emergency may severely damage state and local civil transportation infrastructure, such as damaged roads, bridges, airports, pipelines, and railways. Emergency Support Function (ESF) 1 – Transportation Annex details how the County and Municipalities will provide transportation-related support and assistance to local jurisdictions in the event needs exceed available resources during an emergency.

Purpose

The purpose of ESF 1 is to coordinate cooperation across all agencies regarding transportation needs, issues, and activities before, during, and after a disaster, emergency, or planned event in the County and Municipalities.

Concept of Operations

This annex will be activated at the direction of the EOC or Incident Commander when there is potential for or an actual disaster situation or planned event affecting transportation infrastructure or requiring additional transportation resources.

General

1. The lead agency in collaboration with the ESF coordinator, must ensure that through correlated annual planning, all ESF 1 agencies are:
 - a. Participating in reviews and maintenance of the ESF 1 Annex; and
 - b. Receiving sufficient training and are capable of supporting responsibilities of ESF 1 in the EOC; and,
 - c. Coordinating, attending, and participating in ESF 1 meetings, training sessions, conferences, and exercises.
2. Maintain manual or automated listings of the following:
 - a. Primary support agency emergency points of contact that may need to be contacted by ESF 1 representatives; and
 - b. Available transportation resources (i.e., state, local, contract).

3. Coordinate ESF 1 activities in the EOC during periods of activation, by developing and maintaining the ESF 1 staffing schedule.
4. Coordinate evaluation and performance of mission/task requests.
5. Ensure the status of committed and uncommitted resources is tracked, during activation of the EOC.
6. Ensure Unified Command is used to manage assets in the field, due to the number and variety of government and private sector organizations that may be involved.
7. All intrastate transportation assets available for emergency management purposes will be subject to the control of ESF 1 with the following exceptions:
 - a. Federally controlled or operated vessels, trains, vehicles, or aircraft and bridges, unless specifically made available;
 - b. Commercial or scheduled air carriers; and,
 - c. Local emergency vehicles actively responding to provide emergency service.

Organization

1. **Command & Control Structure:** ESF 1 shall function under the direction and control of the Infrastructure Branch under the EOC Operations Chief (***See Organizational Chart in SEOP Basic Plan***).
2. **Operational Facilities/Sites:** (*Offices that are staffed 24/7 year-round.)
 - a. DOT District Offices/Dispatch Centers (Local):
 - i. Waterloo-DOT Shop
 - ii. DOT Communications-Ankeny, Iowa
 - b. State Police Troop Stations & Communications (Local):
 - i. District 9 – Cedar Falls
 - ii. Iowa State Patrol Communications Center-Cedar Falls, Iowa
3. **Federal Resources:** When ESF 1 anticipates or has a need for resources not otherwise available, action will be taken to secure such resources through the *National Response Framework* (NRF) or some other federal source. This request should be coordinated through the EOC Operations Chief, and Logistics Chief, and your County Emergency Manager required.
4. **Contracts and Contractors:** Resources that are available through ESF 1 may be obtained through a contractor. Local contracts or private sector contracts should be facilitated through Logistics and ESF 7 – Resource Support.

Notification

1. EMA will notify the lead agency points of contact when there is an immediate or anticipated EOC activation requiring ESF 1 representation.
2. The lead agency will then notify the Support Agencies and determine coverage for the ESF 1 desk in the EOC.
3. ESF 1 agencies will make notifications to their appropriate regions, districts, local offices, etc.
4. The above notification process will be utilized for all phases of activation and activities in which the ESF 1 will be involved.

Event Reporting

1. WebEOC will be utilized, to provide continuous situational awareness by the County EMA.

2. Position logs should be maintained by each ESF agency in sufficient detail to provide information on activities taken during the event.
3. Agencies are also expected to keep their lead agency updated upon all activities and actions.
4. The lead agency will be responsible for making periodic reports to the Operations Section Chief on activities taken by the ESF during the event and assure the actions are properly documented.
5. Lead and support agencies must maintain financial records of all activities and costs during the event. The records will be turned into the lead agency when requested.

ESF Actions

Prevention/Preparedness Actions

1. Maintain situational awareness, through coordination with ESF 1 support agencies, for current inventories of government transportation facilities, supplies, and equipment.
2. Participate in State exercises or conduct an exercise to validate this Annex and supporting SOPs.
3. Support the Emergency Management Assistance Compact (EMAC) and Iowa Mutual Aid Compact (IMAC), including the training of ESF 1 personnel on EMAC/IMAC responsibilities, and pre-identification of assets, needs and resources that may be allocated to support other states/provinces.
4. Annually review the state of Federal Department of Homeland Security Core Capabilities and integrating tasks as appropriate.
5. Integrate NIMS principles in all aspects of planning for ESF 1.
6. Maintain notification systems to support emergency/disaster response. These systems should address evacuation orders, bridge and road closures, suspension of State construction or maintenance operations, as appropriate.

Response Actions

1. Assign and schedule sufficient personnel to cover a EOC activation for an extended period.
2. Provide information and status on lines of transportation to EOC Operations via WebEOC.
3. Provide updates and briefings for personnel reporting for ESF 1 duty.
4. Notify ESF 1 counterparts in the threatened or impacted areas.
5. Generate information to be included in EOC briefings, situation reports, and/or action plans.
6. Evaluate and respond to ESF 1 mission/task requests, including (but not limited to) establishment of evacuation routes, staging areas, and other potential resource requirements. Consult with associated ESFs regarding support that may be required from ESF 1.
7. In coordination with other ESFs and local entities, assess, identify, establish and/or maintain:
 - a. Transportation routes for evacuation and surge of populations.
 - b. Transportation routes from staging areas, reception areas, shelters, or other facilities needed because of the incident.
 - c. Routing for special equipment, removal of human and/or animal remains or other special needs that may occur prior to, during or after an incident.
8. Consult incident-specific annexes for specialized actions.

9. Support requests and directives resulting from a Governor's State of Emergency Declaration and/or Presidential Disaster Declaration.
10. Prepare for arrival of, and coordination with, FEMA ESF 1 personnel, as appropriate.
11. Respond to all requests for Temporary Flight Restrictions according to established procedures.
12. Support the deployment of response personnel and FEMA Damage Assessment Teams.
13. Prepare damage assessment documents to be submitted to HSEM and other appropriate ESFs/agencies.
14. Establish operational needs for restoration of transportation services during an emergency. Consult with developed plans (or begin development of plans) for the distribution/assignment of specialized equipment and personnel.
15. Facilitate mutual aid requests for transportation needs and resources.
16. Evaluate probability and time of the recovery phase for the event. Continue development of an "After-Action Report" for ESF 1.

Recovery Actions

1. Assist with the coordination of the repair and restoration of transportation infrastructure.
2. Maintain information and status on lines of transportation to EOC Operations via WebEOC.
3. Continue to coordinate activities and requests with partner ESFs.
4. Prepare for arrival and coordination of FEMA ESF 1 personnel, if appropriate.
5. Generate information to be included in EOC briefings, situation reports, and/or action plans.
6. Ensure ESF 1 lead and support agencies document event related costs for any potential reimbursement.

Mitigation Actions

1. Identify potential emergency transportation issues and collaborate to develop or recommend plans, protocols, procedures, and policies to prevent or mitigate their effects.
2. Provide input to local and State Hazard Mitigation Plan, as needed.
3. Support and plan for mitigation measures including monitoring and updating mitigation actions in the Local and State Hazard Mitigation Plan.
4. Support requests and directives from the Governor and/or FEMA concerning mitigation and/or redevelopment activities.

Responsibilities

General

1. Agencies will provide Subject Matter Experts (SME's) to support ESF 1 in the EOC.
2. Agencies will maintain inventories/databases, status of availability, and procedures to obtain access to and use of their transportation assets.
3. Participate in the evaluation and mission assignment of ESF 1 resource requests submitted to the EOC including resources that are available through mutual aid agreements, compacts, contracts, etc.

Agency Specific

Lead Agency

Engineer, Municipal Public Works Departments, Municipal and County Law Enforcement, Transit

Authority

1. Identify, train, and assign personnel to staff ESF 1 in the EOC.
2. Notify all ESF 1 supporting agencies upon activation.
3. Assign personnel to the ESF 1 duty schedule at the EOC.
4. Provide staff and resources necessary to conduct impact assessments of the affected area(s).
5. Provide available transportation resource support for the ESF 1 mission to include:
 - a. Transportation resources, expertise, equipment, facilities;
 - b. Vehicular traffic management and control signs/devices for state and local roadways;
 - c. Vehicular traffic flow data and information from temporary and permanent monitoring sites;
 - d. Establish evacuation timetables for Emergency Planning Zone (EPZ) communities and others, as appropriate;
 - e. Identify appropriate transportation staging areas;
 - f. Implement the lifting of state tolls, as appropriate in accordance with the Governor's authorization.
 - g. Implement the lock-down of State moveable bridges, if required and appropriate and make appropriate notifications.
 - h. Suspend and clear all DOT construction and maintenance zones on state highways and roads if required and appropriate.
6. Provide mutual aid data and points of contact.
7. Provide bus transportation capacities and points of contact. Work with DOS to access resources including those for specialized transportation needs.
8. Coordinate activities between public and private agencies on matters related to impacted public transportation. Support public transportation services when emergency services are required (as resources are available.)
9. Maintain and provide public and private airport, airfield, heliport and hospital heliport data such as location, elevation, navigation and communication aids, runways, and owner- operator points of contact.
10. Provide railroad transportation systems data and points of contact. Identify and secure rail transportation resources that may be needed for evacuation, population surge or re-entry. Relay any evacuation/protective actions to rail lines as appropriate. (Rail owners will make final decision on institution of recommendations.)
11. Provide multi-modal transportation engineering, technical and specialty support and coordination.
12. Coordinate air transportation and evacuation support. Discuss with the EOC Operations Section Chief the feasibility of activating the Air Operations Branch (AOB).
 - a. Initiate activation of the AOB, via the Bureau of Aeronautics, when directed by the EOC Operations Section.
 - b. The AOB will assume responsibility for all aviation asset deployment and coordination

including coordination with the FAA.

13. Contact FAA regarding impact upon air space over impacted area. FAA will issue no-fly zones and notification as appropriate.
14. Assess and report damage to aeronautic transportation infrastructure.
15. Assess and report damage to railway and transit infrastructure in coordination with ESF 3.

Support Agencies

Black Hawk County Emergency Management, Conservation, Railroad, Transpiration, Airport(s),

- a. Assist IDOT with the development of evacuation/surge routes. Be prepared to conduct route reconnaissance.
- b. Assist with maintaining up-to-date evacuation mapping, routing and information for impacted area.
- c. Coordinate law enforcement escort/support for emergency materials, supplies, and personnel vehicles, singularly or in convoys.
- d. Assist with the coordination of an evacuation of the impacted area. Coordinate Access Control Points (ACP) with local officials. Assist in staffing roadblocks and provision of traffic control.
- e. Work with other agencies and local law enforcement to assure warnings/alerting, evacuating and establishing security/traffic perimeters as needed/requested.
- f. Coordinate and control emergency traffic regulations in conjunction with other state and local agencies. Coordinate law enforcement support for activating, maintaining and deactivating one-way plans for ordered evacuations, surge and re-entry.
- g. Provide information on and support for acquiring transportation resources as required.
- h. Set security/safety zones, as appropriate, on State's waterway system, harbors and marinas.
- i. Provide marine data such as location, navigation and communication aids, docking and cargo capabilities and owner-operator points of contact. (In conjunction with PDA and USCG).
- j. Assist with other agencies to assure warnings/alerting, evacuations are provided on State's waterways, harbors and marinas.
- k. Provide transportation-related technical and specialty support and coordination.

2. Department of Safety, Division of Fire Standards & Training & Emergency Medical Services

- a. Coordinate and provide specialized transportation needs (ambulances, wheelchair vans, etc.) in or near impacted area.
- b. Coordinate transportation of individuals needing treatment due to radiological incidents to hospitals with specialized care capabilities.
- c. Assist in identification and provision of resources capable of providing specialized (medical) transportation for evacuation or re-entry into affected area, as requested. Assisting in provision and enactment of mutual aid compacts.
- d. Assist with the transportation of human remains, as requested.
- e. Provide transportation-related technical and specialty support and coordination.

3. Civil Air Patrol

- a. Provide aerial assets and operations personnel to support air operations to include, but not limited to light transportation, communications and reconnaissance.
- b. Participate in Air Operations Branch activities when Branch is activated.

Resources

The following are potential resource needs to support ESF 1 missions/tasks.

Equipment

1. Buses of various types and sizes, with drivers.
2. Passenger and utility vans, with and without drivers.
3. Trucks and/or trailers with drivers/operators.
4. Vehicles to transport both light and complicated/heavy equipment/cargo.
5. Aircraft, aircrews, ground and operations personnel.
6. Aircraft transportation for officials, emergency workers, light-load cargo and for various aerial surveillance and reconnaissance.
7. Boats of various sizes and types powered and non-powered.
8. Specialized transportation vehicles and personnel including those for functional needs populations, animal transport and mortuary vehicles.
9. Vehicle repair facilities, equipment and personnel for various types of vehicles.
10. Tow trucks and other vehicles for moving cars/trucks.
11. Fleet parking and storage areas to be used for staging, parking and storing of various types of emergency vehicles.
12. Motor pool and vehicle service facilities and personnel to be used for refueling and servicing of emergency vehicles.
13. Specialized parking/storage facilities for contaminated (or potentially contaminated), unclaimed or towed vehicles.

Coordination with Other Emergency Support Functions

ESF 1 will coordinate with other ESFs through the EOC by:

1. Notifying organizations of available resources.
2. Providing availability of subject matter experts for specialized requests.
3. Notifying ESFs and Support Agencies of any pertinent information that may impact their ability of the to carry out missions/tasks, such as traffic flow information, highway/road closure or obstruction information, availability of engineering and fuel availability, etc.

Mutual Aid

Lead and Support Agencies will maintain up-to-date Memorandums of Understanding (MOU), Letters of Agreement (LOA), etc. with other agencies, regions, states or countries, as appropriate.

Each agency is responsible for keeping these documents updated and with appropriate points of contact. Support Agencies should keep the lead agency informed of any such agreements which may impact resources or capabilities during an emergency incident.

The State of Iowa also maintains agreements and mutual aid compacts on behalf of various organizations. These may be activated as the situation warrants.

Attachments

Plans/Procedures, Etc.

1. Critical Transportation Routes and Bridges
2. Mass Transportation Information
3. Waterloo Regional Airport Specifications
4. Temporary Flight Restrictions

Listings/Maps

1. Rail Lines
2. Railroad Crossing Locations
3. Public Works Maintenance Locations

Record of Update

Date	Title and Agency of ESF Lead Approving Update

Critical County Transportation Routes and Bridges

Overview: Black Hawk County is home to an extensive road system, composed of an interstate system (I-380), several highways, both federal (US 20, 63, & 218) and state (Iowa 21, 57, 58, 175, 934 University Ave. and 281), and over 520 miles of gravel roads and 240 miles of hard surface secondary roads. Black Hawk County also maintains over 300 bridges. See Waterloo/ Cedar Falls Metropolitan Evacuation Plan for an evacuation area map, critical bridges map, evacuation pick up points map and other evacuation related maps. The following table lists critical transportation points and links by community.

http://www.inrcog.org/pdf/Black_Hawk_County_Evacuation_Plan.pdf

Municipality	Critical Transportation Points	Critical Transportation Links
Black Hawk County (Unincorporated)	IA 57, IA 66, US 57, IA 281, IA 220, US 20, US 218, US I-380, US 63, IA 175, IA 21, Tama RD, County D48, County V51, County V62, County D38, County C57	D48 Bridge over Cedar River, US 20US I 380 Exchange
Cedar Falls	US 58, US 20, US 218, Hudson Road, University Ave, US 57, Greenhill Road, Ridgeway Road	218-58 mix master, Bridge over Cedar River on US 57, US 58 –University Ave Interchange, US 58-US 20 Interchange, Roundabout for Greenhill, Viking, & Cedar Heights
Dunkerton	IA 281, County C66	IA 281 Bridge over Crane Creek
Elk Run Heights	Elk Run Road, Lafayette Road, Plaza Dr., Dubuque Rd.	

Evansdale	US I-380, Lafayette Road, Sky view Road	US I-380 Interchange, I-380 bridge over Cedar River
Gilbertville	County D38, County V-49, Gilbertville Road	County D38 Bridge over Cedar River
Hudson	US 63, County D35, Hudson Road	
Janesville (in Black Hawk Co.)	County V14, US 218	V14 Bridge over Cedar River
La Porte City	US 218, County D52, County V51, County D48	US 218 Bridge over Wolf Creek, County D48 Bridge over Cedar River, Main street bridge over Wolf Creek
Raymond	Raymond Road, Lafayette Road	
Waterloo	US I 380, US 218, US 63, US 57, 4 th Street, US 20, Ansborough Ave, IA 21, Independence Ave, Lafayette Road, Green Hill Road, University Ave, Washington Street,	US 20-US 218 Mix Master, US 20-IA 21 Interchange, US 20 Ansborough Interchange, US 20-US 63 Mix Master, US 218 on-off ramp s downtown, intersection of 18 th St and US 218, US 218-US 63 Interchange, Bridges over Cedar River downtown—18 th Street, 11 th Street, 6 th Street, 5 th Street, 4 th Street, 1 st Street, Mullan Ave, and Conger Street-, US 218 Bridge over the Cedar River, US 218 Bridge over Black Hawk
		Creek, US 218 Bridge over East Lake, US 218 Broadway Exchange

Mass Transportation (Bus) Information

Black Hawk County Emergency Management Agency has on file memorandums of understanding for transportation services during emergency situations with the following:

Metropolitan Transportation Authority
First Student in conjunction with Waterloo Community Schools
Cedar Falls Community Schools
Hudson Community Schools

The information below outlines approximate bus resources and capacity. An assumption is made that that there are enough bus drivers to operate the buses, which in a disaster situation may not be the case.

Agency (public and private)	Number of Buses	Capacity per bus and/or total (if available)
Cedar Valley Catholic Schools	3	221 Total
Cedar Falls Community Schools	40 + 6 Special Needs/Wheelchair	2056 Total 15 Wheelchair

Dunkerton Community Schools	6	Approximately 70 per bus
First Student / Waterloo Schools	70 buses total 10 w/wheelchair access	16 w/84 cap. 37 w/72 cap. 6 vans w/5 cap.
Hudson Community Schools	10 buses 1 MY25	70 per bus Cap. 77
OnBoard Public Transit (INRTC)	19 2 Mini Vans	18 passengers or 9 passengers & 4 Wheelchairs 3 passengers & 1 Wheelchair
Metropolitan Transit Authority	39, all are handicapped accessible	Light Duty Buses = 16 vehicles (12 passenger seats + 4 WC) Medium Duty Buses = 5 vehicles (12 passenger seats + 5 WC) Heavy Duty Buses = 18 vehicles (26 passenger seats + 2 WC)
Union community Schools	18 + 3 with Lifts	60/bus

Waterloo Regional Airport Specifications

Waterloo Regional Airport covers an area of 2,583 acres which contains three asphalt paved runways:

Runway #1 (6/24)	5403 ft x 129 ft	no Instrument Landing System
Runway #2 (12/30)	8398 ft x 150 ft	Instrument Landing System
Runway #3 (18/36)	6002 ft x 150 ft	no Instrument Landing System

Maximum Aircraft 747 **(Pending fuel and cargo weight)**

Airport & FAA contacts for Requesting Temporary Flight Restrictions (these numbers are not for distribution)

To Request TFR

Chicago ARTCC (Air Route Traffic Control Center) 630-906-8341
OR
Waterloo Regional Airport Control Tower 319-233-7230

Notify Waterloo Regional Airport

Waterloo Regional Airport (ALO)	319-291-4483
Airport Director, Steven Kjergaard	319-595-9575
Control Tower	319-233-4835
Control Tower Manager, Nick Bird	319-233-7230

Other numbers

TFR office of the FAA 1-888-876-6826 (called to get ARTCC #'s)

Minneapolis ARTCC (Air Route Traffic Control Center) 651-463-5580

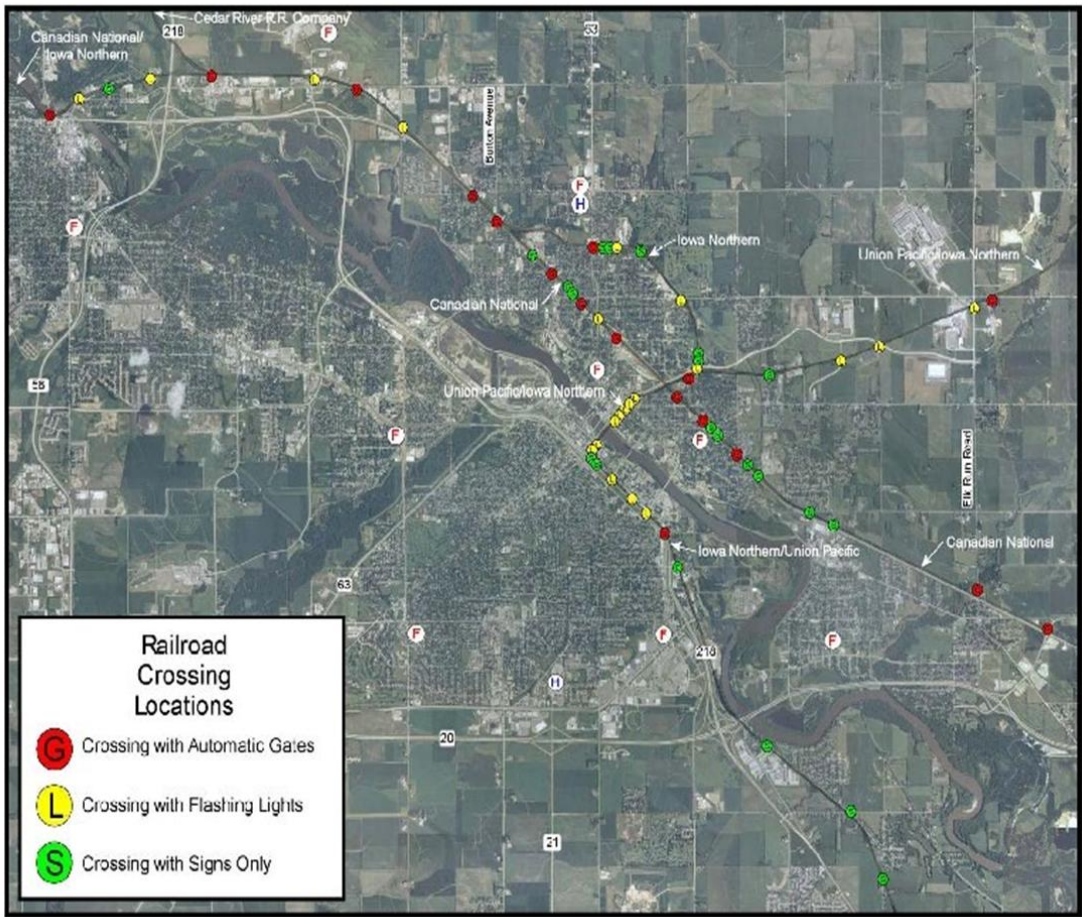
FAA accident report number (obtained from Comms) 816-329-3000

Rail Lines Map

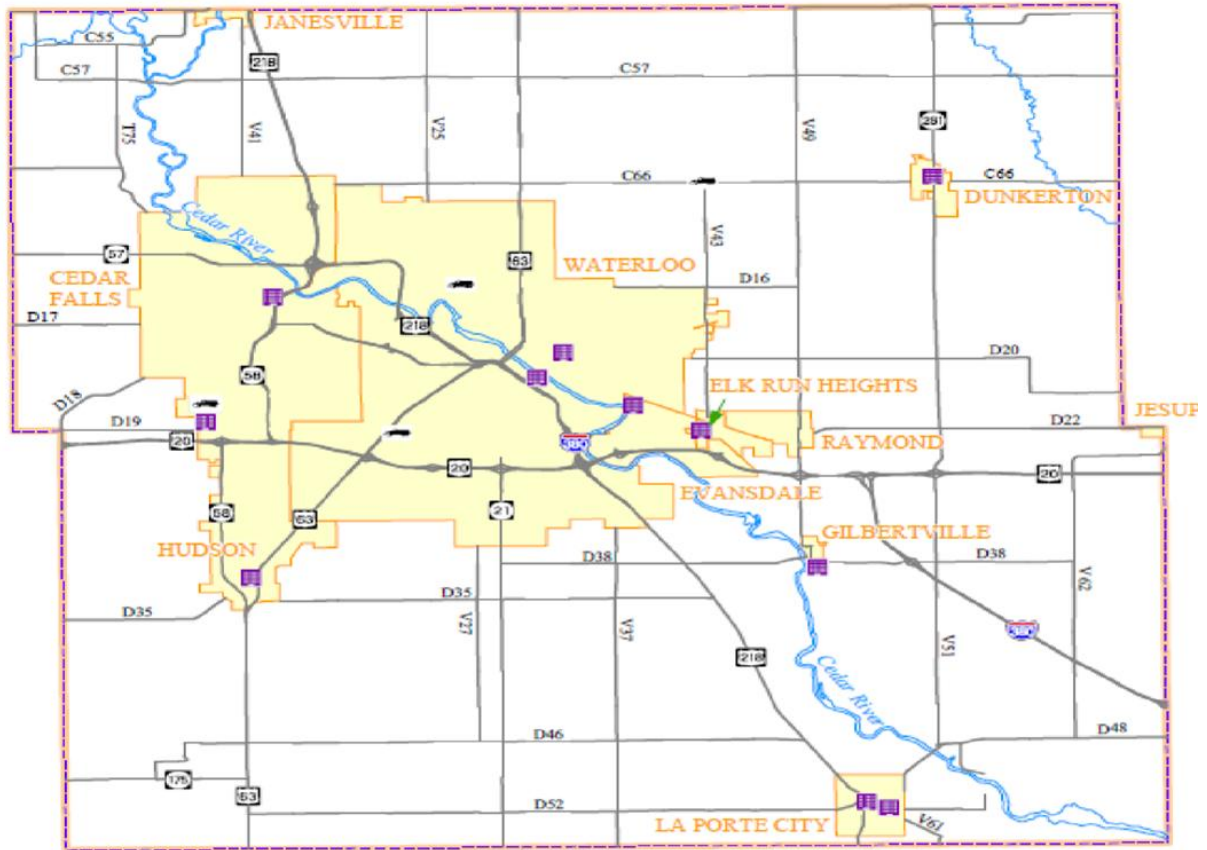


Railroad Operators	
Amtrak	AMTK
Boone Scenic Valley R.R.	BSV
Burlington Junction Ry. Co.	BJRY
BNSF Railway Co.	BNSF
Cedar Rapids and Iowa City Ry. Co.	CIC
Cedar River Railroad Co.	CEDR
Chicago, Central & Pacific Railroad	CC
D & I Railroad Co.	DAIR
Dakota, Minnesota and Eastern R.R. Co.	DME
Davenport Industrial R.R.	DIR
Iowa Interstate R.R. Ltd.	IAIS
Iowa Northern Ry. Co.	IANR
Iowa River Railroad Co.	IARR
Iowa Southern Railway Co.	ISRY
Iowa Traction R.R. Co.	IATR
Keokuk Junction Ry.	KJRY
Norfolk Southern Railway Co.	NS
Soo Line	SOO
Union Pacific Railroad	UP
Private Track - Cargill Alliance	CGAQ
Railroad Owners Non-Operators	
Canadian National Railway Co.	CN
Canadian Pacific Railroad	CP
CBEC Railway Co.	CBRX
City of Davenport	CD
North Central Iowa Rail Corridor	NCIRC
Piedmont & Northern Ry. (Patriot Rail)	PNRW
Progressive Rail	PGR
State of South Dakota	SD
Trackage Rights	
▲▲▲▲ (BNSF)	▲▲▲▲ (IAIS)
▲▲▲▲ (CEDR)	▲▲▲▲ (IANR)
▲▲▲▲ (CC)	▲▲▲▲ (KJRY)
▲▲▲▲ (DAIR)	▲▲▲▲ (NS)
▲▲▲▲ (DME)	▲▲▲▲ (SOO)
	▲▲▲▲ (UP)

Rail Crossing Locations



Black Hawk County, Iowa
Critical Sites Map - Public Works & Road Maintenance



Public Works & Road Maintenance Locations