# CHAPTER 9

## EMERGENCY OPERATIONS

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9.1 INTRODUCTION

PURPOSE

This chapter familiarizes Department personnel with policies relative to incident management. The document provides information necessary to understand the Department of Transportation’s role in incident response/management, and the minimum protocols which are to be followed.

The target audience includes all Department personnel that have or may be assigned a role in responding to or managing highway incidents. Procedural guidelines and checklists for on-site response for PennDOT personnel can be found in Publication 911, All-Hazards Incident Management Manual and its sister document, Publication 911B.

9.2 GENERAL

The policy in this chapter represents an extension of the Department’s responsibilities and activities, as a state agency, relative to the Commonwealth’s “Emergency Operations Plan” and the “Commonwealth of Pennsylvania Disaster Recovery Plan.” Publication 911, All-Hazards Incident Management Manual should also be used for further guidance beyond the policies of this chapter.

The Secretary of Transportation has delegated the administrative authority, through the Deputy Secretary of Highway Administration, to the Director, Bureau of Maintenance and Operations, also identified as the Department’s Emergency Management Coordinator.

The term “Emergency Operations”, as it relates to PennDOT, is defined as a “combination of circumstances creating a crisis which calls for decisive action” or “a single circumstance that requires immediate action to return the roadway to a clear and safe condition for the motoring public.”

Emergency operations include, but are not limited to:

- An incident on the Department right-of-way that has caused a roadway lane restriction or highway closure.
- A national or state emergency which affects PennDOT operations.
- A situation wherein the potential exists for a serious accident or damage to property, or significant interference with operations of the Department.
- A situation which could reflect major discredit upon the Commonwealth of Pennsylvania and/or the Department of Transportation.
- A situation not so categorized above which is so classified by an appropriate authority.

In the descriptive narrative above, the terminology “decisive action” denotes a requirement for critical decisions, decisions which must be made by proper authority. In such situations, the decision making process at the appropriate levels of authority is completely dependent upon efficient and effective communications. (The Communications Flow Chart can be found in Appendix D Flowcharts)

Emergency operations extend beyond Departmental boundaries. In addition to winter meetings with local partners, referenced in Chapter 4, County Maintenance Offices should hold summer meetings to sustain coordination and communication between emergency response personnel, State and local police, County Emergency Management Agencies and local Governments.
9.2.1 **AUTHORIZATION**

The Pennsylvania [4 Pa. Code § 3.21](https://www.revisedstatutes.org/pa/codes/4/code-3.21), assigns, in accordance with the provisions of the Pennsylvania Emergency Management Services Act 1978 (P.L. 1332) emergency management responsibilities to Commonwealth departments and agencies for the mitigation of, preparedness for, response to and recovery from natural and man-made emergencies in the Commonwealth. All departments and agencies have been tasked with developing Emergency Operations and Continuity of Government Plans, to include general protection of employees and assets, training requirements, incident reporting, disaster analysis and tests and exercises of the plans. Each department and agency also has specific tasks relative to that department or agency.

9.2.2 **4 PA. CODE § 3.25. “SPECIFIC RESPONSIBILITIES”**

Subsection (II) “Department of Transportation” assigns the Department tasks that include the following:

1. Mitigation activities shall include the following:
   - A. Disseminate information on flood insurance to the operators of public and private transportation systems and facilities.
   - B. Assure that new facilities and equipment, toward which the Department is requested to make a financial contribution, will not be constructed or located in the floodplain or at a site subject to hazards such as mine subsidence and hazardous industry, wherever economically feasible.

2. Preparedness activities shall include the following:
   - A. Maintain plans and procedures for the implementation of assigned emergency response activities.
   - B. Maintain plans and procedures for the emergency evacuation of Department facilities to include dissemination of alert information to employees, implementation of evacuation and designation of key personnel to maintain essential Department functions.
   - C. Maintain plans and procedures, in coordination with the Pennsylvania State Police, for routing and route control associated with the emergency evacuation of the Capitol Complex and state office buildings located in Philadelphia, Pittsburgh, Scranton and Altoona.

3. Emergency response activities shall include the following:
   - A. Deploy emergency response team representatives to the Harrisburg and three (3) Area Emergency Operations Centers of the Commonwealth, as requested by the Pennsylvania Emergency Management Agency, for the coordination of Department emergency response activities.
   - B. Collect and report, to the Pennsylvania Emergency Management Agency, information on major disaster disruption of and damage to state, federally aided, and other highway systems and facilities, to include summary information regarding major disruptions and damage on county and local systems and facilities.
   - C. Collect and report, to the Pennsylvania Emergency Management Agency, information on major disaster disruption of and damage to key air, rail, and bus transportation systems and facilities.
   - D. Assist, as requested by the Pennsylvania Emergency Management Agency, in the emergency supply of motor fuels and transport services in accordance with all applicable federal and state laws and regulations.
   - E. Assist, as requested by the Pennsylvania Emergency Management Agency, in the designation of routes for the emergency movement of people.

4. Recovery activities shall include the following:
   - A. Prepare and submit, to the United States Department of Transportation as appropriate, State requests and applications for Federal Assistance in the repair of disaster damage to interstate and federally aided highways and facilities.
B. Prepare and submit or assist in county or local preparation and submission of specialized Federal Disaster Applications relating to the emergency supply of temporary public transportation service within federally declared major disaster areas.

C. Supply professional engineering assistance in highway, road, and bridge damage survey and reporting work and activities prerequisite to filing of Federal Disaster Assistance Project Applications relating to such facilities, to include the inspection of completed major projects.

D. Supply technical and administrative advice and assistance to county and local governments in matters relating to the repair and replacement of county and local roads and bridges, as well as the preparation and filing of applications for federal assistance.

E. Disseminate information on the availability of federal emergency assistance to agencies and organizations to which the Department extends financial assistance.

9.3 NATIONAL INCIDENT MANAGEMENT SYSTEM (NIMS)
On February 28, 2003, Homeland Security Presidential Directive HSPD#5 was issued. HSPD#5 directed the Secretary of Homeland Security to develop and administer a National Incident Management System. NIMS provides a consistent nationwide template to enable all government, private sector, and nongovernmental organizations to work together during domestic incidents.

NIMS is a comprehensive national approach to incident management that is applicable at all jurisdictional levels and across functional disciplines.

PennDOT has created its operational policies and procedures to be consistent with all NIMS principles and guidelines, including a commitment to use of Incident Command System (ICS) and its Unified Command concepts. PennDOT has identified training requirements for personnel and will periodically review training requirements. NIMS training requirements are described in further detail in the All-Hazards Incident Management Manual, Publication 911 Chapter 4.4.

9.4 MOBILE EQUIPMENT TEAMS (MET)
Mobile Equipment Teams (MET) consist of qualified personnel and equipment that can be rapidly mobilized and deployed for the purpose of addressing unmet needs. MET mobilization may occur as a result of natural or human-made disaster events, but primarily occurs when an organization requires additional resources for planning, response or recovery to current or expected conditions beyond the organization’s capacity. MET requirements, procedures, mobilization and logistics are described in the All-Hazards Incident Management Manual, Publication 911 Chapter 4.4. Cross-District MET can only be authorized by Deputy Secretary, Bureau Director for the Bureau of Maintenance and Operations, or Area Commander.

9.5 DISASTER RECOVERY
Maintenance organizations are to refer to the Department’s “Damage Recovery Manual” Publication 550 for damage assessment and reporting criteria. The Disaster Recovery Manual has the specific objective of establishing standard policies and procedures and determining the correct course of action in obtaining funds from FEMA and/or FHWA during/after a disaster or catastrophic failure. This Pub gives specifics for federal aid and non-federal aid routes and classification of recovery efforts.

9.6 EMERGENCY TRAFFIC ROUTES
In cases where traffic is blocked in one or both directions for long periods of time, predetermined temporary emergency (detour) routes should be checked by the Incident Commander or Traffic Management Center, and if appropriate and safe to use, implemented to reduce unnecessary inconvenience to the motoring public.

In the event that a pre-signed detour is to be used and detour signage is not properly uncovered (drop down signs in closed position,) PennDOT maintenance or other personnel should be dispatched to uncover the sign or engage a response partner to do so.
Specific guidance on emergency traffic routing can be found in the Publication 46 Traffic Engineering Manual, and in the All-Hazards Incident Management Manual, Publication 911 Chapter 5.7.

9.7 INCIDENT RESPONSE EXPECTATIONS

9.7.1 GENERAL EXPECTATIONS

Department maintenance crews will make an attempt to respond to requests for assistance where a Department maintained highway has been impacted or an incident which has closed, partially blocked, or operationally affected the state highway. The Department is not required to provide personnel for flagging operations or manual traffic direction. For more information, reference the All-Hazards Incident Management Manual, Publication 911, Chapter 3.4.1.

9.7.2 AREA COMMAND NOTIFICATION

During non-Area Command or District Incident Command Center activations, it is still vital to communicate situational awareness of our interstate system to the Secretary and Governor. When major incidents occur on Pennsylvania Interstates, PennDOT Area Command must be contacted directly by phone at 717-783-5437 regardless of time of day or date. Area Command will collect any on-scene information regarding the incident, detour routes, PennDOT participation, length of queue if available, and estimated time to reopen the road.

A major incident is an incident that results in any of the following conditions:

- Anticipation of both travel and passing lanes closed for greater than 4 hours on limited access highways
- Detour queues greater than 4 miles
- Motorists stranded in trapped queue for over 2 hours.
- Where traffic impacts adjacent states
- Extensive Clean-up is expected
- Highway Damage is apparent
- Closure for PSP accident reconstruction is imminent.
- Potential for wide-spread media coverage

RCRS notifications may include some of the information for major interstate traffic incidents; however Situation Reports to executive management require greater detail and interaction with field staff regarding PennDOT’s response and incident conditions. Area Command will draft and forward the Situation Reports to Executive Management.

9.7.3 FREEWAY SERVICE PATROLS

Districts have the option to institute a FSP that provides assistance to disabled or abandoned vehicles and may be the first on scene of an incident. There are several FSP currently operating in the state. The patrol vehicles shall be equipped with appropriate traffic control devices to set up an incident response area. For more information on the responsibilities, expectations, and limitations of the FSP, reference the All-Hazards Incident Management Manual, Publication 911 Chapter 3.6.8.

9.8 HAZARDOUS MATERIALS INCIDENTS

9.8.1 EXPECTATIONS

PennDOT personnel are not to be actively involved in the isolation or removal of hazardous materials. Only personnel having completed 29 CFR 1910, 40 Hour Health and Safety Training are allowed within the designated HAZMAT site. Activities are limited to the response objectives outlined in section 9.8.2 of this manual.

Hazardous materials involved in an accident, whether spilled or within an intact vessel, remain the responsibility of the generator or owner/operator of the involved vehicle. It is also the responsibility of the generator or owner/operator to secure a HAZMAT remediation vendor for the purpose of clean-up and
removal of HAZMAT materials from the incident site. It is only the responsibility of PennDOT to ensure appropriate clean-up measures are employed on all Department owned right of ways.

Fuel spills (gasoline or diesel fuel) released as a result of a traffic incident from leaking or ruptured fuel tanks are not considered to be Hazardous Material incidents. These fluids are to be considered residual waste and addressed accordingly.

Hazardous materials, either those generated by way of an incident or those discovered/abandoned in the right-of-way, are not to be stored at PennDOT facilities.

PennDOT maintenance organizations may utilize the Department’s “Statewide Environmental Remediation Contract” for emergency isolation, clean-up and removal of hazardous materials.

### 9.8.2 RESPONSE OBJECTIVES

PennDOT response to hazardous material incidents is focused on the safety of employees and the motoring public. Management shall ensure the generator or owner of the material completes an appropriate remediation in accordance with all applicable rules and regulations. Additional objectives include:

1. Decrease the possibility of additional dangers and hazards after an incident occurs.
2. Assure that maximum coordination exists between all responding services for the welfare of the motoring public and the prompt removal of debris.
3. Assure coordination exists for the containment/removal of hazardous materials from the roadway with DEP assistance and direction.
4. Restore the area at the scene of the incident to a safe condition and insure proper departments are notified in cases of serious damages to the environment.
5. Ensure that the normal flow of traffic is resumed as soon as practical.

When Department forces are involved in traffic control and/or clean-up, the foreman in charge must follow the Hazardous Material Response Checklist located in Publication 911B Appendix C. 11.

### 9.9 DEBRIS REMOVAL FROM HIGHWAYS

#### 9.9.1 OBJECTIVE

Abandoned or disabled vehicles, dead animals or other objects resulting from an incident on the highway may cause additional incidents or unnecessary delays to traffic. These objects should be moved to the nearest point where such objects will not interfere with the traveling public on the highway. Checklists for what is expected of PennDOT personnel at the scene of debris, dead animals, and abandoned or disabled vehicles can be found in Publication 911B Appendix C. 10 and C. 12.

The authority to remove or direct removal of disabled/abandoned vehicles is the responsibility of the police. The following statutes and regulation apply:

1. “Incident Scene Clearance” [75 PA C.S., § 3745.1](75 PA C.S., § 3745.1).
   A. **Police Officer** - A police officer may immediately remove or direct removal of a wrecked vehicle if the owner or operator cannot remove the wrecked vehicle or refuses or fails to have the vehicle removed as required under this section. In carrying out the provisions of this subchapter, no liability shall attach to the police or, absent a showing of gross negligence, to any person acting under the direction of the police officer for damage to any vehicle or damage to or loss of any portion of the contents of the vehicle.

A. General Rule - Police officers may immediately remove or direct removal of any vehicle abandoned or presumed to be abandoned vehicle from any roadway, including the roadway’s berm or shoulder, to the nearest point off the roadway where the vehicle will not interfere with or obstruct traffic. Immediately following an accident, the wrecked vehicle or spilled cargo shall be removed or directed to be removed from the roadway by a police officer if the owner or operator cannot remove the wrecked vehicle or refuses or fails to have the vehicle removed within a reasonable period of time.

B. Storage of Cargo - When, in the opinion of a police officer, it is deemed necessary for the protection of the contents or load of a wrecked vehicle or spilled cargo from the elements, spoilage or theft, the police officer may remove or cause to be removed and have stored at the expense of the owner of the contents or load or spilled cargo at the nearest practical place of storage.

C. Liability for Damage or Loss – In carrying out the provisions of this section, no liability shall attach to the police officer or, absent a showing of gross negligence, to any person acting under the direction of the police officer for damage to a presumed abandoned vehicle or damage to or loss of any portion of the contents or load or spilled cargo of the vehicle.

9.9.2 POLICY

PennDOT maintenance personnel shall:

• Cooperate with police officers in detecting and reporting the location of vehicles or other objects on the highway.
• Provide prompt and efficient assistance to police officers at any time to remove debris from state owned infrastructure.
• Set up and maintain appropriate maintenance protection of traffic as directed by police and for incidents with an expected duration of less than 24 hours. Longer duration incidents shall comply with the appropriate chapter in part 6 of the MUTCD.
• Assist police officers with removal of abandoned vehicles, disabled vehicles or spilled cargo (excluding hazardous material) from any state run roadway to the nearest point where such objects will not interfere with or obstruct traffic in accordance with 75 C.S. § 7310 (cited above.)

9.9.3 NOTIFICATION

All Department personnel who observe vehicles which appear to be abandoned on highways will immediately notify the County Maintenance Manager with the following information:

• Date observed
• Time observed
• Make of vehicle
• Model of vehicle
• Color
• License Plate Number and State of Issuance
• Location (SR/SEG/OFF)

The County Maintenance Manager or designee will convey this information to PSP.

9.9.4 DOWNS UTILITIES

A PennDOT crew approaching a location with a downed utility should set up traffic control to keep people and vehicles out of the area. If the crew was not dispatched through a County Manager or Assistant County Manager, they should report the downed utility to County 911.
A determination on scene should be made if traffic should be allowed on the roadway through a lane restriction or if the roadway is to be closed entirely. The crew should inform the Traffic Management Center or Regional Traffic Management Center of the restriction/closure for situational awareness. The crew should also attempt to gather information from the responding utility on how long the repair is estimated to take and if it is possible to get a portion of the roadway open to traffic while work is being completed.

PennDOT personnel are only on scene to provide traffic control which can be accomplished through the placement of signs and barricades. Department forces are not required to provide personnel for flagging operations or manual traffic direction. Under no circumstances should PennDOT personnel approach, touch, or attempt to move any downed utility. Once the downed utility has been remedied by the utility company, PennDOT crews can clear the roadway of debris and reopen the roadway when appropriate.

If utility response is not in a reasonable amount of time consider contacting a tree service through the DGS ITQ and submit a general invoice/FB 70 to the utility company for the tree service.

### 9.10 ICE JAMS

#### 9.10.1 OBJECTIVES

Department of Transportation personnel are not authorized to undertake any blasting operations to clear an ice jam. Private individuals requesting action to eliminate an ice jam shall be referred to the local municipal governmental agency for assistance. In the event the local municipal government is unknown or unavailable, notification of the ice jam shall be made to PEMA at 717-651-2001. PennDOT personnel shall limit their involvement to appropriate MPT for the safeguarding of the motoring public.

#### 9.10.2 REPORTING

PennDOT personnel shall observe, at frequent intervals, locations known to be subject to ice jams paying particular attention to locations likely to cause damage to any infrastructure.

When PennDOT personnel observe the development of an ice jam, they are to notify the On-Call Area Commander at 717-783-5437 or the STMC at 717-346-4400 and the county office. The county office will notify the District Executive.

All reports involving ice jams shall include the name and location of the river or stream as well as the infrastructure at risk for damage. Under no circumstances shall a PennDOT employee attempt to make a detailed damage assessment during an active ice jam situation by entering flood waters or ice fields.

The BOMO Director or designee shall forward reports of ice jams to the Executive staff of PEMA, who in turn will recommend to the Governor’s Office appropriate action to alleviate the condition.

### 9.11 BRIDGE SCOUR EVENTS

#### 9.11.1 OBJECTIVES

The Commonwealth experiences periodic flood events which can compromise the safety of bridges susceptible to scour. Scour is the erosion of the streambed or banks due to flowing water. PennDOT maintenance personnel may be required to monitor scour critical bridges during a significant flood event in accordance with the 2005 National Bridge Inspection Standards, Section 650.313 (e) (3) and SOL 462-09-02. Additionally, these standards require bridge owners to develop a "scour plan of action" which describes necessary monitoring and scour protection measures for scour critical bridges. Accordingly, the Department has developed policy to meet these requirements (see section 9.11.2 below). RCRS shall be used as the notification mechanism to initiate monitoring of scour critical bridges. PennDOT maintenance forces must work in close cooperation and communication with the District Bridge Unit during events to ensure the safety of scour critical bridges. More information about what is expected of on-scene PennDOT personnel including checklists can be found in the All-Hazards Incident Management Manual, Publication 911B Appendix C. 2 and/or C. 6 as appropriate.
9.11.2 MONITORING AND REPORTING PROCEDURES

The Department has developed a manual titled Scour Critical Bridge Monitoring Field Manual located in Appendix IP 02-A of Publication 238. This manual provides a background on basic scour principles and the details of the scour critical bridge monitoring and reporting process. Department personnel are to be familiar with, and are to refer to, this manual when performing flood monitoring of scour critical bridges.

The typical steps followed in the execution of a significant flood event monitoring and reporting process are broken into three phases:

- Prior to a flood event
- During a flood event
- After a flood event

Descriptions of the activities to be completed in these phases are:

**Prior to a flood event:**

1. Maintenance personnel will be familiar with the Scour Critical Bridge Monitoring Field Manual.
2. Maintenance personnel will use Scour Critical Bridge Lists and Scour Critical Bridge Maps provided by the District Bridge Unit to identify and locate scour critical bridges. The maps of scour critical bridges are available at \P:\penndotshared\Bridge\Scour Critical Bridge Maps and are updated monthly.
3. Contracted weather services provide essential information in the form of alerts to County Maintenance and District Engineering staff. These alerts should be used to prepare for flood monitoring of affected bridges. Severe weather (including flood information) emails and text messages are also available from the Commonwealth of Pennsylvania Alert System. This system is activated when the National Weather Service issues watches, warnings or advisories. Department personnel should anticipate the need for monitoring when these alerts are issued. New users may register for alerts online at Ready PA.

**During the flood event:**

1. County Maintenance on-call personnel will receive notification for reported bridge closure/outage due to flooding by various means:
   A. Review of the Road Condition Reporting System (RCRS) email, or
   B. 911 center telephone notification, or
   C. Telephone notification by police
      1) Once notified County Maintenance will:
         a. Deploy Department personnel as needed.
         b. Notify Assistant District Executive for Maintenance and District Bridge Engineer or their designees.
2. Maintenance personnel will prioritize monitoring in coordination with the District Bridge Engineer per the requirements of Publication 238 Section 2.6.4.2.
3. Maintenance personnel will determine the extent of the flooded area. Site visit Category A, B, and C scour critical bridges within a two-mile radius of the RCRS reported bridge closure/outage using Scour Critical Bridge List and maps. If any bridge visited requires closure per the requirements of the Bridge Flood Monitoring Log, expand the area in two-mile increments beyond that bridge (see Example located in P:/penndotshared/bridge/scour critical bridge maps.)
4. Maintenance personnel will monitor all Category A bridges within the flooded area for obvious signs of distress and record observations on a Bridge Flood Monitoring Log.
5. Maintenance personnel will close the bridge per the requirements of the Bridge Flood Monitoring Log if obvious signs of distress are observed or if overtopping or pressure flow occurs. See Scour Critical Bridge Monitoring Field Manual for pressure flow definition.

6. As the severity of flooding increases and at the direction of the District Bridge Engineer or County Maintenance Manager, maintenance personnel will monitor Category B and Category C bridges as well. Bridge Flood Monitoring Logs are only mandatory for monitoring Category A bridges.

7. Maintenance personnel will report areas of flooding and closed bridges to the County Maintenance Manager.

8. The County Maintenance Manager will provide daily summaries of bridge monitoring activities and flood areas to the District Bridge Engineer.

9. While in transit between bridges/locations of flooding, maintenance personnel should investigate the status of Category A, B, and C bridges along the route of travel.

10. Monitoring of a bridge is no longer required after its closure.

11. Bridges are to be monitored a minimum of two times. Monitoring of a bridge may be discontinued when the water level is at least two feet below the bridge load carrying members and after it has been clearly observed that the flood waters are receding, i.e., at the time of the visit to the bridge, the water level is now lower than that observed at the previous visit.

After the flood event:

1. District Bridge Unit will prioritize follow-up bridge inspections based on reported flood areas, the severity of flooding, and the results of the Bridge Flood Monitoring Logs.

2. Prior to re-opening any scour critical bridge closed due to flooding, approval from the District Bridge Engineer is required per Publication 238 Section 2.6.4.3.

3. Completed Bridge Flood Monitoring Logs must be submitted to the County Maintenance Manager upon completion of flood monitoring or on a weekly basis, whichever occurs first. The County Maintenance Manager will forward the assembled logs to the District Bridge Engineer.

Example: Determining Extent of scour Critical Bridges to be monitored

First bridge closure reported as bridge 15032203900459 (a Category B bridge) reported through RCRS e-mail (See sketch below). A site visit to all scour critical bridges within a 2-mile radius of the RCRS reported closure is conducted to determine whether those bridges meet the requirements for closure per the Bridge Flood Monitoring Log. Two-mile radius is indicated by the red circle.

Bridge 15032203200358 (northwest of the first reported closure) is determined to meet the requirements for closure per the Bridge Flood Monitoring Log. A two-mile radius from this bridge will be added as indicated by the blue circle. The preview of bridges is to be systematically expanded in 2-mile increments beyond any scour critical bridge where closure is required.

No additional bridges are found that meet the requirements for closure per the Bridge Flood Monitoring Log. All Category A bridges within the red and blue circles are to be monitored. Category B and C bridges should also be monitored depending on the severity of flooding and at the direction of the District Bridge Engineer or County Maintenance Manager.
APPENDIX “A”

ACRONYMS
# SUBJECT LISTING - ACRONYMS

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<th>Acronym</th>
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<tr>
<td>BOMO</td>
<td>Bureau of Maintenance &amp; Operations</td>
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<td>CFR</td>
<td>Code of Federal Regulations</td>
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<td>DEP</td>
<td>Pennsylvania Department of Environmental Protection</td>
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<td>Emergency Preparedness Liaison Officer</td>
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<td>Mobile Equipment Team</td>
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<td>Maintenance and Protection of Traffic</td>
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APPENDIX “B”

DEFINITIONS
Disaster - A technological, natural or human-caused catastrophe.

- **Technological disaster** - Any industrial, nuclear or transportation accident, explosion, conflagration, power failure, natural resource shortage or other condition, except enemy action, resulting from failure of industrial or transportation systems such as oil spills and other injurious environmental contamination, that threatens or causes substantial damage to property, human suffering, hardship or loss of life.

- **Natural disaster** - Any hurricane, tornado, storm, flood, high water, wind driven water, tidal wave, earthquake, landslide, mudslides, snowstorm, drought, fire, explosion or other catastrophe that results in substantial damage to property, hardship, suffering or possible loss of life.

- **Human-caused disaster** - Any condition following an attack on the United States by use of bombs, missiles, shellfire or nuclear, radiological, chemical or biological means, either by a hostile foreign state or by a domestic or foreign terrorist or criminal organizations or individuals or other non-hostile, human caused incident affecting highways.

**Disaster Emergency** - Those conditions that by investigation may be found, actually or likely, to:

- Affect seriously the safety, health or welfare of a substantial number of citizens of the Commonwealth or preclude the operation or use of essential public facilities.
- Be of such magnitude or severity as to overwhelm the resources available for essential State supplementation of county and municipal efforts or resources exerted or used in alleviating the danger, damage, suffering or hardship faced.
- Have been caused by forces beyond the control of man; by reason of civil disorder, riot, terrorism or disturbance; or by factors not foreseen or not known to exist when technological processes were put into place.

**Debris** – those substances, materials, objects, conditions or phenomena that are foreign to a normal highway environment. Debris may be a result of vehicular or non-vehicular sources. It may be the result of an accident, leakage, spill, fire or any other cause. Debris includes, but is not limited to, wrecked or parts of wrecked vehicles, fallen traffic signs, markers, trees, poles or power lines, spilled and/or leaking fuels and other flammable liquids, dangerous chemicals, toxic, poisonous, explosive substances or alcoholic beverages, live, dead, and/or injured livestock or wild animals, ice, snow, high water or slide residue.

**Emergency Management** - The judicious planning, assignment and coordination of all available resources in an integrated program of prevention, preparedness, response and recovery for emergencies of any kind, whether from technological, human-caused or natural sources.

**Emergency Services** - The preparation for and the carrying out of functions, other than functions that military forces are primarily responsible for, to prevent, minimize and provide emergency care for the injury and repair of damage resulting from disasters, together with all other activities necessary or incidental to the preparation for and carrying out of those functions. The functions include, without limitation, firefighting services, police services, medical and health services, hazmat operations, rescue, engineering, disaster warning services, communications, radiological protection, shelter, chemical and other special weapons defense, evacuation of persons from stricken areas, emergency welfare services, emergency transportation, emergency resources management, existing or properly assigned functions of plant protection, temporary restoration of public utility services and other functions related to civilian protection.

**Evacuation** - As an emergency management function, evacuation is a protective action—moving people from a place of danger to a place of relative safety. As a phenomenon, it is a temporary mass movement of people that collectively emerges in coping with community threats, damages or disruptions.

**Explosive** - Any chemical compound, mixture or device, the primary or common purpose of which is to function by explosion, with substantially instantaneous release of gas and heat.
Facility - All buildings, equipment, structures and other stationary items which are located on a single site or on contiguous or adjacent sites and which are owned or operated by the same person. For purposes of SARA Sec. 304, this includes motor vehicles, rolling stock and aircraft.

Governing Body - The elected government of political subdivisions, (i.e., county, city, borough, incorporated town or township government)

Hazardous Material (Hazmat) - The Secretary, U.S. Department of Transportation, has determined that a hazardous material is a substance or material which is capable of posing an unreasonable risk to health, safety and property when transported in commerce. Hazardous materials include, but are not limited to: explosives, radiological materials, etiologic (disease carrying) agents, flammable liquids or solids, and combustible liquids or solids.

Hazardous Substance - A substance identified as hazardous and meeting reporting requirements under CERCLA. CERCLA hazardous substances are listed in 40 CFR, Part 302 and in the EPA “List of Lists”.

Hazardous Waste - Any garbage, refuse, sludge from an industrial or other waste treatment plant, sludge from a water supply treatment plant or air pollution control facility and other discarded material, including solid, liquid, semi-solid or contained gaseous material resulting from municipal, commercial, industrial, institutional, mining or agriculture operations, and from community activities or any combination of these factors which, because of its quantity, concentration, or physical, chemical or infectious characteristic, may cause or significantly contribute to an increase in mortality or morbidity in either an individual or the total population; or pose a substantial present or potential hazard to human health or the environment when improperly treated, stored, transported, disposed of or otherwise managed.

Incident Commander (IC) - The person designated to manage on scene operations during a response effort.

Incident Command System (NIMS) – An organizational structure with responsibility for the management of assigned resources to effectively accomplish stated objectives pertaining to an incident or event. The use of ICS provided standardization through consistent terminology and established organizational structure.

Local Authorities – is every county, municipal and other local board or body, having authority to adopt local police regulations under the constitution and laws of this Commonwealth.

Local Municipality – is a municipality that is not a county. (See “Municipality”)

Municipality – As defined in the Pennsylvania Constitution, “a county, city, borough, incorporated town, township or similar unit of government…” (Article IX, Section 14, the Constitution of Pennsylvania).

NIMS – National Incident Management System – A systematic, proactive approach to guide departments and agencies at all levels of government, nongovernmental organizations, and the private sector to work together seamlessly and manage incidents involving all threats and hazards—regardless of cause, size, location, or complexity—in order to reduce loss of life, property and harm to the environment.

NWS - National Weather Service - An agency within the National Oceanic and Atmospheric Administration (NOAA) that is responsible for the forecasting, observation and dissemination of weather information.

Police Department – the Pennsylvania State Police or the law enforcement agency of a county, city, incorporated town, borough or township.

Political Subdivision - Any county, city, borough, incorporated town or township.

Release - Any spilling, leaking, pumping, pouring, emitting, emptying, discharging, injecting, escaping, leaching, dumping or disposing into the environment (to include the abandoning or discarding of barrels, containers and other closed receptacles) of any hazardous chemical, extremely hazardous substance or toxic chemical.
Roadway – that portion of a highway improved, designed or ordinarily used for vehicular traffic, exclusive of the sidewalk, berm or shoulder. In the event a highway includes two or more separate roadways the term “roadway” refers to each roadway separately but not to all roadways collectively.

Staging Area - A pre-selected location that provides a base for coordinated emergency operations, assembly of persons to be moved by public transportation to host jurisdictions, a rally point for mutual aid and a debarking area for returning evacuees.

Terrorism – The unlawful use of force or violence against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political or social objectives.

Trapped Queue - Motorist on a limited access highway located upstream from a complete closure and downstream from the last exit before the closure. Special Note: this should not be confused with any queue forming in, or approaching, the detour.
APPENDIX “C”

FORMS
MET CHECKLIST – RECEIVING ORGANIZATION

REQUESTING ORGANIZATION: __________________________  REQUESTING OFFICIAL: __________________________

Number of Employees Needed for Event: ______

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<th>Equipment Needed</th>
<th>Certifications Needed</th>
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Approx Duration of Event: __________________________

Approx Duration of Event: __________________________

Working Hours: __________________________

Supervisor or Contact: __________________________

Phone & Radio Call #’s: __________________________

Meeting Time & Location: __________________________

Coding for Payroll and Expense Vouchers: __________________________

Accommodations for Incoming Employees

Yes [ ]  No [ ]

Sufficient Replacement Parts Available

Yes [ ]  No [ ]

Necessary Materials and Supplies Available

Yes [ ]  No [ ]

After Action Review (AAR) Completed

Yes [ ]  No [ ]
MET CHECKLIST – RECEIVING ORGANIZATION

Briefly Describe Operational Objective:


MET CHECKLIST – SENDING ORGANIZATION

SENDING ORGANIZATION: ____________________________  SENDING OFFICIAL: ____________________________

Number of Employees Sent: __________

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<th>Employee #</th>
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Approx Duration of Event: ____________________________

Sending Organization Contact: ____________________________

Receiving Organization Contact: ____________________________

Crew Phone & Radio Call #’s: ____________________________

Meeting Time & Location: ____________________________

Accommodations Needed for Employees  Yes  No

Are Sufficient Replacement Parts Available  No  No

Are Necessary Materials and Supplies Available  No  No

Will Receiving Organization Handle Repairs  No  No
### MET CHECKLIST – SENDING ORGANIZATION

#### Number and Type of Equipment Sent:

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#### Special Needs for Equipment or Employees Being Deployed:

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APPENDIX “D”

FLOW CHARTS
Chapter 9: Emergency Operations

Department of Transportation Incident Response Activities Flow Chart

- Incident Impacts Transportation
  - PennDOT is notified: EPLD, county, TMC
  - Respond with Department Force or County Management to determine PennDOT response actions
    - Yes
      - County aware
        - Minimal Impact
          - Normal Operations
        - County Assesses Impact
          - Unified Command Established
            - Up to 2 hour closure
            - 4 hour or greater/All Interstate Closures
            - 2 to 4 hour closure
    - No
      - Normal Operations

- Determine level of MPT
- Detour route available?
- Communicate with Incident Commander
- Determine resources needed/available
- Determine estimated duration of closure
- Communicate incident to TMC or RTMC
- RCRS entry include any detour information if available
- Enact any short term MPT

- Determine level of MPT
- Detours established?
- Pre-established detours available?
- Participate in the Incident Unified Command
- Discuss options to address vehicles in the "trapped queue"
- Communicate incident to TMC/RTMC
- RCRS entry including detour route, length of the trapped queue and the detour backlog
- Determine if the detour is adequate
- Determine what PennDOT resources required to return traffic to normal flow
- Determine PennDOT resources available for deployment
- Discuss available PennDOT resources with Unified Command
- Enact, sign, maintain, and/or modify MPT and detour routes
- Monitor until event is terminated

- Determine level of MPT
- Detours established?
- Pre-established detours available?
- Participate in the Incident Unified Command
- Discuss with Unified Command the status of vehicles in the trapped queue
- Can Quick Clearance be implemented to open one or both lanes?
- Are additional lane closures necessary for emergency vehicle or removal equipment access?
- Communicate incident to TMC/RTMC who will update the PennDOT EPLD
- RCRS entry including detour route, length of the trapped queue and the detour backlog
- Update RCRS as necessary with estimated time of reopening or significant impacts
- Determine if the detour is adequate
- Contingency for accidents in the backlog
- Determine what PennDOT resources are necessary to return to normal traffic flow
- Determine if additional PennDOT resources are available for deployment
- Discuss available PennDOT resources with the Unified Command
- Enact, sign, maintain, or modify MPT and detour routes
- Identify any available method to remove vehicles in the trapped queue.
- Monitor with PennDOT management at the scene until event is terminated
- Remove any long term MPT

1 When multiple agencies are involved in an incident, Unified Command provides each agency with command authority to work together effectively to resolve the issue without affecting individual agency authority, responsibility or accountability.