Appendix H: Transportation Security in the Clark County Region

Introduction

The purpose of this Appendix is to fulfill the requirement of the federal Transportation Act to include transportation security as a separate factor in the transportation planning process. This provision was first required in the Safe, Accountable, Flexible, Efficient Transportation Equity Act - A Legacy for Users (SAFETEA-LU) of 2005 and continues with the current Federal Transportation Act, Moving Ahead for Progress in the 21st Century (MAP-21). The U.S. Department of Transportation defines transportation security as "the freedom from intentional harm and tampering that affects both motorized and nonmotorized travelers, and may also include natural disasters. Security goes beyond safety and includes the planning to prevent, manage, or respond to threats of a region and its transportation system and users."

This document provides background information regarding transportation security in the Clark County and bistate metropolitan region. It includes a description of the federal legislation relevant to transportation security, ongoing security planning initiatives in Clark County and the bistate region, and existing programs and projects in the Vancouver urban area that support transportation security.

Federal Legislation, Programs, and Projects Related to Transportation Security

SAFETEA-LU outlined federal planning requirements for federally designated Metropolitan Planning Organizations (MPOs) and included eight planning factors that must be addressed as part of the metropolitan transportation planning process. These provisions continue with the current Federal Transportation Act, Moving Ahead for Progress in the 21st Century (MAP-21). Planning factors include economic vitality, safety, security, accessibility and mobility, environment and energy conservation, transportation system connectivity, transportation system management and operation, and preservation of the existing transportation system.

Federal Transportation Act: Transportation Security Requirements

The Federal Transportation Act, beginning with SAFETEA-LU in 2005, directs MPOs to specifically consider transportation security as a stand-alone planning factor, separating it from its attachment to safety in the prior Federal Transportation Act, TEA-21. The security factor states that the metropolitan transportation planning process shall "increase the security of the transportation system for motorized and non-motorized users."

RTC has traditionally addressed transportation system management and operations, including system security, with ongoing planning activities. Through the management and coordination of the regional Vancouver Area Smart Trek (VAST) Program, RTC has worked cooperatively with other agencies to act as a convener and champion to facilitate improved management and operations of the transportation system as it relates to Intelligent Transportation System initiatives in the region.

Federal Security Initiatives

Several major pieces of legislation have passed into law following the events of September 11, 2001. These include provisions for all modes of transportation and have emphasized security for both passengers and operators of the transportation system. The Transportation Security Administration (TSA) was created in 2001 within the U.S. Department of Transportation, under the Aviation and Transportation Security Act of 2001, and now oversees transportation security across all modes of transportation nationwide. The TSA was incorporated into the Department of Homeland Security in 2003.

Department of Homeland Security

The Department of Homeland Security (DHS) has conceived a set of plans that define the national security initiative. The National Response Plan lays out a comprehensive, all-hazards approach to emergency situations, including transportation related incidents. It offers best practices for first responders and the public/private sector players. This document is used as the core operational base plan for domestic incident management. A follow-up plan dealing with the physical nature of disasters and how to mitigate accordingly is the National Infrastructure Protection Plan. Included in this document is the Critical Infrastructure Identification component that focuses on rating and inventorying susceptible infrastructure. This is accomplished by using a formula that assesses the function of consequences, vulnerability, and threat of a particular object.

Aviation and Transportation Security Act of 2001

This act created the TSA and established the Transportation Security Oversight Board. Among other improvements, it required the deployment of federal air marshals and improved airport perimeter access security. Other important sections of this legislation include increased penalties for interference with security personnel, chemical and biological weapon detection, airport improvement programs, flight deck security, mail and freight waivers, land acquisition costs, and air transportation safety and

system stabilization. TSA administers several layers of security procedures, including air cargo screening, canine detection teams, and security training for crewmembers and flight deck officers.

National Maritime Transportation Security Act of 2002

This act was passed to implement measures that would protect ports and waterways from a terrorist attack. It requires area maritime security committees and security plans for facilities and vessels that may be involved in a transportation security incident. It required the TSA to create a National Maritime Security Plan, as well as Security Incident Response Plans.

Urban Areas Security Initiative

The Urban Areas Security Initiative (UASI) is a program of the DHS that provides funding to enhance domestic preparedness throughout 34 designated urban areas within the United States. The purpose of the UASI program is to enhance the ability of urban areas to prevent, deter, respond to, and recover from threats and incidents of terrorism. It encourages urban areas to employ regional approaches to overall preparedness and to adopt regional response structures where appropriate.

This program was initiated in 2003 and has provided millions of dollars in funding to the Portland/Vancouver Urban Area. The Portland/Vancouver Urban Area is comprised of the City of Portland; counties of Columbia, Clackamas, Washington, and Multnomah in Oregon; and Clark County, Washington. Each of the county emergency managers and the director from the City of Portland participate on the Urban Area Point of Contact (UAPOC) Committee, which meets twice monthly to govern the activities of Portland/Vancouver Urban Area.

The UAPOC Committee has created and updated recently the local Homeland Security Strategy, which identifies goals and objectives toward enhancing preparedness throughout the region. The funding received from the federal government is allocated toward accomplishing specific goals and objectives of the Homeland Security Strategy.

National Response Plan

The DHS has developed a manual of best practices in the National Response Plan (NRP). It establishes a comprehensive, all-hazards approach to enhance the ability of the United States to manage domestic incidents. The plan incorporates best practices and procedures from incident management disciplines—homeland security, emergency management, law enforcement, firefighting, public works, public health, responder and recovery worker health and safety, emergency medical services, and the private sector—and integrates them into a unified structure. It forms the basis of how the federal government coordinates with state, local, and tribal governments and the private sector during incidents. The NRP format is used by both Washington State and within Clark County for their Comprehensive Emergency Management Plans (CEMPs). The CEMPs include a description of Emergency Support Functions (ESFs) that define and designate mitigation, preparedness, response, and recovery activities for specific emergency management functions, such as transportation, communications and warning, and evacuation.

Existing Plans, Procedures, Policies, and Coordination Related to Washington Transportation Security

State of Washington

The State of Washington has designated the Emergency Management Division (EMD) of the Washington Military Department as the lead state agency for emergency management activities defined by RCW 38.52.020. The mission of Washington EMD is to coordinate and facilitate resources to minimize the impacts of disasters and emergencies on people, property, the environment, and the economy. Advising the EMD and the Governor is the Washington Emergency Management Council (EMC). The 17 members on the EMC are appointed by the Governor and represent emergency management stakeholders in the areas of state and local government, emergency services, industry, and the environment. The operation and responsibility of the EMC, the Governor's powers, and local organization responsibilities are set out in the Revised Code of Washington (RCW), Chapter 38.52.040 through 38.52.070. The EMC has the responsibility to advise the Governor and the Director (Adjutant General) of the Washington Military Department on all matters pertaining to state and local emergency management. The EMC meets bimonthly to review the State of Washington's emergency preparedness, response, mitigation, and recovery programs and issues. The EMC provides the Governor with an annual report on statewide preparedness including hazard mitigation, seismic safety improvements, flood hazards reduction, and hazardous materials planning and response activities.

Urban Area Work Group Activities

Urban Area Security Initiative activities in the Portland/Vancouver region are governed by the Urban Area Points of Contact group and a number of discipline-specific working groups. Presently there are 11 discipline-specific working groups organized by the following categories: Fire/Emergency Medical Services, Law Enforcement, 9-1-1 Communications, Public Works, Emergency Management, Public Health, Citizen Corps, Public Information Officers, Cyber Security, Ports/Marine, and Transit.

Each of the five counties in the Portland/Vancouver region of UASI provides representation on each of these discipline subcommittees. The role of these discipline-based working groups is to complete each of the implementation steps for the goals and objectives of the UASI Homeland Security Strategy. These activities may include participation in planning activities, the procurement of equipment, regional training, and exercise activities.

Between 2003 and 2006, agencies in Clark County received $2.5 million in direct UASI funding in addition to significant benefits from regional projects that are not considered "direct funding." Transit-specific projects include a cooperative project between C-TRAN and Tri-Met cameras to enhance video surveillance on buses, key transit centers, and at park and ride facilities. Additionally, transportation agencies have been involved in the Regional Critical Infrastructure Project, which is intended to define and recommend standard security guidelines for critical infrastructure sites throughout the urban area. UASI funding also provided Clark County with enhanced communications interoperability for emergency

responders, development of a redundant communications connection between CRESA and Washington State Patrol (WSP) that will provide a backup dispatch center to CRESA at the WSP, remodeled Emergency Operations Center, training for first responders, support for Urban Search and Rescue teams in the area, and better communications tools for fire and law enforcement agencies.

Region IV Homeland Security

In addition to Clark County's participation in the Portland/Vancouver Urban Area, Clark County is also assigned to a Homeland Security Region within Washington State. Washington State has developed a Homeland Security Strategic Plan and segmented the state into nine Homeland Security Regions. Clark, Cowlitz, Skamania and Wahkiakum counties make up Region IV. Region IV governs and oversees State Homeland Security Program (SHSP) funds, Law Enforcement Terrorism Prevention Program (LETPP) funds, and Citizen Corps Program (CCP) funds. The Regional Coordinating Council, made up of chief officers from a variety of emergency response disciplines, provides the governance for these funds. A multi-disciplinary technical committee carries out the projects, goals, and objectives for the local homeland security strategy. The technical committee represents law, fire, health, emergency management, public works, and transportation disciplines.

Region IV has focused a large percentage of their funding toward interoperable communications throughout the region. While the UASI funds have centered along the I-5 corridor, Region IV funding has supported east-west expansion of interoperability. Other projects have included enhancing emergency management coordination throughout the region, the development of WebEOC (an information management system for Emergency Operations Centers), and a communitywide notification system for earlier warning on disasters.

Regional Emergency Management Group (REMG)

The Regional Emergency Management Group (REMG) is an association of bistate emergency management professionals and elected officials within the Vancouver/Portland metropolitan region. Clark County members of REMG include CRESA, Clark County, City of Vancouver, and City of Camas. The group has two subcommittees: REMTEC (technical group) and REMPAC (policy advisory group composed of elected officials). Both subcommittees have the same agency membership as the REMG. Since its inception in 1993, REMG has created Emergency Transportation Routes (Table F-1) for the region and a Regional Emergency Management Plan.

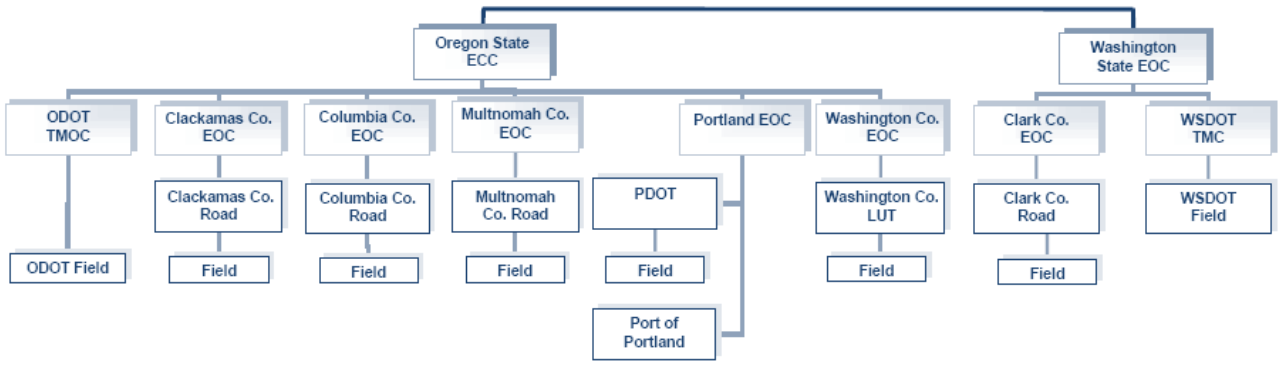
Table F-1: Emergency Transportation Route Sample

Route Name	From	To	Road Owner	Jurisdiction Responding
NE 78th St./ Padden Pkwy.	I-5	Ward Rd.	Clark County/ WSDOT	Clark County/ WSDOT
NW/NE Hayes Rd./ NE Cedar Creek Rd.	I-5	SR 503	Clark County	Clark County
SE/NE 164th/ 162nd Ave.	SR-14	Ward Rd.	Clark County/ City of Vancouver	Clark County/ City of Vancouver
SR 501/ Mill Plain Blvd.	Port of Vancouver	I-5 Interchange	City of Vancouver	City of Vancouver/ WSDOT
Mill Plain (Vancouver)	I-5 Interchange	SE 164th Ave.	City of Vancouver	City of Vancouver
I-5	Marion Co.	Cowlitz Co.	ODOT/WSDOT	ODOT/WSDOT
NE Airport Way	I-205	NE 181st Ave	ODOT/PDOT	PDOT/ODOT
NE Airport Way	PDX	I-205	ODOT/ Port of Portland	ODOT/ Port of Portland
NE 82nd Ave.	NE Alderwood	NE Airport Way	Port of Portland	Port of Portland
I-5	Marion Co.	Cowlitz Co.	WSDOT/ODOT	ODOT/WSDOT
SR 14	I-5	Skamania Co. line	WSDOT	WSDOT
SR 500	I-5	SR 14	WSDOT	WSDOT
SR 502	I-5	SR 503	WSDOT	WSDOT
SR 503	SR 500	Cowlitz Co. line	WSDOT	WSDOT

The Emergency Transportation Routes (ETRs) were created as a part of REMG's earthquake emergency procedure but can be used for other unforeseen disaster events that require evacuation scenarios as well. Their focus is on moving people and goods into and out of the region as efficiently as possible given potential gaps in the existing system. Another purpose of the routes is to move response resources to heavily damaged areas in a disaster situation. The emergency roads are not presented on a map but are detailed through Table F-1. REMG completed a Critical Infrastructure Analysis of the bi-state region (in 2007), which assesses the ability of the region's infrastructure (including, but not limited to, transportation) to withstand several possible emergency scenarios. The plans define roles of the first responders, the location of incident command and control centers, tactical approaches, and public access.

Since one of the most important keys to any emergency agency is interoperability, REMG has put together a communications flow chart, depicted in Figure F-1. This shows who is responsible for initiating utilization of the ETR system and sequence of information and notification distribution.

Figure F-1: Emergency Transportation Routes Information



Clark County Comprehensive Emergency Management Plan

The Clark County Comprehensive Emergency Management Plan (CEMP) contains a section on transportation. The purpose of the transportation section is to coordinate the use of the transportation infrastructure and resources in order to meet the transportation needs of the citizens and to assist in the transportation needs of other emergency support functions to perform their emergency response and recovery missions.

Marine/Port Security Plans

Since 2004 the Port of Vancouver USA (Port) has performed facility security in accordance with 33 CFR, Subchapter H, Part 105 (Maritime Security: Facilities). The Port operates under an approved facility security plan monitored by the U.S. Coast Guard. The Plan outlines procedures governing access control, monitoring, training, and response to security incidents. The Port receives annual audits to ensure policies and procedures are followed.

The Port also participates with area security organizations, including the U.S. Coast Guard Area Maritime Security Committees and the Urban Area Committees focused on regional security and emergency response.

Clark Regional Emergency Services Agency (CRESA)

Clark Regional Emergency Services Agency (CRESA) is a regional public safety service agency and provides 911 public safety dispatching, emergency management, ambulance contract oversight for Emergency Medical Service District #2, and regional governmental radio system operation and maintenance. Their service area is made up of the seven cities within Clark County—Battle Ground, Camas, La Center, Ridgefield, Vancouver, Washougal, and Yacolt—as well as the unincorporated areas of the county. CRESA also serves as the host agency for Region IV Homeland Security Council, which carries out joint Homeland Security efforts in southwest Washington for Clark, Cowlitz, Skamania, and Wahkiakum counties.

CRESA's emergency management model, unique compared to many regions, has simplified the emergency services process by consolidating the emergency management office to serve at all levels within the county, including both cities and unincorporated areas. CRESA's emergency management objectives are preparedness, mitigation, response, and recovery. CRESA also places prominence on an educated public. They make an effort to inform the public of all types of disasters, including rare and infrequent types, and offer extensive training for government employees and other agencies. In addition to the traditional emergency alert system and radio notification of events, CRESA is implementing a unique Emergency Community Notification System (ECNS) and is the latest technical system added to CRESA's warning and notification capabilities. Referred to as "Reverse 9-1-1," the system uses a confidential phone database that includes unlisted numbers and quickly delivers an automated emergency phone message. It can make up to 6,000 calls per minute. By law it can only be used when other warning methods would be ineffective, dangerous, or too slow in telling the public to take emergency protective actions.

C-TRAN

C-TRAN coordinates emergency response with the police department, fire department, and ambulance services through CRESA. C-TRAN is a member of the Urban Area Working Group and coordinates the Regional Transit Security Working Group and the Regional Transit Security Strategy. The agency has used its UASI funds to install surveillance security cameras at park and ride and transit facilities, upgrade their radio dispatch and communications system, and develop a communications system plan. These efforts have been coordinated with Tri-Met to ensure integrated interagency communication. Other projects implemented by C-TRAN with non-UASI funds include computer-aided dispatch and mapping and automatic vehicle locators on its buses that are linked to its dispatch system.

C-TRAN is also defined as providing a support function in the transportation section of the Clark County and Vancouver CEMPs. C-TRAN responsibilities in the CEMP consist of assisting in emergency evacuation activities by providing buses and vans, as well as drivers, for this purpose in coordination with Clark County Public Works and the Sheriff's Office.

C-TRAN has documented safety and security programs and advice to travelers on its website as copied below:

Safewatch

Every C-TRAN bus, van and vehicle is also a SafeWatch vehicle with instant access to emergency help. For you, that means a safe-house on wheels; just flag down a C-TRAN vehicle if you need help. Since SafeWatch has been in effect, C-TRAN employees have reported accidents and burglaries, provided information on runaways and helped with lost children.

See Something/Say Something

As part of a national campaign that promotes security on transit, C-TRAN has produced the See Something/Say Something brochure in cooperation with The City of Vancouver, The Vancouver Police

Department, and The Esther Short Neighborhood Association. It has been widely distributed to local Vancouver neighborhoods, and enlists the help of all citizens to make their communities safer.

SafeStop

After 8:00 p.m., passengers who are traveling alone can request that their driver stop anywhere along their bus route, where safety allows. This program is extended into daylight hours during adverse weather situations such as snow and ice, or other emergency situations.

Surveillance Cameras

Most C-TRAN buses and transit centers have surveillance cameras for your added safety and security. Your picture and voice may be recorded while you are riding a C-TRAN vehicle.

Roaming Supervisors and Security Officers

C-TRAN's supervisors and security officers roam our transit service area to provide an additional security presence and to help if needed.

Radio Communication

All C-TRAN coach operators and supervisors have direct access to the C-TRAN dispatch center. C-TRAN dispatchers will immediately contact the 911 emergency call center if police, fire, or EMS assistance is needed.

Other Emergency Management Initiatives

Washington, Multnomah, and Clackamas counties, which comprise the Portland metropolitan area, also have emergency management efforts. Their common elements consist of a countywide program of disaster and emergency mitigation, preparedness, response, and recovery for governments, local residents, and businesses. Included in emergency management systems are cities, service districts, volunteer agencies, schools, and other organizations with emergency responsibilities. The respective plans lay out the roles and responsibilities of the county-level agencies, communications network, function of the emergency operations center, and its emergency support system.

Other Existing Programs and Projects in Clark County

There are a wide range of other activities to improve management and operation of the regional transportation system and to improve the transportation communications network within Clark County and between state transportation agencies in the Portland/Vancouver region. The key avenue for ongoing coordination in this area is the Vancouver Area Smart Trek (VAST) Program. The VAST Program is the Intelligent Transportation System initiative for the Clark County region. It is a cooperative effort by transportation agencies in Clark County (the cities of Vancouver and Camas, Clark County, the

Washington State Department of Transportation Southwest Region, C-TRAN, and the Southwest Washington Regional Transportation Council). These agencies work together to develop, fund, and deploy ITS projects contained in the 20-year plan. The VAST Steering Committee and the Communications Infrastructure Committee, made up of the VAST agency partners, work together to improve operations and management of the transportation systems and also to improve security. Several activities and projects are underway that support transportation security.

Web-Based Travel and Event Alerts

WSDOT, in cooperation with recommendations and development of the VAST agencies, has a traveler information page. This change added regional city streets and county roads to state facilities already on the WSDOT "travel alerts" web page. The alerts page displays state and local information such as road construction and road/lane closures. The site has been further enhanced to provide real-time alerts affecting the roadway, such as special events and emergency information.

Integrated Bistate Traffic Camera and Congestion Notification

Additional traveler information improvements consist of an integrated bistate camera and congestion map on the WSDOT traveler information page. There is now a full Vancouver-Portland metro area display of bistate camera images and arterial video images from city and county closed circuit television cameras. Congestion flow information is available for the entire Vancouver-Portland metro area.

Shared Transportation Communications Asset Database and Mapping

The VAST agency partners have procured asset management software that uses a GIS platform for the Clark County region. It is being used for a common database shared between agencies of transportation fiber and communications infrastructure. With this tool the VAST agencies easily identify items such as fiber routes, fiber types, and attributes, including who owns it, who is using it, and what is not being used. The shared database is the basis for identifying opportunities for sharing assets between VAST agencies and improved management and maintenance of communication assets.

Interagency Agreement to Facilitate the Sharing of Communications Assets

The VAST agency partners have executed the Vancouver Area Smart Trek Communications and Interoperability Agreement to facilitate sharing of fiber communication assets among the VAST members. It identifies specific communication assets for potential shared use, establishes authority to enter into written asset sharing permits between VAST members, and sets general maintenance and operations responsibilities for shared assets. Under the agreement, Clark County and WSDOT can act on behalf of CRESA and WSP, respectively.

Conclusions and Implications for Transportation Security

Many agencies throughout the Vancouver/Portland metropolitan region are concerned with and are planning for transportation security. The Regional Emergency Management Group REMG has done the most work in coordinating agencies to prepare for emergencies but has left the focus on specific security elements to agencies that have a better foundation in transportation activities. CRESA, C-TRAN, the Port of Vancouver, and WSDOT each have security measures that implement roles and responsibilities for their respective facilities and transportation infrastructure. At a minimum, the RTP process will update current policies to address security issues. The RTP could further consider system management and operations elements during transportation planning activities. Several coordinated management and operations activities have been initiated in the VAST program. RTC could be expanded in the future to be a convener or champion for the existing regional stakeholders to discuss and facilitate decisions regarding transportation security in the Clark County region. Currently RTC continues to engage security and emergency management stakeholders to document their current practices as they relate to transportation security and will continue to work to incorporate security components into transportation planning.