

ESF 1 Transportation



Primary Coordinating Agency

Lextran



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Primary Coordinating Agency

Lextran is the primary coordinating agency. They will provide staff to serve in the Emergency Operations Center (EOC) to coordinate Emergency Support Function 1 Transportation (ESF 1) activities.

The Lexington Fayette Division of Emergency Management (DEM) develops and maintains the overall ESF 1 Plan and accompanying Attachments and References that govern response actions related to emergencies. Supporting agencies shall develop and maintain their own similar documents for internal use, which must be compatible with, and in support of, the overall Emergency Operations Plan (EOP). All such documents must be compliant with the National Response Framework, National Incident Management System, and Incident Command System.

During an activation of the EOC, a Lextran member will serve as a member of the EOC staff and liaison to ESF 1 for receipt/facilitation of the local transportation needs/resource requests. Staffing will be provided 24 hours/day, 7 days/week, during EOC activation.

During an emergency or disaster event, the EOC will coordinate resources from supporting agencies.

Local Supporting Agencies

Supporting agencies will provide assistance to the ESF 1 coordinator with services, staff, equipment, and supplies that complement the entire emergency response effort. Services and resources needed are subject to change. Supporting agencies are responsible for frequently updating their resource capabilities with ESF 1.

Local supporting agencies and entities for ESF 1 include public transportation providers operating in Lexington Fayette, agencies and departments that participate in the determination of emergency evacuation routes and the safety of those routes, and agencies and departments that maintain transportation system infrastructures, including roadways, railways, and air traffic landing sites. This list is not inclusive of all agencies that may be available. The agencies will be utilized based on the type and scale of the emergency.

Support is provided by the following agencies:

- A. Lexington Division of Fleet Services
- B. Fayette County Public Schools Transportation
- C. Lexington Division of Police
- D. Lexington Division of Parks and Recreation
- E. Lexington Division of Family Services
- F. Lexington Division of Community Corrections

- G. Old Dominion Freight Line
- H. Transylvania University
- I. University of Kentucky
- J. American Red Cross/Wheels
- K. Private Companies: Federated Transportation Service of Bluegrass, Inc. United Parcel Service, R & L Transfer, XPO Logistics, etc..

State, Regional, and Federal Agencies and Organizations

The following list includes state and federal agencies and regional organizations that assist during emergency evacuations, the restoration of transportation systems, transportation resources, the security and safety of transportation systems, or provide transportation resources such as vehicles, equipment, and personnel during specific types of hazards. These agencies may also participate in the mitigation and policy making process to protect the interest of public health during the relocation or evacuation of citizens or to ensure the needs of access and functional needs populations. If additional resources are required beyond local or regional capacity, the ESF 1 coordinator may reach out to the Kentucky Division of Emergency Management (KYEM) ESF 7 coordinator to request additional assets. Transit Authority of Northern Kentucky and Transit Authority of River City may also be contacted to help with transportation needs via a Memorandum of Agreement. Requests to KyEM will be made through WebEOC.

- A. Kentucky Civil Air Patrol
- B. Kentucky Division of Emergency Management
- C. Kentucky State Police
- D. Kentucky National Guard
- E. Kentucky Division of Forestry
- F. Kentucky Fish and Wildlife
- G. Kentucky Department of Parks and Tourism
- H. Kentucky Finance Cabinet
- I. Kentucky Department of Education
- J. Kentucky Department of Public Health
- K. Kentucky Department of Corrections
- L. Kentucky Public Service Commission

- M. Department of Homeland Security (U.S. Coast Guard)
- N. U.S. Army Corps of Engineers
- O. U.S. Department of Transportation (Region 4 Response Coordination Center in Atlanta)

Purpose

The purpose of ESF 1 is to provide, in a coordinated manner, the resources (human, technical, equipment, facility, materials, and supplies) to better enable multiple governmental departments and agencies and public and private entities to prepare, respond, recover, and mitigate transportation issues during emergencies.

ESF 1 can provide personnel and resources to support preparedness, response, recovery, and mitigation in support of the primary emergency management objectives. Lextran, as the ESF 1 coordinator, directs all aspects of emergency transportation to include resource allocation.

The priorities for resource allocation are:

- A. Support and coordinate emergency transportation needs during an emergency or disaster.
- B. Provide transportation of evacuated persons from immediate peril and assisting with re-entry of threatened areas.
- C. Coordinate the transport of materials, personnel, and supplies to support emergency activities during the response phase.
- D. Coordinate the transport of persons, materials, and supplies during the demobilization and recovery phase.
- E. Evaluate need for any other types of transportation such as planes, refrigerated trucks, dump trucks, etc.
- F. Provide guidance for use of transportation assets during a winter storm.

Situations and Assumptions

General situations, assumptions, and policies are found in the Basic Plan and are not repeated in this ESF. Only statements specific to ESF 1 are stated here:

- A. Most disasters occur with little or no warning; however, ESF 1 may be activated when there is imminent threat or advance warning of floods, winter storms, tornadoes, etc.
- B. Essential resources (personnel, vehicles, fuel, critical supplies, heavy equipment, etc.) may be pre-positioned and readied for activation when an area is under imminent threat.

- C. Essential resources (personnel, vehicles, fuel, critical supplies, heavy equipment, etc.) will be relocated for safety if they are in an area under imminent threat.
- D. Emergencies can quickly reach a magnitude that require additional resources from local, state, federal, or other organizations through mutual aid agreements. Requests for additional assistance from outside of Lexington Fayette will be made through and by ESF 7 to KYEM, or with organizations with which Lexington Fayette and/or coordinating agencies has mutual aid agreements.

Direction and Control

ESF 1 coordinators organize, coordinate, and direct the transportation resources needed to effectively prepare for, respond to, and recover from the effects of disaster. The coordinator assigns drivers, determines routes, is in contact with the National Weather Service for weather conditions, and works closely with other coordinators, private transportation firms, the National Guard, and the airlines.

During an emergency or disaster, the EOC will coordinate resources from supporting agencies.

During the response phase, ESF 1 will evaluate and analyze information regarding transportation requests. ESF 1 will develop and update assessments of transportation status in the impact area(s) and undertake contingency planning to meet anticipated demands and needs.

Depending on the type of incident, the Emergency Medical Services Battalion Chief, Search and Rescue Coordinator, and DEM Director or a safety officer will be in charge of Helicopter Landing Zone (LZ). The safety officer will ensure all necessary safety precautions are observed.

Supporting agencies will provide assistance to ESF 1 with services, staff, equipment, and supplies that complement the entire emergency response effort as the EOC addresses the consequences generated by the hazards that may affect the county (i.e., severe weather, earthquake, environmental, biological, and/or terrorism). Services and resources are subject to change. Emergency coordinators are responsible for frequently updating their resource capabilities with ESF 1.

DEM will provide EOC support, conduct briefings, direct needs assessments, distribute key information, and serve as liaison to the State EOC for resource requests.

Concept of Operations

General

Actions initiated by ESF 1 are grouped into the phases of emergency management: preparedness, response, recovery, and mitigation. Each phase requires specific skills and knowledge. Each phase requires significant cooperation and collaboration between all supporting agencies and the intended recipients of service. ESF 1 encompasses a full range of activities from training to the provision of field services.

ESF 1 is organized consistent with the requirements of the National Response Framework, the National Incident Management System, and the Incident Command System. This structure and system supports incident assessment, planning, procurement, deployment, and coordination of support operations to Lexington Fayette.

Procedures, protocols, and plans for disaster response activities provide guidelines for operations at the EOC and in the field. The EOP and corresponding Appendices, Incident Specific Plans, Support Plans, and Standard Operating Procedures that describe ESF 1 capabilities are the basis of these guidelines. Periodic training and exercises are also conducted to enhance effectiveness.

A large event requiring regional, state, and/or interstate mutual aid assistance will require ESF 1 implementation. ESF 1 will coordinate with supporting agency counterparts to seek and procure, plan, coordinate, and direct the use of any required assets.

Preparedness

Actions and activities that develop transportation response capabilities may include planning, training, orientation sessions, and exercises for ESF 1 personnel (i.e., county, state, regional, and federal) and other emergency support functions that will respond with ESF 1. This involves the active participation of local inter-agency preparedness organizations, which collaborate in such activities on a regular basis. Local agencies will jointly address planning issues on an ongoing basis to identify response zones, potential staging areas, potential medical facilities, and the maintenance and future development of specialized teams. Initiatives also include the following:

- A. Conduct planning with ESF 1 supporting agencies and other emergency support functions to refine transportation operations.
- B. Develop and refine procedures for rapid impact assessment per field surveys.
- C. Conduct training and exercises for EOC and transportation response team members.

Preparing and maintaining emergency operating procedures, resource inventories, personnel rosters, and resource mobilization information necessary for implementation are the responsibilities of the lead agency. Other responsibilities include:

- A. Manage inventory of equipment and other pre-designated assets that are essential to meet transportation needs of special needs groups.
- B. Maintain a list of ESF1 assets that can be deployed during an emergency.
- C. Assign and schedule sufficient personnel to implement ESF1 tasks for an extended period of time.
- D. Ensure lead agency personnel are trained in their responsibilities and duties.
- E. Develop and implement emergency response and transportation strategies.

- F. Develop and present training courses for ESF 1 personnel.
- G. Maintain liaison with supporting agencies.
- H. Conduct all hazards exercises involving ESF 1.

Mitigation

ESF 1 will perform the following:

- A. Coordinate with the All Natural Hazards Mitigation Committee to identify potential hazards and their impacts and seek funding for resources to mitigate those hazards.
- B. Provide personnel with the appropriate expertise to participate in activities designed to reduce or minimize the impact of future disasters.

Alert and Notification

DEM functions as the official disaster organization for preparedness, mitigation, response, and recovery within Lexington Fayette. The DEM Director will activate ESF 1 and notify the ESF 1 coordinator (Lextran) when an event, or threat of an imminent event, may result in the need for relocation/evacuation of Lexington Fayette citizens. The EOC will serve as the central location for interagency coordination and multijurisdictional executive decision-making, including all activities associated with ESF 1.

The EOC will be activated, as will ESF 1, upon the direction of the Mayor of Lexington, Chief Administrative Officer, Commissioner of Public Safety, or the DEM Director. The DEM Director may make the decision to selectively activate ESF 1 agencies based on the type of threat, event, or incident. DEM will notify ESF 1 primary and supporting agencies of activation and request liaisons to report to the EOC. However, there will be times when it is necessary for the liaisons of primary or secondary agencies to work from the field or their own company operations center. In these cases, they will maintain telephone or radio contact with the EOC and ESF 1.

Upon instructions to activate ESF 1, ESF 1 and supporting agencies will implement their procedures to notify and mobilize all personnel, facilities, and physical resources potentially needed, based on the emergency.

Response

DEM and ESF 1 will prioritize activities and deploy transportation resources based on information and requests received from the Incident Commander, from ESF 1 primary and supporting agencies, and requests from the other activated ESFs to assist in providing transport of access and functional needs populations, critical emergency response workers, and critical equipment and supplies. First and foremost, decisions and priorities will be based on lifesaving and public safety functions.

Tactical operations will be controlled by the Incident Commander(s) of an event who will communicate the need for additional local or state resources, including requests for transport of personnel or supplies, to the DEM Director, or to the EOC when activated.

Each primary and supporting agency will retain administrative control over its own personnel and resources, but will follow the operational direction of the DEM Director or ESF 1 coordinator, who in turn supports the tactical decisions of the Incident Commander. Resources from outside the county or other jurisdictions will be controlled by protocols outlined in mutual aid agreements and under direct control of the sponsoring agency.

ESF 1 activities will include:

- A. Observe, monitor, and report status of damage to transportation systems and infrastructure as a result of the incident, including the vehicles, equipment and their operators, and roadways.
- B. Identify temporary alternative transportation solutions that can be implemented by others when systems or infrastructure are damaged, unavailable, or overwhelmed.
- C. Participate in the group decision-making process and coordination of the restoration and recovery of the transportation systems and infrastructure.
- D. Maintenance and restoration of normal operations at transportation facilities are primarily the responsibility of the owners of those facilities. Public and private owners of transportation systems are responsible for the maintenance and restoration of their systems and/or equipment. However, ESF 1 endeavors to provide the appropriate assistance and transportation support resources during emergencies as is possible to preserve the safety and well-being of citizens in Lexington Fayette.
- E. Lexington Fayette has mutual aid agreements in place with surrounding jurisdictions to augment critical resources during emergencies. Additionally, there are limited public and/or private sector resources available to provide alternate transportation resources.
- F. All applicable maps of roadways, railways, and gas transmission pipelines, pre-determined evacuation routes, shelters and critical facilities, including transportation staging areas, are kept on file at the EOC.
- G. American Red Cross Wheels will provide transportation for wheelchair and other special needs and relocation of affected populations as required.
- H. Fayette County Public Schools will provide transportation to the extent capable as requested.

- I. Fayette County Sheriff's Office, Lexington Division of Corrections, and Lexington Division of Police will provide crowd control, security measures, roadway assessments, and ingress/egress in areas involved in ESF 1 operations.
- J. Requests for transportation resources will be submitted to the ESF 1 coordinator in the EOC via WebEOC.
- K. The ESF 1 coordinator shall develop and maintain lists of transportation resources that may be needed to respond to and recover from a disaster. These lists are contained in the Emergency Resource List (ERL).
- L. The ESF 1 coordinator will prioritize transportation resources requests.
- M. Transportation resources from both public and private agencies in Lexington Fayette will be utilized.
- N. If requests for transportation services exceed Lexington Fayette's resources, the ESF 1 coordinator shall request additional resources from the EOC Director or the Emergency Operations Manager.
- O. The ESF 1 coordinator may develop and implement schedules for transporting essential Lexington Fayette Urban County Government (LFUCG) personnel to and from their workplaces.
- P. The ESF 1 coordinator shall maintain accurate and complete records of all resources used during an emergency or disaster.
- Q. During a biological incident, the ESF 1 coordinator will direct and coordinate assets for transporting medication from the Strategic National Stockpile staging area to dispensing site locations. Warehouse needs will be coordinated with the ESF 7, ESF 6, and/or ESF 8 coordinators.
- R. If an incident requires an evacuation, the ESF 6 coordinator will provide estimates of the number of people with special needs who require transportation to shelters and/or other special facilities, staging points, central pick up locations, and refueling points.
- S. The Mayor, working through the Public Works Commissioner, will implement the LFUCG snow plan.
- T. Parking may be banned on certain roads and streets to facilitate snow/ice removal.
- U. People with four wheel drive vehicles or snow removal equipment may be identified and screened for possible use during a winter storm.
- V. All requests for aid will be considered evaluating both the risk to those seeking aid and those providing aid.

Recovery

- A. Contact each transportation agency for initial damage assessment of personnel, equipment, and supplies.
- B. Maintain documentation of all reported damage by transportation agencies.
- C. Continue to provide support as required until response activities are concluded or until they can be managed and staffed by primary incident agency or jurisdictions.
- D. Initiate financial reimbursement process for recovery activities when such support is available.
- E. Assist in recovery operations of the EOC. Supporting agencies will continue to provide necessary emergency transportation, transportation of persons with special needs, transportation of emergency personnel, and transportation of emergency goods and services.

Responsibilities

Roadways

- A. Division of Fire and Emergency services will provide transportation for the medically critical. American Red Cross Wheels will provide transportation for other special needs persons.
- B. Lextran and Fayette County Public Schools will provide general transportation from evacuated areas to shelters, reception centers, and/or Disaster Assistance Centers. They will also assist with movement of first responders to or from the field and provide buses to serve as rehabilitation facilities.
- C. Private trucking companies will be utilized for trucks with refrigeration, large storage requirements, flat beds, or other types of specialized vehicles.

Rail

The rail systems that travel through Lexington Fayette are part of larger state or regional systems. If an emergency event takes place that affects these systems, and requires an emergency response or a request for special assistance, the owner(s) and KYEM will be notified by the EOC. The owners and KYEM will maintain contact with the EOC for coordination purposes, but the owners are under direct authority of the Kentucky Department of Transportation (KYEM ESF 1 coordinator) and the U.S. Department of Transportation.

Air Transportation

Setting up a Helicopter Landing Zones (LZ) includes the following:

- A. The minimum area necessary for landing is a 100 feet by 100 feet (1000 square feet).
- B. The LZ should be reasonably level, flat, and free of major obstructions and debris and have a fairly hard surface (sand and fine, loose gravel should be avoided because not only will the helicopter sink into loose surfaces, but the loose material could be scattered violently, causing extensive damage).
- C. Special attention should be given to overhead obstacles, particularly wires, tree limbs, light poles, and radio antennas.

Ideally the LZ should be marked with flares, or light sticks, at each corner (note: extreme care should be taken that the flares are not blown away during the helicopter's approach).

The owners/operators of air transportation systems in Lexington Fayette will be tasked with providing information and coordination as necessary to the ESF 1 coordinator. The owners/operators include University of Kentucky Medical Center helipad, Bluegrass Airport helipad, St Joseph's helipad and Baptist Health helipad, the Civil Air Patrol, and Lexington Division of Police.

An emergency event may take place of such magnitude to affect air traffic systems, or require their use in mass evacuation, or import of critical emergency workers, equipment, and supplies. In such an event, KYEM must be notified to contact the Kentucky Department of Transportation, the U.S. Department of Transportation, and the Federal Aviation Administration for direction and control.

References

- A. LFUCG Snow Plan
- B. Lextran Snow Plan
- C. University of Kentucky Emergency Operations Plan
- D. American Red Cross/Wheels Emergency Plan
- E. Fayette County Schools Snow Plan
- F. ESF 1 ERL