

ESF 12 Utilities



Primary Coordinating Agency

Lexington Fayette Urban County Government
Facilities Maintenance



Table of Contents

Primary Coordinating Agency	2
Local Supporting Agencies	2
State, Regional, and Federal Agencies and Organizations	2
Purpose	3
Situations and Assumptions	4
Direction and Control	5
Concept of Operations	6
General	6
Preparedness	7
Mitigation	8
Alert and Notification	8
Response	8
Recovery	9
Responsibilities	9

Primary Coordinating Agency

Lexington Fayette Facilities Maintenance is the primary coordinating agency for Emergency Support Function 12 Utilities (ESF 12). They send a representative to EOC training events and coordinate shift changes during an event.

Primary agencies and entities for this ESF include the utility providers for Lexington Fayette (electric, gas, water and fuel) that provide the necessary resources to maintain lifesaving capabilities, critical infrastructure, and policy-decision makers who have the authority to prioritize and ration limited utility resources during times of disaster.

Local Supporting Agencies

Restoration of utility systems is often dependent on the restoration of critical infrastructure (buildings, roads, and communication systems) and vice versa. Therefore, ESF 12 works closely with primary agencies from ESF 2 and ESF 3. Other supporting/assisting agencies are from ESF 4, ESF 7 and ESF 13. Additional agencies include, but are not limited to, the following:

- A. Kentucky Utilities
- B. Blue Grass Energy
- C. Clark Energy
- D. Columbia Gas Transmission
- E. Kentucky American Water Company
- F. Lexington Division of Water Quality
- G. Marathon Petroleum Corporation

State, Regional, and Federal Agencies and Organizations

ESF 12 provides for the organization, coordination, and direction of all utility resources within the Commonwealth for use during an emergency. This is done by defining and establishing responsibility and authority in utility matters at the various levels within the Commonwealth and by establishing close working relationships with public and private sector utility producers, marketers, and transporters.

The following list includes state and federal agencies, regional organizations, and private companies that assist in the restoration of energy systems, fuel resources, or assist in procuring those resources during specific types of hazards. These agencies may also be involved in the mitigation and policy-making in the interest of public health. This list may be shortened or expanded based on the specific needs of each emergency and is inclusive, but not limited to, the following:

- A. Kentucky Attorney General
- B. Kentucky Economic Development Cabinet

- C. Kentucky Health and Family Services Cabinet
- D. Kentucky Department for Energy Development and Independence
- E. Kentucky Department for Natural Resources
- F. Kentucky Department of Agriculture
- G. Kentucky Energy and Environmental Protection Cabinet
- H. Kentucky Finance and Administration Cabinet
 - I. Kentucky Division of Emergency Management (KYEM)
 - J. Kentucky Office of Homeland Security
- K. Kentucky Transportation Cabinet
- L. Private Business Partners Group
- M. Kentucky Public Service Commission

Purpose

The primary mission of ESF 12 is to ensure life safety, protect public health, protect the environment, and protect property. It is also to enable other ESFs to maintain emergency response capability. Additional purposes are as follows:

- A. Coordinates with the private sector for the emergency repair and restoration of critical utilities, (i.e., gas, electricity, etc.).
- B. Coordinates the rationing and distribution of emergency power and fuel, as necessary.
- C. Provides personnel and resources to support preparedness, mitigation, response, and recovery in support of the primary emergency management objectives.

A disaster affecting a large area and/or population is similar (not in magnitude) to emergencies that the utility service providers respond to routinely. Available local service crews will respond and attempt restoration. It will be necessary to summon resources from other areas where local capability has not been exceeded. Available resource locations include consortiums comprised of restoration teams from other energy providers.

Primary and support organizations in ESF 12 achieve their purpose by addressing the following:

- A. Identify critical energy resources in Lexington Fayette.
- B. Restore and recover utility resources following an emergency event or incident.
- C. Prioritize the location and use of limited utility resources during shortages and/or disaster events affecting distribution.

- D. Prioritize the restoration and recovery of utility resources based on lifesaving capabilities, preservation of the environment, and property.

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 12 are stated here:

- A. Most disasters occur with little or no warning; however, ESF 12 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.
- E. 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 have mutual aid agreements.
- F. Emergencies and disasters may cause energy supply shortages by disrupting transmission or fuel supply levels, or by increasing energy use.
- G. Public utility emergencies can include acute shortages caused by power outages, flow disruptions, and chronic shortages due to panics of fuel/electricity shortages.
- H. A shortage of energy in one form can cause shortages in other sources or negatively affect other utilities and public works.
 - I. Lexington Fayette Urban County Government (LFUCG) agencies, volunteer organizations, and private companies with assigned ESF 12 responsibilities have their own plans and procedures. This ESF is not designed to replace those plans and procedures but to complement and support them.
- J. Public and private utility and energy organizations will perform tasks on their own authority to restore essential services to their service areas.
- K. Commercial power suppliers will be responsible for commercial power service restoration within their service area and develop plans and mutual aid agreements to provide for assistance for restoration during disaster events.
- L. Costs of restoration of power and energy systems owned by commercial entities will be borne by those entities. Application for disaster assistance (if available and qualified) will be the responsibility of those entities.
- M. Suppliers of energy products, such as diesel fuel, gasoline, and propane will coordinate with ESF 12 to manage limited resources during a declared disaster

including, but not limited to, the rationing of fuel, prioritization of critical infrastructure and emergency services, and security of fuel distribution locations.

- N. During the response phase of an incident, the protection of lives will be the priority for the allocation of utility resources.
- O. Essential utility sources will be reallocated based upon need and amount of availability.

Direction and Control

- A. ESF 12 complies with the National Response Framework, the National Incident Management System, and uses the Incident Command System (composed of Planning, Operations, Logistics, and Finance/Administration sections with their standardized units, teams, positions, forms and terminology) to manage its emergency/disaster responsibilities.
- B. The ESF 12 system operates at two levels – the EOC and field operations.
- C. All management decisions regarding county and/or regional resource allocation are made at the EOC by the ESF 12 coordinator during emergency activations. Coordinators plus staff at the EOC assist the EOC Manager in achieving the overall mission. Sections, units, teams, staffing levels, etc., are modular and scalable, depending on the type, size, scope, and complexity of the emergency or disaster event.
- D. In accordance with a mission assignment from ESF 12 and further mission tasking by a local primary agency, each support organization assisting in an ESF 12 assignment will retain administrative control over its own resources and personnel but will be under the operational control of ESF 12. Delegation of mission operational control may be delegated to a management Support Unit, Multi-Agency Coordination Team or a local entity.
- E. DEM is also responsible for coordinating critical resource management during emergencies and disasters including the acquisition of alternate emergency energy sources for lifesaving response and critical public services.
- F. DEM will activate ESF 12 and/or the EOC when it is determined that potential or actual damage and/or disruption to utility and distribution systems is of such consequence that public health and welfare may be affected and lifesaving response capabilities may be compromised.
- G. DEM and the ESF 12 coordinator will prioritize activities and deploy resources based on information and requests received from ESF 12 primary and supporting agencies. First and foremost, decisions and priorities will be based on lifesaving activities essential to the survival, health, and safety of the population.
- H. Resources from outside the county or other jurisdiction will be controlled by protocols outlined in mutual aid agreements and under direct control of the sponsoring agency.

- I. The EOC uses WebEOC (crisis management software) to supplement disaster management through communicative integration of ESFs, agency based emergency operations centers, and other facilities or functions as appropriate.

Concept of Operations

General

ESF 12 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.

All operations will be conducted in adherence to Kentucky Occupational Safety and Health Program standards and regulations with life safety issues being a priority.

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 12 capabilities (based on National Planning Scenarios, Universal Task List, and Target Capabilities) are the basis of these guidelines. Periodic training and exercises are also conducted to enhance effectiveness.

Maintenance and restoration of normal operations at utility facilities are primarily the responsibility of the owners of those facilities. Commercial fuel suppliers and energy suppliers are responsible for the maintenance and restoration of their distribution systems and points of distribution. However, ESF 12 provides the appropriate assistance and support resources to enable restoration in order to preserve the safety and well-being of Lexington Fayette citizens and citizens working in and visiting Lexington.

ESF 12 maintains a roster of energy providers and utilities providing services and power sources in Lexington Fayette, including other agencies and utilities dependent on energy sources for distribution of life maintaining and lifesaving services (water, sanitation, communications, etc.). These lists include Lexington Fayette agencies and departments, nongovernmental organizations, and commercial companies providing services. DEM works with the major energy providers to maintain a priority list of critical facilities and emergency response organizations whose power or fuel source restoration is vital.

Lexington Fayette has mutual aid agreements in place with surrounding jurisdictions to augment critical resources during emergencies. Additionally, there are limited private sector resources available to provide alternate emergency sources of electrical power (generators) and fuel sources to maintain critical emergency services.

Actions initiated by ESF 12 are grouped into the phases of emergency management: prevention, 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. ESF12 encompasses a full range of activities from training to the provision of field services.

A large event requiring regional, state, and/or interstate mutual aid assistance will require ESF 12 implementation. ESF 12 will coordinate with supporting agency counterparts to seek and procure, plan, coordinate and direct the use of any required assets.

DEM maintains the overall ESF 12 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 EOP. All such documents will be in compliance with the National Response Framework, the National Incident Management System, the Incident Command System, and the EOP.

Preparedness

Actions and activities that develop logistics response capabilities may include planning, training, orientation sessions, and exercises for ESF 12 personnel (i.e., county, state, regional and federal) and other ESFs that will respond with ESF 12. 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. Prepare and maintain emergency operating procedures, resource inventories, personnel rosters, and resource mobilization information necessary for implementation of the responsibilities of the lead agency.
- B. Manage inventory of equipment and other pre-designated assets that are essential to meet transportation of special needs groups.
- C. Maintain a list of ESF 12 assets in the Emergency Resource List (ERL) that can be deployed during an emergency.
- D. Ensure lead agency personnel are trained in their responsibilities and duties.
- E. Develop and implement emergency response and transportation strategies.
- F. Maintain liaison with supporting agencies.
- G. Conduct All Hazards exercises involving ESF 12.
- H. Conduct planning with ESF 12 supporting agencies and other emergency support functions to refine logistics operations.
- I. Develop and refine procedures for rapid impact assessment per field surveys.
- J. Conduct training and exercises for EOC and logistics members.

Mitigation

ESF 12 will perform the following:

- A. Coordinate with the 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

The EOC will serve as the central location for interagency coordination and executive decision-making, including all activities associated with ESF 12. DEM will notify ESF 12 coordinator 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 in-the-field or their own agency operations center, i.e. Kentucky Utilities. In these cases, they will maintain telephone or radio contact with the EOC and ESF 12 coordinator.

E911 will notify the DEM Director and the primary on call person when the county or an area of the county has been threatened or impacted by an emergency or disaster event.

Upon instructions to activate ESF 12, they and supporting agencies will implement their procedures to notify and mobilize all personnel, facilities, and physical resources potentially needed based on the emergency.

Response

- A. When an event requires a specific type or response mode, technical and subject matter expertise may be provided by an appropriate person(s) from a supporting agency with skills relevant to the type of event. The individual will advise and/or direct operations within the context of the Incident Command System structure.
- B. During a declared state of emergency, the Mayor (or designee) may order the distribution of utilities based on the following factors:
 - 1. Lifesaving services
 - 2. Critical government and public services
 - 3. Essential industry/commercial/agriculture
 - 4. Non-essential industry/agriculture
 - 5. Non-essential commercial and residential
- C. The Planning and Intelligence Chief, EOC Director and the Mayor will carry out the policies established by the State Energy Management Board.
- D. If rationing or prioritization becomes necessary, all shipments of petroleum, oil, and lubricants will be delivered to the location of the current Lexington Fayette supplier. The ESF 12 coordinator or designee will accept the shipments and authorize their distribution.

- E. Reports concerning the availability and need of all types of utilities in the county will be made by the ESF 12 coordinator to the Area 5 this may now need to go to KYEM EOC thru WebEOC Manager in conformity with ESF 5.
- F. The ESF 12 coordinator will request damage assessment reports from all public utilities serving Lexington Fayette.
- G. Essential facilities will receive the highest priority when repairs to utility systems are scheduled.
- H. The ESF 12 coordinator will serve as the contact point between the public utility companies and Lexington Fayette.
- I. The major utilities have access to the WebEOC (crisis management software) system and are prepared to coordinate with DEM.
- J. Kentucky Utilities will staff the EOC after activation and/or maintain contact during the event.

Recovery

- A. ESF 12, in consultation with the requesting jurisdiction, may obtain additional energy sector resources.
- B. Throughout the response and recovery periods, ESF 12 will evaluate and analyze information regarding utility resource requirements, develop and update assessments of the utility situation and status in the impact area, and implement contingency planning to meet anticipated demands or needs.
- C. Priorities for allocation of utilities will be lifesaving organizations essential to the survival, health, and safety of the population.

Responsibilities

The primary agencies will:

- A. Provide leadership in directing, coordinating, and integrating overall efforts to provide utility restoration to affected areas and populations.
- B. Staff and operate a National Incident Management System compliant, command and control structure (i.e., Incident Command System), to assure that services and staff are provided to areas of need.
- C. Coordinate and direct the activation and deployment of utility restoration personnel, supplies, and equipment and provide certain direct resources.
- D. Jointly evaluate (ESF 12 representatives/designees) the emergency, make strategic decisions, identify resource needs, and secure resources required for field operations.
- E. Task supporting agencies as necessary to accomplish ESF 12 responsibilities.
- F. Monitor utility sector emergency response and recovery operations.

- G. Make specific requests for utility restoration assistance to the State ESF 12 comparable as needed. The state will activate resources through the State Emergency Response Plan.
- H. Re-assess priorities and strategies throughout the emergency according to the most critical energy needs.
- I. Assist with emergency evacuations and re-entry of threatened areas.
- J. Demobilize resources and deactivate the ESF 12 function upon direction from the EOC Manager.
- K. Support agencies will provide assistance to the ESF 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 area (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 12.
- L. DEM will provide EOC support, conduct briefings, direct needs assessments, distribute key information, and serve as liaison to the State EOC for resource requests.
- M. Local law enforcement agencies (ESF 13) will provide crowd control, security measures, roadway assessments, and ingress/egress actions to protect the public in, and proximate, to areas involved in energy related emergencies that would be hazardous to the public.
- N. ESF 4 will provide first line response for fires and other energy related emergencies requiring trained personnel and equipment.
- O. ESF 3 and other departments will provide equipment and other major resources needed to clear roadways or other areas in support of emergency response actions.