

# ESF 2 Communications



**Primary Coordinating Agency**  
Division of Emergency Management



# **Table of Contents**

Primary Coordinating Agency .....	3
Local Supporting Agencies .....	3
State, Regional, and Federal Agencies and Organizations .....	4
Purpose .....	5
Situations and Assumptions .....	6
Direction and Control .....	6
Concept of Operations .....	8
General.....	8
Preparedness .....	9
Mitigation .....	10
Alert and Notification.....	10
Response .....	10
Recovery .....	13
Responsibilities .....	14

## **Primary Coordinating Agency**

The Lexington-Fayette Urban County Government, (Lexington Fayette) Division of Emergency Management (DEM) is the primary coordinating agency for Emergency Support Function 2, Communications (ESF 2).

The LFUCG-DEM will be the primary coordinating agency during periods of declared emergencies.

DEM maintains two Ground Control Toughsat XP Satellite data communication systems. The T-100 trailer system is a deployable trailer mounted asset capable of being towed by any vehicle equipped with a standard duty towing package. The “Fly-A-Way” unit is installed at the Lexington Public Safety Operations Center (PSOC) and can provide satellite internet data connectivity to the Emergency Operations Center. (EOC) The division maintains a Hughes 9201 BGAN Terminal as a deployable hand carry case mounted system.

## **Local Supporting Agencies**

The Lexington Division of Enhanced 911 (E911) is the primary 24 hour warning point and serves as the Public Safety Answering Point (PSAP) for Lexington Fayette. E911 provides dispatch and communication services for the Lexington Police Department (LPD), the Lexington Division of Fire and Emergency Services (FES), and can monitor communications for other local agencies as needed to support critical operations.

This list of supporting agencies may be shortened or expanded based on the specific needs of each emergency. These agencies may be primary agencies in other ESFs or support and assist other ESFs during crises. These agencies play critical roles in the communications systems throughout Lexington Fayette and may play a vital role in the collection confirmation of and dissemination of vital information and support the mission of ESF-2.

- A. Lexington Division of E911 (E911)
- B. Lexington Division of Police (LPD)
- C. Lexington Division of Fire and Emergency Services (FES)
- D. Office of the Fayette County Sheriff
- E. University of Kentucky Public Safety Communications Center
- F. Transylvania University Communications Center
- G. Blue Grass Airport Integrated Operations and Coordination Center (IOCC)
- H. Radio Amateur Civil Emergency Service (RACES)
  - I. Amateur Radio Emergency Services (ARES)
- J. LFUCG Division of Computer Services
- K. LexCall 311

- L. United Way 211
- M. Century Link
- N. Spectrum
- O. Windstream
- P. AT&T
- Q. Sprint
- R. T-Mobile
- S. Verizon
- T. Metro Net
- U. ViaSat
- V. HughesNet

During times of crises, local broadcast stations and news publications share a commitment to warn and inform local citizenry of actions that can save lives and protect property and the environment. WUKY FM 91.3 is Lexington's primary broadcast station for the Emergency Alert System. (EAS)

## **State, Regional, and Federal Agencies and Organizations**

The Kentucky Division of Emergency Management (KYEM) has access to the following resources:

- A. KYEM Mobile Command Post
- B. Kentucky National Guard
- C. 1<sup>st</sup> Civil Support Team
- D. Commonwealth Office of Technology
- E. Kentucky Wing Civil Air Patrol
- F. Kentucky Educational Television
- G. Kentucky Fish and Wildlife
- H. Kentucky Justice and Public Safety Cabinet
  - I. Kentucky Cabinet for Health and Family Services
- J. Kentucky Public Service Commission
- K. National Oceanic and Atmospheric Administration/National Weather Service
- L. Federal Emergency Management Agency

## M. National Cyber Security Division

The following emergency telecommunication services are available for local and state government agencies:

### A. Government Emergency Telecommunications Service (GETS)

This service consists of a user card that is carried by emergency responders and provides the capability to complete a telephone call through the local Public Switching Telephone Network (PSTN) during times of network congestion due to emergencies and disasters. GETS cards are recommended for all command level staff. All DEM personnel have these cards and lead ESF coordinators are provided opportunity to obtain a card.

### B. Wireless Priority Service (WPS)

This service is added to an existing cell phone and provides priority end-to-end call completion across the wireless network during times of wireless network congestion. WPS is recommended for all command level staff personnel.

### C. Telecommunications Service Priority (TSP)

This service can be applied to all voice and data circuits that are deemed critical and ensures priority restoration by the applicable telecommunications provider.

### D. FirstNet

A nationwide high speed data and voice provider providing subscription service plans to government and public safety organizations. Eligible entities may subscribe to this service by contacting the sales representative for the area where they are located. Some Lexington-Fayette departments utilize FirstNet

### E. AT&T Disaster Recovery

Telecommunication support providing voice and data services to government agencies when regular services provided by this provider are impacted by a disaster or planned event.

### F. Verizon Disaster Services

Telecommunication support providing voice and data services to government agencies when regular services provided by this provider are impacted by a disaster or planned event.

## **Purpose**

- A. Maintain and coordinate a reliable communications capability for the response to and recovery from any natural or man-made disasters in Lexington Fayette.
- B. The coordination and maintenance of an effective communications system or systems for use in emergency or disaster operations.
- C. The coordination and execution of Alert and Warning systems.

- D. The coordination and maintenance of the equipment and the technology used to support communications systems.

## **Situations and Assumptions**

General policies and assumptions are found in the Basic Plan and are not repeated in this ESF. Only statements specific to Lexington Fayette ESF 2 are stated here.

Accepted policies and assumptions include, but may not be limited to, the following:

- A. When the EOC is activated, the DEM Lead Communications Coordinator will lead ESF 2 activities unless otherwise directed by the DEM Director.
- B. In addition to local, regional, state, and federal agencies, ESF 2 informs the population via Alert and Warning systems of emergency events that may be occurring and how best to take action to protect against them.
- C. During times of emergency, the public may report from the field situational awareness information or data useful to emergency response agencies.
- D. Broadcast media will assist in warning and informing the public of actions to take during an emergency.

LFUCG agencies and other agencies (both public and private) will use their normal communications systems during an emergency. Support facilities and equipment will be provided through coordination with the EOC and ESF 2.

The LPD Technical Services Unit (TSU), FES Communications and Information Technology and E911 will maintain adequate spare parts, resources, and plans to ensure operational continuity during a disaster or emergency.

The DEM Director will establish priorities for restoration, if required, of public safety communications resources.

Timely warning of an impending disaster may save lives, prevent injuries and reduce property damage.

LFUCG will use all systems available to provide warnings to the public.

Depending on the severity of the emergency, telephone communication and electrical power may be affected. This may prompt two unrelated actions: (1) door-to-door (route alerting) and/or public address systems to warn the public of impending danger;

(2) Dependence on internet and social media capabilities to send information to media outlets that can inform the public inside the affected area.

## **Direction and Control**

ESF 2 complies with the National Response Framework, the National Incident Management System, and uses the Incident Command System to manage its emergency/disaster responsibilities. Key to this system is DEM, which functions as the official disaster organization for preparedness, mitigation, response, and recovery within Lexington Fayette. The agency also serves as the focal point for ESF 2 activities. DEM is responsible for ensuring that all appropriate program departments, supporting

agencies, other ESFs, and private voluntary agencies have knowledge about the system and ESF 2 expectations.

The ESF 2 system operates at two levels: EOC and field operations.

All management decisions regarding county and/or regional resource allocation are made at the EOC by the EOC Director/Manager in conjunction with the ESF 2 coordinator during emergency activations. Per the Incident Command System structure, the Planning, Logistics, Finance/Administration, and Operations section 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.

In accordance with a mission assignment from ESF 2 and further mission tasking by a local primary agency, each support organization assisting in an ESF 2 assignment will retain administrative control over its own resources and personnel but will be under the operational control of ESF 2. Delegation of mission operational control may be delegated to a Management Support Unit, Multi-Agency Coordination Team, or a local entity.

Declaration of a State of Emergency proclaimed by Lexington Fayette, the Commonwealth of Kentucky, or the President of the United States may suspend selected rules and regulations that affect support operations.

Each agency is responsible for providing and maintaining its intra-agency communications systems. Methods for interagency communications during a disaster include:

- A. Land line or cellular telephones
- B. Fax machines
- C. Amateur Radio Operators
- D. Sharing of radio frequencies and equipment between agencies
- E. Face to face communications between agency representatives at the EOC
- F. Fayette County based Radio Communications System
- G. Email
- H. Paging systems
  - I. Satellite phone
- J. Madison County 800MHz radio system
- K. Civil Air Patrol radio communication resources
- L. WebEOC
- M. Alertus Beacons

Requests for the augmentation or replacement of communications systems shall be directed to the Communications coordinator.

The ESF 2 Lead coordinator shall be responsible for providing internal and external communications in the EOC, at field command posts, and support locations such as shelters, traffic control points, and medical facilities, etc.

Priorities for allocation of emergency communication will be:

- A. Lifesaving organizations essential to the survival, health, and safety of the population.
- B. Essential industry/commerce/transportation organizations which are needed to maintain military operations and economic stability.

Federal support to this ESF, if requested, will be provided in conformity to ESF 2, Information Technology, and Telecommunications of the National Response Plan.

LPD Communications, FES Communications, and Lexington Fayette Computer Services will support the establishment of communications between key facilities that have an integral role in emergency response and recovery under the National Incident Management System. The following are those facilities and general communications requirements:

- A. Communications Systems Linkages.
- B. EOC and local government agencies to include telephone, fax, paging and, when applicable, radio and commercial wireless applications.
- C. Lexington Fayette EOC and State EOC to include telephone and fax and commercial wireless, when applicable.
- D. ESF and Incident Command System field operations to include radio communications.
- E. EOC and area hospitals via amateur radio.
- F. Shelters and feeding sites to include radio, telephone, and amateur radio.
- G. Distribution sites, staging areas, and disaster resource centers to include radio, telephone, commercial wireless, and amateur radio

## **Concept of Operations**

### **General**

ESF 2 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.

Actions initiated by ESF 2 are grouped into the phases of emergency management: prevention, preparedness, response, recovery, and mitigation. Each phase requires



significant cooperation and collaboration between all supporting agencies and the intended recipients of service. ESF 2 encompasses a full range of activities from training to the provision of field services.

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 Emergency Operations Plan (EOP) and corresponding Appendices, Incident Specific Plans, Support Plans, and Standard Operating Procedures that describe ESF 2 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.

DEM maintains the overall ESF 2 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 communications response capabilities may include planning, training, orientation sessions, and exercises for ESF 2 personnel (i.e., county, state, regional and federal) and other ESFs that will respond with ESF 2. This involves the active participation of local interagency 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 2 supporting agencies and other ESFs to refine communications operations.
- B. Develop and refine procedures for rapid impact assessment per field surveys.
- C. Conduct training and exercises for EOC and communications response team members.
- D. Prepare and maintain emergency operating procedures, resource inventories, personnel rosters, and resource mobilization information necessary for implementation of the responsibilities of the lead agency.
- E. Manage inventory of equipment and other pre-designated assets that are essential to meet the requirements of special needs groups.
- F. Maintain a list of ESF 2 assets in compliance with the NIMS resource typing that can be deployed during an emergency. These assets will be organized in the Emergency Resource List (ERL).

- G. Assign and schedule sufficient personnel to implement ESF 2 tasks for an extended period of time.
- H. Ensure lead agency personnel are trained in their responsibilities and duties.
  - I. Develop and implement emergency response and communications strategies.
  - J. Develop and present training courses for ESF 2 personnel.
- K. Maintain liaison with supporting agencies.
- L. Conduct All Hazards exercises involving ESF 2.
- M. Development and maintenance of a resource management system including an inventory tracking system and a resource request system.
- N. Coordination of county assets to best meet the demands of Incident Action Plans as set forth by the Emergency Planning Section (ICS command structure) or DEM Director.

## **Mitigation**

ESF 2 will perform the following:

- A. Maintain and improve communications infrastructure.
- B. Provide personnel with the appropriate expertise to participate in activities designed to reduce or minimize the impact of future disasters.

## **Alert and Notification**

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.

E911 or DEM will initiate ESF 2 notification using the Emergency Notification System. E911 will request, as directed by DEM, assistance from the primary on-call person to staff the ESF 2 position in the EOC on a 24-hour basis.

Upon instructions to activate ESF 2, ESF 2 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. Coordinate operations at the ESF 2 position in the EOC and/or at other locations as required.
- B. Coordinate needs and response actions with each response agency.
- C. Establish and maintain a system to support on-scene direction and control and coordinate with the EOC, State EOC, or other coordination entities as appropriate.

- D. Establish mutual aid procedures for interoperable communications and other communication resources.
- E. Implement Disaster Assessment Teams to determine post-event effect. Monitor and direct communication resources and response activities to include pre-positioning for response/relocation due to the potential impact(s) of the emergency situation.
- F. Participate in EOC briefings, development of Incident Action Plans and Situation Reports, and attend meetings.
- G. Coordinate with supporting agencies, as needed, to support emergency activities.
- H. Obtain other resources through KYEM, ESF 2, ESF 7, or through an agency that Lexington has a mutual aid agreement.
- I. Coordinate all resources into the affected areas from designated staging areas.
- J. Coordinate with other jurisdictions' ESFs or like function to obtain resources and facilitate an effective emergency response among all participating agencies.
- K. Initiate the Emergency Alert System (EAS) to include the Integrated Public Alert Warning System (IPAWS). The capability to initiate the EAS/IPAWS exists at both the E911 Center and the alternate Lexington Fayette E911 center. For assistance, and as a backup to ensure broadcast stations receive the information, the ESF 15 coordinator ensures EAS/IPAWS messages are emailed to broadcast stations and to the media. If necessary, DEM has the 24-hour capability to override cable programming and broadcast EAS/IPAWS messages directly over the airwaves.

Alert and Warning Systems and Methods			
System or Tool	Initiated Primarily by	Communicates to	Task Accomplished
Alert and Warning Roster	EOC, E911	First Response and Supporting agencies	Early Warning
Emergency Notification System ( Everbridge)	EOC, E911	First Response and Supporting agencies Public	Early Warning Early Warning and Immediate Warning
Outdoor Sirens	E 911-EOC	Public	Early Warning – CSEPP, Natural or Man made
1620 AM Radio Lexington	EOC, NOAA	Public	Early Warning – CSEPP, Natural or Man made
Emergency Alert System/ Integrated Public Alert and Warning System	EOC, E911	EAS/IPAWS Broadcast Stations, Media , Public	Early Warning and Immediate Warning
BGANS	Blue Grass Army Depot	CSEPP County EOCs and/or 24 hour warning points, and KYEM EOC	Early Warning and on-going Emergency Communication
Satellite Phone – CSEPP/DPH	Blue Grass Army Depot EOC, CSEPP County EOCs and KYEM EOC	CSEPP County EOCs and/or 24 Hour Warning Points and KYEM EOC/Hospitals	
Satellite Phone – Public Health	EOC Medical Group	Hospitals/KY State Public Health	
Alertus Beacons	EOC, NOAA	Public Venues	Early Warning

Communications System and Methods		
System or Method	Used by	Agency or Public Use
E911	All	Agency and Public
800 MHz	LPD, FES, DEM, other Lexington Fayette Departments, and partner agencies	Agency
Telephone (landline and cell)	All	Agency and Public
Emergency Notification System (Everbridge)	DEM, E911, LPD, FES	Agency and Public
Fax	All	Agencies and Media
Internet	All	All
WebEOC	DEM, KYEM, Partners	Agency
Madison County 800 MHz	CSEPP Community	CSEPP Community
WebPuff	CSEPP Community	CSEPP Community
EAS/IPAWS	DEM/EOC, E911	Public
HAM Radio	ARES, BARS, RACES	Agency and Public
Satellite Phone	DEM, 911, CSEPP Community, Public Health	Agency
Fire (VHF)	Lexington Fire	Agency
National Guard (VHF)	KYEM, DEM and State Police	Agency

**Recovery**

- A. Continue to communicate protective actions to take for personal protection as necessary to the public.
- B. Communicate ongoing emergency information and/or the transition to normal operations to the public.
- C. Report initial damage assessment of assets and communications infrastructure as necessary following an emergency.
- D. Provide support, liaison, and coordination for restoration of impacted communications infrastructure due to the emergency or disaster.
- E. Facilitate the coordinated recovery of damaged systems and applications, including Information Technology, whether from cyber-attack or other cause.
- F. Demobilize resources and deactivate the ESF 2 function upon direction from the coordinating agency.

- G. Participate in After-Action meetings and in the development of the After-Action Report inclusive of corrective actions and due dates.
- H. Continue to work with DEM and all other departments and agencies throughout the stabilization and recovery period.
- I. Assist primary and coordinating agencies as needed.
- J. Contact each Public Safety Answering Point (PSAP) for initial damage assessment of personnel, equipment, and supplies.
- K. Maintain documentation of all reported damage by PSAPs.
- L. Continue to provide support as required until response activities are concluded or until they can be managed and staffed by the primary incident agency or jurisdiction(s).
- M. Accumulate damage information obtained from assessment teams, the telecommunications industry, and other local government and state agencies.
- N. Query wireless providers and local media for damage reports.
- O. Contact other ESFs to determine their communications requirements.
- P. Assess the need for, and obtain, telecommunications industry support as required.
- Q. Prioritize the deployment of services based on available resources and critical needs.
- R. Prepare and process reports using established procedures, focusing specific attention to the production of After Action Reports.
- S. Coordinate communications support to all governmental, quasi-governmental, and volunteer agencies as required.

## **Responsibilities**

- A. Division of E911
  - 1. Provide and maintain communications during an emergency.
  - 2. Maintain the LFUCG P25 800MHz radio system
  - 3. Provide the EOC updates on the potential impacts of damage to communications systems, resource shortfalls, and potential impacts on accomplishing the ESF 2 mission.
  - 4. Maintain an inventory of personnel, equipment, and vendors that will be used in the restoration of services.

B. Computer Services

Provide support for computers, networking and telephone systems in the PSOC and other field locations.

C. Lexington Division of Fire:

1. Maintains a deployable mobile communications and command post.
2. Maintains equipment and personnel to support the Lexington Fayette P25 Radio Communications and FES communication systems

D. General Services

Supports cell phones for multiple LFUCG departments and divisions

E. KYEM

KYEM provides communications support through its EOC, 24-hour warning point, BGANS and WebPuff.

Lexington Division of Police

1. Maintains a mobile communications and command post.
2. Provide security for communications facilities and sites.

F. Amateur Radio

Amateur radio provides federally licensed volunteer radio operators providing personally owned equipment. Volunteer organizations within the Amateur Radio community such as ARES and RACES provides communications at shelters, feeding sites, distribution centers, disaster resource centers, and other sites as appropriate.

G. Spectrum Cable, Windstream Telephone and other private vendors

These vendors provide hardware, infrastructure, and software support necessary to maintain their respective communication networks.

H. National Weather Service

NWS provides broadcast capability through EAS.

I. United Way

The United Way provides an overflow mechanism via 211 for information and non-emergent requests from the public.

J. LexCall (311)

K. Serve as the primary call center for collection of information and non-emergent requests from the public.