

ESF 3 Public Works



Primary Coordinating Agency

Department of Environmental Quality and Public Works



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Primary Coordinating Agency

The Department of Environmental Quality and Public Works is the primary coordinating agency that will provide staff to serve in the Emergency Operations Center (EOC) to coordinate Emergency Support Function 3 Public Works (ESF 3) activities.

The Lexington Division of Emergency Management (DEM) develops and maintains the overall ESF 3 Plan and accompanying Appendices 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 will be in compliance with the National Response Framework, the National Incident Management System, and the Incident Command System.

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

Local Supporting Agencies

Supporting agencies will provide assistance to ESF 3 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 impact Lexington Fayette (i.e., severe weather, environmental biological, terrorism, technological, etc.). Services and resources are subject to change.

Supporting agencies are responsible for frequently updating their resource capabilities with ESF 3 in Lexington Fayette. ESF 3 is often interdependent with ESF 1 and ESF 12.

The following is a list of local supporting agencies (this list is not inclusive of all agencies that may be utilized to support this function):

- A. Lexington Division of Waste Management
- B. Lexington Division of Water Quality
- C. Lexington Division of Streets and Roads
- D. Lexington Division of Engineering
- E. Lexington Division of Environmental Services
- F. Division of Building Inspection
- G. Division of Code Enforcement
- H. Private sector construction and engineering firms
- I. Division of Parks and Recreation
- J. Division of Fleet Services

State, Regional, and Federal Agencies and Organizations

- A. Kentucky Division of Emergency Management (KYEM)
- B. Kentucky Transportation Cabinet District 7
- C. Kentucky Energy and Environment Cabinet – Division of Water, Division of Waste Management
- D. Kentucky National Guard
- E. Kentucky Water/Wastewater Agency Response Network (KYWARN)
- F. Kentucky Department of Housing, Buildings, Construction
- G. United States Army Corps of Engineers
- H. Natural Resource Conservation Service
- I. Federal Emergency Management Agency (FEMA)

Purpose

The purpose of ESF 3 is to provide public works coordination and support services in support of emergency events in Lexington Fayette. ESF 3 can provide personnel and resources to support preparedness, response, recovery, and mitigation in support of the primary emergency management objectives. ESF 3 will evaluate infrastructure damage and coordinate emergency debris clearing of essential roads within Lexington Fayette. ESF 3 will also coordinate emergency contracting, engineering services, and demolitions. ESF 3 will allocate debris clearing and public works equipment and process all requests for needs and donations of public works and debris clearing equipment. ESF 3 resources are used when individual agencies are overwhelmed.

ESF 3 priorities include, but are not limited to, the following:

- A. Infrastructure protection and emergency restoration, including road systems, storm water and sanitation systems
- B. Structural inspections to ensure the safety of responders and emergency workers.
- C. Complete public property damage assessments.
- D. Construction and engineering technical advice and evaluations to prioritize the use of resources in response and restoration activities.
- E. Debris management, including the clearance of critical routes used for emergency response, and for emergency relocation and/or evacuation.

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 3 are stated here:

- A. Most disasters occur with little or no warning; however, ESF 3 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. Essential resources (personnel, vehicles, fuel, critical supplies, heavy equipment, etc.) will be relocated for safety if they are in an area under imminent threat.
- C. 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 have mutual aid agreements.
- D. Additional assistance from public and private entities may be needed to complete all assigned tasks for ESF 3 to include debris clearance, damage assessments, structural evaluations, repairs to public facilities, and meeting basic health needs.
- E. Lexington Fayette Urban County Government (LFUCG) agencies, as well as volunteer organizations and private companies with assigned ESF 3 responsibilities, have their own plans and procedures. This ESF is not designed to replace those plans and procedures but to complement and support them.
- F. ESF 3 primary and supporting agencies will assist law enforcement and fire in monitoring, clearing, and maintaining transportation routes for relocation and evacuation and as critical lifeline routes for emergency medical personnel.
- G. ESF 3 primary and supporting agencies will assist law enforcement and fire by determining the safety and/or making safe structural environments prior to entry and use by emergency responders. This includes buildings, roadways, bridges, dams, towers, etc.

Direction and Control

DEM functions as the official disaster organization for preparedness, mitigation, response, and recovery. The EOC serves as the central location for interagency coordination and multijurisdictional executive decision-making, including all activities associated with ESF 3. DEM is also responsible for coordinating critical resource management during emergencies and disasters and will assist in the acquisition of alternate emergency resources from outside of Lexington.

DEM and the designated coordinator(s) for ESF 3 activities will prioritize and deploy resources based on information and requests received from the Incident Commander,

from ESF 3 primary and supporting agencies, and from the other activated ESFs to assist in providing assessment and safety surety of critical infrastructure and utilities, and/or clearance and restoration of vital infrastructure systems to ensure public safety and health. 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 3 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.

- A. ESF 3 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. It is responsible for ensuring that all appropriate program departments, supporting agencies, other ESFs, and private voluntary agencies have knowledge about the system and ESF 3 expectations.
- B. The ESF 3 system operates at two levels: the EOC and field operations. It operates within the EOC and staffs a Department Operations Center (DOC) and field staff.
- C. All public works service decisions regarding county and/or regional resource allocation are made at the EOC by the ESF 3 coordinator during emergency activations.
- D. In accordance with a mission assignment from ESF 3 and further mission tasking by the Commissioner of Environmental Quality and Public Works, each support organization assisting in an ESF 3 assignment will retain administrative control over its own resources and personnel but will be under the operational control of ESF 3. Delegation of mission operational control may be delegated to a management support unit, multi-agency coordination team, or a local entity.

Concept of Operations

General

- A. ESF 3 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.

- B. All operations will be conducted in adherence to Kentucky Occupational Safety and Health Program standards and regulations with life safety issues being a priority.
- C. 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 Annexes, and Standard Operating Procedures that describe ESF 3 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.
- D. 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.
- E. Once a Presidential Disaster Declaration has been issued, KYEM will request federal assistance through FEMA, if required. Federal aid in the form of both direct assistance and grants for governmental or contractual debris removal services may be available.
- F. Generally, assistance will not be provided directly to an individual or private organization, or to an eligible applicant for reimbursement of individual or private organization, for the cost of removing debris from their own property. Exceptions to this provision are:
 - 1. Private, non-profit organizations operating eligible facilities.
 - 2. The debris is life threatening or endangers the health, safety, or welfare of the private entity.
- G. Protect and/or restore storm water and sanitary systems and propose alternate wastewater system (when applicable).
- H. Provide technical advice, expertise and evaluation of critical structures and infrastructure systems affected by an emergency event, including government and/or public buildings, dams, bridges, roads, and sanitation systems.
- I. Determine the safety of critical infrastructure and the necessity of emergency demolition or emergency stabilization. Support emergency clearance of debris for inspection of damaged areas and passage of emergency personnel, supplies, and equipment for lifesaving and public health.
- J. DEM maintains the overall ESF 3 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 public works service response capabilities may include planning, training, orientation sessions, and exercises for ESF 3 personnel (i.e., county, state, regional, and federal) and other ESFs that will respond with ESF 3.

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. Coordinate with ESF 5 to assess potential damage, loss of functionality of essential facilities, and volume of debris (by category) to scale missions requirements for each function under ESF 3.
- B. Identify anticipated resource shortfalls.
- C. Prepare and maintain emergency operating procedures, resource inventories, personnel notification systems, and resource mobilization information necessary for implementation of the responsibilities of the lead agency.
- D. Ensure lead agency personnel are trained in their responsibilities and duties.
- E. Develop and present training courses for ESF 3 personnel and develop protocols for frequently provided services.
- F. Maintain liaison with supporting agencies.
- G. Conduct vulnerability analyses at critical facilities and make recommendations to improve physical security.
- H. Conduct all hazards exercises involving ESF 3.
 - I. Annually update and maintain inventory of personnel, vehicles, and equipment to be used during the preparation, response, and recovery phases of an emergency or disaster.
 - J. Preparation and maintenance of a list of personnel to ensure that the 24-hour staffing needs are met to facilitate the restoration of vital infrastructure.
 - K. Maintain a list of construction contractors and engineering firms with active contracts who would be available for infrastructure repairs.
 - L. Prioritize and implement emergency clearing of debris from transportation routes to provide access for emergency response personnel, equipment, and supplies in areas affected by an emergency or disaster.
 - M. Prioritize and implement the clearing, repair, or reconstruction of transportation facilities (i.e., streets, roads, bridges, ports, waterways,) necessary to restore transportation capabilities.

- N. Develop and maintain a list of debris removal resources such as dump trucks, front loaders, bulldozers, cranes, etc., in the Emergency Resource List (ERL). This list will contain details such as type of equipment, contact names and phone numbers, costs, and availability.

Mitigation

ESF 3 will perform the following:

- A. Identify and seek funds for retrofitting critical facilities and providing auxiliary power.
- B. Provide personnel with the appropriate expertise to participate in activities designed to reduce or minimize the impact of future disasters, such as the local mitigation strategy group.

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 3 and notify the ESF 3 coordinator when an event, or threat of an imminent event, may result in the need for relocation/evacuation ESF 3 equipment/personnel or an impact to public works infrastructure or when ESF 3 services are required. The EOC will serve as the central location for interagency coordination and multijurisdictional executive decision-making, including all activities associated with ESF 3.

The EOC will be activated, as will ESF 3, upon the direction of the Mayor, Chief Administrative Officer, Commissioner of Public Safety, or the DEM Director. The DEM Director may make the decision to selectively activate ESF 3 agencies based on the type of threat, event, or incident. DEM will notify ESF 3 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 entities operations center. In these cases, they will maintain telephone or radio contact with the EOC and ESF 3.

Upon instructions to activate ESF 3, ESF 3 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. A critical function during an emergency is debris removal from roadways. Until debris is cleared from the county's thoroughfares, other vital response actions cannot be pursued. Roadways must be cleared to allow search and rescue teams into damaged areas, to open access to hospitals, utilities and emergency response agencies, and to permit damage assessment teams to pursue their surveys. The Division of Streets & Roads will execute the Debris Removal Plan.
- B. Coordinate operations between the DOC, the EOC, and/or other locations as required.

- C. Establish mutual aid procedures for additional resources.
- D. Implement Damage Assessment Teams to determine post-storm impact to infrastructures.
- E. Pre-position response resources when it is apparent that environmental quality and public works resources will be necessary.
- F. Relocate environmental quality and public works resources when it is apparent that they are endangered by the likely impacts of the emergency situation.
- G. Monitor and direct environmental quality and public works resources and response activities.
- H. Participate in EOC briefings, assist in the development of Incident Action Plans and Situation Reports, and attend meetings.
 - I. Coordinate with supporting agencies, as needed, to support emergency activities.
 - J. Obtain state resources through the Commonwealth EOC and coordinate all resources into the affected areas from designated staging areas and response among all participating agencies.
- K. Implement other lifesaving functions such as flood control measures, closing dangerous roadways, and similar requests.
- L. During the response phase, ESF 3 will evaluate and analyze information regarding public works related requests. ESF 3 will develop and update assessments of the status in the impact area and will do contingency planning to meet anticipated demands and needs. ESF 3 will staff and operate a NIMS compliant command and control structure as needed.
- M. Continually analyze affected areas to determine priorities and emergency repair, procedures, and assign appropriate personnel and equipment.
- N. Work with appropriate government and nongovernmental organizations to maximize use of all available resources.
- O. Conduct debris removal and disposal operations.
- P. Establish priorities to repair damaged roadways, sanitation systems, and other vital infrastructure and buildings, coordinate the provision of temporary, alternate, or interim critical services.
- Q. Conduct situational and periodic assessments.
- R. Plan for future operational periods.

Recovery

- A. 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.
- B. Continue to provide support as required to support the recovery phase.
- C. Initiate financial reimbursement process for these activities when such support is available.
- D. The Lexington Division of Waste Management will be responsible for disposal of debris. Depending on the magnitude of the disaster, permits for emergency landfills and waivers for the burning of debris may be required.
- E. There are local and regional sources of assistance in debris removal. Private firms may be contracted for this task. Environmental Quality and Public Works will contract for this assistance if required and firms are available. The contract will adhere to the Debris Management Plan.
- F. Humanitarian organizations may be available to provide assistance. The ESF 6/VOAD coordinators will coordinate this kind of assistance. In order for the debris clearance task to progress in a timely manner, critical equipment must be available in sufficient numbers and must be kept in operational condition.
- G. Implement mitigation steps to protect roadway systems, stormwater and sanitation systems, and critical structures when imminent threats are present (floods, severe storms, etc.).

Responsibilities

- A. Commissioner of Environmental Quality and Public Works
 - 1. Assign staff to serve in the EOC as the ESF 3 coordinator.
 - 2. Coordinate debris disposal generated from roadways. A major disaster will generate large quantities of debris from damaged homes and businesses. The total amount of debris may exceed the capacity of existing disposal sites. Accordingly, the department may have to seek alternatives such as opening emergency sites for the landfill and/or burning of debris. The department will be requested to seek necessary permits/waivers from the Kentucky Department of Environmental Protection.
- B. Division of Fleet and Facilities Maintenance
- C. Provide vehicle maintenance and service to other divisional vehicles.
- D. Division of Engineering

- E. Provide staff to assist with inspection of bridges, pedways, and other critical infrastructure. Coordinate private sector engineers to assist with damage assessment.
- F. Division of Water Quality
 - 1. Provide damage assessment information on the two wastewater treatment plants, sanitary sewer pump stations and infrastructure, and report the results to the Planning Chief and the ESF 14 coordinator.
 - 2. The ESF 3 coordinator will determine the priority of repair and/or replacement activities to restore the sewer systems. The coordinator will submit initial and updated reports on the status of the sewer systems to the EOC Operations Manager and EOC Director.
 - 3. If the sanitary sewer system is inoperable, work with critical facilities and provide instructions to the public on the use of the system. Use of the sanitary sewer system may be restricted to disposal of waste only. Other uses of the system (bathing, laundry, etc.) may be limited or not allowed.
 - 4. Provide staff to assist with debris and snow removal.
 - 5. Provide staff and equipment to pump sewage out of habitable residential areas.
- G. Division of Waste Management
 - 1. Provide staff and equipment for debris disposal.
 - 2. Provide trash and recycling containers at incident and/or command locations.
 - 3. Provide alternate disposal methods for the impacted area.
 - 4. Assist with snow removal
 - 5. Establish temporary debris storage sites and develop guidelines for the disposal of debris for the public.
- H. Division of Streets and Roads
 - 1. Provide staff and equipment for snow removal, debris removal, and other activities as identified.
 - 2. Schedule for the collection of debris per the debris management plan.
 - 3. Conduct damage assessment surveys of infrastructure, bridges, overpasses, and other structures, as needed, to determine safety and structural integrity.

4. The Division of Streets and Roads Director, or designee, will assess the status of the storm water system and report the results to the ESF 3 and 14 coordinators.

- I. Damage Control

The ESF 3 coordinator will develop and implement tactical operations to limit or control damage to the infrastructure during and after a disaster.