

ESF #3

Public Works & Engineering



PURPOSE

Support and manage the public infrastructure for Louisville Metro during and following a disaster to minimize the impact on lives and property.



Jefferson County

PRIMARY AGENCY: LOUISVILLE METRO PUBLIC WORKS

Support Agencies	Bellsouth
	Insight Communications
	Jefferson County Suburban Fire Protection Districts
	Louisville/Jefferson County EMA
	Louisville Fire and Rescue
	Louisville Gas and Electric Company
	Louisville Metro Air Pollution Control District
	Louisville Metro Dept of Public Health and Wellness
	Louisville Metro Emergency Medical Services
	Office of Management and Budget
	Louisville Metro Parks
	Louisville Metro Police
	Louisville Metro Purchasing Department
	Louisville Metro Solid Waste Management Services
	Louisville Metro Zoo
	Louisville Metropolitan Sewer District
Louisville Water Company	

POLICIES

- Prioritize impacted areas based upon impact assessment data.
- Coordinate emergency debris removal on essential transportation routes.
- Coordinate the permanent removal, disposal, and burning of all debris from public property.
- Coordinate damage assessment data of all public facilities, equipment, and debris countywide for submission to the State EOC.
- Coordinate mutual aid and contractual vendor crews including assembly areas, assignments, and financial tracking.
- Restore water distribution systems and sewage treatment facilities.
- Prioritize and implement temporary emergency structural repairs at vital public facilities, county roads, bridges, and drainage systems.
- Assist municipalities and hospitals in emergency repairs of vital facilities.
- Coordinate road closures.
- Establish staging areas and logistical support bases for requested mutual aid resources in coordination with all first response agencies

I. PURPOSE

The purpose of Emergency Support Function 3 (ESF 3) is to provide public works coordination and support services in support of emergency events in Louisville Metro. ESF 3 can provide personnel and resources to support prevention, preparedness, protection, response, recovery and mitigation in support of the primary emergency management objectives. ESF 3 will evaluate infrastructure damage and coordinate emergency debris cleaning of essential roads within Louisville Metro. ESF 3 will also coordinate emergency contracting, building inspections, engineering services and demolitions. ESF 3 will allocate debris clearing and Public Works equipment and process all request for needs and donations of public works and debris clearing equipment. ESF 3 resources are used when individual agencies are overwhelmed and County Emergency Response Team requests additional public works and engineering service assistance.

II. CONCEPT OF OPERATIONS

A. General

1. 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 Louisville Metro.
2. Procedures, protocols and plans for disaster response activities provide guidelines for operations at the Louisville Metro Emergency Operations Center and in the field. The Emergency Operations Plan and corresponding Appendices, Incident Annexes, Support Annexes and Standard Operating Guidelines 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.
3. A staffing directory and the ESF 3 Emergency Operations Plan, its accompanying Appendices, Annexes and Standard Operating guidelines are maintained by the Louisville/Jefferson County Metro Emergency Management Agency with status of the call lists updated at least quarterly and all other documents at least annually.
4. A large event requiring regional, state and/or interstate mutual aid assistance will require ESF 3 implementation. ESF 3 will coordinate with support agency counterparts to seek and procure, plan, coordinate and direct the use of any required assets.
5. 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.

6. Each organization, which enters into a mutual aid agreement(s), will furnish a copy of such agreement(s) to the Louisville/Jefferson County Metro Emergency Management Agency (LJCMEMA).
7. Louisville Metro Public Works will coordinate debris disposal. Municipalities located in Louisville Metro have the responsibility to remove debris within their borders and may coordinate with Louisville Metro Public Works for disposal. In addition to debris generated from roadways, a major natural disaster will also generate large quantities of debris from damaged homes and businesses. The total amount of debris may exceed the capacity of existing disposal sites. Accordingly, public works departments may have to seek alternatives such as opening emergency sites for the landfill and/or burning of debris. The departments will be requested to seek necessary permits/waivers from the Air Pollution Control District and the State Department of Environmental Protection.
8. Once a Presidential Disaster Declaration has been issued, the Kentucky Division of Emergency Management 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. This assistance can be provided when the FEMA Regional Director determines that the assistance is in the "public interest" because it is:
 - necessary to eliminate threats to life or property;
 - necessary to eliminate a hazard that threatens substantial destruction of undamaged public or private property;
 - essential to the economic recovery of the affected community; and/or
 - a benefit to the community-at-large.
9. 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:
 - private non-profit organizations operating eligible facilities; and
 - the debris is life threatening or endangers the health, safety or welfare of the private entity
10. Louisville Metro must arrange unconditional authorization for removal of the debris from both public and private lands and must agree to indemnify the federal government against any claim arising from such debris removal activities when direct federal government assistance is requested.

Federal assistance may also be requested by project application for financial assistance. Work may be accomplished through any three methods:

- force account, labor and equipment (local government personnel and equipment);
- force account, rental equipment and extra hired labor; or
- contract labor and equipment.

11. If debris removal is accomplished through force account, it is limited to the direct cost of eligible work listed on the Damage Survey Report of an approved project application. Auditable records are required, specifically relating costs to each damage site.

12. Competitive bid contracts should be used whenever possible, although competitive bid requirements may be waived by the Governor for the emergency period when direct federal government assistance is requested. Use of cost plus percentage of cost contracts is prohibited and contracts may not contain a provision making payment contingent upon FEMA reimbursement. In addition, FEMA will not reimburse the applicants for contracts made with a contractor whose name appears on the Department of General Services consolidated list of debarred and ineligible contractors. Information regarding debarred and ineligible contractors will be available from the State Public Assistance Officer. If required to sign a right-of-entry form providing a release of liability to the agency removing the debris.

B. Organization

1. COUNTY

- MetroSafe Communications will initiate ESF 3 notification. MetroSafe Communications will request, as directed by the Louisville/Jefferson County Metro Emergency Management Agency, assistance from the primary and support agencies to staff the ESF 3 position in the Emergency Operations Center (EOC) on a 24-hour basis.
- During an activation of the EOC, support agency staff is integrated with the Louisville Metro Public Works Department staff to provide support that will allow for an appropriate, coordinated and timely response.
- During an emergency or disaster event, the EOC will coordinate the support resources from the support agencies with ESF 3.
- 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.

- Louisville/Jefferson County Metro Emergency Management Agency develops and maintains the overall ESF 3 Emergency Operations Plan (EOP) and accompanying Appendices, Annexes and Standard Operating Guidelines that govern response actions related to emergencies. Support agencies may develop and maintain their own similar documents for internal use, which must be compatible with and in support of the overall Emergency Operations Plan. All such documents will be in compliance with the National Response Framework, the National Incident Management System, the Incident Command System and the EOP.

2. REGION

- ESF 3, in consultation with the requesting jurisdiction, may obtain additional public works and engineering resources via established mutual aid agreements.
- The Kentucky Department of Agriculture serves as the lead agency for animal services coordination/support at the state level. The agency will designate a liaison to the Louisville Metro EOC to assist Emergency Support Function 3 and to the extent capable provide coordinators, assessors and operational personnel in support of the EOC or field activities.

3. STATE

- During an emergency or disaster event, the primary and support agencies of ESF 3/comparable at the Commonwealth EOC will report and function under the overall direction of the Director, Kentucky Division of Emergency Management.
- During the response phase, ESF 3 will evaluate and analyze information regarding Public Works requests. ESF 3 will develop and update assessments of the situation and status in the impact area and initiate contingency planning to meet anticipated demands and needs.
- The Kentucky Division of Emergency Management develops and maintains the overall State Emergency Operations Plan to include accompanying Appendices and Standard Operating Guidelines that govern response actions related to emergencies. Support agencies may develop and maintain their own similar documents for internal use, which must be compatible with and in support of the overall State Emergency Operations Plan. All such documents will comply with the National Response Framework, the National Incident Management System and the Incident Command System.

C. Alerts/Notifications

- MetroSafe Communications will notify the Louisville/Jefferson County Emergency Metro Management Agency's Executive Director, Deputy Director and the "on call" Emergency Operations Center Duty Officer when the county or an area of the county has been threatened or impacted by an emergency or disaster event.
- ESF 3 will be activated or placed on standby upon notification by the Louisville/Jefferson County Emergency Metro Management Agency. Louisville Metro Public Works will manage the emergency activities of ESF 3.
- Upon instructions to activate ESF 3, Louisville Metro Public Works and ESF 3 Support Agencies will implement their procedures to notify and mobilize all personnel, facilities and physical resources potentially needed, based on the emergency circumstance.

D. Actions

Actions initiated by ESF 3 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 3 encompasses a full range of activities from training to the provision of field services. It also coordinates and may assume direct operational control of the following functional areas:

1. PREPAREDNESS ACTIVITIES

Actions and activities that develop animal services response capabilities may include planning, training, orientation sessions, and exercises for ESF 3 personnel (i.e., county, state, regional, and federal) and other emergency support functions that will respond with ESF 3. Local agencies will jointly address planning issues on an on-going 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:

- Coordinate with Emergency Management (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.
- Identify anticipated resource shortfalls.

- Conduct training and exercises for EOC and Public works and Engineering team members
- Incorporate findings into functional plans and concepts of operation, including the creation of geographical divisions of Louisville Metro, as described in NIMS guidance.
- Address planning issues on an on-going basis to identify response zones and potential staging areas.
- 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.
- Ensure lead agency personnel are trained in their responsibilities and duties.
- Develop and present training courses for ESF 3 personnel, provide information on critical facilities to Louisville Jefferson County Metro Emergency Management Agency (LJCMEMA) and develop protocols for frequently provided services.
- Maintain liaison with support agencies.
- Conduct vulnerability analysis at critical facilities and make recommendation to improve the physical security.
- Conduct all hazards exercise involving ESF 3.
- Annually update and maintain inventory of the personnel, vehicles and equipment to be used during the preparation, response and recovery phases of an emergency or disaster.
- 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.
- Maintain a list of construction contractors and engineering firms with active metro contracts who would be available for infrastructure repairs.
- 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

- Prioritize and implement the clearing, repair or reconstruction of transportation facilities (i.e. streets, roads, bridges, ports, waterways, airfields) necessary to restore transportation capabilities.
- Prepare a prioritized list and perform the demolition or stabilization of damaged public structures and facilities, which pose an immediate hazard or safety risk to public health
- Provide assistance to other local government through existing memorandum of understandings when requested through Louisville Metro EOC.

2. MITIGATION

- Identify and seek funds for retrofitting critical facilities and providing auxiliary power.
- 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.

3. RESPONSE ACTIVITIES

A critical function during disaster recovery is debris removal from roadways. Until debris is cleared from the county's thoroughfares, other vital recovery functions 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.

- Coordinate operations at the ESF 3 office in the Louisville Metro EOC and/or at other locations as required.
- Establish and maintain a system to support on-scene direction and control and coordination with the Louisville Metro EOC, regional task force and Commonwealth EOC.
- Establish mutual aid procedures for additional resources.
- Implement Disaster Assessment Teams to determine post-storm impact to Infrastructure Services functional group resources and ability to perform continuity of operations of essential functions.

- Pre-position response resources when it is apparent that public works and engineering resources will be necessary.
- Relocate public works and engineering resources when it is apparent that they are endangered by the likely impacts of the emergency situation.
- Monitor and direct public works and engineering resources and response activities.
- Participate in EOC briefings, Incident Action Plans, Situation Reports and meetings.
- Coordinate with support agencies, as needed, to support emergency activities.
- Obtain state resources through the Commonwealth EOC and coordinate all resources into the affected areas from designated staging areas.
- Coordinate with other county ESFs to obtain resources and to facilitate an effective emergency response among all participating agencies.
- Implement other lifesaving functions such as flood control measures, closing dangerous roadways, damming hazardous materials spills, and similar request, are routinely performed as the need arises and are not elaborated on in this plan

4. RECOVERY

- 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.
- Continue to provide support as required to support the recovery phase.
- Initiate financial reimbursement process for these activities when such support is available.
- The Louisville Metro Solid Waste Department 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.
- There are local and regional sources of assistance in debris removal. Private firms may be contracted for this task. Louisville Metro will contract for this assistance if required and available. The debris management firm would have several duties and responsibilities. One duty would include the management of individual debris hauling/removal contractors selected through a competitive bid process. Another duty

would be the training and management of debris monitors. The debris management firm would also be responsible for the preparation and retention of all appropriate documentation necessary to meet local, state and federal reporting guidelines.

- The U.S. Army Corps of Engineers (COE) may be available to provide quick-response emergency assistance in the debris clearance area. In a major disaster, after local and state declarations of emergency have been issued, the COE can be requested to provide immediate assistance. The Governor must verify that the COE has requested FEMA to initiate preliminary damage assessments and that the response is beyond local and state capabilities. In this event, the COE can provide debris clearance assistance under the Water Resources Development Act that amended Public Law 84-99. This assistance can be provided at no cost to the state or county for a period not to exceed ten days.
- In addition, humanitarian organizations may be available to provide assistance. The volunteer resource coordinator 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.

E. Direction and Control

1. 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. Key to this system is the Louisville/Jefferson County Metro Emergency Management Agency, which functions as the official disaster organization for preparedness, mitigation, response and recovery within Jefferson County. The agency also serves as the focal point for ESF 3 activities. It is responsible for ensuring that all appropriate program departments, support agencies, other Emergency Support Functions and private voluntary agencies have knowledge about the system and ESF 3 expectations.
2. The ESF 3 system operates at two levels – the Emergency Operations Center and field operations.
3. All public works services decisions regarding county and/or regional resource allocation are made at the EOC by the ESF 3 Coordinator during emergency activations.
4. In accordance with a mission assignment from ESF 3 and further mission tasking by a local primary agency, 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.

F. Responsibilities

Primary Agency (LOUISVILLE METRO PUBLIC WORKS)

Duties include but are not limited to the following:

- Serve as the lead agency for ESF 3, supporting the response and recovery operations after activation of the EOC and the secondary agency with respect to the Disaster Assessment Team. The building Inspections Department official will be the Chair of the Damage Assessment Team. Building Inspections personnel will conduct initial assessments of the disaster area and will provide assessment information to the EOC.
- Assume debris clearance responsibility for the unincorporated areas. The State Department of Transportation (DOT) is responsible for clearing debris off the interstate and state roads. The EOC will request debris clearance assistance from the Kentucky Division of Emergency Management (KyEM) if required. Under a Presidential Disaster Declaration, KyEM will request any necessary assistance from the FEMA.
- Attend all EOC briefings to better disseminate any important information or actions to their staff and support agencies. This representative or their alternate should be prepared to provide status reports on all actions under the public works function ESF 3 at each EOC briefing.
- Participate with the Damage Assessment Team in setting priorities for road clearing to better assist ESF 9 (Search & Rescue) and their emergency response personnel.
- Coordinate the recovery efforts of support agencies under ESF 3 and the efforts of other ESFs under this plan.
- Assist other local government under existing or future Mutual Aid Agreements made between Louisville Metro and representative of the local governments as coordination through ESF 5.
- Maintain a listing of construction contractors and engineering consulting firms with active metro contracts who would be available to assist with infrastructure repairs. Maintain an alternate list of contractors and engineers who do not have active Metro contracts, but who have expressed interest in assisting.

- Negotiate and administer design contracts with consulting engineering firms for the repair of storm water management systems and the transportation infrastructure, as required.
- Coordinate with The Office of Management and Budget in the awarding and administering construction contracts for the repair of storm water management systems and the transportation infrastructure.
- Provide documentation on utilization of manpower, equipment and costs directly related to emergency operations by ESF 3.
- Support first responder search and rescue operations as appropriate and capable.
- Identify all critical transportation routes and water supplies requiring immediate clearing and restoration in order to save lives and property within their jurisdiction.
- Provide equipment and personnel for clearing of prioritized transportation routes within the jurisdiction, to allow emergency personnel and equipment to rescue and respond to an affected area.

Support Agencies

Support agencies will provide assistance to the Emergency Support Function with services, staff, equipment, and supplies that compliment the entire emergency response effort as the Emergency Operations Center addresses the consequences generated by the hazards that may impact the Louisville Metro (i.e., severe weather, environmental biological, terrorism, technological, etc.). Services and resources are subject to change. Emergency coordinators are responsible for frequently updating their resources capabilities with the ESF 3.

- Support agencies will provide assistance to the ESF with services, staff, equipment and supplies that compliment the entire emergency response effort as the County Emergency Response Team addresses the consequences generated by the hazards that may impact the metro area (i.e., severe weather, environmental, biological, terrorism and technological). Because services and resources are subject to change from time to time, emergency coordinators are responsible for frequently updating their resources capabilities with the ESF 3.
- LJCHEMA will provide EOC support, conduct briefings, direct needs assessments, distribute key information and serve as liaison to the Commonwealth EOC to request resources.

- Louisville Metro Property Valuation Administrator will participate as required in damage assessment.
- Inspections, Permits, and Licensing will:
 - Direct the Damage Assessment Team(s) in all preliminary damage assessment activities.
 - Identify personnel to be trained through the EOC in damage assessment methodology.
 - Provide ESF 3 initial damage assessment information as soon as possible so priorities for emergency debris clearance can be directed to assist ESF 9 (Search and Rescue).
 - Assist and provide unassigned personnel as needed to the disaster recovery.
 - Inspect and enforce regulations regarding any un-permitted activity and/or unlicensed contractors.
- Louisville Metro Public Health and Wellness will provide personnel to perform water quality checks and determine the need/generate public health notices.
- Louisville Metro Solid Waste 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.
- Kentucky Department of Transportation will:
 - Identify all critical state transportation routes requiring immediate clearing and restoration in order to save lives and property within Louisville Metro.
 - Provide equipment and personnel for clearing of prioritized state transportation routes within Louisville Metro to allow emergency personnel and equipment to rescue and respond to an affected area.
 - Provide documentation on utilized manpower, equipment and costs directly related to emergency operations to their respective representative for official record keeping.
 - Provide bridge inspections within 24 hours of impact and update ESF 1 (Transportation) and ESF 3 as soon as possible with bridge openings.
 - Provide debris removal from state roadways.

G. Financial Management

ESF 3 is responsible for managing financial matters (specific to ESF 3 activity) related to resources procured/used during an event and forwarding that information to the Finance/Administration Section. However, each local government/agency/department must also track and record its own expenditures to ensure accuracy with any submissions for potential reimbursement. Information will be provided post-event as to application procedures for reimbursement.

The Finance/Administration Section will coordinate with ESF 3 to ensure that procurements and staff hours are properly documented and processed for potential reimbursement. It will also be responsible for follow-up on all financial issues via coordination with Louisville/Jefferson County Metro Government and other local governments' fiscal and personnel management officials, Kentucky Division of Emergency Management fiscal agents, Federal Emergency Management Agency fiscal agents, and directly with vendors as necessary.

Expenditures by other departments for activity not directly related to ESF 3 will be documented by those entities and submitted directly to the Finance/Administration Section as soon as possible.