

# **ANNEX K**

## **Public Works & Engineering**



# **STATE OF TEXAS EMERGENCY MANAGEMENT PLAN**

Revised August, 2006/Updated February, 2013



**STATE OF TEXAS**  
**EMERGENCY MANAGEMENT PLAN**

**ANNEX K**

Public Works and Engineering

**APPROVAL AND IMPLEMENTATION**

This annex is hereby accepted for implementation and supersedes all previous editions.

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Date

\_\_\_\_\_  
Phil Wilson  
Executive Director  
Texas Department of Transportation

## Explanation of Terms

DDC	Disaster District Committee
EMC	Emergency Management Coordinator
EOC	Emergency Operations Center
ESF	Emergency Support Function
IC	Incident Commander
ICP	Incident Command Post
JFO	Joint Field Office
NEPA	National Environmental Policy Act
NIMS	National Incident Management System
NRDA	Natural Resource Damage Assessment
NRF	National Response Framework
SOC	State Operations Center
SOP	Standard Operating Procedure
TPASS	Texas Procurement and Support Services
TCEQ	Texas Commission on Environmental Quality
TDEM	Texas Division of Emergency Management
TFS	Texas A&M Forest Service
TMF	Texas Military Forces
TRRN	Texas Regional Response Network
TxDOT	Texas Department of Transportation

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## **ANNEX K**

### **Public Works and Engineering**

#### **I. AUTHORITY AND REFERENCES**

See Basic Plan, Section I.

#### **II. PURPOSE**

- A.** The purpose of this annex is to define the organization, operational concepts, responsibilities, and procedures to accomplish state emergency public works and engineering requirements in Texas.
- B.** This annex is applicable at all locations and to all agencies, organizations, and personnel with public works and engineering emergency support function (ESF) responsibilities.

#### **III. SITUATION AND ASSUMPTIONS**

See Basic Plan, Section III.

#### **IV. CONCEPT OF OPERATIONS**

##### **A. State Support and Assistance Policy**

In accordance with this plan, state emergency support and assistance will be provided as quickly and efficiently as feasible. Consistent with priority of need, attempts to provide assistance, when practical, will be as outlined in Section IV.E and Appendix 3 of Annex N (Direction and Control). This will provide the State with an effective means to provide emergency assistance in a timely and cost-effective manner. The decision to expend state funds to provide support and assistance will be made only after consideration of both priority of need and cost to the State. However, in situations where lives and property are immediately threatened, the most rapid means of response will be taken.

##### **B. Staffing Requirements**

1. Based on situational requirements, State Emergency Management Council member agencies may provide staff to the State Operations Center (SOC), Joint Field Office (JFO), affected Disaster District Emergency Operations Centers (EOCs), and field-deployed incident command posts. Representatives may serve in both a primary and/or support agency role for several functionally-based groups and/or as a lead of the Infrastructure Support Branch. To facilitate accomplishment of assigned responsibilities, the number of agency personnel operating from each location will be based on operational requirements and coordinated with the appropriate primary agency.

2. Agency representatives must be knowledgeable of the resource request, deployment, and accountability methodology for committing assets or services which may be at their disposal.

### **C. Public Works and Engineering ESF Responsibilities**

The Primary and support agencies will provide engineering and contract management services in their areas of expertise.

### **D. Debris Removal and Disposal**

The Texas Department of Transportation (TxDOT) will be the lead agency for removal and clearance of debris from state highways and facilities. The Texas A&M Forest Service (TFS) may provide assistance as appropriate. Local government has the responsibility for removal and clearance of debris from local roadways and streets. This function may provide assistance to local government as appropriate to provide for ingress and egress for emergency services and for health and safety considerations. The Texas Commission on Environmental Quality (TCEQ) will provide necessary environmental clearances for landfills and temporary storage sites for debris, in accordance with NRDA (Natural Resource Damage Assessment) Guidelines. TCEQ will also provide appropriate clearances for the burning of debris through their regional offices.

### **E. Maintenance of State Highway Facilities**

TxDOT is responsible for the design, construction, and maintenance of the State highway system and consequently is the lead agency for maintenance and emergency repair of state highway facilities. TxDOT may construct temporary roadway facilities during emergencies when appropriate. TxDOT routinely utilizes local forces for damage assessment. Repairs are normally performed with a combination of state forces and contracts.

### **F. Water and Wastewater Systems**

TCEQ will provide technical assistance, within their capabilities, when appropriate, to local governments and authorities for damage assessment and repair of water supply and wastewater systems.

### **G. Dams, Floodplain, and Levees**

TCEQ, within their capabilities, will provide technical assistance on dams and levees, when appropriate, to local governments and authorities. Additionally TCEQ will provide guidance on FEMA and State floodplain boundaries and related issues.

### **H. Building Structural and Construction Standards**

This ESF, through the Texas Procurement and Support Services (TPASS), a division of the Office of the State Comptroller of Public Accounts, will provide assistance to local governments regarding building construction standards and may provide technical assistance in the stabilization or demolition of unsafe structures, as

appropriate. TxDOT can provide limited assistance in these areas utilizing resources from the Maintenance Division of Austin.

#### **I. Highway Condition Information**

Information concerning state highway conditions is disseminated to the public through various electronic media, such as a toll free number, Internet, and Public Information media releases.

#### **J. Multiple Function Operations**

1. This plan provides for employment of appropriate resources from multiple planned functions during response and recovery operations as a standard practice. Request for public works and engineering support are expected to routinely occur during the majority of significant emergency response and recovery operations regardless of the type of incident, hazard, or other ESFs involved.
2. During an Incident of National Significance or Disaster Declaration under the Stafford Act Public Assistance Program, the Public Works and Engineering function shall integrate, as required, with the National Response Framework (NRF), ESF #3 activities. The Federal ESF #3 will develop work priorities in cooperation with State, local, and/or tribal governments and in coordination with the Federal Coordinating Officer and/or the Federal Resource Coordinator, (See *Annex 3, Public Works and Engineering, National Response Framework*).

### **V. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES**

#### **A. Organization**

All functional groups identified in the Basic Plan are composed of personnel and resources of several state agencies/organizations. Each group is directed by a primary agency selected on the basis of its authority and capability in that particular functional area. The other agencies and organizations within the group are designated as support agencies and organizations based on their ability to provide equipment, personnel, and expertise in support of functional tasks. The agencies/organizations that comprise this functional group are listed in Appendix 1 of this Annex.

#### **B. Assignment of Responsibilities**

##### **1. General**

All agencies/organizations assigned to the Public Works and Engineering function are responsible for the following tasks.

- a. Designate and train representatives of their agency to serve as group members and ensuring that appropriate Action Guides and standard operating procedures (SOPs) are developed, maintained, and distributed.
- b. Identify staff requirements and maintain current notification procedures to ensure appropriate trained agency personnel are available for extended



emergency duty in the State Operations Center (SOC) and Disaster District EOCs, and as needed in the Joint Field Office (JFO), and field command posts.

- c. Develop and maintain procedures to ensure current inventory of agency resources and contact lists are available.
- d. Develop and maintain procedures for identification location, commitment, deployment, and accountability of agency emergency support resources. Major Resources should be entered into the Texas Regional Response Network (TRRN), as required, to facilitate assistance pursuant to mutual aid agreements. The TRRN complies with the relevant NIMS performance and interoperability classification standards.
- e. Provide within capabilities, personnel, equipment, and other assistance to support emergency response and recovery operations.
- f. Provide assistance and coordination for development and implementation of intrastate and interstate mutual aid.
- g. Provide situational and operational status reports in accordance with existing procedures and/or as requested by the primary agency.

## 2. Primary Agency

The primary agency for public works and engineering is the Texas Department of Transportation (TxDOT). The primary agency is responsible for state-level coordination of assets and services and will accomplish the following tasks.

- a. Identify and coordinate ESF staffing requirements appropriate to the emergency situation.
- b. Process requests for state public works and engineering assistance by coordinating the development of support recommendations by appropriate support agencies and by presenting the most feasible recommendations to designated direction and control authorities for possible mission assignment.
- c. Collect information from support agencies and provide reports concerning emergency support operations in accordance with applicable procedures.
- d. Develop, maintain, and distribute this Annex.
- e. Provide damage assessment information through the TxDOT representative in the Disaster District EOC.
- f. Remove and/or assist in debris removal and disposal, as appropriate, to provide emergency access to disaster areas or to assist in eliminating health and safety problems associated with debris.
- g. Prioritize and perform emergency repairs to the State highway system.

- h. Provide status of state transportation systems in the disaster area.
  - i. Assist local governments with emergency repairs to roadways to restore essential travel in the disaster area, when it is appropriate.
3. SUPPORT AGENCIES/ORGANIZATIONS

a. General

All Public Works and Engineering ESF members must be aware of the capabilities of their parent organization in providing assistance and support. They must be prepared to provide support recommendations, based on agency capabilities, to the primary agency representative and respond to mission assignments from designated direction and control authorities for the deployment and use of agency assets to support the response and recovery effort. Some agencies will provide agency personnel and/or equipment, while the support from other agencies will be through their knowledge and expertise in working with response agencies, the vendor community or commercial organizations/associations in supplying services, or in restoration of disrupted services.

b. Texas Procurement and Support Services

- 1) Advise and/or assist in damage assessment of structures.
- 2) Assist in locating construction resources.
- 3) Assist and/or advise in contract development, inspection, and management in areas of expertise.

c. Texas A&M Forest Service

Provide assistance for debris clearance and removal by supplying equipment and personnel.

d. Texas Commission on Environmental Quality

- 1) Provide guidance on floodplain information and identification.
- 2) Provide technical assistance, within capabilities, to local governments to assess damage to water and wastewater systems and facilities.
- 3) Assess damage to dams and levees.
- 4) Provide necessary environmental clearances for landfills and temporary storage sites for debris, in accordance with the National Environmental Protection Act (NEPA) guidelines.
- 5) Provide permits for burning of debris.

e. Texas Department of Criminal Justice

- 1) Provide available manpower to assist with debris removal and clearing public access areas.
- 2) If requested, provide available transportation assets to assist in debris removal.

**VI. DIRECTION AND CONTROL**

- A. Direction and control of emergency response and recovery operations within Texas will be exercised in accordance with Section IV.C, V-B, and VI of the Basic Plan.
- B. A TxDOT staff member will serve as the primary agency representative and will coordinate Public Works and Engineering ESF activities within the SOC and at other state emergency direction and control facilities, when needed.
- C. The Incident Commander (IC) will exercise direction and control at field-deployed command posts. The IC is also responsible for approving the Incident Action Plan.

**VII. EMERGENCY RESPONSE LEVEL/ACTION GUIDES**

See Basic Plan, Section VII, for a list of the different emergency response levels and the kinds of activities that characterize each level. Appendix 2 to this annex contains a supplemental Action Guide which outlines any additional actions the ESF group members need to take at each emergency response level to ensure the group is prepared to respond and support emergency operations.

**VIII. CONTINUITY OF GOVERNMENT**

- A. Lines of succession for personnel with emergency management responsibilities will be in accordance with existing policies and required emergency management standard operating procedures (SOPs) from each agency/organization.
- B. Primary and support agencies will ensure their respective personnel are appropriately trained in their field and in accordance with NIMS guidelines. They must be prepared to operate in the event regular agency members are absent. They will identify alternate or backup personnel, ensure these individuals understand the lines of succession, pre-delegated authorities, and task responsibilities of their individual agencies, and ensure procedures and Action Guides contain sufficient detail so that alternate/backup personnel can use them in performing their responsibilities.
- C. Primary and support agencies will ensure all records necessary for emergency management operations can be easily obtained from each member agency in an emergency, and that if needed, these records are also duplicated at another location(s) in the event the primary records are destroyed.

## **IX. ADMINISTRATION AND SUPPORT**

### **A. Support**

Requests for emergency assistance will be resolved at the lowest level direction and control facility with appropriate response resources capabilities. Unresolved assistance requests will normally flow upward from cities to the county, and if unresolved at the county level, continues upward to the responsible DDC, to the SOC and, if needed, to other states or the federal government for assistance support.

When a request reaches the DDC level, Public Works Response Teams may be available through TEEX.

### **B. Agreements and Understandings**

All agreements and understandings entered into for the purchase, lease, or otherwise use of equipment and services will be in accordance with the provision of state law and established policy and procedures. The Proclamation of the State of Disaster issued by the Governor, may suspend selected rules and regulations which affect support operations. The specific impact of the situation will be determined by each agency. Public Works function members will be advised by TDEM of administrative and/or procedural changes that may affect emergency operations.

### **C. Status Reports**

The primary agency will maintain status of all outstanding assistance requests and unresolved Public Works and Engineering function-related issues. This information will be summarized into periodic status reports and submitted in accordance with applicable operating procedures.

### **D. Expenditures and Record Keeping**

1. Each agency is responsible for establishing administrative controls necessary to maintain the expenditure of funds and to provide reasonable accountability and justification for federal reimbursement in accordance with the established guidelines.
2. The first source of funds for expenditures by state agencies in response to an emergency, imminent disaster, or recovery from a catastrophic incident, is to be from funds regularly appropriated by the Legislature.
3. In accordance with established procedures, state agencies may seek financial assistance from the State Disaster Contingency Fund.

### **E. Critiques**

Following the conclusion of any significant emergency event/incident or exercise, the primary agency representative will conduct a critique of the group activities during the event/incident/exercise. Support agencies will provide written and/or oral inputs for this critique and the primary agency representative will consolidate all inputs into

a final written report and submit it to the Assistant Director of the Division of Emergency Management, TDEM.

**X. DEVELOPMENT AND MAINTENANCE**

- A. The Executive Director of TxDOT is the approving authority for this annex and is responsible for its approval and implementation.
- B. The designated Emergency Management Coordinator (EMC) for TxDOT is responsible for development, maintenance, and distribution of this annex.
- C. The TxDOT EMC, in conjunction with the Assistant Director, TDEM, is also responsible for conducting an annual review, coordinating all review and revision efforts, and incorporating changes resulting from lessons-learned during exercises and actual events into this annex.

## **APPENDIX 1 TO ANNEX K**

### Public Works and Engineering Function Organization

**Primary Agency:** Texas Department of Transportation

**Support Agencies:** Texas A&M Forest Service  
Texas Commission on Environmental Quality  
Texas Department of Criminal Justice  
Texas Procurement and Support Services

## APPENDIX 2 TO ANNEX K

### Public Works and Engineering Action Guide

#### RESPONSE LEVEL AND APPROPRIATE ACTIONS

1. Normal Conditions (Response Level IV)
  - a. Report and record emergency incidents, as required.
  - b. Perform emergency operations with normal agency resources using existing agency procedures in accordance with NIMS, existing laws, rules, and regulations.
  - c. Provide emergency response training for all necessary agency personnel to ensure compliance with NIMS, existing laws, rules, and regulations.
  - d. Maintain agency resource and contact lists to ensure accuracy of information.
2. Increased Readiness Conditions (Response Level III)
  - a. Inventory agency resources to ensure sufficient response can be made to meet the challenges of a specific hazard.
  - b. Brief officials and agency representatives on anticipated risk situations.
  - c. Check and maintain communications equipment.
  - d. Ensure agency personnel remain alert to developing situations by way of weather forecasts, hazard analysis, and other information collection tools.
  - e. Review and update agency contact information, as necessary.
3. Escalated Response Conditions (Response Level II)
  - a. Brief officials and agency personnel on the current situation and anticipated impacts.
  - b. Mobilize and deploy agency resources based on state approved requests for emergency assistance.
  - c. Make requests to the SOC for other agency resources, as required, to perform assigned tasks.
  - d. Monitor and report to the SOC progress on assigned tasks.
  - e. Provide essential information to the SOC for inclusion in situation reports and briefing activities.
4. Emergency Conditions (Response Level I)
  - a. Brief officials and agency personnel on the current situation.

- b. Monitor emergency response and recovery assets committed to the emergency situation.
- c. Coordinate with agency and emergency personnel at the site to maximize support to field personnel.
- d. Monitor situational changes to ensure maximum agency effectiveness.
- e. Assist, if required, the primary agencies of the NRP, ESF #3 in developing work priorities.
- f. Provide essential information to the SOC for situation reports and briefing activities.



## **APPENDIX 3 TO ANNEX K**

### **Public Works and Engineering ESF Resource Summary**

The following is a list of Public Works and Engineering ESF agencies and the types of assets/services each has for potential use during and after a disaster:

#### **Texas Department of Transportation**

- Dump Trucks
- Loaders
- Maintainers
- Bulldozers
- Trackhoes
- Backhoes
- Haul Trucks
- Engineering Expertise

#### **Texas Commission on Environmental Quality**

Assessment of dams, public water supply, and wastewater systems

#### **Texas Procurement and Support Services**

Contract Management

#### **Texas A&M Forest Service**

- Type 2 & 3 Incident Management Teams
- Command Trailer
- Satellite Trailer
- Zumro Tents for Team
- Support Trailer
- Western Shelters
- Dozers
- Motor Graders
- Firefighting

#### **Texas Department of Criminal Justice**

- Manpower
- Transportation Assets