

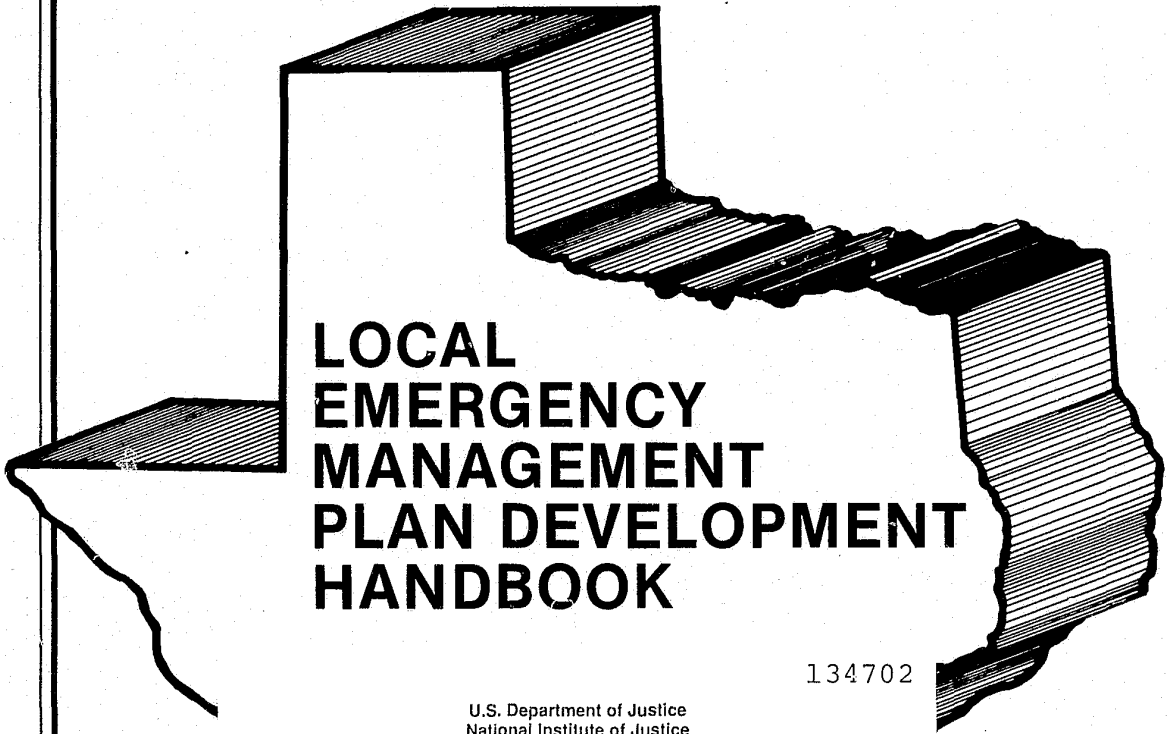
134702



# STATE OF TEXAS

## DIVISION OF EMERGENCY MANAGEMENT

TEXAS DEPARTMENT OF PUBLIC SAFETY



### LOCAL EMERGENCY MANAGEMENT PLAN DEVELOPMENT HANDBOOK

134702

U.S. Department of Justice  
National Institute of Justice

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**DEM-10**  
**JULY 1990**

## INTRODUCTION

Our state is continuously threatened by emergency and disaster situations such as hurricanes, floods, tornadoes, fires, explosions, transportation accidents, technological hazards, nuclear war, and other potential hazards. In response to these threats, state law requires every political subdivision in the state to prepare and keep current a local or interjurisdictional emergency management plan. State law recognizes that it is each government's responsibility to plan for the protection of its citizens by designating the Mayor of each municipal corporation and the County Judge of each county in the state as the Emergency Management Director for each such political subdivision.

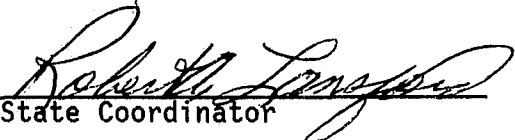
This handbook is intended to assist local governments in the development of a Basic Emergency Management Plan with supporting Annexes and Appendices. It is arranged in five distinct parts. **PART I** provides an overview of emergency management responsibilities at the federal, state and local level. **PART II** provides a discussion of planning theory, concepts and requirements. This part also includes information on the planning process and offers some recommendations concerning that process. **PART III** introduces the reader to the components of a local emergency management plan and provides an explanation and the rationale for each plan section. **PART IV** contains a sample city/county emergency management plan. This sample was prepared to assist local governments in plan development; however, modifications to the sample plan will be required to accurately reflect local circumstances and situations. **PART V** provides other sample documents for use by local governments. It is urged that the reader follow the Handbook parts in proper sequence since PARTS I, II and III of the Handbook offer explanations and information that will assist the reader's understanding of PARTS IV and V.

This edition of the **DEM-10** supersedes all previous editions. Changes to this handbook will be issued when substantive modifications occur. Such changes should be posted and properly documented on the Record of Changes page provided.

Any questions or comments on material addressed in this handbook can be directed to:

State Plans Officer  
Division of Emergency Management  
Texas Department of Public Safety  
P. O. Box 4087  
Austin, Texas 78773  
(512) 465-2138

July 31, 1990  
Date

  
State Coordinator

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**NCJRS**  
**FEB 25 1992**  
**ACQUISITIONS**

RECORD OF CHANGES

Change Number and Date	Date of Entry	By Whom Entered

**PART I**

**AN OVERVIEW OF EMERGENCY MANAGEMENT RESPONSIBILITIES**

## PART I

### A. Federal Government Responsibilities

The Federal Emergency Management Agency (FEMA) is the executive agency that serves as the single point of contact within the Federal government for emergency management activities. FEMA is charged with the establishment and maintenance of a comprehensive and coordinated emergency management capability in the United States. Among FEMA's activities are:

1. Establish planning policy and coordinate the preparedness activities in response to a national crisis, including nuclear attack.
2. Assist state and local governments with preparedness planning designed to develop an all-hazard response capability.
3. Coordinate and develop warning systems for natural disasters and nuclear attack.
4. Develop policy for and oversee the Emergency Broadcast System (EBS).
5. Utilize a practical application of research to lessen the damaging effects of emergencies and disasters.
6. Coordinate activities to promote dam safety, hazard mitigation, and hurricane and earthquake preparedness.
7. Develop weather emergency community awareness programs.
8. Coordinate federal, state, and private disaster recovery actions.
9. Improve state and local fire prevention and protection through training and education.
10. Provide scientific information and technical assistance to state and local governments designed to reduce or eliminate flood risks to new or existing structures.
11. Administer insurance assistance programs to individuals and businesses obtaining protection against floods, crime, and riots.

FEMA is organized along a regional concept with a national headquarters in Washington, D.C. and a regional office in each of the ten FEMA regions. The regional office for FEMA Region VI, which includes Texas, is located in the Regional Federal Center, Denton, Texas.

FEMA also maintains the Emergency Management Institute (EMI) in Emmitsburg, Maryland. EMI offers resident courses and seminars addressing a variety of career development topics such as planning, response, and recovery, and supports the FEMA field-training activities by developing educational materials for national distribution. Questions concerning course availability and eligibility for attendance should be addressed to the Division of Emergency Management Training Officer through your Regional Liaison Officer (RLO).

## **B. State Government Responsibilities**

State-level emergency management responsibilities are mandated in the Texas Disaster Act of 1975, as amended; Vernon's Texas Codes Annotated, Government Code Chapter 418; and by Executive Order of the Governor.

1. The Governor is charged with providing an emergency management program for the State of Texas. As part of this program, he has established the Emergency Management Council, consisting of the heads of certain State agencies, each having disaster prevention, mitigation, response, and recovery and rehabilitation capabilities. Other State agencies may be added to the Council by proclamation as required. The Council's composition is shown on Page 1-5.
2. The Governor's Division of Emergency Management (DEM) advises and assists the Governor by providing executive direction and coordination of State resources before, during, and after the occurrence of an emergency or disaster.
3. The Division is charged with preparing and maintaining a comprehensive State emergency management plan and with taking an integral part in the development and revision of local and interjurisdictional emergency management plans. The Division is required to adopt standards and requirements for local plans and periodically review the plans which are developed or updated under those standards.
4. The Division has field representatives, called Regional Liaison Officers (RLOs), stationed in each of the six regions of the Department of Public Safety. For routine operations, the RLO is the primary contact point between a local government and the Division.
5. Texas is divided into 19 Disaster Districts for emergency management purposes. The Districts are illustrated on Page 1-6. Each Disaster District has a Disaster District Committee, a district counterpart of the State Emergency Management Council, authorized to commit state resources within that district in response to a request(s) for assistance from a local government.
6. In an emergency, where local resources are not sufficient to cope with the disaster or emergency, a request for assistance, including the National Guard, is to be transmitted from the Mayor or County Judge (or his/her designee) to the appropriate Disaster District. These assistance channels are illustrated on Pages 1-7 and 1-8. If the request can be handled within the District's capabilities, assistance will be provided at that level. If the request is beyond the capability of the Disaster District, the request will be forwarded to the State Emergency Management Council.
7. The State Emergency Management Council conducts its activities in the State Emergency Operating Center (EOC) in Austin. The Council administers State resources throughout the State, providing assistance requested by the Disaster District serving the affected area. If the required assistance is beyond the capability of the State, FEMA will be asked to coordinate the provision of Federal assistance.
8. In order to assist a local government in its emergency management efforts, the Division maintains a current listing of emergency management directors or coordinators of each political jurisdiction (city or county). The Texas

Disaster Act of 1975 requires that local jurisdictions notify the Division of a change in its Director or Coordinator as they occur. The notification format is discussed in Part V of this Handbook.

9. DEM administers several federal programs providing financial assistance to qualified local governments. Additional information on these programs can be obtained by contacting your DEM RLO.

10. The Division also maintains a file of current emergency management plans for all jurisdictions and/or interjurisdictional agencies in the state. Local governments are required to submit a copy of their current basic plan and annexes along with updates or changes as they occur. Standing operating procedures (SOPs) should not be submitted to DEM unless requested.

### **C. Local Government Responsibilities**

The emergency management responsibilities of local governments are also defined in the Texas Disaster Act and in Executive Orders of the Governor. Briefly, the responsibilities are:

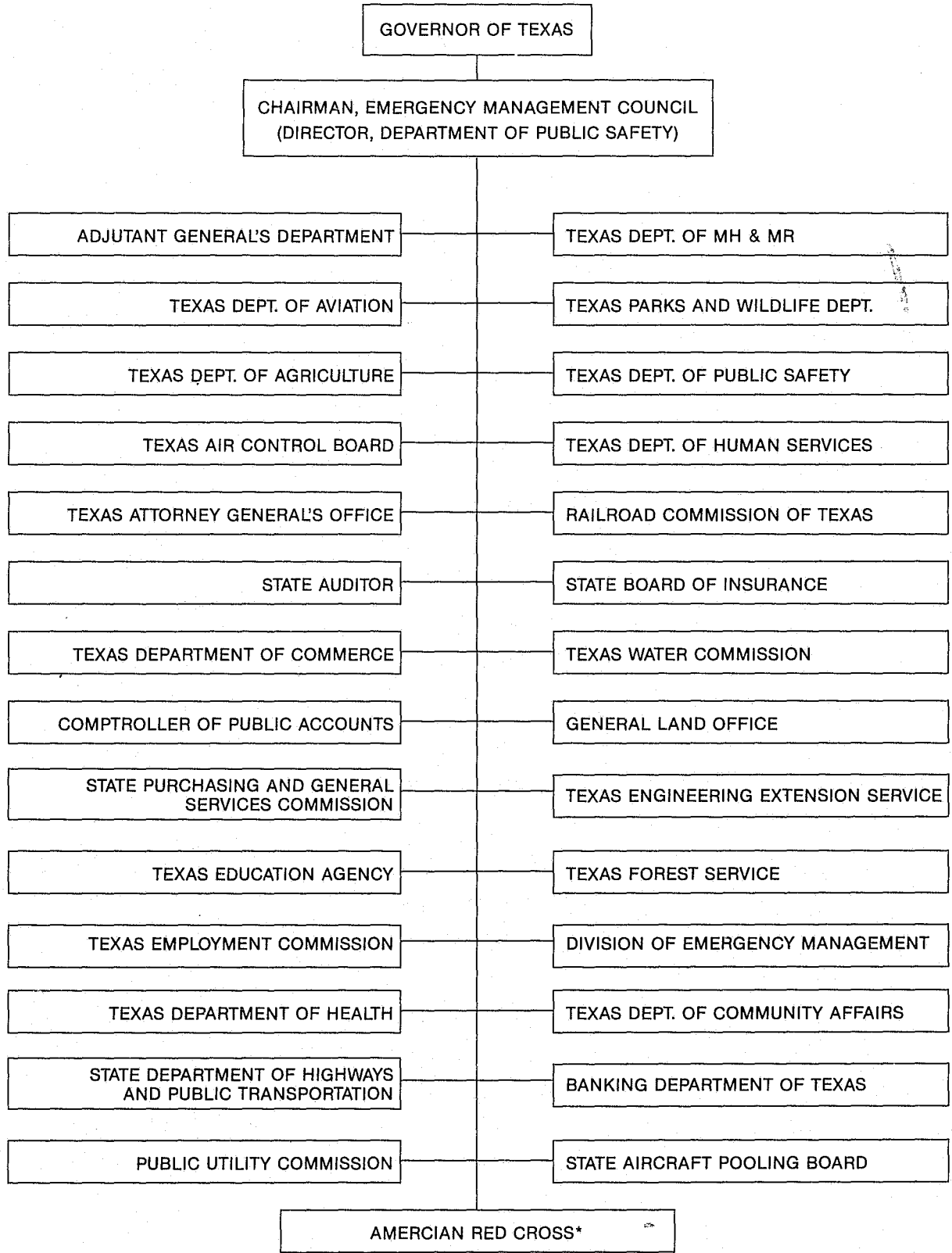
1. Every city and county shall maintain an emergency management program or participate in an interjurisdictional program which serves all participating jurisdictions.
2. The Mayor of each incorporated city and the County Judge are the Emergency Management Directors for their respective jurisdictions. The authority to manage the program may be delegated to a Coordinator, but the responsibility for emergency management remains with the Mayor or County Judge under all circumstances.
3. Each city, county, or interjurisdictional agency must submit the name, address, and telephone number of its director (or coordinator if one has been appointed) to DEM. (The appointment letter is discussed in Part V of this handbook.) A Coordinator may only be appointed by the Mayor for a city or the County Judge for a county. A Coordinator of an interjurisdictional organization must be appointed by mutual agreement of all Mayors and County Judges concerned.
4. Each city and county is required to prepare and maintain a current local or interjurisdictional emergency management plan which provides for hazard mitigation, emergency preparedness, response, and recovery. The plan must contain clear and complete statements assigning the disaster responsibilities of all local agencies and officials. The plan should follow the standards established by DEM. A copy of the plan along with any changes or revisions and completed standards and criteria checklists should be submitted to the RLO for review. The RLO will forward these plans and checklists to DEM, in Austin, to be made a permanent record of the jurisdiction's planning file.
5. Each city, county, or interjurisdictional agency shall distribute its emergency management plan to all appropriate officials, especially those persons who are assigned responsibilities in the plan.



6. A local government ordinance or court order establishing an emergency management program shall be submitted to the RLO. The RLO will review the ordinance or court order for correctness (signature and date) and then forward it to DEM in Austin.

7. If two or more local governments elect to participate in an interjurisdictional program of emergency management, a copy of the joint resolution and/or city ordinances/court orders establishing that interjurisdictional agency shall be submitted to the RLO. These documents must be signed and dated.

# EMERGENCY MANAGEMENT COUNCIL

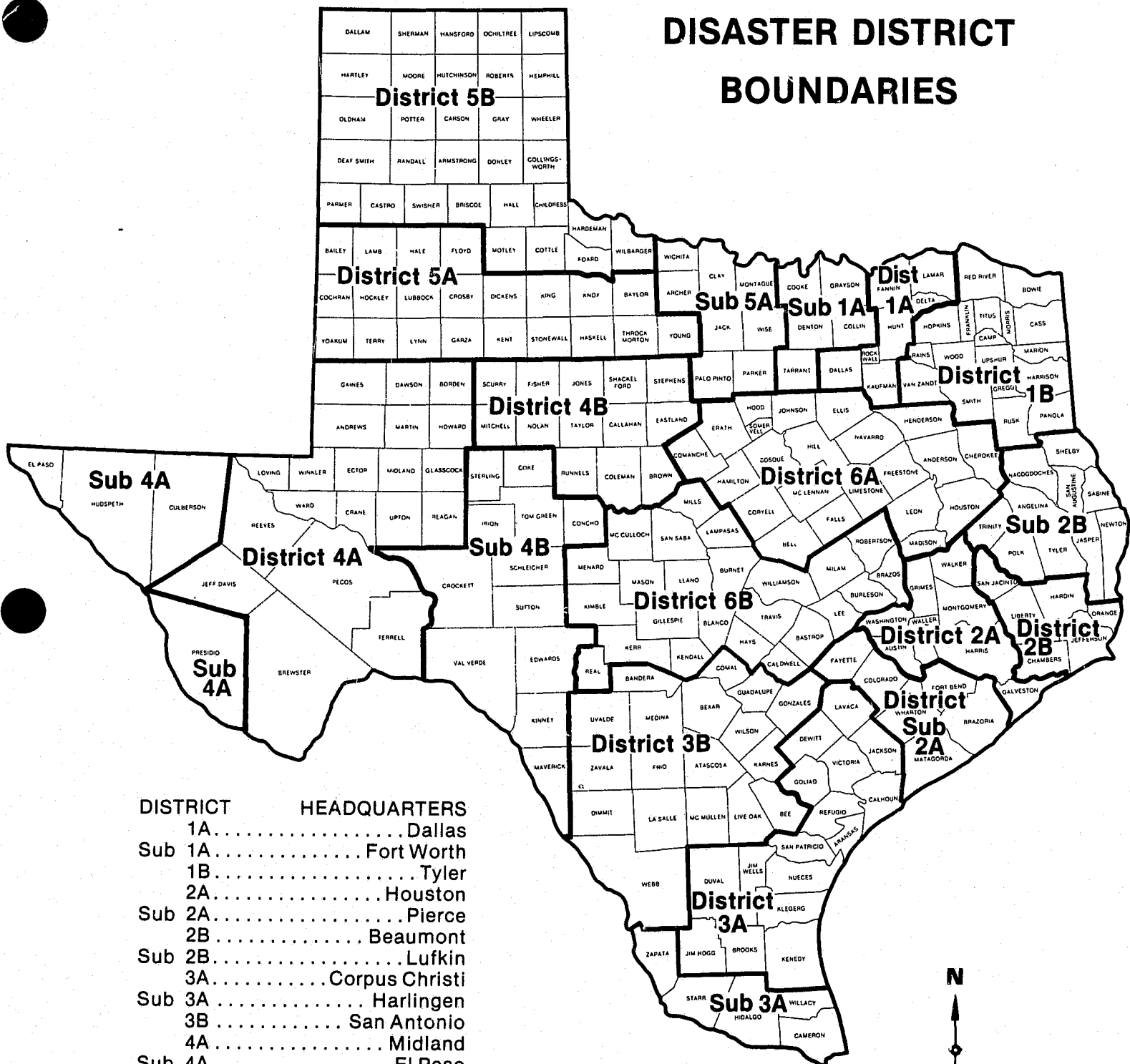


AUTHORITY: EXECUTIVE ORDER OF THE GOVERNOR

WPC-90-9

\*NON STATE AGENCY

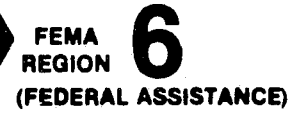
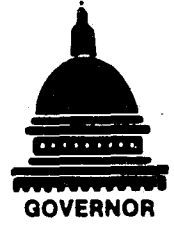
# DISASTER DISTRICT BOUNDARIES



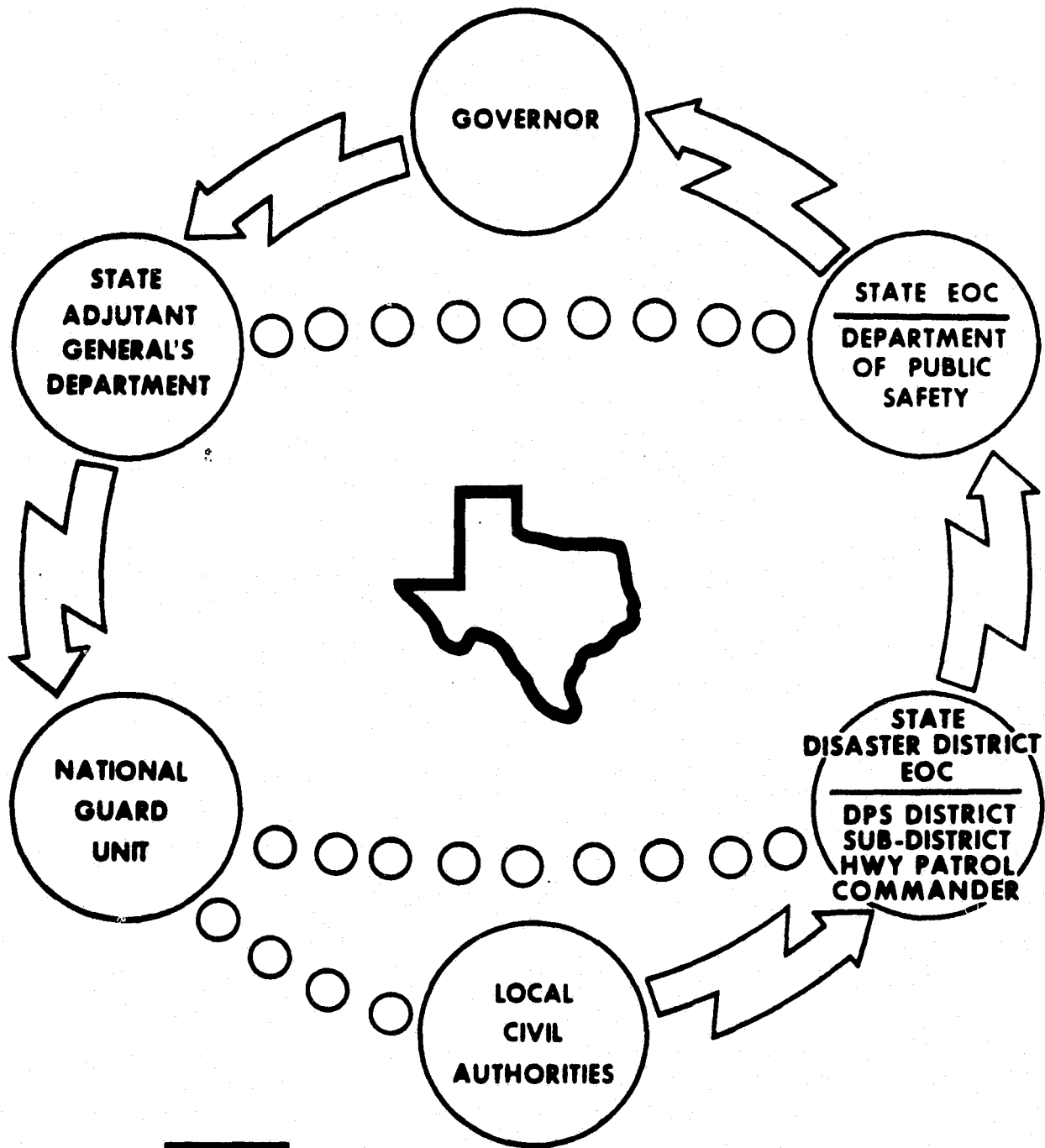
DISTRICT	HEADQUARTERS
1A	Dallas
Sub 1A	Fort Worth
1B	Tyler
2A	Houston
Sub 2A	Pierce
2B	Beaumont
Sub 2B	Lufkin
3A	Corpus Christi
Sub 3A	Harlingen
3B	San Antonio
4A	Midland
Sub 4A	El Paso
4B	Abilene
Sub 4B	San Angelo
5A	Lubbock
Sub 5A	Wichita Falls
5B	Amarillo
6A	Waco
6B	Austin



# CHANNELS FOR REQUESTING OPERATIONAL ASSISTANCE



# ● REQUEST PROCEDURE FOR MILITARY ASSISTANCE



## LEGEND

- Coordination
- ➔ Request/Order

**PART II**

**PLANNING THEORY, CONCEPTS, AND REQUIREMENTS**

## PART II

### WHY PLAN?

There is an old saying that if you don't know where you are going, any road will take you there! This is a very appropriate adage for many aspects of life including emergency management. Without a current plan with which the operating forces are intimately familiar, properly responding to an emergency becomes a hit or miss proposition.

There are numerous reasons to plan for the inevitable emergencies and disasters that communities face; this section will address just a few.

First, time and time again it has been demonstrated that the emergency planning objectives of saving lives and protecting property are achieved through coordinated emergency operations. History has shown that when a plan exists and people are familiar with it, reaction times are reduced and coordination is improved.

Secondly, a plan provides a tool for injecting formal coordination with other jurisdictions, volunteer groups, and private entities. This is done instead of assuming "assistance" that may or may not be available when the need arises. This type of planning in a vacuum is rarely successful, and when it is, it is usually purely coincidental.

Thirdly, a plan provides a valuable training tool for new executives and officials. As turnover occurs, the indoctrination period is reduced when a plan exists.

Fourthly, a plan provides a springboard for exercising your state of preparedness.

Fifthly, an emergency management plan provides a framework for responding in any emergency situation whether anticipated or unanticipated.

Lastly, remember a local emergency management plan is a standard of care. Once developed and approved, a jurisdiction must take care to follow it and not violate it, for as required by State law, there is also a legal need for a plan.

#### A. PLANNING THEORY AND CONCEPTS

Conducting coordinated operations during an emergency is basically accomplished by executing local emergency plans. Experience with past disasters in Texas has repeatedly shown that when emergency plans and procedures are known and followed by operating forces, reaction times are reduced, coordination is improved, and overall response and recovery measures are considerably enhanced.

The development of written plans is not an end in itself. Having a written emergency plan does not guarantee the actual operations will be effective, but the process of planning that leads to the development of a written plan is extremely valuable. The plan should be the product of an emergency planning team. The team is the best vehicle for incorporating the expertise of a variety of sources into the planning process and for producing an accurate and complete document. The team should involve representatives from every department of

local government that has an emergency assignment, as well as from each non-governmental organization or group that has a role to play in an emergency. The goal of this involvement is that when an emergency occurs, local officials and operating forces can begin to implement the plans immediately because they are already familiar with them.

The focal point for the planning effort is the local Emergency Management Coordinator who should lead this process with the full support of the Mayor or County Judge. The Coordinator cannot and should not develop a local plan in a vacuum without input and coordination from other appropriate agencies or services. The consequence of planning in a vacuum will be a "paper plan" which will in all probability be useless in an emergency.

The following planning concepts are central to the approach that is followed in the development of a local emergency management plan.

First, an emergency should be met at the lowest and most immediate level of government with a response capability appropriate to the emergency situation. In most cases, the first responders will usually be local governments.

Secondly, while all jurisdictions in Texas are required to be covered by a plan, it may not be appropriate for all jurisdictions to have their own individual plan. The plan addresses, to a large extent, the utilization of or response of available resource capabilities during an emergency. In situations where smaller jurisdictions do not possess adequate response capabilities, it may be more appropriate for interjurisdictional plans to be developed so as to more effectively use the limited resources.

Thirdly, planning follows an all-hazard approach. This concept acknowledges that most responsibilities and functions performed during an emergency are not hazard-unique. The emergency service provided is essentially the same regardless of whether the emergency represents a nuclear, man-made, or natural disaster. By following this concept, duplication can be kept to a minimum.

Fourthly, no radical organizational changes are needed to develop a comprehensive emergency management plan. The same departments or agencies that are responsible for certain functions, on a day-to-day basis (i.e., fire, law enforcement, rescue, etc.), will also retain those responsibilities in an emergency.

Fifthly, the written plan and its components should define roles and responsibilities and provide procedures for response forces to follow.

Lastly, comprehensive planning not only includes the public sector, but also seeks voluntary response and involvement from the private sector.

## B. THE PLANNING PROCESS

The planning process is critical to the development of a plan. This process is possibly more important than the plan itself since the process by which the plan is developed will determine, to a great extent, the usefulness and completeness of the plan.

This section discusses the planning process as an interrelated sequence that incorporates four phases or steps that lead the planner toward developing a plan



as well as an environment that will provide the basis for institutionalizing planning. These four phases or steps are: 1. **Research**, 2. **Development**, 3. **Evaluation**, and 4. **Maintenance**. These four phases or steps are described below.

## 1. RESEARCH

This section discusses the need to establish the situation base from which planning is to be accomplished. It emphasizes the fact that you cannot plan in a vacuum, but must develop an in-depth knowledge of your jurisdiction prior to actual plan development. This is accomplished through collecting, analyzing, and applying data as described below.

### a. Determine the Planning Environment

- 1) Existing Authorities and Enabling Legislation - What can or can't local executives do under existing legislation (State and Local)? What policies are already defined and which should be covered in the plan?
- 2) Government Structure and Organization - Who are the governing bodies? What are the working relationships between jurisdictions? Are there existing interlocal agreements? What are the jurisdictional boundaries?
- 3) Demographics - What is the population base? Are there special-need groups to consider such as institutionalized or handicapped persons? How is the population growing and/or changing? What is the geography of the area of responsibility - rivers, natural barriers, transportation networks, key facilities in vulnerable locations?
- 4) Support - What is the support structure for emergency management within the political jurisdiction? Does the program have the full endorsement of the chief elected officials, city/county departments, and citizens? What are the groups within the community that will provide support for this effort?

### b. Review Existing Plans and Procedures

Before doing any planning, existing plans, standing operating procedures, hazard analyses, etc., should be reviewed against current, established criteria in order to determine where there are deficiencies, if any. There is no need to reinvent the wheel. If existing plans and data are adequate and sufficient, then the planning task will merely involve an update.

### c. Hazard Analysis

The Emergency Management Plan must be responsive to the hazards which face the community. It is not sufficient to merely identify the hazards but also to analyze the potential impact of these hazards on the community. This effort must include the identification of people and facilities located in risk areas such as floodplains, hurricane evacuation and contingency zones, and HAZMAT-related vulnerability zones. During this research phase, the planner may find it necessary

to expand on any existing hazard analysis (new risks) or even conduct a detailed initial analysis taking account of such variables as scope, intensity, duration of impact, frequency, and probability.

d. Identify Existing Resources

A compilation of resources, both equipment and personnel, that a jurisdiction has for meeting emergency requirements will give the planner a basis from which to develop operational concepts.

e. Capability Assessment

The availability of resources, combined with levels of training and emergency response experience measured against the potential needs determined by the hazard analysis, will provide an assessment of the jurisdiction to adequately protect its population and property. This will also allow the jurisdiction to examine resource deficiencies (people, existing plans, etc.) and identify possible fixes (money, training, plan changes, exercises, legal action, mitigation, etc.)

f. Verify Data

Nothing is worse, at least almost nothing, than planning based on incorrect data. Therefore, where possible, data should be verified through inspection, cross-checking additional sources, and even interviews, if necessary.

g. Applying Research Results

With a solid base of information with which to work, the planner is ready to begin plan development. Much of the information will be applied during the development process as each function/annex is addressed. But even before putting down the first word, the planner will have a pretty good idea of many of the specific activities that will need to be addressed and should, at least, know where hazard specific appendices will need to be developed.

2. DEVELOPMENT

The development of a plan necessitates a team approach since it will require input from numerous disciplines and departments. Through a team approach, the developmental process will also foster community cohesion since the output of this effort, the plan, becomes the "community's" plan and not just the product of one individual or agency. However, sometimes plan development follows the "expedient" approach. This may be due to the lack of cohesion or support as described above or the lack of the lead planner to obtain/seek this climate. Whatever the reason, the expedient approach is generally characterized by a plan that is essentially developed by a single individual or agency. To a great extent, the approach taken by the community is a direct result of the planning environment that was discussed in step 1 - RESEARCH.

a. Chief Elected Official(s) Endorsement

This entails not just the go-ahead, but the full support from the

chief elected official(s). This type of direction from above generates departmental support.

b. Team Approach

In the team approach, the Coordinator assumes the role of the lead planner. As the lead planner, he is able to create an atmosphere and environment of cohesion that lends itself into drawing department heads, organizational leaders, and private/volunteer groups into working together. This approach contributes to the overall development of the community's plan and not of one individual or agency. The development of a plan necessitates the team approach since the input from numerous disciplines and departments is required.

c. Methodology

What is important in this area is to establish a process that fits you and your jurisdiction; one that will not alienate people or become a lose-lose proposition. The utilization of planning committees and subcommittees for each hazard and/or emergency function is often a useful approach. However, don't overplay the committee concept. Sometimes the effort can become overly burdened by this approach. The three factors identified below are important considerations when deciding the methodology to be followed:

- 1) Manage the planning effort
- 2) Develop a step-by-step process
- 3) Set objectives and timetables

d. Plan Draft

In the development of a plan, the planning process should follow an interrelated sequence that incorporates four steps that lead to the final draft being reviewed and approved for final printing by the senior elected official. The first step is the development of a draft copy that encompasses the all-hazards approach. This draft copy should be coordinated with other departments, private/volunteer groups, and organizations that have a responsibility or perform a required function under the plan. Once comments or changes have been incorporated into the plan, it should be reviewed to insure that the utilization or response of available resource capabilities during an emergency is understood and acknowledged by those on the planning team. The final step is to edit the draft, insuring that inputs from other departments, private/volunteer groups and organizations have been addressed and incorporated. This process is possibly more important than the plan itself since the process by which the plan is developed determines its usefulness and completeness.

e. Plan Review

Involves all the responsible agencies and organizations

f. Promulgation and Approval

Accomplished through the appropriate approval authority

g. Print and Distribute

Must control and organize distribution. Give thought to the appropriateness of the distribution and retain records to indicate who actually received copies of the plan and its components.

3. EVALUATION

This step entails evaluation through three methods that can occur independently, but ideally follow the sequence identified below. This step is usually associated with review from several levels of government to ensure planning standards and criteria are followed. The ultimate evaluation, or what might be called plan validation, occurs either through exercising the plan or as the aftermath of an actual emergency event.

a. Review

- 1) Local
- 2) State
- 3) Federal

b. Exercise

- 1) Type (drill, tabletop, functional, full-scale)
- 2) Critique/report
- 3) Follow-up meetings
- 4) Revisions

c. Emergency Event/Operation

- 1) Type (partial, complete)
- 2) Critique/report
- 3) Follow-up meetings
- 4) Revisions

4. MAINTENANCE

Once the plan is developed, a system of maintenance must be established to ensure the plan is kept updated and current. It is through this process that outdated information is replaced and the results of critiques from actual events or exercises are incorporated into the plan. A maintenance system must establish a regular review cycle as well as the incorporation of changes that are time-sensitive. As a separate step, planning maintenance usually embodies the following components:

a. Routine and Formal Mechanism

b. Review/Revise/Update

Two distinct demands influence the updating of a plan:

- 1) Change demand. This refers to changes that are necessitated as a result of reorganization, new/lost capability, etc. These changes are significant and time-sensitive and must be incorporated immediately.

- 2) Periodic demand. This refers to changes that are categorized as routine and, as a result, are usually incorporated within the normal scheduled review cycle; i.e., annual update.

c. Recertification

The act of recertifying a plan is simply a method by which the chief elected official(s) attests to the currency and validity of the existing plan. This can be accomplished whenever a newly elected Mayor or County Judge assumes office; but, as a minimum, it must be accomplished every two years.

### C. PLANNING STANDARDS AND REQUIREMENTS

As mentioned earlier, an all-hazard approach is recommended when preparing a plan. The basic plan should be a relatively brief "umbrella" that is augmented by supporting annexes and implementing procedures such as standing operating procedures and checklists. The plan should answer the questions of why, who, what, where, when, and how. An all-hazard plan recognizes that there are usually some common functions that must be performed regardless of the hazard type. These requirements include direction and control, warning, communications, shelter, evacuation, public information, hazard mitigation, damage assessment, and emergency support services.

Emergency management plans do not follow a single acceptable format. Communities will vary their plans according to the hazards they face and the resources they have available. However, while formats are not mandated, there are some common plan components that must be present if the plan is to be comprehensive and provide a good foundation. Past experiences have demonstrated that those plan components include the following sections: Authorities; Purpose; Situation and Assumptions; Concept of Operations; Organization and Assignment of Responsibilities; Direction and Control; Increased Readiness Conditions; Continuity of Government; Administration and Support; and Plan Development, Maintenance, and Implementation. Each of these sections is covered in detail in Part III. Although constituting various levels of importance, these sections provide the answers to the questions of why, who, what, where, when, and how.

As outlined in the Texas Disaster Act of 1975, the Division of Emergency Management is required to adopt standards and requirements for local and interjurisdictional emergency management plans. As a means of defining these standards for Texas, a series of Planning Standards and Criteria Checklists have been developed for essential emergency management planning functions. The individual checklists should be used to review planning documents for compliance with established planning standards and criteria. Copies of the checklists are attached to the sample functional annexes developed by the Division and can be obtained by contacting your DEM RLO. A copy of the checklist relating to the Basic Plan is included in Pages II-10 through II-14 of this document. Beyond the requirements stipulated in the Disaster Act, the following standards and criteria also apply.

1. Each political subdivision will maintain an emergency management program or participate in an interjurisdictional program.

2. Each local and interjurisdictional agency will maintain a current emergency management plan.
  - a. The plan should provide for hazard mitigation; and emergency preparedness; response to include governmental actions which exceed normal authority used on a day-to-day basis; and recovery and rehabilitation after a disaster.
  - b. The plan must be dated, approved, and signed by the senior elected official. For multi-jurisdictional plans, the plan must be signed by the County Judge and by each Mayor from all of the participating jurisdictions.
  - c. The plan must be reviewed, updated annually, and recertified by the senior elected official at least biennially.
  - d. Local officials' and agencies' responsibilities must be clear and complete. The plan must cover all functions including Warning, Communications, EOC/Direction and Control, Evacuation, Shelter and Mass Care, Radiological Protection, Public Information, Hazard Mitigation, and Emergency Support Services (i.e., fire, rescue, law enforcement, public works/engineering, utilities, damage assessment, health and medical, human services, transportation, and resource management).
3. One copy of current plans and annexes with appropriate, completed checklists will be forwarded to this Division through the RLO.
4. One copy of ordinances, court orders, and joint resolutions (as appropriate) that establish the local program will be forwarded to this Division through the RLO.

#### D. RECOMMENDATIONS

Time and experience has continually demonstrated a number of factors regarding the usefulness of an emergency management plan. Based upon that experience, the following recommendations are offered:

First, insure the plan includes all plausible hazards. In other words, don't focus on just natural disasters when attack-related hazards should be considered. Likewise, don't ignore some other natural or man-made hazard just because "it's never happened here before." A properly conducted hazard identification/analysis should diminish the possibility of this occurrence.

Secondly, don't plan in a vacuum. Plan development should involve all the necessary city/county agencies, volunteer groups, private entities, and other political subdivisions.

Thirdly, and closely related to the previous point, is the recommendation of making the development of a plan a team effort based upon regular planning meetings. This tends to institutionalize the process and broadens the level of participation.

Fourthly, insure that the responsibilities identified in the plan are indeed assigned to the appropriate department or agency. Further, these agencies or departments must be intimately familiar with the plan and thoroughly understand their responsibilities.

Fifthly, routinely reviewing a plan for updates is a critical aspect. Situations and circumstances change and so should plans. Unless a formal and periodic review is conducted by the planning team, and I stress the word "team," your plan can easily become outdated. Unfortunately, some communities only become aware of this when disaster strikes.

Sixthly, conducting exercises of the plan is the only way to identify problem areas and evaluate preparedness without actually experiencing a disaster. As we all know, sometimes how you plan to do something and how you actually do it may bear little resemblance to one another. However, exercises tend to highlight faulty planning and unworkable practices.

The last recommendation is quite simple. The planning process is never completed; consequently, there is always room for improvement. The process is a repetitive cycle of planning, exercising, refinement of plans, and further exercising. Don't be lulled into a false sense of security thinking that once the plan is prepared, the job is finished.

**1. EMERGENCY MANAGEMENT PLANNING STANDARD AND CRITERIA**

Standard - An Emergency Management Plan must be developed and maintained that addresses all hazards that pose a significant threat to the jurisdiction. The plan must provide for a coordinated response by emergency forces and for the effective utilization of all available resources so that loss of life and damage to property are minimized. The plan must address all phases of management: mitigation, preparedness, response, and recovery. The planning process must involve the active participation of all departments of local government and private sector organizations and individuals that are involved in an emergency. The Plan must be promulgated by the jurisdiction's chief elected official. Provisions must be made for:

	<u>Page/Reference</u>
<b>Element 1 - Responsibilities</b>	
Criteria:	
a. Identifying the individual by title who is responsible for emergency planning and operations (i.e., mayor or county judge).	_____
b. Specifying the functions and responsibilities of all of the organizational elements.	_____
c. Identifying key individuals by title who are responsible for carrying out specific functions (e.g., police, fire, health/medical, etc.)	_____
d. Identifying an individual by title with the responsibility for plan development and maintenance.	_____
e. Referencing mutual aid or other written agreements with voluntary organizations and other federal, state, and local governments.	_____
<b>Element 2 - Plan Components</b>	
Criteria:	
a. Including a foreword or introduction.	_____
b. Including a table of contents listing the sections in the basic plan, annexes, and appendices.	_____



(JURISDICTION NAME)

Page/Reference

c. Addressing the following as a minimum:

- (1) Warning \_\_\_\_\_
- (2) Communications \_\_\_\_\_
- (3) EOC/Direction and Control \_\_\_\_\_
- (4) Shelter/Mass Care \_\_\_\_\_
- (5) Radiological Protection \_\_\_\_\_
- (6) Evacuation \_\_\_\_\_
- (7) Firefighting \_\_\_\_\_
- (8) Law Enforcement \_\_\_\_\_
- (9) Health/Medical \_\_\_\_\_
- (10) Emergency Public Information \_\_\_\_\_
- (11) Damage Assessment \_\_\_\_\_
- (12) Public Works/Engineering \_\_\_\_\_
- (13) Utilities \_\_\_\_\_
- (14) Resource Management \_\_\_\_\_
- (15) Human Services \_\_\_\_\_
- (16) Transportation \_\_\_\_\_
- (17) Legal \_\_\_\_\_
- (18) Rescue \_\_\_\_\_
- (19) Hazard Mitigation \_\_\_\_\_

d. Requiring that standing operating procedures (SOPs) are developed and maintained by responsible agencies and organizations. \_\_\_\_\_

Element 3 - Plan Content

Page/Reference

- Criteria:
- a. Referencing current, federal, state and local legal authorities that establish the legal basis for planning and carrying out emergency responsibilities. \_\_\_\_\_
  - b. Identifying plan applicability. \_\_\_\_\_
  - c. Including a purpose or mission statement that describes the reason for the development of the plan and its annexes. \_\_\_\_\_
  - d. Providing a situation statement that describes the geographic characteristics and potential hazard considerations on which the plan is based. \_\_\_\_\_
  - e. Including planning assumptions that state the parameters on which the plan and its annexes are based. \_\_\_\_\_
  - f. Including a concept of operations that describes how emergency operational activities will be carried out and addresses all phases of management: mitigation, preparedness, response, and recovery. \_\_\_\_\_
  - g. Describing the emergency management organization and identifying responsibilities of each agency. \_\_\_\_\_
  - h. Including a direction and control section to provide guidance on command and coordination of emergency operations. \_\_\_\_\_
  - i. Requiring the identification of increased readiness actions. \_\_\_\_\_
  - j. Including operating time frames describing operations in terms of emergency phases or conditions. \_\_\_\_\_
  - k. Providing for continuity of government to ensure the survival and operational capability of the government structure. \_\_\_\_\_

(JURISDICTION NAME)

Page/Reference

- l. Describing administrative arrangements/ procedures and support to all response organizations. \_\_\_\_\_
- m. Incorporating procedures to make formal requests for state assistance in those cases where local resources cannot meet response or recovery requirements. \_\_\_\_\_
- n. Incorporating procedures to make formal requests for federal assistance in those cases where state/local resources cannot meet response or recovery requirements. \_\_\_\_\_
- o. Providing for wage, price, and rent controls and other economic stabilization methods; and curfews, blockades, and limitations on utility usage in an area affected by a disaster, rules governing ingress and egress to the affected area. \_\_\_\_\_
- p. Providing for utilization of all public/ private resources. \_\_\_\_\_

Element 4 - Approval and Promulgation

- Criteria:
- a. Review by all departments of government and private sector organizations assigned emergency responsibilities. \_\_\_\_\_
  - b. Approval and promulgation of the basic plan by the chief elected official(s) of the jurisdiction(s). \_\_\_\_\_
  - c. Identifying the approval date. \_\_\_\_\_

Element 5 - Plan Distribution

- Criteria:
- a. Distributing copies to all government departments and agencies assigned emergency responsibilities. \_\_\_\_\_
  - b. Distributing appropriate sections to private sector organizations and individuals assigned emergency responsibilities. \_\_\_\_\_
  - c. Distributing changes to appropriate organizations and individuals. \_\_\_\_\_

\_\_\_\_\_  
(JURISDICTION NAME)

Page/Reference

Element 6 - Plan Maintenance

- Criteria:
- a. Reviewing the plan (Basic Plan, annexes, SOPs) annually. \_\_\_\_\_
  - b. Recertifying the Basic Plan biennially by the chief elected official(s). \_\_\_\_\_
  - c. Including provisions for updating, as necessary, based on deficiencies identified by drills and exercises, changes in local government's structure, technological changes, etc. \_\_\_\_\_
  - d. Including a means of recording changes. \_\_\_\_\_

Review Date: \_\_\_\_\_

Plan Date: \_\_\_\_\_

Completed By: \_\_\_\_\_

RLO Initials: \_\_\_\_\_

**PART III**

**LOCAL EMERGENCY MANAGEMENT PLAN DEVELOPMENT**

## PART III

### THE LOCAL PLAN

#### A. Basic Plan - Rationale and Use

The following part introduces the basic components of a local emergency management plan and provides some of the rationale and explanation for each section. For reference purposes, a sample plan is contained in PART IV.

#### INTRODUCTION TO THE PLAN

As an introduction, several items should precede the actual basic plan to include: Promulgation Statement, Foreword, Table of Contents, Distribution List, and Record of Changes.

1. **Promulgation Statement**

This statement simply introduces the plan and gives it status as an authoritative document. Normally this is a Letter of Introduction signed by the Mayor or County Judge. This letter introduces the plan, highlights important areas of concern, and identifies its applicability.

2. **Foreword**

This includes any comments regarding plan goals and objectives and, as appropriate, acknowledges contributions by others.

3. **Table of Contents**

This lists sections of the basic plan and other components, such as annexes and appendices.

4. **Distribution List**

This list identifies distribution of the plan.

5. **Record of Changes**

This table provides a mechanism of recording changes to the basic plan.

#### SECTION I - AUTHORITY

This section should cite those laws that provide the basis for emergency operations and activities. Statutes, executive orders, ordinances, court orders, regulations, and formal agreements that pertain to emergencies should be listed.

Additionally, this section should cite the plan's applicability. It should clearly identify all the jurisdictions to which the plan applies.

#### SECTION II - PURPOSE

The purpose statement should consider all phases of emergency management: mitigation, preparedness, response, and recovery.

The purpose of the plan will generally cover concerns such as minimization of suffering, loss of life or property, response to emergency incidents, and return to normal conditions.

This section should also define, in a very general sense, what types of situations are covered (i.e., natural disasters, major incidents, civil disorders, resource crises, and war-related events).

### SECTION III - SITUATION AND ASSUMPTIONS

Each of the particular situations that might cause emergency or disaster conditions should be described very briefly and reference should be made to a more specific hazards analysis/identification document(s) that has been developed and published.

Also include any planning assumptions that must be made in order to compensate for a lack of known facts or probabilities.

### SECTION IV - CONCEPT OF OPERATIONS

This section should describe how emergency management activities will be conducted. A general statement should be made describing the day-to-day responsibilities of local government; whether these responsibilities will change during emergency or disaster periods; and how the affected departments, agencies, and governing bodies will interact.

Some areas that are considered appropriately placed in this section are: the decision-making process as it relates to emergency management, changes in operational control in certain situations and the possible elimination and/or curtailment of public services, relationships between various levels of government, and the process of declaring a disaster.

A fully comprehensive plan should incorporate and address all phases of emergency management. The four phases of management (i.e., mitigation, preparedness, response, and recovery) should be described in this section. These descriptions should be broad and explanatory in the basic plan, but short and specific in the annexes.

### SECTION V - ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

This section is possibly the most critical part of the plan. The assignments made in this section will probably determine a local government's capability to successfully respond and recover from an emergency or major disaster. As in all of Section V of your plan, the written assignments should be openly discussed in group planning meetings. All assignments should be agreed upon and accepted by the assignees.

This section should address the broad, organizational framework for comprehensive emergency management planning. It identifies the essential emergency services that must be performed and the agencies or offices responsible for providing the service. A key consideration here is that the service must be provided and matching the responsible agency or office must be accomplished either through existing city/county resources or through mutual aid agreements.

Relationships outlining primary and supporting roles among agencies should be summarized. A table identifying primary and secondary roles (using a function title on one axis and an agency name on the other) is suggested to project overall assignments of responsibilities.

As will be noted, this section is divided into three subsections: one for the executive group, which includes both elected and appointed positions; one for the

emergency services; and one for other city/county agencies. This distinction is necessary because elected and appointed officials have certain legal responsibilities, while departmental personnel are concerned more with functions and tasks that are necessary in order to mitigate the effects of the hazard.

As mentioned previously, the Executive Group includes several components which are identified below. This group is primarily concerned with the direction and control function, that is, directing and controlling response and recovery operations from a centralized facility. In general, executive direction and control responsibilities will be to assign tasks, direct planning, monitor the environment, inform the public, and control emergency operations.

#### **A. EXECUTIVE GROUP RESPONSIBILITIES**

##### **1. Mayor/Council or County Judge/Commissioners**

This subsection should include a brief description of the responsibilities of the governing body or individual. (Refer to the Sample Plan in Part IV, the Texas Disaster Act of 1975, and the current Executive Order of the Governor.)

##### **2. City Manager**

This subsection may be entitled "City Administrator" in cities which do not operate under a true council/mayor form of government. Nevertheless, there are certain functions and responsibilities which are unique to that position. Particular care should be exercised here when delineating the manager's responsibilities. Be sure that the assignments made here and in (1) above are in consonance with the city charter. You do not want to assign to the Mayor duties which are specifically delegated to the manager in the charter, or vice versa. Since county government normally has no equivalent position, an individual must be selected to serve in this capacity.

##### **3. Emergency Management Coordinator**

Remember when making assignments to the Emergency Management Coordinator, he or she is, first and foremost, a coordinator. As a staff advisor to the executives and to the department heads, the coordinator should not be encumbered with time-consuming or restrictive functions such as shelter operations or radiological protection. The coordinator's job should be to maintain an overall view of the preparedness program and of the particular emergency situation in order to provide officials with the necessary information for decision making.

#### **B. EMERGENCY SERVICES RESPONSIBILITIES**

The watchword here is logic. The various necessary functions should be assigned to the department heads most logically capable of handling them.

Some assignments are obvious, like law enforcement and fire protection. Others, however, like shelter operations and damage assessment, require



some group evaluation to determine which city or county department might be best equipped to handle them.

There are several key considerations inherent in this process.

First, be certain that every essential function is accepted by someone. The functions listed below cover the most critical areas, but your particular city or county may require others.

Second, and highly important, is this rule: Unless there is absolutely no alternative, do not assign functions to any individual or agency not part of, and directly responsible to, local government. Emergency management is the legislated responsibility of government, not of volunteers or volunteer agencies.

Assuredly, volunteer effort is important, and the expertise of agencies like the Red Cross and the Salvation Army is extremely valuable. The efforts of these non-governmental entities should be coordinated by a city or county government employee who is specifically charged with that responsibility in the plan.

The following list of emergency services or functions are those commonly performed as the result of an emergency or disaster. The basic plan should address each of these functions and ensure that responsibility for each function is assigned. After receiving a functional assignment, each assignee should prepare for insertion into the plan a list of general tasks to be performed for each function assigned. This can be accomplished by comparing the primary tasks contained in the Sample Plan in Part IV. Additionally, bear in mind that the agencies/organizations assigned emergency services or functions in the Sample Plan are not directive in nature. These assignments serve as examples only and are not intended to replace local considerations and judgment.

1. Warning

This function is very basic and extremely important in emergency management. The objective is both to alert public officials and emergency response personnel and to warn the general public of an actual or impending emergency.

2. Communications

Like warning, communications represents an extremely vital and important function. The purpose of this function is to have a reliable communications capability to permit key officials to direct operating forces in an emergency. The likely candidate for this function is the department or agency with overall control of communications in the city/county.

3. EOC/Direction and Control

This function involves the use of a centralized management center, the Emergency Operating Center (EOC), to facilitate policy-making, coordination, and control of operating forces in a large-scale emergency. It entails the process of obtaining and analyzing

emergency management information for decision-making. Within this function, the use of alternate EOCs, mobile EOCs, and on-scene command posts should be described.

#### 4. Shelter and Mass Care

This function is concerned with providing suitable temporary emergency shelter and essential life support systems to people displaced from their homes. This function should address the location, capacities, and support requirements of shelters; the condition under which people should be placed in shelters; and how the decision to do so would be implemented.

Shelter actions, as a result of technological emergencies, weather phenomena, and/or other natural disasters, will usually be short-term, spontaneous, and consist primarily of a relatively small sector of the city/county residents seeking immediate shelter. Outside assistance from the American Red Cross, Salvation Army, and other organizations, may be available; however, formal mutual aid agreements are usually required and should be accomplished prior to the onset of emergency situations.

Actions taken to provide protective fallout sheltering in the event of a nuclear attack, however, are potentially long-term and will involve all city/county residents; the usual outside support will probably not be available to provide assistance to the staff and operate the protective shelters. One aspect of this function is local coordination and maintenance of the Crisis Relocation Plan (CRP) developed on a county-wide basis by State planners. In a Host area, the CRP is intended to provide for protection, shelter, and care of local residents and relocatees from the Risk area in the event of a possible nuclear attack upon the United States.

There is also a requirement for local coordination and maintenance of a federal sheltering program known as the Community Shelter Plan (CSP). The CSP is an in-place fallout sheltering plan developed by State planners on a county-wide basis which is intended to be used in the event of a no-warning attack upon the United States.

Shelter planning must provide for both contingencies; short-term shelter from natural disaster/technological emergencies and long-term radioactive fallout protective shelter from a nuclear attack.

#### 5. Radiological Protection

This function involves the protection of the population from the effects of radiological hazards resulting from peacetime nuclear accidents and nuclear attack. This, like communications, is somewhat of a technical field. Several people should be trained as radiological officers and assigned the task of establishing and operating a radiological system, for either peacetime or wartime incidents. Training and equipment are available through the Texas Department of Health, Bureau of Emergency Management. Professional fire, police, or public works personnel have proven highly effective in this function.

6. Evacuation

This service entails the provision for the evacuation of people when natural or manmade disasters or their impending dangers may necessitate such action. The main responsibilities of this function include: insuring the evacuation process is orderly, coordinating with the individual in charge of shelter operations to provide shelter for evacuees, and maintaining essential services in the evacuated area. This function will require coordinating with other services such as law enforcement, transportation, shelter, human services, and health and medical.

This function would also be expected to coordinate and maintain the Crisis Relocation Plan (CRP) developed on a county-wide basis by State planners. In a Risk area, the CRP is intended to provide for the coordinated relocation/evacuation of a large portion of the resident population to designated Host areas, and continued maintenance of minimum essential services within the evacuated area.

7. Fire

This function provides for firefighting services (and often search and rescue), including the use of mutual aid agreements with neighboring jurisdictions and supplemental assistance when appropriate. This function is virtually always assigned to the fire chief or fire marshal. However, this may be one of the unavoidable exceptions to the "no assignments to volunteers" rule. If only volunteer groups are available, then someone needs to be identified to coordinate fire protection planning and operations.

8. Law Enforcement

This function is typically associated with activities such as: maintenance of law and order, assistance in evacuation and/or movement to shelter, limitation of access to a disaster area, and area security; consequently, this function obviously is one that is appropriately assigned to the Chief of Police and/or County Sheriff.

9. Health and Medical

This function entails a significant amount of coordination and can usually be assigned to the city or county health officer. Avoid the tendency to select a doctor or hospital administrator since their services are generally required elsewhere during emergencies. The individual assigned to this function should be familiar with available medical/health facilities and personnel; public health and sanitation services; expansion of mortuary services; crisis augmentation of health/medical personnel; radio communications between hospitals and ambulances; and handling patient populations in hospitals, nursing homes, and other health-care facilities.

10. Emergency Public Information

The importance of assigning a capable individual to this task cannot be overemphasized. Although media experience is highly desirable, the

emergency management information for decision-making. Within this function, the use of alternate EOCs, mobile EOCs, and on-scene command posts should be described.

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10. Emergency Public Information

The importance of assigning a capable individual to this task cannot be overemphasized. Although media experience is highly desirable, the

individual need not be an experienced journalist. However, experience has indicated that certain qualities are extremely important. The individual must possess: the confidence and trust of the chief executive, the respect and recognition by the media, and the ability to gather information and summarize it verbally or in writing.

Once this assignment is made, the Mayor or County Judge should inform the media that, during an emergency, only those statements issued by the Emergency Public Information Officer or by the executive officials should be regarded as official and factual.

11. Damage Assessment

This function is very critical. The efficiency of the damage assessment manager, to a large degree, will determine the amount and timeliness of assistance provided. The data collected is the only true basis for determining a jurisdiction's assistance needs. This individual should be someone capable of forming a team of assistants with knowledge of and access to property evaluation records, engineering and construction costs, and tax records.

12. Public Works/Engineering

This function may be combined or treated as separate functions depending upon the city/county organizational structure. The capabilities usually associated with this function are debris clearance, development of upgradable fallout shelters, decontamination of equipment and facilities, and emergency inspections and repairs of damaged essential facilities.

13. Utilities

This section entails utility systems owned by the political jurisdiction and should be assigned to the utility system manager. If a private utility company services the jurisdiction, then the responsibility of coordinating the actions of the utility should be assigned to a capable city/county employee.

14. Resource Management

This function should provide for prompt and effective acquisition, distribution, and use of personnel and material resources for essential purposes during an emergency. Since each emergency function should include a resource inventory of personnel and equipment, this function is more concerned with emergency disbursements for materials and hiring temporary personnel. In this context, this function usually can be performed by a personnel and/or finance director.

15. Human Services

This function entails the provision of emergency public services during an emergency or a disaster including food, water, clothing, counseling, and coordinating shelter operations.

16. Transportation

This function involves the identification and coordination of available transportation resources (e.g., public transit and school buses), but not necessarily providing them. This function is usually associated with transportation needs during an evacuation to include transportation to reception areas for people without access to private automobiles. Particular attention should focus on people in group quarters, such as the elderly and infirm, the disabled, prisoners, boarding-school residents, etc. In instances where the city or county does not have a Transportation Director, then an independent school district might provide a likely candidate for coordinating transportation needs.

17. Legal

This function recognizes the need for someone to be available to advise government officials on their emergency powers, potential liabilities, and other legal matters before, during, and after emergencies. Obviously a city or county attorney becomes the logical choice for this service.

18. Rescue

Normally the fire department or police department/sheriff's office handles rescue operations; however, in jurisdictions with an actual rescue organization, treating this function as a separate service would be appropriate.

19. Hazard Mitigation

Hazard Mitigation has as an overall objective the elimination of significant hazards confronting a jurisdiction or the reduction of the effects of unavoidable hazards. Mitigation actions not only include responses to known hazards, but also an active search for ways to prevent or reduce impacts from new ones. These activities constitute both pre-disaster and post-disaster actions. The position assigned this function will be responsible for management and coordination of all mitigation activities of the jurisdiction.

**C. OTHER AGENCIES' RESPONSIBILITIES**

Obviously not all services can be anticipated and identified in advance. This section simply appries all city/county departments that their services/employees will be available for duty as required by the emergency situation. This, in effect, creates a reserve personnel and equipment pool.

**SECTION VI - DIRECTION AND CONTROL**

This section is primarily concerned with activities during emergency response conditions. It should clearly spell out who is in charge and should discuss authority to manage assigned responsibilities. Additionally, this section should show sources of command and control responsibilities as well as the communication and coordination of decisions during emergency response operations.

This section also deals with the subject of emergency authority. The Texas Disaster Act of 1975 specifically requires local plans to provide for:

"wage, price, and rent controls and other economic stabilization methods in the event of disaster; and curfews, blockades, and limitations on utility usage in an area affected by a disaster, rules governing ingress and egress to the affected area, and other security measures."

Although these provisions are usually stated in the basic plan, they should be elaborated upon in the Legal Annex. It is absolutely essential that the city/county attorney be involved in developing this annex, and he/she should be prepared to advise the executive group concerning the exercise of emergency authority. History has demonstrated that if legal questions arise as the result of exercising emergency authority, questions will ultimately be partially evaluated based upon the consistency of the action with the local plan. Therefore, if some particular action is anticipated, then spell it out in the plan. The Texas Disaster Act of 1975 includes the power of recommending evacuation if deemed necessary for the preservation of life or other reasons related to disaster mitigation, response, or recovery. While the Constitution of the United States and the Texas Constitution guarantee individuals the right to remain in their own homes, the city/county may control ingress and egress to and from a disaster area.

## SECTION VII - INCREASED READINESS CONDITIONS AND ACTIONS

### A. INCREASED READINESS CONDITIONS

This section is intended to establish a system for increasing the readiness of local government in a uniform and coordinated manner. The goal is obviously to achieve a maximum state of readiness in a minimum amount of time.

By categorizing potential emergencies into phases or conditions and identifying specific actions to be taken, it tends to reduce the possibility of under-reacting or over-reacting. Additionally, an increased readiness system provides an efficient way to rapidly communicate threatening situations to the various departments that have responsibilities in the emergency management plan. Developing departmental actions during each increased readiness condition in turn builds confidence and credibility inside the organization as well as with the general public.

Generally speaking, most disasters develop in recognizable phases with each phase posing a more serious threat. First, there is an initial phase that represents an "increased awareness" period. This phase simply denotes a situation that causes a higher state of readiness than is normally present. Typically this period includes specific hazard vulnerability seasons such as the tornado season, the hurricane season, etc. This phase could also be characterized by an increase in international tensions. The next phase constitutes a "watch phase" which presents a greater potential danger than previously and is characterized by conditions that could develop into a hazardous event. In other words, this phase poses a more definitive threat than the previous phase. For example, this phase might include severe weather watch information issued by the National Weather Service as well as events on the international scene that suggest the possibility of an enemy attack.



As the situation evolves and worsens, the next phase of increased readiness constitutes a "warning phase." This phase is usually characterized by a hazardous situation with a significant potential and probability of resulting in loss of life and/or property. As an example, this phase might include severe weather warning information provided by the National Weather Service or international events that support the probability of enemy attack.

The last phase might be called an "imminent threat" phase. This phase is used to denote a greater sense of danger and urgency than found in the "warning phase." In other words, the threat is better defined in terms of time and proximity. More specific information is possessed relative to the actual location and probable occurrence of the hazard.

Local governments should identify those events that are appropriately placed in each increased readiness condition. Obviously, selection of events must reflect the actual hazards faced by a jurisdiction.

Additionally, factors such as staff experience, warning systems, warning times, evacuation rates, evacuation times, sheltering, etc., should be considered before identifying specific events in each condition. Examples of events are included in the sample local government plan in PART IV of this handbook. Again, these are examples only and are not intended to be directive in nature. To highlight this fact, CAUTION notes appear in the left-hand margins. Additionally, the CONDITION events requiring evaluation by local government are highlighted by the vertical line appearing to the left of each event group.

#### **B. INCREASED READINESS ACTIONS**

A logical follow-on to increased readiness conditions are increased readiness actions. These constitute both general and specific actions performed by the various local government departments under each phase of increased readiness. The table on page III-11 lists some general actions associated with several emergency management functions. The reader should bear in mind that the actions listed will require some modifications based upon the specific hazards faced by the jurisdiction. General actions should be identified in each annex with specific actions identified in the appropriate SOP.

INCREASED  
READINESS  
ACTIONS

# INCREASED READINESS

<p style="text-align: center;"><b>1</b></p> <p style="text-align: center;"><b>CONDITION</b></p> <p>"HAZARDOUS CONDITIONS ARE IMMINENT"</p>					
<p style="text-align: center;"><b>2</b></p> <p style="text-align: center;"><b>CONDITION</b></p> <p>"SITUATIONS EXIST THAT HAVE DEFINITE CHARACTERISTICS OF DEVELOPING INTO A HAZARDOUS CONDITION"</p>	<p>(8) Commence liaison contact with supporting levels of state government.</p> <p>(7) Initiate public service announcements.</p> <p>(6) Review assignments of all local govt. employees.</p> <p>(5) Brief key officials.</p>	<p>(11) Urge public to make final crisis preparations.</p> <p>(10) Maintain contact with local news media on activities being performed by local govt. to meet readiness.</p> <p>(9) Increase readiness information to public.</p> <p>(8) Commence moderate public info. activities.</p>	<p>(11) Staff EOC at full strength.</p> <p>(10) Establish contact with nearby local govts.</p> <p>(9) Staff EOC at standby level.</p> <p>(8) Alert EOC staff.</p>	<p>(11) Maintain 24-hour operation.</p> <p>(10) Mobilize all warning and communication personnel.</p> <p>(9) Alert personnel of possible emergency duty.</p>	<p>(9) Commence operations.</p> <p>(8) Open shelters in conjunction with local agencies.</p> <p>(7) Request assistance.</p> <p>(6) Review shelter requirements.</p>
<p style="text-align: center;"><b>3</b></p> <p style="text-align: center;"><b>CONDITION</b></p> <p>"SITUATIONS EXIST THAT COULD DEVELOP INTO A HAZARDOUS CONDITION"</p>	<p>(4) Review and update procedures for support of local government forces.</p>	<p>(7) Commence increase readiness information to public.</p> <p>(6) Meet with management &amp; staff of local news media to review emergency public info. annex and procedures.</p>	<p>(7) Alert EOC key staff members.</p> <p>(6) Correct any deficiencies.</p> <p>(5) Begin watch of possible emergency, log activities &amp; monitor developments.</p> <p>(4) Review status of EOC facility.</p>	<p>(8) Alert key personnel.</p> <p>(7) Correct any deficiencies.</p> <p>(6) Check readiness of all equipment and facilities.</p> <p>(5) Review alert list of key officials and dept. heads.</p>	<p>(5) Initiate public info. operations at locations.</p> <p>(4) Meet with relief agencies shelter &amp; housing requirements.</p>
<p style="text-align: center;"><b>4</b></p> <p style="text-align: center;"><b>CONDITION</b></p> <p>"BEGINNING OF DISASTER VULNERABILITY SEASON"</p>	<p>(3) Brief key government officials on overall emergency operations.</p> <p>(2) Brief dept. heads on major planning changes.</p> <p>(1) Review and update emergency plan.</p>	<p>(5) Brief dept. heads on emergency public info. news releases.</p> <p>(4) Brief key officials on emergency information programs.</p> <p>(3) Review emergency news releases.</p> <p>(2) Review and update emergency PIO annex.</p> <p>(1) Conduct on-going public awareness programs.</p>	<p>(3) Brief dept. heads on EOC development and improvement status.</p> <p>(2) Brief key officials on EOC operations &amp; procedures.</p> <p>(1) Review and update annex/SOP's for EOC operations.</p>	<p>(4) Conduct personnel training program.</p> <p>(3) Test existing systems for serviceability.</p> <p>(2) Brief dept. heads on procedures.</p> <p>(1) Review and update warning &amp; communications annexes &amp; SOP's.</p>	<p>(3) Review mutual aid agreements obtain relief assistance.</p> <p>(2) Review status of all shelters.</p> <p>(1) Review and update emergency shelter/housing procedures.</p>
<p>INCREASED READINESS ACTIONS FOR:</p>	<p>EXECUTIVE GROUP</p>	<p>EMERGENCY PUBLIC INFORMATION</p>	<p>DIRECTION AND CONTROL</p>	<p>COMMUNICATIONS AND WARNING</p>	<p>SHELTER HUMAN SERVICES</p>

**CAUTION:**

These actions are listed as examples treated as such in the local plan; considered in a different condition.

# NESS ACTIONS

<p>shel-</p> <p>(10) Mobilize all fire and rescue personnel.</p>	<p>(11) Begin traffic control procedures for evacuation movement.</p> <p>(10) Mobilize all law enforcement personnel.</p>	<p>(9) Mobilize health and medical personnel.</p>	<p>(9) Mobilize emergency work crews.</p>	<p>(13) Maintain 24-hour operation.</p> <p>(12) Be prepared to handle transportation requests.</p> <p>(11) Mobilize emergency work crews.</p>	
<p>Public ordinance relief</p> <p>ssis-</p> <p>er re-</p> <p>(9) Alert auxiliary personnel.</p> <p>(8) Place off-duty personnel on stand-by.</p> <p>(7) Alert personnel of possible emergency duty.</p>	<p>(9) Alert auxiliary personnel.</p> <p>(8) Place off-duty personnel on stand-by.</p> <p>(7) Alert personnel of possible emergency duty.</p>	<p>(8) Establish liaison with all private and public health and medical facilities.</p> <p>(7) Alert personnel of possible emergency duty.</p>	<p>(8) Place off-duty personnel on stand-by.</p> <p>(7) Alert personnel of possible emergency duty.</p>	<p>(10) Instruct off-duty personnel to stand-by.</p> <p>(9) Review mutual agreements with other transportation agencies.</p> <p>(8) Alert personnel of possible emergency duty.</p>	
<p>ser-</p> <p>elter pro-</p> <p>local on n ser-</p> <p>ts.</p> <p>(6) Alert key personnel.</p> <p>(5) Correct deficiencies in equipment and/or facilities.</p> <p>(4) Check readiness of all fire-rescue equipment.</p>	<p>(6) Alert key personnel.</p> <p>(5) Correct deficiencies in equipment and/or facilities.</p> <p>(4) Check readiness of law enforcement equipment, supplies, and facilities.</p>	<p>(6) Alert key personnel.</p> <p>(5) Correct any deficiencies in equipment or supplies.</p> <p>(4) Check readiness of local health and medical facilities.</p>	<p>(6) Alert key personnel.</p> <p>(5) Correct all deficiencies in equipment and/or facilities.</p>	<p>(7) Alert key personnel.</p> <p>(6) Check readiness of all equipment and facilities.</p> <p>(5) Review alert list with all personnel.</p>	
<p>al aid in cer-</p> <p>ties.</p> <p>sign-</p> <p>erson-</p> <p>nexes is for public ser-</p> <p>(3) Conduct test and training exercises.</p> <p>(2) Review assignment of all personnel.</p> <p>(1) Review and update fire and rescue annexes &amp; SOP's.</p>	<p>(3) Conduct test and training.</p> <p>(2) Review assignment of all personnel.</p> <p>(1) Review and update law enforcement annexes &amp; SOP's.</p>	<p>(3) Coordinate with local private industries on related health and medical activities.</p> <p>(2) Review assignment of all personnel.</p> <p>(1) Review and update emergency health and medical annex &amp; SOP's.</p>	<p>(4) Check readiness of all facilities.</p> <p>(3) Conduct test and readiness of all emergency equipment.</p> <p>(2) Review assignments of all personnel.</p> <p>(1) Review and update public works/utilities annexes &amp; SOP's.</p>	<p>(4) Correct discrepancies.</p> <p>(3) Test equipment and systems for serviceability.</p> <p>(2) Instruct all personnel on emergency procedures.</p> <p>(1) Review and update transportation annex &amp; SOP's.</p>	
<p>ICES</p>	<p>FIRE &amp; RESCUE</p>	<p>LAW ENFORCEMENT</p>	<p>EMERGENCY HEALTH &amp; MEDICAL</p>	<p>PUBLIC WORKS &amp; UTILITIES</p>	<p>TRANSPORTATION</p>

ily. Many actions are hazard specific and should be  
nently, some actions may be more appropriately plac-

## SECTION VIII - CONTINUITY OF GOVERNMENT

In the past, this section focused almost exclusively upon identifying lines of succession within each department. This is not to diminish the importance of lines of succession. A government must establish a clear line of succession in the event that the chief executive is unavailable during an emergency. The successor will then be able to implement the chief executive's emergency powers without making decisions by council or commissioner's court action. The line of succession should be established for every political jurisdiction included in the plan and should be at least three deep. Insure that the line of succession designated does not conflict with any provisions of a city charter or State law. In instances where the line of succession has been established by charter or statute, it should be repeated in this section for ready reference.

As mentioned, continuity of government covers a much broader area. In this context, continuity of government includes provisions for ensuring the survival and continued operational capability of government. Such areas as protection and preservation of vital records are also included. If vital records have been identified, then the manner in which they will be protected/preserved should be discussed in this section of the basic plan and annex.

## SECTION IX - ADMINISTRATION AND SUPPORT

This section should specifically address administrative requirements such as records and reports. Provisions for support from the State and/or agreements and understanding with other local governments or private sector organizations should also be addressed. In the case of State/Federal assistance, the key element is that requests for State or Federal assistance need to be made to the Disaster District by the Mayor or County Judge or his/her designee. Assistance requests from the general public or from officials unknown to the Disaster District Committee Chairman may not be regarded as bona fide; consequently, verifying the request will unnecessarily delay the assistance.

## SECTION X - PLAN DEVELOPMENT, MAINTENANCE, AND IMPLEMENTATION

This section implements the plan, rescinds previous editions, and protects the plan from being rendered invalid due to an inadvertent illegality of its contents.

Additionally, this section outlines the jurisdiction's policy on plan development and maintenance. As such, it should establish the role of city/county departments in this process. It should establish provisions for a minimum annual review combined with an annual exercise of the plan. This section also includes the requirement for the Emergency Management Director to biennially recertify the plan.

Following the section is the date and signature of the Emergency Management Director (County Judge/Mayor). If the plan is an interjurisdictional plan, then it must be signed by the Emergency Management Director of each political subdivision.

### **B. Attachments, Annexes, and Appendices - Rationale and Use**

The basic plan alone is not complete without the inclusion of supporting attachments, annexes, and appendices.

## 1. Attachments

These are generally included with the basic plan since they are pertinent to the overall plan and not peculiar to only one specific function. Such items as references, charts, and diagrams are typically included as attachments. As a minimum, a local plan should include:

### a. List of References

Those documents that provide the basis of and form the guidance for emergency management planning are properly listed here.

### b. List of Legal Documents

These would include the actual State law, Governor's executive order, county court order, and/or city ordinance that governs emergency management.

### c. Emergency Management Chart

This chart is usually a depiction of the jurisdiction's departmental structure as it relates to emergency management.

### d. Matrix of Responsibilities

This matrix is a quick reference for identifying primary and support responsibilities within each department as well as by function.

### e. Annex Assignment

This list identifies each annex to the basic plan along with the department to which it is assigned.

### f. Glossary of Terms

This attachment includes words, phrases, abbreviations, and acronyms relevant to emergency management. Many terms in emergency management have special meanings; therefore, establishing precise definitions is important to a clear understanding of tasks and expectations.

## 2. Annexes

Each of the functions identified in the basic plan should be supported by a written annex. This annex should be prepared by the agency having primary responsibility for the function. The annex should follow the same format as the basic plan. It should describe the function and indicate how and by whom it will be implemented. A standardized annex assignment has been developed and is shown on page III-15. This assignment should be followed as closely as possible. Sample annexes may be obtained by contacting your DEM Regional Liaison Officer.

## 3. Appendices

Appendices include items such as Standing Operating Procedures (SOPs), checklists, resource lists, forms, etc. that specifically relate to an

individual function. These support the annexes and contain technical and detailed operational information. In many instances these will include hazard specific information that warrants elaboration beyond the functional annex.

The SOPs represent a further detailing of information contained in the annex and describe who does what, when, how, and with what resources. It is the heart of the operational capability of any plan and must be complete including names and telephone numbers. Although listed in the annex, the SOP may or may not be physically included in the annex. When forwarding copies of the basic plan and annexes to the Division of Emergency Management, do not include the appendices. These should be listed on the last page of the annex with the approving signature.

### C. Mutual Aid Agreements - Rationale and Use

Mutual Aid Agreements are voluntary assistance agreements between two or more jurisdictions that agree to provide reciprocal assistance to one another in time of emergency. The statutory authority for mutual aid agreements is contained in the **Interlocal Cooperation Act, Article 4413(32c), Vernon's Texas**. Additionally, the **Texas Disaster Act of 1975** encourages the development of mutual aid agreements between political subdivisions.

These agreements are intended to arrange for resource assistance during an emergency. They provide some advantages such as specialized services to smaller jurisdictions as well as back-up or standby resources as insurance against heavy demand during emergencies. Like an emergency management plan, the mutual aid agreement identifies responsibilities and establishes procedures without threatening local government's autonomy or authority.

To assist local governments in developing mutual aid agreements, a checklist of items to include in such an agreement is located on Page III-16. Additionally, a sample agreement is found in PART V of this handbook.

In addition to providing reciprocal assistance, the mutual aid agreement should provide liability safeguards. Standard provisions include ensuring that all responding emergency units are under either governmental or corporate immunity; that personnel carry over their immunity to liability and personnel benefits from one jurisdiction to the other during emergency conditions; that provisions are developed for the requesting party to waive all claims against the responding party(s); and, to the extent legally possible, that all parties waive all claims against one another.

Once developed, agreements should be reviewed by legal personnel and incorporated into emergency management plans.

## STANDARDIZED ANNEX ASSIGNMENT

- ANNEX A: WARNING
- ANNEX B: COMMUNICATIONS
- ANNEX C: SHELTER AND MASS CARE
- ANNEX D: RADIOLOGICAL PROTECTION
- ANNEX E: EVACUATION
- ANNEX F: FIRE AND RESCUE
- ANNEX G: LAW ENFORCEMENT
- ANNEX H: HEALTH AND MEDICAL
- ANNEX I: EMERGENCY PUBLIC INFORMATION
- ANNEX J: DAMAGE ASSESSMENT
- ANNEX K: PUBLIC WORKS/ENGINEERING
- ANNEX L: UTILITIES
- ANNEX M: RESOURCE MANAGEMENT
- ANNEX N: EOC/DIRECTION AND CONTROL
- ANNEX O: HUMAN SERVICES
- ANNEX P: HAZARD MITIGATION
- ANNEX Q: HAZARDOUS MATERIALS RESPONSE
- ANNEX R: RESCUE (NOTE: Use if separate and not included  
in Annex F)
- ANNEX S: TRANSPORTATION
- ANNEX T: TRAINING
- ANNEX U: LEGAL



## MUTUAL AID AGREEMENT CHECKLIST

(Areas that should be addressed in a Mutual Aid Agreement)

### Purpose

Discuss problems responsible for agreement, what agreement is intended to accomplish.

### Organization

Initial parties; powers, procedures, and duties; adding new parties; withdrawal of parties; dissolution; breach and liquidation of damages; amendment; duration of agreement and termination.

### Finance

Who pays how much? For what? When? From what source?

### Authority

Who can commit resources? Policy-making body, management, important and routine decision-making.

### Personnel

Who provides? For what periods? For what purposes? Who directs whom?  
Personnel rights?

### Legal Aspects

Constitutional and statutory authorities, legal liabilities, and insurance.

### Status of Real and Personal Property

Who provides acquisition, maintenance, and operation?

### Severability

Effect on agreement if any portion is found unlawful and void.

**PART IV**

**SAMPLE LOCAL EMERGENCY MANAGEMENT PLAN**

## EMERGENCY MANAGEMENT PLAN

(DISASTERVILLE/HAZARD COUNTY)

### NOTE:

The following sample plan was prepared to assist local governments in the development of a Basic Emergency Management Plan. As will be noticed, this sample assumes a joint city/county organization. Obviously, if the actual plan developed is for an individual city or county, then alterations are required to reflect that organization.

The general areas and major sections covered by this sample plan should be incorporated; however, please ensure that necessary modifications are made to accurately reflect local circumstances and situations. Failure to do so will result in a "fill in the blanks" document which will be of little use and foster a false sense of preparedness.

Additionally, pages with the annotations **CAUTION** or NOTE: followed by an explanation are intended to highlight areas that require particular modification by local government. These explanations should not appear in the plan eventually prepared by local government.

An additional version of a sample plan, identified as "Example 2," has also been developed as a guide for a multijurisdictional planning agency such as a County and several cities. Example 2, which is available from your DEM RLO, will also require alterations to reflect actual local considerations.

DISASTERVILLE/HAZARD COUNTY LETTERHEAD

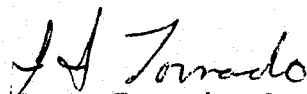
DATE: July 1, 1990


To all Recipients:

Transmitted herewith is the revised Emergency Management Plan for Disasterville/Hazard County. This plan supersedes any previous plans. It provides a framework in which Disasterville/Hazard County can plan and perform their respective emergency functions during a disaster or national emergency.

This comprehensive Emergency Management Plan attempts to be all inclusive in combining the four phases of Emergency Management, which are (1) mitigation: those activities which eliminate or reduce the probability of disaster; (2) preparedness: those activities which governments, organizations, and individuals develop to save lives and minimize damage; (3) response: to prevent loss of lives and property and provide emergency assistance; and (4) recovery: short- and long-term activities which return all systems to normal or improved standards.

This plan includes and has been approved by Hazard County and the city of Disasterville. It will be revised and updated as required. All recipients are requested to advise the Disasterville/Hazard County Office of Emergency Management on any changes which might result in its improvement or increase its usefulness. Plan changes will be transmitted to all addressees on the distribution list.

  
J. J. Tornado, County Judge  
Hazard County

  
Gale Storm, Mayor  
City of Disasterville

## FOREWORD

As Emergency Management Directors, the Mayor and the County Judge are charged with the responsibility to develop and implement an Emergency Management Plan in Disasterville and Hazard County, Texas. The heaviest emphasis in the past was on preparedness and response to all risks: attack, man-made emergencies, and natural disasters. Added emphasis is now placed on mitigation and recovery to round-out the four phases of emergency management.

The situations addressed by this plan are those in which the actions of many different agencies must be coordinated. This major coordination effort differs from those emergencies handled on a daily basis by local fire, law enforcement, and medical services personnel.

This Emergency Management Plan attempts to be all inclusive in combining the four phases of emergency management which are 1) mitigation: those activities which eliminate or reduce the probability of disaster; 2) preparedness: those activities which governments, organizations, and individuals develop to save lives and minimize damage; 3) response: those activities that occur during an emergency and are designed to prevent loss of lives and property and provide emergency assistance; and 4) recovery: short- and long-term activities which return all systems to normal or improved standards.

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## DISTRIBUTION LIST

### Jurisdiction/Agency

### Number of Copies

#### Hazard County

Emergency Management Director (County Judge).....	3
Assistant to the County Judge.....	3
Emergency Management Coordinator.....	5
County Sheriff.....	5
County Fire Marshall.....	2
County Health Officer.....	4
County Tax Assessor.....	1
County Engineer.....	1
County Human Services Director.....	1
County Attorney.....	1

#### City of Disasterville

Emergency Management Director (Mayor).....	3
Chief of Police.....	5
Community Services Director.....	5
City Manager.....	5
Fire Chief.....	3
Rescue Officer.....	1
Finance Director.....	1
Director of Public Works.....	1
Personnel Director.....	1
City Attorney.....	1

Director of Public Utilities.....	2
City Library.....	2
City Secretary.....	2
Transportation Director.....	3
<u>Miscellaneous</u>	
Regional Liaison Officer.....	2
American Red Cross.....	1
Salvation Army.....	1
Disasterville ISD.....	1
Water Spout ISD.....	1
Chairman, Hazard County LEPC.....	1



## BASIC PLAN

### I. AUTHORITY

This plan applies to and has been approved by Hazard County and the City of Disasterville.

The organizational and operational concepts set forth in this plan are promulgated under the following authorities:

#### A. Federal

1. Federal Civil Defense Act of 1950, PL 81-920 as amended
2. The Disaster Relief Act of 1974, PL 93-288 as amended
3. Robert T. Stafford Disaster Relief and Emergency Assistance Act, PL 100-707
4. Emergency Management and Assistance, Code of Federal Regulations, Title 44
5. Title III, of the Superfund Amendments and Reauthorization Act of 1986, (SARA), PL 99-499 as amended

#### B. State

1. The Texas Disaster Act of 1975, V.T.C.A. Government Code Title 4 Chapter 418
2. Executive Order of the Governor
3. Attorney General Opinion MW-140
4. Hazard Communication Act, Title 83, Article 5182b
5. Texas Hazardous Substances Spill Prevention and Control Act, Chapter 26, Subchapter G, Texas Water Code
6. State Solid Waste Disposal Act, Texas Civil Statutes Article 4477-7

#### C. Local

1. City Ordinance #176196. Date June 25, 1990
2. Commissioner's Court Order #177188. Date June 25, 1990
3. Joint Resolution between the County of Hazard and City of Disasterville. Date June 25, 1990

### II. PURPOSE

This plan seeks to **mitigate** the effects of a hazard, to **prepare** for measures to be taken which will preserve life and minimize damage, to

respond during emergencies and provide necessary assistance, and to establish a **recovery** system in order to return the community to its normal state of affairs. This plan attempts to define in a straightforward manner who does what, when, where, and how in order to mitigate, prepare for, respond to, and recover from the effects of war, natural disaster, technological accidents, and other major incidents.

### III. SITUATION AND ASSUMPTIONS

#### A. Situation

Disasterville/Hazard County is exposed to many hazards, all of which have the potential for disrupting the community, causing damage, and creating casualties. Possible natural hazards include hurricanes, floods, tornadoes, fires, and winter storms. There is also the threat of a war-related incident such as a nuclear, biochemical, or conventional attack. Other disaster situations could develop from a hazardous materials accident, conflagration, major transportation accident, terrorism or civil disorder. Additional detail is provided in the Disasterville/Hazard County **Hazards Analysis/Identification**.

#### B. Assumptions

1. Disasterville/Hazard County will continue to be exposed to the hazards noted above as well as others which may develop in the future.
2. Outside assistance will be available in most emergency situations affecting this city/county. Although this plan defines procedures for coordinating such assistance, it is essential for Disasterville/Hazard County to be prepared to carry out emergency response and short-term actions on an independent basis.
3. It is possible for a major disaster to occur at any time, and at any place in the city/county. In some cases, dissemination of warning and increased readiness measures may be possible. However, many disasters and events can, and will, occur with little or no warning.
4. Local government officials recognize their responsibilities for the safety and well-being of the public and will assume their responsibilities in the implementation of this emergency management plan.
5. Proper implementation of this plan will reduce or prevent disaster-related losses.

### IV. CONCEPT OF OPERATIONS

#### A. General

It is the responsibility of government to protect life and property from the effects of hazardous events. Local government has the primary responsibility for emergency management activities. This plan is based upon the concept that the emergency functions for various agencies/organizations involved in emergency management will generally

parallel normal day-to-day functions. To the extent possible, the same personnel and material resources will be employed in both cases. Day-to-day functions that do not contribute directly to the emergency may be suspended for the duration of any emergency. The efforts that would normally be required for those functions will be redirected to the accomplishment of emergency tasks by the agency concerned.

A local state of disaster may be declared by the presiding officer of the Disasterville/Hazard County. The effect of the declaration is to activate the recovery and rehabilitation aspects of the plan and to authorize the furnishing of aid and assistance. When the emergency exceeds local government capability to respond, assistance will be requested from neighboring jurisdictions and/or the state government.

## **B. Phases of Management**

This plan follows an all-hazard approach and acknowledges that most responsibilities and functions performed during an emergency are not hazard-specific. Likewise, this plan accounts for activities before and after, as well as during emergency operations; consequently, all phases of emergency management are addressed as shown below.

### **1. Mitigation**

Mitigation activities are those which eliminate or reduce the probability of a disaster occurring. Also included are those long-term activities which lesson the undesirable effects of unavoidable hazards.

### **2. Preparedness**

Preparedness activities serve to develop the response capabilities needed in the event an emergency should arise. Planning and training are among the activities conducted under this phase.

### **3. Response**

Response is the actual provision of emergency services during a crisis. These activities help to reduce casualties and damage and speed recovery. Response activities include warning, evacuation, rescue, and other similar operations.

### **4. Recovery**

Recovery is both a short-term and long-term process. Short-term operations seek to restore vital services to the community and provide for the basic needs of the public. Long-term recovery focuses on restoring the community to its normal, or improved, state of affairs. The recovery period is also an opportune time to institute mitigation measures, particularly those related to the recent emergency. Examples of recovery actions would be temporary housing and food, restoration of non-vital government services, debris removal, and reconstruction of damaged areas.

## V. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

### A. General

The County Judge is responsible for emergency management planning and operations for the unincorporated areas of the county. The Mayor of each incorporated municipality is responsible for emergency management planning and operations within the corporate city limits of that jurisdiction.

Most of the departments within Disasterville/Hazard County have emergency functions in addition to their normal duties. Each department is responsible for developing and maintaining their own emergency management procedures. Specific responsibilities are outlined below under the section entitled Task Assignments as well as in individual annexes. Attachment 3 details how Disasterville\Hazard County is organized for emergencies. Attachments 4 and 5 illustrate functional responsibilities and annex assignment, respectively.

### B. Organization

#### 1. Executive Group

The Executive Group is referred to in this plan as a single body but in fact has several components with representation from each local political jurisdiction within the emergency management program. Each group is responsible for the activities conducted within their respective jurisdictions. The members of the Group include both elected and appointed executives with certain legal responsibilities such as: the Mayor and Council members/County Judge and Commissioners, City Manager, and Emergency Management Coordinator.

#### 2. Emergency Services

These groups include those services required for an effective emergency management program.

### C. Executive Group Responsibilities:

#### 1. The Mayor/County Judge is primarily responsible for:

- a. Directing the overall preparedness program for Disasterville/Hazard County
- b. Making emergency policy decisions
- c. Declaring a local state of disaster when necessary
- d. Implementing the emergency powers of local government (See Section VI-C, Emergency Authority)
- e. Keeping the public and the Disaster District informed of the situation with the assistance of the Public Information Officer

- f. Requesting outside assistance when necessary, either from the Disaster District or from other jurisdictions in accordance with existing Mutual Aid Agreements
2. The CITY MANAGER is responsible for: (Note: For a County program these responsibilities should be assigned to the appropriate position)
- a. Assuring that all city departments develop, maintain, and exercise their respective service annexes to this plan
  - b. Supporting the overall preparedness program in terms of its budgetary and organizational requirements
  - c. Serving as controller of the EOC during its activation
  - d. Implementing the policies and decisions of the governing body
  - e. Directing the emergency operational response of city services
  - f. Prepare and maintain Annex N (EOC/Direction and Control) to this plan and supporting Standing Operating Procedures (SOPs)
3. The EMERGENCY MANAGEMENT COORDINATOR is responsible for:
- a. Serving as staff advisor to the Mayor/County Judge on emergency matters
  - b. Coordinating the planning and preparedness activities of the government and maintenance of this Plan
  - c. Analyzing the emergency skills needed by the city/county forces and arranging the training necessary to provide those skills
  - d. Preparing and maintaining a resource inventory
  - e. Ensuring the operational capability of the EOC
  - f. Activating the EOC
  - g. Keeping the governing body apprised of the Disasterville/Hazard County preparedness status and anticipated needs
  - h. Serving as day-to-day liaison between the Disasterville, Hazard County, and state emergency management organizations
  - i. Maintaining liaison with organized emergency volunteer groups and private agencies
  - j. Initiating and monitoring the increased readiness actions among the Disasterville/Hazard County services when disaster



threatens (Refer to Section VII, Increased Readiness Conditions).

- k. Preparing and maintaining Annex T (Training) to this plan and supporting Standing Operating Procedures (SOPs)
- l. Maintaining the Crisis Relocation Plan (CRP) and the Community Shelter Plan (CSP) for Disasterville/Hazard County

**D. Emergency Services' Responsibilities:                      Assigned to:**

**1.    WARNING**

Chief of Police/  
County Sheriff

- a. Disseminate emergency public information as requested
- b. Receive and disseminate warning information to the public and key Disasterville/Hazard County officials
- c. Prepare and maintain Annex A (Warning) to this plan and supporting Standing Operating Procedures (SOPs)

**2.    COMMUNICATIONS**

Chief of Police/  
County Sheriff

- a. Establish and maintain emergency communication systems
- b. Coordinate use of all public and private communication systems necessary during emergencies (including EMS)
- c. Manage and coordinate all emergency communication operations within the EOC once activated
- d. Prepare and maintain Annex B (Communications) to this plan and supporting Standing Operating Procedures (SOPs)

**3.    EOC/DIRECTION AND CONTROL**

City Manager/  
Asst. to the Judge

- a. Direct and control local operating forces
- b. Maintain contact with support EOCs, neighboring jurisdictions, and Disaster District EOC
- c. Maintain EOC in an operating mode at all times or be able to convert EOC space into an operating condition
- d. Assign representatives by title to report to the EOC and develop procedures for crisis training
- e. Develop and identify duties of staff, use of displays and message forms, and procedures for EOC activation
- f. Prepare and maintain Annex N (EOC/Direction and Control) and supporting Standing Operating Procedures (SOPs)

4. SHELTER/MASS CARE

Community Services Director/  
Emergency Management Coordinator

- a. Coordinate and assist in maintenance of the Community Shelter Plan (CSP)
- b. Supervise the Shelter Management program (stocking, marking, equipping, etc.) for natural disaster and/or fallout shelters
- c. Coordinate support with other Disasterville/Hazard County departments, relief agencies, and volunteer groups
- d. Prepare and maintain Annex C (Shelter and Mass Care) and supporting Standing Operating Procedures (SOPs)

5. RADIOLOGICAL PROTECTION

Fire Chief/  
Fire Marshall

- a. Establish and maintain a radiological monitoring and reporting network
- b. Secure initial and refresher training for instructors and monitors
- c. Provide input to the statewide monitoring and reporting system
- d. Under fallout conditions, provide city/county officials and department heads with information on fallout rates, fallout projections, and allowable doses
- e. Coordinate radiological monitoring throughout the Disasterville/Hazard County area of responsibility
- f. Provide monitoring services and advice at the scene of accidents involving radioactive materials
- g. Prepare and maintain Annex D (Radiological Protection) to this plan and supporting Standing Operating Procedures (SOPs)

6. EVACUATION

Emergency Management Coordinator

- a. Define responsibilities of city/county departments and private sector groups
- b. Identify high hazard areas and number of potential evacuees
- c. Coordinate evacuation planning to include:
  - (1) Movement control
  - (2) Health/medical requirements
  - (3) Transportation needs

(4) Emergency Public Information (EPI) materials

(5) Shelter/Reception

d. Prepare and maintain Annex E (Evacuation) to this plan and supporting Standing Operating Procedures (SOPs)

7. FIRE

Fire Chief/  
Fire Marshall

a. Fire prevention

b. Fire suppression

c. Inspection of damaged area for fire hazards

d. Hazardous spills containment and clean-up

e. Inspection of shelters for fire hazards

f. Prepare and maintain Annex F (Fire Services) and Annex Q (Hazardous Materials Response) to this plan and supporting Standing Operating Procedures (SOPs)

8. LAW ENFORCEMENT

Chief of Police/  
County Sheriff

a. Law enforcement

b. Traffic control

c. Crowd control

d. Isolation of damaged area

e. Damage reconnaissance and reporting

f. Explosive ordnance reconnaissance

g. Weather reconnaissance

h. Evacuation of areas at risk

i. Prepare and maintain Annex G (Law Enforcement) to this plan and supporting Standing Operating Procedures (SOPs)

9. HEALTH AND MEDICAL

Disasterville/Hazard County  
Health Officer

a. Coordinate planning efforts of hospital and other health facilities with city/county planning requirements

b. Coordinate patient loads of health facilities during emergencies

- c. Coordinate triage, first aid, and EMS activities during medical emergencies
- d. Develop emergency health and sanitation standards and procedures
- e. Prepare and maintain Annex H (Health and Medical) to this plan and supporting Standing Operating Procedures (SOPs)

10. EMERGENCY PUBLIC INFORMATION

City Secretary/  
Assistant to the Judge

- a. Conduct on-going hazard awareness and public education programs
- b. Compile and prepare emergency information for the public in case of emergency
- c. Arrange for media representatives to receive regular briefings on the city/county status during extended emergency situations
- d. Secure printed and photographic documentation of the disaster situation
- e. Handle unscheduled inquiries from the media and the public
- f. Prepare and maintain Annex I (Emergency Public Information) to this plan and supporting Standing Operating Procedures (SOPs)

11. DAMAGE ASSESSMENT

Finance Director/  
Tax Assessor

- a. Establish a damage assessment team from among Disasterville/Hazard County departments with assessment capabilities and responsibilities
- b. Train and provide damage plotting team to EOC
- c. Develop systems for reporting and compiling information on deaths, injuries, dollar damage to tax-supported facilities, and to private property
- d. Assist in determining geographic extent of damaged area
- e. Compile estimates of damage for use by Disasterville/Hazard County officials in requesting disaster assistance
- f. Evaluate effect of damage on Disasterville/Hazard County economic index, tax base, bond ratings, insurance ratings, etc., for use in long-range recovery planning
- g. Prepare and maintain Annex J (Damage Assessment) to this plan and supporting Standing Operating Procedures (SOPs)

12. PUBLIC WORKS, ENGINEERING Hazard County Engineer/  
Disasterville Public Works Director
- a. Barricading of hazardous areas
  - b. Priority restoration of streets and bridges
  - c. Protection and/or restoration of waste treatment and disposal systems
  - d. Augmentation of sanitation services
  - e. Assessment of damage to streets, bridges, traffic control devices, waste water treatment system, and other public works facilities
  - f. Debris removal
  - g. Assessment of damage to city/county-owned facilities
  - h. Condemnation of unsafe structures
  - i. Direct temporary repair of essential facilities
  - j. Prepare and maintain Annex K (Public Works, Engineering) to this plan and supporting Standing Operating Procedures (SOPs)
13. UTILITIES Public Utilities Director
- a. Priority restoration of electrical service to vital facilities
  - b. Provision of emergency power sources as required
  - c. Coordination of private utilities recovery activities
  - d. Restoration of water treatment and supply services
  - e. Damage assessment and identification of recovery times for affected utility systems
  - f. Prepare and maintain Annex L (Utilities) to this plan and supporting Standing Operating Procedures (SOPs)
14. RESOURCE MANAGEMENT Personnel Director
- a. Establish procedures for employing temporary personnel for disaster operations
  - b. Establish and maintain a manpower reserve
  - c. Coordinate deployment of reserve personnel to Disasterville/Hazard County departments requiring augmentation

- d. Establish emergency purchasing procedures and/or a disaster contingency fund
- e. Maintain records of emergency-related expenditures for purchases and personnel
- f. Prepare and maintain Annex M (Resource Management to this plan and supporting Standing Operating Procedures (SOPs)

15. HUMAN SERVICES

Human Services Director

- a. Identify emergency feeding sites
- b. Identify sources of clothing for disaster victims
- c. Secure source of emergency food supplies
- d. Coordinate operations of shelter facilities, whether they are operated by Disasterville/Hazard County, local volunteers, or organized disaster relief agencies such as the American Red Cross
- e. Coordinate special care requirements for sheltered groups such as unaccompanied children, the aged, and others
- f. Prepare and maintain Annex O (Human Services) to this plan and supporting Standing Operating Procedures (SOPs)

16. TRANSPORTATION

Transportation Director

- a. Identify local transportation resources and arrange for their use in emergencies
- b. Coordinate deployment of transportation equipment to Disasterville/Hazard County services requiring augmentation
- c. Establish and maintain a reserve pool of drivers, maintenance personnel, parts and tools
- d. Maintain records on use of privately-owned transportation equipment and personnel for purpose of possible reimbursement
- e. Prepare and maintain Annex S (Transportation) to this plan and supporting Standing Operating Procedures (SOPs)

17. LEGAL

City Attorney/County Attorney

- a. Advise Disasterville/Hazard County officials on emergency powers of local government and necessary procedures for invocation of measures to:
  - (1) implement wage, price, and rent controls
  - (2) establish rationing of critical resources

- (3) establish curfews
  - (4) restrict or deny access
  - (5) specify routes of egress
  - (6) limit or restrict use of water or other utilities
  - (7) use any publicly or privately-owned resource with or without payment to the owner
  - (8) remove debris from publicly or privately owned property
- b. Review and advise Disaster/Hazard County officials on possible liabilities arising from disaster operations, including the exercising of any or all of the above powers
  - c. Prepare and/or recommend legislation to implement the emergency powers which may be required during an emergency
  - d. Advise Disaster/Hazard County officials and department heads on record-keeping requirements and other documentation necessary for the exercising of emergency powers
  - e. Prepare and maintain Annex U (Legal) to this plan and supporting Standing Operating Procedures (SOPs)

18. RESCUE

Rescue Officer

- a. Coordinate search and rescue activities
- b. Maintain a reserve pool of manpower and equipment for rescue purposes
- c. Prepare and maintain Annex R (Rescue) to this plan and supporting Standing Operating Procedures (SOPs)

**NOTE:** If the Rescue function is determined not to require a separate annex, then this function could be included in an Annex F (Fire and Rescue) which combines the function of fire and rescue, rather than in a separate Annex R.

19. HAZARD MITIGATION

Public Works Director

- a. Overall management of the hazard mitigation program
- b. Prepare and maintain Annex P (Hazard Mitigation) to this plan and supporting Standing Operating Procedures (SOPs)

**E. Other Agencies' Responsibilities**

Other department and agency heads not assigned a specific function in this plan will be prepared to make their resources available for emergency duty at the direction of the Mayor or the County Judge.

## VI. DIRECTION AND CONTROL

### A. General

The Mayor and County Judge, as Emergency Management Directors of their political jurisdictions, are responsible for assuring that coordinated and effective emergency response systems are developed and maintained. Existing agencies of government will perform emergency activities closely related to those they perform routinely. Specific positions and agencies are responsible for fulfilling their obligations as presented in the Basic Plan and individual annexes. As EOC controller, the City Manager will provide overall direction of the response activities of all Disasterville/Hazard County departments. Department heads will retain control over their employees and equipment unless directed otherwise by the Emergency Management Director. Each agency will be responsible for having its own standing operating procedures to be followed during response operations.

Outside assistance, whether from other political jurisdictions or from organized volunteer groups, will be requested and used only as an adjunct to existing Disasterville/Hazard County services, and only when the emergency situation threatens to expand beyond the Disasterville/Hazard County response capabilities. Requests for State or federal assistance are covered in SECTION IX.

### B. Emergency Operating Center (EOC)

Response activities will be coordinated from the Emergency Operating Center, which is located in the basement of the County Courthouse. The EOC will be activated upon notification of a possible or actual emergency. EOC responsibilities and activation procedures are addressed in Annex N (EOC/Direction and Control). During emergency situations, certain agencies will be required to relocate to the EOC. During large-scale emergencies, the EOC will in fact become the seat of government for the duration of the crisis.

### C. Emergency Authority

1. A compilation of primary State and local legal documents pertaining to emergency management is shown in Attachment 2.
2. In accordance with the Texas Disaster Act of 1975, as amended (Section 418.106 and 418.108) the Mayor and/or County Judge may take extraordinary measures in the interest of effective emergency management. Procedures associated with emergency powers are contained in Annex U (Legal). These powers include, but are not limited to:
  - a. Declaration of a local state of disaster
  - b. Wage, price, and rent controls and other economic stabilization methods
  - c. Curfews, blockades, and limitations on utility use
  - d. Rules governing entrance and exit from the affected area



- e. Other security measures
- 3. All physical resources within Disasterville/Hazard County, whether publicly or privately owned, may be utilized when deemed necessary by the Mayor and/or County Judge. The Disasterville/Hazard County assumes no financial or civil liability for the use of such resources; however, accurate records of such use will be maintained in case reimbursement becomes possible.
- 4. As provided in the Texas Disaster Act of 1975, as amended and the Executive Order of the Governor, the Mayor and/or County Judge may exercise the same powers, on an appropriate local scale, granted to the Governor.

## VII. INCREASED READINESS CONDITIONS

- A. Most emergencies follow some recognizable build-up period during which actions can be taken to achieve a state of maximum readiness. General departmental actions are outlined in the appropriate annexes while more specific actions will be detailed in the SOPs.
- B. The following INCREASED READINESS CONDITIONS will be used as a means of increasing the Disasterville/Hazard County alert posture.

- 1. **CONDITION 4:** The term "CONDITION 4" will be used by Disasterville/Hazard County to denote a situation that causes a higher degree of readiness than is normally present.

### CAUTION!

The appropriate CONDITION events that trigger a CONDITION 4 should reflect the actual hazards faced by your jurisdiction.

- a. "CONDITION 4" actions could be triggered by the onset of a particular hazard vulnerability season such as: hurricane season, tornado season, flash flood season, fire threats due to severe drought, etc.
- b. An increase in international tensions could also trigger a "CONDITION 4."
- c. The potential for local civil unrest could also trigger a "CONDITION 4."
- d. Declaration of "CONDITION 4" by the Emergency Management Director/Coordinator will generally require the initiation of the increased readiness activities identified in each Annex.

- 2. **CONDITION 3:** The term "CONDITION 3" will be used by Disasterville/Hazard County to refer to a situation which presents a greater potential threat than "CONDITION 4," but poses no immediate threat to life and/or property. This condition includes situations that could develop into a hazardous condition.

### CAUTION!

- a. "CONDITION 3" actions could be generated by severe weather watch information issued by the National Weather Service such as:

1. The appropriate **CONDITION** events that trigger a **CONDITION 3** should reflect the actual hazards faced by your jurisdiction.

2. Factors such as staff experience, warning times, evacuation times/rates, sheltering, etc. should be considered before identifying specific **CONDITION 3** events.

- (1) Hurricane Watch: Issued whenever a hurricane becomes a possible threat, and evacuation of coastal areas may be required.
- (2) Tornado Watch: Issued to alert persons to the possibility of tornado development in a specified area for a specified period of time. Persons in watch areas should maintain their daily routine, but be prepared to respond to a tornado warning.
- (3) Flash Flood Watch: Issued to alert persons to possibility of flash flooding in a designated area due to heavy rains occurring or expected to occur. Persons should remain alert and be prepared to take immediate action.
- (4) Winter Storm Watch: Issued when there is a threat of severe winter weather in a particular area.

- b. "CONDITION 3" actions could be generated when the international situation has deteriorated to the point that enemy attack is a possibility. This condition probably would allow sufficient time for an orderly evacuation and/or preparation of shelters.
- c. "CONDITION 3" actions could also be generated when small-scale, localized civil unrest is present.
- d. Declaration of "CONDITION 3" by the Emergency Management Director/Coordinator will generally require the initiation of the increased readiness activities identified in each Annex.

3. CONDITION 2: The term "CONDITION 2" will be used by Disasterville/Hazard County to signify a hazardous situation with a significant potential and probability of causing loss of life and/or property. This condition will normally require some degree of warning to the public.

**CAUTION!**

"CONDITION 2" actions could be triggered by severe weather warning information issued by the National Weather Service such as:

1. The appropriate **CONDITION** events that trigger a **CONDITION 2** should reflect the actual hazards faced by your jurisdiction.

- (1) Hurricane Warning: Issued when hurricane conditions are expected in a specified coastal area in 24 hours or less. Hurricane conditions include:
  - (a) Sustained winds of 74 mph or higher and/or
  - (b) Dangerously high water or a combination of dangerously high water and exceptionally high waves, even though expected winds may be less than hurricane force.

2. Factors such as staff experience, warning times, evacuation times/rates, etc. should be considered before identifying specific **CONDITION 2** events.

- (2) Tornado Warning: Issued when a tornado has actually been sighted in the vicinity or indicated by radar, and may strike in the local area.
- (3) Flash Flood Warning: Issued to alert persons that flash flooding is imminent or occurring on certain streams or designated areas, and immediate action should be taken.
- (4) Winter Storm Warning: Issued when heavy snow (4 inches or more in a 12-hour period or 6 inches or more in a 24-hour period), sleet, or freezing rain are forecast to occur separately or in combination.

- b. "CONDITION 2" actions could be generated when the international situation has deteriorated to the point that enemy attack is probable. This condition may/may not allow sufficient time for an orderly evacuation.
- c. "CONDITION 2" actions could also be triggered by civil disorder with relatively large-scale localized violence.
- d. "CONDITION 2" actions could most likely be generated by any condition that will probably require large-scale evacuation of the general public such as hurricanes, dam failures, nuclear power plant accidents and/or major HAZMAT incidents. Large-scale evacuations require sufficient decision, warning, and execution time to be successful.
- e. Declaration of "CONDITION 2" by the Emergency Management Director/Coordinator will generally require the initiation of the increased readiness activities identified in each Annex.

4. CONDITION 1: The term "CONDITION 1" will be used by Disasterville/Hazard County to signify that hazardous conditions are imminent. This condition denotes a greater sense of danger and urgency than associated with a "CONDITION 2" event.

**CAUTION!**

1. The appropriate **CONDITION** events that trigger a **CONDITION 1** should reflect the actual hazards faced by your jurisdiction.

- a. "CONDITION 1" actions could also be generated by severe weather warning information issued by the National Weather Service combined with factors making the event more imminent, such as:
  - (1) Hurricane landfall predicted in 12 hours or less.
  - (2) Tornado sighted especially close to a populated area or moving towards a populated area.
  - (3) Flooding is imminent or occurring at specific locations.

2. Factors such as staff experience, evacuation times/rates, sheltering, etc. should be considered before identifying specific CONDITION 1 events.

- b. "CONDITION 1" actions could be generated when an enemy attack is imminent based upon the evaluation of intelligence data. This warning (ATTACK WARNING) is declared and disseminated by the FEMA National Warning Center over the FEMA National Warning System (NAWAS).
- c. "CONDITION 1" actions could also be implemented when civil disorder precipitates large-scale and wide-spread violence.
- d. Declaration of "CONDITION 1" by the Emergency Management Director/Coordinator will generally require the initiation of the increased readiness activities identified in each Annex.

## VIII. CONTINUITY OF GOVERNMENT

### A. Line of Succession

- 1. Line of Succession within the county is from the Judge to the Commissioners in order of their seniority.
- 2. Line of Succession to the Mayor(s) will be the Mayor Pro-tem followed by the City Council members in order of their seniority to the Council.
- 3. Line of Succession to the Emergency Management Coordinator will be the Deputy Coordinator followed in order by the City Manager and the County Sheriff.
- 4. Line of Succession to each department head are according to the SOPs established by each department.

### B. Preservation of Records

In order to provide normal government operations following a disaster, vital records must be protected. These would include legal documents, as well as personal documents such as property deeds and tax records. The principal causes of damage to records are fire and water; therefore, essential records should be protected accordingly. Each agency assigned the preparation of any annex will develop SOPs to insure the protection of vital records.

## IX. ADMINISTRATION AND SUPPORT

### A. Support

Requests for state or federal assistance, including the Texas National Guard or other military services, will be made to the Disaster District Committee 7A in Floodville. All requests will be made by the Mayor or County Judge or by another official duly authorized by the Mayor or County Judge.

### B. Agreements and Understandings

Should local resources prove to be inadequate during an emergency,

requests will be made for assistance from other local jurisdictions and other agencies in accordance with existing or emergency-negotiated mutual-aid agreements and understandings. Such assistance may take the form of equipment, supplies, personnel, or other available capabilities. All agreements will be entered into by duly authorized officials and will be formalized in writing whenever possible.

**C. Reports and Records**

Required reports will be submitted to the appropriate authorities in accordance with individual annexes.

**D. Relief Assistance**

All individual relief assistance will be provided in accordance with the policies set forth in State and federal provisions.

**E. Consumer Protection**

Consumer complaints pertaining to alleged unfair or illegal business practices will be referred to the State Attorney General's Consumer Protection Division.

**X. PLAN DEVELOPMENT, MAINTENANCE, AND IMPLEMENTATION**

- A. If a plan is to be effective, its contents must be known and understood by those who are responsible for its implementation. The Director/Coordinator will brief the appropriate public/private officials concerning their role in emergency management and ensure proper distribution of the plan and changes.
- B. All agencies will be responsible for the development and maintenance of their respective annexes and SOPs identified in SECTION V, Organization and Assignment of Responsibilities.
- C. The Director/Coordinator will be responsible for insuring that an annual review of the plan is conducted by all officials involved and that the plan is recertified biennially by the chief elected officials of Disasterville and Hazard County.
- D. The plan will be updated, as necessary, based upon deficiencies identified by drills and exercises, changes in local government structure, technological changes, etc. The Director/Coordinator will incorporate approved changes to the plan and will forward changes to all organizations and individuals identified as having responsibility for implementation. Revised pages will be dated and marked to show where changes have been made. The plan will be activated at least once a year in the form of a simulated emergency in order to provide practical experience to those having EOC responsibilities.
- E. This plan supercedes and rescinds all previous editions of the Disasterville/Hazard County Emergency Management Plan and is effective upon signing by the Mayor and County Judge. If any portion of this plan is held invalid by judicial or administrative ruling, such ruling shall not affect the validity of the remaining portions of the plan.

- F. Failure to comply with the provisions of this plan, or with a rule, order or ordinance adopted under this plan, may be punishable by a fine not to exceed \$1,000.

July 1, 1990  
(Date)

*J. J. Tornado*

J. J. Tornado, County Judge  
Hazard County

*Gale Storm*

Gale Storm, Mayor  
City of Disasterville

## ATTACHMENTS

1. References
2. State and Local Legal Documents Relating to Emergency Management
3. Organization for Emergencies
4. Functional Responsibility Matrix
5. Annex Assignments
6. Glossary of Terms

## ATTACHMENT 1

### REFERENCES

Federal Emergency Management Agency (FEMA), 1987. Civil Preparedness Guide CCA General Program Guidelines, CPG 1-3.

FEMA, 1984. Objectives for Local Emergency Management, CPG 1-5.

FEMA, 1981. Disaster Operations, CPG 1-6.

FEMA, 1981. Guide for Increasing Local Government Civil Defense Readiness During Periods of International Crisis, CPG 1-7.

FEMA, 1987. Guide for Development of State and Local Emergency Operations Plans, CPG 1-8.

FEMA, 1988. Guide for the Review of State and Local Emergency Operations Plans, CPG 1-8A.

FEMA, 1987. Guide for the Development of a State and Local Continuity of Government Capability, CPG 1-10.

Texas Department of Public Safety, Governor's Division of Emergency Management, (DEM) 1990. Local Emergency Management Plan Development Handbook, DEM-10.

DEM, 1988. State of Texas Emergency Management Plan.

National Response Team (NRT), 1988. Criteria for Review of Hazardous Materials Emergency Plans, NRT-1A.

**NOTE:** Reference material should relate to the needs of your jurisdiction and could include - Hurricane Contingency Planning Guides, Emergency Action Plans for Dams/Reservoirs, Nuclear Power Plants, Chemical facilities, or C.A.E.R. Plans, etc.



## ATTACHMENT 2

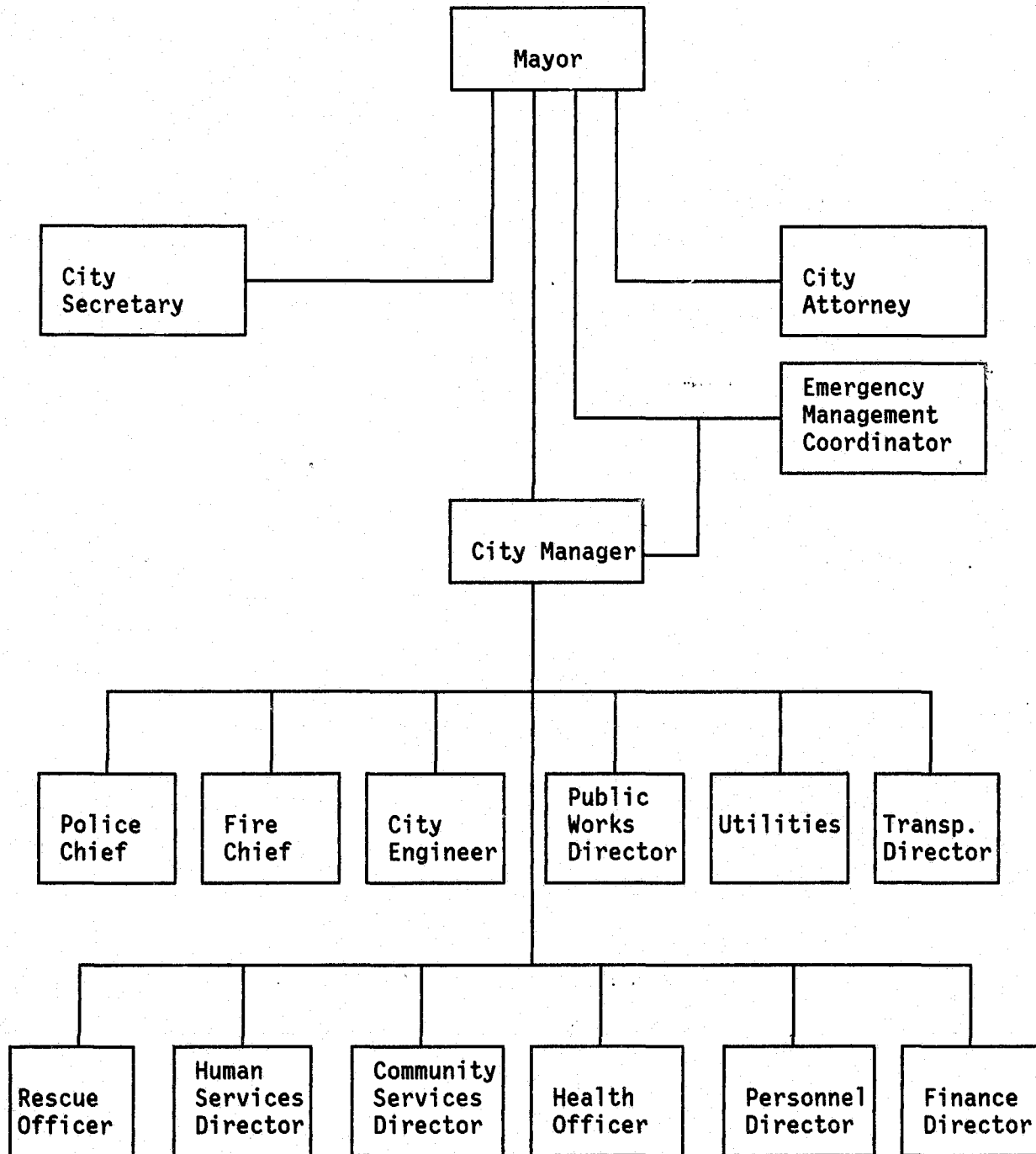
### State and Local Legal Documents

- \* Tab 1 - Texas Disaster Act of 1975
- \* Tab 2 - Executive Order of the Governor
- \*\* Tab 3 - City Ordinance #176196
- \*\* Tab 4 - County Court Order #177188
- \*\* Tab 5 - Joint Resolution dated June 25, 1990
- \*\* Tab 6 - Mutual Aid Agreement

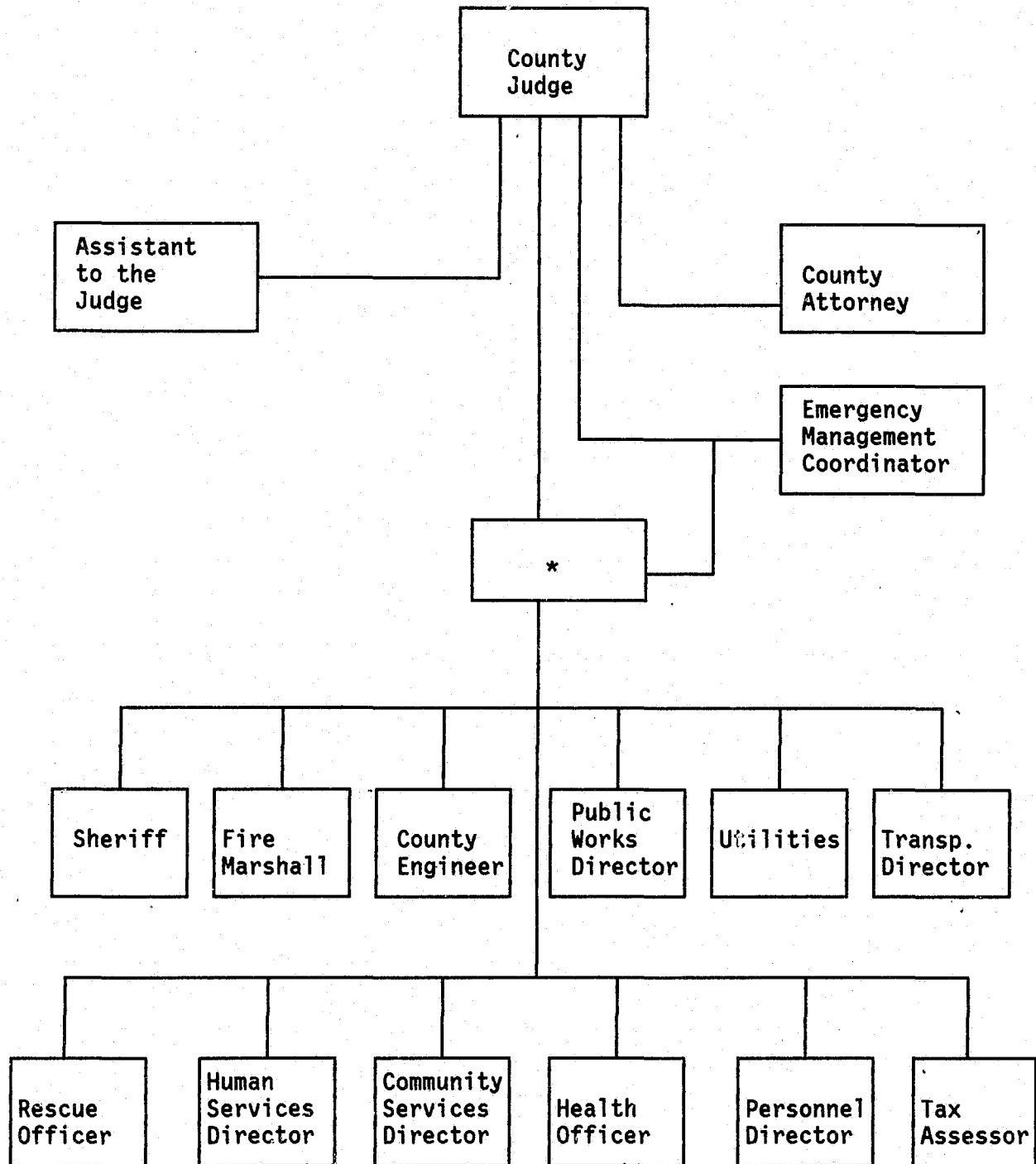
**NOTE: \*** These documents are lengthy, and in the interest of economy (i.e. publication costs) you may choose to maintain a "Master" set of documents with limited distribution to other plan holders. Current copies of these documents are available from your DEM RLO and are not included in this publication.

**\*\*** Samples of types of these documents are provided for your information in PART V of this Handbook.

**ATTACHMENT 3**  
**ORGANIZATION FOR EMERGENCIES**  
**CITY OF DISASTERVILLE**



**ATTACHMENT 3**  
**ORGANIZATION FOR EMERGENCIES**  
**HAZARD COUNTY**



\* Insert the appropriate position

ATTACHMENT 4

EMERGENCY MANAGEMENT FUNCTIONAL RESPONSIBILITIES

	COMMUNICATIONS	DAMAGE ASSESSMENT	EVACUATION EOC/DIRECTION AND CONTROL	FIRE HAZARD MITIGATION HEALTH AND MEDICAL	HUMAN SERVICES	LAW ENFORCEMENT	LEGAL EMERGENCY PUBLIC INFORMATION	UTILITIES	PUBLIC WORKS/ENGINEERING	RADIOLOGICAL PROTECTION	RESCUE RESOURCE MANAGEMENT	SHELTER	TRANSPORTATION	WARNING
CITY MANAGER/ ASST. TO JUDGE	S	S	S	P	S	S	S	S	S	S	S	S	S	S
POLICE CHIEF/ SHERIFF	P		S	S	S	S	P			S	S	S		P
FIRE CHIEF/ MARSHALL	S		S	S	P	S				P	S	S		S
RESCUE OFFICER				S							P			
PUBLIC WORKS DIR./ENGINEER	S	S	S	S	P		S		P	S		S	S	S
UTILITIES DIRECTOR	S	S		S	S				P			S		
HEALTH OFFICER			S	S	S	P	S			S	S	S	S	S
HUMAN SERVICES DIRECTOR			S	S	S		P					S	S	
COMMUNITY SER. DIRECTOR			S	S	S		S			S		S	P	
PERSONNEL DIRECTOR				S	S							P		
TAX ASSESSOR/ FINANCE DIR.		P		S	S							S		
TRANSPORTATION DIRECTOR			S	S	S		S					S	S	P
CITY SECRETARY/ ASST. TO JUDGE				S	S				P			S		
CITY/COUNTY ATTORNEY			S	S	S			P				S		
TREASURER				S	S				S			S		
EMER. MAN. COORDINATOR	C	C	P	C	C	S	C	C	C	C	C	C	C	C

P - Indicates primary responsibility  
 S - Indicates support responsibility  
 C - Indicates coordination responsibility

ATTACHMENT 5

ANNEX ASSIGNMENT

ANNEX

ASSIGNED TO:

ANNEX A: WARNING	POLICE CHIEF/SHERIFF
ANNEX B: COMMUNICATIONS	POLICE CHIEF/SHERIFF
ANNEX C: SHELTER AND MASS CARE	COMMUNITY SERVICES DIRECTOR
ANNEX D: RADIOLOGICAL PROTECTION	FIRE CHIEF/FIRE MARSHAL
ANNEX E: EVACUATION	EMERGENCY MANAGEMENT COORDINATOR
ANNEX F: FIRE SERVICES	FIRE CHIEF/FIRE MARSHALL
ANNEX G: LAW ENFORCEMENT	POLICE CHIEF/SHERIFF
ANNEX H: HEALTH AND MEDICAL	HEALTH OFFICER
ANNEX I: EMERGENCY PUBLIC INFORMATION	CITY SECRETARY/ASST. TO THE JUDGE
ANNEX J: DAMAGE ASSESSMENT	TAX ASSESSOR/FINANCE DIRECTOR
ANNEX K: PUBLIC WORKS/ENGINEERING	PUBLIC WORKS DIRECTOR
ANNEX L: UTILITIES	PUBLIC UTILITIES DIRECTOR
ANNEX M: RESOURCE MANAGEMENT	PERSONNEL DIRECTOR
ANNEX N: EOC/DIRECTION AND CONTROL	CITY MANAGER/ASST. TO THE JUDGE
ANNEX O: HUMAN SERVICES	HUMAN SERVICES DIRECTOR
ANNEX P: HAZARD MITIGATION	PUBLIC WORKS DIRECTOR
ANNEX Q: HAZARDOUS MATERIALS RESPONSE	FIRE CHIEF/FIRE MARSHALL
ANNEX R: RESCUE	RESCUE OFFICER
ANNEX S: TRANSPORTATION	TRANSPORTATION DIRECTOR
ANNEX T: TRAINING	EMERGENCY MANAGEMENT COORDINATOR
ANNEX U: LEGAL	CITY/COUNTY ATTORNEY

ATTACHMENT 6  
GLOSSARY OF TERMS

NOTE: A Glossary of Terms should include definitions of terms appropriate to local government needs and situations.

Access Control Point: Designated sites identifying critical locations that can be used to control egress or ingress into a certain area.

Acute Exposure: Exposures that occur for relatively short periods of time, generally hours to 1-2 days.

Acutely Toxic Chemicals: Chemicals which can cause both severe short and long-term health effects after a single, brief exposure (short duration). These chemicals can cause damage to living tissue, impairment of the central nervous system, severe illness or, in extreme cases, death when ingested, inhaled, or absorbed through the skin.

Allocation: The process of designating where evacuees or shelterees would go for protective shelter, temporary lodging, or feeding should crisis relocation be ordered.

Area Warning Center: The Department of Public Safety communication facility having responsibility for warning jurisdictions within a designated warning area.

Assessment: (Radiological): The interpretation of radiological measurements in such a way that the measurements can form a basis for decision-making. Assessment can include making dose or effect-predictions and advisory actions that might be taken to minimize harmful effects.

Business Band Radio: Any commercial radio communications not otherwise specifically stated.

Capability Assessment: A formal measurement of current capabilities against standards and criteria that have been established as necessary to perform basic emergency management functions.

CAT - Category: When related to fallout shelter spaces, indicates a range of protection factors (PF). This is used to more easily define the capability of a shelter since there will be a wide range of protection factors throughout the facility. Categories normally used are:

CAT 0 - PF 10-19

CAT 1 - PF 20-39

CAT 2 - PF 40-69 (usually combined with CAT 3 extending the range to PF 99)

CAT 4 - PF 100-up

**CHEMTREC:** The Chemical Emergency Transportation Center is a centralized, toll-free telephone service (800/424-9300) which has been set up to provide immediate advice on the nature of the product and steps to be taken in handling the early stages of transportation emergencies where hazardous chemicals are involved. CHEMTREC promptly contacts the shipper of the material involved for more detailed information and appropriate follow-up action including on-scene assistance when feasible.

**CHLOREP:** The Chlorine Emergency Plan was established by the Chlorine Institute to enable the nearest producer of chlorine products to respond to an accident involving chlorine. CHEMTREC serves as the communications link for this program.

**Civil Defense Emergency:** An emergency declared by the President of the United States or Congress pursuant to applicable federal law finding that an attack upon the United States has occurred or is anticipated and that national security requires the invocation of the emergency authority provided for by federal law.

**Conglomerate (Crisis Relocation):** A term used to identify a nuclear high-risk area and its associated reception/host area.

**Congregate Care Facility:** Facilities, to include public and private buildings, in reception areas that may be used to lodge and accommodate evacuees. Generally, assigned space is approximately 40 square feet per person.

**Contingency Plan:** A document developed to identify and catalog all the elements required to respond to an emergency, to define responsibilities and specific tasks, and to serve as a response guide.

**Crisis Relocation:** The concept designed to move populations from areas at high risk of nuclear attack to areas of lower risk and to provide for their well-being (e.g., congregate care housing, feeding, fallout protection, etc.)

**CRP - Crisis Relocation Plan:** The contingency planning designed to move populations from high-hazard areas to those of lower risk and to provide for their well-being (e.g., congregate-care housing, feeding, fallout protection, etc.). In risk areas the CRP is primarily concerned with evacuation planning; in host areas the CRP deals with congregate-care and shelter planning.

**CSP - Community Shelter Plan:** A document (normally published in map form) that enables a local government to give its people the answers to questions such as, "Where do I go for shelter?" and "What do I do?" when the warning sounds. The CSP designates specific shelters to be used by people working or living in specific areas of the community, thus allocating the people to the best available fallout protection. It is part of the Emergency Management Plan and is sometimes referred to as The In-Place Shelter Plan.

**DAC - Disaster Application Center:** A location established in a disaster area which houses all federal, state and local agencies that deal directly with the needs of the individual victim. DAC's are established only after a Presidential Declaration.

**Decontamination:** The reduction or removal of contaminating radioactive or chemical material from a structure, area, object, or person.

**DERC - Damage Estimate Ranges and Casualties:** A computer program that provides damage-estimate ranges and casualties sustained from hurricanes making landfall at certain points along the Texas Coast.

**Direction and Control:** The control group in the EOC during the emergency operations consists of the Chief Executive (Mayor/County Judge, etc.), the deputy, chiefs of the emergency operating services, and any supporting staff such as communications controller, public information officer, and legal advisor as deemed necessary.

**Disaster:** The occurrence or imminent threat of widespread or severe damage, injury or loss of life or property resulting from any natural or man-made cause including fire, flood, earthquake, wind, storm, wave action, oil spill or other water contamination, radioactive activity, epidemic, air contamination, blight, drought, infestation, explosion, riot, hostile military or paramilitary action, other public calamity requiring emergency action.

**D/D - Disaster District:** Districts that parallel the Highway Patrol Districts and Sub-Districts of the Department of Public Safety that include representatives from State government for field duty both in the planning and response phases of emergency management

**DDC - Disaster District Committee:** Counterpart representatives of each agency and department having an emergency service function on the State Council established at the Disaster District level. The Highway Patrol Captain of each Highway Patrol District and Lieutenant of each Highway Patrol Sub-District serve as Chariman of these committees.

**Drill:** A supervised instruction period aimed at testing, developing, and maintaining skills in a particular operation. A drill is often a component of an exercise.

**Emergency:** An event, the effects of which cause loss of life, human suffering, property damage both public and private, and severe economic and social disruption and accidents that are routinely responded to by local emergency response organizations.

**EBS - Emergency Broadcast System:** A network of broadcast stations and interconnecting facilities which have been authorized by the Federal Communications Commission to operate in a controlled manner during a war, state of public peril or disaster, or other national emergency--as provided by the Emergency Broadcast System Plan.

**EMP - Electromagnetic Pulse:** A high-amplitude electrical pulse of very short duration that occurs in instances of nuclear detonation or lightning discharges. The use of EMP in this document is synonymous with Nuclear Electromagnetic Pulse.

**EMT - Emergency Medical Technician:** An individual who has completed the required training and is licensed by the State of Texas to perform emergency basic life-support functions.

**EOC - Emergency Operating Center:** The central site from which government officials (municipal, county, state, and federal) exercise direction and control in an emergency or disaster.

**Emergency Protective Actions (Radiological):** Measures taken after a release of radioactive materials to prevent or minimize radiation exposures to persons in the threatened area. Examples of emergency protection actions are: area access control; evacuation; in-house shelter; decontamination; and, respiratory protection.

**EPI - Emergency Public Information:** Information which is disseminated before, during, and/or after an emergency which instructs and transmits direct information and/or instructions to the public via the news media.



**EPZ - Emergency Planning Zone:** A generic area defined around a nuclear facility to facilitate offsite emergency planning and develop a significant response base defined in radii of 10 miles and 50 miles for the plume and ingestion-exposure pathways.

**ESTED - Estimated Safe Time before Evacuation Decisions:** (ESTEDTX - Texas Coast): A program available to local emergency management officials that identifies by zone the safe time remaining before decisions to evacuate a particular area are required.

**Evacuees, Spontaneous:** Persons who might leave an area in periods of intense crisis in response to a real or feared threat whether or not they are advised to do so.

**Evacuation Recommendation:** A recommendation made by a presiding official to all or part of the population to evacuate from a stricken or threatened area, considered necessary for the preservation of life or other disaster mitigation response or recovery.

**Exclusion Zone:** The area where contamination does or could occur.

**Executive Group:** The control group in the Emergency Operating Center during emergency operations. Consists of the Chief Executives (Mayor, County Judge, etc.) of the affected jurisdictions and/or their deputies.

**Exercise:** An activity designed to promote emergency preparedness; test or evaluate emergency management plans, procedures, or facilities; train personnel in emergency response duties; and demonstrate operational capability. There are three specific types of exercises:

- A. **Tabletop Exercise:** An activity in which elected and appointed officials and key agency staff are presented with simulated emergency situations without time constraints. It is usually informal, in a conference room environment, and designed to elicit constructive discussion by the participants as they attempt to examine and then resolve problems based on existing emergency operating plans. The purpose is for participants to evaluate plans and procedures and to resolve questions of coordination and assignment of responsibilities in a non-threatening format and under minimum stress.
- B. **Functional Exercise:** An activity designed to test or evaluate the capability of an individual function or complex activity within a function. It is applicable where the activity is capable of being effectively evaluated in isolation from other emergency management activity.

(Example) **A Direction and Control Functional Exercise:** An activity designed to test and evaluate the centralized emergency operations capability and timely response of one or more units of government under a stress environment. It is centered in an EOC, or interim EOC, and simulates the use of outside activity and resources.

- C. **Full-Scale Exercise:** A full-scale exercise is intended to evaluate the operational capability of emergency management systems in an interactive manner over a substantial period of time. It involves the testing of a major portion of the basic elements

existing within emergency operating plans and organizations in a stress environment. This type of exercise includes the mobilization of personnel and resources and the actual movement of emergency workers, equipment, and resources required to demonstrate coordination and response capability.

**Fallout, Radioactive:** The process or phenomenon of the fallback to the earth's surface of particles contaminated with radioactive materials from a cloud of this matter formed by a nuclear detonation. The term is also applied in a collective sense to the contaminated particulate matter itself. The early (or local) fallout is defined, somewhat arbitrarily, as those particles which reach the earth within 24 hours after a nuclear explosion. The delayed (or worldwide) fallout consists of the smaller particles which ascend into the upper troposphere and into the stratosphere and are carried by winds to all parts of the earth. The delayed fallout is brought to earth mainly by rain or snow, over extended periods ranging from months to years.

**Fallout Shelter:** A habitable structure, facility, or space--public or private--used to protect its occupants from radioactive fallout. Space is allocated at 10 square feet per person.

**FCO - Federal Coordinating Officer:** A federal official appointed by the President for each major disaster; responsible for making an initial appraisal of the types of assistance most urgently needed and by rendering federal disaster assistance as expeditiously as possible in coordination with the State coordinating office.

**FEMA - Federal Emergency Management Agency:** The Federal Agency charged with development of an Integrated Emergency Management System and with supporting Emergency Management and Disaster Assistance efforts at all levels of government.

**Fixed Facility:** A plant site where handling/transfer, processing, and/or storage of chemicals is performed.

**Full Emergency Condition:** An incident involving a severe hazard or a large area which poses an extreme threat to life and property and will probably require a large-scale evacuation; or an incident requiring the expertise or resources of county, State, federal, or private agencies/organizations.

**Governor's Authorized Representative:** The person named by the Governor in the FEMA-State Agreement to execute on behalf of the State all necessary documents for disaster assistance following the declaration of an emergency or major disaster, including certification of applications for public assistance.

**Governor's Proclamation - State of Disaster :** The Governor by executive order or proclamation may declare a state of disaster if the governor finds a disaster has occurred or that the occurrence or threat of disaster is imminent.

**Groups, Institutionalized:** Persons who reside in public and private group quarters of a varied nature rather than households. This includes hospitals, nursing homes, orphanages, colleges, universities, and correctional facilities. Residents generally lack household possessions or transportation, or require special care and custody.

**Hazard:** A situation which may result in death or injury to persons or in damage to property; includes effects of toxicity, fire, explosion, shock, concussion, fragmentation, and corrosion.

**Hazard Analysis:** In the context of HAZMAT planning, use of a simplified vapor dispersion model which looks at the movement of toxic or explosive vapors over distance at a concentration level of concern to determine whether the amount of chemical at a facility or in a transport container poses a threat to the surrounding community.

**HAZMAT - Hazardous Materials:** Chemicals which are explosive, flammable, poisonous, corrosive, reactive, or radioactive and require special care in handling because of the hazards they pose to public health and the environment.

**Hazard Mitigation Plan :** A written plan that describes coordinated, hazard mitigation planning and implementation measures to accomplish the prevention or reduction of the adverse impact of natural and man-made hazards.

**HICA/MYDP - Hazard Identification Capability Assessment/Multi-Year Development Plan:** A process implemented by the federal government in January 1985 that identifies the potential hazards that could affect a jurisdiction, the status of their capabilities to meet those hazards, and their plans for addressing identified capability shortfalls. In FY 91, HICA/MYDP will be replaced by the Capability and Hazard Identification Program (CHIP).

**High Risk Area:** Areas designated by the federal government, or locally through a Hazard Vulnerability analysis, as relatively more likely to experience the direct effects of certain natural disasters or nuclear attack.

**Host Area:** Those surrounding cities and counties that have been designated or assigned to receive residents from designated military, industrial, or population centers to reduce the vulnerability of the population to the effects of nuclear attack.

**Hurricane Study Area:** One of the State's five coastal study areas, identified in the Texas Coastal Hurricane Preparedness Program, which is a long-term study and planning project consisting of relocation (evacuation), vulnerability analysis, contingency planning, and data maintenance and update.

**IAO - Individual Assistance Officer:** A principal staff officer on the SCO staff and directly responsible to the SCO for all matters relating to individual assistance including the establishment, location, and operation of DAC's and mobile teams.

**IEMS - Integrated Emergency Management System:** A concept that applies mitigation, preparedness, response, and recovery activities to all hazards in a local/State/federal partnership.

**"In-Place" Planning:** See CSP.

**Inquiry Center (Local):** A location separated from the Emergency Operating Center where information requests from the public can be handled. Special disaster information telephone numbers are published relieving pressure on the Emergency Response System. This term is synonymous with "Rumor Control."

**IRR - Increased Readiness Reporting:** A reporting system outlined in FEMA CPG 2-10 series which would provide information concerning actions taken by local and state governments to increase readiness during periods of increased international tension, as well as public response to the crisis.

**JIC - Joint Information Center:** A location established to coordinate disaster-related information between agencies involved prior to release to the media.

**Key Personnel:** Those officials of local government and other agencies and organizations who have primary functional responsibilities.

**Key Worker:** An individual whose skills or services are required to continue operation of vital facilities and activities that will provide goods and services to the relocated population and host county residents, or ensure continuance of the nation's production capabilities and preservation of the economic system.

**Level of Concern:** The concentration of an extremely hazardous substance in the air above which there may be serious immediate health effects to anyone exposed to it for short periods of time.

**Liaison Team:** A group of High Risk Area key personnel whose function is to coordinate Risk Area operations with Host Area officials.

**Lodging Facilities:** Public or private buildings in designated reception areas that may be used to lodge and care for evacuees. Generally, assigned space is approximately 40 square feet per person. The facility may or may not meet criteria for designation as a protective or fallout shelter.

**Major Disaster:** A major disaster means any natural catastrophe (including hurricane, tornado, storm, flood, high water, winddriven water, tidal water, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought) or regardless of cause, any fire, flood, or explosion, in any part of the United States or its territories which, in the determination of the President, causes damage of sufficient severity and magnitude to warrant major disaster assistance under Public Law 93-288 as amended by P.L. 100-700, to supplement the efforts and available resources of states, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.

**MCD - Minor Civil Division:** Those component parts of counties that have been used traditionally for the presentation of statistics. They represent political or administrative subdivisions of the states and may be townships, precincts, districts, independent municipalities, etc.

**Mobile Assistance Team:** Personnel from federal, state, local, and private relief agencies which conduct meetings throughout an affected area to immediately aid victims or refer victims to where assistance may be available.

**Mutual-Aid Agreements:** Arrangements between organizations, either public or private, for reciprocal aid and assistance in case of disasters too great to be dealt with unassisted.

**NAWAS - National Warning System:** A nationwide, dedicated telephone hotline warning system. This system operates on the federal, state, and local levels. This system is used for attack and actual emergency warning.

**NCP - Nuclear Civil Protection:** A planning effort designed to provide protection of the population through one or a combination of the following options: 1) in-place at or near their places of residence or work; and 2) orderly relocation of people from areas of potentially high risk from the direct effects of nuclear weapons to areas at lower risk. Under IEMS, former NCP planning is included under the umbrella of Population Protection Planning.

**NSS - National Shelter Survey:** Computer listings of facilities which provide protection from radioactive fallout.

**On-scene Command Post:** Facility at a safe distance from an accident site where the incident commander, responders, and technical representatives can make response decisions, deploy manpower and equipment, maintain liaison with the media and handle communications.

**Operations Planning:** The process of determining the need for application of resources and determining the methods of obtaining and committing these resources to fill the operational needs.

**Overpressure:** The transient pressure, usually expressed in pounds per square inch, exceeding the ambient pressure, manifested in the shock (or blast) wave from an explosion. The variation of the overpressure with time depends on the energy yield of the explosion, the distance from the point of burst, and the medium in which the weapon detonated. The peak overpressure is the maximum value of the overpressure at a given location and is generally experienced at the instant the shock (or blast) wave reaches the location.

**PF - Protection Factor (Nuclear Attack):** Ratio of outside radiation to that experienced inside a fallout shelter; i.e., a person inside a PF 40 Shelter would receive only 1/40th of the radiation that exists outside the shelter.

**Plume:** A vapor-cloud formation associated with HAZMAT which has shape and buoyancy.

**PPP - Population Protection Planning:** A process which provides for the development, exercising, maintenance, and improvement of plans to cope with the effects of natural disasters, technological hazards, and nuclear attack.

**RAC - Reception and Care Survey:** A listing of facilities which have a capability to lodge and feed evacuees.

**Presidential Emergency Declaration:** Any occasion or instance for which, in the determination of the President, Federal assistance is needed to supplement State and local efforts and capabilities to save lives and protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States.

**Presidential Major Disaster Declaration:** Is issued when, in the determination of the President, a major disaster causes damage of sufficient severity and magnitude to warrant federal assistance under P.L. 93-288, as amended by P.L. 100-707, to supplement recovery efforts and available resources of State and local governments and other relief organizations.

**Probability:** The likelihood an event will occur.

**Protective Shelter:** Any shelter with the capability to protect individuals, animals, or equipment from the effects of hazards such as tornadoes, blast, fire, initial radiation, and fallout. Some additional terms associated with protective shelters are:

- A. **Expedient Shelter:** Any shelter constructed in an emergency or crisis period on a crash basis by government, individuals, or single families.
- B. **Fallout Shelter:** A habitable structure, facility, or space used to protect its occupants from radioactive fallout. Criteria

include a protection factor of 40PF or greater, a minimum of 10 square feet of floor space per person, and at least 3 cubic feet of fresh air per minute per person when capacity is based on minimum space requirements. In unventilated underground space, 500 cubic feet of space per person is required.

- C. Upgradable Shelter: Shelter space obtained by taking actions to improve fallout protection in existing facilities and spaces; usually accomplished by adding mass overhead and to walls through use of earth and other materials to establish a protection factor of 40PF or better.

**RACES - Radio Amateur Civil Emergency Services**: The FCC radio communication service providing authority for emergency management agencies to utilize amateur radio frequencies to supplement these agencies' normal communications in an emergency or disaster. Amateur operators supporting these agencies within this radio service must be certified by the emergency management agency they support as being a part of that agency.

**Radiological Emergency**: A radiological/nuclear incident which requires immediate action to save lives, to protect public health, to preserve property, or to reduce or avoid an increase in the threat resulting from the incident.

**Radiological Monitoring**: The use of detection equipment to determine the levels of radiation or the presence and concentration of radioactive contamination to include the planning and data collection necessary to the task.

**Radiological Protection**: The organized effort, through warning, detection, and preventive or remedial measures, to minimize the effect of nuclear radiation on people and resources.

**Reception Area**: A specified area designated for reception and care of evacuees that is unaffected by the disaster or hazard, or in the case of possible nuclear attack, is relatively unlikely to experience direct weapons effects (blast of 2 PSI or more, heat, and initial nuclear radiation).

**REM - Roentgen Equivalent Man**: A special equivalent or radiation-dose equivalent.

**Roentgen**: The unit of exposure from X or Gamma rays.

**Resources List**: A current list of all resources (equipment, personnel, supplies) which can be used by emergency services in response to local disasters/emergencies.

**SCO - State Coordinating Officer**: The person designated by the Governor to serve as the on-scene representative for the Division of Emergency Management and to work in concert with the Federal Coordinating Officer in administering State and Federal assistance to disaster victims.

**Shelter Manager**: A pre-trained individual selected by the local coordinator to provide for internal organization, administration, and operation of a shelter facility.

**SOP - Standing Operating Procedures**: A ready and continuous reference to those procedures which are unique to a situation and which are used for accomplishing specialized functions.

**Special Populations:** Concentrations of people in one area or building for a special purpose or in certain circumstances (e.g., deaf, handicapped, homebound persons; schools, hospitals, nursing homes, orphanages, shopping centers; etc.)

**Staging Area (SA):** A pre-selected location having large parking areas and cover for equipment, vehicle operators, and other personnel such as a major shopping area, schools, etc. The SA provides a base for coordinated emergency operations, assembly of persons to be moved by public transportation to reception jurisdictions, a rally point for mutual aid, or a debarking area for returning evacuees.

**State of Disaster:** An executive order or proclamation that describes the nature of the disaster, designates the area threatened and the conditions that have brought about the State of Disaster, and date of termination.

**State Emergency Management Council:** Representatives of each department and agency of State government whose legal function relates to important phases of emergency management; composed of 27 state agencies, boards, commissions and one volunteer relief agency.

**State Emergency Management Plan:** State plan which is designated specifically for State-level response to emergencies or major disasters and which sets forth actions to be taken by the State and local governments, including those for implementing federal disaster assistance.

**State Radiation Team/Radiological Monitoring Team:** Response team dispatched to the site of a radiological incident by the Bureau of Radiation Control, Texas Department of Health. This team or teams may be augmented by emergency management radiological monitoring resources, to include aerial monitoring, if requested by the Department of Health. At the incident scene, all radiation control capabilities are coordinated by the Department of Health which also furnishes technical guidance and other services to local governments.

**TLETS - Texas Law Enforcement Telecommunication Systems:** An electronic message-switching system network providing land-line, teletype communications to federal, State, and local law enforcement agencies within Texas.

**Traffic Control Points:** Places along evacuation routes that are manned by law enforcement officials to direct and control movement to and from the area being evacuated.

**Triage:** A system of assigning priorities of medical treatment to the injured and/or ill on the basis of urgency, chance of survival, etc.

**Vulnerability (or Risk):** The degree to which people, property, the environment, or social and economic activity--in short, all elements-at-risk--are susceptible to injury, damage, disruption, or loss of life.

**Vulnerable Zone:** An area over which the airborne concentration of a chemical involved in an accidental release could reach the level of concern.

**PART V**

**OTHER SAMPLE DOCUMENTS**



DEM - 147

The most current version of the Letter of Appointment for an Emergency Management Coordinator (DEM-147) may be obtained from the Regional Liaison Officer.

S A M P L E

ORDINANCE NO. \_\_\_\_\_

AN ORDINANCE ESTABLISHING A PROGRAM INCLUDING MITIGATION, PREPAREDNESS, RESPONSE AND RECOVERY PHASES OF COMPREHENSIVE EMERGENCY MANAGEMENT; ACKNOWLEDGING THE OFFICE OF EMERGENCY MANAGEMENT DIRECTOR; AUTHORIZING THE APPOINTMENT OF AN EMERGENCY MANAGEMENT COORDINATOR; AND PROVIDING FOR THE DUTIES AND RESPONSIBILITIES OF THOSE OFFICES; IDENTIFYING AN OPERATIONAL ORGANIZATION; GRANTING NECESSARY POWERS TO COPE WITH ALL PHASES OF EMERGENCY MANAGEMENT WHICH THREATEN LIFE AND PROPERTY IN THE CITY OF \_\_\_\_\_; AUTHORIZING COOPERATIVE AND MUTUAL AID AGREEMENTS FOR RELIEF WORK BETWEEN THIS AND OTHER CITIES OR COUNTIES AND FOR RELATED PURPOSES; PROHIBITING UNAUTHORIZED WARNING AND ALL-CLEAR SIGNALS AND MAKING VIOLATIONS A MISDEMEANOR PUNISHABLE BY FINE NOT TO EXCEED \$ \_\_\_\_\_.

WHEREAS, the City Council of the City of \_\_\_\_\_ finds that the identification of potential hazards and the prevention or mitigation of their effects must be an on-going concern of the City if the lives and property of the populace are to be protected; and

WHEREAS, the City Council hereby declares that the preparation of a Comprehensive Emergency Management plan, and the means for its implementation, for the protection of lives and property in the City of \_\_\_\_\_ from natural or man-caused disasters or threat thereof is immediately essential; and

WHEREAS, the City Council further finds that in times of disasters which may imperil the safety of the inhabitants of the City, or their property, it becomes necessary to effectuate and place into operation the preconceived plans and preparations with a minimum of delay; and

WHEREAS, the City Council finds, therefore, that the preparation, and implementation of such plans are now imperative; BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF \_\_\_\_\_:

**Section 1. ORGANIZATION**

There exists the office of Emergency Management Director of the City of \_\_\_\_\_, which shall be held by the Mayor in accordance with State law.

- (a) An Emergency Management Coordinator may be appointed by and serve at the pleasure of the Director;
- (b) The Director shall be responsible for a program of comprehensive emergency management within the City and for carrying out the duties and responsibilities set forth in this ordinance. He/she may delegate authority for execution of these duties to the Coordinator, but ultimate responsibility for such execution shall remain with the Director.

- (c) The operational Emergency Management organization of the City of \_\_\_\_\_ shall consist of the officers and employees of the City so designated by the Director in the emergency management plan, as well as organized volunteer groups. The functions and duties of this organization shall be distributed among such officers and employees in accordance with the terms of the emergency management plan.

## **Section 2. EMERGENCY MANAGEMENT DIRECTOR - POWERS AND DUTIES**

The duties and responsibilities of the Emergency Management Director shall include the following:

- (a) Conduct an on-going survey of actual or potential hazards which threaten life and property within the City and an on-going program of identifying and requiring or recommending the implementation of measures which would tend to prevent the occurrence or reduce the impact of such hazards if a disaster did occur.
- (b) Supervision of the development and approval of an emergency management plan for the City of \_\_\_\_\_, and shall recommend for adoption by the City Council all mutual aid arrangements deemed necessary for the implementation of such plan.
- (c) Authority to declare a local state of disaster. The declaration may not be continued or renewed for a period in excess of 7 days except by or with the consent of the City Council. Any order or proclamation declaring, continuing, or terminating a local state of disaster shall be given prompt and general publicity and shall be filed promptly with the City Secretary.
- (d) Issuance of necessary proclamations, regulations, or directives which are necessary for carrying out the purposes of this ordinance. Such proclamations, regulations, or directives shall be disseminated promptly by means calculated to bring its contents to the attention of the general public and, unless circumstances attendant on the disaster prevent or impede, promptly filed with the City Secretary.
- (e) Direction and control of the operations of the \_\_\_\_\_ Emergency Management organization as well as the training of Emergency Management personnel.
- (f) Determination of all questions of authority and responsibility that may arise within the Emergency Management organization of the City.
- (g) Maintenance of liaison with other municipal, County, District, State, regional or federal Emergency Management organizations.
- (h) Marshaling of all necessary personnel, equipment, or supplies from any department of the City to aid in the carrying out of the provisions of the emergency management plan.

- (i) Supervision of the drafting and execution of mutual aid agreements, in cooperation with the representatives of the State and of other local political subdivisions of the State, and the drafting and execution, if deemed desirable, of an agreement with the county in which said City is located and with other municipalities within the County, for the County-wide coordination of Emergency Management efforts.
- (j) Supervision of, and final authorization for the procurement of all necessary supplies and equipment, including acceptance of private contributions which may be offered for the purpose of improving Emergency Management within the City.
- (k) Authorizing of agreements, after approval by the City Attorney, for use of private property for public shelter and other purposes.
- (l) Survey of the availability of existing personnel, equipment, supplies, and services which could be used during a disaster, as provided for herein.
- (m) Other requirements as specified in the Texas Disaster Act of 1975, Vernon's Texas Codes Annotated, Government Code Chapter 418.

### **Section 3. EMERGENCY MANAGEMENT PLAN**

A comprehensive Emergency Management Plan shall be developed and maintained in a current state. The plan shall set forth the form of the organization; establish and designate divisions and functions; assign responsibilities, tasks, duties, and powers; and designate officers and employees to carry out the provisions of this ordinance. As provided by State law, the plan shall follow the standards and criteria established by the State Division of Emergency Management of the State of Texas. Insofar as possible, the form of organization, titles, and terminology shall conform to the recommendations of the State Division of Emergency Management. When approved, it shall be the duty of all departments and agencies to perform the functions assigned by the plan and to maintain their portion of the plan in a current state of readiness at all times. The emergency management plan shall be considered supplementary to this ordinance and have the effect of law during the time of a disaster.

### **Section 4. INTERJURISDICTIONAL PROGRAM**

The Mayor is hereby authorized to join with the County Judge of the County of \_\_\_\_\_ and the mayors of the other cities in said County in the formation of an interjurisdictional emergency management program for the County of \_\_\_\_\_, and shall have the authority to cooperate in the preparation of an interjurisdictional emergency management plan and in the appointment of a joint Emergency Management Coordinator, as well as all powers necessary to participate in a County-wide program of emergency management insofar as said program may affect the City of \_\_\_\_\_.

### **Section 5. OVERRIDE**

At all times when the orders, rules, and regulations made and promulgated pursuant to this ordinance shall be in effect, they shall supersede and override all existing ordinances, orders, rules, and regulations insofar as the latter may be inconsistent therewith.

### **Section 6. LIABILITY**

This ordinance is an exercise by the City of its governmental functions for the protection of the public peace, health, and safety and neither the City of \_\_\_\_\_, the agents and representatives of said City, nor any individual, receiver, firm, partnership, corporation, association, or trustee, nor any of the agents thereof, in good faith carrying out, complying with or attempting to comply with, any order, rule, or regulation promulgated pursuant to the provisions of this ordinance shall be liable for any damage sustained to persons as the result of said activity. Any person owning or controlling real estate or other premises who voluntarily and without compensation grants to the City of \_\_\_\_\_ a license of privilege, or otherwise permits the City to inspect, designate, and use the whole or any part or parts of such real estate or premises for the purpose of sheltering persons during an actual, impending, or practice enemy attack or natural or man-made disaster shall, together with his successors in interest, if any, not be civilly liable for the death of, or injury to, any person on or about such real estate or premises under such license, privilege or other permission or for loss of, or damage to, the property of such person.

### **Section 7. COMMITMENT OF FUNDS**

No person shall have the right to expend any public funds of the City in carrying out any Emergency Management activity authorized by this ordinance without prior approval by the City Council, nor shall any person have any right to bind the City by contract, agreement, or otherwise without prior and specific approval of the City Council unless during a declared disaster. During a declared disaster, the Mayor may expend and/or commit public funds of the City when deemed prudent and necessary for the protection of health, life, or property.

### **Section 8. OFFENSES; PENALTIES**

- (a) It shall be unlawful for any person willfully to obstruct, hinder, or delay any member of the Emergency Management organization in the enforcement of any rule or regulation issued pursuant to this ordinance.
- (b) It shall likewise be unlawful for any person to wear, carry, or display any emblem, insignia, or any other means of identification as a member of the Emergency Management organization of the City of \_\_\_\_\_, unless authority to do so has been granted to such person by the proper officials.

- (c) Any unauthorized person who shall operate a siren or other device so as to simulate a warning signal, or the termination of a warning, shall be deemed guilty of a violation of this ordinance and shall be subject to the penalties imposed by this ordinance.
- (d) Convictions for violations of the provisions of this ordinance shall be punishable by fine not to exceed \_\_\_\_\_ dollars (\$\_\_\_\_\_).

**Section 9. SEVERABILITY**

If any portion of this ordinance shall, for any reason, be declared invalid such, invalidity shall not affect the remaining provisions thereof.

**Section 10. LIMITATIONS**

This ordinance shall not be construed so as to conflict with any State or Federal statute or with any military or naval order, rule, or regulation.

**Section 11. REPEALER**

All ordinances, parts of ordinances, or resolutions in conflict herewith are expressly repealed.

READ AND APPROVED on first reading this the \_\_\_\_\_ day of \_\_\_\_\_, 19\_\_\_\_.

READ, APPROVED AND ADOPTED on second reading this the \_\_\_\_\_ day of \_\_\_\_\_, 19\_\_\_\_.

\_\_\_\_\_  
 City of \_\_\_\_\_, Mayor  
 \_\_\_\_\_, Texas

ATTEST:

\_\_\_\_\_  
 \_\_\_\_\_, City Secretary

S A M P L E

COMMISSIONERS COURT ORDER NO. \_\_\_\_\_

BY THE COMMISSIONERS COURT OF \_\_\_\_\_ COUNTY, TEXAS, ESTABLISHING A PROGRAM INCLUDING MITIGATION, PREPAREDNESS, RESPONSE AND RECOVERY PHASES OF COMPREHENSIVE EMERGENCY MANAGEMENT; ACKNOWLEDGING THE OFFICE OF EMERGENCY MANAGEMENT DIRECTOR; AUTHORIZING THE APPOINTMENT OF AN EMERGENCY MANAGEMENT COORDINATOR; AND PROVIDING FOR THE DUTIES AND RESPONSIBILITIES OF THOSE OFFICES; IDENTIFYING AN OPERATIONAL ORGANIZATION; GRANTING NECESSARY POWERS TO COPE WITH ALL PHASES OF EMERGENCY MANAGEMENT WHICH THREATEN LIFE AND PROPERTY IN THE COUNTY OF \_\_\_\_\_; AUTHORIZING COOPERATIVE AND MUTUAL AID AGREEMENTS FOR RELIEF WORK BETWEEN THIS AND OTHER CITIES OR COUNTIES AND FOR RELATED PURPOSES; PROHIBITING UNAUTHORIZED WARNING AND ALL-CLEAR SIGNALS AND MAKING VIOLATIONS A MISDEMEANOR PUNISHABLE BY FINE NOT TO EXCEED \$ \_\_\_\_\_.

WHEREAS, the Commissioners Court of the County of \_\_\_\_\_ finds that the identification of potential hazards and the prevention or mitigation of their effects must be an on-going concern of the County if the lives and property of the populace are to be protected; and

WHEREAS, the Commissioners Court declares that the preparation of a Comprehensive Emergency Management plan, and the means for its implementation, for the protection of lives and property in the County of \_\_\_\_\_ from natural or man-caused disasters or threat thereof is immediately essential; and

WHEREAS, the Commissioners Court further finds that in times of disasters which may imperil the safety of the inhabitants of the County, or their property, it becomes necessary to effectuate and place into operation the preconceived plans and preparations with a minimum of delay; and

WHEREAS, the Commissioners Court finds, therefore, that the preparation, and implementation of such plans are now imperative; BE IT ORDERED, ADJUDGED AND DECREED BY THE COMMISSIONERS COURT OF \_\_\_\_\_ COUNTY, TEXAS:

**Section 1. ORGANIZATION**

There exists the office of Emergency Management Director of the County of \_\_\_\_\_, which shall be held by the County Judge in accordance with state law.

- (a) An Emergency Management Coordinator may be appointed by and serve at the pleasure of the Director;
- (b) The Director shall be responsible for a program of comprehensive emergency management within the county and for carrying out the duties and responsibilities set forth in this court order. He/she may delegate authority for execution of these duties to the Coordinator, but ultimate responsibility for such execution shall remain with the Director.

- (c) The operational Emergency Management organization of the County of \_\_\_\_\_ shall consist of the officers and employees of the County so designated by the Director in the emergency management plan, as well as organized volunteer groups. The functions and duties of this organization shall be distributed among such officers and employees in accordance with the terms of the emergency management plan.

## Section 2. EMERGENCY MANAGEMENT DIRECTOR - POWERS AND DUTIES

The duties and responsibilities of the Emergency Management Director shall include the following:

- (a) Conduct an on-going survey of actual or potential hazards which threaten life and property within the county and an on-going program of identifying and requiring or recommending the implementation of measures which would tend to prevent the occurrence or reduce the impact of such hazards if a disaster did occur.
- (b) Supervision of the development and approval of an emergency management plan for the County of \_\_\_\_\_, and shall recommend for adoption by the Commissioners Court all mutual aid arrangements deemed necessary for the implementation of such plan.
- (c) Authority to declare a local state of disaster. The declaration may not be continued or renewed for a period in excess of 7 days except by or with the consent of the Commissioners Court. Any order or proclamation declaring, continuing, or terminating a local state of disaster shall be given prompt and general publicity and shall be filed promptly with the County Clerk.
- (d) Issuance of necessary proclamations, regulations or directives which are necessary for carrying out the purposes of this Court Order. Such proclamations, regulations, or directives shall be disseminated promptly by means calculated to bring its contents to the attention of the general public and, unless circumstances attendant on the disaster prevent or impede, promptly filed with the County Clerk.
- (e) Direction and control of the operations of the \_\_\_\_\_ County Emergency Management organization as well as the training of Emergency Management personnel.
- (f) Determination of all questions of authority and responsibility that may arise within the Emergency Management organization of the County.
- (g) Maintenance of liaison with other municipal, county, district, state, regional or federal, Emergency Management organizations.
- (h) Marshaling of all necessary personnel, equipment or supplies from any department of the County to aid in the carrying out of the provisions of the emergency management plan.



- (i) Supervision of the drafting and execution of mutual aid agreements, in cooperation with the representatives of the state and of other local political subdivisions of the state, and the drafting and execution, if deemed desirable, of an agreement with the cities located in \_\_\_\_\_ County for the county-wide coordination of Emergency Management efforts.
- (j) Supervision of, and final authorization for the procurement of all necessary supplies and equipment, including acceptance of private contributions which may be offered for the purpose of improving Emergency Management within the County.
- (k) Authorizing of agreements, after approval by the County Attorney, for use of private property for public shelter and other purposes.
- (l) Survey of the availability of existing personnel, equipment, supplies and services which could be used during a disaster, as provided for herein.
- (m) Other requirements as specified in the Texas Disaster Act of 1975, Vernon's Texas Codes Annotated, Government Code Chapter 418.

### **Section 3. EMERGENCY MANAGEMENT PLAN**

A comprehensive Emergency Management Plan shall be developed and maintained in a current state. The plan shall set forth the form of the organization, establish and designate divisions and functions, assign responsibilities, tasks, duties, and powers, and designate officers and employees to carry out the provisions of this order. As provided by state law, the plan shall follow the standards and criteria established by the State Division of Emergency Management of the State of Texas. Insofar as possible, the form of organization, titles and terminology shall conform to the recommendations of the State Division of Emergency Management. When approved, it shall be the duty of all departments and agencies to perform the functions assigned by the plan and to maintain their portion of the plan in a current state of readiness at all times. The emergency management plan shall be considered supplementary to this order and have the effect of law during the time of a disaster.

### **Section 4. INTERJURISDICTIONAL PROGRAM**

The County Judge is hereby authorized to join with the mayors of the cities in \_\_\_\_\_ County in the formation of an interjurisdictional emergency management program for \_\_\_\_\_ and shall have the authority to cooperate in the preparation of an interjurisdictional emergency management plan and in the appointment of a joint Emergency Management Coordinator, as well as all powers necessary to participate in a county-wide program of emergency management insofar as said program may affect the County of \_\_\_\_\_.

### **Section 5. OVERRIDE**

At all times when the orders, rules, and regulations made and promulgated pursuant to this order shall be in effect, they shall supersede and override all existing ordinances, orders, rules, and regulations insofar as the latter may be inconsistent therewith.

## Section 6. LIABILITY

This order is an exercise by the County of its governmental functions for the protection of the public peace, health, and safety and neither the County of \_\_\_\_\_, the agents and representatives of said County, nor any individual, receiver, firm, partnership, corporation, association, or trustee, nor any of the agents thereof, in good faith carrying out, complying with or attempting to comply with, any order, rule, or regulation promulgated pursuant to the provisions of this order shall be liable for any damage sustained to persons as the result of said activity. Any person owning or controlling real estate or other premises who voluntarily and without compensation grants to the County of \_\_\_\_\_ a license of privilege, or otherwise permits the County to inspect, designate and use the whole or any part or parts of such real estate or premises for the purpose of sheltering persons during an actual, impending or practice enemy attack or natural or man-made disaster shall, together with his successors in interest, if any, not be civilly liable for the death of, or injury to, any person on or about such real estate or premises under such license, privilege or other permission or for loss of, or damage to, the property of such person.

## Section 7. COMMITMENT OF FUNDS

No person shall have the right to expend any public funds of the County in carrying out any Emergency Management activity authorized by this order without prior approval by the Commissioners Court, nor shall any person have any right to bind the County by contract, agreement or otherwise without prior and specific approval of the Commissioners Court unless during a declared disaster. During a declared disaster, the County Judge may expend and/or commit public funds of the County when deemed prudent and necessary for the protection of health, life, or property.

## Section 8. OFFENSES; PENALTIES

- (a) It shall be unlawful for any person willfully to obstruct, hinder, or delay any member of the Emergency Management organization in the enforcement of any rule or regulation issued pursuant to this order.
- (b) It shall likewise be unlawful for any person to wear, carry or display any emblem, insignia or any other means of identification as a member of the Emergency Management organization of the County of \_\_\_\_\_, unless authority to do so has been granted to such person by the proper officials.
- (c) Any unauthorized person who shall operate a siren or other device so as to simulate a warning signal, or the termination of a warning, shall be deemed guilty of a violation of this order and shall be subject to the penalties imposed by this order.
- (d) Convictions for violations of the provisions of this order shall be punishable by fine not to exceed \_\_\_\_\_ dollars (\$\_\_\_\_\_).

**Section 9. SEVERABILITY**

If any portion of this order shall, for any reason, be declared invalid such, invalidity shall not affect the remaining provisions thereof.

**Section 10. LIMITATIONS**

This order shall not be construed so as to conflict with any State or Federal statute or with any military or naval order, rule, or regulation.

**Section 11. REPEALER**

All orders, parts of orders, or resolutions in conflict herewith are expressly repealed.

READ AND APPROVED on first reading this the \_\_\_\_\_ day of \_\_\_\_\_, 19\_\_.

READ, APPROVED AND ADOPTED on second reading this the \_\_\_\_\_ day of \_\_\_\_\_, 19\_\_.

\_\_\_\_\_  
County of \_\_\_\_\_, County Judge  
\_\_\_\_\_, Texas

\_\_\_\_\_  
, Commissioner, Precinct One

\_\_\_\_\_  
, Commissioner, Precinct Two

\_\_\_\_\_  
, Commissioner, Precinct Three

\_\_\_\_\_  
, Commissioner, Precinct Four

ATTEST:

\_\_\_\_\_  
, County Clerk

S A M P L E

JOINT RESOLUTION

WHEREAS, the Cities of \_\_\_\_\_ by City Ordinance No. \_\_\_\_, and \_\_\_\_\_ County by Commissioners Court Order dated \_\_\_\_\_, have established similar programs of comprehensive emergency management which includes the mitigation, preparedness response and recovery phases of emergency management; and

WHEREAS, the Cities and County find that vulnerability to many potential hazards is shared by residents of \_\_\_\_\_ and the unincorporated portions of \_\_\_\_\_ County; and

WHEREAS, the Cities and County further finds that the common goal of emergency management can best be achieved through an organization which shares the combined resources of the City and the County; and

WHEREAS, the contemplated action is specifically authorized by the aforementioned Ordinance and Court Order;

THEREFORE, BE IT RESOLVED that there is hereby established the \_\_\_\_\_ County Emergency Management organization which shall consist of the officers and employees of the City and of the County as designated in a interjurisdictional emergency management plan, together with such organized volunteer groups as that plan may specify; and

BE IT FURTHER RESOLVED that the Mayor of \_\_\_\_\_ and the \_\_\_\_\_ County Judge shall mutually appoint an Emergency Management Coordinator to coordinate all aspects of the \_\_\_\_\_ / \_\_\_\_\_ County program of comprehensive emergency management, including the preparation and maintenance of a interjurisdictional emergency management plan for \_\_\_\_\_ and \_\_\_\_\_ County in accordance ;with this resolution.

RESOLVED this the \_\_\_\_\_ day of \_\_\_\_\_, 19 \_\_.

\_\_\_\_\_  
Mayor, City of

\_\_\_\_\_  
County Judge, \_\_\_\_\_ County

\_\_\_\_\_  
Mayor, City of

\_\_\_\_\_  
Mayor, City of

ATTEST:

\_\_\_\_\_  
City Secretary

\_\_\_\_\_  
County Clerk

# S A M P L E

## MUTUAL AID AGREEMENT

The contracting cities and counties solemnly agree:

### SECTION 1. PURPOSE

The purpose of this agreement is to provide mutual aid among the cities and counties in meeting any emergency or disaster from enemy attack or other cause, natural or otherwise. This agreement is made pursuant to the Interlocal Cooperation Act, Vernon's Texas Civil Statutes, Article 4413 (32c), and Vernon's Texas Codes Annotated, Government Code Chapter 418, commonly referred to as the Texas Disaster Act of 1975. This agreement recognizes that the prompt, full and effective utilization of the resources of the respective cities and counties is essential to the safety, care and welfare of the people thereof in the event of a major emergency or disaster. The Directors or Coordinators of Emergency Management of all party cities and counties shall constitute a committee to formulate plans and take all necessary steps for the implementation of this agreement. Such planning shall incorporate the use of resources, including personnel, equipment, and supplies necessary to provide mutual aid.

### SECTION 2. RESPONSIBILITIES

It shall be the duty of each party city or county to formulate emergency management plans and programs for application within such city or county. There shall be frequent consultation between the representatives of the cities and counties with the State of Texas and the free exchange of information and services. In carrying out such emergency management plans and programs, the party cities and counties shall, so far as possible, provide and follow uniform standards, practices and rules and regulations including:

- (a) Warnings and signals for exercises or disasters and the mechanical devices to be used in connection therewith;
- (b) Shutting off water mains, gas mains, electric power connections and the suspension of all other utility services;
- (c) Selection of all materials or equipment used or to be used for emergency management purposes to assure that such materials and equipment will be easily and freely interchangeable when used in or by any other party city or county;
- (d) The conduct of civilians and the movement and cessation of movement of pedestrians and vehicular traffic, prior, during and subsequent to exercises or disasters.
- (e) The safety of public meetings or gatherings.

Any party city or county requested to render mutual aid shall take such action as is necessary to provide and make available the resources covered by this agreement in accordance with the terms hereof; provided that it is understood that the city or county rendering aid may withhold

resources to the extent necessary to provide reasonable protection for such city or county. Each party city or county while operating within its city or county limits under the terms and conditions of this agreement, the same powers (except that of arrest unless specifically authorized by the receiving city or county), duties, rights, privileges and immunities as if they were performing their duties in the city or county in which normally employed or rendering services. Emergency management forces will continue under the command and control of their regular leaders, but the organizational units will come under the operational control of the emergency management authorities of the city or county receiving assistance.

All requests for mutual aid under this agreement shall be made through the State Disaster District organization and that organization will serve as a channel through which outside aid will be dispatched.

### **SECTION 3. LIABILITY**

No party city or county or its officers or employees rendering aid in another city or county pursuant to this agreement shall be liable on account of any act or omission in good faith on the part of such forces while so engaged, or on account of the maintenance or use of any equipment or supplies in connection therewith.

### **SECTION 4. SUPPLEMENTARY AGREEMENTS**

Inasmuch as it is probable that the pattern and detail of the arrangements for mutual aid among two (2) or more cities or counties may differ from that appropriate among other cities or counties party hereto, this instrument contains elements of a broad base common to all cities and counties, and nothing herein contained shall preclude any city or county from entering into supplementary agreements with another city or county or cities or counties. Such supplementary agreements may comprehend, but shall not be limited to, provisions for evacuation and reception of injured and other persons, and the exchange of medical care, fire, police, public utility, reconnaissance, welfare, transportation and communications personnel, equipment and supplies.

### **SECTION 5. COMPENSATION**

Each party city or county shall provide for the payment of compensation and death benefits to injured members of the emergency management forces of that city or county and the representatives of deceased members of such forces in case such members sustain injuries or are killed while rendering aid pursuant to this agreement, in the same manner and on the same terms as if the injury or death were sustained within such city or county.

### **SECTION 6. FINANCE**

Any party city or county rendering aid in another city or county pursuant to this agreement shall be reimbursed by the party city or county receiving such aid for any loss or damage to, or expense incurred in the operation of any equipment answering a request for aid, and for the cost incurred in connection with such requests; provided, that any aiding party

city or county may assume in whole or in part such loss damage expense, or other cost, and provided further that any two (2) or more party cities or counties may enter into supplementary agreements establishing a different allocation of costs as among those cities or counties.

**SECTION 7. SEVERABILITY**

This agreement shall continue in force and remain binding on each party city and county until the City Council or Commissioners' Court of such party city or county takes action to withdraw therefrom. Such action shall not be effective until 90 days after notice thereof has been sent by the Emergency Management Director of the party city or county desiring to withdraw to the Emergency Management Director of all other party cities or counties.

This agreement shall be construed to effectuate the purpose stated in Section 1, hereof. If any provision of this agreement is declared unconstitutional, or the applicability thereof to any persons or circumstances is held invalid, the constitutionality of the remainder of the agreement and the applicability thereof to other persons and circumstances shall not be affected thereby.

**SECTION 8. APPLICABILITY**

This agreement shall become operative immediately upon its approval by any city or county as between it and any other city or county or cities or counties so ratifying. Duly authenticated copies of this agreement and of such supplementary agreements as may be entered into shall, at the time of their approval, be deposited with each of the party cities and counties and with the Division of Emergency Management and other appropriate agencies of the State of Texas.

This agreement shall become binding and obligatory when it shall have been signed by the Mayor and/or County Judge of the respective cities and counties enumerated in this agreement; when it shall have been approved by the City Council and/or Commissioners' Court of each city or county.

\_\_\_\_\_  
Mayor

\_\_\_\_\_  
County Judge

City of \_\_\_\_\_

\_\_\_\_\_ County

Date \_\_\_\_\_

Date \_\_\_\_\_

S A M P L E

DECLARATION OF LOCAL DISASTER (CITY)

WHEREAS, the City of \_\_\_\_\_ on the \_\_\_\_\_ day of \_\_\_\_\_, 199\_, has suffered widespread or severe damage, injury, or loss of life or property (or there is imminent threat of same) resulting from \_\_\_\_\_

and

WHEREAS, the mayor of the City of \_\_\_\_\_ has determined that extraordinary measures must be taken to alleviate the suffering of people and to protect or rehabilitate property;

NOW, THEREFORE, BE IT PROCLAIMED BY THE MAYOR OF THE CITY OF \_\_\_\_\_:

Section 1. That a state of disaster is declared for the City of \_\_\_\_\_.

Section 2. That the City's Emergency Management Plan has been implemented.

Section 3. Whereas Section 418.108 of the Texas Disaster Act of 1975, as amended, Vernon's Texas Codes Annotated, Government Code Chapter 418, provides that the state of disaster shall continue for a period of not more than seven days of the date hereof, unless the same is continued by consent of the City Council of the City of \_\_\_\_\_, Texas.

Section 4. That this proclamation shall take effect immediately from and after its issuance.

ORDERED this the \_\_\_\_\_ day of \_\_\_\_\_, 199\_.

\_\_\_\_\_  
Mayor, City of \_\_\_\_\_, Texas

ATTEST:

\_\_\_\_\_  
City Secretary



S A M P L E

CITY ORDINANCE NO. \_\_\_\_\_

WHEREAS, on \_\_\_\_\_, the Mayor issued a proclamation declaring a state of disaster for the City of \_\_\_\_\_ resulting from \_\_\_\_\_  
\_\_\_\_\_;

WHEREAS, the conditions necessitating declaration of a state of disaster continue to exist; and

WHEREAS, Section 418.108 of the Texas Disaster Act of 1975, as amended, Vernon's Texas Codes Annotated, Government Code Chapter 418, provides that local state of disaster may not be continued for a period in excess of seven days without the consent of the governing body of the political subdivision; Now, Therefore, BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF

\_\_\_\_\_:

SECTION 1. That the state of disaster proclaimed for the City of \_\_\_\_\_ by the Mayor on \_\_\_\_\_ shall continue until terminated by order of the City Council

SECTION 2. That this Ordinance shall take effect immediately from and after its passage and publication in accordance with the provisions of the Charter of the City of \_\_\_\_\_, and it is accordingly so ordained.

\_\_\_\_\_

\_\_\_\_\_, Mayor  
City of \_\_\_\_\_, Texas

ATTEST:

\_\_\_\_\_, City Secretary

S A M P L E

DECLARATION OF LOCAL DISASTER (COUNTY)

WHEREAS, the County of \_\_\_\_\_ on the \_\_\_\_\_ day of \_\_\_\_\_, 199\_, has suffered widespread or severe damage, injury, or loss of life or property (or there is imminent threat of same) resulting from \_\_\_\_\_;

and

WHEREAS, the judge of the County of \_\_\_\_\_ has determined that extraordinary measures must be taken to alleviate the suffering of people and to protect or rehabilitate property;

NOW, THEREFORE, BE IT PROCLAIMED BY THE JUDGE OF THE COUNTY OF \_\_\_\_\_:

Section 1. That a state of disaster is declared for the County of \_\_\_\_\_.

Section 2. That the County's Emergency Management Plan has been implemented.

Section 3. Whereas Section 418.108 of the Texas Disaster Act of 1975, as amended, Vernon's Texas Codes Annotated, Government Code Chapter 418, provides that the state of disaster shall continue for a period of not more than seven days of the date hereof, unless the same is continued by consent of the Commissioners Court of the County of \_\_\_\_\_, Texas.

Section 4. That this proclamation shall take effect immediately from and after its issuance.

ORDERED this the \_\_\_\_\_ day of \_\_\_\_\_, 199\_.

\_\_\_\_\_, County Judge  
County of \_\_\_\_\_, Texas

ATTEST:

\_\_\_\_\_, County Clerk

S A M P L E

COUNTY COMMISSIONERS COURT ORDER

WHEREAS, on \_\_\_\_\_, the County Judge issued a proclamation declaring a state of disaster for the County of \_\_\_\_\_ resulting from \_\_\_\_\_;

WHEREAS, the conditions necessitating declaration of a state of disaster continue to exist; and

WHEREAS, Section 418.108 of the Texas Disaster Act of 1975, as amended, Vernon's Texas Codes Annotated, Government Code Chapter 418, provides that a local state of disaster may not be continued for a period in excess of seven days without the consent of the governing body of the political subdivision; Now, Therefore, BE IT ORDAINED BY THE COMMISSIONERS COURT OF THE COUNTY OF \_\_\_\_\_:

SECTION 1. That the state of disaster proclaimed for the County of \_\_\_\_\_ by the County Judge on \_\_\_\_\_ shall continue until terminated by order of the Commissioners Court.

SECTION 2. That this Order shall take effect immediately from and after its passage and publication, and it is accordingly so ordained.

County of \_\_\_\_\_, County Judge  
\_\_\_\_\_, Texas

\_\_\_\_\_, Commissioner, Precinct One

\_\_\_\_\_, Commissioner, Precinct Two

\_\_\_\_\_, Commissioner, Precinct Three

\_\_\_\_\_, Commissioner, Precinct Four

ATTEST:

\_\_\_\_\_, County Clerk