

STATE OF TEXAS  
EMERGENCY OPERATIONS PLAN

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STATE OF TEXAS  
EMERGENCY OPERATIONS PLAN

November, 1966

I. MISSION AND SITUATION

A. Mission

The primary mission of the State Civil Defense Program is to develop a capacity at State and local levels of government for the direction and control of emergency operations during periods of national emergency, major accidental disaster, or natural disaster. This capability for direction and control involves having the plans, organization, procedures, facilities, and equipment necessary for governments, State and local, to analyze the situation and take effective action during an emergency to preserve lives and property; conserve, distribute, and use available resources; and conduct recovery activities. The function of Civil Defense is a responsibility of civil government at every level, including all its branches. Planning and activities shall include all those necessary to assure:

1. The general safety and welfare of the people of Texas.
2. The survival and recovery of State and local governments.
3. The greatest contribution to the defense of the nation.

B. Situation

1. National

It is accepted that foreign powers have a capability of attacking Texas with thermonuclear weapons of undetermined size with delivery by means of aircraft, submarine, Intercontinental Ballistic Missile (ICBM), Intermediate Range Ballistic Missile (IRBM), and/or by clandestine source.

It is impossible to predict with any precision, either now or in the future, the specific objectives of an attack, the total weight

of attack, the type, kind, and use of weapons, or the reliability of delivery systems under varying conditions. While any target can be destroyed if an enemy expends sufficient weapons on it, no nation has the capability of destroying all rewarding targets in the United States.

An enemy in choosing targets might give initial priority to destroying retaliatory facilities and command centers. Additional targets might well include other military, governmental, supply, transportation, industrial, power, and population centers. It is impossible, however, to predict with assurance either the nature of an enemy's intentions or specific attack objectives.

Texas with its large number of military installations, space center, highly industrialized and vulnerable coast line, more than 800 miles of international boundary, and its concentration of industry which is closely related to defense is without doubt an area with a high priority for enemy attack. On the other hand, Texas is blessed by immense agricultural, mineral, and industrial resources for recovery if an enemy attack should come.

It is believed that attack without warning becomes more and more likely as weapons develop and that, consequently, primary emphasis will be placed on TAKE COVER aspects. During radiological hazards, it may be necessary for persons to remain under cover and/or in shelters for a considerable period of time in certain areas of the State.

2. State

Texas is subject to a variety of natural disasters such as hurricanes, tornadoes and floods that require organized assistance to local governments. In addition there is an ever-present threat of accidental major disasters resulting from fires and explosions.

II. GENERAL PLAN

A. Purpose

The purpose of this Emergency Operations Plan is to describe the organization, the staff, the facilities, and the techniques of effectively providing for defense and disaster relief for Texas and to implement effectively the Texas Civil Protection Act of 1951 and Federal statutes pertaining to Civil Defense and Disaster Relief.

B. Organization

1. State

The Director of the Texas Department of Public Safety has been appointed by the Governor as the Chairman of the State Defense and Disaster Relief Council and as such is the Director for Defense and Disaster Relief for the State. Civil Defense and Disaster Relief activity in Texas on the State level is administered through the Division of Defense and Disaster Relief of the Texas Department of Public Safety.

The Council includes the heads of those departments and agencies of State government whose legal functions relate to important phases of defense activities, and others who may be designated

by the Governor. A liaison officer of the American Red Cross is also a participating member of this Council (Appendix BP-1).

2. District

To provide an organization of State representatives for field duty both in the planning and operating phases of Civil Defense and Disaster Relief there are established State Disaster Districts and Subdistricts which shall parallel the Highway Patrol Districts and Subdistricts of the Department of Public Safety.

State personnel comprising the District Disaster Committee shall consist of counterpart representatives of those agencies and departments with membership on the State Defense Council. The Highway Patrol Captain in each District and the Lieutenant of each Subdistrict shall serve as Chairman of the District Disaster Committee and as State Liaison Officer for purposes of organization and coordination. The Department of Public Safety Regional Commanders coordinate the activities of the Districts and Subdistricts within their Regional areas and perform such other functions as may be assigned by the Director (Appendix BP-4).

3. Local

Civil Defense and Disaster Relief planning and operation on the local level is the responsibility of the Mayor in incorporated cities and towns, and of the County Judge in the unincorporated areas of the county, supported by governmental agencies and services of each political subdivision and by auxiliary forces that are assigned for Civil Defense and Disaster Relief purposes. A county may organize for Civil Defense and Disaster Relief

responsibilities by using the organization shown in Appendix BP-3 as a guide. A city organization would be similar except for titles of officials assigned specific emergency functions as shown in Appendix BP-2.

Cities and/or counties develop, implement, test, and execute plans for Civil Defense and Disaster Relief in their respective jurisdictions. Their lines of communication are through the Disaster District to the State.

The decision to order the public to take shelter or evacuate to any designated area as a result of radioactive fallout or during any emergency rests with the officials of local government, based on the information available pertaining to the situation.

Evacuees become the responsibility of local government when entering an area for shelter.

4. Specific Responsibilities by State Agencies

- a. The Attorney General will provide legal aid and guidance (Annex T).
- b. The State Board of Control is responsible for the Supply Services (Annex Q).
- c. The Division of Defense and Disaster Relief is responsible for:
  - (1) Intelligence Service (Annex C)
  - (2) Resources Management (Annex P)

- (3) Rescue Service (Annex L)
  - (4) Administration (Annex N)
  - (5) Industry and Installations (Annex S)
  - (6) Emergency Public Information (Annex U)
  - (7) Religious Affairs (Annex V)
  - (8) Education and Training (Annex W)
- d. The Department of Public Safety is responsible for:
- (1) Warning (Annex A)
  - (2) Communications (Annex B)
  - (3) Police Service (Annex D)
- e. The Department of Public Welfare is responsible for Welfare Service (Annex E).
- f. The Texas Highway Department is responsible for Engineering Service (Annex F).
- g. The Texas Railroad Commission is responsible for Transportation Service (Annex G).
- h. The Texas Aeronautics Commission is responsible for the Air Division of Transportation Service (Annex G).
- i. The Texas Department of Health will direct:
- (1) Radiological Service (Annex H)
  - (2) Disaster Health and Medical Service (Annex O)
  - (3) Mortuary Service and Vital Records (Annex X)
- j. The Texas Employment Commission will provide Manpower Service (Annex M).
- k. The Texas Education Agency will support Training Service (Annex W).



1. The State Board of Insurance will support the Fire Defense Service (Annex K).
- m. The Texas Forest Service will direct the Rural Fire Defense Service (Annex K).
- n. The Adjutant General's Department will coordinate the Military Support Plan for the State.

5. Federal

All Federal services in support of Civil Defense and Disaster Relief efforts will be requested by the State Director through the Regional Office of Civil Defense and the Office of Emergency Planning.

III. ACTION TO BE TAKEN UNDER CONDITIONS OF:

- A. Strategic Warning -- a notification that enemy-initiated hostilities may be imminent. (The warning time may vary from several hours to several days.)
  1. The State Emergency Operating Center, Department of Public Safety Headquarters Building, 5805 North Lamar Boulevard, Austin, Texas, will be activated and staffed for 24-hour operations by personnel of the Division of Defense and Disaster Relief.
  2. State agencies and departments, regional and district headquarters, as well as local governments, will be advised as the situation develops.
  3. Local governments will be encouraged to ready fallout shelters for immediate occupancy by checking for emergency supplies and means of communications from EOC to shelter.
  4. The general public will be advised by local government authorities to take recommended precautionary measures.

B. Tactical Warning -- a notification that the enemy has initiated an attack. (This warning may be received any time after the launching of an attack. For most parts of the country this condition is more likely than no warning, since it is impossible to launch an attack in which all weapons would arrive on targets simultaneously. Even though some portions of the country may have no warning, the attack there will serve as a tactical warning to the rest of the country.)

1. State agency and departmental personnel with EOC responsibilities will report to the State EOC.
2. The Disaster District Liaison Officer notifies each State representative constituting the personnel of the State Disaster District Committee to report to the District Emergency Operating Center.
3. Local governments will act in accordance with provisions of local Emergency Operations Plans.
4. Actions for the general public are:
  - a. If a three to five minute steady tone on the sirens is heard (Alert Signal), tune to the Emergency Broadcast Radio Station for your area and listen for instructions.
  - b. If a three minute rising and falling tone is heard (Take Cover Signal), take the best available shelter without delay -- then tune to the Emergency Broadcast Radio Station for instructions or information.

C. Attack -- No Warning (a bomb detonation is the initial warning.)

1. Shield the eyes from the brilliance of the flash by turning away; duck and cover at once.

2. Assume that the pressure (blast) wave will take about 5 seconds per mile to reach you, flying debris will accompany the blast, and the heat will burn exposed skin.
3. If the flash, blast, and heat are survived, it can be assumed that fallout with its dangerous radioactivity will descend in about 30 minutes. Seek appropriate fallout shelter.

D. Shelter Occupancy

1. Shelter managers and their staff, as designated by local government, are responsible for conducting the operation of their shelters, reporting radiological monitor readings, and organizing for shelter emergency, as directed by local emergency operations plans.
2. The general public will be expected to cooperate with existing civil authority, as represented by the shelter manager and his designees, and assist in assigned tasks to the limits of their individual capabilities.

E. Postattack

The postattack environment of the State of Texas can be assumed as one of the following:

1. No nuclear attack effects -- Local officials will advise the population in the area of their responsibility to emerge from shelter. Emergency government services will be established and will prepare to support other areas with all available resources.
2. Fallout effects only -- Local officials will direct the population to remain in shelter and expose itself within the limits of prescribed radiation dosages, only to do the necessary decontamination of facilities, equipment, and supplies. As soon as the

radiation hazard has been reduced to toleration by decay and/or decontamination, the emergency government service will be established to render such support as is within its capability.

3. Damage effects only -- Within the limits of the capability, those portions of the State with population injured or endangered by the attack effects will be rescued and evacuated to safer areas in accordance with local emergency operations plans, with requests for additional aid being made to appropriate Disaster District headquarters. Emergency government procedures for the relief of the situation will be established.
4. Fallout and damage effects -- To the limit of capabilities and within permissible radiation exposure limitations, State resources will be utilized in that portion of the State affected by the attack. Report of damage and specific requests for assistance will be directed by local organizations to the appropriate Disaster District headquarters.

F. Natural Disaster

1. State resources will be employed for protection of life and property as defined by the Texas Civil Protection Act of 1951, as amended, and as outlined in this Plan.
2. Requests by local government for assistance, including that of the National Guard, will be directed to the Disaster District or Subdistrict headquarters. Requests will be transmitted to the State Emergency Operating Center if resources are not available in the District or Subdistrict.

3. In the event a natural disaster or emergency is of such proportion that it would require mass evacuation of an area, the directive for this action will be issued by local officials of the affected area.
4. Reception and care areas for mass evacuation of metropolitan areas are assigned in Appendix BP-5.

#### IV. SUPPLY AND TRANSPORTATION

##### A. Supply

Supply during the preattack period will be according to routine procedures as established by law and as administered by the State Board of Control. During an emergency or natural disaster, needs will be met by disaster procedures as established by the Board of Control, and in accordance with provisions of the State Emergency Resource Management Plan.

##### B. Transportation

Maximum use will be made of organizational transportation and equipment. The State Coordinator of Transportation will coordinate requests from State departments and agencies for additional transportation as outlined in Annex G: Transportation Service.

#### V. CONTROL AND COMMUNICATIONS

##### A. Control

1. Control and coordination of State activities in Civil Defense and Disaster Relief operations will be exercised through the State Emergency Operating Center (staffed on a 24-hour basis) by representatives of the State Defense Council. The Council will be coordinated by the Director of Civil Defense and Disaster Relief, who acts for the Governor of Texas. (Appendix BP-6)

2. The Disaster District Highway Patrol Captains and Subdistrict Lieutenants, with the advice and assistance of the District Committee, will control and coordinate defense and disaster relief activities of State agencies within the District and Subdistrict boundaries (Appendix BP-4).

3. The line of succession

- a. The Office of the Governor was extended by Senate Bill Number 340, 1959, to Lieutenant Governor, President pro tempore of the Senate, Speaker of the House of Representatives, the Attorney General, or the Chief Justice of each of the Court of Civil Appeals, in the numerical order of the Supreme Judicial Districts in which they serve.
- b. The executive head of each State department and agency is responsible for designating personnel in his line of succession.
- c. The line of succession for the Division of Defense and Disaster Relief will be the Director; Chief, Division of Defense and Disaster Relief; Deputy Chief, Division of Defense and Disaster Relief; and Operations Officer.

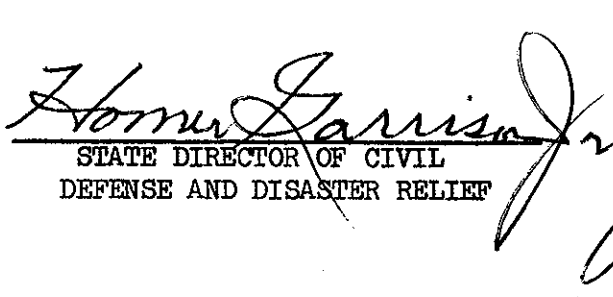
B. Communications

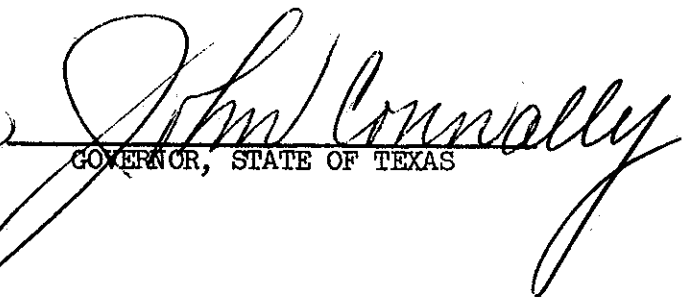
- 1. The State Emergency Operating Center employs the communications network of the Texas Department of Public Safety, supplemented by such additional facilities and personnel as indicated in Annex B: Communications.
- 2. The dissemination of warning via NAWAS will take priority over all other communications.

3. EOC internal operations and communications procedures are set forth in Standing Operating Procedure for the State Emergency Operating Center, published separately.
4. Vital information and instructions will be provided the citizens of Texas through the Emergency Broadcast System. (EBS Plan published separately.)

VI. IMPLEMENTATION

This Emergency Operations Plan for the State of Texas supercedes and rescinds all previous plans and operational procedures outlined in the Base Operational Survival Plan of 1958. This Emergency Operations Plan is hereby accepted and approved for implementation by the Division of Civil Defense and Disaster Relief immediately upon receipt of warning of impending enemy attack, to cope with major natural disasters within this State, or when deemed necessary to protect the lives and property of the citizens of Texas from any emergency.

  
STATE DIRECTOR OF CIVIL  
DEFENSE AND DISASTER RELIEF

  
GOVERNOR, STATE OF TEXAS

VII. REFERENCES

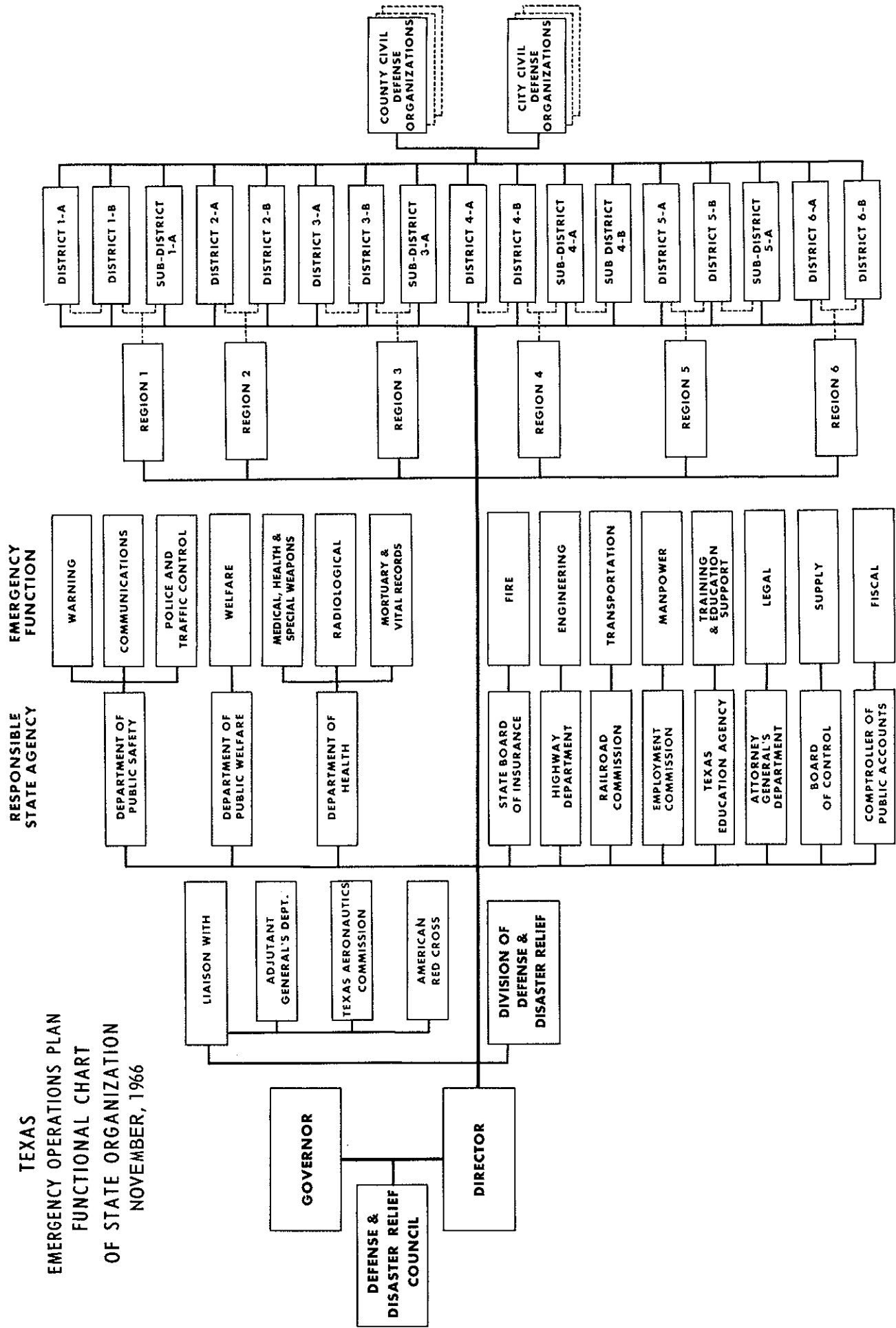
- A. The National Plan for Emergency Preparedness
- B. Federal Civil Defense Guide, Part A, Chapter 1
- C. Federal Civil Defense Guide, Part A, Chapter 2
- D. Federal and State Laws Relating to Civil Defense and Disaster Relief

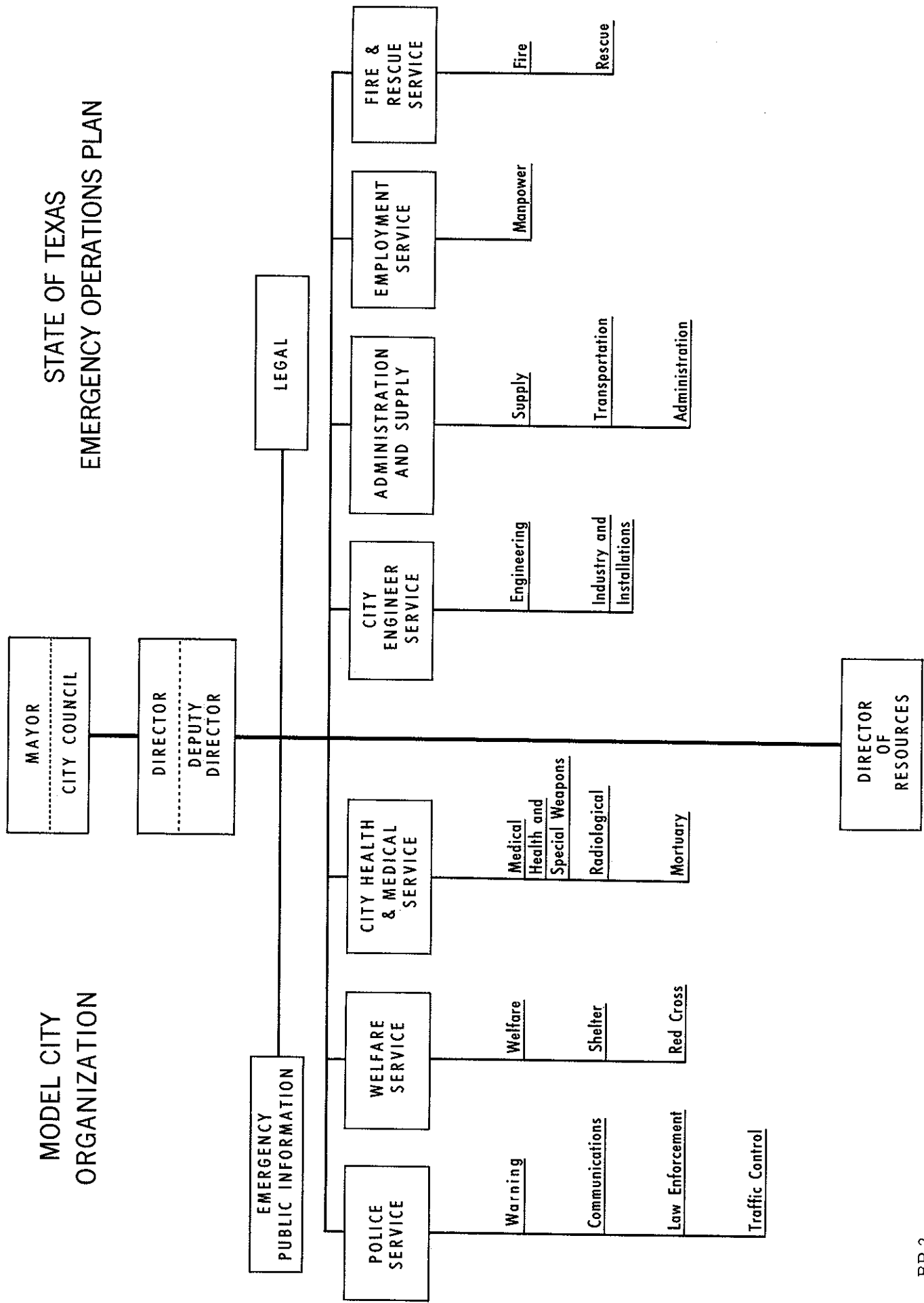
VIII. APPENDICES

- BP-1 Functional Chart of State Organization
- BP-2 Local Organizational Chart - City
- BP-3 Local Organizational Chart - County
- BP-4 State Disaster Districts and Subdistricts
- BP-5 Reception and Care Areas for Mass Evacuation
- BP-6 Organizational Chart, Staff of State Division of Defense and Disaster Relief
- BP-7 Texas Civil Protection Act of 1951



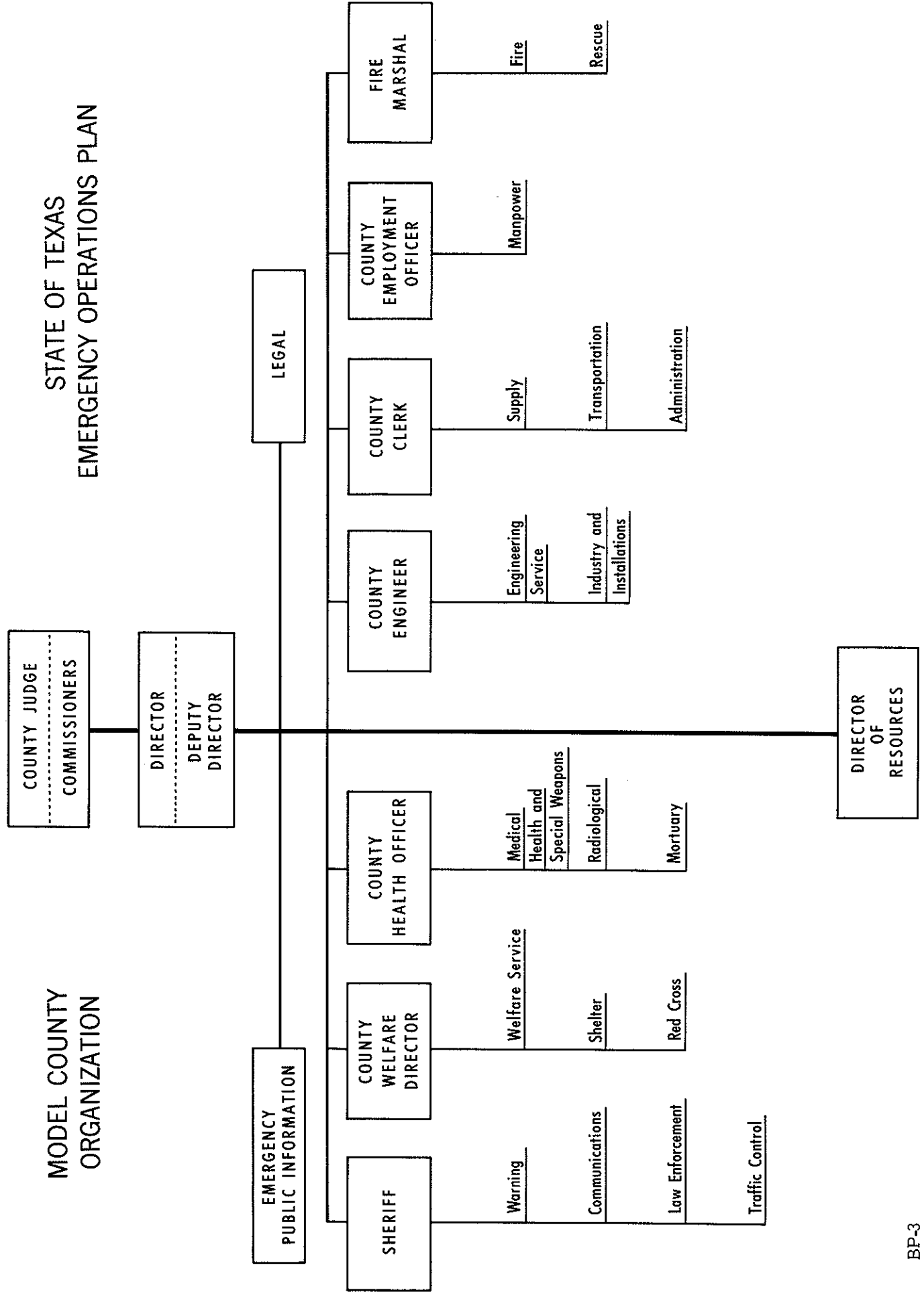
TEXAS  
EMERGENCY OPERATIONS PLAN  
FUNCTIONAL CHART  
OF STATE ORGANIZATION  
NOVEMBER, 1966





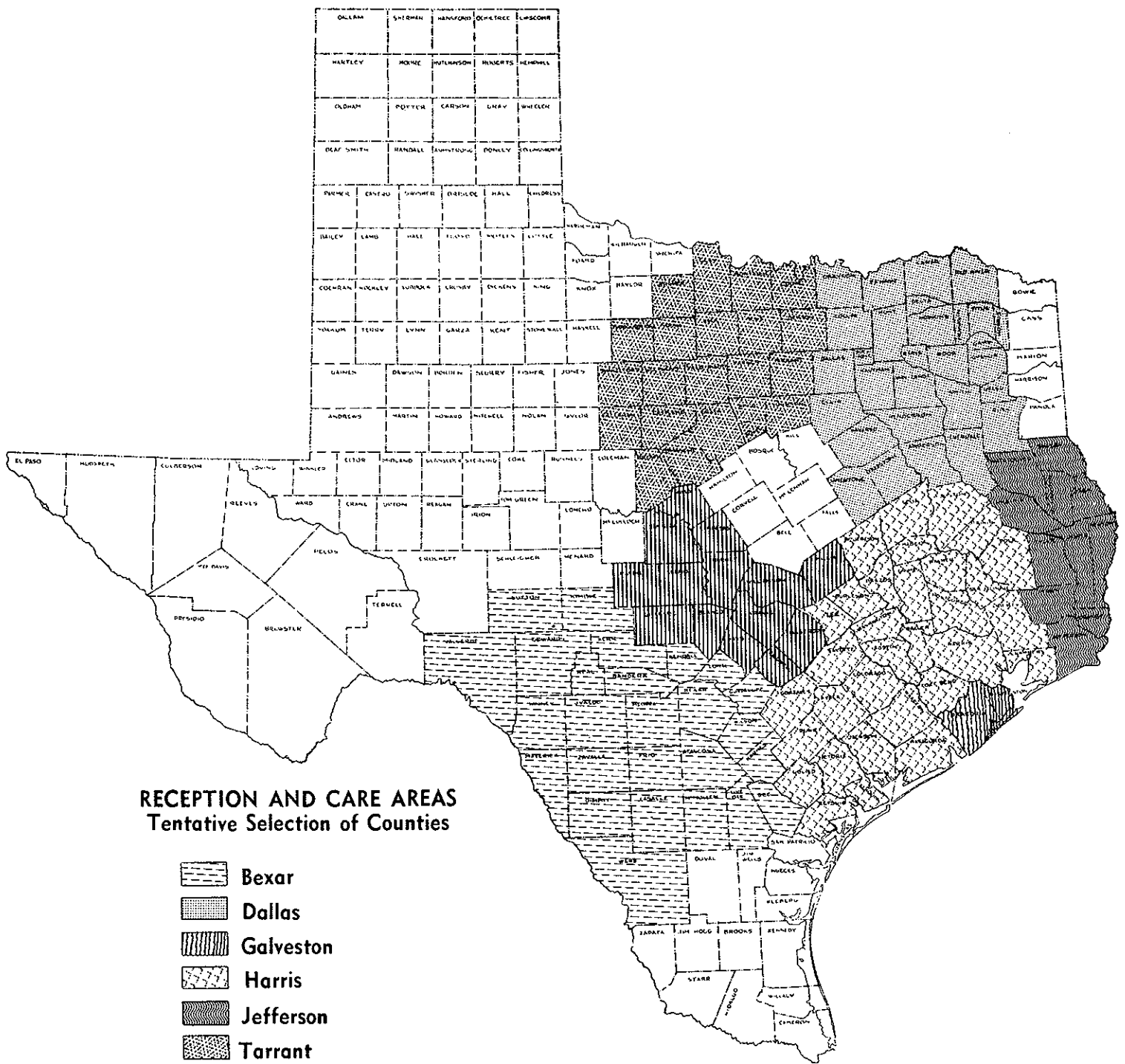
# MODEL COUNTY ORGANIZATION

# STATE OF TEXAS EMERGENCY OPERATIONS PLAN

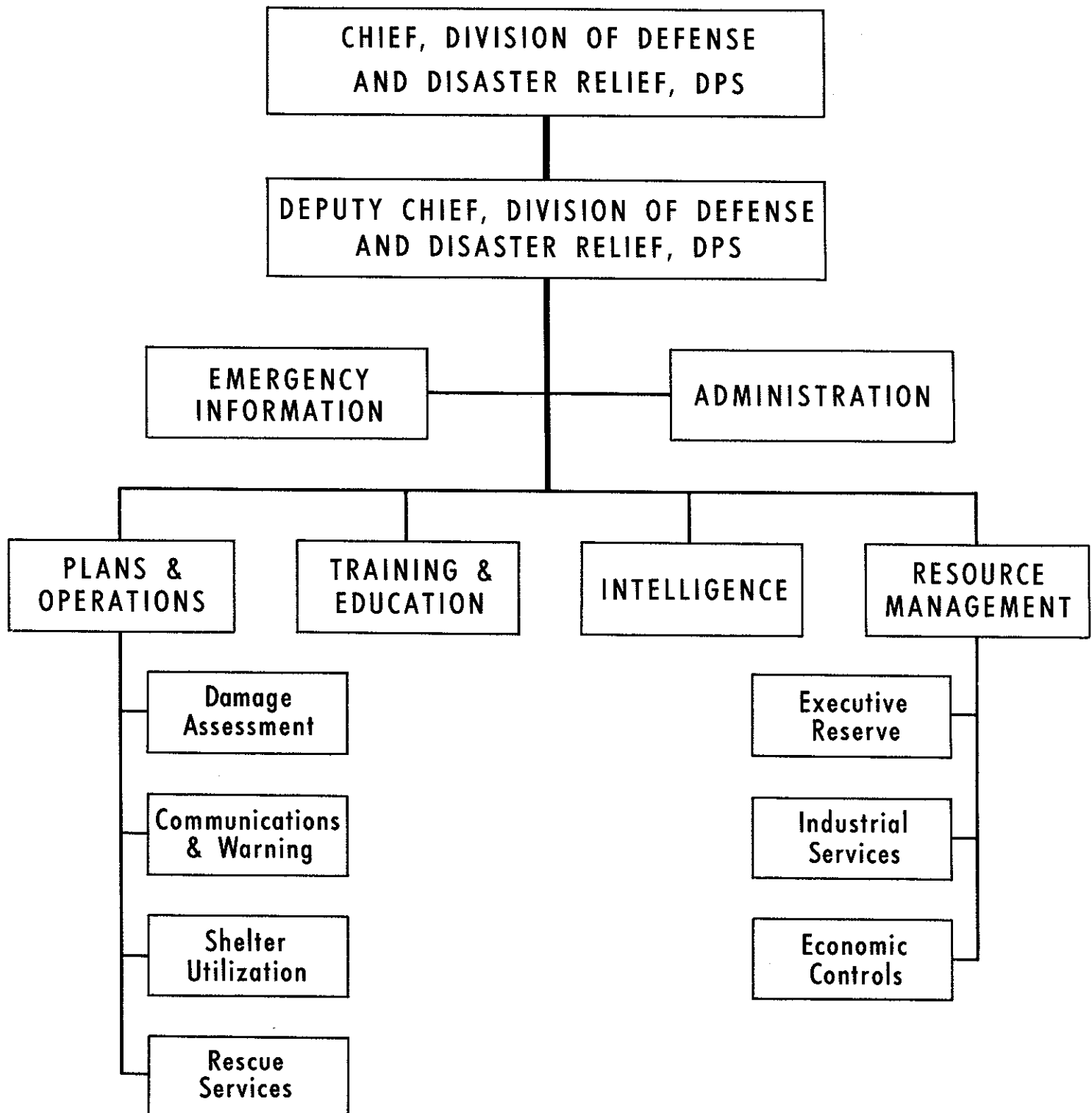


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# DIVISION OF DEFENSE AND DISASTER RELIEF



TEXAS CIVIL PROTECTION ACT OF 1951

House Bill 784

Chapter 312 (page 531), General and Special Laws, 52nd Legislature, Regular Session, 1951. Vol. 19, Vernon's Annotated Civil Statutes, Art. 6889-5.

AN ACT

relating to the development of a civil defense and disaster relief plan for this State and its political subdivisions; granting necessary powers to State and local governments of this State to cope with emergencies threatening life and property within the States; authorizing cooperative and mutual aid agreements for relief work between this and other States; and for related purposes; and providing a means of financing of such program by counties, towns, and cities; repealing all laws or parts of laws in conflict; providing a saving clause; and declaring an emergency.

Be It Enacted by the Legislature of the State of Texas;

Section 1. This Act may be cited as the "Texas Civil Protection Act of 1951."

Section 2. The Governor shall provide for the organization and coordination of a program of civil defense and disaster relief adequate to protect life and property in this State in case of natural disaster, enemy action, or the threat thereof.

He may establish by executive proclamation a State Defense and Disaster Relief Council, consisting of the representatives of such State agencies, departments, and institutions of the State whose legal functions relate to important phases of this activity and representatives of public or quasi-public relief organizations, and who may be designated by the Governor.

Sec. 3. The Governor, or upon his designation, the State Defense and Disaster Relief Council may issue, within the limits of constitutional power, such directives and executive orders as may be necessary to effectuate the purposes of this act, which directives shall be filed in the office of the Secretary of State and shall receive widespread publicity and notice unless such notice will be of aid and comfort to the enemy.

Sec. 4. The Governor, or upon his designation, the State Defense and Disaster Relief Council is further authorized and empowered:

(a) To negotiate with other States of the United States and with States of the United States, subject to approval of appropriate authorities of the Federal government, mutual aid compacts for civil defense and disaster relief;

- (b) To provide for the organization and operation of Mobile Support Units for use by him in dispatching outside aid to stricken areas;
- (c) To coordinate the negotiation of civil defense mutual aid agreements between political subdivisions of the State and to direct, if necessary, the coordination of civil defense activity under such agreements;
- (d) Through appropriate State agencies and State Disaster District Control Centers to direct evacuation plans and operations;
- (e) To prescribe uniform signals, warnings, alerts, credentials, insignia, and civil defense operational plans throughout the State and to provide for dim-outs or other precautionary measures deemed necessary to prevent or minimize loss of life or injury to persons or property from enemy action or other catastrophe or the threat thereof;
- (f) To assist in providing for adequate local defense organizations under the authority of duly constituted local officials.

Sec. 5. Whenever the Federal government or any other public or private agency or individual may offer to the State, or through the State to any political subdivision thereof services, equipment, supplies, materials, or funds as gifts, grants, or loans for purposes of civil defense, the State, acting through the Governor, if required by the donor, and the political subdivision through its executive officer or governing body, may accept such offer in behalf of the State, or its political subdivision.

Sec. 6. Each political subdivision shall have the power to provide, by ordinances or otherwise, for a local civil defense organization, and said divisions shall have power to make appropriations for civil defense and disaster relief in the manner provided by law for making appropriations for ordinary expenses of such political subdivisions and shall have power to enter into agreements for the purpose of organizing civil defense units; to provide for a mutual method of financing the organization of such units on a basis satisfactory to said political subdivisions and shall have power to render aid to other subdivisions under mutual aid agreements provided that the functioning of said units shall be coordinated by the State Defense and Disaster Relief Council. For the payment of the cost of any equipment, or the construction, or acquisition, or any improvements for carrying out the provisions of this Act, counties, incorporated cities and towns, including home rule cities may issue time warrants, such time warrants to be issued in accordance with the provision of House Bill 312, Acts, Forty-second Legislature, Regular Session, 1931, Chapter 163, page 269, as amended; provided that time warrants shall not be issued for financing permanent construction or improvements for civil defense purposes except upon the right of a referendum vote as provided in Section 4 of House Bill No. 312, Acts, Forty-second Legislature, Regular Session, 1931, Chapter 163, page 269, as amended.

Sec. 7. Neither the State nor any political subdivision thereof, nor other agencies, nor the agents, employees, or representatives of any of them, engaged in any civil defense activities, while complying with or attempting to comply with this Act or any rule or regulation promulgated



pursuant to the provisions of this Act, shall be liable for the death of or any injury to persons, or damage to property, as a result of such activity. The provisions of this Section shall not affect the right of any person to receive benefits to which he would otherwise be entitled under this Act, or under the Workmen's Compensation Law, or under any pension law, nor the right of any such person to receive any benefits or compensation under any Act of Congress.

Sec. 8. In carrying out the provisions of this Act, the Governor and the executive officers or governing bodies of the political subdivisions of the State are authorized to utilize the service, equipment, supplies and facilities of existing departments, offices, and agencies of the State and of the political subdivisions thereof to the maximum extent practicable, and the officers and personnel of all such departments, offices, and agencies are directed to cooperate with and extend such services and facilities to the Governor and to the civil defense organization of the State upon request.

Sec. 9. All laws or parts of laws in conflict with the provisions of this Act are hereby repealed.

Sec. 10. It shall be the duty of every organization for civil defense established pursuant to this Act and of the officers thereof to execute and enforce such orders, rules, and regulations as may be made by the Governor and/or the State Defense and Disaster Relief Council under authority of this Act.

Sec. 11. It is further provided that all moneys currently appropriated to the Adjutant General's Department for support and maintenance of the Texas National Guard is authorized for like expenditures for the support and maintenance, including organization, of units of the Texas Militia supplementing the Texas National Guard or replacing National Guard units inducted into Federal service.

Sec. 12. If any provision of this Act or the application thereof to any person or circumstance is held invalid, such invalidity shall not affect other provisions or applications of the Act which can be given effect without the invalid provision or application, and to this end the provisions of this Act are declared to be severable.

Sec. 13. The need for an adequate organization to protect life and property in Texas in case of a disaster or extreme emergency creates an emergency and an imperative public necessity that the Constitutional Rule requiring bills to be read on three separate days in each House be, and the same is hereby suspended, and that this Act take effect and be in full force and effect from and after this passage, and it is so enacted.

PRESIDENT OF THE SENATE  
SPEAKER OF THE HOUSE

I hereby certify that H. B. No. 784 was passed by the House on May 2, 1951, by the following vote: Yeas 122, Nays 0; and that the House concurred in Senate amendment to H. B. No. 784, on May 15, 1951, by the following vote. Yeas 117, Nays 0.

CHIEF CLERK OF THE HOUSE

I hereby certify that H. B. No. 784 was passed by the Senate, as amended, on May 14, 1951, by the following vote: Yeas 29, Nays 0.

SECRETARY OF THE SENATE

Approved: June 1, 1951.  
ALLAN SHIVERS, Governor

#### AMENDMENTS TO TEXAS CIVIL PROTECTION ACT OF 1951

##### Senate Bill 352

General and Special Laws, Chapter 247, page 641, 53rd Legislature, 1953. Vol. 19, Vernon's Annotated Civil Statutes Article 6889-4.

#### AN ACT

amending Section 5 of Chapter 311, Acts of the 52nd Legislature, 1951, further defining the authority of the State to accept gifts, grants, or loans for purposes of civil defense and disaster relief and to use, allocate, and distribute such gifts, grants, or loans directly or to political subdivisions of the State; and declaring an emergency.

Whereas, The cities of Waco and San Angelo and other Texas communities have recently suffered calamitous disasters from tornadoes which have left large portions of the communities in wrecked condition threatening the health and safety of their inhabitants; and

Whereas, The Federal Government, pursuant to Public Law 875, 81st Congress, has at its disposal funds which may be made available to the State of Texas for the purpose of providing assistance and relief to disaster-stricken areas, which may be dispensed under the direction of the Governor of the State; and

Whereas, The Governor of Texas has entered into an agreement with the Federal Government whereby the Federal Government will grant to the State of Texas a sum of money to be used by the Governor for the purposes contemplated by Public Law 875; and

Whereas, There is urgent need to provide the Governor with sufficient authority to make portions of this grant immediately available for relief of the areas which have suffered the havoc of these tornadoes; now, therefore,

I hereby certify that S. B. No. 352 passed the Senate on May 19, 1953,  
by the following vote: Yeas 29, Nays 0.

SECRETARY OF THE SENATE

I hereby certify that S. B. No. 352 passed the House on May 22, 1953,  
by the following vote: Yeas 105, Nays 1.

CHIEF CLERK OF THE HOUSE

Approved: May 27, 1953  
ALLAN SHIVERS, Governor