



FEDERAL EMERGENCY MANAGEMENT AGENCY

CPG 1-8 / September 1993

**GUIDE FOR THE  
DEVELOPMENT OF  
STATE AND LOCAL  
EMERGENCY  
OPERATIONS PLANS**



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FEDERAL EMERGENCY MANAGEMENT AGENCY

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# Civil Preparedness Guide

## Federal Emergency Management Agency

Washington, D.C. 20472

CPG 1-8

September 10, 1990

### Guide for the Development of State and Local Emergency Operations Plans

#### Foreword

This Civil Preparedness Guide (CPG) provides information for emergency management planners and for State and local government officials on the Federal Emergency Management Agency's (FEMA's) concept of multihazard, functional emergency operations planning. It is one of the longer-lived publications in the emergency management field. Some of its content originally appeared in the Federal Civil Defense Guide more than 20 years ago. Though it has continuously evolved and has undergone several major revisions, one thing has remained unchanged; this CPG and its predecessors have consistently advocated an integrated, multihazard approach to emergency operations planning.

In recent months, with Hurricane Hugo and the Loma Prieta earthquake still fresh in the public mind, concern about emergency management has been relatively high. Even before these striking examples, there was growing public awareness of the many hazards that may affect our daily lives. Planners have called attention to the fact that, with continuing urbanization and growing population densities, we are more vulnerable to the effects of hazards, and face a growing probability that disasters will result in large numbers of deaths and injuries among our people. Government officials at all levels are aware that they must address these issues vigorously and effectively. At the same time, they are aware that all government programs must adjust to the economic realities of our times. Essential objectives must be accomplished as economically and as efficiently as possible. With these facts in mind, most governmental units have adopted the multihazard approach to emergency management planning and preparedness.

There are numerous planning and preparedness requirements that relate to any emergency no matter what hazard is involved. At the same time, every hazard has unique characteristics and generates unique planning requirements for mitigation, preparedness, response, and recovery. This CPG can meet the need for Federal guidance on functional planning for requirements that are common to all hazards. It and the plans developed in accordance with its recommendations can provide a significantly advanced starting point for planners and program managers involved in hazard-specific planning and capability building for all phases of emergency management. Our hope is that this groundwork will make it possible for hazard-specific programs to focus their resources more intensely and more productively on the truly unique requirements of the particular hazards that they address. Any recommendations on how this publication can be improved to better serve the needs of emergency planning program managers and practitioners will be most welcome. Comments may be addressed to FEMA, Attn: State and Local Programs and Support, Office of Civil Defense, Washington, DC 20472.

A handwritten signature in black ink, appearing to read "Grant Peterson", is written over a horizontal line.

Grant Peterson  
Associate Director  
State and Local Programs  
and Support Directorate

## Contents

Foreword  
Contents

|  | <u>Page</u> | <u>Paragraph</u> |
|--|-------------|------------------|
| <u>Chapter 1 - General Information</u>                       |             |                  |
| Purpose .....  | 1-1         | 1-1              |
| Applicability and Scope .....                                | 1-1         | 1-2              |
| Supersession .....   | 1-1         | 1-3              |
| Authorities .....  | 1-1         | 1-4              |
| References .....   | 1-1         | 1-5              |
| Information Collections and Reporting Requirements .....     | 1-2         | 1-6              |
| <u>Chapter 2 - Introduction</u>                              |             |                  |
| Scope and Description of Emergency Operations Planning ..... | 2-1         | 2-1              |
| The Planning Process .....                                   | 2-2         | 2-2              |
| Overview of Plan Content and Format .....                    | 2-4         | 2-3              |
| <u>Chapter 3 - The Basic Plan</u>                            |             |                  |
| General .....  | 3-1         | 3-1              |
| Overview of the Basic Plan .....                             | 3-1         | 3-2              |
| Elements of the Basic Plan .....                             | 3-1         | 3-3              |
| Sample of a Basic Plan .....                                 | 3-2         | 3-4              |
| <u>Chapter 4 - Functional Annexes</u>                        |             |                  |
| General .....  | 4-1         | 4-1              |
| Overview of Functional Annexes .....                         | 4-1         | 4-2              |
| Description of Functions for Generic Annexes .....           | 4-2         | 4-3              |
| Samples of Functional Annexes .....                          | 4-4         | 4-4              |
| <u>Chapter 5 - Hazard-Specific Appendixes</u>                |             |                  |
| General .....  | 5-1         | 5-1              |
| Overview of Hazard-Specific Appendixes .....                 | 5-1         | 5-2              |
| Development of Hazard-Specific Appendixes .....              | 5-1         | 5-3              |
| Content of a Hazard-Specific Appendix .....                  | 5-1         | 5-4              |
| Samples of Hazard-Specific Appendixes .....                  | 5-1         | 5-5              |
| <u>Chapter 6 - Sample Emergency Operations Plan</u>          |             |                  |
| General .....  | 6-1         | 6-1              |
| Limitations of the Sample Plan .....                         | 6-1         | 6-2              |
| Sample Plan Table of Contents .....                          | 6-1         | 6-3              |

## Chapter 1

### General Information

1-1. Purpose. This Civil Preparedness Guide (CPG) revises the Federal Emergency Management Agency's (FEMA's) general guidelines on the form, content, and development process for State and local emergency operations plans (EOP's). It discusses how emergency operations planning fits into the overall emergency management planning structure and sets forth important parts of FEMA's policy concerning plans produced with Federal assistance.

1-2. Applicability and Scope. The provisions of this CPG apply to Federal, State, and local government personnel and individuals with emergency management responsibilities in the private sector.

1-3. Supersession. This CPG supersedes CPG 1-8, Guide for the Development of State and Local Emergency Operations Plans, dated October 1985.

1-4. Authorities.

a. Federal Civil Defense Act of 1950, as amended.

b. Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law (PL) 93-288, as amended by PL 100-707.

c. Executive Order (EO) 12148 of July 20, 1979, as amended, Federal Emergency Management.

d. EO 12472 of April 3, 1984, Assignment of National Security and Emergency Preparedness Telecommunications Functions.

e. EO 12656 of November 18, 1988, Assignment of Emergency Preparedness Responsibilities.

f. Federal Preparedness Circular 8, June 22, 1989, Public Affairs in Emergencies.

1-5. References.

a. CPG 1-3, CCA General Program Guidelines.

b. CPG 1-5, Objectives for Local Emergency Management.

c. CPG 1-6, Disaster Operations: A Handbook for Local Governments.

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

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

f. CPG 1-32, Financial Assistance Guidelines.

g. CPG 1-35, Hazard Identification, Capability Assessment, and Multi-Year Development Plan for Local Governments.

h. CPG 1-36, Capability Assessment and Multi-Year Development Plan for State Governments.

i. CPG 1-38, Comprehensive Cooperative Agreement Policies and Procedures Guide.

**1-6. Information Collections and Reporting Requirements.**

a. The requirement for the State and local EOP's has been approved by the Office of Management and Budget (OMB) under the provisions of the Paperwork Reduction Act of 1980, 44 U.S.C. 3501, et seq., and assigned OMB approval number 3067-0123 which expires January 31, 1993. The collection of data is used to develop State and local EOP's to protect people and property in a disaster or disaster-threat situation. Public reporting burden for developing EOP's is estimated to average 960 hours per plan. It is estimated that plan updates average 420 hours per plan. The burden includes the time for reviewing instructions, searching existing data sources, gathering and maintaining the data needed, and completing and reviewing the plan.

b. Send comments regarding the burden estimate or any aspect of the planning requirement, including suggestions for reducing the burden, to Information Collections Management, Federal Emergency Management Agency, 500 C Street, SW, Washington, DC 20472; and to the Office of Management and Budget, Paperwork Reduction Project (3067-0123), Washington, DC 20503.

## Chapter 2

### Introduction

2-1. Scope and Description of Emergency Operations Planning. An EOP is a document that contains information on actions that may be taken by a governmental jurisdiction to protect people and property in a disaster or disaster-threat situation. It describes actions that may be required for any hazard, natural or technological, including the effects of nuclear war. It details the tasks that are to be carried out by specified organizational elements at projected places and times based on established objectives, assumptions, and a realistic assessment of capabilities.

a. State-level Plans. State EOP's not only provide for coordinated action by State response forces, but they establish a framework--policies, objectives, approaches, and the basis for assumptions--that is essential for local-level planning. A fundamental goal of emergency management is to establish the capability of mobilizing all levels of government as a unified emergency organization, if duly constituted authorities decide that such action is necessary. As full partners in the emergency management community, the States exercise their authority and contribute their resources to reach this goal. They document this commitment and communicate it to other levels of government and to the private sector through the State EOP.

b. Local Plans. The local EOP describes the community's approach to emergency planning, organization, and operations. It provides for an emergency management system tailored to the particular needs of the jurisdiction and sufficient for the role and responsibilities that would be generated by a large-scale, widespread disaster or disaster-threat situation. It covers the use of evacuation and in-place shelter to protect the population. It identifies resources and provides a system to ensure the orderly use of those resources under extraordinary conditions.

c. Multihazard, Functional Planning. There are numerous emergency management requirements that are common to any disaster situation regardless of the hazard by which it was caused. Experience has shown that plans developed for one type of hazard can be very useful in coping with other emergency situations. Comprehensive emergency management capabilities can be developed by building a foundation of broadly applicable functional capabilities in such areas as direction and control, warning, communications, evacuation, and sheltering. Multihazard, functional EOP's, therefore, begin by providing for basic capabilities without reference to any particular hazard. Hazard-specific planning, within the multihazard planning process, is able to focus on those requirements that are truly unique and are not properly covered by the planned generic capability.

d. Federal Role in State and Local Planning and Operations.

(1) FEMA Responsibilities. In EO 12148, Section 2, Management of Emergency Planning and Assistance, the Director of FEMA is charged to represent the President in working with State and local governments and the private sector to stimulate vigorous participation in civil emergency preparedness, mitigation, response, and recovery programs. As specified under Implementation, the Director, FEMA, will develop policies which provide that all civil defense and civil emergency functions, resources, and systems of executive agencies are:

(a) Founded on the use of existing organizations, resources, and systems to the maximum extent practicable;

(b) Integrated effectively with organizations, resources, and programs of State and local governments, the private sector, and volunteer organizations; and

(c) Developed, tested, and utilized to prepare for, mitigate, respond to, and recover from the effects on the population of all forms of emergencies.

(2) Need for Nationwide Coordinated Response Capability. FEMA's responsibilities under EO 12148 reflect growing recognition of the need for a capability at all levels of government to act together--quickly and cooperatively--in response to catastrophic disasters. There are already numerous disaster or disaster-threat situations in which a direct Federal response is required or permitted by legislative and executive mandates. State and local governments have long made it a practice to provide support to neighboring communities in emergency response and recovery situations on the basis of mutual aid agreements or of simple need. There have been cases of disaster operations in which the community directly affected has had serious problems controlling an oversupply of personnel and equipment provided by well-meaning neighbors. Thorough, coordinated planning at all levels of government is essential to raise the probability that the response to any large-scale emergency will be optimal in terms of both quality and quantity. The emergency management planning programs and processes described in this CPG can fill this need if they are widely accepted and supported by the organizations at all levels of government and in the private sector that make up the emergency management community.

(3) Objectives of Emergency Management Planning. FEMA has established the following objectives relating to its assigned role in emergency planning at the State and local levels:

(a) To promote acceptance of a systematic, integrated approach to emergency planning with compatibility of functional organizations and systems to facilitate mutual assistance and coordinated continuity of government, population protection, and postdisaster recovery operations;

(b) To ensure that EOP's are developed in all States and local jurisdictions, as required, to provide the framework for a national emergency management capability. EOP's address direction and control, warning, communications, evacuation, shelter, radiological defense, emergency support services, emergency public information, resource management, and other emergency management functions necessary for dealing with national security emergencies. Careful attention is paid to the unique characteristics of specific hazards that could potentially cause very great damage to the community, including especially nuclear attack and other hazards that could impact national security;

(c) To develop plans to support a capability for prompt, coordinated response simultaneously by all levels of government to protect the population from the effects of catastrophic disasters caused by any and all hazards;

(d) To provide a basis for ensuring continuity of constitutional government at the State and local levels during and after an attack on the United States and for the duration of catastrophic disaster situations and other major emergencies;

(e) To develop plans for sustaining survivors and for postattack/postdisaster recovery; and

(f) To help bridge the gap between planning and capability by achieving a high level of involvement by emergency response managers in the planning process, and by promoting and participating in an extensive, effective exercise program.

## 2-2. The Planning Process.

a. The Team Approach. The EOP should grow out of a planning process conducted by a planning team. This team should include representatives from each State and local government department and agency with an emergency mission and each nongovernmental group to which such a mission should be assigned, e.g., news media.



b. Sample Planning Process. Some States have prepared step-by-step approaches to guide development of plans. Such procedures can be very useful if applied with flexibility and good judgment. The following example is a summary of a process actually used in one State for development of local plans. It assumes that a lead State planner will coordinate and facilitate the development of the plan, but this role may also be played by the local Emergency Program Manager (EPM) or another qualified individual, such as a community planner or a private consultant. For the purposes of this CPG, many steps have been combined into general categories of activity. This means that the process would have to be expanded and tailored to each jurisdiction, if actually used in a planning project. The example is particularly valuable, however, in that it clearly illustrates the importance of broad participation and the team approach and calls attention to a number of essential activities necessary for developing an EOP for a jurisdiction of any size, including a State. This illustrative process includes the following steps:

- (1) Carry out a hazards identification process or review and update the existing Hazards Analysis;
- (2) Review the existing plan or plans for the jurisdiction and complete any other needed research on, for example, background information about the jurisdiction, plans of neighboring jurisdictions, and statutes providing the basic authority for the plan and for predelegation of emergency authorities;
- (3) Develop questionnaires for functions/services to determine available resources, organizational structure, mutual aid agreements, vulnerabilities, etc.;
- (4) Provide questionnaires to the EPM for distribution to agencies/departments. Brief the EPM on the planning process and encourage him or her to brief other local officials;
- (5) Ensure that the EPM has a copy of each completed questionnaire for use in developing or revising the jurisdiction's resources inventory;
- (6) Develop rough drafts of the basic plan, functional annexes, and hazard-specific appendixes to serve as a point of departure for the planning project;
- (7) Meet with the EPM, provide copies of the rough drafts for review, brief him or her on the recommended format for the EOP, and explain the local role/responsibility for revising the resources inventory;
- (8) Develop agendas and invitation lists for the first series of planning meetings. Coordinate with the EPM, and obtain the widest possible range of participation;
- (9) Revise EOP as changed by the EPM. Date and copy this version, which may be designated a working draft EOP;
- (10) Prepare presentation and conduct a planning meeting; brief the participants, establish planning committees for each function, appoint a chairperson for each committee, and tentatively schedule a follow-up planning meeting;
- (11) Conduct an unofficial, or verification, survey of the congregate-lodging and disaster-effects protective shelter available to the community;
- (12) Work with the planning committees to improve and refine each functional annex; form subcommittees for each hazard to be separately treated and work with them to improve and refine hazard-specific appendixes; facilitate joint meetings of hazard-specific subcommittees for different functions to ensure proper coordination;

- (13) Review annexes and appendixes submitted by planning committees and work with the committees to make any further improvements indicated;
- (14) Prepare or improve maps, charts, and any other graphics that have been called for during the planning process;
- (15) Edit the entire EOP to ensure consistency in style and substance;
- (16) Produce a final draft of the EOP and provide copies to all planning team members. Submit copies to reviewing authorities as required and to other organizations as needed for effective coordination;
- (17) Hold a final planning team meeting; discuss any further required changes; decide procedure for presenting the EOP and for implementing it;
- (18) Make presentation to local elected officials and obtain concurrence and official promulgation of the EOP;
- (19) Print and distribute the EOP;
- (20) Provide copies of the plan or information extracted from the plan to governmental and private organizations--e.g., other local governments, substate regional planning councils, FEMA regions, private disaster relief organizations, military facility commanders--as necessary to support preparedness for joint operations or coordinated operations in large-scale disasters affecting multiple jurisdictions;
- (21) Work with the EPM to include use and evaluation of the EOP as a fundamental part of the community's ongoing exercise program. This ensures that the EOP is examined periodically and remains familiar to officials responsible for emergency management functions; and
- (22) Remember that planning is a cyclical process.

### 2-3. Overview of Plan Content and Format.

a. General Concept. To achieve the national objectives of emergency management, FEMA must be able to influence the content of State and local EOP's. Several approaches are used to accomplish this.

- (1) FEMA works on a continuing basis to identify and define emergency management planning requirements and to develop guidance for State and local governments on planning techniques and plan content that will meet the needs and requirements of all levels of government.
- (2) FEMA promulgates criteria for acceptability of plans and establishes administrative procedures for enforcing compliance with those criteria by State and local emergency management organizations that receive Federal assistance for plan development.
- (3) FEMA works directly with the organizations and individuals that are responsible for emergency management throughout government and the private sector to ensure compatibility of plans and systems and to establish confidence in the capability for coordinated operations. The Federal Government's policy is to continue to emphasize a positive, unified approach to bringing about consistent results in emergency operations planning and capability building.

b. Plan Content. The following criteria may be made binding upon some users of this CPG by references in the articles or statements of work in contracts and cooperative agreements or by criteria for participation in various financial assistance programs. Those not so obligated who, nevertheless, wish to

be prepared to participate as an integral part of the nationwide emergency management system, should use the criteria as guidance on the basic planning requirements essential for such a role. These basic requirements are more fully explained and illustrated in the sample EOP included in chapter 6. EOP's address all hazards to which the communities covered are particularly vulnerable, including the possibility of nuclear attack, and contain provisions to accomplish the following:

(1) Declare the purpose of the plan and, in more specific terms, the purpose of each plan element.

(2) Define the problem addressed in a given part of the plan; describe the situations and the general environment that would establish likely preconditions for activation of the emergency organization to carry out operations under the plan. This description should reflect the findings detailed in the hazards identification process.

(3) State assumptions adopted during the planning process which may significantly impact emergency operations.

(4) Present the jurisdiction's concept of emergency operations, carefully describing relationships with other governmental units at the same, lower, and higher levels. Describe the process of coordination and clearly establish guidelines for establishing and maintaining direction and control. Cover the approach to ensuring overall continuity of governmental operations in the jurisdiction; and, in appropriate parts of the plan, address all seven continuity of government (COG) measures:

- (a) Succession to office;
- (b) Predelegation of emergency authority;
- (c) Emergency action steps;
- (d) Emergency operating centers;
- (e) Alternate emergency operating centers;
- (f) Safeguarding essential records; and
- (g) Protection of government resources, facilities, and personnel.

(5) Describe the jurisdiction's organization for large-scale disaster operations, compare it to the normal organization, and make provision for timely and orderly activation of the emergency organization. Provide clear statements of the roles to be played by elements of the normal organization in the emergency organization.

(6) Explain how the plan is to be logistically supported; describe communications systems and procedures that will be relied upon to alert and direct emergency response forces, receive and disseminate warning, request aid from other jurisdictions or levels of government, and receive requests for aid from other jurisdictions.

(7) Describe how emergency response forces will be used to protect people and property when it is necessary to respond, contain (if possible), and recover from disasters caused by the hazards the jurisdiction faces. Detail direction and control relationships, means for alerting response forces, warning of the public, recovery procedures, and use of emergency facilities and field forces to provide the direction and control needed for each disaster response operation.

(8) Describe how the firefighting, police, public works, emergency medical, emergency management, and other private and volunteer agencies function during emergency and disaster situations. These organizations collectively perform the services that allow the jurisdiction to respond to and recover from disasters. Additionally, these agencies provide the necessary support that allows evacuation operations to be implemented.

(9) Detail procedures necessary to ensure safe and orderly evacuation of people threatened by the hazards the jurisdiction faces. The fundamental assumption for this part of the plan is that sufficient warning time will be available to evacuate the population that is threatened. Given the variability in the types of hazards and in the sizes and populations of areas that might be threatened, planning must provide a range of evacuation options for selection and implementation by decisionmakers.

(10) Detail those provisions that have been made for the coordination and dissemination of emergency public information and education materials to the general public by the mass media during a situation that warrants notification of all or most of the community's population.

(11) Address actions to protect the population from the hazards associated with nuclear attack, natural disasters, and technological hazards. Shelter considerations include protective measures, care for evacuees, and care for those people who must rely on in-place sheltering because time or circumstances do not allow evacuation.

c. Consideration of People with Special Needs. Government, at all levels, and private sector organizations involved in community service activities have heavy responsibilities for maintaining awareness of and being prepared to provide for the needs of persons with disabilities or other special problems, such as inability to communicate in the predominant language of an area.

(1) Disabilities are functional reductions or losses caused by impairing medical conditions. They can relate to physical function, mental function, motor function, the senses, or hidden functions, e.g., respiratory and cardiac conditions, epilepsy, and mental retardation. Inability to communicate in the predominant language of an area means being unable to speak or understand the language generally used in the conduct of day-to-day business of the community. Without this ability, people cannot promptly receive or provide vital information given or requested in the predominant language.

(2) To be as certain as possible that all needed assistance will be available to everyone in the community, consideration for the requirement of special-needs persons should be fully integrated into the emergency operations planning and capability building processes. Emergency management organizations should carry on a range of activities relating to special-needs persons or in which the concerns of such persons are of particular importance, such as the following:

- (a) Identification of special-needs persons or groups in the jurisdiction;
- (b) Maintenance of inventories of resources, both human and material, that may be needed to assist persons with special needs. Sources to be considered should include self-help, volunteer, private sector, and government at all levels;
- (c) Identification or development, testing, and use of systems for alerting and warning special-needs persons in major emergency situations;
- (d) Identification or development, testing, and use of systems for protecting special-needs persons from the effects of disasters. The two basic protective options, in-place protective shelter and evacuation, are the same for special-needs persons as for the general public. The unique situations of special-needs persons, however, must be given careful consideration during the processes of choosing and

implementing the protective strategy. Factors to be considered include special requirements for preparation, transportation, facilities at reception and care centers, and return movement;

(e) Notification, education, or training in the jurisdiction regarding the emergency-related concerns of special-needs persons with target audiences including the special-needs persons, themselves; organizations serving special-needs persons; emergency services personnel; the news media; advocacy groups representing special-needs persons; and the general public; and

(f) Exercising and evaluating EOP's to ensure that they are appropriate, practical, and flexible in addressing the requirements of the special-needs persons.

d. Plan Format. It is FEMA's policy to refrain from establishing plan format requirements. The plan format used in this CPG is a good one, but it is not the only satisfactory one. Many States have used different formats successfully for a number of years. It is likely that no one format is the best for all jurisdictions of all sizes in all parts of the country. Plan format, like many other aspects of emergency management, must be chosen on the basis of what has been proven in practice. There is no intent, therefore, to imply that the format presented here should be universally adopted. Most of the important principles espoused in this CPG can be honored in the context of varying formats.

(1) Plan Components. Figure 2-1 illustrates the relationships among the three fundamental EOP components each of which will be the subject of a chapter in this CPG. These components may be briefly defined as follows:

(a) The basic plan serves as an overview of the jurisdiction's approach to emergency management and includes information on policies, plans, and procedures relating to the emergency management responsibilities of the whole government and all of its departments and agencies;

(b) Functional annexes, in support of the basic plan, address specific activities critical to emergency response and recovery; and

(c) Hazard-specific appendixes, in support of each functional annex (as necessary), contain information on response procedures, protective measures, etc., that are unique to the particular hazard and are relevant to emergency operations in a large-scale disaster or disaster threat caused by the hazard.

(2) Standard Operating Procedures (SOP's). The question of inclusion of SOP's in EOP's is frequently raised. SOP's are critically important planning elements. They usually contain checklists that are very useful in actual operations; and a great deal of important, but variable, information is found in them. In terms of administrative requirements, FEMA does not insist upon the inclusion of SOP's in plans submitted as end products under Federal assistance programs. This does not mean that SOP's should always be excluded from the plan. It may be very useful to include the more important ones, and this CPG recommends this be done. The decision should be made by government officials and planners, with consideration for such factors as the need to communicate the information contained in the SOP's to other emergency organizations and the right to privacy of people named in alerting lists and resource inventories.

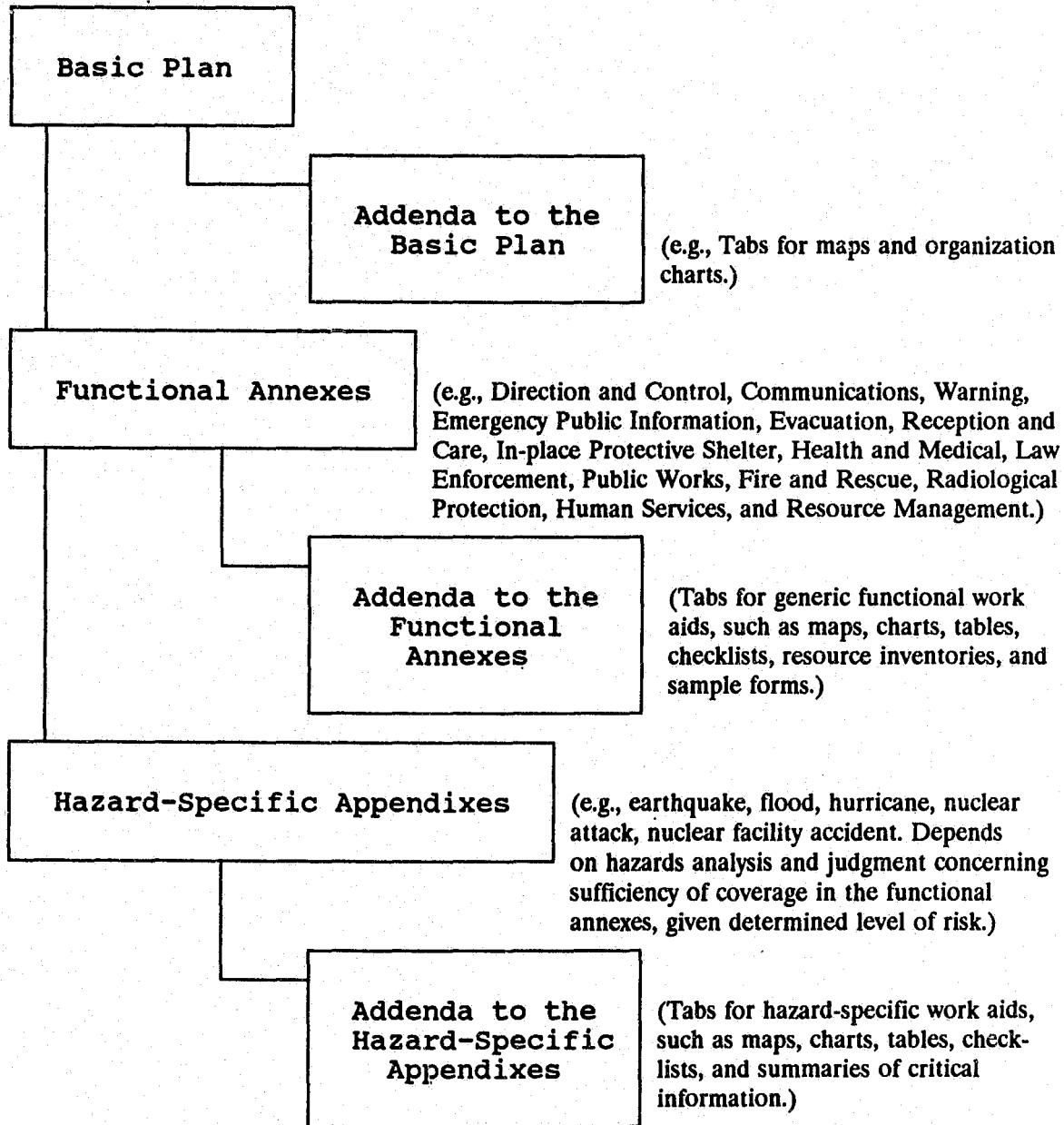


Figure 2-1. Components of an Emergency Operations Plan

## Chapter 3

### The Basic Plan

3-1. General. This chapter provides guidance and procedures for developing the basic portion of an EOP.

3-2. Overview of the Basic Plan. The basic plan is an overview of the jurisdiction's approach to emergency management. It establishes the foundation for the community's efforts to develop capabilities for coping with large-scale emergencies and covers a substantial number of generally applicable organizational and operational details. The basic plan cites the legal authority for the emergency management program, summarizes the situations addressed, explains the general concept of operations, describes the jurisdiction's role in the national emergency management system, and assigns responsibilities for emergency planning and operations related to large-scale emergencies. It establishes the plan structure reflected in the annexes and appendixes to the EOP.

3-3. Elements of the Basic Plan. The following elements frequently are included in the basic plan:

a. Introductory Material. Several elements or attachments typically appear at the beginning of the basic plan.

(1) Promulgation Document. The promulgation document, usually a letter signed by the chief executive officer of the jurisdiction, establishes the plan's official status and provides authority for requirements it places on departments within the government. The chief executive may include his or her views on the importance of the emergency management effort. The date of execution of the plan should be included.

(2) Foreword. The foreword may describe the planning process, state the emergency management goals to be achieved, abstract the contents of the plan, and acknowledge those who made special contributions to the planning process.

(3) Contents. A table listing all sections of the EOP--basic plan, annexes, and appendixes--should be included to enable users to quickly locate any plan element.

(4) Hazards Analysis. A summary of the results of the jurisdiction's hazards identification process may be included as a part of the introductory material.

(5) Instructions on Plan Use. It is not necessary to treat this subject in detail at this point, since important instructions will be included throughout the plan. It is useful, however, to address some topics at the beginning of the plan.

(a) Audience. The audience for all, or for parts, of the plan should be described in general terms.

(b) Distribution. A distribution system should be developed that includes all officials (by position) who should receive each portion of the plan. A list or chart can be useful for distributing changes and additions when the plan is updated.

(c) Expectations. General comments concerning the appropriate response by officials receiving a copy of the plan may be in order.

(6) Record of Changes. A chart to record changes received and inserted into the plan provides a permanent record and ensures that the EOP is up to date.

b. Purpose. This is a statement of the overall goals and scope of the EOP.

c. Situation and Assumptions. Situations pertinent to the jurisdiction can be drawn from the hazards analysis and described in general terms. If possible, the potential scope and impact of various situations should be clarified. As a support to developing a clear picture of emergency preparedness capabilities in the jurisdiction, assumptions about the emergency organization should be stated.

d. Concept of Operations. The topics covered in this paragraph include interjurisdictional and interorganizational relationships for emergency management. The four phases of emergency management should be defined, and the time phases used to describe the evolution of a disaster should be presented. General comments on direction and control and on COG issues are included.

e. Organization and Assignment of Responsibilities. This portion of the basic plan addresses the broad organizational framework for emergency management, planning, response, and recovery in the jurisdiction. Organizational elements with assigned responsibilities in any phase of emergency management are identified, and their functions are clearly delineated. Relationships between and among agencies (and, by agreement, with private-sector organizations) should be summarized in terms of primary and supporting roles. A rectangular matrix with functions on one edge and organizational entities on the other can be used for this purpose. Although specific assignments of responsibility are described in functional annexes, this portion of the basic plan can be used to identify overall roles for all types of emergencies.

f. Administration and Logistics. Management of resources, general support requirements, and availability of services and support for all types of emergencies should be addressed. Statements made should establish policies for obtaining and using facilities, equipment, supplies, services, and other resources required for emergency management. It is recommended that this portion of the basic plan focus on ensuring adequate supplies and personnel for emergency operations.

g. Plan Development and Maintenance. The overall approach to planning, including assignment of planning responsibilities, should be discussed. Statements should focus on the planning process, participants involved in that process, and the interaction expected between planning levels. It is important that an appropriate person be assigned the task of coordinating the total planning effort. A procedure should be developed for continuing review and improvement of the EOP. It is especially important that exercises and actual emergency operations be thoroughly evaluated and that any needed planning improvements be carried out. Since an EOP involves many elements of government, decisions should be made about the kinds of changes that must be coordinated through the chief executive or department or agency heads. Delegation of authority to emergency officials is appropriate so that routine changes in call-up rosters, maps, etc., can occur without delay.

h. Authorities and References. Authorities cited should be laws that provide the basis for emergency operations and activities. Statutes, ordinances, executive orders, regulations, and formal agreements that pertain to emergencies should be listed. Citing reference materials, particularly those of other levels of government, is valuable.

i. Definition of Terms. Words, phrases, abbreviations, and acronyms relevant to emergency management should be defined. Many terms in emergency management have special meanings, so that establishing precise definitions is important. Each annex should also define terms applicable to it, so that this portion of the basic plan can be limited to definitions of terms pertinent to overall emergency management.

3-4. Sample of a Basic Plan. The example basic plan in chapter 6 shows many of the elements discussed above.



## Chapter 4

### Functional Annexes

4-1. General. This chapter provides guidance and procedures for developing the content of the functional annexes of the EOP.

4-2. Overview of Functional Annexes.

a. Content. Annexes to the EOP provide specific information and direction. Annexes should focus on operations and should define the function and indicate who is responsible for carrying it out. While the basic plan provides information relevant to the EOP as a whole, annexes should emphasize responsibilities, tasks, procedures, and operational actions that pertain to the function being covered. Annexes should cover, in general terms, the activities to be performed by anyone with a responsibility under the function. An annex should identify actions that not only ensure effective emergency response but also aid in preparing for emergencies.

(1) To be generally applicable, annexes should clearly define and describe the policies, procedures, roles, and responsibilities inherent in the various functions before, during, and after any emergency period. To ensure adequate planning for all possible contingencies, it may be necessary to spend time projecting the consequences of various emergencies. This should not be restricted to those hazards found to be most threatening during the hazards analysis. For example, airplane crashes, while infrequent, can occur almost anywhere with little or no warning. The term "generic" has been used to describe these generally applicable, functional annexes. The generic annexes are critically important parts of the plan, since they must be sufficient to cope with any unforeseen emergency.

(2) In general, the organization of the annexes parallels that of the basic plan. Specific sections can be developed to expand upon--but not to repeat--information contained in the basic plan.

b. Functions to Include as Annexes. One of the more important things to be done early in the planning process is to select the functions to be made the subjects of separate annexes. These choices are influenced by such factors as the organizational structures of the State and local governments, the capabilities of the jurisdiction's emergency services agencies, and the established policy or intentions with respect to the concept of operations. No single listing of functional annexes, therefore, can be prescribed for all jurisdictions.

(1) The following list of functional annexes is used for the sample plan in chapter 6: Direction and Control, Communications, Warning, Emergency Public Information, Evacuation, Reception and Care, In-place Protective Shelter, Health and Medical, Law Enforcement, Public Works, Fire and Rescue, Radiological Protection, Human Services, and Resource Management.

(2) The fact that several functions or subjects are not included in the list given here does not necessarily mean that they are regarded as less important than the ones that are included. COG, for example, was left out because it was considered a matter of pervasive concern that should be treated in the basic plan and in almost all of the other functional annexes. The situation is similar for damage assessment, which should receive substantial attention in the basic plan and in several other annexes, including Direction and Control, Public Works, Radiological Protection, and Resource Management. The primary concern is that all important activities be properly covered in the plan. The location or categorization of these activities is of secondary importance, though a State should strive for consistency among its jurisdictions to facilitate coordination.

4-3. Description of Functions for Generic Annexes. The following subparagraphs contain brief descriptions of important emergency management functions, all but two of which are included in the list of annexes used for this CPG:

a. Direction and Control. This function involves the use of a centralized management center, the EOC, to facilitate policymaking, coordination, and control of operating forces in a large-scale emergency situation. It must cover the process of obtaining and analyzing emergency management information to provide a basis for decisionmaking. It should describe the use of alternate EOC's, mobile EOC's, and field command posts, as appropriate.

b. Communications. This function deals with establishing, using, maintaining, augmenting, and providing backup for all channels of communication needed for emergency response and recovery. Consideration must be given to needs for secure communications.

c. Warning. This function deals with systems to disseminate to appropriate government officials and the general public timely forecast of all hazards requiring emergency preparedness or response actions. In a generic warning annex, all aspects of existing warning systems must be identified, and provisions must be made to implement them as needed. The government unit must be able to obtain timely information on impending threats to the jurisdiction and to transmit it rapidly to officials and citizens. Clear directions must be provided for the use of the Emergency Broadcast System (EBS) to warn the public. Backup systems must also be addressed. For example, a telephone fan-out initiated at the EOC might be used to confirm that schools have received warnings issued by the National Weather Service (as well as any other warnings broadcast to the general public). In short, this annex should describe warning systems in place in the jurisdiction, and responsibilities and procedures for using these systems.

d. Emergency Public Information. The goal of this functional activity is to increase public awareness of hazards and to provide active channels for informing and advising the public on appropriate actions before, during, and after emergencies. It should provide for effective collection and dissemination of information to control rumors and to minimize dysfunctional public responses. The annex should describe policies, roles, responsibilities, and procedures for communicating with the public during several phases of emergency management--preparedness, response, and recovery. Plans for developing and disseminating public information materials on preparedness, evacuation procedures, etc., should be covered, as should handling all aspects of relations with the mass media during an emergency. Special attention should be given to proper use of the EBS; and some technical aspects of communicating with the public may be covered--for example, remote pickup from the EBS radio or television station in the EOC.

e. Evacuation. The goal of this function is to relocate people to safe areas, when emergencies or threats necessitate such action. This annex should establish clear and detailed procedures for carrying out complete or partial evacuation of the people from the jurisdiction. It should focus on movement by defining areas likely to be evacuated, determining destinations, and outlining the approach for controlling the flow of traffic. Procedures for return movement should also be included.

f. Reception and Care. This function covers mass care of people within the boundaries of the home jurisdiction in case of a partial evacuation. It should also provide for those people from other jurisdictions who may be directed to the area under plans for various contingencies. This annex should cover the policies, procedures, roles, and responsibilities associated with providing housing, food, clothing, and other essentials to a large number of people displaced from their homes by disaster. Problems inherent in establishing enough centers and activating enough resources to care for potential numbers of people in need should be addressed.

g. In-place Protective Shelter. This function involves provision of appropriate shelter to protect people from the effects of any disaster. Use of shelters in or near homes, schools, or places of work may be the most effective way to protect people; it may be the only alternative available under some

circumstances. The annex for this function should address the conditions under which people should be placed in protective shelters and how the decision to do so would be implemented. Shelter facilities, their capacities, and other characteristics should be described in an appendix to the annex. Responsibility for shelter maintenance and management should also be established.

h. Health and Medical. This function includes medical care for the population under emergency conditions of varying scope. This annex should describe policies and procedures for mobilizing medical resources including a clear description of the procedure for requesting activation of the National Disaster Medical System in a mass-casualty situation. Attention should be given to public health problems in major emergencies, especially in mass-care facilities. Approaches for dealing with mass-fatality situations should be fully covered.

i. Law Enforcement. As a function, law enforcement should provide for sufficient resources to maintain civil order under emergency conditions. This annex should cover responsibilities and procedures for maintaining security and order under crisis conditions and eventual recovery. Procedures for augmenting existing forces during emergencies should be described.

j. Public Works. The public works function provides for a flexible emergency response capability for engineering, construction, and repair and restoration of essential public facilities and services, including critically important utilities that may be under control of private businesses. Particular attention should be paid to capability for debris clearance and postdisaster safety inspections of damaged structures. Public works personnel may provide support for heavy rescue operations and may play a key role in establishing multipurpose staging areas. The public works annex is one of those most likely to require several detailed hazard-specific appendices.

k. Fire and Rescue. This function provides for firefighting and search and rescue services during and after emergencies. The annex should treat the policies, procedures, and responsibilities of fire prevention and firefighting under potential crisis conditions. Roles and responsibilities inherent in search and rescue should be fully covered. Procedures for augmenting fire and rescue resources should be discussed.

l. Radiological Protection. This annex should cover radiation detection, monitoring, and exposure control in any emergency involving radioactive materials--including nuclear power plant accidents, hazardous materials accidents, and nuclear attack.

m. Human Services. This annex should cover delivery of such services as counseling under disaster conditions. It may also provide for housing, food, and clothing in situations not of a sufficient scope to justify activation of mass-care systems.

n. Resource Management. Resource Management involves coordination and use of personnel, equipment, supplies, facilities, and services, particularly during disaster response and recovery. This annex must deal with allocation of scarce resources in emergency situations that restrict the normal flow of people, goods, and services. It must also cover the jurisdiction's participation in resource claimancy during a national emergency.

o. COG. Policies and procedures for ensuring the survival and operational capability of the government should be carefully planned. Lines of succession for the overall government, as well as for agencies and departments, should be clearly delineated. Preservation of vital records should be ensured. The sample EOP in chapter 6 does not include a separate COG annex because the function is considered pervasive and properly covered in a section of most functional annexes.

p. Damage Assessment. The purpose of this function is to ensure that personnel and procedures are available to provide preliminary estimates and descriptions of the extent of damage resulting from large-scale disasters. Policies, procedures, roles, and responsibilities should be defined for situations that would

call for a declaration by the State Governor or President of the United States. The sample EOP in chapter 6 does not include a separate damage assessment annex because the activity is regarded as an inherent part of several other functions.

4-4. Samples of Functional Annexes. The sample EOP in chapter 6 includes several illustrative functional annexes.

## Chapter 5

### Hazard-Specific Appendixes

5-1. General. This chapter provides guidance and procedures for developing appendixes to address unique characteristics of particular hazards.

5-2. Overview of Hazard-Specific Appendixes. To be logical, a planning process must address each hazard that threatens the jurisdiction. It is important, therefore, that the hazards identification process be completed at the beginning of the planning process and that the planning team be fully briefed on the hazards. Generic planning, as reflected in the functional annexes, does not ignore hazards; it addresses all of them collectively. It is inevitable, however, that unique characteristics of various hazards will not be adequately covered in the annexes. To properly treat such unique factors is the purpose or role of the hazard-specific appendixes to the functional annexes.

5-3. Development of Hazard-Specific Appendixes. Hazard-specific appendixes and functional annexes should be developed or revised simultaneously to ensure that the planning needs generated by the hazard are fully supplied without unnecessary duplication of information. The decisions on the needs for hazard-specific appendixes should be made by the planning committee for each function and reviewed by the entire planning team. These decisions are critical to the credibility, acceptability, and usefulness of the plan and so should be made with due care and deliberation. In case of disagreements among planning team members, the benefit of the doubt should favor inclusion of the hazard-specific material. The team should reject, however, the simple, extreme answer of using an appendix for each of an arbitrary list of hazards with every functional annex. The planning approach recommended in this guide provides a great deal of flexibility in dealing with hazard-specific material. An appendix for a particular hazard can be added to one, some, or all of the functional annexes; and it may be very long or very brief depending upon recognized need.

5-4. Content of a Hazard-Specific Appendix.

a. It is recommended that hazard-specific appendixes have the same basic structure--i.e., the same sections, with corresponding numbers, as the basic plan and functional annexes. The approach again provides flexibility to include a particular section or to omit it, if the information is properly covered in the functional annex.

b. Decisions on inclusion of hazard-specific material in the EOP's are sometimes made on the basis of other than practical planning considerations. The flexibility of the planning approach described in this guide should make it possible to accommodate the wishes of the various regulatory authorities and constituencies of the emergency management organizations without reducing the operational utility of the plan.

5-5. Samples of Hazard-Specific Appendixes. The illustrative plan in chapter 6 includes sample hazard-specific appendixes to several of the functional annexes.

## Chapter 6

### Sample Emergency Operations Plan

6-1. General. The sample plan that begins on the next page provides illustrative examples of the parts of an EOP discussed in this CPG--basic plan, functional annexes, and hazard-specific appendixes.

6-2. Limitations of the Sample Plan. The sample is not a complete EOP, but is intended to provide examples to clearly illustrate the principles of the recommended planning approach and the prescribed relationships among the plan parts. The basic plan, annexes, and appendixes are incomplete and should not be expected to stand up to rigorous review techniques that are applicable to real plans and plan elements. A sample document that could stand up to such testing would require a very lengthy list of elements, a few examples of which are sufficient to illustrate the appropriate content for the parts of the plan. This sample should not, therefore, be used as a model plan.

6-3. Sample Plan Table of Contents. While numerous plan elements are mentioned in this CPG, only a few are illustrated in the following pages. Including all would far exceed the scope of this effort and would unnecessarily duplicate guidance already in existence, or better reserved for other programs and projects. The table of contents at the beginning of the sample plan is both functional and illustrative. It provides a complete outline of the Liberty County EOP, including both the elements for which samples are provided and those that have been mentioned or are implied to exist but remain as hypothetical as Liberty County itself. This inflated table of contents establishes the context for the plan elements provided and, once again, underscores the importance of those that have been excluded. Page numbers are given for the sample plan elements that are present. An asterisk (\*) entered in the place of the page number indicates that the plan element is not included in the sample plan. The page numbering system, beginning with the sample plan table of contents, changes from the standard one for CPG's to one that is typical for a local EOP.

Boxed items on the following pages provide guidance on use of the sample plan or other added notes that are not a part of the sample text.

LIBERTY COUNTY, COLUMBIA  
EMERGENCY OPERATIONS PLAN (EOP)

CONTENTS

|  | <u>Page</u> |
|--|-------------|
| Basic EOP .....  | 1           |
| I. Purpose .....   | 1           |
| II. Situations and Assumptions .....   | 1           |
| III. Concept of Operations .....   | 1           |
| IV. Organization and Assignment of Responsibilities .....                        | 4           |
| V. Administration and Logistics .....  | 5           |
| VI. Plan Development and Maintenance .....                                       | 5           |
| VII. Authorities and References .....  | 6           |
| VIII. Definition of Terms .....  | 6           |
| Tab 1 Map of P&O Zones .....   | 8           |
| Tab 2 Map of Columbia Mutual Aid Regions .....                                   | 9           |
| Tab 3 County Government Organization Chart .....                                 | 10          |
| Tab 4 Emergency Responsibilities Matrix .....                                    | 11          |
| Tab 5 Emergency Organization Chart .....   | 12          |
| Annex A - Direction and Control .....  | A-1         |
| Tab 1 Direction and Control Organization .....                                   | A-5         |
| Tab 2 Roster of EOC Personnel .....  | A-6         |
| Tab 3 EOC-SOP .....  | *           |
| Appendix A.1 Nuclear Attack Emergency .....                                      | A-8         |
| Appendix A.2 Nuclear Power Plant Emergency .....                                 | *           |
| Annex B - Communications .....   | *           |
| Annex C - Warning .....  | C-1         |
| Tab 1 Inventory of Fixed Sirens .....  | *           |
| Tab 2 Map of Areas Covered by Sirens .....                                       | *           |
| Appendix C.1 Warning of Unauthorized or Accidental Launch of a Nuclear Weapon .. | C-5         |
| Tab 1 Table of Priority Actions .....  | C-7         |
| Tab 2 Procedures .....   | C-8         |
| Annex D - Emergency Public Information .....                                     | D-1         |
| Tab 1 Procedure for a Media Center .....   | *           |
| Tab 2 Media Resources .....  | D-7         |
| Appendix D.1 Standby EPI Materials for Threat of Nuclear Attack .....            | D-9         |
| Appendix D.2 Standby EPI Materials for Hurricane .....                           | *           |

|   |      |
|---|------|
| Appendix D.3 Standby EPI Materials for Flood .....                                    | *    |
| Annex E - Evacuation .....  | E-1  |
| Tab 1 Chart of Interjurisdiction Relationships .....                                  | E-5  |
| Appendix E.1 Evacuation in Response to Threat of Nuclear Attack .....                 | E-6  |
| Tab 1 Map of High Risk Area .....   | E-10 |
| Tab 2 Map of 2+ p.s.i. Areas .....  | E-11 |
| Tab 3 Map of Liberty County Evacuation Divisions .....                                | E-12 |
| Tab 4 Map of Central City Evacuation Divisions .....                                  | E-13 |
| Tab 5 Table of Reception Areas .....  | E-14 |
| Tab 6 Table of Relocating Organizations .....   | E-15 |
| Tab 7 Table of Evacuee Analysis .....   | E-16 |
| Tab 8 Table of Route Analysis .....   | E-17 |
| Tab 9 Traffic Control Points for Evacuation of Nuclear Attack High Risk Area ..       | *    |
| Appendix E.2 Nuclear Power Plant Incident/Accident Evacuation .....                   | E-18 |
| Tab 1 Map of Liberty County Plume EPZ .....   | E-20 |
| Tab 2 Map of Evacuation Areas and Routes .....  | *    |
| Tab 3 Table of Evacuation Area Populations .....                                      | *    |
| Tab 4 Traffic Analysis Results Table .....  | *    |
| Annex F - Reception and Care .....  | *    |
| Annex G - In-Place Protective Shelter .....   | G-1  |
| Appendix G.1 In-Place Protective Shelter for Nuclear Attack .....                     | G-4  |
| Tab 1 Table of Liberty County Shelter Facilities .....                                | *    |
| Tab 2 Tabular Summary of Liberty County Shelter Allocation .....                      | *    |
| Tab 3 Map of Liberty County Shelter Facilities, Complexes, and Areas Served ..        | *    |
| Appendix G.2 In-Place Protective Shelter for Nuclear Power Plant Incident/Accident .. | *    |
| Appendix G.3 In-Place Protective Shelter for Tornado .....                            | *    |
| Appendix G.4 In-Place Protective Shelter for Hazardous Materials Emergencies .....    | *    |
| Annex H - Health and Medical .....  | H-1  |
| Annex I - Law Enforcement .....   | *    |
| Annex J - Public Works .....  | *    |
| Annex K - Fire and Rescue .....   | *    |
| Annex L - Radiological Defense .....  | L-1  |
| Tab 1 Chart of Liberty County Radiological Protection Organization .....              | L-4  |
| Tab 2 Table of Radiological Hazards in Liberty County .....                           | L-5  |



|  |     |
|--|-----|
| Tab 3 Radiological Defense SOP's .....                         | *   |
| Appendix L.1 RADEF for the Nuclear Attack Hazard .....         | L-6 |
| Tab 1 Table of Radiation Level Reporting Locations .....       | L-8 |
| Tab 2 Table of Shelter RADEF Capability .....                  | L-8 |
| Appendix L.2 Nuclear Power Plant Emergency .....               | *   |
| Tab 1 Map of Radiological Sampling and Monitoring Points ..... | *   |
| Annex M - Human Services .....                                 | *   |
| Annex N - Resource Management .....                            | *   |

\* An asterisk under the page number indicates that there is no illustrative example of the plan element in this sample plan.

## BASIC PLAN

### I. PURPOSE

This plan predetermines, to the extent possible, actions to be taken by the emergency organizations of Liberty County, its municipalities, and cooperating private institutions to prevent disasters if possible; to reduce the vulnerability of County residents to any disasters that cannot be prevented; to establish capabilities for protecting citizens from the effects of disasters; to respond effectively to the actual occurrence of disasters; and to provide for recovery in the aftermath of any emergency involving extensive damage or other debilitating influence on the normal pattern of life within the community.

### II. SITUATION AND ASSUMPTIONS

A. Situations. Liberty County is exposed to many hazards, all of which have the potential to disrupt the community, cause damage, and create casualties. Possible natural hazards include hurricanes, floods, tornadoes, forest and brush fires, and earthquakes. There is also the threat of war-related incidents such as a nuclear, biochemical, or conventional attack. Other disaster situations could develop from a hazardous materials accident, nuclear power plant accident, major transportation accident, terrorism, or civil disorder.

B. Assumptions.

1. The county and municipal governments are primarily responsible for emergency actions and will commit all available resources to save lives, minimize injury to persons, and minimize damage to property.

2. While it is likely that outside assistance would be available in most large-scale disaster situations affecting the County and while plans have been developed to facilitate coordination of this assistance, it is necessary for Liberty County to plan for and to be prepared to carry out disaster response and short-term recovery operations on an independent basis.

Include any other assumptions determined to be necessary during the planning process that are significant in terms of impact on actual emergency management activities.

### III. CONCEPT OF OPERATIONS

A. General.

1. Local, State, and Federal Roles. It is the responsibility of Liberty County government to protect life and property from the effects of hazardous events. Local government has the primary responsibility for emergency management activities. When the emergency exceeds the local government's capability to respond, assistance will be requested from the State government. The Federal Government provides assistance to the State as necessitated by the nature and scale of the emergency.

2. Relationship Between Emergency and Normal Functions. This plan recognizes the concept that emergency functions for groups involved in emergency management generally parallel their normal day-to-day functions. To the extent possible, the same personnel and material resources will be employed in both cases. It is generally true, however, that a disaster is a situation in which the usual way of doing things no longer suffices. It is desirable, and always attempted, to maintain organizational continuity and to assign familiar tasks to personnel. In large-scale disasters, however, it may be necessary to draw on

peoples' basic capacities and use them in areas of greatest need. Day-to-day functions that do not contribute directly to the emergency operation may be suspended for the duration of any emergency. Efforts that would normally be required of those functions will be redirected to accomplish the emergency task by the agency concerned.

3. Consistent with the State of Columbia's commitment to comprehensive emergency management, this plan is concerned with all types of emergency situations that may develop. It also accounts for activities before, during, and after, emergency operations. It heavily emphasizes, however, the capability of the Liberty County government to respond to and accomplish short term recovery from large-scale disasters.

#### B. Phases of Emergency Management.

1. Mitigation. Mitigation activities are those that either prevent the occurrence of an emergency or reduce the community's vulnerability in ways that minimize the adverse impact of a disaster or other emergency.

2. Preparedness. Preparedness activities, programs, and systems are those that exist prior to an emergency and are used to support and enhance response to an emergency or disaster. Planning, training, and exercising are among the activities conducted under this phase.

3. Response. Response involves activities and programs designed to address the immediate and short-term effects of the onset of an emergency or disaster. It helps to reduce casualties and damage and to speed recovery. Response activities include direction and control, warning, evacuation, and other similar operations.

4. Recovery. Recovery is the phase that involves restoring systems to normal. Short-term recovery actions are taken to assess damage and return vital life-support systems to minimum operating standards; long-term recovery actions may continue for many years.

#### C. Interjurisdiction Relationships.

1. Planning and Operations (P&O) Zones. For emergency management planning purposes, the territory of each county in the State of Columbia has been divided into P&O Zones. These zones may be incorporated municipalities alone, incorporated municipalities with some adjacent unincorporated territory, unincorporated parts of the county, or large institutions such as State facilities and military installations. The eight P&O zones in Liberty County are shown in Tab 1, Map 1 and are named and defined in the following list:

- a. Central City--All territory within the corporate limits of Central City.
- b. Fisherville--All territory within the corporate limits of the City of Fisherville.
- c. Columbia State Prison--All State-owned land assigned to the jurisdiction of the Warden of Columbia State Prison.
- d. Northwest Liberty--All territory north of State Route 5 and west of Interstate Highway 107, except the part of Central City located in that area.

The four zones listed above provide examples. In actual plans, all zones should be listed and defined.

2. Operational Areas (OA's). Each county in the State is designated an Operational Area for major emergencies by the State Disaster Act. Liberty County has an Operational Area Emergency Organization that will be a part of the statewide system for managing major emergency operations.

3. Mutual Aid Regions (MAR's). The State is divided into Mutual Aid Regions, as shown in Tab 1, Map 2. Each MAR has an emergency organization responsible for coordinating provision of assistance across county (OA) boundaries under major emergency conditions.

4. State. The State emergency organization is active at all times. In case of a major emergency, the State plays an important role providing direct support to the local level and in serving as a channel for obtaining and providing resources from outside the State.

#### D. Direction and Control.

1. The ultimate responsibility for emergency management in Liberty County belongs to the Chairperson of the Board of Supervisors, who heads the policy group of the Direction and Control Organization. There are four full-scale emergency management organizations in Liberty County. Besides the County itself, there are fully qualified emergency organizations for the cities of Central City, Fisherville and Harvest Junction. Each of these municipalities is a separate P&O Zone and will exercise full authority over emergency operations when the emergency situation exists entirely within the boundaries of their jurisdictions. Major emergencies in any other part of the county will be managed by the county-level emergency organization.

2. If more than one P&O Zone is affected or if there is a very serious emergency in one zone, the county organization will be activated; but it will not necessarily assume control of all functions. The county organization may decide to restrict its activities--relative to the affected P&O Zones--to monitoring, coordinating, and providing requested support.

3. In case of the threat or actual impact of a very destructive, widespread disaster which covers an extended time period, all eight P&O Zones may be activated and would provide a geographically comprehensive level of emergency organization below the Operational Area level. Under such circumstances, both the zones and the operational area would probably be functional as elements of a Statewide or National emergency organization. These types of organization and operations are described in the annexes and appendixes to this plan.

#### E. Continuity of Government.

##### 1. Succession of Command.

a. The line of succession of the County Board of Supervisors is from the Chairperson through the members of the board in order of their seniority on the board.

b. The line of succession to the emergency program manager is deputy program manager followed by operations officer.

c. The line of succession to each department head is according to the operating procedures established by each department.

d. The line of succession of the county manager is to the assistant manager, then to the director of the community affairs department.

2. Preservation of Records. Preservation of important records and measures to ensure reconstitution, if necessary, and continued operation of local government during and after catastrophic disasters or national security emergencies are covered in COG sections of the appropriate annexes and appendixes to this plan.

#### IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. General. Most departments within local government have emergency functions in addition to their normal duties. Each department is responsible for developing and maintaining its own emergency management procedures. Specific responsibilities are outlined in subparagraph IV.C., "Task Assignments," as well as in individual annexes. Responsibilities for certain organizations that are not part of local government are also presented. A chart showing the normal organization of the Liberty County government is given in Tab 2, Chart 1.

##### B. Emergency Organization.

1. Liberty County's Emergency Organization consolidates the existing agencies of the county government, departments of the municipalities which do not have full-scale emergency management organizations, and resources of the private organizations which have accepted responsibility for emergency management functions. The resources of Central City, Fisherville, and Harvest Junction are not included in the basic county emergency organization. Situations under which all organizations would be merged and centrally controlled are covered in Hazard-Specific Appendixes to this plan.

2. The Liberty County Emergency Organization and the participating agencies are shown in Tab 5.

##### C. Task Assignments.

###### 1. Emergency Program Management.

- a. Coordination of all phases of emergency management;
- b. Integrated emergency management planning;
- c. Staff training;
- d. Radiological defense;
- e. Resource management; and
- f. Communications and warning.

###### 2. Law Enforcement.

- a. Maintenance of law and order;
- b. Traffic control (including aerial monitoring);
- c. Control of restricted areas;

- d. Protection of vital installations;
- e. Warning support;
- f. Radiological monitoring support;
- g. Damage assessment support;
- h. Liaison and coordination with other law enforcement agencies;
- i. Evacuation of prisoners;
- j. Aerial rescue support;
- k. Medical rescue support; and
- l. Policy, coordination, and operations groups staff support.

Lists of task assignments similar to those above should be included for all pertinent public and private entities that would have some responsibilities during emergencies.

## V. ADMINISTRATION AND LOGISTICS

A. General. Administrative procedures are frequently designed, for good cause, to inhibit action by government personnel; and it is not unusual for the most cost-effective approach to solving a problem to require more time than an alternative approach that achieves the same results. It is clear, therefore, that some administrative procedures should be suspended, relaxed, or made optional under threat of disaster. Such action should, however, be carefully considered, and the consequences should be projected realistically.

B. Administrative Procedures. Clearly, it is desirable for the need for changes in administrative procedure to be foreseen and allowed for in plans. This should be done, to the extent possible, in annexes to this plan. Administration must facilitate operations to carry out appropriate disaster response actions. Procedures to achieve this goal will be detailed in this plan, and any necessary departures from business-as-usual methods will be noted.

## VI. PLAN DEVELOPMENT AND MAINTENANCE

A. General. This plan is the principal source of documentation on Liberty County's emergency management activities. Almost every agency of the government has responsibility for developing and maintaining some part of this plan. Overall coordination of this process will be carried out at the local level by the Liberty County Department of Emergency Management (LCDEM).

B. State and Federal Involvement. It is frequently necessary for emergency management planning and operations to be coordinated across jurisdictional boundaries. To properly carry out their role in this activity, State and Federal Government authorities may become involved in the local planning process. The nature and extent of this involvement will be coordinated through LCDEM, and all personnel involved will be fully informed. Nothing in the process of coordination and support should be interpreted as relieving agency chiefs of their responsibilities for emergency planning.

C. Local Planning Responsibilities. Following is a listing of agencies responsible for development and maintenance of each plan element:

|                       |                |
|-----------------------|----------------|
| Basic Plan            | LCDEM          |
| Annexes:              |                |
| Direction and Control | LCDEM          |
| Communications        | County Sheriff |
| Warning               | LCDEM          |

All plan elements and agencies with responsibility should be listed.

VII. AUTHORITIES AND REFERENCES

A. Authorities.

1. Federal Civil Defense Act of 1950, Public Law 81-920, as amended.
2. Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended by Public Law 100-707.
3. Columbia Emergency Services Act, 1970, as amended.

Include the applicable local ordinances and any references related to material included in the basic plan.

VIII. DEFINITION OF TERMS

Definitions should be provided for all terms and abbreviations in the Basic Plan that may not be immediately familiar to users of the document. The following terms are some of the more important ones used in this CPG.

Annex. As used in this CPG, a plan element devoted to one part of emergency operations that describes the jurisdiction's approach to functioning in that component area of activity in response to emergencies caused by any hazard that might affect the community.

Appendix. As used in this CPG, a plan element attached to a functional annex to provide information on special approaches or requirements generated by unique characteristics of specified hazards identified as being of particular concern to the jurisdiction.

Emergency Operations Plan (EOP). A document that clearly and concisely describes a jurisdiction's emergency organization, its means of coordination with other jurisdictions, and its approach to protecting people and property from the effects of disasters caused by any of the hazards to which the community is particularly vulnerable. It assigns functional responsibilities to the elements of the emergency organization and details tasks to be carried out at times and places projected as accurately as permitted by the nature of each situation addressed.

Emergency Program Manager (EPM). The individual responsible on a day-to-day basis for the jurisdiction's effort to develop a capability for coordinated response to and recovery from the effects of large-scale disasters. This official may be called the Civil Defense Director, Disaster Preparedness Coordinator, another similar title; and his or her duties may vary from jurisdiction to jurisdiction. The EPM is the link at the State and local level to our country's nationwide direction, control, and warning system and, therefore, plays a vital role in our country's preparedness for national security emergencies.

Function. A possible component or area of activity in emergency operations, e.g., firefighting, emergency public information, evacuation. It may combine several, or many, specific tasks or activities.

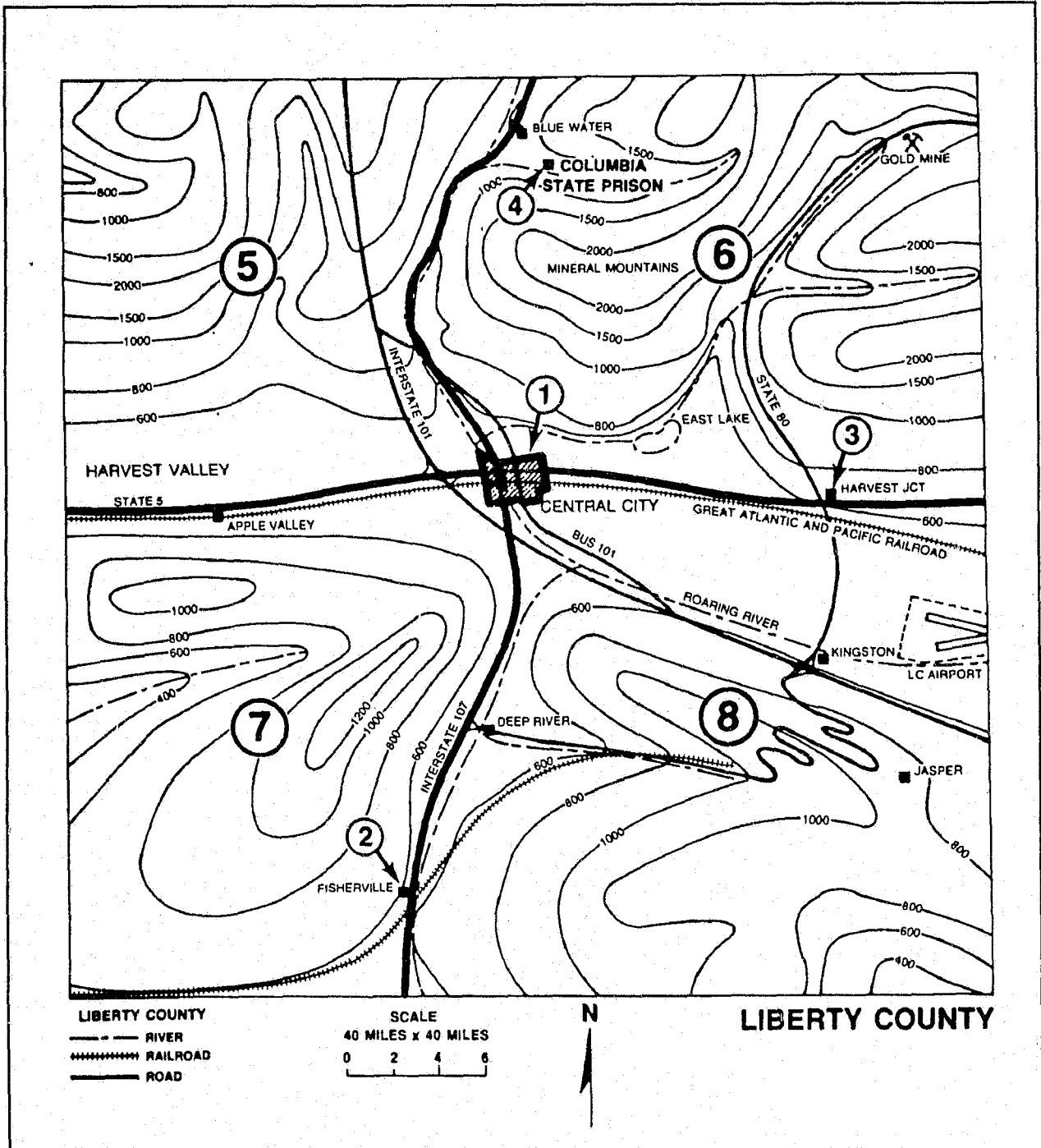
Standard (or Standing) Operating Procedure (SOP). Varies greatly in usage; generally a checklist or set of instructions on things to be done under specified conditions. Any information needed to accomplish a task, e.g., personnel rosters and resource inventories, are attached or cited in a readily available reference.

#### Tabs to the Basic Plan

- Tab 1 - Map of Planning and Operations Zones
- Tab 2 - Map of Mutual Aid Regions
- Tab 3 - Liberty County Government Organization Chart
- Tab 4 - Emergency Responsibilities Matrix
- Tab 5 - Liberty County Emergency Organization Chart

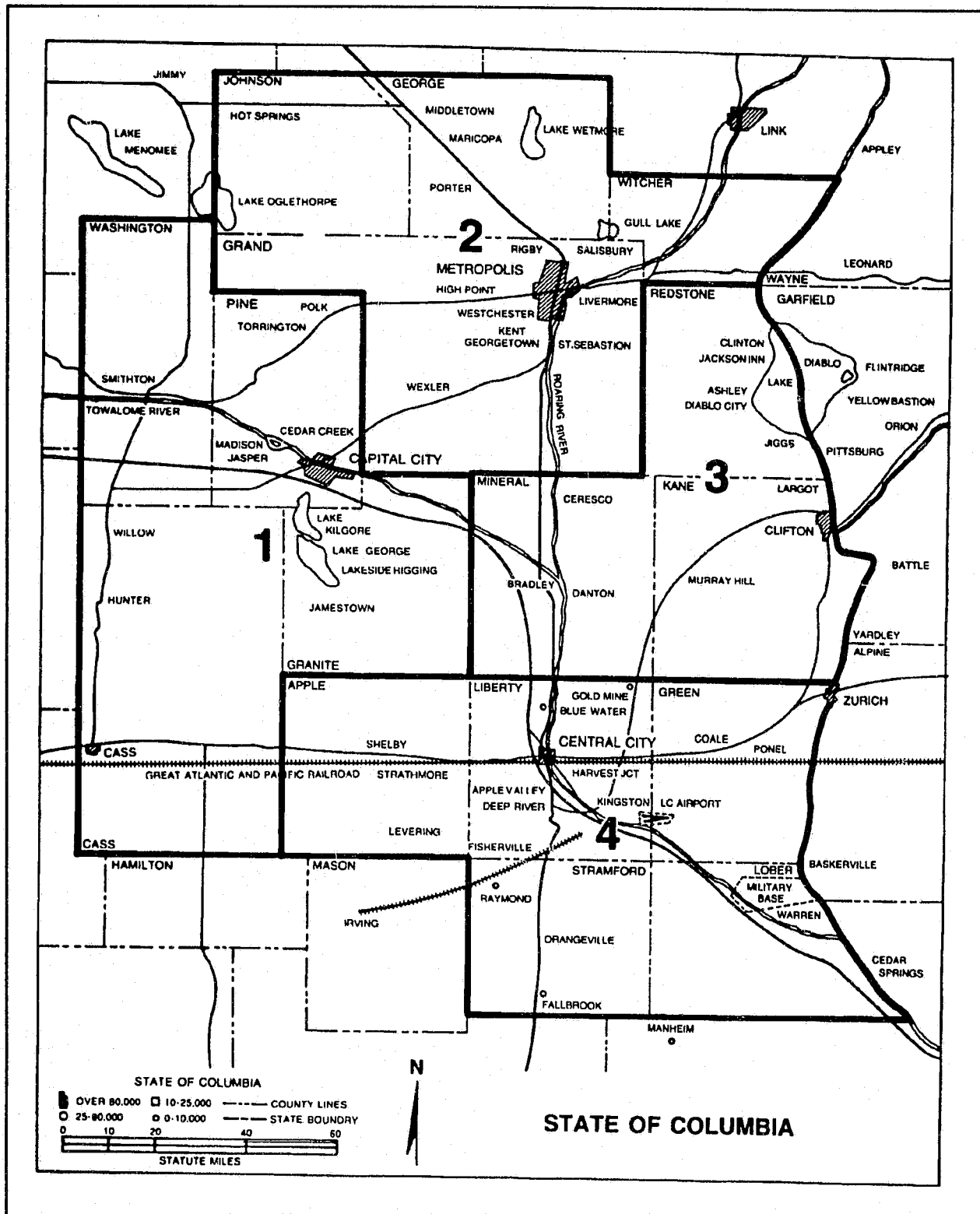


Tab 1 to the Basic Plan



PLANNING AND OPERATIONS (P&O) ZONES

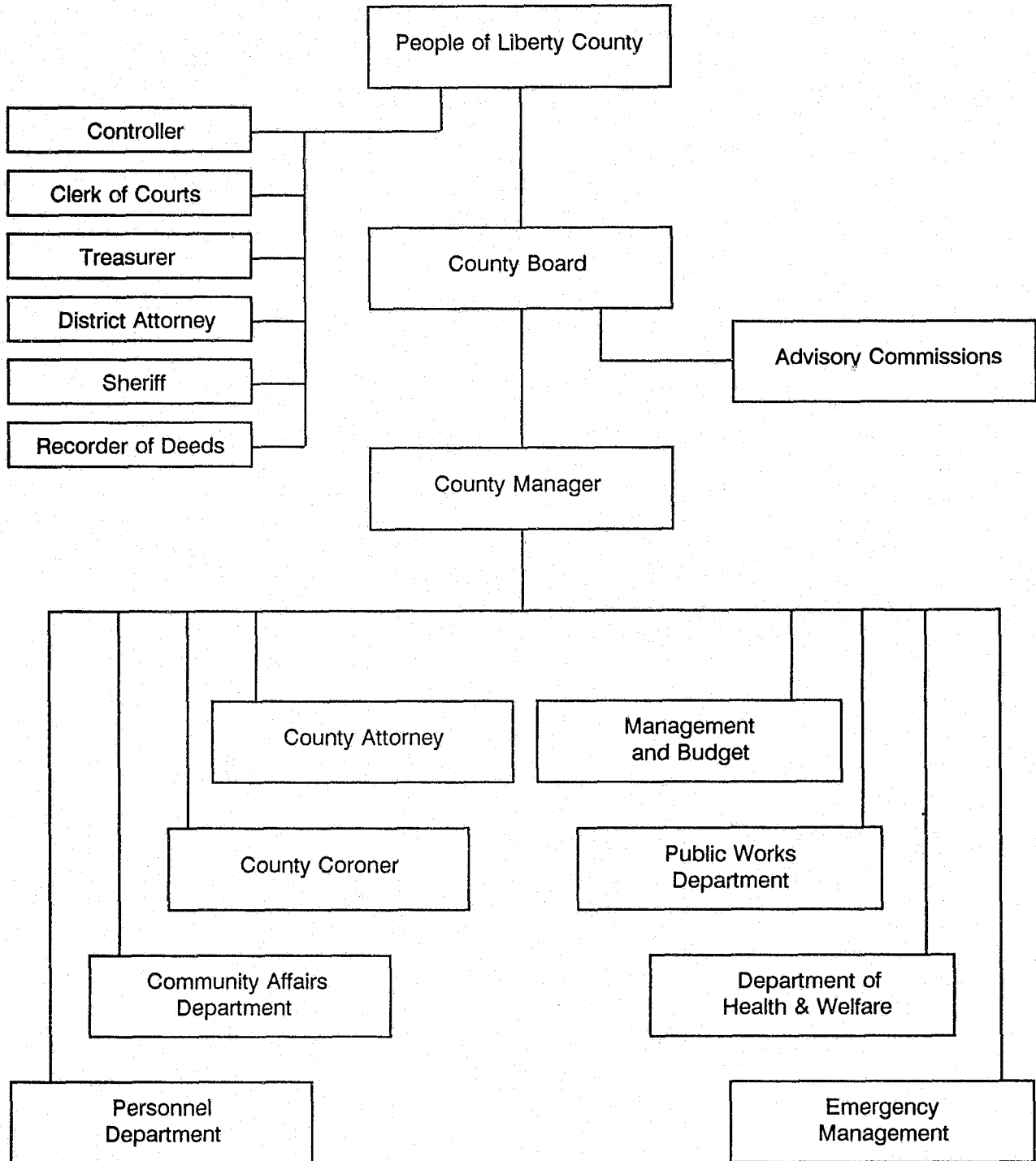
Tab 2 to the Basic Plan



# LIBERTY COUNTY, COLUMBIA

## Government Organization Chart

June 30, 1989

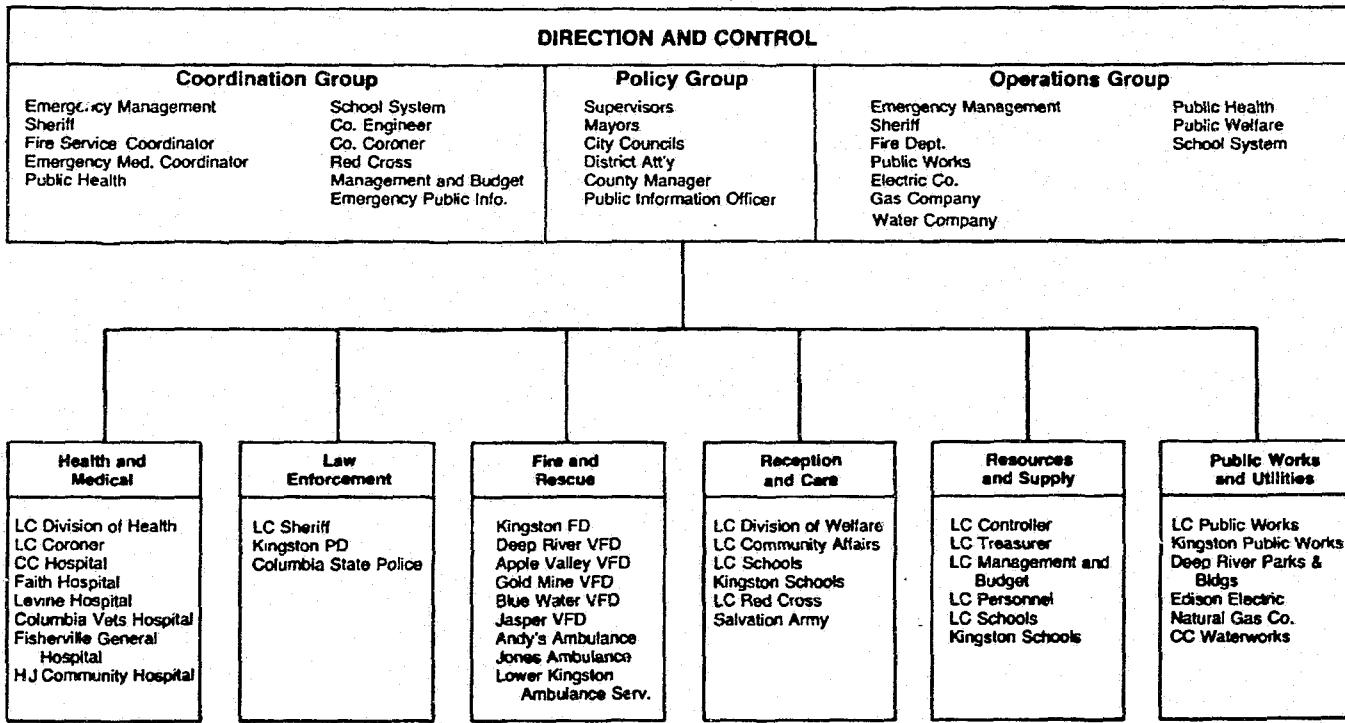


**IDENTIFICATION OF EMERGENCY RESPONSIBILITIES BY ORGANIZATIONAL ENTITY**

P = Primary Responsibility  
S = Support Responsibility

| <u>Organization</u>      | <u>Function</u> | Direction and Control | Communications | Warning | Emerg. Public Information | Evacuation | Reception and Care | In-Place Protect. Shelter | Health and Medical | Law Enforcement | Public Works | Fire and Rescue | Radiological Protection | Human Services | Resource Management | Continuity of Government | Damage Assessment |
|--------------------------|-----------------|-----------------------|----------------|---------|---------------------------|------------|--------------------|---------------------------|--------------------|-----------------|--------------|-----------------|-------------------------|----------------|---------------------|--------------------------|-------------------|
| County Board             | S               |                       |                |         | S                         |            |                    |                           |                    |                 |              |                 |                         | S              | S                   | S                        | S                 |
| County Manager           | P               |                       |                |         | P                         |            |                    |                           |                    |                 | S            |                 |                         |                | P                   | P                        | S                 |
| Controller               | S               |                       |                |         |                           |            |                    |                           |                    |                 |              |                 |                         |                | S                   |                          | P                 |
| Clerk of Courts          | S               |                       |                |         |                           |            |                    |                           |                    |                 |              |                 |                         |                | S                   | S                        | S                 |
| Treasurer                | S               |                       |                |         |                           |            |                    |                           |                    |                 |              |                 |                         |                | S                   | S                        | S                 |
| District Attorney        | S               |                       |                |         |                           |            |                    |                           |                    | S               |              |                 |                         |                |                     |                          |                   |
| Sheriff                  | S               | S                     | S              |         | S                         |            |                    | S                         | P                  |                 |              | S               | S                       |                |                     |                          | S                 |
| Recorder of Deeds        | S               |                       |                |         |                           |            | S                  |                           |                    |                 |              |                 |                         |                | S                   |                          | S                 |
| County Attorney          | S               |                       |                |         |                           |            |                    |                           |                    | S               |              |                 |                         | S              | S                   |                          |                   |
| Management and Budget    | S               |                       |                |         |                           |            |                    |                           |                    |                 | S            |                 |                         |                | S                   | S                        | S                 |
| County Coroner           | S               |                       |                |         |                           |            |                    |                           | S                  |                 |              | S               | S                       |                |                     |                          |                   |
| Public Works Department  | S               | S                     | S              |         |                           |            |                    | S                         |                    |                 | P            | S               | S                       |                | S                   | S                        | S                 |
| Community Affairs Dept.  | S               |                       |                |         | S                         | S          |                    | S                         |                    | S               |              |                 |                         | S              | S                   |                          | S                 |
| Health and Welfare       | S               |                       |                |         |                           |            | P                  |                           | P                  |                 |              | S               | S                       | P              |                     |                          |                   |
| Personnel Department     | S               |                       |                |         |                           |            |                    |                           | S                  |                 |              |                 |                         | S              | S                   |                          |                   |
| Emergency Management     | S               | P                     | P              | S       | P                         | S          | P                  |                           |                    |                 | S            |                 | P                       | S              | S                   | S                        | S                 |
| Fire Service Coordinator | S               |                       |                |         | S                         |            |                    |                           | S                  |                 | S            | P               | S                       |                |                     |                          | S                 |
| Etc.                     | S               |                       |                |         |                           |            |                    |                           |                    |                 |              |                 |                         |                |                     |                          |                   |

**Liberty County Emergency Organization and Participation**



Abbreviations:  
 LC -- Liberty County  
 CC -- Central City  
 HJ -- Harvest Junction

## ANNEX A

## DIRECTION AND CONTROL

## A.I. PURPOSE

This annex provides information on the facility, personnel, procedures, and support requirements for activating the county EOC and for directing and controlling emergency operations from that center, or from an alternate facility, in large-scale emergency situations.

## A.II. SITUATION AND ASSUMPTIONS

A. Situation.

1. The Liberty County EOC is located in the basement of the County Courthouse. Emergency services dispatching operations are normally carried on there, and local government communications are permanently installed.

2. Many of the hazards which exist in or about Liberty County have the potential for causing disasters of such magnitude as to make centralized command and control desirable or essential.

3. Liberty County is designated an "Operational Area" by the Emergency Services Act of the State of Columbia and has various emergency management coordinative responsibilities with respect to the State, neighboring operational areas, and municipalities within the county.

B. Assumptions.

1. Most emergency situations are handled routinely by the emergency services agencies of Liberty County.

2. Most major emergencies can be managed at the field level under established procedures of local government emergency services agencies.

3. In most major emergency situations, many management activities can be carried on at the EOC, thereby allowing field forces to concentrate on essential on-scene tasks.

4. In most large-scale disaster situations, centralized direction and control--i.e., activation of the local emergency management organization and EOC--is the most effective approach to management of emergency operations.

## A.III. CONCEPT OF OPERATIONS

A. General.

1. Because emergency services dispatching is carried on at the Liberty County EOC on a 24-hour-per-day basis, and because terminals for receiving warnings from the State and Federal levels of government are located in the EOC, the communications watch officer is likely to be aware of any major emergency situation affecting the county. Emergency situations vary markedly in speed of onset and in their potential for escalation to disaster proportions. The extent to which the EOC is activated and when it assumes command of emergency operations depends upon the type of emergency situation, its potential for escalation, its geographical extent, and other factors. The communications watch officer and the emergency services field commander may call for activation of the whole or any part of the EOC staff. Such action will be reported immediately to the Emergency Program Manager (EPM) or an alternate.

2. The EOC will ordinarily be fully activated and executive groups will assume control of emergency operations in any emergency situation of such magnitude as to require mobilization of elements of local government other than those principally involved in emergency services on a day-to-day basis.

3. In any emergency situation of such magnitude as to require emergency services personnel to establish a field command post and to initiate control under Incident Command procedures, some activities will be carried on at the EOC. Typically, these would include calling in an Operations Officer, a Public Information Officer, and an analysis team. These personnel would monitor the situation and determine the need for additional actions. The alerting of key officials may be ordered by the communications watch officer, the EPM, or any of their superiors in the Direction and Control Organization. The procedure for alerting key officials is included in the EOC Standard Operating Procedure (SOP) which is included as Tab 3 to this annex.

**B. Interjurisdiction Relationships.** The levels of government which have statutory responsibility for emergency management in the State of Columbia are the county and the State. The county has the authority to assume command of emergency operations in any emergency situation, as does the State if circumstances warrant. In practice, however, the level of government nearest the scene of the emergency with jurisdiction encompassing all of the threatened area manages emergency operations. If the emergency situation is confined to one or two Planning and Operations (P&O) Zones, the County will not ordinarily become involved in the response operations unless assistance is requested. The County is obligated, however, to closely monitor any serious emergency situation within its jurisdiction.

**C. Continuity of Government.** Continuity of Direction and Control may become problematical in some large-scale disaster situations.

1. **Slowly Developing Disasters.** If it is foreseen that the Liberty County EOC will become untenable, operations will be shifted to an alternate facility. If time permits, this will be a phased relocation with the off-duty shift moving to the safer location, making preparations and assuming control from that site so that the personnel remaining at the primary EOC can evacuate. The following alternate emergency operating facilities are given in order of suitability or level of capability already in place for carrying out Direction and Control. The selection must be made based not only on the general suitability but on vulnerability to the prevailing hazard environment. Additional information is included in the hazard-specific appendixes.

- a. Central City EOC;
- b. Fisherville EOC;
- c. ...

All available alternate emergency operating facilities should be listed.

2. **Disaster with Immediate Onset.**

a. If the Liberty County EOC is destroyed, severely damaged, or isolated by loss of communications, Direction and Control of countywide emergency management activities will be assumed by the emergency management organization of one of the P&O Zones. This organization will be augmented as necessary by personnel drawn from the other P&O Zones or from the private sector. The following order of succession applies to Direction and Control organizations:

- (1) Liberty County;
- (2) Central City;
- (3) Fisherville;
- (4) Harvest Junction; and
- (5) Kingston.

b. If county and all P&O Zone emergency organizations are out of action, State of Columbia officials will establish a Direction and Control organization for surviving field forces, drawing personnel from the Mutual Aid Region.

#### A.IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. County Direction and Control Organization. The Liberty County Direction and Control Organization has three basic groups--policy, coordination, and operations--as shown in the chart in Tab 1.

1. Policy Group. The ultimate authority for emergency management in Liberty County is the Chairperson of the County Board of Supervisors, who heads the policy group. The policy group exercises broad control over emergency operations, gives guidance on matters of basic policy, and provides official information and instructions to the public.

2. Coordination Group. The coordination group analyzes all available information on the situation, develops and refines a joint response and recovery strategy, plans the deployment of field units to ensure the availability of appropriate force to deal with the situation at particular locations, and makes certain that the operating forces of various agencies work together in a mutually supportive way.

3. Operations Group. The operations group implements the strategy and plans of the coordination group. It communicates with field forces and keeps a record of their status; it issues instructions to particular units and keeps track of their progress in carrying out the instructions.

#### B. Responsibilities.

##### 1. Department of Emergency Management.

a. Develops and maintains an EOC-SOP, coordinating with all agencies and organizations having emergency management responsibilities.

b. Provides training for the EOC staff.

c. Provides personnel for the Direction and Control Organization. (See Tabs 1 and 2.)

##### 2. Sheriff's Department.

a. Provides physical security for the EOC.

b. Provides personnel for the Direction and Control Organization. (See Tabs 1 and 2.)

Provide lists of task assignments for all organizations with responsibilities relating to Direction and Control or the emergency operating facility.



## A.V ADMINISTRATION AND LOGISTICS

The Liberty County Sheriff's Department administers the emergency services dispatching operation 24 hours per day in the EOC. Adjoining office space is used by the County Department of Emergency Management. The maintenance of the physical facility is the responsibility of the Facilities Management Division of the Office of Management and Budget. These and several other county agencies have administrative and logistical responsibilities related to the EOC and Direction and Control. The County Manager, therefore, is responsible for overseeing Direction and Control Administration and Logistics. Under his or her supervision, the Department of Emergency Management develops and coordinates all necessary procedures for operations, internal communications, organization, staffing, physical requirements, equipment, supplies, training, etc., for large-scale disaster response and recovery Direction and Control. These procedures are detailed in the EOC-SOP, which is attached to this annex as Tab 3.

## A.VI. PLAN DEVELOPMENT AND MAINTENANCE

This annex is a responsibility of the Liberty County Department of Emergency Management. It is coordinated throughout the County emergency management organization. All organizations with emergency management responsibilities must make provision in their annexes or SOP's to support Direction and Control Operations as described in this annex and its appendixes.

## A.VII. AUTHORITIES AND REFERENCES

A. Authorities. Not used. See item VII of the Basic Plan.

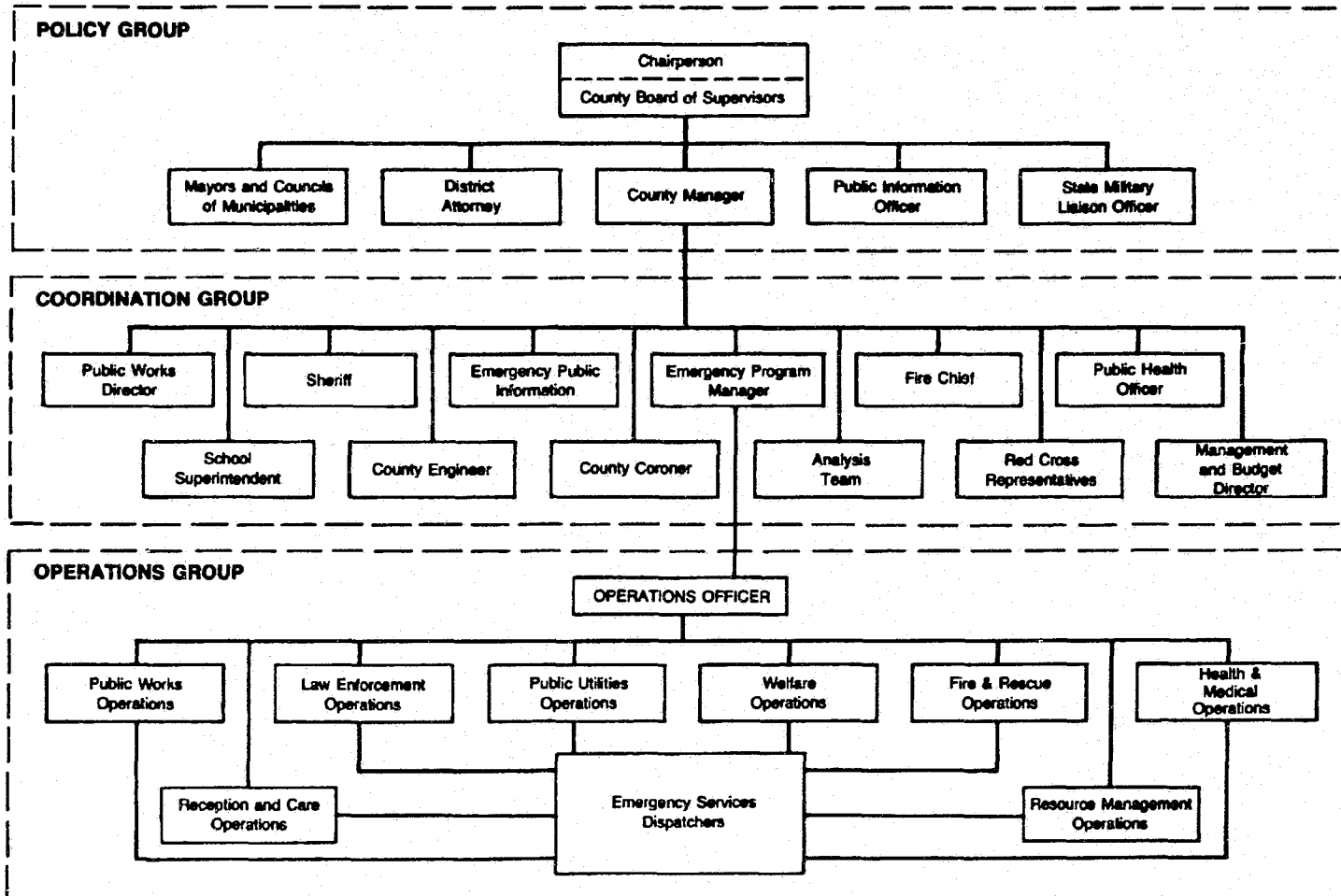
B. Reference.

Federal Emergency Management Agency, CPG 1-20, Emergency Operating Centers Handbook, Washington, DC, 1984.

## A.VIII. DEFINITION

Emergency Operating Center (EOC). The protected site from which civil government officials (municipal, county, State, and Federal) exercise direction and control in an emergency.

### Liberty County Direction and Control Organization



A-5

Tab 1 to Annex A

STANDING EOC STAFF ORGANIZATION AND ASSIGNMENTS

| <u>Position</u>    | <u>Name</u>  | <u>Alternate</u> |
|--------------------|--------------|------------------|
| 1. Policy Group    |              |                  |
| Chairman           | Bob Bland    | Ethel White      |
| Supervisors        | All          | N/A              |
| District Attorney  | Les Quire    | Bret Sauer       |
| County Manager     | Harden Nales | Lester Finn      |
| Public Information | Alice Nown   | Estelle Nunn     |

Provide a complete list.

|                         |              |              |
|-------------------------|--------------|--------------|
| 2. Coordination Group   |              |              |
| Emergency Manager       | Mary Smith   | Fred Jones   |
| Sheriff                 | Sue Munoz    | Ben Banks    |
| Public Works            | Herb Taney   | Gene Grand   |
| Public Health           | M. D. Ross   | Karen Kelley |
| Disaster Analysis Chief | Hayes Abbott | Gary Baker   |

Provide a complete list.

|                               |               |              |
|-------------------------------|---------------|--------------|
| 3. Operations Group           |               |              |
| Operations Officer            | Will Uttley   | Ann South    |
| Law Enforcement               | Mack Magee    | Greta Gordon |
| Fire & Rescue                 | Lars Lord     | Harry Hunt   |
| Plotter                       | Marie Scrawls | Sam Davis    |
| Emergency Services Dispatcher | Gail Speaks   | Otis Wood    |

Provide a complete list.

**Emergency Operating Center Standard Operating Procedure  
(EOC-SOP)**

The EOC-SOP is a critically important part of the jurisdiction's EOP. It should be included as an attachment to the Direction and Control Annex. Guidance on the development of the EOC-SOP, including a sample document, is included in FEMA publication, CPG 1-20, Emergency Operating Centers Handbook. Among the important topics covered in that guide are maps, displays, operations room layout, message forms, message handling, and procedures for alerting key officials.

## APPENDIX A.1

DIRECTION AND CONTROL FOR NUCLEAR ATTACK  
OR OTHER THREAT TO NATIONAL SECURITY

## A.1.I. PURPOSE

This appendix treats the augmentation of the Direction and Control organization for situations that require large-scale civilian mobilization.

## A.1.II. SITUATION AND ASSUMPTIONS

A. Situation. If it should ever become necessary to mobilize our country to deal with a threat to national security, Liberty County would function as a local Operational Area in a nationwide effort in accordance with Federal, State, and local emergency management plans.

B. Assumptions.

1. In the nuclear age, emergency management planning for a national security emergency must focus on the possibility of nuclear attack. War-caused disasters, however, might result from other hostile actions such as biological warfare and terrorist attack.

2. In a nuclear attack threat or other national security emergency situation, the entire emergency organization of Liberty County would be activated or in the process of activation. Liberty County would function as an Operational Area reporting directly to the State. All seven of the county's P&O Zones would be active and operating as elements of the county emergency organization.

## A.1.III. CONCEPT OF OPERATIONS

A. Stages of a Nuclear Defense Emergency. A nuclear defense emergency may have three stages: (1) preemergency, (2) emergency, and (3) postemergency. Preemergency is the normal peacetime situation. Liberty County will carry out a broad range of preparedness activities, such as planning, organizing, systems development, training, and exercising to develop a high level of capability to cope with any major emergency. The emergency stage is associated with a period of heightened international tension and hostility that could escalate to warfare. This stage may have several phases--increased readiness (during a period of international crisis), attack warning, transattack, and postattack. Increased readiness actions, as described and categorized in FEMA Publication CPG 1-7, Guide for Increasing Local Government Civil Defense Readiness During Periods of International Crisis, will be carried out. At an acute level of crisis, it may be necessary to implement evacuation and in-place shelter plans. This stage may or may not be followed by a nuclear attack.

B. Decentralized Control in Transattack and Postattack Phases. If there is a nuclear attack, communications may be disrupted for an unknown period of time. It will be necessary for response actions to be controlled independently by each P&O Zone. Possible and necessary response and recovery actions in the transattack and postattack phases depend on the proximity of detonations and the level of danger from such effects as fire and radiation. These actions and conditions are covered in nuclear attack defense action checklists.

C. Crisis Resolution. If the emergency is resolved before a nuclear exchange and it is determined that there is no longer a serious threat of attack, postcrisis actions will be required to facilitate an orderly transition back to a normal situation.

A.1.IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. Organization. In a state of war emergency, Liberty County will be one of about 3,400 local "Operational Areas." All eight of the county's P&O Zones, described in the Basic Plan, will be fully activated. A chart showing the emergency organization used at the county level and in all P&O zones is included in a Tab of the Basic Plan.

B. Assignment of Responsibilities.

1. When the countywide emergency management organization is fully activated, the Central City Fire Chief serves as Chief of the Fire Service and commands all fire suppression forces in the county.

2. In a state of war emergency, the in-place protective shelter system is activated as a high-priority function. The Liberty County Department of Emergency Management, under supervision of the policy group, provides the Direction and Control staff for this function. Field personnel and equipment are provided by all elements of the emergency organization, but primarily by Reception and Care, Resources and Supply, and Public Works and Utilities. Details are included in the In-Place Protective Shelter Annex to this plan.

3. In a state of war emergency, the radiological protection system is activated as a high-priority function. The Liberty County Department of Emergency Management, under supervision of the Policy Group, provides the Direction and Control staff for this function. Field personnel and equipment are provided by all elements of the emergency organization. Details are included in the Radiological Protection Annex to this plan.

Include any additional task assignments related to Direction and Control in a nuclear attack defense emergency.

A.1.V. Not used. See A.V. and Annex A-Tab 3, EOC-SOP

A.1.VI. Not used. See A.VI.

A.1.VII. Not used. See A.VII

A.1.VIII. Not used.

Additional appendixes should be developed to cover unique aspects of Direction and Control for other specific hazards.

ANNEX C

WARNING

C.I. PURPOSE

This annex provides for a capability to warn the public of any highly probable and immediate danger.

C.II. SITUATION AND ASSUMPTIONS

A. Situation.

1. The need to warn the general public is common to all hazards.
2. Hazards vary markedly in predictability and speed of onset. Time available for warning may vary, therefore, from ample to none.

B. Assumption.

1. A good warning system is one of the community's most valuable emergency management assets, having great potential for saving lives and preventing injuries.

Include any additional assumptions considered significant for planning or operations.

C.III. CONCEPT OF OPERATIONS

A. General.

1. The concept of warning includes activation of the emergency management organization, i.e., notifying organizations and individuals with emergency management responsibilities, and communicating with the general public to ensure that they are aware of a dangerous situation. There are clearly substantial overlaps in the functions of Direction and Control, Communications, Warning, and Emergency Public Information. This plan focuses the Warning Annex on notifying the general public, frequently through organizations such as schools and employers, of an immediate threat to their safety. The alerting of local officials and of local organizations and individuals having emergency management responsibilities is covered in the Direction and Control Annex, especially the EOC-SOP.

2. When designated authorities (see "Direction and Control" below) determine that it is necessary to warn the people of a threat to public safety, a strategy appropriate to the situation will be selected or developed and immediately implemented. This strategy will involve the use of as many of the facilities and techniques given in paragraph D as necessary to ensure complete coverage of the affected area. The strategy will also be affected by the source and credibility of the report of the threat. Sources of information are covered in paragraph C.

B. Direction and Control.

1. When time permits, e.g., in slowly developing disasters, the decision to disseminate warning will be made by the Direction and Control organization. The Warning Officer is the individual responsible for implementation. The Operations Officer of the Liberty County Department of Emergency

Management is also designated Warning Officer. The Warning Officer is supervised by the Emergency Program Manager, who reports to the County Manager, who is in turn responsible to the Board of Supervisors. The Chairperson of the Board is the ultimate authority in major emergency situations.

2. Warning must frequently be initiated by field personnel or by a watch officer in the EOC. Any situation calling for a substantial number of private citizens to be warned will be reported to emergency management officials in sufficient detail to permit them to evaluate the action that has been taken.

3. Fire and law enforcement officials are authorized to carry out large-scale warning, evacuation, and shelter operations on their own initiative in accordance with Incident Command procedures. Requirements for coordination of such operations throughout local government are covered in Incident Command Procedures and in this plan.

C. Sources of Information that May Necessitate Warning of the Public. Reports of situations that may endanger the public come from a variety of sources, including private citizens, responding emergency services personnel, the National Warning System (NAWAS), teletype circuits of the National Weather Service, the major news wire services, government agencies, industries, and utilities.

D. Dissemination of Warning. Depending on the characteristics of the hazard and on the size and population of the area threatened, one or more of the following facilities and techniques will be used to warn the public:

1. Outdoor Warning Systems, e.g., sirens, horns, whistles, and bells;
2. Mass media, i.e., radio and television, through the Emergency Broadcast System;
3. Mobile sirens of police and fire department vehicles;
4. Door-to-door sweeps by emergency services personnel; and
5. Telephone fan-out to schools and major employers.

#### C.IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. Organization. The organization for warning in Liberty County and in all P&O zones is the same as the emergency organization. See Section IV of the Basic Plan and Section A.IV in the Direction and Control Annex.

B. Assignment of Responsibilities.

1. Warning is a function of the Liberty County Department of Emergency Management.
2. The Liberty County Sheriff's Department coordinates the development of a countywide system for using siren equipped police and fire vehicles for warning people outside the range of fixed sirens. Points where sirens will be sounded and areas covered are shown in the map in Tab 2 to this annex.

Include assignments of responsibilities for other organizations as required.



## C.V. ADMINISTRATION AND LOGISTICS

### A. Fixed Sirens.

1. Maintenance of the system of sirens in Liberty County is carried out by the Department of Emergency Management. A listing of the locations of these sirens is given in Tab 1.

2. Agreements have been reached with several volunteer fire departments and industrial facilities to incorporate their sirens and whistles in the outdoor warning system. The map in Tab 2 shows the areas covered by both the county owned sirens and the privately owned systems that are committed under agreements.

B. Emergency Broadcast System (EBS). Agreements for use by the local government of the EBS Common Program Control Station and the primary relay station are maintained on file by the Liberty County Department of Emergency Management.

## C.VI. PLAN DEVELOPMENT AND MAINTENANCE

This annex is maintained by the Liberty County Department of Emergency Management. All organizations with emergency management functions will develop and maintain procedures for performing in accordance with the responsibilities assigned in paragraph C.IV.

## C.VII. AUTHORITIES AND REFERENCES

A. Authorities. Not used, see Section VII of the Basic Plan.

B. References.

Federal Emergency Management Agency. Principles of Warning and Criteria Governing Eligibility of National Warning Systems (NAWAS) Terminals, CPG 1-14, Washington, D.C.

Federal Emergency Management Agency. National Warning System (NAWAS) Operations Manual, CPG 1-16, Washington, D.C.

Federal Emergency Management Agency. Objectives for Local Emergency Management, CPG 1-5, Washington, D.C.

## C.VIII. DEFINITION OF TERMS

Emergency Broadcast System (EBS). A voice radio communications system consisting of broadcast stations and interconnecting facilities authorized by the Federal Communications Commission (FCC). It is designed for use by the President and other national, State, and local officials to broadcast emergency information to the public in time of war, public peril, disaster, or other national emergencies, as provided by EBS Plans. The EBS system is regulated by the FCC in Title 47 of the Code of Federal Regulations.

National Warning System (NAWAS). The NAWAS is a dedicated, commercially leased, nationwide voice telephone warning system operated on a 24-hour basis, with a National Warning Center (NWC) and an Alternate National Warning Center (ANWC) staffed by attack warning officers. Special purpose telephone circuits connect the NWC and the ANWC to the following: FEMA headquarters and regional offices; selected Federal departments and agencies; military installations; and State, county, and city warning points. NAWAS is the only national system designed and maintained to warn the public of a nuclear attack or a natural or man-made disaster.

Tab 1 to Annex C

Provide an inventory of fixed sirens including locations and operating characteristics.

Tab 2 to Annex C

Provide a map with areas plotted to show range of fixed outdoor warning devices and areas to be covered by law enforcement agencies' mobile sirens.

APPENDIX C.1

WARNING OF UNAUTHORIZED OR ACCIDENTAL LAUNCH  
OF A NUCLEAR WEAPON

C.1.I. PURPOSE

This appendix covers procedures for warning specifically applicable to accidental launch of a nuclear weapon.

C.1.II. SITUATION AND ASSUMPTIONS

A. Situation.

1. A US-USSR agreement exists for the purpose of reducing the risk of nuclear war because of an accidental, unauthorized, or any other unexplained incident involving a possible detonation of a nuclear weapon.

2. In the highly unlikely event of such an incident (for example, an accidental missile launch) which could threaten the US with a possible nuclear detonation, warning would be disseminated over the National Warning System (NAWAS).

B. Assumptions.

1. The time available to warn the public of danger from the accidental launch of a nuclear weapon would be very short, probably a matter of minutes, in the area threatened by the impact of the weapon.

2. More time would be available to warn the public outside the projected impact area.

C.1.III. CONCEPT OF OPERATIONS

The concept of operations for this contingency is summarized in Tab 1 to this appendix.

C.1.IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. Organization. Not used.

B. Responsibilities. The Liberty County Department of Emergency Management maintains a procedure for the warning point staff covering this contingency. This procedure is given in Tab 2.

C.1.V. Not used.

C.1.VI. Not used.

C.1.VII. AUTHORITIES AND REFERENCES

A. Authorities. Not used.

B. References.

Federal Emergency Management Agency, Disaster Operations--A Handbook for Local Government, CPG 1-6, Washington, D.C.

C.1.VIII. Not used.

Tab 1 to Appendix C.1

| NAWAS Message:  | Jurisdictions in Threatened Area   | Jurisdictions in Rest of U.S.   |   |
|---|--|---|---|
|   |  | Within about 500 Miles of the Threatened Area   | Elsewhere in the U.S.   |
| 1. Initial Warning of Accidental Launch   | --Warn citizens to take cover IMMEDIATELY<br>--Activate the EOC and secure phone line(s) to broadcast station(s)                                     | All U.S. jurisdictions:<br>--Activate EOC and secure phone line(s) to broadcast station(s)<br>--Advise citizens to take no protective actions but to stand by for further instructions                                    |   |
| 2. Nuclear detonation (NUDET) has occurred (minutes after initial warning)  | --Citizens remain under cover<br>--Conduct emergency operations as feasible  | --Advise citizens to prepare promptly to protect themselves from fallout (if NUDET proves to have been a surface burst)<br>--Mobilize RADEF system<br>--Prepare to provide support for impact area, if requested by State | --All areas provide Emergency Public Information (EPI)<br>--Areas of possible low-level fallout threat mobilize RADEF system, and prepare to take countermeasures |
| 3. Impact occurred without NUDET (minutes after initial warning)  | --Advise citizens to remain under cover until further notice<br>--Seek assistance through State to determine if a hazard exists from weapon material | --Advise citizens that fallout protection will <i>not</i> be required<br>--Phase down EOC staffing as instructed by the State   | --Advise citizens that no NUDET occurred and that there will be no fallout threat anywhere<br>--Phase down EOC staffing as instructed by the State                |
| 4. NUDET identified as air burst (no fallout resulted). (This information may be received from State or Region, one to several hours after initial warning) | --Citizens remain under cover<br>--Conduct emergency operations as feasible  | --Advise citizens to suspend actions to protect themselves from fallout<br>--Provide support for impact area, if requested by State   | --Advise citizens there will be no fallout threat anywhere  |

**Priority Actions in Case of Unauthorized or Accidental Launch of a Nuclear Weapon**

[*Note: This appendix outlines procedures for warning of accidental missile launch or similar emergency. These procedures are illustrative only and should be adapted to the local situation. All telephone numbers included in these procedures are fictitious examples. Rapid warning would be critically important to reduce casualties in an area threatened by an accidental launch, because warning time would be a matter of minutes. In potential fallout areas, it would also be essential to get instructions to the public without delay on actions for fallout protection if a nuclear surface burst had occurred. Written instructions of the type below should be prepared for local warning point personnel in all jurisdictions. In addition to providing warning and instructions for the public, it would be essential to provide for (1) alerting key officials; and (2) securing and keeping open telephone line(s) to local broadcast station(s) before telephone circuits were overloaded. See CPG 1-6, Disaster Operations: A Handbook for Local Government. Note that the warning point procedures below extend into operations sometimes thought of as Emergency Public Information--because of the need for rapid response.*]

## PROCEDURES UPON WARNING OF UNAUTHORIZED OR ACCIDENTAL LAUNCH OF A NUCLEAR WEAPON

This appendix establishes procedures for the Liberty County Warning Point staff in case NAWAS warning is received of an accidental, unauthorized, or any other unexplained incident involving a possible detonation of a nuclear weapon anywhere in the United States. Procedures below are for an accidental missile launch and will be modified as necessary for other emergencies involving a possible nuclear weapon detonation.

**1. If NAWAS warning is received of an accidental missile launch (or any other unauthorized or unexplained incident involving possible detonation of a nuclear weapon) which THREATENS LIBERTY COUNTY OR THE CENTRAL CITY METROPOLITAN AREA, the Liberty County Warning Point operator will IMMEDIATELY:**

a. Sound the Attack Warning signal on all fixed sirens and instruct police vehicles to augment fixed siren coverage.

b. Call station WQID (telephone: 436-8582 or 436-2242) and instruct them to broadcast the emergency public instructions below *immediately*, repeating the message until instructed otherwise; also, *keep open the telephone line to WQID*. The emergency public instructions are:

WE HAVE BEEN NOTIFIED BY THE NATIONAL WARNING CENTER THAT AN ACCIDENTAL MISSILE LAUNCH THREATENS THIS AREA AT (LOCAL TIME). A NUCLEAR EXPLOSION COULD OCCUR. TAKE COVER IMMEDIATELY--BY LYING DOWN IN A BASEMENT, OR IN THE CENTRAL PART OF A BUILDING, OUT OF LINE OF FLYING GLASS.

[*Note: The above emergency public instructions should also be prepositioned with broadcast station(s) serving the area and should be kept at the local warning point.*]

c. Alert key officials as follows:

[*List key officials including the Chief Executive, Emergency Program Manager, Radiological Defense Officer, and EOC staff--with day and night telephone numbers.*]

Tab 2 to Appendix C.1  
(Continued)

**2. If NAWAS warning is received that an accidental missile launch or other incident threatens some part of the US NOT in the Liberty County-Central City area, immediately:**

a. Call station WQID (telephone: 436-8582 or 436-2242) and instruct them to broadcast the emergency public instructions below; also, *keep open the telephone line to WQID.*

WE HAVE BEEN NOTIFIED BY THE NATIONAL WARNING CENTER THAT (CITY, STATE) IS THREATENED BY AN ACCIDENTAL MISSILE LAUNCH. YOU NEED NOT TAKE COVER OR TAKE OTHER PROTECTIVE ACTION AT THIS TIME. WE WILL GIVE YOU ADDITIONAL INFORMATION AND ADVICE AS SOON AS IT IS AVAILABLE. STAY TUNED TO THIS STATION FOR FURTHER INSTRUCTIONS.

*[Note: The public instructions should be prepositioned with broadcast station(s), also kept at the warning point.]*

b. Alert key officials per 1c above.

**3. If NAWAS warning is received that a nuclear detonation has occurred AND that fallout can be expected in the Liberty County-Central City area "WITHIN ONE HOUR":**

a. Sound Attack Warning per 1a above.

b. Instruct station WQID (telephone line should still be open) to broadcast the emergency public instructions below immediately, repeating the message until instructed otherwise; also, *keep open the telephone line to WQID.*

WE HAVE BEEN NOTIFIED BY THE NATIONAL WARNING CENTER THAT AN ACCIDENTALLY-LAUNCHED NUCLEAR WEAPON EXPLODED IN (CITY, STATE) AT (LOCAL TIME). THE NUCLEAR EXPLOSION MAY HAVE PRODUCED DANGEROUS RADIOACTIVE FALLOUT.

FALLOUT MAY ARRIVE HERE BY (LOCAL TIME). IF FALLOUT DOES ARRIVE, YOU WILL NEED PROTECTION TO AVOID DEATH OR SERIOUS RADIATION SICKNESS.

DO NOT USE THE TELEPHONE.

LISTEN CAREFULLY TO THE LIFESAVING INSTRUCTIONS WE WILL NOW BROADCAST. WE WILL KEEP REPEATING THESE INSTRUCTIONS.

TAKE THE FOLLOWING ACTIONS IMMEDIATELY TO PROTECT YOURSELF IN CASE FALLOUT ARRIVES HERE:

(1) LOCATE THE BEST FALLOUT PROTECTION AVAILABLE THAT YOU CAN REACH IN 20 TO 30 MINUTES OR LESS.

Tab 2 to Appendix C.1  
(Continued)

(2) IF YOU ARE AT HOME AND YOUR HOUSE HAS A BASEMENT, THE BASEMENT PROVIDES FAIR TO GOOD FALLOUT PROTECTION NOW. TAKE THESE ACTIONS TO MAKE THE PROTECTION BETTER: PUT A WORK BENCH OR LARGE, STURDY TABLE IN THE CORNER OF THE BASEMENT THAT IS FARTHEST BELOW GROUND (AND FARTHEST FROM AN EXPOSED OUTSIDE WALL OF THE BASEMENT, IF THERE IS ONE). THEN PUT BOXES OR DRESSER DRAWERS FILLED WITH EARTH ON TOP OF THE TABLE AND ON THE TWO EXPOSED SIDES. BRICKS OR OTHER HEAVY MATERIALS CAN ALSO BE USED.

ON THE TABLE, PILE AS MUCH HEAVY MATERIAL AS IT WILL HOLD WITHOUT COLLAPSING. AROUND THE TABLE, PLACE AS MUCH SHIELDING MATERIAL AS POSSIBLE.

(3) IF YOU ARE AT HOME AND YOUR HOUSE DOES NOT HAVE A BASEMENT, YOU HAVE THREE CHOICES: (a) PREPARE TO GO TO A NEARBY LARGE BUILDING THAT HAS A BASEMENT (PREFERABLY ONE MARKED WITH THE YELLOW-AND-BLACK "FALLOUT SHELTER" SIGN); OR (b) SEE IF YOU HAVE A NEIGHBOR WHOSE HOUSE HAS A BASEMENT WHO IS WILLING TO SHARE HIS BASEMENT WITH YOU AND YOUR FAMILY FOR ONE TO TWO WEEKS; OR (c) PREPARE A FALLOUT SHELTER IN YOUR HOUSE.

(4) IF YOU DO NOT HAVE A BASEMENT AND YOU DECIDE TO STAY AT HOME, IT IS ESSENTIAL TO PREPARE A FALLOUT SHELTER IN THE MIDDLE OF THE HOUSE. DO THIS BY SELECTING A PLACE IN THE CENTER OF THE HOUSE, AWAY FROM WINDOWS AND DOORS, AND PUTTING A LARGE, STURDY TABLE THERE. THEN PUT BOXES OR DRESSER DRAWERS FILLED WITH EARTH (OR OTHER HEAVY RADIATION SHIELDING MATERIALS) ON TOP OF THE TABLE--AND ON ALL FOUR SIDES AROUND IT. ON THE TABLE, PILE AS MUCH HEAVY SHIELDING MATERIAL AS IT WILL HOLD WITHOUT COLLAPSING. AROUND THE TABLE, PLACE AS MUCH SHIELDING MATERIAL AS POSSIBLE.

(5) RAPIDLY GATHER SUPPLIES YOU WILL NEED TO STAY IN SHELTER FOR ONE TO TWO WEEKS. SUPPLIES SHOULD INCLUDE:

(a) AS MUCH DRINKABLE LIQUIDS (WATER, FRUIT OR VEGETABLE JUICES) AND READY-TO-EAT FOOD AS YOU CAN CARRY TO THE SHELTER AREA (AT HOME OR ELSEWHERE). WATER IS MORE IMPORTANT THAN FOOD.

(b) A BATTERY-POWERED RADIO, FLASHLIGHT, EXTRA BATTERIES FOR EACH, AND PAPER AND PENCIL FOR TAKING NOTES ON INFORMATION GIVEN OVER THE RADIO.

(c) SPECIAL MEDICINES OR FOOD REQUIRED BY MEMBERS OF YOUR FAMILY--SUCH AS INSULIN, HEART TABLETS, DIETETIC FOOD, OR BABY FOOD.

(d) A BLANKET FOR EACH FAMILY MEMBER.

(e) A METAL CONTAINER WITH A TIGHT-FITTING LID TO USE AS AN EMERGENCY TOILET; PLASTIC BAGS TO LINE THE TOILET CONTAINER; TOILET PAPER; SOAP; WASH CLOTHS AND TOWELS; A PAIL OR BASIN; SANITARY NAPKINS.



Tab 2 to Appendix C.1  
(Continued)

(6) REMEMBER THAT FALLOUT MAY ARRIVE HERE BY (LOCAL TIME). KEEP LISTENING TO THIS STATION FOR INFORMATION ON WHETHER FALLOUT HAS STARTED TO ARRIVE. TAKE ACTIONS FOR FALLOUT PROTECTION *WITHOUT DELAY*.

(7) IF FALLOUT DOES ARRIVE HERE, YOU MAY NEED TO STAY IN SHELTER FOR ONE TO TWO WEEKS. LISTEN TO THIS STATION FOR CIVIL DEFENSE INSTRUCTIONS ON WHEN YOU CAN LEAVE SHELTER.

*[Note: Modify the suggested EPI instructions above if or as required for your community. The public instructions should be prepositioned with broadcast station(s), also kept at the warning point.]*

c. Continue alerting key officials (not already reached) per 1c above.

**4. If NAWAS warning is received that a nuclear detonation has occurred, but fallout is NOT expected in the Liberty County-Central City area "within 1 hour":**

a. Continue alerting key officials (not already reached) per subparagraph 1c.

b. Instruct station WQID (telephone line should still be open) that they are to continue broadcasting the public instructions in 2a above; also, *keep open the telephone line to WQID*.

*[Note: Depending on local circumstances--such as how much time is estimated to be needed to contact the Chief Executive, Emergency Program Manager, or Radiological Protection Officer--it MAY be considered desirable to assign additional SOP-type duties to the local warning point operators. If so, the following is suggested as a point of departure for local warning point instructions.]*

c. If the NAWAS warning places the nuclear detonation within 500 miles of Central City--**AND IF** the Mayor, Emergency Program Manager, or Radiological Defense Officer *does NOT instruct otherwise within 30 minutes of the time of the nuclear detonation*--instruct station WQID (telephone line should still be open) to broadcast emergency public instructions in 3b above.

*[Note that the foregoing instruction for the warning point operator provides a "fail-safe" approach. If the operator is not instructed otherwise within half an hour of the time of the NUDET, instructions will be broadcast to the public to start preparing for fallout protection. Obviously, this will alarm the public; and protection could be unnecessary in areas not threatened by fallout--or in all areas if the NUDET were later determined to be an air burst, with no fallout produced. Against this must be weighed the undesirability of not having instructed the public to start preparing for fallout protection, within half an hour of the burst, if the community did suffer fallout. It should be remembered that in the highly unlikely event that an accidental launch--with a nuclear detonation--ever occurred, it would undoubtedly occur with no warning, and the Chief Executive, Emergency Program Manager, or Radiological Defense Officer might be difficult to locate.]*

**5. If a NAWAS message is received that the accidentally-launched weapon has impacted WITHOUT causing a nuclear detonation:**

a. Instruct station WQID (telephone line should still be open) to broadcast the following immediately, IF the impact was in the Liberty County-Central City area:

THE ACCIDENTALLY-LAUNCHED MISSILE HAS IMPACTED IN THIS AREA. A NUCLEAR EXPLOSION DID NOT--REPEAT--DID NOT OCCUR. HOWEVER, IT IS POSSIBLE THAT SOME DANGER MAY EXIST FROM MATERIALS INCLUDED IN A NUCLEAR WEAPON. THEREFORE, YOU MUST REMAIN UNDER COVER UNTIL FURTHER NOTICE. THIS MAY BE FOR A NUMBER OF HOURS. KEEP LISTENING TO THIS STATION FOR FURTHER CIVIL DEFENSE INSTRUCTIONS.

Tab 2 to Appendix C.1  
(Continued)

b. Instruct station WQID to broadcast the following immediately, *if the impact was NOT in the Liberty County-Central City area:*

**WE HAVE BEEN NOTIFIED BY THE NATIONAL WARNING CENTER THAT THE ACCIDENTALLY-LAUNCHED MISSILE IMPACTED IN (CITY, STATE) AT (LOCAL TIME). A NUCLEAR EXPLOSION DID NOT--REPEAT--DID NOT OCCUR. YOU NEED NOT TAKE COVER OR TAKE OTHER PROTECTIVE ACTION. MORE INFORMATION WILL BE PROVIDED ON REGULAR NEWS BROADCASTS.**

*[Note that the foregoing example of warning point procedures for an accidental launch does not include follow-on operational actions that could be required--such as mobilizing the local RADEF system or preparing to provide operational support for the impact area. Such actions would be appropriate for key local officials--not the warning point staff--to take, as the EOC was activated. Accordingly, they should be covered elsewhere in the local plan.]*

## ANNEX D

## EMERGENCY PUBLIC INFORMATION (EPI)

## D.I. PURPOSE

This annex establishes policies and procedures and assigns responsibilities to ensure the maintenance of a capability to disseminate accurate and timely information on potential and actual large-scale emergencies to the people of Liberty County.

## D.II. SITUATION AND ASSUMPTIONS

A. Situation.

1. Liberty County and several of its municipalities have continuing programs which use various channels of communication, including the mass media, to provide needed and desired information about local government activities and services to the general public.

2. During periods of emergency, the public needs, and generally desires, detailed information regarding protective action to be taken for minimizing loss of life and property. There are times, however, when disaster strikes without warning and the public information system cannot react rapidly enough to properly inform the public about the hazard. For this reason it is important that, prior to the occurrence of an emergency, the public be made aware of potential hazards and the protective measures that can be employed.

3. In major emergency situations, there may be large numbers of media representatives seeking information about the situation and about response actions. It is the policy of Liberty County to cooperate fully with the media, to provide complete and accurate information, and to create an atmosphere conducive to useful and constructive participation by the media in all phases of emergency management. Liberty County officials are developing procedures in cooperation with local news media to disseminate emergency information to the public. However, they recognize that a really large emergency will attract regional and national media representatives not parties to, or knowledgeable of, local media arrangements.

B. Assumptions.

1. During emergency situations, the general public will demand information about the emergency situation and instructions on proper survival/response actions.

2. The media will demand information about emergency situations. The local media, particularly broadcast, will perform an essential role in providing emergency instructions and up-to-date information to the public. Depending on the severity of the emergency, or the media's conception of the severity of the emergency, regional and national media will also cover the story and demand information and comment from local officials.

3. Depending on the severity of the emergency, telephone communication may be sporadic or impossible. Local and regional radio/television stations without emergency power may also be off the air.

4. Demand for information will be overwhelming, if sufficient staff is not provided and if staff is not trained and operating from a media relations plan.

### D.III. CONCEPT OF OPERATIONS

#### A. Phases of Emergency Management.

1. **Mitigation.** The public information program relating to hazard mitigation is critically important and challenging. Liberty County and its municipalities will carry on a continuing effort in this area coordinated by the governmental public information officers (PIO's) and drawing on the expertise, creativity, and other resources of all appropriate agencies, organizations, and individuals. Hazard mitigation public information is not regarded as "emergency public information." It can and should be approached as a topic of major importance to be covered in the regular public information programs using the best available tools and techniques of public and media relations. An example of this type of activity is the ongoing effort to inform the public and to encourage public participation in Liberty County's floodplain management program. Presentations are frequently made to civic organizations, and information is provided through both the print and broadcast media to maintain awareness of the flood hazard and to stimulate interest in and support for mitigation measures.

2. **Preparedness.** EPI preparedness includes development and maintenance of plans, procedures, checklists, contact lists, and standby public information materials. Staff must be trained to fill positions in the planned EPI organization. In an increased readiness situation, preparedness activities are accelerated; and there may be a need to respond to many inquiries from the media and the public.

3. **Response.** The EPI staff will be directly involved in the warning process. In large-scale disasters or disaster threats, the EPI organizations will be fully mobilized and will disseminate emergency instructions and information to the public in the following order of priority:

- a. Lifesaving/health preservation instructions;
- b. Emergency status information; and
- c. Other useful information, originated by the government or in response to media inquiries.

In both the response and recovery phases, the EPI organization may employ a Joint Information Center (JIC) and On-scene Public Information Teams, as appropriate and possible, depending on the nature of the hazard and the size and other characteristics of the disaster.

4. **Recovery.** During this phase, attention will be focused on restoring channels of communication with the public. Appropriate information will continue to be released, particularly on the restoration of essential services, travel restrictions, and assistance programs available. When time allows, actions taken during the emergency will be assessed; and the EPI Plan and checklist will be revised as necessary.

B. Direction and Control. In Liberty County and its municipalities, when the emergency organization is activated, the public information staffs are integral parts of the Direction and Control organizations. The PIO reports directly to the County Manager or equivalent in each municipality. PIO's are available to advise the elected officials, members of the policy group, on communication with the media and public. The Direction and Control Organization makes such decisions as establishment of a JIC and deployment of On-scene Public Information Teams in coordination with other levels of government and private organizations.

C. Coordination of Public Information. It is essential that the EPI organization and activity be recognized as a coherent system. In the State of Columbia, the EPI system includes Planning and Operations Zones, Operational Area (county), Mutual Aid Region, State and Federal PIO's, and public information representatives from private agencies. The size and other characteristics of the emergency will

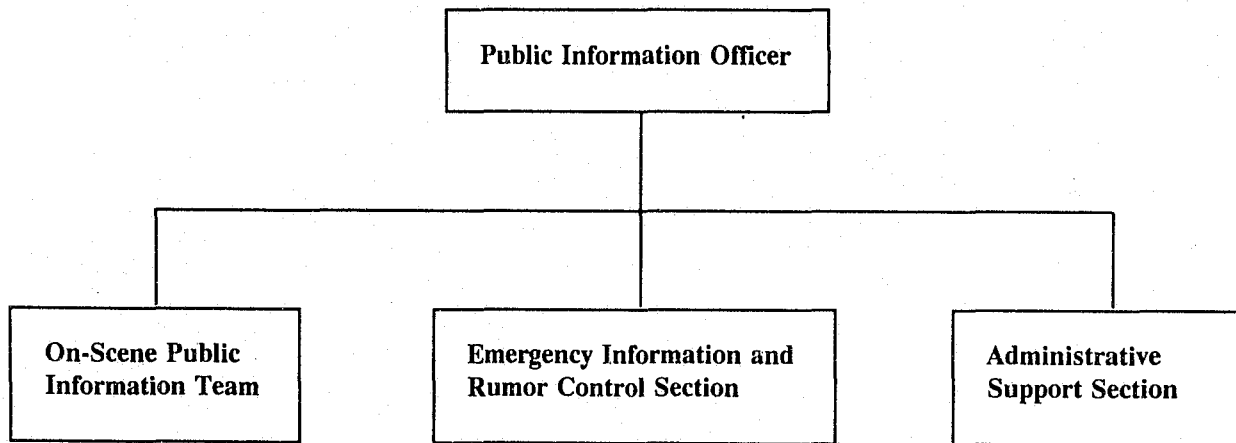
determine how many levels of the system become actively involved and whether a JIC will be employed. For proper coordination in a large-scale emergency, it is essential that EPI be released from a single point to assure consistency and authenticity. The system will avoid having multiple releasing points. If State and Federal officials become involved, Liberty County will cooperate and provide appropriate support for a JIC. The following approach is a typical one for large-scale emergencies:

1. On-the-scene PIO's will coordinate among themselves and will normally release EPI at a single location. It is desirable that the public information representatives of local private agencies, such as the American Red Cross, Salvation Army, and utility companies, join in releasing EPI through the single coordination point.
2. If the State Emergency Management Agency activates an Emergency Public Information Center at the Headquarters in Capital City or the Governor's press secretary serves in that capacity, PIO's of local jurisdictions will coordinate EPI with the State PIO. In an emergency with statewide impact, there may be a State EPI center, and the Governor's press secretary may be a releasing point to the media, in coordination with the single news point or JIC at the scene. The PIO representing the Governor may release information through the JIC instead of the State Capital.
3. The State PIO will summarize the disaster situation for the media and report on state agency response activities. The State PIO will also coordinate with the Federal Emergency Management Agency (FEMA) regional or specific disaster PIO and provide EPI staff support to local jurisdictions on request.
4. The FEMA PIO at the FEMA regional office or at the disaster scene will provide information on Federal response efforts and Federal assistance programs and will coordinate with State and local PIO's. If practicable, Federal information coordinating functions should be integrated into the local or State news releasing facility, if it already exists in a JIC operation.

**D.IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES**

**A. Organization.**

1. The EPI organization of Liberty County and of all Planning and Operations Zones within the County are integral parts of the Direction and Control Organizations. Operational relationships for EPI are, therefore, analogous to those for Direction and Control. For most disaster situations, EPI will be handled by a single PIO. For large-scale disasters, however, an EPI staff will be set up with an organization as shown in figure D-1.



**Figure D-1. Emergency Public Information Organization**

2. The PIO may serve in a dual role as chief public information staff person to the county manager and as the county's representative at the single news point or JIC, coordinating with PIO's in other governmental jurisdictions and private organizations. The PIO of Liberty County may be working in the JIC, in the county EOC, or more likely in both at various times in carrying out these responsibilities.

**B. Assignment of Responsibilities.**

**1. All Liberty County Government Departments.**

a. When the Liberty County emergency organization is activated, provide information concerning operations to the EPI Organization and issue all emergency information to the news media and the public through the EPI Organization to assure proper coordination.

b. Develop and maintain hazard-specific EPI materials, as requested by the county PIO.

**2. Emergency Public Information Organization.**

a. Develop a capability to rapidly release emergency instructions and information to the public through all available means.

b. Receive all calls from the media and the public concerning an emergency situation and respond with official information or relay calls to the EOC staff members, as appropriate.

c. Obtain reports or situation summaries from the EOC representatives of all emergency organization elements to maintain current estimates of the situation.

d. Prepare news releases.

e. Conduct situation briefings for visitors, media, etc., as appropriate.

f. Conduct tours of area affected by the disaster, when and if appropriate.

g. Deploy on-scene public information teams, as appropriate.

h. Establish a field media center, if appropriate, at a location separate from any field command posts. Be prepared to work with State and Federal PIO's in a JIC arrangement, preferably at a single location.

i. Arrange interviews with key personnel, when requested by media if and when possible without interfering with response operations.

Provide task assignments for other departments, agencies, and organizations as required.

**D.V. ADMINISTRATION AND LOGISTICS**

A. As an integral part of the Direction and Control Organization, the EPI Organization is assigned space in the Liberty County EOC; and its needs for communications, supplies, and equipment are covered in the EOC-SOP.

B. If practical in a given emergency situation, public information personnel will continue to work in the office space normally occupied by the County PIO, since more space and better equipment are available there. This space is located in the County Courthouse and is readily accessible to the County EOC.

C. The County Courthouse Press Room is used initially as a media center if the nature of the emergency does not make this impractical. The size of this facility, however, makes it inadequate for almost any situation sufficiently serious to call for activation of the Liberty County Emergency Organization. The decisions on establishment of a larger media center and on its location are made by the Direction and Control Organization. A procedure for establishing a media center including a listing of suitable sites is included as Tab 1 to this annex.

D. A listing of media resources is included as Tab 2 to this annex.

E. A major activity of the Emergency Public Information Organization in nonemergency times is the development and refinement of EPI materials, such as camera ready copy for newspaper supplements and scripts and visual aids for use through the electronic media. Copies of some of these materials along with administrative procedures for their dissemination are included as hazard specific appendixes to this annex.

#### D.VI. PLAN DEVELOPMENT AND MAINTENANCE

This annex is maintained by the Liberty County Public Information Officer. Hazard-specific EPI materials included as appendixes to this annex are maintained by various departments and agencies of local government under coordination with the county PIO.

#### D.VII. AUTHORITIES AND REFERENCES

A. Authorities. Not used. See Section VII of the Basic Plan.

B. References.

Federal Emergency Management Agency. Disaster Operations - A Handbook for Local Governments, CPG 1-6, Washington, D.C.

Federal Emergency Management Agency. When Disaster Strikes - A Handbook for the Media, FEMA 79, Washington, D.C.

Federal Preparedness Circular - 8 of June 22, 1989, Public Affairs in Emergencies.

#### D.VIII. DEFINITION OF TERMS

EBS - Emergency Broadcast System  
EPI - Emergency Public Information  
EOC - Emergency Operations Center  
JIC - Joint Information Center  
PIO - Public Information Officer  
SOP - Standard Operating Procedure

Procedure for Establishing A Media Center

Include a thorough procedure for setting up a media center. (If operated jointly by all governmental units and the principal private organizations involved, the facility is called a Joint Information Center.) Cover the criteria for site selection, the physical layout, communications required, needed supplies and equipment, etc.



MEDIA RESOURCES

Emergency Broadcast System (EBS) stations serving Liberty County:

Common Program Control Station (CPCS-1)

WQID (FM Radio)  
93.7 MHz, 24-hour Operation  
CC & 7th Streets  
Central City  
Ph: 436-8582/436-2242  
Affiliate: ABC Network

Primary Relay Station

WVMI (AM Radio)  
570 kHz, 24-hour Operation  
CC & 7th Streets  
Central City  
Ph: 436-8582/436-2242  
Affiliate: ABC Network

SUPPLEMENTARY STATIONS

AM Radio

WBND  
1490 kHz, 18-hour Operation  
RR # 02, Central City  
Ph: 374-9825/374-9044  
Affiliate: RKO Network

WGCM  
1240 kHz, 19-hour Operation  
RR # 03, Fisherville  
Ph: 452-9495  
Affiliate: ABC Network

WGUF  
1130 kHz, Daytime Operation  
C & 24th Streets, Fisherville  
Ph: 452-1851/452-1852  
Affiliate: Mutual Network

WROA  
1390 kHz, 24-hour Operation  
M & 17th Streets, Harvest Junction  
Ph: 863-0917  
Affiliate: NBC Network

FM Radio

WOSM  
103.1 MHz, 17-hour Operation  
FF & 6th Streets, Central City  
Ph: 374-2528/374-2529  
Affiliate: AP News Network

WGUF  
96.7 MHz, 18-hour Operation  
J & 11th Streets, Deep River  
Ph: 596-5972  
Affiliate: ABC Network

WTAM  
102.3 MHz, 20-hour Operation  
RR # 05, Kingston  
Ph: 545-2285  
Affiliate: NBN News Network

WZKX  
107.1 MHz, 24-hour Operation  
M & 17th Streets, Harvest Junction  
Ph: 863-0917  
Affiliate: NBC Network

NOTE: Supplementary stations, when instructed by the FCC Emergency Action Notification, will suspend normal operations after notifying the public to tune to the EBS station serving the designated areas.

Tab 2 to Annex D  
(Continued)

## TELEVISION FACILITIES

WLOX-TV  
 CH 13, 20-hour Operation  
 CC & 7th Streets, Central City  
 Ph: 436-3281  
 Affiliate: ABC Network

GE Cablevision  
 CH 4 (Cable), 24-hour Operation  
 F & 29th Streets, Central City  
 Ph: 374-4459  
 Affiliate: All Major Networks

## LIBERTY COUNTY NEWSPAPERS

| <u>Name &amp; Location</u>  | <u>Type</u> | <u>Phone</u> |
|---|-------------|--------------|
| Central City Publishing, Inc.<br>P & 19th Streets<br>Central City | Daily       | 436-2776     |
| Fisherville Express<br>F & 17th Streets<br>Fisherville            | Daily       | 425-2020     |
| Junction Guide<br>D & 5th Streets<br>Harvest Junction             | Daily       | 863-5711     |
| Kingston Weekly<br>B & 1st Streets<br>Kingston                    | Weekly      | 545-3371     |
| Deep River Sun<br>C & 16th Streets<br>Deep River                  | Weekly      | 596-5560     |

## APPENDIX D.1

## STANDBY EPI MATERIALS FOR THREAT OF NUCLEAR ATTACK

[NOTE: This appendix includes EPI instructions for dissemination during a crisis, and for urgent broadcast upon Attack Warning, concerning the need (1) to put shelterees in the maximum protective posture against fallout and (in risk areas) blast; and (2) to take fire prevention and control actions in risk areas. These actions are essential whether people are sheltered in home basements or in public shelters. Because of the unusual importance of these actions, this appendix is provided as part of the Liberty County example plan. It is urged that all communities prepare to disseminate this type of material both during a crisis and upon receipt of Attack Warning. This appendix should also include copies of the camera-ready copy for EPI newspaper supplements and any other standby materials that have been developed to inform the public about the nuclear attack hazard.]

**EMERGENCY PUBLIC INFORMATION INSTRUCTIONS  
ON SHELTER PROTECTIVE POSTURE AND  
FIRE PREVENTION AND CONTROL**

This appendix contains EPI materials on the need (1) to place all shelterees in the maximum protective posture against fallout and (in risk areas) blast; and (2) to take fire prevention and control actions.

These materials will be (1) disseminated by all available news media during a period of international crisis; and (2) via EBS station WQID upon receipt of Attack Warning.

*[Note: The following materials should be adapted as necessary by each community depending upon the type of nuclear attack risk assumed, blast or fallout only. The material below is suitable for use in newspapers. It should be adapted by the EPI officer for broadcast during a crisis and upon receipt of attack warning.]*

1. *Home Shelter*--People who plan to seek protection in their own homes should take the following actions:

- *Improve fallout protection* of the home, if it has a basement. If there is no basement, consider construction of an *expedient shelter*. [Actions to improve fallout protection of homes both with and without basements are discussed and illustrated in FEMA Publication H-20, *Planning for Survival*, and in the text for FEMA's home study course HS-4, *Preparedness Planning for a Nuclear Crisis*.] Note that an expedient shelter can provide good blast as well as fallout protection, possibly permitting survival within two miles or less of a nuclear burst.
- Gather *supplies* that would be needed for up to two weeks' survival if sheltered in the home (food, water, medicines, bedding, clothes, sanitation container, battery-powered radio, etc.).
- If in or near a city of about 50,000 or greater population, or if near an important military base (*that is, if in a possible "risk area"*), take additional actions to prevent fires caused by nuclear weapon explosions:
  - Cover windows with aluminum foil, whitewash, or some other opaque substance (if available) and close window blinds, drapes, or shades. This will help to prevent ignition of interior furnishings by the heat flash of the weapon.
  - Fill tubs or other containers with water for use as auxiliary water supply and self-help firefighting.

- If Attack Warning is received, people in *risk areas* who take shelter in their homes:
  - Take shelter sitting or lying down in the *CORNER of the basement that is farthest belowground*. This provides the best *fallout* protection and also the best protection against *blast*. (Do not stay in the middle of the basement.)
  - If there is no basement, take shelter lying down in the *middle of the house*, surrounded on all sides and overhead by furniture (and boxes or dresser drawers filled with earth) to provide some protection against low-level blast and fallout radiation. Line the protected area with mattresses and blankets.
- If a nuclear weapon explodes and affects the house:
  - *Immediately* go through the house and check for small fires (or ignitions) caused by the explosion (burning drapes, smoldering upholstery, etc.). Stamp out burning drapes, throw smoldering furniture out the windows, etc. People could have 10 or 20 minutes in which to *extinguish ignitions*--before these could grow into a fire that might destroy the house. Fallout (from the weapon that caused the ignitions) would not arrive until about 15 to 30 minutes after the explosion.
  - After checking for ignitions and extinguishing any found, *return to the best fallout-protected part of the house*. Listen for information on the radio concerning the degree of fallout hazard in the area. If the fallout level is high, people may have to stay in sheltered areas for one or up to two weeks. Also, instructions may be given over the radio on where to go after leaving shelter. In areas that receive heavy fallout, it may be necessary for people to move 20 to 40 miles away, *after leaving shelter*, to an area that had much less fallout.
  - If the house received severe damage, it may have been partly collapsed into the middle of the basement or even blown away. Yet many people in basements might have survived. Survivors in basements would need to *improve fallout protection*--by adding as much overhead protection as possible, in the corner of the basement, using planks and other material from the partly-destroyed house.
- If Attack Warning is received, people in *lower-risk areas* who take shelter in their homes should take the same precautions against fallout as risk-area people. That is:
  - They should take shelter in the *corner of the basement farthest belowground*; or if there is no basement, they should develop a shelter area in the middle of the house.
  - They should *stay in the protected part of the house* until advised by radio that they can leave shelter. (In some areas of heavy fallout, people would have to move elsewhere after leaving shelter.)
  - They would not have to extinguish ignitions or fires, or take other actions that would be needed in blast-damage areas.

2. *Public Shelter*--People who plan to seek protection in *larger buildings (that is, in public shelters)* should take the following actions:

- Gather *supplies* that would be needed for up to two weeks' survival in the public shelter (food, water, medicines, bedding, clothes, battery-powered radio, etc.)
- Recognize that while some public shelters would have a Shelter Manager present, others would not. If there is no Shelter Manager, survival of people in the shelter could depend on someone *taking charge and acting as Shelter Manager*--including taking the immediate actions outlined below.

- In *risk areas*, it would be critically important for acting Shelter Managers to take the following actions *as soon as possible after Attack Warning and arrival of people in the shelter*:
  - For *fire prevention*, people should be sent *immediately* to each floor of the building to *close ALL window blinds or curtains*.
  - Put all shelter occupants in the best *blast protection* posture immediately: Sitting back-to-back about two feet from outer walls of basement, or near columns--*not* beneath unsupported parts of basement ceilings. Where necessary to occupy upper floors, shelterees should lie down in the central part of the building, out of line of flying glass and debris, and hold onto each other.
  - If the building is affected by a nuclear explosion, *immediately* send people to each floor of the building to *check for ignitions* caused by the explosion (burning drapes, smoldering upholstery, etc.) Stamp out burning drapes, throw smoldering furniture out the window, etc. People could have 10 to 20 minutes in which to *extinguish ignitions*--before these could grow into a fire that might destroy the building. Fallout (from the weapon that caused the ignitions) would not arrive until about 15 to 30 minutes after the explosion.
  - After checking for ignitions and extinguishing any found, *return to the best fallout-protected part of the building*.
  
- In *both high-risk and low-risk areas*, it would be urgent for acting Shelter Managers to take the following actions:
  - Place shelter occupants in *maximum fallout-protection posture* promptly upon arrival. In high-risk areas, this will result to a large degree from placing shelterees in the blast-protection posture outlined above. In low-risk areas, acting Shelter Managers should place as many people as possible in basements. Where it is necessary to occupy upper floors, shelterees should be placed in central part of buildings, avoiding areas with windows.
  - Should an attack occur and fallout be deposited in the locality, acting Shelter Managers should take action to *identify locations within shelters providing the best fallout protection, by use of radiological monitoring instruments, if available*. The acting Shelter Manager should look for a set of civil defense radiological monitoring instruments. If a set is located, it should include instructions (printed on a yellow plastic sheet, How to Use Your Radiological Instruments to Find the Best Shelter and to Minimize Your Exposure to Radiation).
  - If instruments are not available, the acting Shelter Manager should still try to locate the best protected areas possible for the shelterees. The best protected areas are generally belowground areas first and the central core areas of larger buildings second (except for the top couple of floors and the first or second floors up from ground level).
  - Acting Shelter Managers should ensure maximum use of best-protected space. This may involve *crowding shelterees in best-protected areas*. Depending upon the weather, this may result in high heat and humidity developing, which can in turn result in dangerous heat exhaustion. If heat and humidity problems develop, acting Shelter Managers must move some shelterees to less well protected parts of the shelter, if possible rotating shelter occupants to and from such areas.
  - The acting Shelter Manager should ensure that some of the shelter occupants listen for information on the radio concerning the fallout hazard in the area. If the fallout level is high, people may have to stay in shelter for one or up to two weeks. Also, instructions may be given over the radio on where to go *after leaving shelter*--possibly to an area 20 to 40 miles away, that received less fallout. The Acting Shelter Manager should organize this movement.

ANNEX E  
EVACUATION

E.I. PURPOSE

This annex provides for the orderly and expeditious evacuation of any part of the population of Liberty County if such action is determined to be the most effective available means for protecting people from the effects of a disaster. The annex provides a planning base for any type of evacuation. Unique factors relating to evacuation on account of contingencies specifically identified in the Liberty County Hazards Analysis are discussed in appendixes to the annex. (Reception and Care operations are covered in a separate annex, and much material crucial to evacuation operations is included in the Direction and Control, Communications, and Shelter annexes. Since it is the policy of Liberty County's governments to avoid unnecessary repetition in emergency plans, this annex must be used in the context of the whole emergency operations plan.)

E.II. SITUATION AND ASSUMPTIONS

A. Situation. Evacuating hazardous areas is the most effective action for protecting people in many disaster or disaster-threat situations. Many evacuations are carried out every year, and it is not unusual to hear about large-scale evacuations involving thousands or even tens of thousands of people. Evacuation operations can be accomplished more rapidly and effectively if planning is carried out and systems are developed and tested before they are needed.

B. Assumptions.

1. The number of people initially affected is not a satisfactory criterion for deciding whether or not to activate the emergency management organization. The nature of the threat, the possibility of escalation, the need for expert consultation, etc., must also be considered.
2. People who refuse to follow evacuation instructions of public officials will be left alone until all who are willing to leave have been provided for. Then--time permitting--further efforts will be made to persuade the stay-puts to evacuate.

E.III. CONCEPT OF OPERATIONS

A. General.

1. Evacuation may prove to be the only practical means of protecting people from the effects of some disasters. Simply defined, evacuation is movement of people from a place of danger to a place of relative safety. Problems involved may range from minor to enormous depending on the dimensions, or characteristics, of the hazard and the evacuation.
2. Several hazards identified in the Liberty County Hazards Analysis have the potential for necessitating evacuation of substantial numbers of people. The governments of Liberty County and its municipalities have agreed that it is not possible to define a "large-scale" evacuation. It is entirely possible to evacuate a large number of people without activating the emergency management organization. At the same time, an emergency calling for evacuation of only a few people could escalate or be characterized by secondary effects.
3. The decision to activate the emergency organization for purposes of managing an evacuation is generally left to the discretion of emergency services field commanders. There are, however, provisions for the emergency management organization to be activated and to assume control of emergency operations

other than at the request of field commanders. These provisions are described in "Concept of Operations" in the Direction and Control annex.

4. This annex treats evacuation in the generic sense, i.e., the annex and its tabs are applicable to any evacuation situation. Special hazard-specific appendixes address factors unique to evacuation for particular disasters. These appendixes are especially important for this annex, because the places of safety, the destinations for evacuees, differ from hazard to hazard. The potential danger from the environment through which the people must move is a critical matter to be considered, and this too varies greatly depending on the hazard.

5. Jurisdictional interrelationships are a matter of great concern in an evacuation situation. Geographical areas and divisions--State, Mutual Aid Regions, Operational Areas, and Planning and Operations Zones--are described in the basic plan. Proper coordination among divisions in an evacuation situation is critical to successful operations and can be accomplished only through carefully planned and executed Direction and Control.

#### B. Direction and Control.

1. Direction and Control as a function is covered in a separate annex to this plan.

2. Direction and Control of evacuation operations will normally be carried on by the jurisdiction nearest to the disaster site that has sufficient scope of control to manage all required operations. An evacuation entirely within one P&O Zone will be managed by the emergency organization of that zone unless and until higher authority assumes control. If more than one zone is affected, as when people from one zone evacuate into another, the Operational Area (County) emergency management organization will ordinarily assume control. P&O Zone organizations will continue to function under the direction of the OA policy group.

3. Mutual Aid Region (MAR) organizations normally function only in a coordination role with respect to affected OA's. Unaffected OA's will provide support to those directly involved only at the direction of the MAR. MAR's may assume control of operations in an OA, if that jurisdiction's emergency management organization is destroyed or otherwise unable to function. Such assumption of control by a MAR would occur only at the direction of State authorities.

C. Continuity of Government. COG must be maintained in an emergency evacuation situation. Detailed procedures for accomplishing this are included in the Direction and Control annex and in the appendixes to this annex. Essentially, COG will be maintained by relocating government operations, as necessary, to alternate EOC's or to mobile EOC's with temporary transfers of authority to higher or lower emergency management organizations. Lines of succession to all key positions will be clearly established, and all essential records will be protected from destruction or loss.

### E.IV. ORGANIZATION AND RESPONSIBILITIES

A. Organization. Jurisdictional and organizational relationships in evacuation operations vary depending on the scale of the movement. The chart in Tab 1 to this annex depicts these relationships for a very large evacuation involving several OA's. Liberty County could play any of the roles indicated in this chart. The emergency organization at the county level is as described in Section IV of the basic plan.

B. Responsibilities. This section concerns evacuation operations in the general case. Additional information relating to particular hazards is included in appendixes to this annex. In situations involving evacuation of a number of people sufficient to cause mobilization of the emergency management organization, the following assignments will be carried out to the extent permitted by time and circumstances:

1. Emergency Program Manager

- (a) Assembles an analysis team to support the coordination group in the EOC.
- (b) Coordinates environmental monitoring activities.

2. Analysis Team

- (a) Obtains full information on evacuation operations initiated by first responders.
- (b) Obtains information on characteristics of the disaster agent involved.
- (c) Obtains meteorological data and any other relevant information.
- (d) Prepares recommendations on the area to be evacuated and continues to monitor the situation and recommend changes as indicated.

3. Law Enforcement

- (a) Provides security for the evacuated area.
- (b) Participates in the warning process by sweeping assigned areas, reinforcing information provided through mass media.
- (c) Provides traffic control to facilitate evacuation and return movement.
- (d) Assists in evacuation of prisoners, as required.

Lists of task assignments similar to those above should be included for all pertinent public and private entities that would have some responsibilities in an evacuation situation.

E.V. ADMINISTRATION AND LOGISTICS

This plan contains an annex on Resource Management, which provides detailed information on many topics related to Administration and Logistics. The policy of the Liberty County Government on this subject as applied to emergency situations is, in general, as follows:

- A. Administration and logistics will be controlled by the Liberty County manager.
- B. Normal practices and procedures will be continued under emergency conditions to the extent practicable.
- C. During emergency operations, every effort will be made to document each transaction sufficiently so that complete records can be reconstructed and claims properly verified after the emergency period has passed.
- D. No administrative process will be permitted to interfere with operations essential to preventing injury, loss of life, and significant property damage.



## E.VI. PLAN DEVELOPMENT AND MAINTENANCE

This annex is developed and maintained by the Liberty County Department of Emergency Management. The County emergency program manager will determine requirements for implementing plans and procedures to support evacuation operations and will provide guidance to officials of P&O Zones and other organizations, public and private, where the need for such plans and procedures exists.

## E.VII. AUTHORITIES AND REFERENCES

A. Authorities. See Section VII, Part A, of the Basic Plan. An opinion of the County Attorney issued in 1980 held, in effect, that Liberty County officials may compel individuals to evacuate, if a local emergency is proclaimed by the Board of Supervisors and an order is promulgated specifically authorizing such action. Alternatively, people can be forced to evacuate on the authority of a court order, if such an order can be obtained from a judge of the County Superior Court.

### B. References.

Federal Emergency Management Agency, Disaster Operations--A Handbook for Local Governments, CPG 1-6. Washington, D.C.

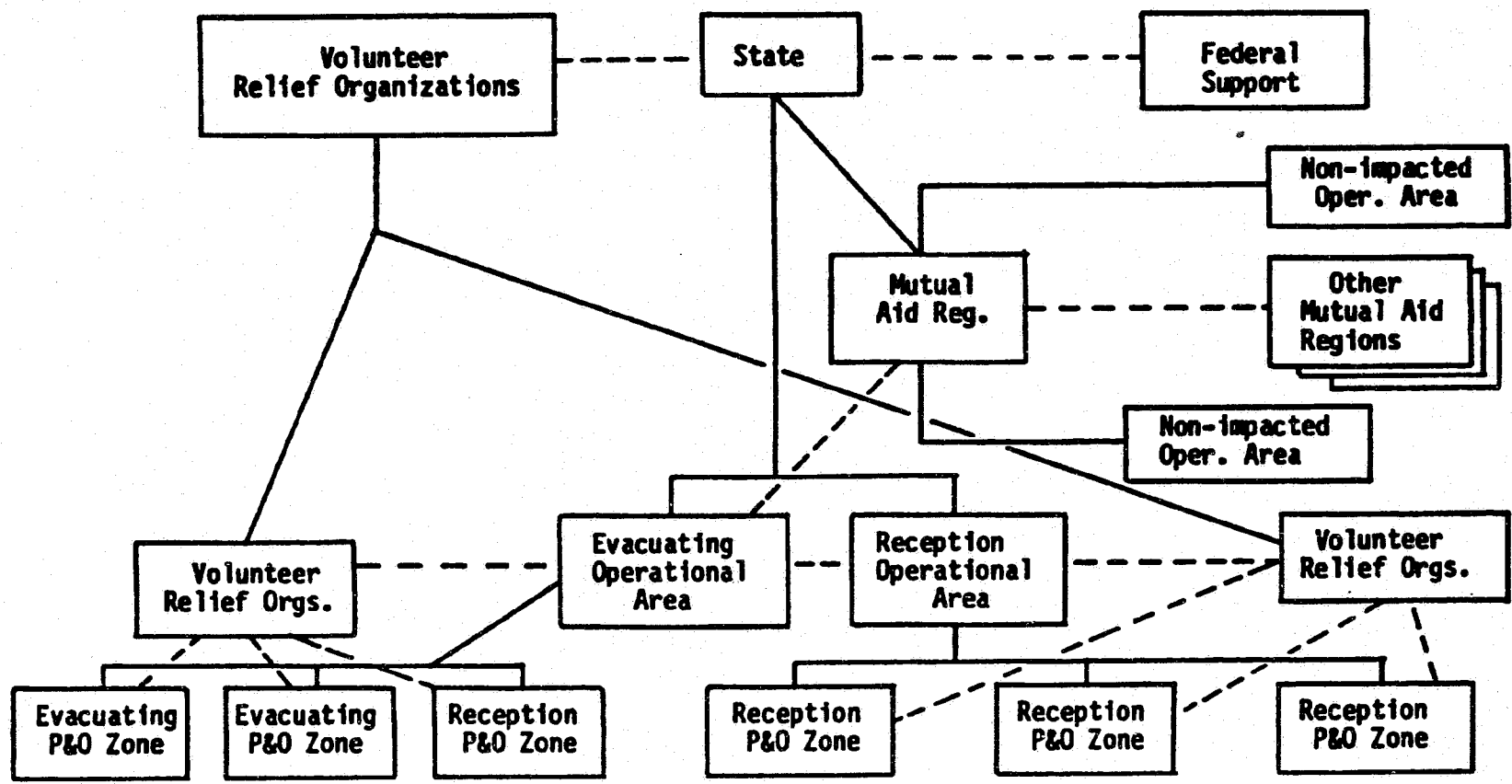
Perry, Ronald W. Citizen Evacuation in Response to Nuclear and Non-Nuclear Threats. Seattle, Washington: Battelle Human Affairs Research Centers.

Perry, Ronald W.; Lindell, Michael K.; and Green, Marjorie R. Evacuation Planning in Emergency Management. Lexington, Massachusetts: D.C. Heath and Company, Lexington Books, Battelle Human Affairs Research Centers.

## E.VIII. DEFINITION

Evacuation. As an emergency management function, evacuation is a protective action--moving people from a place of danger to a place of relative safety. As a phenomenon, it is a temporary mass movement of people that collectively emerges in coping with community threats, damages, or disruptions.

### GENERAL ORGANIZATION FOR EVACUATION



E-5

————— Indicates command authority  
 - - - - - Indicates coordination

**APPENDIX E.1****EVACUATION IN RESPONSE TO THREAT OF NUCLEAR ATTACK****E.1.I. PURPOSE**

This appendix provides information and procedures relating to the unique aspects of evacuation operations undertaken to remove the population from areas considered more likely than others to be affected directly by blast overpressure, heat, or initial nuclear radiation, if there should ever be a large-scale nuclear attack.

**E.1.II. SITUATION AND ASSUMPTIONS****A. Situation.**

1. A nuclear attack on the United States would most likely be preceded by a period of international tension and crisis. Sufficient time might be available for protective actions to be taken, including temporary relocation of residents of possible target areas to areas of lower risk.
2. By agreement between the State Division of Emergency Services and the Federal Emergency Management Agency (FEMA), part of Liberty County has been designated a nuclear attack high-risk area for which population relocation should be planned. The area to be evacuated when directed is shown in the map at Tab 1. The map at Tab 2 shows the areas FEMA designates as likely to receive blast overpressure of two pounds per square inch (psi) or more.
3. In addition to the designated part of Liberty County, the Capital City area, the Metropolis area, and the immediate vicinity of the General Patton Military Base in Lober County are scheduled for evacuation under similar circumstances. For this reason, travel beyond the Liberty County boundary to the north or to the southeast on Interstate 101 will not be practicable.
4. The State emergency plan has established lower-risk host areas for each of the areas to be evacuated. Areas reserved for people from the Liberty County risk area are the less hazardous parts of Liberty County, Stramford County, and parts of Apple and Green Counties. The locations of these areas, resident populations, and number of evacuees assigned are shown in a table at Tab 5.
5. Destination counties are preparing plans for the reception and care of relocated residents of Liberty County. The State is preparing plans providing for the redirection of supply channels for food, fuel, and other essential consumer goods to these counties.
6. Certain vital facilities and activities must be continued in the evacuated high-risk area to preserve the integrity of the vacant city, to assist in the provision of essential goods and services to the relocated population and their hosts, or to continue industrial production important to national defense. These critical activities are summarized in Tab 6.

**B. Assumptions.**

1. Evacuation of the population of the high-risk area will occur only at the direction of the Governor of the State of Columbia, most likely at the request of the President of the United States. Measures preparatory to such evacuation may be undertaken during a crisis at local option.
2. Evacuation of the high-risk area population will be directed by the Governor, not voluntary, and in general accordance with this plan.

3. Evacuation will be primarily in family groups using private vehicles over a period not to exceed 3 days.

4. About 15,000 residents not having automobiles available to them must be provided with other transportation to their destinations.

5. Some portion of the high-risk area population, estimated at 10 percent or more, can be expected to leave the area in advance of a directed evacuation. These spontaneous evacuees are expected to consist mainly of families whose members do not have public or emergency responsibilities and who have a vacation home or relatives in mind as a destination. The location, identification, and destination of this group will not be known.

6. Once evacuation of the high-risk area population has been directed, the minimum duration of the relocation will be 7 days. The maximum duration of the relocation is uncertain but could be several weeks.

7. Under certain circumstances, such as a protracted relocation period, the State or Federal government may require the resumption of certain critical production and service activities in the high-risk area in addition to the essential activities shown in Part A of the table at Tab 6 without a general return of the population. Organizations likely to be affected are shown in Part B of the table.

8. Return of the relocated population to their homes following evacuation will occur only at the direction of the Governor, most likely at the request of the President of the United States.

### E.1.III. CONCEPT OF OPERATIONS

A. Time Phases of a Nuclear Attack Threat Evacuation. The time phases applicable to nuclear attack threat evacuation correspond to those recognized for any disaster. It may be helpful to identify them in somewhat different terms, as follows:

|             |   |                                 |
|-------------|---|---------------------------------|
| predisaster | = | precrisis                       |
| preimpact   | = | escalating international crisis |
| impact      | = | movement                        |
| emergency   | = | sustaining                      |
| recovery    | = | return.                         |

1. Precrisis. The precrisis period is normal readiness during peacetime.
2. Crisis. The crisis phase includes increased readiness and mobilization of emergency services to prepare for movement, if and when ordered by the Governor.
3. Movement. The movement phase begins when the Governor of Columbia directs evacuation of nuclear attack high-risk areas.
4. Sustaining. The sustaining period begins with arrival of evacuees in the reception areas and principally involves support and care of evacuees and the indigenous population as described in the Reception and Care annex and the In-place Protective Shelter annex. The sustaining period also includes maintenance and support of critical production and service activities by essential personnel commuting to and from the high-risk area, as provided in this appendix.
5. Return. The return period begins when ordered by the Governor of Columbia and covers the time necessary to safely move the population back to their homes.

**B. Overall Concept of Nuclear Attack Evacuation Operations.** Evacuation would not be implemented unless there were a threat of nuclear attack of unprecedented seriousness. It should be understood that nuclear attack could occur at any time during the crisis, movement, or sustaining phases. Since there is no assurance that evacuation would be directed, readiness to implement the County's In-place Protective Shelter Plans must be emphasized during the crisis period. If attack warning is received, everyone must take shelter in the best available nearby facilities. While the development and use of protective shelters is not covered in this annex, evacuation planning must not lose sight of the fact that, fundamentally, evacuation in response to the nuclear attack threat is movement to SHELTER; it is movement to a place where shelter is likely to provide a more realistic prospect of survival.

1. **High-Risk Population.** The population of Liberty County is 276,000, of which 218,000 reside in the census tracts designated as parts of the nuclear attack high-risk area. This is described in the maps and tables included in the Tabs to this appendix.

2. **Organizational Relocation.** Approximately 30 percent of the Liberty County high-risk population are employees or dependents of employees of the key organizations listed in Tab 6. Every effort will be made to encourage these businesses and agencies to relocate organizationally to host areas reserved for them. In many cases, this is necessary so that the organization will be able to maintain continuity of essential functions. In all cases, organizational relocation is an effective way to use the existing framework of the community to respond to the demands of a major crisis. It attempts to hold together units that have significant problem-solving abilities and preserves the identity of valuable community resources.

This point-by-point presentation of the overall concept of evacuation operations should be continued, providing enough detail to convey a clear picture of the scope and complexity of such operations in a nuclear-attack threat situation.

**C. Direction and Control.** In a national security emergency that requires evacuation of nuclear attack high-risk areas, a State of War Emergency is presumed to exist. Under these circumstances, all levels of the emergency management organization are fully mobilized and activated. Direct lines of authority exist from the Governor of Columbia to the chairperson of the Liberty County Board of Supervisors and from the chairperson to the elected officials designated in the Direction and Control annex of this plan as chiefs of the P&O Zones.

**D. Continuity of Government.** When it becomes necessary to evacuate the Liberty County nuclear attack high-risk area, the government agencies of Liberty County, Central City, and Harvest Junction will move their bases of operation and continue performing duties assigned under this plan. The Liberty County and Central City Direction and Control Organization will move to the Fisherville EOC. Continuity of control will be maintained by verifying that an adequate Direction and Control operation is active at the Fisherville EOC and by transferring authority before closing down the principal county EOC. The chairperson and the heads of key emergency service agencies will maintain contact via mobile radio units while in transit to the alternate EOC.

#### E.1.IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

**A. Organization.** In a national security emergency involving a threat of nuclear attack, the total emergency management organization at the OA (county) and P&O Zone levels will be activated.

## B. Responsibilities.

1. All elements of the emergency organization will review and improve evacuation plans and procedures to the extent possible in the time available. Responsibilities are generally the same as those shown in the Evacuation annex, Section E.IV.B. Chiefs of agencies and organizations are responsible for reviewing their procedures, for verifying that resources identified are available and in satisfactory condition, and for ensuring that all personnel--including any recently hired--are familiar with their duties in a large-scale evacuation.

2. Each organization listed at Tab 6 is expected to have a plan to relocate as a group to the reception area specified. Larger organizations and those with special needs--such as responsibility for institutionalized persons--have been assigned to specific facilities in host areas. Chiefs of organizations are responsible for coordinating with the managers of the facilities to which they are assigned.

## E.1.V. ADMINISTRATION AND LOGISTICS

The administrative and logistical problems associated with evacuation of the nuclear-attack high-risk area are covered in appendixes to the Resource Management annex. These problems are extremely complex and in many cases, are multijurisdictional in nature. Mobilization of private-sector resources and capabilities is fully covered in the Resource Management annex.

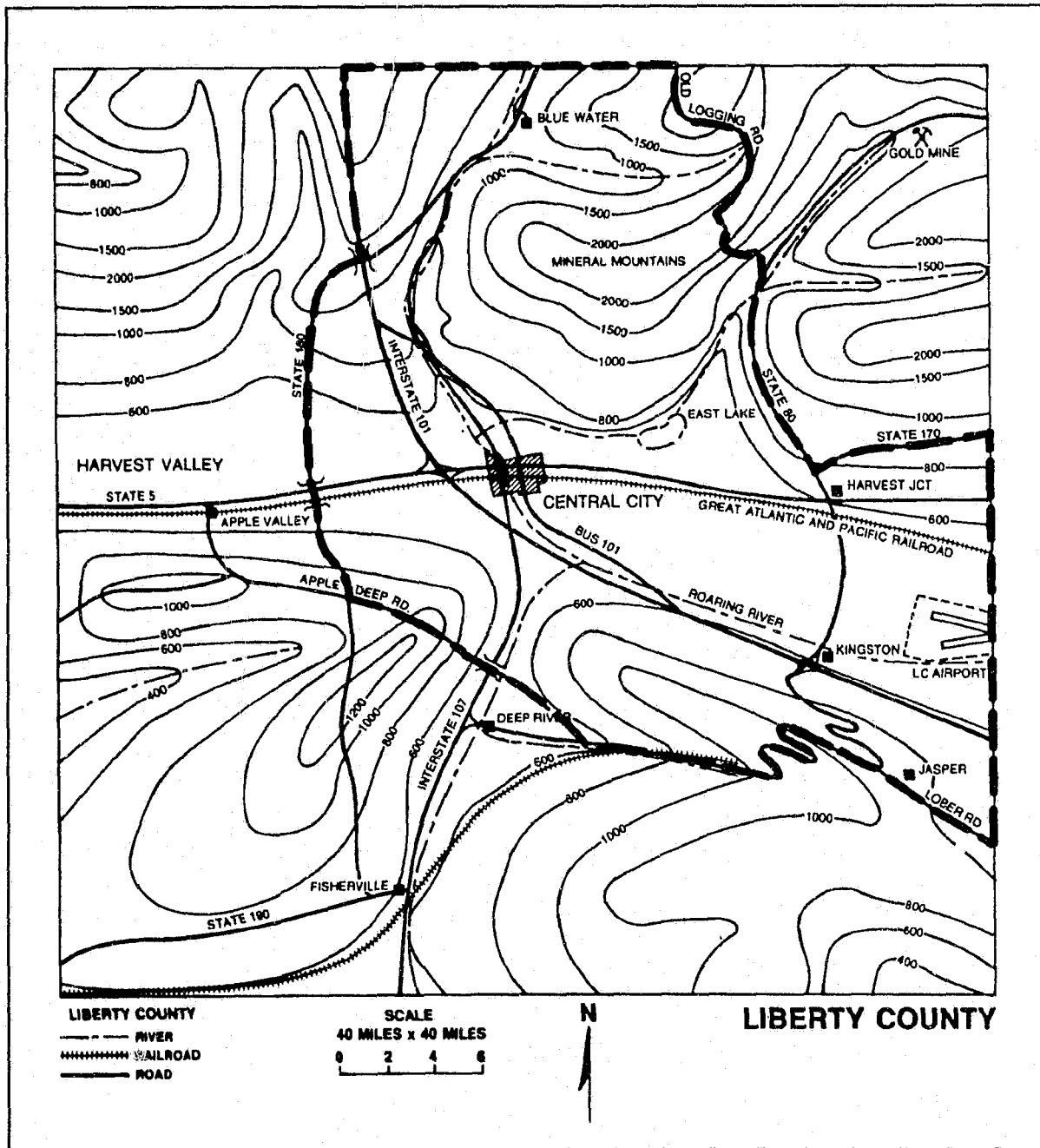
E.1.VI. See E.VI. To summarize, the planning process that has resulted in this appendix has focused on the movement of people out of and back to the nuclear attack high-risk area and includes commuting of key workers to carry on essential operations in the high-risk area during the sustaining phase of evacuation. This appendix identifies the destination host areas and reception centers for all evacuees. The Reception and Care function, however, is covered in a separate annex.

E.1.VII. Not used. See E.VII

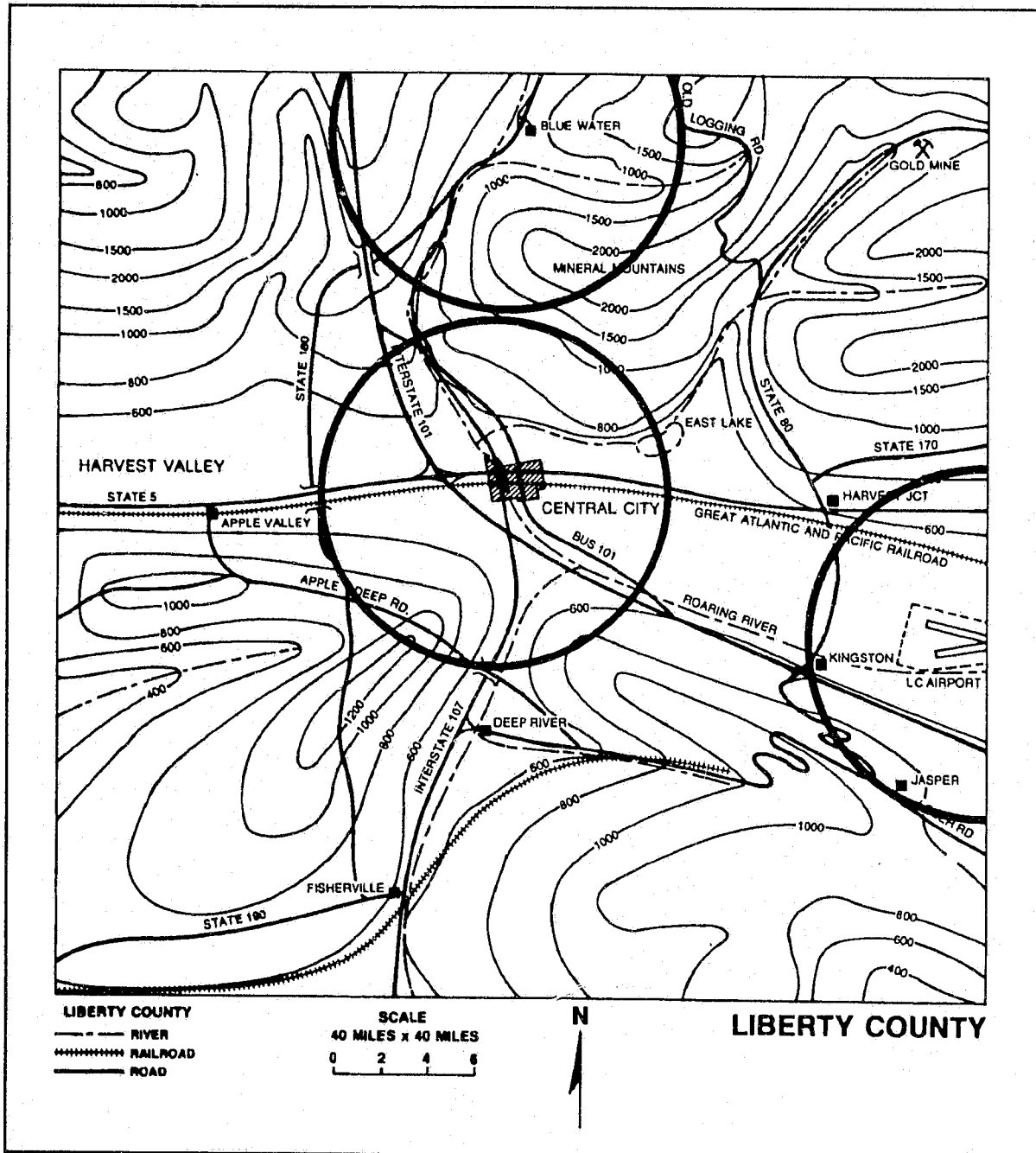
## E.1.VIII. DEFINITION

Host Area (Attack Preparedness Evacuation). An area determined by careful hazard/vulnerability analysis to be subject to relatively less serious weapons effects in a large-scale nuclear attack and, therefore, considered suitable for receiving evacuees from higher risk areas and providing the necessary protection to sustain life and reduce incidence of illness from radiation and other attack-related causes.

Tab 1 to Appendix E.1



MAP 1. NUCLEAR ATTACK HIGH-RISK AREA



**MAP 2. AREAS ASSUMED LIKELY TO RECEIVE TWO P.S.I. OR GREATER BLAST OVERPRESSURE**



| TABLE 1                           |                     |                          |                  |                   |                 |
|-----------------------------------|---------------------|--------------------------|------------------|-------------------|-----------------|
| RECEPTION AREAS                   |                     |                          |                  |                   |                 |
| Host Counties and Principal Towns | Resident Population | Organizational Relocates | Relocates By Bus | Relocates By Auto | Relocates Total |
| <b>Stramford County</b>           | 35,000              | 23,997                   | 4,800            | 40,203            | 69,000          |
| <b>Orangeville</b>                | 18,000              | 23,997                   |                  | 32,000            |                 |
| <b>Raymond</b>                    | 3,000               |                          | 4,800            | 5,000             |                 |
| <b>Fallbrook</b>                  | 2,000               |                          |                  | 3,000             |                 |
| <b>Liberty County</b>             | 55,000              | 35,727                   | 7,600            | 64,673            | 108,000         |
| <b>Fisherville</b>                | 22,000              | 19,537                   | 5,400            | 42,000            |                 |
| <b>Apple Valley</b>               | 4,000               | 4,989                    | 1,000            | 8,000             |                 |
| <b>Deep River</b>                 | 3,000               | 3,266                    |                  | 5,000             |                 |
| <b>Gold Mine</b>                  | 5,000               | 1,935                    | 1,200            | 10,000            |                 |
| <b>Apple County*</b>              | 15,000              | 4,109                    | 2,100            | 22,491            | 29,000          |
| <b>Strathmore</b>                 |                     | 4,109                    | 2,100            | 19,000            |                 |
| <b>Levering</b>                   |                     |                          |                  | 4,000             |                 |
| <b>Green County*</b>              | 6,000               | 2,015                    | 760              | 9,225             | 12,000          |
| <b>Pinewood</b>                   |                     | 2,015                    | 760              | 9,225             |                 |
| <b>Totals</b>                     | 111,000             | 65,848                   | 15,260           | 136,892           | 218,000         |

\* Parts assigned to receive Liberty County evacuees.

TABLE 2

RELOCATION OF ORGANIZATIONS

A. Necessary High-Risk Area Operations

| <u>Organization</u> | <u>Key Workers</u> | <u>Total Employees</u> | <u>Employees &amp; Dependents</u> | <u>Host Area</u> |
|---------------------|--------------------|------------------------|-----------------------------------|------------------|
|---------------------|--------------------|------------------------|-----------------------------------|------------------|

B. Possible Additional High-Risk Area Operations, if Evacuation Period is Protracted

| <u>Organization</u> | <u>Key Workers</u> | <u>Total Employees</u> | <u>Employees &amp; Dependents</u> | <u>Host Area</u> |
|---------------------|--------------------|------------------------|-----------------------------------|------------------|
|---------------------|--------------------|------------------------|-----------------------------------|------------------|

C. Host Area Support Organizations

| <u>Organization</u> | <u>Key Workers</u> | <u>Total Employees</u> | <u>Employees &amp; Dependents</u> | <u>Host Area</u> |
|---------------------|--------------------|------------------------|-----------------------------------|------------------|
|---------------------|--------------------|------------------------|-----------------------------------|------------------|

| <b>TABLE 3</b>            |                         |                              |                        |                         |                        |
|---------------------------|-------------------------|------------------------------|------------------------|-------------------------|------------------------|
| <b>EVACUEES ANALYSIS</b>  |                         |                              |                        |                         |                        |
| <b>Risk Area Division</b> | <b>Total Population</b> | <b>Organization Evacuees</b> | <b>Evacuees By Bus</b> | <b>Evacuees By Auto</b> | <b>Number of Autos</b> |
| 1                         | 6,000                   | 3,208                        | 420                    | 2,372                   | 818                    |
| 2                         | 500                     | 148                          | 35                     | 317                     | 109                    |
| 3                         | 3,000                   | 886                          | 210                    | 1,904                   | 657                    |
| 4                         | 1,000                   | 296                          | 70                     | 634                     | 219                    |
| 5                         | 6,200                   | 1,832                        | 434                    | 3,934                   | 1,357                  |
| 6                         | 7,000                   | 2,068                        | 490                    | 4,442                   | 1,532                  |
| 7                         | 7,800                   | 2,305                        | 546                    | 4,949                   | 1,707                  |
| 8                         | 8,600                   | 2,541                        | 602                    | 5,457                   | 1,882                  |
| 9                         | 7,300                   | 2,157                        | 511                    | 4,632                   | 1,597                  |
| 10                        | 6,600                   | 1,950                        | 462                    | 4,188                   | 1,444                  |
| 11                        | 8,000                   | 2,364                        | 560                    | 5,076                   | 1,750                  |
| 12                        | 7,000                   | 2,068                        | 490                    | 4,442                   | 1,532                  |
| 13                        | 22,104                  | 6,531                        | 1,547                  | 14,026                  | 4,837                  |
| 14                        | 12,014                  | 3,550                        | 841                    | 7,623                   | 2,629                  |
| 15                        | 15,678                  | 4,632                        | 1,098                  | 7,948                   | 3,430                  |
| 16                        | 20,499                  | 6,057                        | 1,435                  | 13,007                  | 4,485                  |
| 17                        | 20,689                  | 6,113                        | 1,448                  | 13,128                  | 4,527                  |
| 18                        | 23,711                  | 7,065                        | 1,674                  | 15,172                  | 5,532                  |
| 19                        | 19,509                  | 5,764                        | 1,366                  | 12,379                  | 4,269                  |
| 20                        | 14,596                  | 4,313                        | 1,021                  | 7,262                   | 3,194                  |
| <b>Totals</b>             | <b>218,000</b>          | <b>65,848</b>                | <b>15,260</b>          | <b>136,892</b>          | <b>47,207</b>          |

Tab 8 to Appendix E.1

| TABLE 4                      |                      |                           |                            |                   |                   |
|------------------------------|----------------------|---------------------------|----------------------------|-------------------|-------------------|
| ROUTE ANALYSIS               |                      |                           |                            |                   |                   |
| Route                        | Lanes<br>(Narrowest) | Capacity<br>(Veh/Hr/Lane) | Risk Area<br>Divisions     | Number<br>of Cars | Hours<br>Required |
| SR 5 west                    | 2 westbound          | 1,200                     | 1,3,6,13,14                | 10,473            | 4.4               |
| I-107 south                  | 4 southbound         | 1,500                     | 16,19,20,7,12,<br>15,17,18 | 28,376            | 4.7               |
| I-101 east to<br>SR 76 north | 1 northbound         | 850                       | 10,11                      | 3,194             | 3.8               |
| SR 68 north                  | 1 northbound         | 850                       | 2,4,5,8                    | 3,567             | 4.2               |
| SR 68 south<br>and west      | 1 southbound         | 850                       | 9                          | 1,597             | 3.2               |

## APPENDIX E.2

EVACUATION IN RESPONSE TO AN INCIDENT/ACCIDENT AT  
BLUE WATER NUCLEAR POWER PLANT

This appendix shows how provisions dealing with the unique evacuation requirements of potential and real disasters caused by various hazards can be integrated into the multihazard plan. Planning and preparedness for the offsite effects of a radiological emergency associated with a commercial nuclear power facility must be carried out in accordance with 44 CFR parts 350, 351, and 352 and the documents referenced in paragraph E.2.VII.B.

## E.2.I. PURPOSE

This appendix provides information concerning the area in Liberty County for which evacuation should be considered in case of an incident/accident at the Blue Water Nuclear Power Plant (BWNPP) with potential or actual release of nuclear material. Evacuation planning for this hazard focuses on the 10-mile radius plume emergency planning zone (EPZ) which is shown in the map at Tab 1 to this appendix.

## E.2.II. SITUATION AND ASSUMPTIONS

A. Situation. Evacuation may be the best available strategy for protecting the residents of the threatened area in case of a release, or the possibility of a release, of radioactive material from the Blue Water facility.

B. Assumptions.

1. One of the most serious problems involved in evacuation of the 10-mile (radius) EPZ is the possible necessity of evacuating Columbia State Prison. The prison has been designated a separate and distinct Planning and Operations (P&O) Zone. Operations relating to it are the responsibility of the prison authorities and other State officials. Operations, including movement of the prison inmates, will be fully coordinated with the local governments involved, and local governments will provide all possible support.

2. Mandatory evacuation is possible under laws of the State of Columbia. Whether or not these laws need to be invoked will be decided based on prevailing conditions in the particular emergency situation.

## E.2.III. CONCEPT OF OPERATIONS

A. Establishment of Controlled Area. In the event of a Site Emergency or a General Emergency at the Bluewater Plant, a controlled area will be established around the existing or projected location of contamination, identified by sector and distance, to control access to the area and to control evacuation of the population if that becomes necessary.

1. Traffic Control Points (TCP's) will be established by law enforcement personnel at road intersections immediately outside the existing or projected contaminated area.

2. All vehicles approaching the controlled area will be stopped and will be advised of the hazard or denied access to the area depending on the severity of the emergency as determined by the Direction and Control organization. The only authorized access points to the controlled area will be designated by the on-scene control point, and emergency response forces will be directed to those locations.

3. Traffic on main arteries will be rerouted to avoid a controlled area and to prevent interference with emergency response forces and evacuation routes.

B. Evacuation. If an evacuation is ordered, the TCP's will mark the controlled area boundary. The on-scene control point will establish evacuation routes, direct evacuees to the designated reception areas and centers, and coordinate all evacuation activities. The evacuation areas in the Liberty County portion of the 10-mile EPZ, the evacuation routes available for each, and the destination relocation centers are shown in the map at tab 2 to this appendix. A table showing the populations of evacuation areas is included at tab 3 to this appendix.

1. Evacuation instructions and orders will be made in accordance with the procedures established in the Warning annex.

2. A roster of people with special needs who desire assistance in a potential or actual disaster situation is maintained by the Liberty County Department of Emergency Management. If an evacuation is required, the emergency program manager will coordinate the provision of assistance to any persons in the evacuation area whose mobility is impaired by disability or other causes.

3. The primary means of evacuation will be by private automobile. Persons without private automobiles will be assisted, as necessary, by law enforcement and fire and rescue personnel to reach staging areas designated by the county EOC. From there, they will be evacuated by buses to reception centers in safe areas of the county. A table showing evacuation routes, capacities, and estimates of the time required to clear the 10-mile EPZ is included as tab 4 to this appendix.

4. All vehicles leaving the controlled area will be stopped and inspected for possible radioactive contamination. Vehicles contaminated in excess of 220 DPM per 100 square centimeters will be impounded at the TCP on the evacuation route to prevent spreading the contamination.

5. All persons leaving the controlled area will be registered for possible future reentry clearance to assist in the control of farm animals, etc.

6. At the same time, all persons leaving the controlled area will be checked for possible radioactive contamination, as discussed in the Radiological Protection annex.

E.2.IV. Not used.

E.2.V. Not used.

E.2.VI. Not used.

#### E.2.VII. AUTHORITIES AND REFERENCES

A. Authorities. Not used.

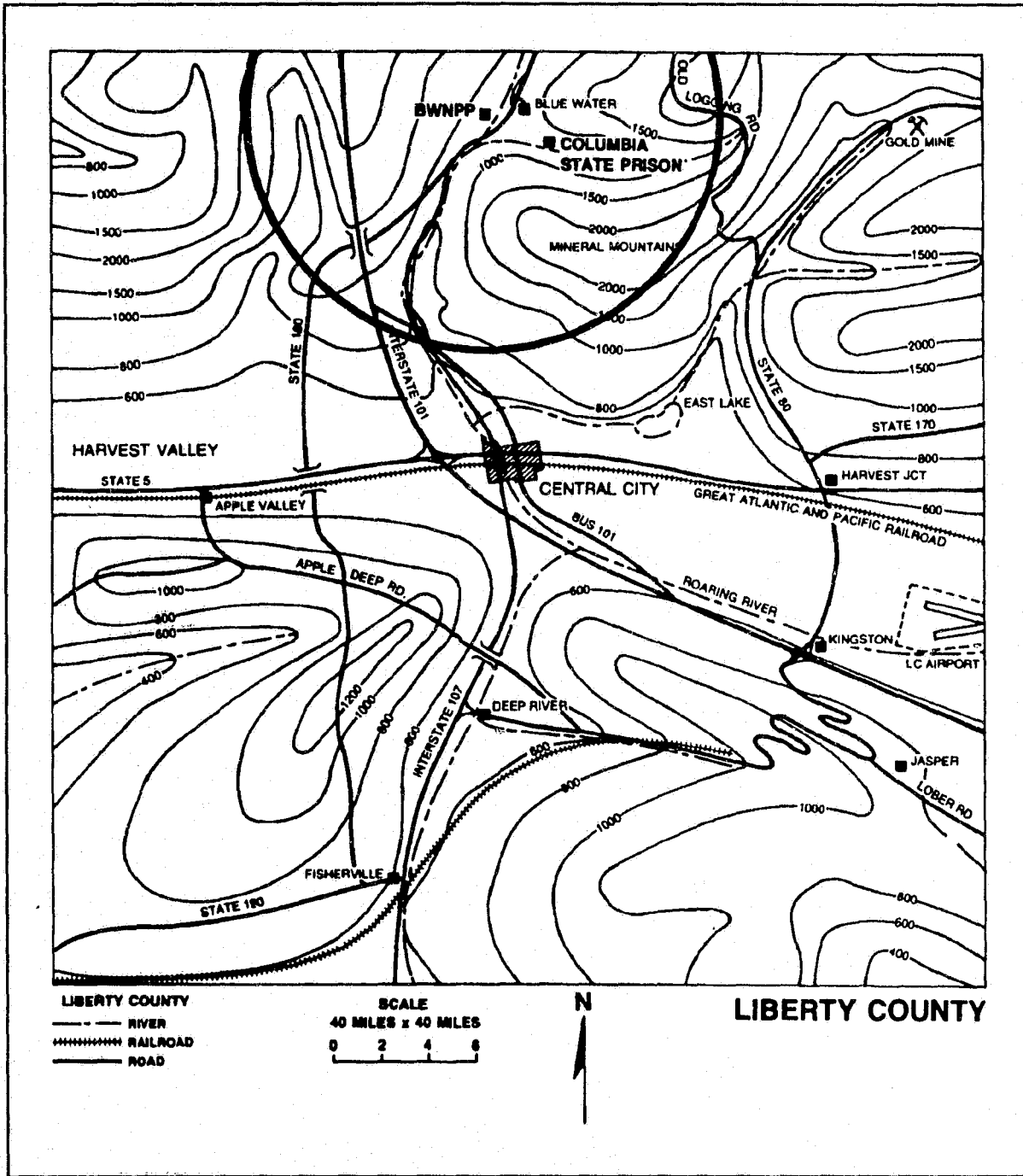
**B. Reference.**

Federal Emergency Management Agency and U. S. Nuclear Regulatory Commission. Criteria For Preparation and Evaluation of Radiological Emergency Response Plans and Preparedness in Support of Nuclear Power Plants, NUREG-0654/FEMA-REP-1, Washington, D.C., 1980, and NUREG-0654/FEMA-REP-1, Supplement 1, Washington, D.C., 1988.

**E.2.VIII DEFINITION**

Emergency Planning Zone (EPZ). A generic area defined about a nuclear facility to facilitate offsite emergency planning and develop a significant response base. It is defined for the plume and ingestion exposure pathways. During an emergency response, best efforts are made making use of plan action criteria without regard to whether particular areas are inside or outside EPZ's.

Tab 1 to Appendix E.2



**BLUE WATER NUCLEAR POWER PLANT  
10-MILE (RADIUS) PLUME EMERGENCY PLANNING ZONE (EPZ)**



Tab 2 to Appendix E.2

Include a map showing evacuation areas, evacuation routes, and reception centers.

Tab 3 to Appendix E.2

Include a table showing the populations of evacuation areas.

Tab 4 to Appendix E.2

Include a table showing the results of a traffic analysis for emergency evacuation.

## ANNEX G

## IN-PLACE PROTECTIVE SHELTER

## G.I. PURPOSE

The purpose of this annex is to establish an option for the Liberty County emergency organization of protecting people from the effects of any disaster agent that threatens or actually strikes the community by placing them in suitable shelter facilities.

## G.II. SITUATION AND ASSUMPTIONS

A. Situation. Protective shelter is a population protection option that may be needed in disasters or disaster-threat situations caused by numerous disaster agents including most of those identified in the Liberty County hazards analysis. Protective shelter is especially applicable in emergencies or disasters caused by nuclear attack, hazardous materials accidents, tornadoes, hurricanes, and peacetime nuclear incidents or accidents.

B. Assumptions. If the population of Liberty County is endangered by the effects of any disaster agent, the Liberty County emergency organization under the direction of elected public officials will attempt to determine the optimal strategy for ensuring the safety of the public and will take action to implement that strategy.

## G.III. CONCEPT OF OPERATIONS

A. Direction and Control. A disaster or potential disaster that generates a requirement for protecting people from a harmful environment is of sufficient seriousness to justify activation of the Liberty County emergency organization. Situation analysis, planning, policy making, coordination, and ultimate direction and control will be carried out from the central EOC in accordance with the Direction and Control Annex to this plan. Field operations will continue to be managed using the procedures and interorganizational coordination methods established under Liberty County's Incident Command System.

B. Population Protection Options. The two principal alternatives for population protection are evacuation and shelter. In an actual disaster or disaster-threatening situation, Liberty County officials would use one or the other or possibly both options, depending on the best available estimate of the situation, to minimize injury to the people involved. Evacuation is usually the preferred option, but it must be evaluated in terms of the overall benefit to the evacuees, taking into account the conditions at the selected destination and any risk of exposure to the disaster agent while in route. For consideration of sheltering in place, it is important to determine the relative protection from potential disaster agents provided by the available residential, commercial, and recreational structures in the community and to identify special facility populations, e.g., the hospitalized and the incarcerated, for whom in-place shelter may be the only available option. The two options have traditionally been treated separately, because many disasters seem likely to require strategies that heavily emphasize one or the other option. It is also true that treating the two options separately permits the jurisdiction to establish a useful division of labor in planning and preparedness for population protection. It is important to remember, however, that in an actual emergency the two population protection options are very closely related and might well have to be invoked simultaneously. The separate planning and capability-building processes for the two options are complementary. Neither one, standing alone, adequately addresses the needs generated by many disaster situations, but together they cover almost any contingency reasonably well.

C. Relationship to Temporary Housing/Mass Care. In the multihazard planning context, temporary housing and mass care for people displaced from their homes by disaster effects are most often functions of private relief organizations. Providing protective shelter on an emergency basis is clearly a responsi-

bility of government. The two functions are treated separately, therefore, in the Liberty County EOP. There is, however, a close relationship between these functions. It is essential that the organizations primarily responsible for them work closely together and carry on preparedness activities in close coordination.

D. Interjurisdictional Relationships. The county and the three municipalities in the county that have emergency management departments will develop and maintain the capability to provide protective shelter for the population in any situation for which such action is appropriate. In localized emergencies, the municipality involved may respond independently while the others stand by to provide assistance if required. The Liberty County Emergency Organization will be responsible for any situation that occurs outside the boundaries of the municipalities that have protective shelter systems. In very large-scale emergencies, the resources of the county and of all the municipalities in the county will be activated and will be centrally controlled from the county EOC or an alternate. This includes a nuclear attack emergency situation as described in appendix G.1 to this annex.

#### G.IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. Organization. Liberty County's organization for protective shelter is the same as the Liberty County Emergency Organization described in annex A to this plan.

B. Responsibilities.

1. Protective shelter systems will be developed and maintained by the Liberty County Emergency Organization and by the emergency organizations of Central City, Fisherville, and Harvest Junction.

2. The warden of the Columbia State Prison is responsible for providing a protective shelter system for the staff and inmates of the prison. While Liberty County officials have no jurisdiction with respect to the prison, it is State policy to maintain a close working relationship between State facilities and neighboring local governments. The county and prison authorities have agreed, therefore, to work cooperatively and provide mutual support in all phases of emergency management.

3. The Liberty County Emergency Program Manager (EPM) will be responsible for:

a. Developing and maintaining a protective shelter system to protect the population from the effects of a nuclear attack.

b. Developing a system and procedures for evaluating the evacuation and in-place shelter options in the event of a large-scale hazardous materials spill or release or in the event of a peacetime nuclear incident or accident. The time available in which to decide whether to evacuate or shelter in place in a hazardous materials or peacetime nuclear incident is often very limited, and it may be necessary for first responders to make an immediate decision. Factors such as the nature of the material or materials, the atmospheric conditions, the threat of fire or explosion, and estimated duration of toxic effects can influence the final determination. For large-scale incidents or incidents with the potential to seriously affect large populations, the EPM will be prepared to assemble appropriately qualified advisors, to obtain information for analysis, to evaluate the protective actions already taken by first responders, and to develop recommendations on remedial or further actions for the coordination group in the county EOC. This decision support system and procedures will be incorporated into the Direction and Control Annex of this plan and into hazard-specific appendixes as required.

4. The Liberty County Public Health Officer will be responsible for developing and maintaining a Protective Action Guide (PAG) on protective shelter for a fixed nuclear facility accident at the Blue Water Nuclear Power Plant. This PAG will serve as the basis for a hazard-specific appendix to this annex.

5. The Liberty County Public Works Director will be responsible for developing a list of the best available tornado shelters in the county to serve as the basis for a hazard specific appendix to this annex.

Include assignments of responsibilities for other officials and agencies as appropriate.

#### G.V. ADMINISTRATION AND LOGISTICS

Functions related to administration and logistics are frequently carried out by members of the Liberty County emergency organization working at the county EOC, even in emergency situations that do not call for complete activation of the emergency organization. In situations that involve use of in-place protective shelter, measures to meet these requirements generally will be centrally carried out and controlled by a group working under the direction of the County Manager or official designee in accordance with the Basic Plan and Resource Management Annex of this plan.

#### G.VI. PLAN DEVELOPMENT AND MAINTENANCE

This annex was developed and is maintained by the Liberty County Department of Emergency Management. All departments and agencies assigned responsibilities in paragraph G.IV. are expected to develop and maintain implementing plans and procedures to support their roles in coordination with the county emergency program manager. Development and maintenance of hazard-specific appendixes are covered in the appendixes.

#### G.VII. AUTHORITIES AND REFERENCES

A. Authorities. Not used. See paragraph VII of the Basic Plan.

B. Reference.

Federal Emergency Management Agency, U.S. Department of Transportation, and U.S. Environmental Protection Agency. Handbook of Chemical Hazard Analysis Procedures, Appendix C., "Overview of 'Shelter in Place' Concept."

#### G.VIII. DEFINITION

Protective Shelter. An enclosed area that will protect occupants against specified disaster effects up to a given intensity.

## APPENDIX G.1

## IN-PLACE PROTECTIVE SHELTER FOR NUCLEAR ATTACK

## G.1.I. PURPOSE

The purpose of this appendix is to document Liberty County's approach to providing the population shelter protection from any effects of nuclear weapons that might be experienced in the jurisdiction.

## G.1.II. SITUATION AND ASSUMPTIONS

A. Situation.

1. While it is not considered very likely, it is possible that a nuclear attack could be launched against the United States with little or no warning. If this did occur, there would be no alternative but to shelter the people in the best available protective facilities near their locations at the time.

2. Part of Liberty County has been designated a nuclear attack high-risk area. It is considered probable that a nuclear attack would be preceded by a period of escalating tensions and crisis. It is likely that an enemy's intention to attack would be detected in time to evacuate the residents of high-risk areas to host areas in parts of the State less likely to be directly attacked. Evacuation is Liberty County's primary population protection option for residents of high-risk areas. (Evacuation is covered in annex E to this plan.)

3. In-place protection in shelter facilities located in high-risk areas offers much less assurance of survival than evacuation, but it has the potential of saving many lives that would otherwise be lost in a nuclear attack.

B. Assumptions.

1. It is prudent to assume that the high-risk area near the Liberty County Airport is a high priority target area, since the enemy might wish to deny use of this facility to our military forces and might strike it in a preemptive attack.

2. It is reasonable to assume that the remaining target areas in Liberty County are of lesser priority than the airport and would likely be struck only in case of an all-out nuclear war.

## G.1.III. CONCEPT OF OPERATIONS

A. General. Protecting the population in-place from the effects of a nuclear attack involves four principal functions or activities: (1) Warning the population, (2) directing them to the best available shelter protection, (3) supporting the sheltered population within the limitations imposed by the environment, and (4) releasing the surviving population from shelter when weapon-caused hazards are no longer a threat to survival.

B. Phases of Shelter Operations. The phases of shelter operations and the actions appropriate to each phase are as follows:

1. Warning Phase. This phase begins with the receipt of attack warning or upon observation of a nuclear detonation and ends when movement to shelter begins. (The warning function is covered in annex C to this plan.) Actions in this phase include, to the extent possible, any of the following not completed during the increased-readiness period (if there is any): Receipt and dissemination of warning; preparation by county and municipal emergency organizations to assist the population to move to public shelters; full

staffing of the EOC, shelter complex headquarters (SCH's), and other control facilities; activation of public shelters; activation of emergency communications; and implementation of emergency shutdown by industries, utilities, and other appropriate installations.

2. **Movement-to-Shelter Phase.** This phase begins when people start moving to public shelters and ends when movement to shelters is complete or when operations to assist movement must cease because of attack effects. Primary actions in this phase include: Control and coordination of pedestrian and vehicular traffic and protection of vital community resources, facilities, and services. If a nuclear detonation occurs in or near the county during this phase, the surviving population will be directed to resume movement as rapidly as possible to the best fallout protection they can reach in no more than 20 minutes, to their allocated shelters if it is possible to reach them in that time. Operations stress the need (a) to place the shelterees in **maximum blast/fallout protective posture IMMEDIATELY** upon shelter occupancy; (b) take **fire prevention actions** if not done previously (close all window blinds and shades) in all home or public shelters; and (c) be prepared to **extinguish attack-caused ignitions IMMEDIATELY** in all home or public shelters.

### 3. In-Shelter Phase.

a. This phase begins when a substantial portion of the population has arrived at public fallout shelters and ends when a major portion of the population can leave shelter for short periods. The in-shelter phase may continue from 1 or 2 to as many as 14 days after movement to shelter, depending upon fallout intensity. Operations are carried out to the extent possible in the general areas of radiological monitoring, shelter management, intershelter and remedial movements, immediate rescue, care of the sick and injured, shelter resupply, and provision of emergency information to the population. Additional information on all of these areas of activity is included in the appropriate annexes and appendixes to this plan and in references cited in the authorities and references paragraphs throughout the plan.

b. Operations stress keeping shelterees in **maximum fallout protective posture** in all home or public shelters and using Emergency Broadcast System (EBS) radio and, for public shelters, communications from the EOC or SCH's to shelters to provide as much information as possible on the emergency situation.

c. Radiological Defense (RADEF) functions will be carried out in accordance with annex L to this plan. In-shelter radiation measurements will be used as a basis for determining the best-protected shelter areas in the facility, using adjoining areas of the facility to alleviate crowding when radiation intensities permit, maintaining radiation exposure records for shelter occupants, determining feasibility of emergency excursions outside of shelter, providing information as requested to the SCH and the EOC, requesting advice from the SCH and the EOC on emergency actions in extreme situations, and providing situation information to the shelter occupants.

d. If the county or parts of the county receive no fallout during the first 24 hours of an attack on the United States, the population will, nevertheless, be kept in shelter for an additional 1 or more days or until information is received from higher levels that no additional detonations are expected. County and municipal emergency services on instructions from the EOC will carry out essential operations such as firefighting, public safety patrols, adjusting population distribution in shelters, improving food and water supplies, controlling essential utilities, and caring for the sick and injured.

e. Fire-suppression operations will emphasize maximum self-help by the people, including shelter fire control teams organized in public shelters, in addition to operations by the county's professional and volunteer fire companies.

| Fallout Situation  | Fire Situation  |   |  |
|--|---|---|--|
|  | Negligible  | Controllable <sup>2</sup>   | Uncontrollable <sup>2</sup>  |
| <b>Negligible</b><br>(under 0.5 R/hr)  | <u>Negligible Fallout-Negligible Fire</u><br><br>Maintain initial shelter posture; provide aid to other jurisdictions as feasible; prepare for reception of survivors.                | <u>Negligible Fallout-Controllable Fire</u><br><br>Control or suppress fires; treat injured; maintain population in shelter.  | <u>Negligible Fallout-Uncontrollable Fire</u><br><u>Moderate Fallout-Uncontrollable Fire</u><br><u>Severe Fallout-Uncontrollable Fire</u><br><br>People in public shelters rated as having high fire risk will be moved to alternate shelters as specified on Map 3 as soon as uncontrollable fire situation is anticipated or develops. Movement will commence upon order from county authorities at the EOC, upon the initiative of shelter complex directors, shelter managers, or government employees in the high-fire-risk shelters. |
| <b>Moderate</b><br>(0.5 to 50 R/hr)<br>(Note: Actions under moderate fallout conditions should be predicated on the assumption that severe fallout may occur.) | <u>Moderate Fallout-Negligible Fire</u><br><br>Protect population in shelter; conduct dose-limited <sup>1</sup> essential operations; provide aid to other jurisdictions as feasible. | <u>Moderate Fallout-Controllable Fire</u><br><br>Control or suppress fires on a dose-limited <sup>1</sup> basis; treat injured; maintain population in shelter.             |  |
| <b>Severe</b><br>(over 50 R/hr)<br>(Note: Usually preceded by 5 to 30 minutes of moderate fallout.)  | <u>Severe Fallout-Negligible Fire</u><br><br>Make maximum use of available shelter; conserve shelter resources; minimize outside operations.  | <u>Severe Fallout-Controllable Fire</u><br><br>Suppression or control of fires must be undertaken by shelter population and fire personnel; treat injured; stay in shelter. |  |

<sup>1</sup>Dose in shelter, plus operational mission dose to operational personnel, will be limited to 100 R in the first 5 days after attack, unless specific authorization to exceed this limit is given by county authorities at the EOC.

<sup>2</sup>In jurisdictions where plans do not cover fire and blast contingencies, omit the 2 right-hand columns.

Figure G-1. In-Shelter Phase Priority Actions

f. Unless directed otherwise by the policy group in the EOC, priority actions will be taken during the in-shelter phase of shelter operations as shown in the table in figure G-1.

4. Shelter-Emergence Phase. This phase begins when a major portion of the population can leave shelter for short periods. The end of this phase is dependent upon the postattack condition of the community.

a. If Liberty County has suffered no physical damage in the attack, this phase will end as soon as radiation no longer constitutes a significant hazard; utilities are functioning on a minimum essential basis; and county and municipal emergency services personnel are ready to control movement of individuals to their homes and to provide such essential services as firefighting, law enforcement, decontamination, welfare, and health and medical treatment.

b. If any part of the county is damaged by blast and fire, the surviving population of such areas will be cared for in public shelters until more satisfactory arrangements can be made. The Liberty County emergency organization will be reconstituted as required and will continue emergency operations using local resources and any support that may be available.

c. Radiological decontamination other than of personnel will not be attempted except as directed from the EOC.

d. If postshelter residual radiation levels in any part of Liberty County are relatively high, remedial movement of the population may be required. Remedial movement will be planned in coordination with Mutual Aid Region 4 and may be carried out within the county or to a neighboring county.

e. The population for which remedial movement is not required will be instructed on measures to minimize radiation exposure prior to release from shelters. This instruction will be reinforced and elaborated in a continuing public information effort.

C. Continuity of Government. Maintaining continuity of local government under law is problematical in a situation that requires in-place protective shelter under threat of nuclear attack. Both the Liberty County and Central City EOC's are in an area that has been designated a "Very High Direct Effects Risk Area" in the Federal Emergency Management Agency's guidance on nuclear attack risk assumptions. The Kingston EOC is in an area that has been designated a "Medium Direct Effects Risk Area" in the same guidance. The Harvest Junction EOC is in a "Low Direct Effects Risk Area," and the Fisherville EOC is outside of any area defined as direct effects risk in the Federal guidance. All of these EOC's except Fisherville are within the high-risk area defined for evacuation in this plan. It must be remembered, however, that neither the Federal Government guidance nor the local plans developed with State assistance attempts to predict what an actual nuclear attack would be like. No one knows what targets would be hit in a nuclear attack on this country. It follows that no one can predict which, if any, of the EOC's in Liberty County would be directly affected by weapons effects in a nuclear attack. Evacuation provides a greater degree of certainty of survival for most of the risk area population, but in-place protection for the population and for government forces should never be thought of as futile or as not worth the trouble. Even if the worst-case assumptions proved to be valid, some lives would be saved by making the best possible use of available shelter. The approach to maintaining continuity of government described in annex A to this plan is valid, therefore, for a situation that requires the county emergency organization to use an in-place protective shelter strategy to protect the population.

#### G.1.IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. Organization. If a situation exists in which it is necessary to use in-place shelter to protect the population from nuclear weapons effects, it is very likely--though not certain--that the Liberty County emergency organization including all eight planning and operations (P&O) zones would already be fully activated. If the emergency organization is not activated and any P&O zones are not operational at the time of attack warning, they should immediately and spontaneously take action to become so.

#### B. Assignment of Responsibilities.

1. Development and maintenance of the in-place protective shelter system is a responsibility of the Liberty County Department of Emergency Management (LCDEM).

2. The Liberty County Emergency Program Manager (EPM) is responsible for:

a. Coordinating with officials of the municipalities within Liberty County and with heads of other departments of county government and with representatives of appropriate private sector organizations on the development and maintenance of an in-place protective sheltering capability.

b. Maintaining an inventory of the nuclear attack shelter facilities in the county.



c. Developing a nuclear attack population protection strategy which establishes multiple options to be applied selectively depending on the specific circumstances of the actual emergency.

d. Developing an allocation of the entire population of Liberty County to the facilities included in the shelter inventory.

e. Designating a Shelter System Officer for the county.

3. The Shelter System Officer (SSO) is responsible for supporting the EPM in carrying out the responsibilities enumerated in G.1.IV.B.2. and is specifically responsible for:

a. Inspecting shelter facilities and verifying their usability, capacity, and accessibility (especially to the handicapped or other people with special needs);

b. Developing agreements for shelter use;

c. Marking and stocking shelters and/or developing plans to mark and stock shelters during a crisis period;

d. Coordinating and participating in the training of shelter managers;

e. Developing and coordinating the effort to develop new shelters to alleviate identified deficits and to increase the level of protection provided by the shelters included in the resource inventory; and

f. Serving, in an actual emergency, in the EOC as the coordinator of all shelter activities in the county.

Provide assignments of responsibilities for other organizations as required.

#### G.1.V. ADMINISTRATION AND LOGISTICS

Not used. See Paragraph G.V. of Annex G.

#### G.1.VI. PLAN DEVELOPMENT AND MAINTENANCE

This appendix is maintained by LCDEM. The county EPM will determine requirements for implementing plans and procedures to support protective shelter operations and will provide guidance to officials of P&O Zones, to other departments of county government, and to appropriate private sector organizations. It should be noted that protective shelter planning for the nuclear attack hazard is an intergovernmental process. The response to such a catastrophe would have to be fully integrated and coordinated across all levels of government. The Federal Government's primary contribution to this plan is the guidance that was used to develop the nuclear attack risk assumptions upon which it is based and guidance on plan content which is intended to promote substantial compatibility of plans and systems nationwide. State emergency management planners contributed in a major way to the development of this plan by preparing the initial versions of the shelter lists and shelter allocation that appear in the tabs to this appendix. Numerous other important parts of the total planning structure that supports the shelter capability do not appear in this plan. These include most of the implementing plans and procedures

which have been, or must be, developed and maintained by all operating units that have responsibilities for any parts of the shelter system.

#### G.1.VII. AUTHORITIES AND REFERENCES

A. Authorities. See Paragraph VII., Section A. of the Basic Plan.

B. References.

Federal Emergency Management Agency. Guidance for Development of an Emergency Fallout Shelter Stocking Plan, CPG 1-19, Washington, D. C.

Federal Emergency Management Agency. Shelter Management Handbook, FEMA-59, Washington, D. C.

Federal Emergency Management Agency. Sheltering and Care Operations, CPG 2-8, Chapters 7 and 8, Washington, D. C.

Federal Emergency Management Agency. Life Support Operations in Shelters, CPG 2-20, Washington, D. C.

Federal Emergency Management Agency. Habitability and Human Problems in Shelters, CPG 2-21, Washington, D. C.

#### G.1.VIII. DEFINITION OF TERMS

High-Risk Area (Nuclear Attack). An area defined in a valid emergency operations plan, or in Federal planning guidance, for which it is a national policy to prepare to protect the population from the direct effects of nuclear detonations as well as from fallout. The principal criterion for defining these areas is that they are relatively more likely than others to be subject to blast overpressures of 2 pounds per square inch (psi) or more in a large-scale nuclear attack. An area that receives 2 psi or more blast overpressure would also be likely to experience other direct weapons effects, particularly large fires.

High Fallout Risk Area (Nuclear Attack). An area defined in a valid emergency operations plan, or in Federal Guidance, which has the potential for receiving exceptionally high levels of fallout radiation but is not designated a high-risk area, i.e., an area considered likely to experience 2 psi blast overpressure and other direct weapons effects in a large-scale nuclear attack. The principal criterion for designating an area as a high fallout risk area is a calculated 1-week total fallout radiation dose of 6,000 R or more from a computer analysis that assumes a nuclear attack with surface-burst weapons on the peacetime locations of US strategic retaliatory forces, wind patterns that are typical of the area involved in any one or all 12 months of the year, and a commonly used set of ideal assumptions concerning the terrain and other characteristics of the area affected.

Tab 1 to Appendix G.1

Provide a table listing all facilities used in the shelter allocation, showing the number of spaces by PF Category, the fire code, and the relative blast protected spaces if appropriate.

Tab 2 to Appendix G.1

Provide a table summarizing the allocation of the population to shelter facilities and indicating the number of people that could not be allocated to existing public shelter facilities.

Tab 3 to Appendix G.1

Provide a map that shows the shelter facilities, the shelter complexes if any, and the areas for which the population is allocated to a given shelter or complex.

Provide hazard-specific appendixes for other hazards as required.

Summary of In-Place Shelter Allocation Process

The in-place shelter allocation is ordinarily developed by, or with substantial direct assistance from, federally-funded State-level emergency management planners. This summary is provided to briefly describe this complicated process to any readers who are not familiar with the Civil Defense Program or its approach for developing an in-place shelter capability as an option for protecting the population from the effects of a nuclear attack.

1. Obtain a copy of the National Shelter Survey (NSS) all facility listing for the county that is the subject of the allocation.
2. Obtain detailed maps of the county, usually from the highway department, including reproducible base maps to be used for plotting allocation information. Obtain the latest census data and maps.
3. Working with local officials, identify any facilities on the NSS listing that cannot be included in the county shelter list, because they must be reserved for priority emergency functions such as military operations and medical treatment facilities.
4. Visually inspect (windshield survey) the remaining facilities to determine that they are suitable for shelters, number them, and plot them on a map.
5. Identify barriers to movement, if any, and represent them on the map.
6. Make a preliminary comparison of shelter spaces and population. This can be done at the census tract level.
7. Working with local officials, determine planning factors and policies that will make best use of the shelter resource as estimated in the preliminary analysis. Decisions must be made on travel distance and time for movement to shelter. The population distributions to be considered; i.e., peak, resident, day/night, and special event; must be identified. Develop a policy on how to care for children if attack warning sounds during school hours.
8. Make a detailed allocation of the population to shelter.
9. Develop a summary, using tables and maps, showing the population allocated and not allocated to shelter.
10. Develop recommendations on measures for coping with shelter deficits.
11. Develop Emergency Public Information materials to tell the public where to go and what to do when warned of an imminent nuclear attack.
12. Prepare a detailed report on the in-place shelter allocation for government officials to use in developing and maintaining emergency operations plans.

## ANNEX H

### HEALTH AND MEDICAL

#### H.I. PURPOSE

This annex includes provisions for accomplishing those necessary actions related to lifesaving, transport, evacuation, and treatment of the injured, disposition of the dead, and disease control activities related to sanitation, preventing contamination of water and food supplies, etc., during response operations and in a postdisaster environment. This annex focuses on health and medical problems under emergency conditions of varying scopes. This annex describes policies and procedures for mobilizing medical resources under disaster conditions and public health problems in major emergencies, especially in mass-care facilities. Approaches for dealing with mass-casualty and mass-fatality situations are fully covered.

#### H.II. SITUATION AND ASSUMPTIONS

A. Situation. This section describes the jurisdiction's existing health and medical capabilities. It provides a general assessment and overview on the aggregate capability of the jurisdiction's emergency medical, hospital, health, and mortuary services to provide medical care, treatment, and support to victims, response personnel, and the general public during the response and post-disaster recovery phases associated with the emergency situations that threaten the jurisdiction.

B. Assumptions.

1. The annex applies primarily to large-scale jurisdictionwide and single point mass-casualty disaster events that would cause sufficient casualties and/ or fatalities to overwhelm local medical, health, and mortuary services capabilities.
2. Available public and private medical, health, and mortuary services resources located in the jurisdiction will be provided for use during disaster situations.
3. Resources available through area and regional medical, health, and mortuary services mutual aid agreements will be provided.
4. Catastrophic disasters such as nuclear war and earthquakes will affect large areas of the jurisdiction and State. Consequently, it is likely that some planned for medical resources may be damaged, destroyed, or unavailable. Further, in an attack situation it may be necessary to relocate hospital facilities under austere conditions to buildings that will provide patients and medical staff adequate protection from blast and fallout.

#### H.III. CONCEPT OF OPERATIONS

A. This section provides a description of the authorities, departments and agencies, responsibilities, and interagency relationships and arrangements that have been developed for each level of government and each provider involved with health and medical activities for predisaster, transdisaster, and postdisaster operations. This should include:

1. Elected officials;
2. Government departments and agencies;

3. Health and medical agencies;
  - a. Public
  - b. Private (industry)
4. Emergency Support Services (police, fire, public works, etc.);
5. Voluntary agencies; and
6. Interagency liaison

B. This section describes the procedures for mobilizing health and medical resources. Further, it identifies who will be in charge of directing health and medical operations, outlines the procedures for transfer of authority, and provides a general overview on how the following activities will be accomplished:

1. Field medical care for mass-casualty events including:
  - a. Establishing an onscene medical command post with a single individual in charge of all medical operations;
  - b. Coordinating response team efforts;
  - c. Patient triage, holding, and treatment areas;
  - d. Ambulance dispatch;
  - e. Coordination with receiving hospitals; and
  - f. Communications procedures for responding medical units.
2. Medical transport for the injured and deceased.
3. Definitive care for the injured.
4. Identification and disposition of the injured.
5. Identification and care of human remains, determining the cause of death, inventory and protection of deceased's personal effects, and locating and notifying the next of kin.
6. Logistical support:
  - a. Acquisition of medical/health equipment and supplies.
  - b. Transportation of medical/health supplies, personnel, and equipment.
  - c. Shelter and feeding of field, health, and medical personnel and patients.
  - d. Acquisition of suitable morgue facilities, embalming supplies, body bags, and necessary heavy equipment suitable for preparing mass-grave sites.
7. Patient distribution.

8. Patient transfer.
9. Integration of local hospital plans.
10. Identification and control of environmental health hazards.
11. Health advisories to the public on emergency water supplies, waste disposal, mass-feeding services, vectors, immunizations, and disinfection.
12. Communications between responding health and medical organizations, other emergency support services (fire, police, public works, etc.), field deployed units, and the jurisdiction's emergency operations center (EOC).
13. Requesting interjurisdictional medical mutual aid when required.

C. This section outlines the jurisdiction's provisions for responding to mass-casualty events. It includes:

1. Establishing an onscene medical command post with a single individual in charge of all medical operations.
2. Coordinating response team efforts;
3. Patient triage, holding, and treatment areas;
4. Ambulance dispatch;
5. Coordination with receiving hospitals; and
6. Communications procedures for responding medical units.

#### H.IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. This section addresses the organizational framework for obtaining emergency health and medical services in the jurisdiction. It outlines the chain of command, organizational responsibilities, and clearly details each organization's functions during response operations and the postdisaster recovery period.

B. Normally, the jurisdiction's public health chief is responsible for the planning and coordination of all public health services on a daily basis and is responsible for direct operational response of department personnel during a major emergency. This official has lead responsibility for organization, supervision, and coordination of the emergency health, environmental health, and mortuary services in the jurisdiction. An organizational chart that delineates lines of succession should be included as an appendix to the annex. All health and medical support services that will be available from public and nonprofit organizations should be included in this section. The health officer or official designee should report to the jurisdiction's EOC during disaster operations.

C. Each health and medical organization should coordinate with the jurisdiction's emergency management agency officials to ensure provisions have been made to evacuate and/or shelter, as appropriate, patients, staff members, equipment, supplies, and vehicles before, during, and after nuclear attack, natural disaster, and technological accidents.

D. Specific assignments and responsibilities include:

1. Emergency Medical Services (EMS)

- a. Responding with emergency rescue, medical, and ambulance units;
- b. Providing personnel to administer emergency medical assistance at the disaster scene;
- c. Implementing a medical incident management system such as the Incident Command System (ICS) within the overall framework of the jurisdiction's emergency management system;
- d. Providing first aid/medical supplies for disaster use;
- e. Maintaining updated resource inventories on medical supplies and equipment;
- f. Maintaining a casualty tracking system;
- g. Establishing and maintaining field communications and coordination with other responding forces (medical, fire, police, public works, etc.), and radio or telephone communication with hospitals as appropriate;
- h. Maintaining liaison with American Red Cross and volunteer service agencies within the jurisdiction;
- i. Coordinating with business and industry medical units; and
- j. Coordinating procurement, screening, and allocation of critical public and private resources required to support disaster related health and medical care operations.

2. Hospitals

- a. Implementing hospital's disaster plan;
- b. Providing medical guidance, as needed, to EMS units, field collection and/or treatment locations, et cetera;
- c. Distributing patients to and among hospitals based on capability to treat and bed capacity, including transfers out of the area and/or rerouting to alternative facilities;
- d. Establishing and maintaining field and interhospital medical communications;
- e. Coordinating transportation of casualties and medical resources to health care facilities and to or from other areas as required;
- f. Making available upon request qualified medical personnel, supplies, and equipment available within the jurisdiction;
- g. Coordinating with other area hospitals involved in caring for the injured; and
- h. Maintaining liaison with the coordinators of other emergency services such as: fire and rescue departments, law enforcement, public works, emergency management agency, et cetera.



3. County Coroner/Medical Examiner

- a. Coordinating local resources utilized for the collection, identification, and disposition of deceased persons and human tissue;
- b. Selecting an adequate number of qualified personnel to start temporary morgue sites;
- c. Establishing collection points to facilitate recovery operations;
- d. Coordinating with search and rescue teams;
- e. Determining cause of death;
- f. Designating an adequate number of persons to perform the duties of Deputy Coroners;
- g. Identifying mass-burial sites;
- h. Protecting the property and personal effects of the deceased;
- i. Notifying relatives;
- j. Establishing and maintaining a comprehensive recordkeeping system for continuous updating and recording of fatality numbers;
- k. Submitting requests for mutual aid assistance, if required;
- l. Providing emergency information to the news media on the number of deaths, morgue operations, etc., as appropriate. Whenever feasible, all information should be provided to the public and the media through the Joint Information Center (JIC) serving the emergency. At the very least, coordination with the JIC must be effected whenever information is released to the public and/or the media; and
- m. Coordinating services of: funeral directors, ambulances, and morticians; other pathologists, the American Red Cross for location and notification of relatives, dentist and x-ray technicians for purposes of identification; law enforcement agencies for security, property protection, and evidence collection; and mutual aid provision to other counties upon request.

4. Public Health

- a. Providing for the monitoring and evaluation of environmental health risks or hazards as required and take or assign appropriate correctional measures;
- b. Inspecting for purity and usability and quality control of vital food stuffs, water, drugs, and other consumables;
- c. Coordinating with the water, public works or sanitation departments, as appropriate, to ensure the availability of potable water and an effective sewage system, sanitary garbage disposal, and the removal of dead animals;
- d. Detecting and inspecting sources of contamination dangerous to the general public's physical and mental health;
- e. Establishing preventive health services, including the control of communicable diseases;

- f. Inspecting damaged buildings for health hazards;
- g. Providing epidemiologic surveillance, case investigating, and followup;
- h. Providing laboratory services for identification required to support emergency health and emergency medical services;
- i. Monitoring food handling and mass feeding sanitation service in emergency facilities, including increased attention to sanitation in commercial feeding and facilities;
- j. Providing the public advice on general sanitation matters. Whenever feasible, all information should be provided to the public and the media through the JIC serving the emergency. At the very least, coordination with the JIC must be effected whenever information is released to the public and/or the media;
- k. Ensuring adequate sanitary facilities are provided in emergency shelters;
- l. Implementing action to prevent or control vectors such as flies, mosquitoes, rodents, and working with veterinarians to prevent the spread of disease through animals;
- m. Coordinating with the neighboring areas and State Public Health Coordinator on matters requiring assistance from other jurisdictions;
- n. Coordination of health-related activities among other local public and private response agencies or groups (to include veterinarians); and
- o. Coordinating operations for general or mass emergency immunizations or quarantine procedures.

#### 5. Support Services

- a. American Red Cross
  - (1) Providing food for emergency workers and patients;
  - (2) Maintaining a medical evacuee tracking system;
  - (3) Providing blood, blood substitutes, and blood byproducts, and/or implementing reciprocal agreements for replacement of blood items;
  - (4) Providing medical support at temporary treatment centers, as requested, and within capability;
  - (5) Providing supplementary medical, nursing aid, and other health services upon request, and within capability;
  - (6) Providing assistance for the special needs of the handicapped, elderly, orphaned children, and those children separated from their parents; and
  - (7) Assisting in the notification of the next of kin.

**b. Mental Health Agencies**

(1) Ensuring professional psychological support is available for victims and involved personnel (on an as needed basis) during all phases of the disaster.

(2) Inpatient Facilities

(a) Caring for patients who reside in mental health facilities during disaster and emergency conditions;

(b) Implementing the mental health facility disaster plan;

(c) Coordinating the evacuation of patients from damaged or threatened mental health facilities;

(d) Protecting and providing security for those people committed to inpatient mental health facilities; and

(e) Preparing for and coordinating the reception of mental patients evacuated from other such facilities.

**c. Other Services**

(1) Providing nonemergency transportation of medical personnel, patients, supplies, and equipment;

(2) Maintaining emergency health and environmental health services at correctional facilities; and

(3) Maintaining vital statistics including birth and death certificates and exposure records.

**H.V. ADMINISTRATION AND LOGISTICS**

**A.** This section focuses on the administrative management of health and medical resources. It addresses the general support requirements and identifies sources that will be relied upon to obtain personnel, equipment, and supplies, transportation, facilities, services, and other resources required to support disaster response and recovery operations.

**B. Specific requirements include:**

1. **Medical Response Teams.** This section should first identify preorganized disaster teams available from health care institutions within the jurisdiction. Then it should sketch arrangements for requesting mutual aid teams from neighboring jurisdictions, from State sources, such as State Guard or militia units, and from Federal sources, such as military and National Disaster Medical System sources.

2. **Augmentation Personnel.** This section should describe sources of health and medical personnel to augment disaster medical teams, drawn from the following sources:

a. Local government emergency medical services personnel (general physicians, specialists, nurses, laboratory and x-ray technicians, emergency ambulance crews, et cetera) from medical and public health agencies and fire, police, public work, and other emergency services departments;

b. State employed general physicians, specialists, nurses, laboratory and x-ray technicians, emergency ambulance crews, et cetera;

- c. Volunteer general physicians, specialists, nurses, laboratory and x-ray technicians, emergency ambulance crews, et cetera;
- d. Medical school residents and teaching staff from throughout the State;
- e. US Public Health Service (to include sponsored disaster/medical assistance teams);
- f. Other volunteer medical personnel from throughout the State;
- g. US Armed Forces;
- h. The Indian Health Service;
- i. US Coast Guard;
- j. Veterans Administration personnel;
- k. Volunteer medical personnel from other States; and
- l. Business and industry medical departments.

### 3. Supplies and Equipment

#### a. Medical supplies and equipment:

- (1) Initial supply and resupply for field medical operations;
- (2) Initial supply and resupply for mortuary and health services;
- (3) Resupply of functioning hospitals in the affected areas; and
- (4) Resupply of hospitals and other facilities outside the disaster areas receiving

casualties.

#### b. Sources of medical supplies and equipment:

- (1) Other local stores (hospitals, pharmacies, emergency vehicles, local government resources, et cetera);
- (2) County stored first aid stations, where available and usable;
- (3) Mutual aid from unaffected areas;
- (4) Private sector suppliers in the State;
- (5) Private sector health care organizations that maintain a supply system for medical supplies and equipment; and

(6) National Disaster Medical System (Includes US Department of Defense, Department of Health and Human Services, Department of Veterans Affairs, and FEMA.) Note: Local jurisdictions should work through their State emergency management agency and FEMA to obtain resources under the control of the Federal Government.

#### 4. Transportation

- a. Local government-owned and commercial fixed-wing aircraft, trucks, and buses;
- b. US Armed Forces fixed-wing aircraft, helicopters, and trucks;
- c. Private and public ambulance companies;
- d. Water transport;
- e. Limousine and taxi companies;
- f. Mortuaries (for hearses); and
- g. Four-wheel and high-centered vehicles for medical evacuations under bad weather or terrain conditions.

#### H.VI. PLAN DEVELOPMENT AND MAINTENANCE

Jurisdictions that possess large, independent, and fully staffed health, medical, and mortuary services organizations may want to prepare separate annexes for the emergency medical officer, public health officer, and mortuary officer functions. Further, tasked organizations and agencies will prepare detailed standard operating procedures that include; call-down rosters for notifying personnel, step-by-step procedures for performing assigned tasks, telephone numbers and addresses/locations of other jurisdictions, area and local stores (grocery and drug), and medical warehouses that will provide pharmaceutical and medical supplies, telephone numbers, addresses, type, quantity, location, and procedures for obtaining transportation resources from Federal, State, local, and private organizations, and a listing of the radio communication call signs that each responding organization uses.

#### H.VII. AUTHORITIES AND REFERENCE

A. Authorities. This section should highlight those statutes, regulations, administrative orders, et cetera, which provide authority for:

1. The preparation of medical and health services disaster plans;
2. Designating the name of the agency and/or title of the officials that are to be responsible for management of medical and health services during disaster response and recovery operations;
3. Authorities as applicable to coroner/medical examiner and mortuary services during disaster response and recovery operations;
4. Authorities that provide for access to, use of, and reimbursement for private sector resources in an emergency, and for emergency procurement procedures; and
5. Authorities that provide for emergency powers under which emergency medical and public health activities are authorized. Also, the extent of liability and/or immunity status of emergency medical, public health, and mortuary services workers.

B. References. This section should cite references that were used to prepare the health and medical annex.

#### H.VIII. DEFINITION OF TERMS

**Emergency Health Services.** Services required to prevent and treat the damaging health effects of an emergency, including communicable disease control, immunization, laboratory services, dental and nutritional services; providing first aid for treatment of ambulatory patients and those with minor injuries; providing public health information on emergency treatment, prevention, and control; and providing administrative support including maintenance of vital records and providing for a conduit of emergency health funds from State and Federal Governments.

**Emergency Environmental Health Services.** Services required to correct or improve damaging environmental health effects on humans, including inspection for food contamination, inspection for water contamination, and vector control; providing for sewage and solid waste inspection and disposal; clean up and disposal of hazardous materials and sanitation inspection for emergency shelter facilities.

**Emergency Medical Services.** Services, including personnel, facilities, and equipment required to ensure proper medical care for the sick and injured from the time of injury to the time of final disposition, including medical disposition within a hospital, temporary medical facility, or special care facility, release from site, or declared dead. Further, emergency medical services specifically include those services immediately required to ensure proper medical care and specialized treatment for patients in a hospital and coordination of related hospital services.

**Emergency Mortuary Services.** Services required to assure adequate death investigation, identification, and disposition of bodies; removal, temporary storage, and transportation of bodies to temporary morgue facilities; notification of next of kin; and coordination of mortuary services and burial of unclaimed bodies.

## ANNEX L

## RADIOLOGICAL DEFENSE (RADEF)

## L.I. PURPOSE

This annex provides for the organized effort necessary to minimize the effects of radiation on the people and resources of Liberty County through detection and implementation of preventive and remedial measures.

## L.II. SITUATION AND ASSUMPTIONS

A. Situation.

1. Various radioactive materials are used in Liberty County and are transported into, out of, and through the county. There is a significant possibility of occurrence of incidents or accidents in the transportation and use of these materials; and while it is unlikely that such events would pose a serious threat to the health and safety of the population, it is necessary that the local government be able to detect radiation, to assess its seriousness, and to take appropriate protective and remedial actions.

2. Large stockpiles of nuclear weapons are maintained by our own country and a number of foreign powers. The possibility of one or more of these weapons being detonated accidentally or deliberately, cannot be ignored. Even if nuclear detonations were distant from this area, a protection system would be necessary for detection and assessment of a radiation hazard and might be essential to save the lives of, and prevent injury to, the people in Liberty County.

B. Assumptions.

1. In the event of a very serious peacetime nuclear accident, Liberty County could receive assistance from State and Federal governments and from the nuclear industry, all of whom have highly sophisticated systems in being to detect radiation, monitor it, and predict its spread.

2. Outside assistance would complement, and not supplant, Liberty County's own operating systems.

## L.III. CONCEPT OF OPERATIONS

A. General.

1. The management of radiological emergencies involves three critical activities: (1) environmental surveillance, (2) personnel exposure control, and (3) protective measures.

2. In a large-scale emergency involving radioactive materials, many elements of local government will be integrated into a coherent RADEF system with the following components: (1) facilities, (2) equipment, (3) trained personnel, (4) communications, and (5) plans and procedures.

B. Execution.

1. RADEF operations for any large-scale radiological emergency will be directed and controlled from the EOC.

2. RADEF personnel will collect, analyze, and report radiological information. They will develop projections of hazard levels and areas affected and will make recommendations for personnel exposure control, continuing environmental monitoring, and protective measures.

3. The Radiological Defense Officer (RDO) will coordinate with all county departments and agencies to ensure maximum safety for operations personnel.

4. The locations of facilities which routinely use radioactive materials and are, therefore, considered more likely than others to be sites of radiological incidents are given in Tab 2.

5. Radiological decontamination will be conducted in accordance with the detailed RADEF procedures, included in Tab 3.

#### L.IV. ORGANIZATION AND RESPONSIBILITIES

A. Organization. A chart showing the county RADEF organization is provided in Tab 1.

B. Responsibilities. This section concerns RADEF operations in the general case. Additional information relating to particular hazards is included in appendixes to this annex.

##### 1. Emergency Management

- a. Coordinate all RADEF activities;
- b. Establish a data analysis and damage assessment capability;
- c. Provide monitoring equipment (obtained through the State office); and
- d. Establish a comprehensive RADEF training program at the local level.

Provide appropriate assignments of responsibilities for all elements of the county emergency organization.

#### L.V. ADMINISTRATION AND LOGISTICS

A. The RADEF program is administered by the Liberty County Department of Emergency Management.

B. The State of Columbia Emergency Management Agency is responsible for maintenance and calibration of Civil Defense radiological monitoring instruments.

#### L.VI. PLAN DEVELOPMENT AND MAINTENANCE

A. This Annex is maintained by the County Department of Emergency Management.

B. The County RDO develops and maintains a detailed RADEF SOP's. These procedures are attached to this annex in Tab 3.

C. All organizations in Liberty County with emergency management responsibilities will develop procedures for carrying out their roles in the RADEF system.



## L.VII. AUTHORITIES AND REFERENCES

A. Authorities. Not used. See Section VII of the Basic Plan.

B. References.

Federal Emergency Management Agency. Disaster Operations--A Handbook for Local Governments, CPG 1-6, Washington, D.C.

Federal Emergency Management Agency. Radiological Defense Preparedness, CPG 2-1, Washington, D.C.

Federal Emergency Management Agency. Guide for Design and Development of a Local Radiological Defense Support System, CPG 1-30, Washington, D.C.

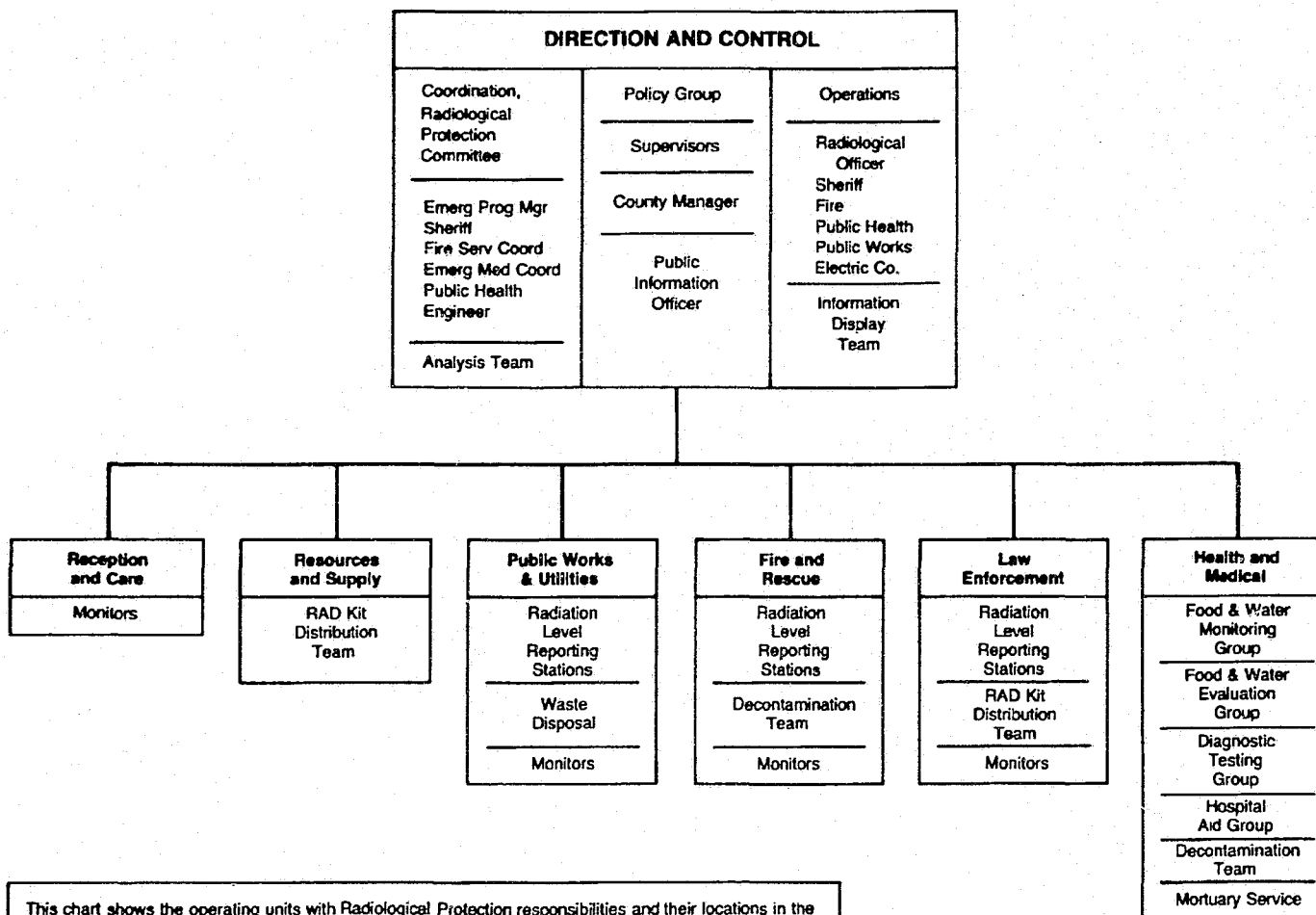
Federal Emergency Management Agency. Guidance for Developing State and Local Radiological Emergency Response Plans and Preparedness for Transportation Accidents, FEMA-REP-5, Washington, D.C.

## L.VIII. DEFINITION OF TERMS

Radiological Defense Officer (RDO). The RDO is that State or local government official responsible for planning, developing, implementing, and maintaining a comprehensive RADEF system within a jurisdiction. At either level of government responsibility, the RDO leads in the deployment of viable RADEF emergency response capabilities. Technical knowledge is essential in addition to managerial skills, since the RDO functions as the resident expert on the effects and mitigation of high levels of radiation expected from nuclear attack.

Radiological Monitor (RM). An individual trained to measure, record, and report radiation exposure and exposure rates, and to provide limited field guidance on radiation hazards associated with the assigned operation.

## Liberty County Emergency Organization for Radiological Protection



L-4

Tab 2 to Annex L

**LOCATION OF RADIOLOGICAL HAZARDS**

1. Blue Water Nuclear Power Plant - Class I
2. Liberty County General Hospital - Class III

Additional locations are possible. All locations, e.g., education facilities, engineering companies, research facilities, should be indicated in this listing and on an accompanying map.

Tab 3 to Annex L

**RADEF STANDARD OPERATING PROCEDURES (RADEF-SOP'S)**

Procedures are critically important parts of the jurisdiction's emergency planning. The procedures, or key parts of them, should be attached to the RADEF Annex. Guidance on development of SOP's is included in the documents referenced in Paragraph L.VII.

## APPENDIX L.1

## RADEF FOR THE NUCLEAR ATTACK HAZARD

## L.1.I. PURPOSE

This appendix covers RADEF relating to unique demands expected to be generated by a nuclear attack situation.

## L.1.II. SITUATION AND ASSUMPTIONS

A. Situation.

1. The detonation of a nuclear weapon would cause a radiological hazard that differs markedly from that posed by peacetime hazards in the extent of the area affected and in the intensity of the radiation.

2. It is not possible to predict the size of an attack or the specific areas that would be directly affected. The number of weapons could be one, as in an accidental launch or terrorist incident, or it could be many, as in an all-out attack on military and economic targets. Development of a nuclear attack RADEF system will remain an advisable activity as long as stockpiles of nuclear weapons exist and the number of nations with sufficient technological development to produce nuclear weapons continues to grow.

B. Assumptions.

1. Liberty County can develop a RADEF System which meets all nuclear attack and peacetime radiological hazard requirements.

## L.1.III. CONCEPT OF OPERATIONS

A. General. The stages of a Nuclear Defense Emergency are as described in the Direction and Control Annex, Appendix A.1. In the preemergency phase, an inherently expandable RADEF system will be maintained. The principal elements of this system are procedures, facilities, equipment, communications, and trained personnel.

B. Nuclear Defense Emergency Phase.

1. The emergency phase of a nuclear defense situation includes an increased readiness period, during which all elements of the RADEF system will be expanded, training will be conducted, and drills will be carried out to refine the capabilities of the system. A listing of radiation level reporting locations for a nuclear defense emergency is provided in a table in Tab 1 to this appendix.

2. If an attack actually occurs, all elements of the emergency organization will be dependent on the RADEF system for information to determine when emergency actions can be undertaken and to minimize the radiation danger to emergency services personnel.

3. The RADEF organization will be integrated across the board with the emergency management organization as a whole, i.e., personnel of all elements will be trained to monitor and interpret radiological data, so that radiological situation information will be available throughout the organization even during periods of seriously degraded communications.

C. Continuity of Government. The RADEF System will be carefully coordinated with Continuity of Government planning to provide enough information, analysis, and decontamination capability to ensure survival of personnel and continuation of essential functions of local government.

D. Shelter System Support. Radiological Information may be the key to survival for people in fallout shelters. A listing of instruments and monitors assigned by shelter facility is given in Tab 2 to this appendix.

L.1.IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. Organization. Not used. See L.IV.

B. Assignment of Responsibilities.

1. Emergency Management. Coordinate with the State Emergency Management Agency and with neighboring jurisdictions on development of the RADEF system.

2. RDO.

a. Maintains rosters of the RADEF personnel.

b. Maintains inventories of RADEF equipment.

c. Provides RADEF training.

d. Supervises the radiological situation analysis team.

e. Prepares outgoing reports on the radiological situation.

f. Receives and analyzes reports and briefs Direction and Control staff on the radiological situation.

Provide other assignments of responsibilities specifically related to RADEF for the nuclear attack hazard.

L.1.V. Not used. See L.V.

L.1.VI. PLAN DEVELOPMENT AND MAINTENANCE

Procedural material covering specific hazards is included in the detailed RADEF-SOP under Tab 3 to Annex L.

L.1.VII. Not used. See L.VII.

L.1.VIII. Not used. See L.VIII.

Tab 1 to Appendix L.1

| TABLE 1                             |          |                        |                                  |                 |
|-------------------------------------|----------|------------------------|----------------------------------|-----------------|
| RADIATION LEVEL REPORTING LOCATIONS |          |                        |                                  |                 |
| Jurisdiction:                       |          | Prepared By:           |                                  | Date:           |
| Name of Facility                    | Location | Type of Communications | Phone #, Radio Freq. & Call Sign | Name of Monitor |
|                                     |          |                        |                                  |                 |
|                                     |          |                        |                                  |                 |
|                                     |          |                        |                                  |                 |
|                                     |          |                        |                                  |                 |
|                                     |          |                        |                                  |                 |
|                                     |          |                        |                                  |                 |
|                                     |          |                        |                                  |                 |

Tab 2 to Appendix L.1

| TABLE 2                  |         |              |      |      |                 |        |        |          |        |
|--------------------------|---------|--------------|------|------|-----------------|--------|--------|----------|--------|
| SHELTER RADEF CAPABILITY |         |              |      |      |                 |        |        |          |        |
| Jurisdiction:            |         | Prepared By: |      |      |                 | Date:  |        |          |        |
| Facility                 | Address | Spaces       | Type | Comm | Instrument sets |        |        | Monitors |        |
|                          |         |              |      |      | Reqd.           | Avail. | Stored | Reqd.    | Avail. |
|                          |         |              |      |      |                 |        |        |          |        |
|                          |         |              |      |      |                 |        |        |          |        |
|                          |         |              |      |      |                 |        |        |          |        |
|                          |         |              |      |      |                 |        |        |          |        |
|                          |         |              |      |      |                 |        |        |          |        |
|                          |         |              |      |      |                 |        |        |          |        |
|                          |         |              |      |      |                 |        |        |          |        |

Additional appendixes should be developed to cover unique aspects of radiological protection for other specific hazards.