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NON-CIRCULATING

DIVISION OF EMERGENCY MANAGEMENT

DIGEST

TEXAS STATE DOCUMENTS
COLLECTION



MARK WHITE
Governor

JAMES B. ADAMS
Director

ROBERT A. LANSFORD
State Coordinator

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January 1983

You're Invited to the 22nd Annual Emergency Management Conference

February 15-17, 1983 Austin Hilton Inn

The Division of Emergency Management has planned another information-packed conference to help emergency management personnel statewide prepare for disasters in their communities.

Among the many scheduled speakers are:

- LTC. RICHARD ZUCKER, USAF, who will speak on "Current Soviet Capabilities"
- FIRE CHIEF D. J. MUMPHREY of Kenner, La., whose department handled the crash of a 727 jet
- SHELBY BARRE, hazardous materials transportation expert with Du Pont Chemical Co.
- RONALD S. HURT, FBI casualty identification expert
- JERRY STEPHENS, FEMA Region VI Director
- RICHARD BOOTS, City of Paris
- THE HON. TOM BACUS, Wichita County Judge
- ROGER T. SHAPER, RACES
- LTC. PETER W. WARN, USAF, Scott AFB (AFRCC)
- COL. JAMES B. ADAMS, Texas Department of Public Safety

Workshops and displays will include a panel discussion on the routing of hazardous materials, SLOSH computer model update, dam safety/flood hazard mitigation, EPA Enviro-Pod and CAP video-cam documentation techniques, and a preview of new films.

DON'T MISS THIS ONCE-A-YEAR OPPORTUNITY TO SHARE EMERGENCY MANAGEMENT IDEAS WITH SPECIALISTS FROM INDUSTRY, VOLUNTEER GROUPS, AND ALL LEVELS OF GOVERNMENT.

Invitations and hotel reservation cards have been mailed out. If you did not receive a letter but would like to attend the conference, please contact the Division of Emergency Management, Department of Public Safety, P. O. Box 4087, Austin, Texas 78773, or phone (512) 465-2138, Tex-An 825-2432.

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Official Publication
 Division of Emergency Management
 Texas Department of Public Safety

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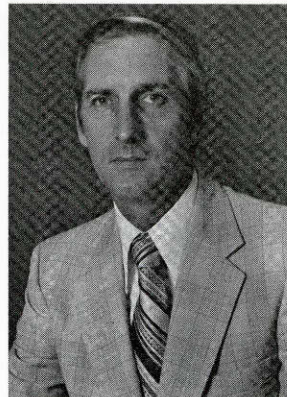
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DEM UPDATE



by Robert A. Lansford
 State Coordinator,
 Division of Emergency Management

As I reported to you last time, the passage of the congressional legislation for donation of excess property in place appears to be well on its way. As of this writing, we have been informed that it has passed both houses of Congress, and we are hoping it will be signed into law in the near future. We will continue to keep you posted on this issue.

We have received our Federal budget allocation for FY'83, and as I reported last time, it is about the same as FY'82 with inflation taken into account. Our EMA allocation is approximately \$1.8 million, which covers state and local jurisdictions. We do have Material and Supporting Services money, and a lot of you have asked for support in that program.

One improvement will be the authority and funding to increase our NCP contract staff with additional shelter survey personnel. This will enable us to meet most of the demands for survey data in our CRP program and CSP update.

By now you should have received a letter concerning the State Conference February 15-17, 1983. If you haven't, contact our office and we will give you all the details. Our Public Information Specialist, Lauren Chernow, is the one to talk with.

As we begin a new year, I would like to take this opportunity to thank you for the tremendous support and hard work that so many of you have contributed to the emergency management program this past year. I know that 1983 will be as good, if not better.

I look forward to seeing you here in February at the State Conference.

Kilgore Emergency Plan Includes Mobile Command Post

The City Commission of Kilgore, which only last April authorized the formation of an Emergency Management Office for the city, has already outfitted a van to use as a mobile command post.

Charles Johnson, Kilgore Fire Marshal and Emergency Management Coordinator, said that the van has been used on several incidents, including a hold-up situation that involved hostages and oil tank battery fires. The van is also used on a day-to-day basis for fire prevention programs and inspections through the Fire Marshal's Office.

The 1983 Ford is equipped with a 10-channel scanner and three radios which cover the city, police, fire, ambulance and utility frequencies, as well as other frequencies throughout Gregg and surrounding counties. The van also contains warning lights, a siren, and a portable generator, as well as an AC/DC electricity converter and other emergency equipment.

The van and equipment have cost approximately \$24,000 so far, with plans to add more equipment as needed, according to Johnson.



Kilgore van is equipped and ready to roll.

DEM Personnel Changes

Plans Officer Norman F. Walker has accepted a position with Houston Lighting and Power as emergency preparedness coordinator for the South Texas Nuclear Project, effective January, 1983. Norm joined DPS in February, 1971, as a radio operator, and became the technical operations officer for the Division of Emergency Management in September of the same year. He had served as the DEM plans officer since July of 1981.

Keith E. Krause has joined DEM as a planner in the Flood Insurance Assistance Program. Keith comes to the Division from the real estate industry. He and his wife, Marynez Darby Krause, live in Austin. They have two children, Katherine, who lives in Galveston, and Kerry, who is attending the U.S. Naval Academy in Annapolis, Md.

Don't Blame It On The Feds

by Roger E. Herman

Roger E. Herman is a former city manager and disaster services director. He is the author of "Disaster Planning for Local Government," published in June, 1982, by Universe Books.

Circumspect citizens are becoming increasingly aware of the lack of serious disaster planning in this country. Throughout the United States, people are now realizing that we aren't ready for natural disasters, technological disasters, or actions by unfriendly countries.

When the finger-pointing starts, we look to the federal government to assume the responsibility for planning and preparedness. We recognize that there are some responsibilities that logically belong at the federal level; however, if improved readiness is to be achieved, more emphasis must be focused at the state and local levels.

The reorganization of federal government agencies with emergency management concerns marks a big step forward. The staff at the Federal Emergency Management Agency (FEMA) has awareness, expertise, support, ability, power, and a limited budget. Recognizing the strength of all these assets, the majority of Americans have become complacent. "Let FEMA do it" is the perceived attitude among state and local officials who expect the feds, like a knight in shining armor, to rush in to protect or rescue them from the effects of any kind of serious disaster.

The result of this delusion is that planning and preparedness at the state and local level is insufficient. While many states have good emergency preparedness programs, this level of government is caught in the middle. The state is not the "ultimate agency" in disaster response: FEMA is waiting in the wings. There is a feeling of security that if problems become too serious or overwhelming, the federal government will respond in a highly organized fashion with unlimited resources to practically relieve the state of responsibility.

At the same time, the state does not have the authority or capability of direct response to disasters when they occur. The local government has a very important role to play...it's a job that can not be left to the state to assume.

The Foundation of Preparedness

The primary accountability for planning,

preparedness, and response to disasters and other serious emergencies, then, must rest with the local government. The municipal or county government responsibility can not be abdicated. To assume that the state or federal governments will always be handy to solve local problems is to live with a dangerous, false sense of security. Outside aid should not be relied upon for initial or secondary response...and may not be available at all in the aftermath of an enemy attack.

Regardless of the intensity or impact of a disaster agent upon a community, the local government remains responsible. The officials of the local government are in charge. If help is needed from the county, state or federal governments, it must be requested by, and coordinated by, local government.

Local officials must be prepared for their initial response. If help is needed, they must know how to obtain the appropriate assistance from surrounding communities. That secondary response must be adequately coordinated, by the same local officials, to assure maximum effective application of available resources. If more help is needed, the local officials must know specifically what kind of support is required and how to request it.

The state emergency preparedness agency becomes involved when the local governments can not handle the problems -- even with the help from their neighbors. The state's role is to respond to the needs articulated by the local officials. Once they have been called upon, the state organization can provide advice and counsel to the local officials. With wider expertise and experience to draw upon, the state officials can help the local leaders better assess their situation.

If the impact is beyond even the scope of state resources, FEMA and the strength of the entire federal government establishment is available to provide the depth of support needed for proper response and recovery. The responsibility, however, still rests with the local government.

The Weakest Link

Unfortunately, the most important link in the chain of emergency preparedness is also the weakest link. The level of readiness among governments in this

Continued on page 5

'Operation Fire-fly' Tests Rescue Skills

The City of Dallas Fire Department recently conducted "Operation Fire-fly," a training exercise designed to test the City's overall ability to handle a major high-rise fire and rooftop rescue.

The Dallas Convention Center's Memorial Auditorium, considered to be out of reach of the fire department's aerial ladders for the purpose of the exercise, was the site of the "fire." The scenario was a two-alarm fire in the building. An air rescue effort was implemented to "save" the citizens on the rooftop.

Helicopters from Bell Helicopter, the Texas Army National Guard, Careflite, and the Dallas Police Department were used. The police helicopter served as the communications coordination center. The City's Air Rescue Plan calls for a cooperative effort between the city and local military aircraft.

During the exercise, firefighters were lifted to the roof of the auditorium in "Billy Pugh" nets, which can support six to eight persons, suspended beneath the rescue helicopters. Once on the roof, the firefighters assisted approximately 30 civilians, portrayed by other firefighters, into the nets for rescue. The Careflite helicopter transported the "injured" from the scene.



Thirty-five American Red Cross volunteers portrayed frightened citizens who were evacuated from the building using conventional methods and then transported from the location by a Dallas Transit bus.

DON'T BLAME FEDS continued from page 4

country is woefully inadequate. The deficiency can be overcome, but the needed improvements won't just happen by themselves. Impetus must come from concerned citizens who can communicate with responsible local government officials and motivate them to devote the necessary time, attention, and resources to strengthening local preparedness. Local leaders must be dedicated to the goal of increased readiness.

Before anything will happen, local government leaders -- mayors, council members, county commissioners -- must recognize their responsibility. They must understand that each community must meet the challenge of preparedness; reliance on the "big brothers" of state and federal agencies is not the answer.

There must be a local commitment to emergency planning and preparedness -- this concern should be given a high priority in municipal and county government. This attitude must be communicated to the government staff assigned the administrative responsibility for improving the local posture.

Next there must be knowledge of what needs to be done. Planning and preparation are the two key elements. They are separate and distinct; neither is wholly adequate by itself.

A comprehensive, current emergency operations plan is a necessary tool. Preparedness means staffing, training, equipping, and supplying the organizations responsible for response management. Preparedness and planning must be closely coordinated so that the plan is viable and can be easily implemented when the community is faced with a serious emergency.

The challenge of strong readiness on the part of all local governments won't happen overnight. However, there are interim benefits from any planning or preparedness activities that are undertaken. Every incremental bit of improvement that is realized does a little more to strengthen the readiness posture of the community, its state, and the nation. Let's begin today.

Civil Defense:

The Basis For Operational Planning

This is the first in a series of articles on Civil Defense in the United States. The "FEMA Attack Environment Manual," available from the Federal Emergency Management Agency, is the source for much of the information and illustrations.

In the Federal Civil Defense Act, Congress stated, "It is the policy and intent of Congress to provide a system of civil defense for the protection of life and property in the United States from attack."

In the same act, Congress defined the term "civil defense" as "All those activities and measures designed or undertaken (1) to minimize the effects on the civilian population caused or which would be caused by an attack upon the United States; (2) to deal with the immediate emergency conditions which would be created by any such attack; and (3) to effectuate emergency repairs to, or the emergency restoration of vital utilities and facilities destroyed or damaged by any such attack."

Civil defense operations are the activities and measures undertaken in event of attack for the purposes defined above. They will be undertaken in a wartime environment by the civil defense operating system.

Only by a careful study of the needed civil defense operations and the attack environment that demands and constrains them can one understand the requirements for effective civil defense operations.

To the extent that the operating requirements can be met, a locality is operationally ready. Building local operational readiness is the basic purpose of peacetime civil defense. Realistic operational plan-

ning is the foundation of operational readiness. Planning is the process by which the existing capabilities and resources of a community or area are organized in advance so that coordinated wartime operations are possible. Good planning also forms the basis for the development of additional capabilities needed to fulfill unmet requirements so as to improve local operational readiness.

Many of the civil defense operations needed to save lives and property in event of attack are also needed in peacetime emergencies. Therefore, civil defense operational readiness can serve both wartime and peacetime purposes. However, preparedness for peacetime contingencies does not automatically ensure readiness for attack contingencies.

Neither national defense policy nor local emergency operating plans for protecting the population against a nuclear attack can be based on experience. The expected effectiveness of any civil defense program or emergency action can be evaluated in a believable way only through simulation -- hypothesizing various attack and defense combinations, and evaluating the consequences. It is hoped that by simulation meaningful insights can be developed as a substitute for the hard facts that do not exist from actual experience.

It is from these studies that the essential planning premises are developed, such as the extent of areas that probably would experience direct effects and severe fallout, the protection required, and probable shelter stay times. The realistic planning of emergency operations under nuclear attack conditions places the most demanding requirement on the state of

Continued on page 7

FIAP Offers Toll-Free Number For Flood Insurance Questions

The Flood Insurance Assistance Program (FIAP) computer files list more than 1,550 documents pertaining to flooding, flood insurance, floodplain management and flood history, etc.

If you have a particular subject of interest give FIAP a toll-free call at 1-800-792-1123, and they may be able to direct you to a specific document as well as the holder(s).

Also, FIAP maintains a reading list of publications particularly beneficial to individuals involved with floodplain management. Included in the list is a brief summary of the document, along with instructions on how to obtain personal copies.

This service is provided by the Flood Insurance Assistance Program, and will only cost you the time it takes to place the call.

Danger! Radiation?

In an emergency involving radiation, it would be nice if the danger was as apparent as smoke and fire. Unfortunately, it is not, and therefore some type of instrumentation is required to detect radiation.

While the Texas Department of Health, Bureau of Radiation Control, has the responsibility for overseeing containment and clean-up of any radiation contamination, local emergency response groups should be trained to recognize radiation danger, measure the level of radiation, and take necessary action prior to the arrival of Health Department response teams.

Civil defense instruments can be valuable assets in this type of emergency if someone is trained in their use, and if it is known where the instruments are

stored. It takes only a small amount of time to make plans for this type of emergency and to keep track of the instruments.

The Bureau of Radiation Control can assist you in establishing monitoring capability, but cannot be there to help locate your instruments during an emergency. Please keep track of your equipment so you are prepared in the event you should have to use them.

For more information write Tom Payne, Texas Department of Health, Division of Environmental Programs, RADEF Maintenance Shop, 1100 W. 49th St., Austin, Texas 78756, or phone (512) 458-7494.



Having the correct radiation detection equipment is very important, but it won't help you if you can't locate it when an emergency occurs.

CIVIL DEFENSE continued from page 6

knowledge. Under what conditions will people survive blast and fire effects in American buildings? How fast will fires develop and spread? How much radiation exposure can an emergency team receive without serious permanent injury or degradation of performance?

Questions such as these are answered only partly or

not at all by analysis of the Japanese experience at Hiroshima and Nagasaki in World War II and the data from the nuclear weapons testing program of the 1950s. The most important task of FEMA and its predecessors during the past two decades has been to fill in the most important voids in the information needed for planning and training.

State Of Texas Schedule Of Training Courses For Fiscal Year '83

February -- April

FEBRUARY

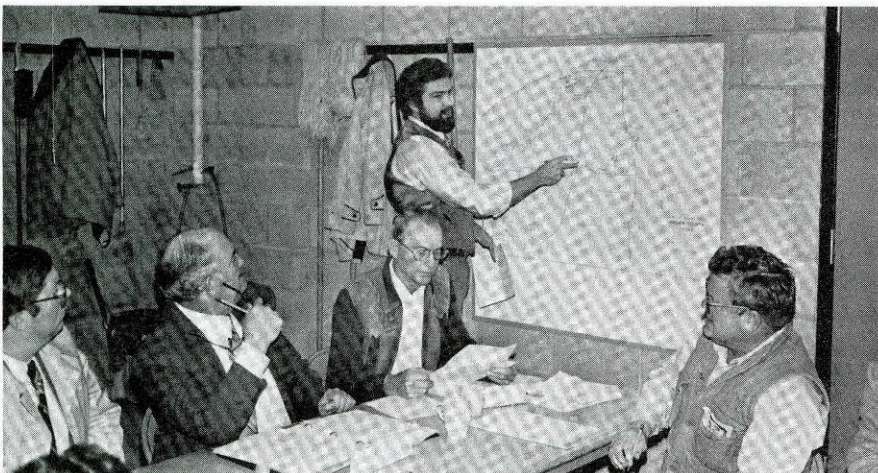
2	CRP Briefing for Abilene Conglomerate	Abilene
3	Dam Safety Conference	Conroe
7-11	PHASE II	Denton
14-15	RDO/Refresher Exercise Planning Conference	Austin
15-17	State Conference	Austin
22-23	RDO Refresher/Exercise Planning Conference	El Paso
23	Dam Safety Conference	Wichita Falls
24	CRP Planning Conference/with State Agencies	Austin
24	RDO Refresher/Exercise Planning Conference	Midland

MARCH

1-2	RDO Refresher/Exercise Planning Conference	Abilene
3-4	RDO Refresher/Exercise Planning Conference	Waco
8	Public Official's Conference CRP/SOP Workshop	Nolan County
8-10	Radiological Defense Instructor's Workshop	Corpus Christi
8-10	Disaster Reservist Workshop	Austin
9	Public Official's Conference CRP/SOP Workshop	Fisher County
10	Public Official's Conference CRP/SOP Workshop	Jones County
14-18	Radiological Defense Officer's Course	Beaumont
15	RADEF Emergency Operations Simulation	Region 4 and 6
15	Dam Safety Conference	La Grange
17	CRP Planning Conference/with State Agencies	Austin
22-23	Public Official's Conference CRP/SOP Workshop	Abilene & Taylor Co.
22-24	Emergency Management Workshop	Austin
24-25	Public Officials Conference CRP/SOP Workshop	Callahan County

APRIL

5-7	Radiological Defense Instructor's Workshop	Beaumont
5-7	Shelter Manager Instructor's Course	Austin
5-14	EOS/Disaster District 5A	Lubbock
8	CRP Planning Conference/with State Agencies	Austin
11-15	PHASE I	Denton
11-15	Radiological Defense Officer Course	Bryan
18	CRP Planning Conference/with State Agencies	Austin
19-20	SARDA Pre-Exercise Planning Meeting	Austin



Emergency Management Consultant Jerry Daniel (standing) conducts the first State of Texas-sponsored CRP Emergency Operations Simulation in Archer County. The EOS went well, according to State Training Officer Don Freeman, and others are planned around Texas.

FEMA Offers Necessary RDO Training

Most county and city emergency management organizations lack an adequate number of Radiological Defense Officers (RDOs). RDOs are trained to establish and maintain the Radiological Defense (RADEF) Program in their communities. A minimum of two trained RDOs are recommended for each county and each city emergency management organization.

Emergency management coordinators are invited to schedule personnel from local communities to attend the following courses presented by the Federal Emergency Management Agency (FEMA).

RDO Course

Participants in the RDO course learn about preparing RADEF plans, conducting local exercises, advising elected officials during radioactive fallout situations, and providing assistance during an accident involving radioactive materials.

Scheduled courses include:

Date	Location
March 14-18	Beaumont
April 11-15	Bryan
May 9-13	Amarillo
June 20-24	Odessa

RADEF Instructors Workshop

Having completed the RDO course, RDOs are trained

to teach local citizens to become proficient radiological monitors in the RADEF Instructors Workshop. Course participants utilize radiation detection instruments in the actual process of detecting radioactive material. Scheduled courses include:

Date	Location
March 8-10	Corpus Christi
April 5-7	Beaumont
May 17-19	Bryan
June 7-9	Amarillo
July 12-14	Odessa

RDO Refresher Seminar and Pre-Exercise Briefing

This seminar will provide information on RADEF Annex Ds, Standard Operating Procedures, fallout plotting, publications, and other developments. Watch for notification by mail for this seminar, which will be scheduled sometime before July of this year.

Would a RADEF Information Newsletter be helpful to you? If so, please contact the Bureau of Radiological Control at the address and phone number below and include suggestions for information you would like to see in such a letter.

For more information on the RDO courses, contact Ted Chinn, RADEF Officer, Texas Department of Health, 1100 West 49th Street, Austin, Texas 78756, or phone (512) 458-7494 or Tex-An 824-9494.

Dallas Businesses Discuss Role in CRP

More than 60 persons representing 47 Dallas-area businesses recently discussed the role of local industry in Crisis Relocation Planning (CRP) at a Business and Industry Conference hosted by the City of Dallas Office of Emergency Preparedness.

Leaders of the food processing, medical, transportation, utility, communications and petroleum production industries were among those meeting for the first time with State crisis relocation planners to discuss the current status of CRP. They focused on the role of Dallas industry -- providing support services to assist evacuees and the necessity of industrial protection to expedite recovery -- in the event CRP is implemented.

Participants were asked to consider additional security requirements, minimum staffing and key workers, and protection of industrial resources.

Speakers from the Federal Emergency Management Agency (FEMA), the Texas Division of Emergency Management, and the City of Dallas covered the need for CRP from an international perspective. They stressed that the ability to evacuate major urban areas in response to a nuclear threat serves as an active deterrent to the use of nuclear weapons, and that CRP could be appropriate for other contingencies, such as during hazardous material spills.

"Most of our planning at this time concerns the response of city forces," John Pickett, emergency preparedness coordinator for the City of Dallas, said. "We are, however, frequently faced with problems that only private industry can answer. Because of this conference we have friends from all areas of the private sector we can turn to for advice and assistance."

Notes From All Over

Baytown Emergency Management Coordinator Fletcher Hickerson has been named Region VI vice president of the United States Civil Defense Council. Fletcher, who was vice president-elect, took office upon the resignation of vice president B.S. Hundley of Arkansas. He had also served previously as secretary-treasurer.

Region VI include Texas, Louisiana, Arkansas, Oklahoma and New Mexico.

The USCDC is an organization of local emergency management and preparedness directors and coordinators throughout the country.

★★★★★★★★★★

The 1981-82 Baytown Emergency Management scrapbook was awarded first place in the USCDC publications contest for city scrapbooks. The contest was held at the annual USCDC conference in Portland, Oregon.

The monthly "Baytown CD News" won second place in the contest for newsletters for cities with populations of 50,000-150,000. The newsletter is written primarily by Baytown Civil Defense Coordinator Fletcher Hickerson, and is edited and published by Secretary Brunella Laughlin.

★★★★★★★★★★

Twenty-three persons from various Victoria-area organizations took part recently in a three-day Radiological Monitor School. The Victoria City-County Civil Defense staff and the State of Texas Bureau of Emergency Management, Texas Department of Health, conducted the school.

The training will assist local officials in developing a monitoring capability in the event of a nuclear emergency or transportation accident involving radioactive material.



An efficient Emergency Operating Center (EOC) is an important component of every emergency plan. L.D. Farrow, Jefferson County Emergency Management Coordinator, oversees Jefferson's EOC.

CAP Observes 41st Birthday

The Civil Air Patrol recently celebrated its 41st birthday. The CAP was established Dec. 1, 1941, as a branch of the Office of Civilian Defense. In 1943, the CAP was transferred to the Army Air Forces, and has been affiliated with the Air Force ever since.

After the Japanese attack on Pearl Harbor Dec. 7, 1941, many private pilots, small aircraft owners, and others not eligible for military service joined the CAP to aid the war effort. The CAP organized submarine-spotting patrols along the coasts, airlifted war supplies, towed aerial targets, and acted as forest fire spotters. Rather than disband the organization after the war, in 1948 Congress approved legislation making the CAP the civilian auxiliary of the Air Force.

The Civil Air Patrol is chartered by law as a nonprofit, benevolent organization dedicated to humanitarian activities.

Although perhaps best recognized for its Emergency Services functions, the CAP also provides Cadet Training and Aerospace Education.

Search and Rescue (SAR) activities, the most visible of CAP's Emergency Services, support the Air Force and local and state emergency services groups with low cost aerial searches.

Of the approximately 63,000 CAP members throughout the United States and Puerto Rico, Texas is home to more than 1,600 senior CAP members and 800 cadets. Texas CAP members own more than 200 aircraft, and the Texas Wing owns 35 single-engine planes.

Texas CAP activities increased 10 percent in 1982 over the previous year, according to Lt. Col. O. G. "Pete" Minden, Director of Emergency Services, Texas Wing. Minden, who observed his 38th year with the CAP in December, has spent approximately 4,240 hours working on 329 search missions during his CAP career.

Minden credited the use of satellites in detecting electronic signaling devices with the increase. Satellites have been picking up distress signals from planes that did not file flight plans and otherwise might not have been reported missing, Minden said.

During 1982, 1,521 Texas CAP members used 282 aircraft during nearly 88,000 hours of CAP duties, including more than 70 SAR missions.

The CAP's cadet program was begun "to develop and motivate the youth of the country to leadership and responsible citizenship through an interest in aviation." United States citizens ages 13 through 18 can participate in the structured program of aerospace education, leadership training, physical fitness, and moral leadership. The cadets take part in special activities and are eligible to compete for academic scholarships and grants.

The CAP conducts Aerospace Education Workshops for teachers, and designs multidisciplinary learning kits for various school grade levels. Members write and edit textbooks and other instructional items for use in schools, CAP programs, and the U.S. Air Force.



A Texas Wing Civil Air Patrol airplane ready to go into action.

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