

DIVISION OF EMERGENCY MANAGEMENT

DIGEST



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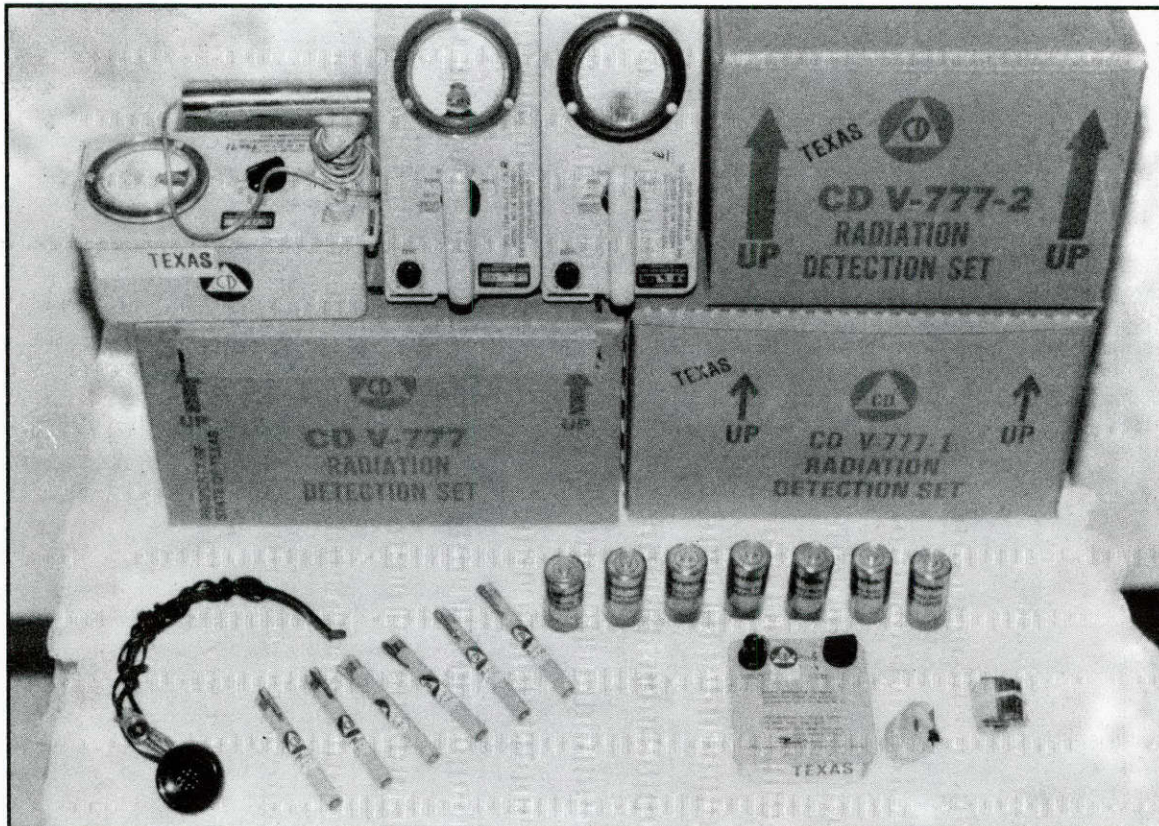
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Do You Know Where



Your Radiation Detection Instruments Are?

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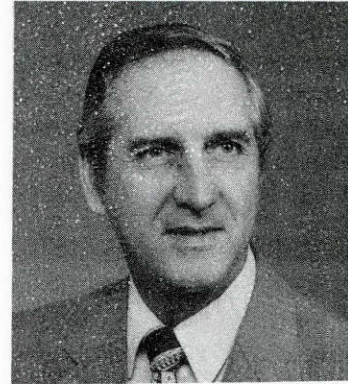
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DEM UPDATE



**by Robert A. Lansford
State Coordinator**

A number of significant events are happening now and will be continuing over the next few months. For instance, effective September 1, 1991, the DPS Headquarters Communications Bureau will come under my supervisory authority. It will remain a separate activity within the Division with the Bureau Manager, Jack Martine, reporting to me. The Bureau's main function and responsibility is to provide the coordination and liaison for all statewide law enforcement agencies in the electronic communications system. The Bureau's primary activity is the management of the Texas Law Enforcement Teletype System (TLETS). The Bureau also serves as the Primary State Warning Point and entry point for the National Law Enforcement Teletype System (NLETS). These systems, as well as the National Warning System (NAWAS) and the Texas Warning System (TEWAS), are used for emergency message traffic during disasters, dissemination of severe weather warnings, etc.

The Bureau is also the notification point for reports of malfunctioning railroad crossing devices and maintains a toll-free number (1-800-525-5555) for reporting highway emergencies. Another major function of the Bureau is the training for certification purposes of law enforcement agency personnel who operate TLETS.

With the construction project underway to enlarge the EOC, we will improve the state communications point for the management of all emergencies. It may be a while before it is all accomplished, but when it is, I feel it will truly be the focal point for receiving, notifying, and disseminating vital information during emergencies that will ensure prompt response and recovery. We look forward to being even better able to serve the communities of this state by providing whatever assistance is available.

Do You Know Where Your Radiation Detection Sets Are?

Civil defense radiation detection instruments are distributed to local Emergency Management organizations in cities and counties throughout the state. These instruments are issued in sets and are usually placed with public service groups, primarily for nuclear disasters. However, incidents associated with the use, transportation and storage of radioactive materials require that radiation detection instruments be available to local emergency responders.

These instrument sets are scheduled for maintenance and calibration in the Texas Radiological Instrument, Maintenance & Calibration shop once every four years. The local Emergency Management Coordinator will be contacted in advance of your city's (or county's) appearance on the maintenance schedule and will be mailed a list showing instrument set locations throughout your city or county.

Because of the long intervals between instrument service, many situations may occur in your city/county which can affect access to this equipment. Some instrument sets may require relocation because of various moves and buildings being replaced. Therefore, we suggest you review the set locations periodically. It is imperative that accountability be

maintained because of the limited supply of radiological instruments available.

In the event an incident occurs in which radioactive material involvement is suspected and use of radiation detection equipment is required, immediately notify the proper authorities. Contact your city/county Emergency Management Coordinator and the local Texas Department of Public Safety office. Afterwards, contact the Texas Department of Health, Radiological Instrument Maintenance & Calibration Program either by telephone or by mail, depending on the severity of the incident. Please provide a brief description of the event, the date, location and type of radiological instrument or instruments used while responding. Your prompt response will help our program better determine and understand the needs of your local community.

If you have any questions or need additional information in regard to incident response procedures or the location of instrument sets in your city or county, please call or write: Mike P. Rutherford, Texas Department of Health, RIM&C Program, 1100 West 49th Street, Austin, TX 78756; phone (512) 835-8104 or (512) 458-7111.

Tech University To Present 'Engineering For Extreme Winds: 1992'

A two-and-one-half-day short course entitled *Engineering for Extreme Winds: 1992* will be presented at Texas Tech University on February 5-7, 1992 by the Institute for Disaster Research and the Wind Engineering Research Center. The faculty presenting the course includes Drs. Kishor Mehta, James McDonald, Joseph Minor, Scott Norville and Richard Peterson.

This course, offered annually, should be of interest to architects, engineers, building officials, and other personnel who are involved with the design of buildings to resist extreme winds including tornado and hurricane winds, as well as individuals involved

with interpretation of wind load standards and codes. The topics to be discussed include wind loads concepts, interpretation of the ASCE 7-88 standard (formerly ANSI A58.1), design for hurricane winds, design for tornadoes, and window glass design. A set of lecture notes, a copy of the ASCE 7-88 standard, and a guide to the use of the wind load provisions will be provided to each attendee.

For additional information and application forms, contact Birgit Rahman or Martha Hise, Division of Continuing Education, Texas Tech University, 2579 South Loop 289, Box 130, Lubbock, TX 79423; phone (806) 745-3300 or FAX: (806) 745-0242.

ADAPTIVE PLANNING FOR COMMUNITY EMERGENCY MANAGEMENT: A MANAGEMENT BRIEF

The following report, presented here as a series of articles, was published in 1987. Jack D. Kartez, now of Texas A&M University, was the principal investigator for the report while at the Environmental Research Center at Washington State University.

PURPOSE

This is a summary for any local government chief administrator, emergency specialist, or department head who has ever thought, like San Jose, California's Fire Department: "We don't want plans, we want preparedness." Included are highlights of case studies and a 400-city Emergency Planning Profile carried out with support of the National Science Foundation hazards research program. If you wish, you can compare your jurisdiction's preparedness decisions to those of other cities nationally, using a brief questionnaire included here.

In 1982 the International City Management Association made their first national survey of emergency planning. They found that *eighty percent* of local governments have adopted a formal disaster plan, but:

What is puzzling is that after years of research on organizational behavior in emergencies, local government continues to be surprised when standard procedures in lengthy, detailed plans are irrelevant in the real disaster.¹

Major urban emergencies always involve unknowns, so why criticize local government? The record of experience shows there are predictable problems that are often overlooked in emergency plans, such as:

- Surprise at the number and diversity of responders
- Inability to find and use special resources
- Unplanned media relationships
- Difficulty communicating with all responders
- Ambiguity of authority and coordination.²

Lessons *have* been learned about how to plan for these problems. Cities with recent disaster experience are adopting practices that can be put to work by other jurisdictions, including (but not limited to):

- Neighborhood emergency self-help programs
- Training personnel to organize the citizen volunteer
- Better public information dissemination capabilities, like phone banks and planned media information centers
- Specific strategies and training for evacuation warning, aiding special populations and temporary relocation.

But cities *without* recent disasters are also adopting similar practices. Some common facts stand out about both the experienced *and* inexperienced cities that are adopting these practices:

- The emergency planning process is more than writing plans and holding an annual exercise. Small emergencies are used as learning opportunities and permanent interdepartmental working groups are supported.
- More types of public management functions are involved—from public safety and public works to parks and legal counsel.
- Community organizations besides public agencies are brought into the emergency planning process through standing "disaster assistance councils."
- Most importantly, chief administrative officers visibly support and actively encourage these efforts.

The following pages include case studies and results from the Emergency Planning Profile that illustrate and expand on these points.

LESSONS LEARNED DURING EMERGENCIES: SOME CASES

When Mt. St. Helens erupted in 1980, dozens of communities in a 20,000 square mile region were paralyzed by the massive ashfall. One lesson of the eruption: **when you cannot evacuate people out of the way of the emergency, other actions become critical.** Neighbor helping neighbor was important in the days after the eruption, but neighbor helping government tackle the ash became more important than many local officials would have ever anticipated.

One city of 60,000 was able to harness citizens in a partnership with agencies, in part because of well-organized, Block Grant-funded neighborhood groups. A nearby city with no existing neighborhood groups to rely on took weeks to clean up. The City Manager was frustrated at being asked: "Why don't you involve the community?" "It would take weeks," he said ruefully, "just to set it up." Few of these communities—about 30 in all—were able to get much guidance from the emergency plans. The informal ties between agencies and jurisdictions, the unplanned partnerships with citizens, neighborhoods and businesses and on-the-spot adaptive planning shaped community strategy.³

Was this a unique case? Think about Santa Cruz County, California after its devastating 1982 rains. Sixty percent of this popular tourist area's citizens live in unincorporated areas, many in rugged coastal mountains. Some rapidly growing neighborhoods are served by only one access road.

Continued on next page

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Adaptive Planning continued

The county suddenly found itself in the business of working closely with a neighborhood when a massive landslide permanently blocked Lompico Road in the San Lorenzo Valley. In the county's chief administrator's words:

What do you do if you have a flat area flood? You get people out of there and let them back when the water's gone. But when Lompico Road was covered with the slide, all the roads and electricity in the community were fine, people's homes were fine. Their problem was that a community of 2,000 couldn't get in or out anymore—they'd have to cross a treacherous slide. We had to have everybody stay in their homes while we ferried supplies in and out across a reservoir in the next county.⁴

This was a trying experience for Santa Cruz County. A County Grand Jury investigating the emergency later said:

The emergency services organization . . . existed on paper only, was not generally known, was not used, and the ad hoc organization which arose was a poor substitute . . . lack of coordination and cooperation (was because there was not) a disaster organization functioning as an on-going entity.⁵

The experience spurred the County of Santa Cruz to reinstate its emergency operations center and return the emergency coordinator's position to full-time status.

The county has also embarked on new partnerships with its citizens to build neighborhood-based systems that allow people and agencies to help each other in a crisis. The San Lorenzo Valley's community of Citizens Band radio operators—long mistrusted by citizens and officials—developed "VCOM," the Valley Communications Network. This disciplined communications network relays information from CB amateurs in neighborhoods directly to a volunteer coordinator in the county's emergency operations center. Training for VCOM members has won the confidence of county officials and other citizens, and the county's emergency eyes and ears are now multiplied.

More conventional citizen leaders have developed the "Neighborhood Survival Network" (NSN) which pre-inventories and organizes citizen resources for self-help when county government may not be able to respond. Trained neighborhood coordinators know where mobility-impaired citizens live and know which residents with special skills, equipment or interest can be called on to help.

Continued in the next Digest

1991-92 DEM Training Schedule

Professional Development Series (PDS)

● Introduction to Emergency Management (PDS)¹

A 4½-day course examining the need for a structured emergency management effort and the importance of a comprehensive, integrated approach to managing emergencies. Participants formulate the elements of an integrated teamwork system and devise specific actions for improving their own contributions as members of local emergency management teams. This course is designed for all disciplines who must work together in response to an emergency.

● Emergency Planning Course (PDS)¹

This 4½-day course seeks to improve planning skills and promote the preparation of integrated, generic, comprehensive emergency management plans at regional and local levels by adapting well-established planning concepts to the context of emergency management. Participants experience the planning process, leadership and team building for emergency planning, and action planning techniques.

● Basic Skills for Emergency Program Management (PDS) Modules I and II¹

This concentration of course modules is designed for emergency management officials and their staffs in the full realm of emergency program management. Content reinforces existing management skills required for emergency operations. The Basic Skills series strengthens leadership and communications skills, facilitates decision making and problem solving, introduces relevant techniques for budget formulation and creative financing, and outlines approaches to training. The four course modules will be conducted in two 32-hour blocks.

● Developing Volunteer Resources (PDS)¹

A 2-day course designed to improve participants' abilities to deal with a broad range of issues in the management of volunteer services. Issues include identification of tasks requiring volunteer services, skills definition and specification of qualifications, publicity and recruitment, skill development and maintenance, and motivation strategy that promotes continued involvement and quality performance.

● Civil Defense Systems, Programs and Policies (PDS)¹

This introduction to the Civil Defense System of the United States is designed to provide an understanding of the history, mission, and current status of U.S. Civil Defense. The course demonstrates how nuclear attack preparedness enhances and supports natural and technological preparedness. The course incorporates a wide range of issues in relation to national and international preparedness.

Exercise Program

● Exercise Design Course¹

This 4-day course provides knowledge and develops skills that will enable the participant to train a staff and to conduct exercises that will test the community's plan and operations response.

● Regional Exercises

State sponsored exercises that provide the local jurisdic-

tion with a scenario to be adapted for local use will be held in each region and available for day and evening participation.

Emergency Management Courses

● Instructional Techniques for Emergency Program Managers Course

This 2-day course provides participants with an understanding of the concept of instructional models. There is opportunity of hands-on experience with audiovisual aids. A class presentation is required of each participant.

● Shelter Systems Officer Course (SSO)¹

A 5-day course designed to train Shelter Systems Officers in how to plan and develop shelter systems, coordinate and supervise shelter management and operations, and recruit and train shelter managers. This training emphasizes protective programs and lifesaving actions for all hazards, including shelters in a radiation fallout environment. Developed by FEMA and the American Red Cross National (ARC) and designed to be co-instructed by emergency management and ARC trainers, the target audience is both representatives of local government and the ARC.

● Disaster Recovery Course

A 2-day course that introduces the basic procedures of recovery. The course addresses the various federal and state assistance programs, to include individual assistance, public assistance, and declared agricultural disaster. Emphasis is placed on the coordination of damage assessment, necessary documentation and procedures.

Radiological Protection Courses

● Fundamentals Course for Radiological Monitors¹

A 9-hour course designed to test the revised and updated materials FEMA intends to use to train radiological monitors in the implementation of radiological safety measures. Course topics include monitoring techniques, radiological countermeasures, peacetime radiological protective actions, and nuclear weapons effects.

● Fundamentals Course for Radiological Response Teams¹

A one-week course designed to train individuals assigned to state and local government Radiological Emergency Response Teams. Included are requirements and techniques of proper response and management of incidents involving various radiological hazards in order to minimize property damage, injury, and loss of life.

● Fundamentals Course for Radiological Officers¹

A one-week course designed to test the revised and updated materials FEMA intends to use to teach management functions required for a radiological safety/defense (RADEF) system at the state and local levels.

● Radiological Officer Refresher Course¹

A one-week course designed to provide Radiological Officers with a review of radiation and its effects, radiation protective actions, and Radiological Officer's responsibilities.

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