



**STRATEGIES  
FOR  
TEXAS FIRST RESPONDER  
PREPAREDNESS**

**August 2002**



**OFFICE OF THE GOVERNOR**

RICK PERRY  
GOVERNOR

August 9, 2002

My Fellow Texans:

I am pleased to present this strategic framework to help Texas implement President Bush's plan to secure the United States from terrorist attacks. Texas is well prepared to deal with any threat or emergency; however, continued vigilance and planning on the part of state and local officials will help ensure the safety of our citizens and our property.

The primary goal of the Texas First Responder Preparedness Program is to create partnerships among local, state and federal agencies, volunteer organizations and the private sector. You will find that this plan emphasizes an emergency management and response system that is comprehensive and risk-based, and prepares first responders for a rapid and orderly response to any attacks that do occur.

The strength of the Texas plan is the implementation of regional, interlocking and mutually supporting terrorism preparedness programs. Disasters, whether man-made or natural, do not recognize county lines or regional boundaries. For this reason, we must develop realistic plans that bring together the many emergency response officials who would be expected to work together should a disaster occur.

The Texas First Responder Preparedness Program will help you develop policies, plans and procedures to maximize the ability of local and regional organizations to work together effectively in response to an act of terrorism. I hope you will join me in making every effort to ensure the security of our great state in the event of any attack against freedom.

I expect our state program to evolve as the President and Congress solidify the nation's strategy to deter, detect and respond to terrorism. We must continue the process of enhancing the security of our state with the knowledge that it may become necessary to adjust our plans; however, we know that there is no time for complacency.

Sincerely,

A handwritten signature in black ink that reads "Rick Perry".

Rick Perry  
Governor

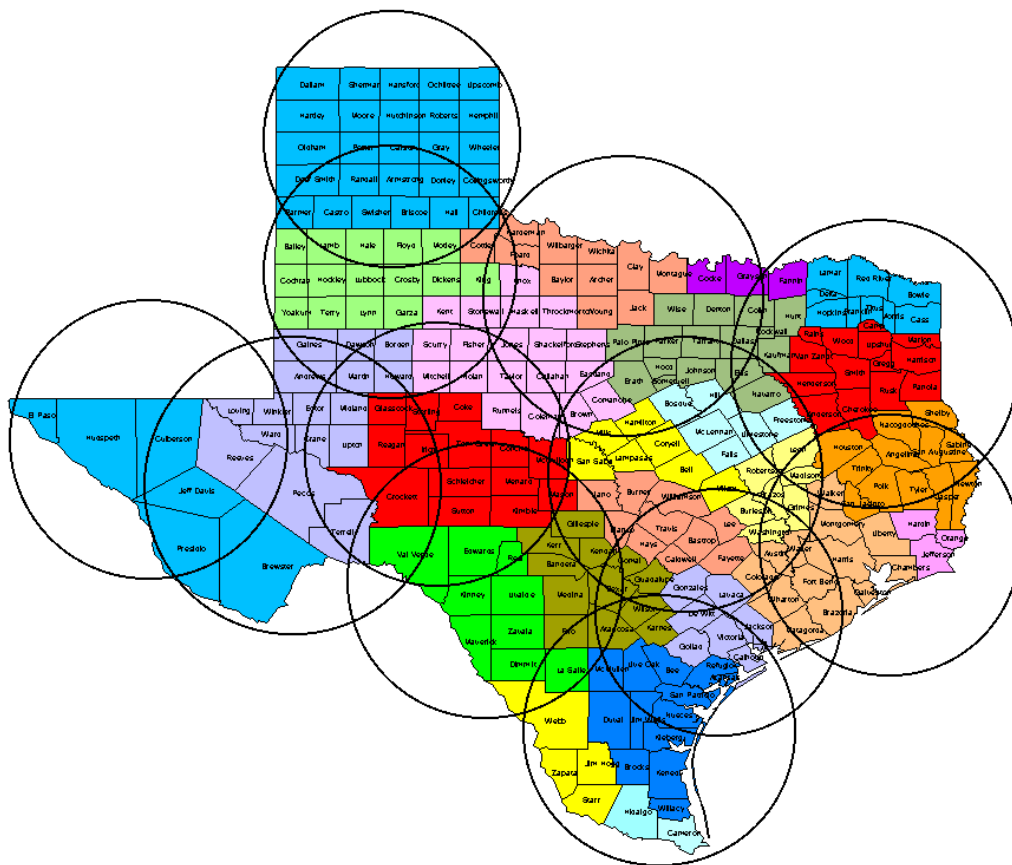
RP:jkk

# STRATEGIES FOR TEXAS FIRST RESPONDER PREPAREDNESS

## I. STRATEGIC PURPOSE

This plan outlines a strategic framework to build on Texas' current disaster response network and provide state, regional, and local officials with a means of developing regionally based, interlocking, and mutually supporting terrorism preparedness programs. The goal is to enhance the state's capability and capacity to respond to acts of terrorism or mass disaster. The size and diversity of Texas requires a preparedness program that accounts for the full spectrum of terrorism threats as well as mass disasters of any kind.

The following map depicts the planned regionally based and interlocking response system that promotes comprehensive planning and the collaborative positioning of equipment and personnel.



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- 1. Regional Strategic Plans

**STRATEGIES  
FOR  
TEXAS FIRST RESPONDER PREPAREDNESS**

**I. PURPOSE OF THIS PLAN: THE TEXAS FIRST RESPONDER PREPAREDNESS PROGRAM (TFRPP)**

- A. This plan provides state, regional, and local officials with a means of developing procedures, protocols and best practices for a regionally based First Responder Preparedness Program that:
  - 1. Outlines strategies in a coordinated program to enhance and support the capability of local and state emergency responders to prepare for and respond to terrorist incidents.
  - 2. Describes the objectives of the TFRPP.
  - 3. Describes the types of preparedness projects that may be conducted as part of the program.
  - 4. Outlines basic eligibility requirements for participation in the program and describes application procedures.
  - 5. Identifies responsibilities and procedures for administering the TFRPP.
  
- B. The federal government will establish specific requirements for participation in the Federal First Responders Initiative grant program. Possible requirements include but are not limited to:
  - 1. Adoption of statewide and regional mutual aid plans.
  - 2. Development of a comprehensive emergency response plan or participation in an interjurisdictional emergency response program that provides planning for effective emergency response to any hazard, including terrorism incidents.
  - 3. Adoption of the Incident/Unified Command System at all levels of incident response.
  - 4. Development of plans to address interoperable communications during incident response.

This statewide plan acknowledges:

1. Local elected officials remain in charge and will, as always, determine the requirements for their respective jurisdictions.
2. There will be no change to the direction and control authorities and responsibilities as outlined in the State of Texas Emergency Management Plan.
3. The implementation of emergency preparedness activities, including planning, training, equipping local and state responders, and conducting emergency exercises, can improve local and state capabilities to respond to and recover from all hazards, including terrorist incidents.
4. Any First Responders Initiative grants from the federal government will have specific eligibility, performance, and reporting requirements. These requirements, as well as some state requirements, will be incorporated into grants made by the state.
5. In the event of federal funding, the State of Texas will provide maximum funding to local jurisdictions and use the remaining funds, not allocated to local jurisdictions, to create additional state capabilities to assist local governments.

C. TFRPP Proposed Timeline

August 1 – August 30	Conduct Combined Regional Workshops
August 1 – August 30	Develop Regional Plans
September 1 – 9	Final Plan Coordination
September 10 – 11 (TBD)	State Conference/Workshop
Jan 8, 2003	In-Progress Review

## II. OBJECTIVES OF THE TFRPP

A. The primary objectives of the TFRPP are to:

1. Enhance Texans' capability and capacity to respond to acts of terrorism.

2. Enhance local emergency response capabilities by encouraging the adoption of interlocal (mutual aid) agreements for emergency response.
3. Improve the capability of local governments to prepare for and respond to terrorist and all other hazardous incidents by enhancing emergency planning, procuring emergency response equipment, providing suitable training for emergency responders, and conducting exercises to assess plans and procedures, training, and equipment.
4. Support the collaborative efforts of local governments to develop regional, interlocking, and mutually supporting plans and responses to terrorist or other mass casualty events.
5. Improve the capability of state agencies to assist local governments in responding to all hazards, including terrorist incidents.
6. Identify resources that would provide local responders the ability to protect themselves and save lives in a chemical, biological, or radiological environment until additional resources arrive to provide increased response capabilities.
7. Help local governments develop an effective frame work coordinated emergency response in the form of comprehensive local and regional emergency management plans.
8. Facilitate coordinated efforts by multiple local, state, and federal response organizations by encouraging the adoption of the Incident Command System with unified command structure as the standard local and state incident management system in Texas.
9. Promote training and the procurement of equipment that has “dual use,” enhances terrorist incident response capability, and improves the local jurisdiction’s ability to respond to other hazards.

B. State Program Resources

State agencies and institutions can provide considerable expertise, planning, training, and exercise resources to local governments seeking to improve their terrorism preparedness. See Attachment E for more detailed information.

C. Reporting

Any FRPP grants will require periodic reporting of project progress and expenditures.

**III. ROLES AND RESPONSIBILITIES**

A. Office of the Governor

1. Ensure any federal funds provided to the state are managed in accordance within established guidelines.
2. Prescribe state grant criteria and application procedures for regional councils of governments (COGs) and local jurisdictions based on any federal grant procedures.
3. Monitor grant projects through periodic reports by grantees.
4. Prepare and submit any state grant reports to appropriate federal agency.
5. Coordinate state agencies' TFRPP activities.

B. Division of Emergency Management (DEM)

1. Provide emergency management planning guidance, proficiency standards, and assistance to local jurisdictions.
2. Provide emergency management training courses.
3. Provide exercise training, planning, and assistance to local jurisdictions.
4. Provide a copy of local government preparedness level profiles when evaluating applications for grant funds.
5. Coordinate activities of state agencies, COGs, and local governments assigned responsibilities by this plan.
6. Assist state agencies, assigned tasks by this plan, in developing requirements to accomplish those activities.



7. Act as the designated point of contact for the plan's implementation.
8. Enhance the current terrorism Internet page to incorporate lessons learned from regional and local jurisdiction's planning, training critiques, and exercise post-exercise reports.

C. Regional Councils of Governments

1. Establish and implement a regional multilateral mutual aid agreement for emergency response or be enrolled in a regional mutual aid plan for emergency response in collaboration with state guidelines.
2. Designate a grant program manager to monitor grant programs for their region in accordance with any federal and state guidelines.
3. Develop and implement a regional First Responder Administrative Plan that addresses the regional procedures for managing any grant programs.
4. Establish any regional grant guidelines and application procedures for local jurisdictions and assist local jurisdictions in preparing applications.
5. Develop screening procedures and criteria for any local grant applications.
6. Ensure any federal and state funds provided to COGs are fairly and effectively managed.
7. Monitor any grant progress through periodic reports.
8. Prepare and submit any grant reports to the state grant manager within the prescribed timeline.
9. Prepare a plan to address interoperable communications within the region.
10. Ensure planning for terrorism incidents includes:
  - a. The capability to warn people who are hearing impaired of an emergency.

- b. The ability to evacuate individuals who are visually impaired and/or mobility impaired.
- c. Training requirements for emergency responders on special needs of disabled or frail elderly individuals during emergency response.

D. Local Governments

1. Establish and implement a multilateral mutual aid agreement for emergency response or be enrolled in a regional mutual aid plan for emergency response.
2. Designate a grant program manager to serve as direct point of contact for any TFRPP grant.
3. Prepare and forward any TFRPP grant applications for specific projects in accordance with federal, state, and regional requirements.
4. Carry out approved TFRPP projects.
5. Ensure any federal and state funds provided are effectively managed.
6. Prepare any grant reports as required and submit them to the COG grant manager within the prescribed timeline.
7. Develop and maintain an emergency management plan in accordance with Chapter 418 of the Government Code and state planning standards.
8. Prepare a plan to address interoperable communications between first responders.
9. Ensure that planning for terrorism incidents includes:
  - a. The capability to warn people who are hearing impaired of an emergency.
  - b. The ability to evacuate individuals who are visually impaired and/or mobility impaired.

- c. Training requirements for emergency responders on special needs of disabled or frail elderly individuals during emergency response.

E. Texas Animal Health Commission

[www.tahc.state.tx.us](http://www.tahc.state.tx.us)

1. Provide planning assistance to local governments on the affects of biological agents on animals and information on disposal procedures of animals affected by bioterrorism.
2. Provide analysis of potential foreign animal diseases, quarantine requirements, and disposal assistance to local governments.
3. Assist local governments with disaster exercises where animals and animal diseases may be involved.
4. Coordinate requests for support through DEM.

F. Texas Office of the Attorney General

[www.oag.state.tx.us](http://www.oag.state.tx.us)

1. Help COGs develop regional mutual aid plans.
2. Provide assistance to local governments in the development of interlocal response agreements.

G. Texas Engineering and Extension Service

<http://teexweb.tamu.edu>

1. Plan, coordinate, and execute the fielding of up to 12 state regional response teams to help local governments respond to major incidents that could potentially involve weapons of mass destruction or mass disaster as a result of terrorist attack. Priority of fielding will be to regions with limited capability.
2. Develop standardized regional First Responder Initiative planning and training criteria and assist COGs in developing and coordinating their plans.
3. Provide assistance to local governments in developing response plans.

4. Develop standardized training and exercise scenarios for COGs to use in their region when planning terrorism exercises.
5. Develop an Internet-based resource database that supports statewide and regional mutual aid implementation.
6. Coordinate all phases of development and assistance provided with DEM.

H. Texas Forest Service  
<http://txforestservice.tamu.edu>

1. Develop an Incident Command Implementation Plan for volunteer fire departments statewide.
2. Plan, coordinate, and execute the fielding of three Incident Command Response Teams available for statewide deployment to respond to catastrophic incidents.
3. Plan, coordinate, and implement three catastrophic Fire Response Caches.
4. Develop an Internet-based resource database to support catastrophic fire response.
5. Plan, coordinate, and implement requirements necessary to enhance capabilities of volunteer fire departments.
6. Coordinate all phases of development and assistance provided with DEM.

I. Texas Department of Health  
[www.tdh.state.tx.us](http://www.tdh.state.tx.us)

1. Assist and coordinate with COGs and local jurisdictions in developing bioterrorism and public health plans.
2. Provide EMS training, hospital emergency and contaminated patient handling and mass casualty triage courses.
3. Provide training in radiological monitoring and response procedures through the Bureau of Radiation Control.
4. Coordinate requests for support through DEM.

- J. Department of Information Resources  
[www.dir.state.tx.us](http://www.dir.state.tx.us)
1. Assist COGs in developing information security plans.
  2. Coordinate requests for assistance through DEM.
- K. Texas Department of Mental Health and Mental Retardation  
[www.mhmr.state.tx.us](http://www.mhmr.state.tx.us)
1. Provide planning guidance to local jurisdictions on developing disaster mass casualty mental health programs and coping with mental health issues after a terrorism event involving mass casualties.
  2. Help local jurisdictions establish a Critical Incident Stress Management Program that includes the training and support required to sustain the program.
  3. Coordinate requests for assistance through DEM.
- L. Texas Natural Resource Conservation Commission  
[www.tnrcc.state.tx.us](http://www.tnrcc.state.tx.us)
1. Provide local governments and COGs with hazardous materials and solid waste management planning assistance for possible terrorism events involving a weapon of mass destruction or mass disaster as a result of terrorist attack.
  2. Coordinate requests for assistance through DEM.
- M. Texas Department of Public Safety  
[www.txdps.state.tx.us](http://www.txdps.state.tx.us)
1. Provide coordination and guidance for standardized interoperable communications procedures to state agencies.
- N. Commission on State Emergency Communications  
[www.911.state.tx.us](http://www.911.state.tx.us)
1. Provide coordination and guidance on assuring reliability and redundancy in 9-1-1 and poison control communications.

2. Assist councils of governments and local governments in addressing emergency communications in the event of an incident.
- O. The Salvation Army (State Mass Care Coordination)  
[www.salvationarmytexas.org/disasters.htm](http://www.salvationarmytexas.org/disasters.htm)
3. Provide planning and technical assistance to help local and regional governments provide mass care support to emergency responders and the general public during a terrorism threat situation or a terrorism event.
  4. Provide training to local governments on mass care sheltering.
- P. American Red Cross  
[www.redcrosstexas.org/](http://www.redcrosstexas.org/)
1. Provide planning and technical assistance to help local and regional governments provide mass care support to emergency responders and the general public during a terrorism threat situation or a terrorism event.
  2. Provide training to local governments on mass care sheltering.
- Q. Texas Tech University  
[www.tiehh.ttu.edu](http://www.tiehh.ttu.edu)
1. Retain and prepare to operationally deploy the Vehicular Instrument Platform for Emergency Response (VIPER) System.
  2. Develop a Concept of Operations for the VIPER System. In coordination with the Texas Natural Resource Conservation Commission and the Texas Engineering Extension Service.
  3. Coordinate all phases of development with DEM.

#### **IV. PLAN ADMINISTRATION AND MAINTENANCE**

- A. Under direction of the Office of the Governor, the Division of Emergency Management is responsible for developing and maintaining this plan.

- B. The Office of the Governor, in coordination with DEM, is responsible for developing any standard applications and grant reporting formats.

## **V. GUIDELINES FOR ANY GRANT PROGRAMS**

- A. Eligibility Requirements. Applicants must meet the following criteria to be eligible for TFRPP grants:
  - 1. Establish and implement a regional multilateral aid agreement for emergency response or be enrolled in a regional mutual aid plan for emergency response in collaboration with state guidelines.
  - 2. Have an emergency management plan or participate in an interjurisdictional emergency management program whose plan:
    - a. Includes the plan elements required for the basic level of preparedness outlined in *Preparedness Standards for Texas Emergency Management* (DEM-100).
    - b. Has been developed and/or updated within the last five years.
    - c. Indicates that the Incident Command System will be used as the standard local incident management system.
    - d. Addresses training for first responders and warning and evacuation procedures for individuals with disabilities.
  - 3. In accordance with federal standards commit to financially maintain any equipment purchased with TFRPP grant funds.
- B. Eligible Projects and Limitations
  - 1. Emergency Planning.
    - a. TFRPP grants may be requested to perform planning for the response to a terrorist incident, including:
      - 1) Performing or updating a local terrorism risk/vulnerability assessment.
      - 2) Developing pre-emergency response plans for major public facilities.

- 3) Developing a terrorist incident response annex to a local or interjurisdictional emergency management plan that meets state planning standards.
  - 4) Developing communications interoperability plans for multiple jurisdictions and response organizations.
  - 5) Preparing other specialized terrorism response plans.
- b. Jurisdictions that participate in the Emergency Management Performance Grant program, which requires that they maintain a complete and current emergency management plan, are not eligible for TFRPP grant funding to develop a terrorist incident response annex.

## 2. Equipment.

- a. TFRPP grants may be requested by state, regional, and local first responder agencies to purchase equipment needed to respond effectively to a terrorist attack. Equipment that may be procured includes:
- 1) Personal protective equipment for emergency responders.
  - 2) Alarms and detection equipment for chemical or biological hazards.
  - 3) Decontamination equipment for responders and response equipment.
  - 4) Mass decontamination equipment for victims.
  - 5) Hazard analysis and incident assessment aids.
  - 6) Radiological detection and monitoring equipment.
  - 7) Equipment to increase the interoperability of emergency communications.
  - 8) Specialized technical vehicles, equipment, and mobile storage units.
  - 9) Portable emergency generators and lighting.
- b. In order to purchase the maximum amount of equipment with available funds, local requests for certain types of emergency response equipment may be pooled in a bulk buy or requesters may be required to purchase from an approved list of equipment for which prices have been negotiated.

## 3. Training.

- a. TFRPP grants may be requested to obtain terrorist incident response training for firefighters, law enforcement personnel, emergency medical technicians, emergency management



personnel, and other first responders. Grants may be used to fund general terrorism response training and/or additional training for emergency workers in highly specialized response and recovery techniques.

- b. Most terrorist incidents involving conventional explosives, incendiaries, chemical agents, radiological materials, and many biological agents involve hazardous materials. Federal regulations require that all emergency workers who respond to a hazardous materials incident have training appropriate to the role that they will perform. Terrorism response training for first responders should build on the required hazardous materials training, not duplicate or replace it.
- c. TFRPP grants for training may be used to fund:
  - 1) On-site training by professional trainers.
  - 2) Regional training by professional trainers.
  - 3) Train-the-trainer courses for selected local or regional personnel and purchase of instructional materials for those individuals to conduct local training as needed.
  - 4) Course fees for on-line training.
  - 5) Purchase of independent study courses.

If grant funding is used to obtain on-line or independent study courses for emergency responders, such courses must provide documentation that individuals who enrolled in such courses completed them.

- d. Many state agencies and institutions provide terrorism-related training, frequently at modest or no cost. Applicants should first determine and document that state resources are not available or cannot provide the training they require and that any private contractors to be considered have instructors who are familiar with emergency operations in Texas.

#### 4. Exercises.

- a. TFRPP grants may be requested to design, carry out, and evaluate terrorist incident response exercises. As exercises are conducted to test plans and procedures, assess the adequacy of training, and evaluate equipment and facilities, requests for grant funding to conduct terrorist incident response exercises will not be normally approved until

terrorism response planning is substantially complete and appropriate responder training has been conducted.

- b. Funding may be requested to conduct full-scale exercises. Funding may not be used for tabletop exercises normally conducted in preparation for a full-scale exercise. Grant funding may be used to:
  - 1) Cover expenses that a jurisdiction will incur in conducting its own exercise, including items as:
    - (a) Rental of equipment, such as barricades and smoke generators.
    - (b) Purchase of exercise supplies such as moulage.
    - (c) Video or still photography of exercise activities.
    - (d) Reproduction of exercise reports.
    - (e) Rental of portable toilets for use at field sites.
  - 2) Hire a contractor to design, control, and evaluate the exercise.
- c. To qualify for TFRPP funding, exercises must meet the following standards:
  - 1) The exercise scenario must involve the deliberate use of chemical or biological agents or radiological materials.
  - 2) The jurisdiction's chief elected official or a designated representative must participate in the exercise.
  - 3) An Incident Command Post and the local Emergency Operations Center must be activated for the exercise.
  - 4) A minimum of three emergency services and one supporting department or agency must participate in the exercise.
  - 5) At least one external response element (local mutual aid resource, state agency, or federal agency) must agree to participate.
  - 6) The exercise must be evaluated and a written post-exercise report prepared and disseminated to the participants.
- d. Interjurisdictional emergency management programs should conduct exercises that involve representatives of most of the governments that participate in their program. Where possible, medical facilities, industry, and volunteer groups active in disaster should have the opportunity to participate in local terrorism response exercises.

- e. Several state institutions can design, conduct, and evaluate terrorism exercises for local governments. DEM will provide assistance and information in this regard.
- f. The grant may be used to pay salaries for temporary employees or off-duty full-time employees who are working on specific projects related to the TFRPP grant, such as training on equipment and routine maintenance on equipment.
- g. Regions and local jurisdictions are encouraged to develop standardized communications operability plans.
- h. Other project limitation:
  - 1) Grant funding may not be used to hire additional emergency response personnel.
  - 2) If existing staff cannot complete all required project tasks, temporary staff may be hired to perform duties for a specific project.
  - 3) Grant funding cannot be used to secure or protect facilities.

## 5. Grant Award Criteria.

The Office of the Governor requires that, as a condition of TFRPP grants, the applicant has established and implemented a regional bilateral and multilateral mutual aid agreement for emergency response or has enrolled in a regional mutual aid plan for emergency response in collaboration with state guidelines.

Selection criteria may include:

- a. Existing emergency response capabilities or lack thereof.
- b. The increase in local capabilities to respond to terrorist incidents expected to result from the proposed project.
- c. Assessment of terrorism risk/vulnerability within the local jurisdiction.
- d. Status of local emergency planning – from DEM local planning database.
- e. Previous funding awarded by other agencies for terrorism planning, equipment, training, or exercises.

- f. Project involvement by multiple local governments.
- g. Local contributions to project.
- h. The presence of critical facilities or infrastructure located within the local jurisdiction.
- i. Other factors as defined by federal criteria.

## **VI. REFERENCES AND AUTHORITIES**

### **A. Federal**

To be determined.

### **B. State**

1. DEM 100, *Preparedness Standards for Texas Emergency Management*
2. Government Code, Chapter 418, *Emergency Management*
3. Government Code, Chapter 791, *Interlocal Cooperation Contracts*
4. Local Government Code, Chapter 391, *Regional Planning Commissions*

## **ATTACHMENT A**

### **Plan Distribution**

#### **Recipient**

Office of the Governor

Commission on State Emergency Communications

DEM Staff

- State Coordinator
- Assistant State Coordinators
- Mitigation Section Administrator
- Response Section Administrator
- EOC Operations Staff
- Training and Exercise Unit Supervisor
- State Training Officer
- Hazardous Materials Training Officer
- Exercise Planners
- Preparedness Section Administrator
- Plans Unit Supervisor
- Plans Unit Planners
- Recovery Section Administrator
- DEM Field Officer for Pantex
- DEM Regional Liaison Officers and Supervisor

Emergency Management Council Agencies

Disaster District Chairpersons

Regional Councils of Governments

Office of Rural Community Affairs

Texas Tech University

Texas Municipal League

Texas Association of Counties

Texas Association of Regional Councils

Association of Urban Counties

Association of Urban Cities

## **ATTACHMENT B**

### **Explanation of Terms**

#### **A. Definitions**

1. Council of Governments. Regional voluntary associations of local governments formed under Texas law. These governmental associations deal with the problems and planning needs that cross the boundaries of individual local governments or that require regional attention. The state has 24 regional councils of governments.
2. Local Government. For the purpose of this plan, a county, municipality, or an interjurisdictional agency serving a county and one or more municipalities.
3. First Responder. For the purpose of this plan, first responder is defined as individuals or groups responding directly to the scene of an incident, such as firefighters, law enforcement, and emergency medical service. It may include other city or county responders who report to the scene to assist with response or recovery actions, such as public works and utility personnel. Volunteer groups who are brought to the scene under authority of the Incident Commander, such as the Salvation Army or the Red Cross, also may be included.
4. Domestic Terrorism. The unlawful use, or threatened use, of force or violence by a group or individual based and operating entirely within the United States or Puerto Rico, without foreign direction, and whose acts are directed at elements of the U.S. Government or its population, in the furtherance of political or social goals.
5. Weapons of Mass Destruction (Title 18 USC section 2332a). Any weapon or device that is intended, or has the capability, to cause death or serious bodily injury to a significant number of people through the release, dissemination, or impact of toxic or poisonous chemicals or their precursors; a disease organism; or radiation or radioactivity.

#### **B. Acronyms**

ARC	American Red Cross
AGD	Adjutant General's Department
BRC	Bureau of Radiation Control
CST	Civil Support Team
COG	Council of Governments
DEM	Division of Emergency Management
DOJ	Department of Justice
DOT	Department of Transportation
DPS	Texas Department of Public Safety

EOC	Emergency Operations Center
EMPG	Emergency Management Performance Grant
EMS	Emergency Medical Service
EPA	Environmental Protection Agency
FAD	Foreign Animal Disease
FADD	Foreign Animal Disease Diagnostician
FAST	Field Assessment and Sampling Team
FEPP	Federal Excess Personal Property
FRI	First Responder Initiative
TFRPP	First Responder Preparedness Program
HazMat	Hazardous Materials
ICS	Incident Command System
LEPC	Local Emergency Planning Committee
NFA	National Fire Academy
NFPA	National Fire Protection Academy
NWCG	National Wildfire Coordinating Group
OAG	Office of the Attorney General
OSHA	Occupational Safety and Health Administration
RRC	Railroad Commission
SCC	State Crisis Consortium
SERT	State Emergency Response Team
TAG	Texas Adjutant General's Department
TAHC	Texas Animal Health Commission
TCFP	Texas Commission on Fire Protection
TDH	Texas Department of Health
TDMHMR	Texas Department of Mental Health & Retardation
TEEX	Texas Engineering Extension Service
TERT	Texas Emergency Response Team
TX TF-1	Texas Task Force 1
TFS	Texas Forest Service
TNRCC	Texas Natural Resource & Conservation Commission
TSA	The Salvation Army
VFA	Volunteer Fire Assistance
VFD	Volunteer Fire Department
WMD	Weapons of Mass Destruction

## **Attachment C**

**Format for COG  
First Responder Administrative Plan  
--SAMPLE DOCUMENTS FOLLOW--**



## **Format Guide for COGs and Local Governments First Responder Administrative Plan**

- I. Authority
- II. Purpose
- III. Situations and Assumptions
  - A. Situations
  - B. Assumptions
- IV. Concept of Operations
  - A. Definitions
  - B. Funding
  - C. Applicant Eligibility
  - D. Eligible Projects
  - E. Project/Activity Limitations
  - F. Application Procedures for Local Governments
  - G. COG Application Review and Approval Procedures
- V. Assignment of Responsibilities
  - A. Office of the Governor
  - B. Regional Council of Government
  - C. Local Government (Sub-grantee)
- VI. Records and Reports
  - A. Records
  - B. Reports
    - 1. COG Summary Reports
    - 2. Grant Recipient (Local Government) Report
      - a). Grant Recipient Quarterly Report
      - b). Grant Recipient Quarterly Financial Report

### **Tabs:**

- A. COG Summary Report  
Award Notification Package

COG Quarterly Summary Report  
Progress Report # \_\_\_\_\_

*Grant No.	*Title	*Type	*Grantee	Project Status - % Complete	Schedule	*Approved Budget	Expenditures to Date

**NOTE: Columns with asterisks (\*) should be completed for the initial report.**

**\*Grant Number:** The number assigned to the grant by the COG.

**\*Title:** The name of the project. E.G. PPE for Fire Dept. or Terrorism Exercise.

**\*Type:** Use EQ for equipment, TR for training, EX for exercises, PL for planning.

**\*Grantee:** The name of the jurisdiction that received the grant.

**Project Status:** What percent of the project is complete?

**Schedule:** Use BS for projects behind schedule, AS for those ahead of schedule, OS for those on schedule. Attach a short summary on any projects behind schedule.

**\*Approved Budget:** Enter the amount of the grant.

**Expenditures to Date:** Enter the dollar amount spent to date on the project(s).

Date

[Point of Contact's Name]  
[Jurisdiction or Agency name]  
[Address]  
[City, State, and ZIP Code]

SAMPLE

RE: Approval of TFRPP Grant Request

Dear Mr. [Name of Project Manager]

Your project request for funding under the First Responder Preparedness Program (TFRPP) is approved by the Regional Council of Governments and the State of Texas.

The project number is [Grant Number]. This number should be used as a reference on all documents and correspondence.

Under the terms of your application and the below listed conditions, you are authorized for reimbursement for up to [XX%] of eligible project costs. The federal share amount of this grant is [\$000,000] and your cost share match requirement is at least [XX%] of total project cost. You must fill out the attached acceptance forms and return it within 45 days of the date of this letter. Please include the grant number on the form. If you need assistance for meeting this requirement, please contact [Name at 123-555-1232].

Your organization, as Sub-grantee, must ensure that:

- 1). A Grant Recipient Progress and Financial Quarterly Reports are submitted to the COG Grant Program Manager, named below, no later than the 10<sup>th</sup> of each fourth month until the project is completed (see attached);
- 2). This project is to be completed no later than [DATE] – 12 months from the date of award. Should you be unable to complete this project by the date above, you must notify us in writing no later than 90 days before the project due date;
- 3). Funding requests for reimbursement of [XX%] of eligible project costs are submitted to the COG Grant Program Manager on a [monthly or quarterly basis];
- 4). All applicable local, state, and federal assurances, laws, regulations, and requirements are adhered to with respect to program administration and fiscal accountability; and,
- 5). A Certificate of Completion is submitted to the COG Grant Program Manager when the project is completed and ready for close out (see attached).

The completion, payment of project funds, and close out of this project requires approval of the COG.

If you have any questions or concerns, please contact [Name at 123-555-2354].

Sincerely,

[Name of Grant Program Manager]  
[Name of COG] Grant Program Manager

Attachments:

1. Projects List
2. Grant Recipient Quarterly Reports
3. Grant Recipient Financial Quarterly Reports
4. Project Acceptance Form
5. Request for Reimbursement
6. Certificate of Completion

SAMPLE

## GRANT PROJECTS LIST

### APPROVED PROJECTS:

<b>1. Grant No.</b>			
<b>2. Grantee</b>			
<b>3. Type</b>			
<b>4. Approved Budget</b>	<b>TFRPP Funds:</b>	<b>Local Match:</b>	<b>Total:</b>
<b>5. Projects:</b>			
<b>6. Deliverables:</b>			

**DISAPPROVED PROJECTS:**

Project:	Amount:	Reason for Rejection:

## LOCAL GRANT RECIPIENT QUARTERLY REPORT

[illegible]

## LOCAL GRANT RECIPIENT QUARTERLY FINANCIAL REPORT

	Personnel	Travel	Supplies	Equipment	Contractual
1. Approved Project Budget					
2. Expenses To Date					
3. Balance					
4. Reimbursement Requested this Reporting Period					
<i>I certify that this financial report of TFRPP grant progress is accurate and complete.</i>					
5. Name of Project Manager					
6. Signature of Project Manager					
7. Date of this report					



**PROJECT ACCEPTANCE FORM**  
(City/County)

This is to certify that the City/County of \_\_\_\_\_ has reviewed the Award Notification and agrees to accept the grant as detailed in the Grant Projects List. By signing this acceptance, we understand that we must comply with all rules and schedules as set forth by the Office of the Governor and the Regional Council of Governments.

\_\_\_\_\_  
Mayor/Judge's Signature

\_\_\_\_\_  
Date

\_\_\_\_\_  
Mayor/Judge's Name Printed

\_\_\_\_\_  
Mayor/Judge's Mailing Address

\_\_\_\_\_  
Mayor/Judge's Phone Number

\_\_\_\_\_  
Fax Number

# CERTIFICATE OF COMPLETION

First Responder Preparedness Program

FY-0\_\_

JURISDICTION: \_\_\_\_\_

GRANT NUMBER: \_\_\_\_\_

ESTIMATED PROJECT COST; \_\_\_\_\_

TFRPP FUNDS AUTHORIZED: \_\_\_\_\_

TFRPP FUNDS SPENT: \_\_\_\_\_

LOCAL SHARE SPENT: \_\_\_\_\_

DATE PROJECT COMPLETED: \_\_\_\_\_

## CERTIFICATION

I HEREBY CERTIFY THAT TO THE BEST OF MY KNOWLEDGE AND BELIEF, ALL WORK AND COSTS CLAIMED ARE ELIGIBLE IN ACCORDANCE WITH THE GRANT CONDITIONS, ALL WORK CLAIMED HAS BEEN COMPLETED, AND ALL COSTS CLAIMED HAVE BEEN PAID IN FULL.

SIGNED: \_\_\_\_\_  
APPLICANT'S AUTHORIZED REPRESENTATIVE

DATE: \_\_\_\_\_

**ATTACHMENT D**

**Local Government Application**

**UNDER SEPARATE COVER**

**SAMPLE**

## Attachment E

### State Agency/Institution Resource Information

The following is a list of state resources that can be used by COGs and local jurisdictions for enhancing their preparedness for response to potential terrorist attacks.

1. **Division of Emergency Management (DEM)**

[www.dps.state.tx.us/dem](http://www.dps.state.tx.us/dem)

- a. Arranges and funds hazardous materials training using funds provided by the U.S. Department of Transportation. Because terrorism attacks could involve the use of chemical or biological agents or radiological materials, firefighters would respond using hazardous materials guidelines. Hazardous materials courses that DEM sponsors that could be used for this endeavor are Hazardous Materials Awareness, Operations, and Technician.
- b. Provides emergency planning assistance to COGs and local jurisdictions and instructs an Emergency Planning Course to local officials and first responders. Provides a sample emergency management plan with annexes to assist local governments in developing their plan. They can be found on the DEM web site at [www.txdps.state.tx.us/dem](http://www.txdps.state.tx.us/dem).
- c. Provides a variety of other emergency management related training courses to local officials and first responders. Some of the courses that could be helpful in preparing for terrorism are Texas Terrorism Awareness; Mass Fatalities Incident Response; EOC Management & Operations and EOC/ICS Interface; Debris Management; Donations Management; and Texas Disaster Recovery.
- d. Assists local jurisdictions in planning and developing terrorism exercises. In addition, DEM offers an Exercise Design and Evaluation Course that could assist local governments in assessing their exercise needs, developing and evaluating exercises, and writing after-action reports.

2. **Texas Forest Service (TFS)**

<http://txforestservice.tamu.edu/>

- a. Provides ICS training courses and exercises for state and local officials and first responders. These courses can assist local firefighters, law enforcement officers, and emergency medical services personnel understand and use the Incident Command and Unified Command System.
- b. Manages the Federal Excess Personal Property Program for Texas. This program authorizes TFS to acquire and assign excess military equipment to VFDs. This includes such items as vehicles, pumps, generators, and rescue equipment.

- c. Manages the VFD Helping Hands Program. Under this program TFS assigns donated fire-fighting equipment to VFDs.
- d. Purchase firefighter personal protective clothing and equipment for structural and wildland firefighters, and sell the equipment to VFDs at cost under the Fire Safe Program.
- e. Manages the VFD Motor Vehicle Self-Insurance Risk Pool which provides a liability insurance program for VFD vehicles.
- f. Directs the Volunteer Fire Assistance Program (VFA), a federally funded cost share program for VFDs that pays 50 percent of personal protective clothing.
- g. Manages the Rural VFD Assistance Program, which will provide \$15 million a year to assist VFDs in acquiring equipment and training.
- h. TFS delivers the National Wildfire Coordinating Group training curriculum to Texas emergency responders. The curriculum includes courses on wildland fire tactics, air operations, and all positions under the Incident Command System.
- i. Manages the Rural VFD Insurance Program that distributes a 2 percent tax on the sale of fireworks, which will assist VFDs in payment of workers' compensation insurance.

3. **Texas Department of Health (TDH)**

[www.tdh.state.tx.us/](http://www.tdh.state.tx.us/)

a. *Division of Emergency Preparedness*

- 1) Provides several hazardous materials (HazMat), medical response and decontamination, and ICS training courses to emergency medical services, hospitals, fire service, and law enforcement personnel. Those courses include Hazardous Materials Awareness and Operations, Emergency Medical Services (EMS) HazMat Emergency Response Operations, EMS HazMat Level I and II, Hospital Emergency Department, Management of HazMat Patients, and Mass Casualty Triage Courses.
- 2) Assists local jurisdictions and some organizations with public health planning issues.

b. *Bureau of Radiation Control*

- 1) Provides an eight-hour Fundamentals Course for Radiological Monitors and a 32-Hour Advanced Course for Radiological Monitors to first responders.

These courses teach fundamental knowledge of radiation and radiation protection and response.

- 2) Loans radiological detection instruments and radiation sources to state agencies and local first responders throughout the state and maintains and replaces the instruments, as needed.
- 3) Assists local jurisdictions with potential or actual radiological incidents by providing technical advice and radiological detection.

4. **Texas Engineering Extension Service (TEEX)**

<http://teexweb.tamu.edu/>

- a. Conducts training courses designed to enhance preparedness in awareness, performance, and planning for emergency response. Many of these courses would increase the knowledge of state and local first responders. They include:

1). *Awareness Level*

- NFPA 472 Hazardous Materials Awareness
- Emergency Response to Terrorism: Basic Course (NFA)
- Law Enforcement Awareness
- Terrorism Awareness for Law Enforcement — Internet
- Emergency Medical Services Basic Concepts (Internet)
- Public Works Basic Concepts (Internet)

2). *Performance Level Training*

- NFPA 1006 Rescue Technician
- NFPA 1006 Rescue Technician Rope
- NFPA 1006 Rescue Technician Water
- NFPA 1006 Rescue Technician Confined Space
- NFPA 1006 Rescue Technician Vehicle
- NFPA 1006 Rescue Technician Structural
- NFPA 1006 Rescue Technician Trench
- NFPA 472 Hazardous Materials Operations
- NFPA 472 Hazardous Materials Technician
- NFPA 1033 Arson Investigator
- Law Enforcement Response to Weapons of Mass destruction or mass disaster as a result of terrorist attack Incidents
- Emergency Medical Services (EMS) Operations and Planning for WMD
- Emergency First Responder WMD/HazMat Technician
- Hospital Provider
- Integrated Health & Medical Chemical/Biological WMD Training Program
- Operations — WMD/Crime Scene Management

- Public Works: Planning for and Responding to a WMD/Terrorism Incident
- Emergency Preparedness Planning for the Water and Wastewater Utility Industry
- Emergency Preparedness Planning for the Electric Power Utility
- Emergency Transportation Preparedness
- WMD Terrorism Operations Course
- WMD Regional Response Team Training

### 3). *Planning/Management Training*

- NFPA 472 Hazardous Materials Incident Command
  - Incident Management/Unified Command
  - Texas Incident Command System Courses/Table Top Exercise
  - Threat and Risk Assessment (Jurisdiction)
  - Mayoral Institute
  - Senior Officials Workshop – for local jurisdictions
- Carries out the Texas WMD/Terrorism Incident Exercise Program for DEM. This program is funded by grants from FEMA and DOJ. It is an all-encompassing program that includes an orientation briefing, exercise planning meeting, Incident Command System Course followed by a tabletop exercise, Senior Officials Workshop for WMD Terrorism Preparedness, a functional exercise with an after-action review and an after-action report.
  - Conducts statewide assessments of terrorism vulnerability, capability, and needs of local jurisdictions.
  - Manages the U.S. Department of Justice WMD Domestic Preparedness Program grant which is currently providing grant funds to local governments to purchase equipment for terrorism response.
  - Primary state agency for search and rescue. Equips, trains, and deploys Texas Task Force One (TX TF-1), a certified urban search and rescue team. Additionally, the team is certified to respond to WMD events.
  - Provides technical assistance for planning and strategy development for regional COGs and local governments.

### 5. **Texas Office of the Attorney General (OAG)** [www.oag.state.tx.us/](http://www.oag.state.tx.us/)

Provides legal assistance to state agencies and local governments as needed.

6. **Texas Natural Resource Conservation Commission (TNRCC)**

[www.tnrcc.state.tx.us/](http://www.tnrcc.state.tx.us/)

- a. The primary state agency for hazardous materials response and the State On-Scene Coordinator for hazardous materials incidents that could include terrorism incidents.
- b. Provides assistance in hazardous materials response planning to local communities, Local Emergency Planning Committees, and fire departments.

7. **Texas Adjutant General's Department (AGD)**

[www.agd.state.tx.us/](http://www.agd.state.tx.us/)

- a. The 6<sup>th</sup> CST provides a variety of training classes to local officials and first responders that could enhance terrorism preparedness and response capabilities. They include education and briefings on terrorism response procedures, CST capabilities, The Terrorist Threat, WMD HazMat Awareness, Medical Management of Chemical/Biological Casualties, and Use of Detection Equipment.
- b. AGD provides a "Support Operations (All Hazards) of the Texas Military Services" course which is open to non-military responders.
- c. Provides equipment and personnel to operate equipment during emergencies. In addition to vehicles and aircraft, they can provide specialized nuclear, biological, and chemical detection and analysis equipment.
- d. Assistance from the National Guard during responses must be requested through your disaster district and approved by the governor.

8. **Texas Department of Mental Health and Mental Retardation (TDMHMR)**

[www.mhmr.state.tx.us/](http://www.mhmr.state.tx.us/)

- a. Provides a variety of training to local jurisdictions pertaining to mental health. These courses could assist local communities in dealing with the stress that may occur after an incident. The courses include Loss and Grief, Post-Traumatic Stress Disorder, Children and Trauma, and Critical Incident Stress Management.
- b. Provides planning guidance to local jurisdictions on developing disaster mental health programs, crisis response teams, and emergency management services with special needs populations impacted by disasters and/or terrorism.
- c. Provides crisis counseling services, Critical Incident Stress Management debriefings, and Crisis Counseling grants through the State Crisis Consortium.



9. **Mass Care Organizations (Salvation Army and Red Cross)**

[www.salvationarmytexas.org/disasters.htm](http://www.salvationarmytexas.org/disasters.htm)

[www.redcrosstexas.org/](http://www.redcrosstexas.org/)

- a. Provides planning and technical assistance to local governments for providing mass care support to emergency responders and the general public during a terrorism threat situation or a terrorism attack.
- b. Provides training courses for professional staff and volunteers to support consequence management during a terrorism threat situation or terrorism attack. The courses include:
  - Emergency Shelter Management
  - Volunteer Base Management
  - Emergency Radio Communications
  - Donations Management
  - Food Service Management
  - Critical Incident Stress Management Courses
  - Pastoral Crisis Intervention
  - Public Information Officer Training
  - Mass Care Courses
  - First Aid Courses
  - CPR Courses
  - Logistics Support
  - Disaster Health Services - Medical Professionals
  - Disaster Mental Health Services – Mental Health Providers
  - Family Well Being Inquiry
  - Family Service Emergency Assistance
  - Service Center Management
  - Damage Assessment
  - Mass Causality Incident Training
  - Disaster Assistance Response Team (DART) – pilot program

10. **Texas Department of Public Safety (DPS)**

[www.txdps.state.tx.us/](http://www.txdps.state.tx.us/)

The DPS Training Academy provides several law enforcement courses that include Use of Force, Firearms Training, Defensive Tactics, Handcuffing Techniques, Terrorist Profiles, Law Enforcement Officers Flying While Armed, and First Responder.

**11. Texas Animal Health Commission (TAHC)**

[www.tahc.state.tx.us/](http://www.tahc.state.tx.us/)

- a. Provides an on-call, 24-hour foreign animal disease diagnostician for an initial, on-farm response and investigation of suspicious conditions.
- b. Provides a mobile First Assessment and Sampling Team to assess suspected disease conditions and set-up initial field operations if an animal related bioterrorism event is suspected.
- c. Provides the Texas Emergency Response Team to initial control and eradication activities when indicated.
- d. Provides planning assistance by developing written materials and web-based information on animal health and disease issues and disseminating this information via handouts, brochures, flyers, e-mail, news reports, public service announcements, magazine articles, and press releases.
- e. Provides 24-hour assistance regarding the health, rescue, capture, shelter, and disposal of animals in an emergency or disaster.
- f. Provides continuing education to veterinarians, producer associations, and industry groups regarding the recognition and proper reporting of a potential foreign animal disease or bioterrorism event.
- g. Works with industry groups and livestock producers to develop and institute biosecurity measures to prevent the introduction and spread of disease agents.
- h. Assists local government entities, disaster districts, and the State Emergency Response Team in emergency and disaster exercises where animals and animal diseases may be involved.

**12. Railroad Commission of Texas (RRC)**

[www.rrc.state.tx.us/](http://www.rrc.state.tx.us/)

- a. Provides Liquid Petroleum Safety training to first responders through TEEEX.
- b. Assists communities and local resident organizations in planning evacuations due to production well blowouts; develops alternatives to deal with contaminated fresh water sources, or precautions around hydrogen sulfide facilities.
- c. Provides technical assistance to Local Emergency Management Committees, fire departments, law enforcement, and local communities for response to pipeline incidents.

**13. Texas Commission on Fire Protection (TCFP)**

[www.tcfp.state.tx.us/](http://www.tcfp.state.tx.us/)

- a. Provides grants and low-interest loans to Texas fire departments with critical equipment and training needs through their Fire Department Emergency Program. These grants are used primarily to purchase protective clothing, breathing apparatus, and critical training needs, but can be used for a wide variety of other items related to fire suppression, including items such as hoses and nozzles, air filling stations, and fire suppression vehicles, as well as fire station construction.
- b. Establishes curriculum for basic certification in the following areas:
  - Fire Suppression, including Structure, Aircraft Rescue, and Marine Fire Protection.
  - Fire Investigation, including Fire Investigator and Arson Investigator.
  - Fire Instructors, including Fire Service Instructors, Fire Education Specialists, and Associate Instructors.
  - Fire Inspector
  - Head of a Fire Department
  - Hazardous Materials Technician
  - Drive/Operator – Pumper
  - Fire Officer I and II

The commission's testing and training section administers the written and performance examinations for fire service personnel certification in all of these disciplines. Additionally, the commission certifies training facilities as being approved to provide training these disciplines.

- c. The commission's Fire Protection Resource Library provides fire protection training materials, audiovisual materials, and research assistance to fire departments, schools, and the general public.
- d. Ensures that paid fire departments operate in accordance with state laws and commission rules in a number of equipment and responding disciplines.

**14. Commission on State Emergency Communications (CSEC)**

[www.tcfp.state.tx.us/](http://www.tcfp.state.tx.us/)

- a. The Commission on State Emergency Communications (CSEC) protects and enhances public safety and health by implementing and maintaining 9-1-1 emergency communications and poison control center services throughout the entire state.

- b. CSEC is available to assist Texas regional councils and their local governments in developing, planning and supporting 9-1-1 and poison control services through their respective regions.

**ATTACHMENT F**

**RECORD OF CHANGES**

[illegible]