

Culberson County/Town of Van Horn
Emergency Management Plan 2024



Basic Plan

Primary Jurisdiction

Culberson County

Other Jurisdictions covered by this Plan:

City	County	DDC
Van Horn	Culberson	8

Filed this 14th day of
May A.D. 2024
at 10:21 o'clock A.M.
Tina Urias
County Clerk
By [Signature] Deputy

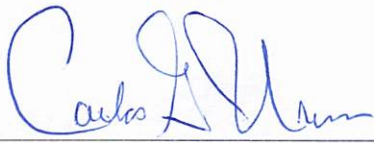

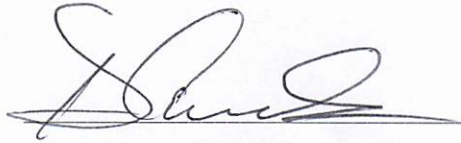

BY _____ Deputy
County Clerk
Tina Liles
at _____ o'clock _____
A.D. _____
Filed this _____ day of _____

APPROVAL AND IMPLEMENTATION

This plan applies to all departments assigned emergency responsibilities in this plan, and to others as designated by the Emergency Manager.

The Emergency Manager will provide guidance and direction in the conduct of emergency response and disaster recovery activities.

This plan is hereby approved for implementation and supersedes all previous editions.

Date	Signed by	Signature
<u>5/8/2024</u> Date	Carlos G. Urias County Judge, County of Culberson	
<u>5/9/2024</u> Date	Cody L. Davis EMC, County of Culberson	
<u>5-13-2024</u> Date	Duane Corrales Mayor, Town of Van Horn	
<u>5/8/2024</u> Date	Marcial Gonzalez EMC, Town of Van Horn	

Record of Changes

This page is used to date and describe changes to this document, followed by the initials of the person who made the change.

Use this table to record the following information:

- Change number, in sequence, beginning with 1
- Date change was made to the document
- Description of change and rationale if applicable
- Initials of person who made the change

Number	Date	Description	Name/Initials
1	2024-5-8	Transition to ESFs	CD

Version 3.0 January 2024

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Authority and Guidance

This section lists authorities and guidance that govern or inform the development and implementation of the Culberson County/Town of Van Horn Emergency Management Plan.

Local

- City of Van Horn, Texas Ordinance #05-09-301, dated 09/06/2005
- Commissioner's Court Order, dated 09/12/2005
- Inter-local Agreements & Contracts. See the summary in Attachment 6

State

- Constitution of the State of Texas
- Respective state agency, department, and commission-enabling legislation
- Texas Education Code § 88
- Texas Government Code
 - § 411.301-307 Power Outage Alert
 - § 418 Emergency Management
 - § 421 Homeland Security
 - § 433 State of Emergency
 - § 791.006 Liability in Fire Protection Contract or Provision of Law Enforcement Services
 - § 791.025 Contracts for Purchases
 - § 791.027 Emergency Assistance
- Texas Health & Safety Code 773 Emergency Medical Services
- Texas Health & Safety Code 778 Emergency Management Assistance Compact
- Texas Local Government Code
 - § 616 Emergency Interim Public Office Succession Act
 - § 391 Regional Planning Commissions
 - Texas Water Code § 13 Water Rates and Services
 - Subtitle C, 16 Provisions Generally Applicable to Water Development
- Executive orders of the governor
 - GA 05 Relating to Emergency Management of Natural and Human-Caused Events, Emergencies, and Disasters (2018)
 - RP 16 Relating to the Creation of the Statewide Texas Amber Alert Network (2002)

- RP 40 Relating to the Designation of the National Incident Management System as the Incident Management System for the State of Texas (2005)
- RP 68 Relating to the Creation of Blue Alert Program (2008)
- RP 69 Relating to the Creation of the Governor’s Commission for Disaster Recovery and Renewal (2008)
- Texas Homeland Security Strategic Plan 2021-2025
- Texas State Historical Association. (2022). *Texas Almanac*. (E. Alvarez, Ed.) Dallas: Texas State Historical Commission.

Federal

- U.S Constitution, as amended
- Robert Stafford Disaster Relief and Emergency Assistance Act, Public Law 93- 288, as amended
- 42 S. Code § 5170. (2013, January 29). Procedure for Declaration.
- Price-Anderson Amendments Act of 1988, Public Law 100-408, as amended
- Americans with Disabilities Act (ADA) of 1990, as amended
- Post-Katrina Emergency Management Reform Act (PKEMRA), 2006
- Housing and Economic Recovery Act of 2008
- Sandy Recovery Improvement Act (SRIA) of 2013
- Disaster Recovery Reform Act of 2018
- 42 United States § 68 Disaster Relief Sub § IV. Major Disaster Assistance Programs Section Code § 5170. (2021, January 3, 2022). Procedure for Declaration.
- The National Security Strategy, October 2022
- Emergency Alert System, Code of Federal Regulations, (CFR) 47, Chapter 1, Subchapter A, Part 11
- Emergency Management and Assistance, Code of Federal Regulations, (CFR) 44
- Emergency Planning and Community Right-to-Know Act Section 301
- Emergency Management Assistance Compact, Public Law 104-321
- Executive orders of the president
 - Homeland Security Presidential Directive (HSPD) 3: Homeland Security Advisory System, March 2002
 - Homeland Security Presidential Directive (HSPD) 5: Management of Domestic Incidents. February 2003
 - Homeland Security Presidential Directive (HSPD) 7: Critical Infrastructure Identification, Prioritization, and Protection, December 2003
 - Homeland Security Presidential Directive (HSPD) 8: National Preparedness, March 2011
 - Executive Order 13347, Federal Register, Individuals with Disabilities in Emergency Preparedness

References

- ADA Title II Regulations, Nondiscrimination on the Basis of Disability in State and Local Government Services, U.S. Department of Justice, September 15, 2011
- Developing and Maintaining Emergency Operations Plans: Comprehensive Preparedness Guide (CPG) 101: Version 3.0 September 2021
- FEMA Manual 211-2-1: National Warning System (NAWAS) Operations, Version 2, July 2016
- FEMA REP Manual / NUREG 0654, December 2019
- Guidance on Planning for Integration of Functional Needs Support Services (FNSS) in General Population Shelters, November 2010
- NIMS, Third Edition, October 2017
- NRF, Fourth Edition, October 28, 2019
- U.S. Department of Commerce. (2020). QuickFacts Texas. Retrieved August 14, 2023, from United States Census Bureau: <https://www.census.gov/quickfacts/fact/dashboard/TX>

Overview

One of the most important functions of government is to protect its citizens, their property, and their way of life. In Texas, elected officials and the governor are responsible for meeting dangers to the state and its people presented by emergencies or disasters. The Culberson County Emergency Management Plan describes how this duty is discharged in response to emergency incidents and disasters.

Purpose

The purpose of the Culberson County Emergency Management Plan is to outline our approach to emergency operations and is applicable to Culberson County/Town of Van Horn. It provides general guidance for emergency management activities and an overview of our methods of mitigation, preparedness, response, and recovery. The plan describes our emergency response organization and assigns responsibilities for various emergency tasks. This plan is intended to provide a framework for more specific functional annexes that describe in more detail who does what, when, and how. This plan applies to all local officials, departments, and agencies. The primary audience for the document includes our chief elected official and other elected officials, the emergency management staff, department and agency heads and their senior staff members, leaders of local VOADs, and others who may participate in our mitigation, preparedness, response, and recovery efforts to include the whole community.

Scope

The Culberson County Emergency Management Plan is an all-hazards emergency operations plan that applies to emergencies and disasters within Culberson County/Town of Van Horn and secondary jurisdictions as listed in the table below.

City	County	DDC
Van Horn	Culberson	8

The Culberson County Emergency Management Plan describes the high-level responsibilities of Culberson County/Town of Van Horn agencies and partners who have responsibilities within this plan and within the scope of mitigation, preparedness, response, and recovery.

Because Texas is committed to a whole-community preparedness approach, the Culberson County Emergency Management Plan and those involved in emergency preparedness planning strive to meet the needs of all residents (or constituents), including people with access and functional needs.

The Culberson County Emergency Management Plan is intended to provide guidance and is not prescriptive or comprehensive. Readers should use judgment and discretion to determine the most appropriate actions at the time of an incident.

Plan Organization

There are two parts to the Culberson County Emergency Management Plan:

- Basic Plan
- Emergency Support Function Annexes

Optional Parts to the Basic Plan:

- Support Annexes
- Hazard Annexes
- Local Hazard Mitigation Plan

The Basic Plan is designed to integrate with other agency or entity plans and annexes.

Component	Description
Basic Plan	Describes the Culberson County/Town of Van Horn’s emergency management organization and a system of coordination.
Emergency Support Function (ESF) Annexes	Outline the objectives, policies, concepts of operations and responsibilities of Culberson County/Town of Van Horn agencies relative to unique functional activities before, during and after disaster. These annexes may be augmented by other supporting plans.
Functional Annexes	Describe the policies, processes, roles and responsibilities of various partners-- government officials, departments and agencies, private sector elements and nonprofit organizations--before, during and after emergencies.
Support Annexes	Describe essential supporting aspects that are common to all incidents and serve as the primary mechanism for providing assistance at the operational level. Other supporting plans may enhance these emergency support functions.
Hazard- Specific Annexes	Address how Culberson County/Town of Van Horn responds to specific types of incidents and may be referenced by other annexes. Hazard annexes may be augmented by other supporting plans.
Local Hazard Mitigation Plan	Establish a framework for the jurisdiction to conduct an effective, coordinated mitigation program to prevent catastrophic impacts to people and property from natural hazards.

State and Local Alignment

The Basic Plan complies with Homeland Security Presidential Directive 5 (HSPD-5) “Management of Domestic Incidents,” Presidential Policy Directive 8 (PPD-8) “National Preparedness,” the National Response Framework (NRF) and Executive Order RP 40, which mandates the adoption of the National Incident Management System (NIMS) as the “declared state standard for incident management.” The Basic Plan provides an all-hazards emergency planning framework that is informed by the State of Texas Emergency Operations Plans.

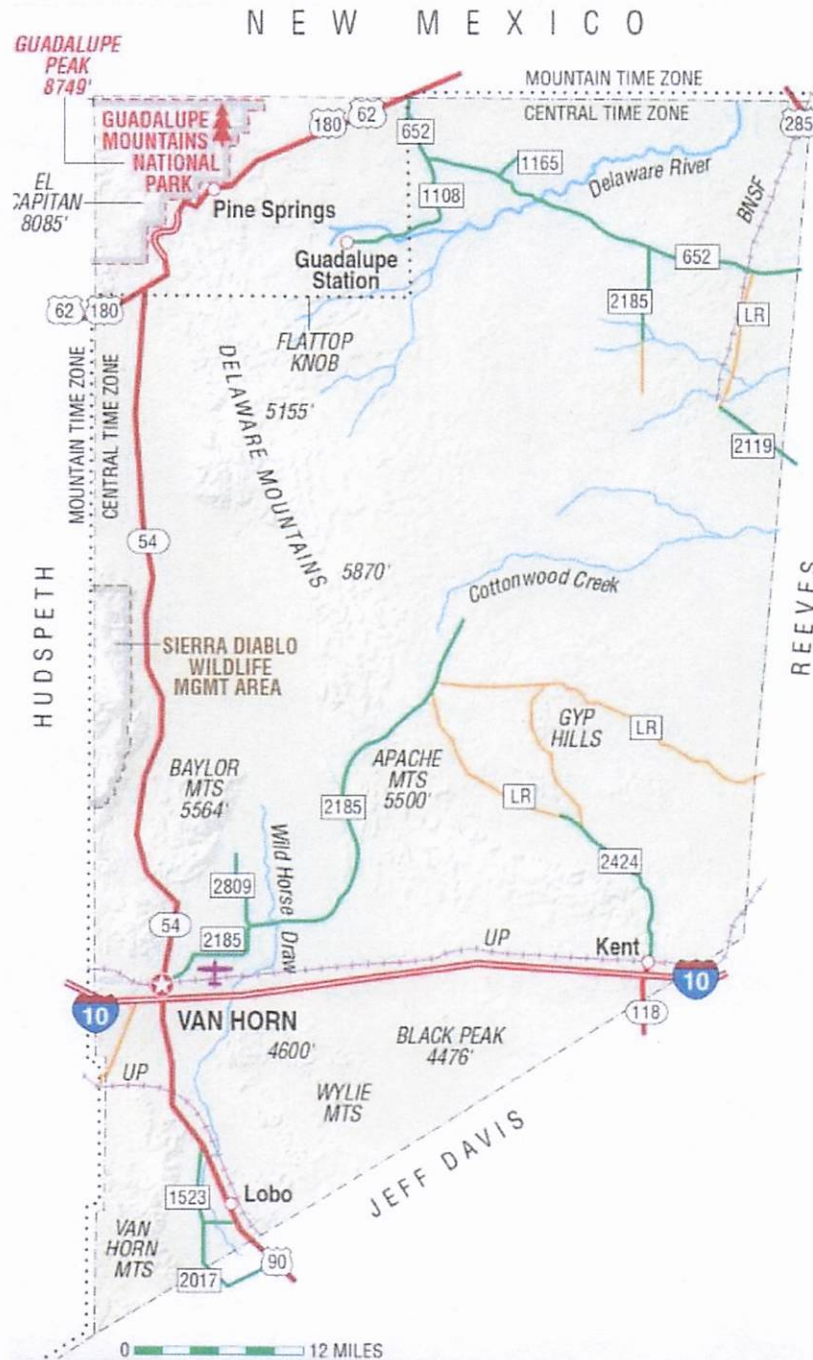
Situation

Population

Culberson County/Town of Van Horn has a population of 2,214 in 2024. This population figure is trending down. Culberson County/Town of Van Horn has an estimated Access and Functional Needs (AFN) population of 1,100.

Geography

Culberson County is in the Great State of Texas with a population of 2,125. The county is the 5th largest in the state with 3,812 square miles. The county seat is the Town of Van Horn and is the home to the Guadalupe Mountains National Park and Blue Origin. Culberson County is the crossroad of the Texas Mountain Trail. Culberson County has 41 miles of Interstate 10 from milepost 138 to milepost 179.



Hazard Analysis

Natural Hazards

Hazard Type	Likelihood of Occurrence	Estimated Impact on Public Health and Safety	Estimated Impact on Property
Drought	Highly Likely	Major	Moderate
Earthquake	Likely	Moderate	Moderate
Flash Flooding	Likely	Moderate	Major
Flooding (river or tidal)	Unlikely	Limited	Limited
Hurricane	Unlikely	Limited	Limited
Subsidence			
Tornado	Occasional	Moderate	Moderate
Wildfire	Highly Likely	Major	Major
Winter Storm	Likely	Moderate	Moderate

Technological Hazards

Hazard Type	Likelihood of Occurrence	Estimated Impact on Public Health and Safety	Estimated Impact on Property
Dam Failure	Occasional	Moderate	Moderate
Energy / Fuel Shortage	Occasional	Moderate	Moderate
Hazmat/Oil Spill (fixed site)	Occasional	Moderate	Moderate
Hazmat/Oil Spill (transport)	Occasional	Moderate	Moderate
Major Structure Fire	Unlikely	Limited	Limited
Nuclear Facility Incident	Unlikely	Limited	Limited
Water System Failure	Occasional	Limited	Limited

Human-Caused Hazards

Hazard Type	Likelihood of Occurrence	Estimated Impact on Public Health and Safety	Estimated Impact on Property
Civil Disorder	Unlikely	Limited	Limited
Enemy Military Attack	Unlikely	Limited	Limited
Terrorism	Unlikely	Limited	Limited

Planning Assumptions

In Texas, planning assumptions are considered to be information accepted by planners as being true, in the absence of facts, in order to provide a planning framework. Culberson County/Town of Van Horn planners have made the following assumptions in preparing the Basic Plan:

- Our jurisdiction will continue to be exposed to and subject to the impact of those hazards described above and as well as lesser hazards and others that may develop in the future.
- It is possible for a major disaster to occur at any time and at any place. In many cases dissemination of warning to the public and implementation of increased readiness measures may be possible. However, some emergency situations occur with little or no warning.
- Emergencies and disasters may result in one or more of the following:
 - Injury and/or loss of life.
 - Damage and destruction to public and private property.
 - Disruption of utilities (electric, gas, internet, telephone, and water) and daily life activities.
 - Displacement of persons and families
 - Disruption of local services (sanitation, emergency medical services, fire, and police).
 - Shortages of temporary and permanent housing.
 - Damage or destruction to public and private records.
 - Impacts on the environment.
 - Social and economic disruption.
- Outside assistance will be available in most emergency situations affecting our area of jurisdiction. Since it takes time to summon external aid, it is essential for us to be prepared to carry out the initial emergency response on an independent basis.
- Proper mitigation actions, such as floodplain management, and fire inspection, can prevent or reduce disaster related loss. Detailed emergency planning, training of emergency responders and other personnel, and conducting periodic emergency drills and exercises can improve our readiness to deal with emergency situations.

Concept of Operations

Emergency management activities in the state of Texas vary significantly in type, size and complexity. This section outlines the general concept of operations for the Culberson County/Town of Van Horn's planned response in support of the basic emergency response and initial recovery operations. The organization and responsibilities of stakeholders are found in the Organization and Assignment of Responsibilities section of this plan.

- Texas coordinates with local jurisdictions to manage mitigation grant programs that prevent or reduce catastrophic impacts to people and property from disasters and emergencies.
- Texas's initial response to disasters and emergencies starts with local jurisdictions working with city or county emergency management officials. Pursuant to Texas Government Code § 418.102, a local government must utilize its resources and the resources available through mutual aid agreements before requesting assistance from the state.
- If a jurisdiction's response resources are overwhelmed, imminently threatened, or are anticipating a resource need, assistance can be requested from the state. If the scope of the incident has expanded beyond the resource capabilities of the state, the State Operations Center may seek intrastate mutual aid, assistance from voluntary and private sector organizations, and/or federal aid.
- Local jurisdictions declare disasters and submit damage assessments to the state. The state coordinates and manages the damage assessment process with local and federal partners and prepares declarations from the governor. The state manages recovery grant programs to local jurisdictions affected by disasters and emergencies.

Objectives

The overall objectives of the Basic Plan are to:

- Prepare and protect all people covered by this plan against significant threats and hazards in a manner that allows vital interests and everyday activities to continue.
- Reduce the loss of life and property by lessening the impact of disasters.
- Respond quickly to save lives, protect property and the environment, and meet basic human needs after an incident.
- Assist communities recovering from an incident with continued stabilization of vital support systems and community restoration.

These objectives apply to all hazards and may be used to assist with any disaster requiring state-level emergency management response support.

Emergency Management Coordination

Coordination of emergency management activities typically take place in a couple of fixed structures, if not locations. The immediate incident is managed at the Incident Command Post (ICP), which may be established ad hoc, or may be a dedicated structure or unit.

In keeping with best practices, the presumptive Incident Commander is the first capable element on scene. Command may be transferred upon arrival of a higher ranked or better equipped element.

During an emergency, departments will retain administrative and policy control over their employees and equipment, though personnel and equipment will carry out mission assignments as directed by the IC.

Each department is responsible for maintaining their own procedures to be followed during such operations, which incorporate interagency procedures to facilitate coordinated effort.

The Emergency Operations Center (EOC) will have a location available on file and houses the parties responsible for emergency support functions, as well as entities that provide support for the both the ICP and the jurisdiction affected in preparedness, response, recovery, and mitigation as necessary.

The Culberson County/Town of Van Horn EOC may be activated by:

1. County/City Emergency Management Coordinator
2. Culberson County Judge
3. Town of Van Horn Mayor

The EOC serves as an information and intelligence hub. Situation awareness is coordinated through the entities within the EOC, and disseminated to the elements in the field, as well as to neighboring jurisdictions, to elected officials, liaisons to the State of Texas, and to the State Operations Center. As may be deduced, the EOC serves as a form of communication hub as well, though an EOC will not replace the function of a dedicated dispatch or similar communications office.

The major contribution of the EOC to incident management is in resource support. As first responders are stretched thin and gaps form, the EOC manages the flow of logistical support to ensure that elements on the ground have the personnel and equipment needed to function. In addition, the EOC must ensure that the jurisdiction is not paralyzed by any given incident and that resources exist for the jurisdiction beyond the incident site.

The EOC, in their function providing information and guidance regarding an emergency, may handle considerations for mass care activities per ESF 6 and evacuations.

In the event that the EOC is impacted by an incident, an alternate is established at a dissociated location on file. This alternate facility is tested and maintained in accordance with best practices and per local policy/ordinance/SOP.

The Culberson County/Town of Van Horn resource list is housed at Culberson County Records Center and available as needed. This list may or may not be added to this basic plan as an addendum.

Note that the state and its jurisdictions rely on the National Incident Management System (NIMS) in planning, training, exercising for, and responding to emergencies and disasters.

In Texas, the initial response to emergencies and disasters is conducted by local jurisdictions working with city or county emergency management officials. A local government is expected to use its own resources and the resources available to it through mutual aid agreements before requesting assistance from the state. However, early communication and coordination is encouraged when additional resources needs can be anticipated.

If a jurisdiction's response resources are overwhelmed, imminently threatened or a local jurisdiction is anticipating a resource need, the jurisdiction may request aid from its local Disaster District Committee (DDC). The DDC serves as clearinghouse for local emergency response support from state agencies and entities. The DDC, when it is activated, is also the liaison between the local jurisdictions and the State Operations Center (SOC).

Phases of Emergency Management

This plan addresses emergency actions that are conducted during all four phases of emergency management.

Mitigation

Mitigation activities are an integral part of the emergency management program. Mitigation is intended to eliminate hazards, reduce the probability of hazards causing an emergency situation, or lessen the consequences of unavoidable hazards. Mitigation should be a pre-disaster activity, although mitigation may also occur in the aftermath of an emergency situation with the intent of avoiding repetition of the situation. For more information about hazard mitigation program refer to the TDEM website.

Preparedness

Conduct preparedness activities to develop the response capabilities needed in the event of an emergency. The preparedness activities included in our emergency management program are:

- Providing emergency equipment and facilities.
- Emergency planning, including maintaining this plan, its ESFs, and appropriate SOPs.
- Conducting or arranging appropriate training for emergency responders, emergency management personnel, other local officials, and volunteer groups who assist us during emergencies.
- Conducting periodic drills and exercises to test plans and training.

Response

Responding to emergency situations effectively and efficiently requires planning and coordination. Response operations are intended to resolve an emergency situation while reducing the loss of life and property and protecting the environment. Response activities include warning, emergency medical services, firefighting, law enforcement operations, evacuation, shelter and mass care, emergency public information, search, and rescue, as well as other associated response functions.

Recovery

Recovery operations involves both short-term and long-term efforts. Short-term operations seek to restore vital services to the community and provide for the basic needs of the public. Long-term recovery focuses on restoring the community to its normal state. The federal government, pursuant to the Stafford Act, provides the vast majority of disaster recovery assistance. The recovery process includes assistance to individuals, businesses, and to government and other public institutions. Examples of recovery programs include temporary housing, restoration of government services, debris removal, restoration of utilities, disaster mental health services, and reconstruction of damaged roads and bridges. Our recovery program is outlined in ESF 16, Recovery. Refer to ESF 6, Mass Care, for additional details about mass care related recovery operations.

Organization and Assignment of Responsibilities

This section describes the organization and responsibilities of stakeholders with key capabilities during emergency management preparedness, response, and initial recovery.

Emergency Management Directors and Coordinators

In Texas, mayors and county judges serve as emergency management directors and bear the responsibility for maintaining an emergency management program within their jurisdictions (Texas Government Code § 418.1015). A mayor or county judge may appoint an emergency management coordinator to help discharge these duties.

The mayor or county judge may declare a local disaster, when there is an immediate threat, without the consent of either the city council or county commissioners, respectively. However, the declaration may last no longer than seven days unless continued by the city council or county commissioners.

The presiding officer of each political subdivision of the state shall notify the Texas Division of Emergency Management of the manner in which the political subdivision is providing or securing an emergency management program and the person designated to head that program (Texas Government Code § 418.101 (a)). Any chief elected official of a municipal corporation that has a desire to create, and the capability to implement, a local emergency management program may develop and administer a program for their jurisdiction. Any municipal corporation that creates and implements a local emergency management program shall notify the Texas Division of Emergency Management of such a program (Texas Government Code § 418.103).

Each local or interjurisdictional emergency management agency shall prepare and keep current an emergency management plan for its area providing for disaster mitigation, preparedness, response, and recovery that provides for economic stabilization methods and security measures. The local or interjurisdictional emergency management agency shall prepare and distribute a clear and complete statement of the responsibilities of all local agencies and officials, and of the disaster channels of assistance, to all appropriate officials. (Texas Government Code § 418.106).

In responding to emergencies and disasters, a local government is expected to use its own resources and the resources available to it through mutual aid agreements before requesting assistance from the state. If local and mutual aid resources are exceeded, the local government may request assistance from the state (Texas Government Code §418.102).

Disaster Districts and Disaster District Committees

Per Texas Government Code § 418.113, the state is divided into 24 disaster districts to engage in homeland security preparedness and response activities. The boundaries of the disaster districts must coincide with the geographic boundaries of the state planning regions established by the governor under Local Government Code § 391. A disaster district committee is established for each disaster district and is composed of local representatives of the state agencies, boards, and commissions and organized volunteer groups with representation on the Texas Emergency Management Council. Each disaster district committee must coordinate with political subdivisions within the disaster district to ensure that state and federal emergency assets are made available as needed to provide the most efficient and effective response possible.

Voluntary and Private Sector Organizations

The following is a description of various volunteer and private sector organizations that play a vital role in Texas emergency management.

Councils of Governments

Councils of governments are political subdivisions (Local Government Code § 391.003(c)) of the state that were organized to guide unified development and improve efficiency within regions. Texas has 24 councils of governments that represent all 254 counties. These councils of government are made up of counties, cities, school districts, and special districts, and are authorized to conduct regional planning, assist local governments in implementing plans and solving governmental problems, and contract with local, state, and federal governments and other public and private agencies to provide community services. Councils of governments also serve as intermediaries among federal, state, and local governments while reviewing applications for federal and state grants-in-aid and solid waste permits (Local Government Code § 391). Councils of government assist with communications coordination and personnel surge planning during disasters and emergencies (Government Code § 418.051)(Government Code § 418.1882). The Texas Association of Regional Councils is a statewide association that provides councils of governments a mechanism for exchanging information and ideas, educates other governmental entities and public and private organizations, educates the public

about the services and functions of regional councils, and represents the councils when addressing state or federal agencies and legislative bodies.

Regional Advisory Councils

Regional advisory councils are the administrative bodies responsible for trauma system oversight within the bounds of a given trauma service area in Texas (Health and Safety Code § 773). Each of the 22 regional advisory councils is tasked with developing, implementing, and monitoring a Regional Emergency Medical Service Trauma System plan. Regional advisory council stakeholders are comprised of healthcare entities and other concerned citizens with an interest in improving and organizing trauma care. The common objective of each regional advisory council is to reduce the incidence of trauma through education, data collection, data analysis, and performance improvement. Regional advisory councils assist with communications coordination and personnel surge planning during disasters and emergencies (Government Code § 418.051) (Government Code § 418.1882). To ensure seamless coordination of regional advisory councils' resources being utilized by the state of Texas during an event, the chair of the Texas Emergency Management Council may direct regional advisory council resources during disasters and emergencies.

Texas Citizens Corps

Texas Citizens Corps is an association of the following five independent but relate organizations that focus on readiness and response among Texas' communities:

- **Community Emergency Response Teams (CERT):** Educates citizens in disaster readiness and prepares them to assist their communities in the aftermath of a disaster.
- **Fire Corps:** Assists resource-constrained fire departments with safety outreach, youth programs and administrative support. Educates citizens in disaster readiness and prepares them to assist their communities in the aftermath of a disaster.
- **National Neighborhood Watch Program:** Works to unite law enforcement agencies, private organizations, and individual citizens to help make communities safer.
- **Volunteers in Police Service (VIPS):** Helps local law enforcement to use volunteers more effectively.
- **Medical Reserve Corps (MRC):** Works in coordination with existing local emergency response programs and supplements existing community public health initiatives.

Voluntary Organizations Active in Disasters

Voluntary Organizations Active in Disasters (VOADs) are an important piece of Texas' emergency response plan. These organizations have the personnel and expertise to augment the state's capabilities or provide capabilities that the state does not have. Culberson County/Town of Van Horn works closely with the following volunteer/community organizations to provide additional support during an incident:

- American Red Cross

Business and Industry Partnerships

Business and industry partners play a key role before, during and after disasters. Texas businesses are involved in emergencies because large portions of Texas' infrastructure are privately owned. In addition, large amounts of the hazardous materials moved within, or through, Texas, are handled by private industry. Business and industry partners must observe standards for the protection of critical infrastructure and develop individual continuity of operations plans. During disasters, many businesses may also work with the state and with VOADs to provide resources during incident response and recovery.

Federal Emergency Management Agency Region 6

When the state requires a resource or capability, the Texas Division of Emergency Management may request assistance from the Federal Emergency Management Agency Region 6 office, located in Denton, Texas.

Readiness Levels

Many emergencies follow some recognizable build-up period, which allows for a similarly gradual increase in Culberson County/Town of Van Horn's state of readiness. We utilize a 4-tier system. Readiness levels are determined by the Chief Elected Official or, in some circumstances, by the EMC. General actions taken at each level may be outlined herein or in the ESFs, while specific actions will be detailed in agency SOPs or general manuals.

The following Readiness Levels will be used to measure our alert posture:

Level 4: Normal Conditions

Incidents occur and officials are notified. One or more department agencies respond to handle the incident. An ICP may or may not be established. Limited assistance may be requested from other jurisdictions.

Normal operations of government are not impacted.

Level 3: Increased Readiness

A situation that presents a greater potential threat than "Normal Conditions" but poses no immediate threat to life and/or property. Increased readiness actions may be appropriate when the situations similar to the following occur:

1. **Tropical Weather:** A tropical weather system has developed that may impact the local area. Readiness actions may include regular monitoring, a review of applicable plans and resource status, determining staff availability and placing personnel on standby.
2. **Tornado Watch:** There is a possibility that tornadoes may form. Readiness Actions may include situation monitoring and placing certain staff on alert.
3. **Flash Flood Watch:** Flash Flooding is possible due to heavy rains or anticipated heavy rains. Readiness actions may include increased situation monitoring, reconnaissance of areas susceptible to flood, and putting out signage.
4. **Wildfire Threat:** The conditions exist for wildfire. Readiness actions may include pre-positioning resources at at-risk areas, arranging for water tanker support, conducting aerial surveillance, and issuing burn bans.
5. **Mass Gathering:** A mass gathering may be taking place with the potential to become disruptive or dangerous. Readiness actions may include reviewing security procedures, traffic control SOP, fire protection and first aid planning and determining additional requirements.

Declaration of Level 3 will generally require the initiation of the "Increased Readiness" activities defined in each ESF as applicable.

Level 2: High Readiness

A situation with a significant potential and probability of causing loss of life and/or property exists. This condition normally requires some degree of warning to the public, if possible. Actions could be triggered by severe weather warnings issued by the National Weather Service such as:

1. **Tropical Weather Threat:** A tropical system may impact the area within 72 hours. Readiness actions may include continuous storm monitoring, identifying worst case decision points, increased preparedness of personnel and equipment, updating evacuation checklists, verifying evacuation route status, and providing the public information for techniques to protect homes and businesses on the evacuation routes.
2. **Tornado Warning:** Issued when a tornado has actually been sighted in the vicinity or indicated by radio and may strike in the local area. Readiness actions may include activating the EOC, continuous situation monitoring, and notifying the public.

3. **Flash Flood Warning:** Issued to alert persons that flash flooding is imminent or occurring in specific areas, and that immediate actions should be undertaken. Readiness Actions may include notifying the public about the warning, evacuating low lying areas, opening shelters to house evacuees, and continuous situation monitoring.
4. **Mass Gathering:** Civil disorder is occurring with large-scale localized violence or is imminent. Readiness actions may include increased law enforcement presence, putting hospitals and fire departments on alert, and continuous situation monitoring.

Declaration of a Level 2 will generally require the initiation of the "High Readiness" activities identified in each ESF as applicable.

Level 1: Maximum Readiness

A situation exists wherein hazardous conditions are imminent. This condition denotes a greater sense of danger than associated with "Increased" or "High Readiness" events. Actions could also be generated by severe weather warning information issued by the National Weather Service combined with factors making the event more imminent or dire.

1. **Tropical Weather Threat:** The evacuation decision period is nearing for an approaching system that may impact the local area. Readiness actions may include continuous situation monitoring, full activation of the EOC, recommending precautionary actions for special facilities, placing emergency personnel and equipment into position for emergency operations, and preparing public transportation resources for evacuation support.
2. **Tornado Warning:** Tornado[es] has been sighted close to a populated area or approaching such. Readiness actions may include taking immediate shelter and placing Damage Assessment teams on standby.
3. **Flash Flood Warning:** Flooding is occurring or imminent. Readiness actions may include evacuation, rescue team alerting, sheltering evacuees and other displaced persons, and continuous monitoring.
4. **Mass Gathering:** Civil Disorder is about to erupt into large scale and widespread violence. Readiness actions may include having all EMS units on standby, all law enforcement present and active, notification to the DDC that assistance may be needed and to keep them apprised, and continuous monitoring.

Declaration of a "Level 1" will generally require the initiation of the "Maximum Readiness" activities identified in each ESF as applicable.

Communication and Information

To ensure effective communication and intelligence flow, emergency response agencies at all levels must establish communications systems and protocols to organize, integrate and coordinate intelligence among the affected agencies.

Communication

Each federal, state, and local jurisdiction or agency is responsible for developing its own methods of communications. This includes policies for the provision of alerts and warnings, as well as providing information to the media and public.

In Texas, state-level communications support is provided through coordination among multiple entities and the use of a wide range of resources. For more information, see the Texas Communications Annex (ESF 2).

Public Information

Public information activities are coordinated through a Virtual Joint Information System (VJIS). The VJIS provides the mechanism for integrating public information activities among public information representatives, across jurisdictions, and with private-sector and non-governmental organizations. For more information, see the Texas Public Information Annex (ESF 15).

Alert and Warning

Texas has a state warning system composed of three types of facilities to conduct warning operations: State Warning Point (SWP), Area Warning Centers (AWC), and Local Warning Points (LWP). The facility for the LWP is Culberson County PSAP. In addition to these, FEMA operates the Integrated Public Alert and Warning System (IPAWS). The SWP is located in the State Operations Center in Austin. The facility is operated 24-hours a day by Texas Division of Emergency Management personnel and is equipped with a variety of primary, alternate, and redundant telecommunications systems. The facility receives warning information and incident reports from a variety of sources to include federal, state agencies and local entities, as well as commercial transportation, utility, and petrochemical companies. For more information, see the Texas Warning Support Annex.

Administration, Finance, and Logistics

It is incumbent upon the Culberson County/Town of Van Horn’s agencies and partners to document and audit the flow of resources and personnel, as well as maintain standard operating procedures or general manuals that support and complement emergency functions that may arise during an emergency.

Culberson County/Town of Van Horn maintains a line of succession documentation within its component agencies’ SOPs. Parties responsible for ESFs will have a line of succession drawn up for the primary responsible party attached within each ESF.

The line of succession for our key personnel is as follows:

Key Position Title	Primary Successor	Secondary Successor	Tertiary Successor
County Judge	Carlos Urias	EMC Cody Davis	Senior Commissioner
City Mayor	Duane Corrales	Michael Garibay	EMC Cody Davis
Emergency Management Coordinator	Cody Davis	Marcial Gonzalez	Anjelica Perez

Agreements and Contracts

Should local resources prove to be inadequate during an emergency, requests will be made for assistance from other local jurisdictions, other agencies, and industry in accordance with existing mutual-aid agreements and contracts and those agreements and contracts concluded during the emergency. Such assistance may include equipment, supplies, or personnel. All agreements will be entered into by authorized officials and should be in writing wherever possible. Agreements and contracts should identify the local officials authorized to request assistance pursuant to those documents.

In an effort to facilitate assistance pursuant to mutual aid agreements, our available resources are identified and are located/summarized at Culberson County Records Center.

Reports

If we are responsible for a release of hazardous materials of a type or quantity that must be reported to state and federal agencies, the department or agency responsible for the spill shall make the required report. See ESF 10, Oil Spill and Hazardous Materials Response, for more information. If the party for a reportable spill cannot be located, the Incident Commander shall ensure that the required reports are made.

An initial emergency report should be prepared and transmitted by the EOC when an on-going emergency incident appears likely to worsen and we may need assistance from peer governments or the State. A format for the construction for such a report can be obtained through the Texas Division of Emergency Management. The agency/official responsible for the initial report shall be designated as Culberson County Office of Emergency Management.

Situation reports should be prepared and distributed daily by the EOC during disasters or major emergencies. A format for the construction for such a report can be obtained through the Texas Division of Emergency Management. The agency responsible for the development and distribution of the situation report shall be designated as Culberson County Office of Emergency Management.

As soon as possible, all local jurisdictions should begin gathering initial damage estimates. These figures need not be exact but are necessary to complete the Disaster Summary Outline (DSO) as a basis for obtaining a Presidential Disaster Declaration. Event-specific DSO pin numbers are provided through District Coordinators, or the SOC. DSOs should be re-submitted as costs change or are better estimated.

Other reports will be addressed in appendices or attachments as needed.

Records

Culberson County/Town of Van Horn is responsible for establishing administrative controls necessary to manage the expenditure of funds and to provide reasonable accountability and justification for expenditures made to support emergency operations. This shall be done in accordance with the established local fiscal policies and standard costs accounting procedures.

The ICP and EOC shall maintain accurate logs recording key response activities. These may include, but are not limited to:

1. Activation or deactivation of emergency facilities
2. Emergency notifications to other local governments and to state and federal agencies
3. Significant changes to the emergent situation
4. Major commitments of resources or requests for additional resources from external sources
5. Issuance of protective action recommendations to the public
6. Evacuations
7. Casualties
8. Containment or termination of the incident

All departments and agencies shall maintain records summarizing the use of personnel, equipment, and supplies during the response as compared to day-to-day incidents to obtain an estimate of annual emergency response costs that can be used in preparing future department or agency budgets.

For major emergencies or disasters all departments and agencies participating in the emergency response shall maintain detailed costs for emergency operations, to include:

1. Personnel costs, especially overtime
2. Equipment operations costs
3. Costs for leased or rented equipment.
4. Costs for contract services to support emergency operations.
5. Costs of specialized supplies expended for emergency operations

These records may be used to recover costs from the responsible party or insurers or as a basis for requesting financial assistance for certain allowable response and recovery costs from the state and/or federal government.

In order to continue normal governmental operations following an emergency situation or disaster, vital records must be protected. These include legal documents as well as property and tax records. The principle causes to damage to such are fire and water, therefore these essential records must be protected accordingly. Each agency responsible for a given ESF will include protection of vital records within its SOP.

Should these records suffer damage, Culberson County/Town of Van Horn will seek professional assistance to preserve and restore them.

Training

It will be the responsibility of each Emergency Management Coordinator and / or EMC to ensure that agency personnel are, in accordance with NIMS, at the level of training, credentialing, fitness, and/or capability required for any positions they are tasked to fill.

Consumer Protection

Consumer complaints regarding alleged illegal business practices often occur in the aftermath of disaster. Such complaints will be referred to Culberson County Attorney's Office who will pass such complaints to the Consumer Protection Division of the Office of the Attorney General.

Post Incident and Exercise Review

The County Judge and / or EMC is responsible for organizing and conducting a critique following the conclusion of a significant emergency event/incident or exercise. The After-Action Report will entail both written and verbal input from all appropriate participants. An Improvement Plan will be developed based on the deficiencies identified and an individual, department, or agency will be assigned responsibility for correcting the deficiency and a due date shall be established for that action.

Disaster Assistance Requests

The governor is granted the authority, by [Tex. Gov. Code Ch. 418](#), to declare a state-level disaster. The presiding officer of the governing body of an incorporated city or a county or the chief administrative officer of a joint board is designated as the emergency management director for the officer's political subdivision and serves as the Governor's designated agent in the administration and supervision of duties under Chapter 418 ([Tex. Gov. Code §418.1015](#)). A local emergency management director may exercise the powers granted to the governor under this chapter on an appropriate local scale and may declare a local state of disaster.

Local Disaster Declaration

The chief elected official of a jurisdiction may declare a local state of disaster for the following reasons:

- To exercise extraordinary powers
- To activate preparedness, response and recovery aspects of any and all applicable local emergency management plans
- To provide additional liability protection to government agencies and special or volunteer emergency workers
- To formally request general assistance from the state and federal governments

According to [Tex. Gov. Code Ch. 418](#), a declaration of local disaster may not be continued or renewed for a period of more than seven days except with the consent of the governing body of the political subdivision.

1. The chief elected official is responsible for approving and promulgating this plan.
2. The chief elected official shall determine the distribution of this plan.
 1. The actual distribution list should be attached to this plan as an attachment.
3. The basic plan should have a schedule for review.
 1. The EMC may establish this schedule
4. This plan must be updated every five years, and updated in the record of changes
5. An organization chart for the emergency management structure should be attached
6. An organization chart for the incident command structure should be attached
7. A cross-walk for ESFs and responsible entities should be attached
8. A page of ESF assignments should be attached.
9. The agreements and contracts noted above should be attached.

10. Reference material regarding NIMS should be attached.

Disaster Summary Outline

As soon as possible, all local jurisdictions should begin gathering initial damage estimates. These figures need not be exact initially but are necessary to complete the disaster summary outline as a basis for obtaining a presidential disaster declaration. Event-specific disaster summary outline pin numbers are provided through disaster district chiefs or the State Operations Center. Disaster summary outlines should be resubmitted as costs change or are better estimated.

Logistics

Mutual Aid

The Texas Statewide Mutual Aid System was established to provide integrated statewide mutual aid response capabilities between local government entities that did not have written mutual aid agreements.

Texas is a member of EMAC, a congressionally ratified organization that provides procedures for rendering emergency assistance between states. After a state of emergency declaration, Texas can request and receive reimbursable assistance through EMAC from other member states. For more information, see the Texas Emergency Management Annex (ESF-5).

Resource Requests

State of Texas Assistance Requests (STARs) connect first responders in affected areas to personnel working in the SOC. During SOC activations, requests from local jurisdictions are identified, routed, authorized and fulfilled via the Web-Based Emergency Operations Center's (WebEOC) STAR process. For more information, see the Texas Emergency Management Annex (ESF-5).

Plan Development and Maintenance

This section describes the process by which this document is maintained and updated.

Development

The County EMC is responsible for approving and promulgating this plan.

Relationship to Other Plans

The Local Emergency Management Basic Plan aligns vertically with state and federal emergency operations plans. The plan describes emergency management coordination between local, state, and federal government during a disaster. It outlines how the local jurisdiction will support requests for assistance from local jurisdictions.

Distribution of Planning Documents

The County Judge/EMC shall determine the distribution of this plan and its ESFs. In general, copies of plans and ESFs should be distributed to those individuals, departments, agencies, and organizations tasked in this document. Copies should be set aside for the EOC and other emergency facilities, as well.

This plan includes a list (Attachment 1) that indicates who receives copies of this plan and the ESFs. In general, those who receive an ESF should receive this plan, as this plan outlines basic operations concepts and our emergency management organization.

Review

This plan and ESFs shall be reviewed annually by

- County EMC
- County Judge
- City Mayor
- City EMC

The County Judge/EMC will establish a schedule for this annual review.

Training, Exercise and After-Action Reports

The plan is exercised annually to provide practical, controlled, and operational experience to those who have responsibilities for emergency management and response. This requirement is applicable to the State Operations Center (SOC) and each Disaster District Emergency Operations Center (DDEOC). Following the conclusion of any significant disaster, incident or exercise, the lead agency's representatives will conduct an after-action review of, and prepare an after-action report/improvement plan (AAR/IP) on, the group's activities during the disaster, incident or exercise. Support agencies provide written or oral input, and the lead agency representative consolidates all inputs into a finalized written AAR/IP and submits the report to the TDEM Exercise Unit.

Update

This plan is to be updated based upon deficiencies identified during actual or simulated situations or emergencies and when changes in threat hazards, resources, capabilities, or government structure occur.

This plan must be revised or updated by formal change at least every five years. Responsibility for revising or updating this plan is assigned to County Judge Carlos G. Urias. Responsibility for revising or updating the plan or ESFs is outlined in the Section titled Assignment of Responsibilities. For details on the methods of updating planning documents, refer to the Comprehensive Planning Guide or to the Texas Division of Emergency Management.

Revised documents will be provided to all entities tasked in those documents.

Section 418 of the Government Code provides that TDEM shall periodically review local emergency management plans. The process for submitting new or updated planning documents is maintained by TDEM. The Judge Carlos G. Urias is responsible for submitting copies of planning documents to our local Disaster Coordinator or to TDEM directly.

Plan Maintenance

EOPs are dynamic and ever evolving. As a result, EOPs should be maintained by reviewing plans annually, after real-world incidents, and exercises.

Appendix 1: Distribution Lists

Jurisdiction/Agency	# of Digital Copies	# of Hard Copies
Emergency Operations Center	1	1
Culberson County Judge	1	1
Town of Van Horn Mayor	1	1
Town of Van Horn City Manager	1	1
Each County Commissioner	1	0
County EMC	1	1
City EMC	1	1
County Judge Assistant	1	0
Culberson County Sheriff	1	1
CCAISD Police Chief	1	1
Each Constable	1	0
Van Horn Vol. Fire Department	1	1
Culberson County Health Officer	1	0
Culberson County Tax Assessor	1	0
Culberson County Treasurer	1	1
Culberson County Engineer	1	0
Town of Van Horn Utilities	1	1
West Texas Gas	1	1
Culberson County Attorney	1	0
Each Culberson County Justice of the Peace	1	0
RACES Officer	1	0

Culberson County Hospital District	1	0
Culberson Hospital	1	1
CCAISD Transportation	1	1
Culberson County Allamoore ISD	1	1
Culberson County LEPC	1	0
American Red Cross	1	0
The Salvation Army	1	0
Texas Division of Emergency Management District Chief DDC 8	1	0
Texas Division of Emergency Management Culberson CLO	1	0

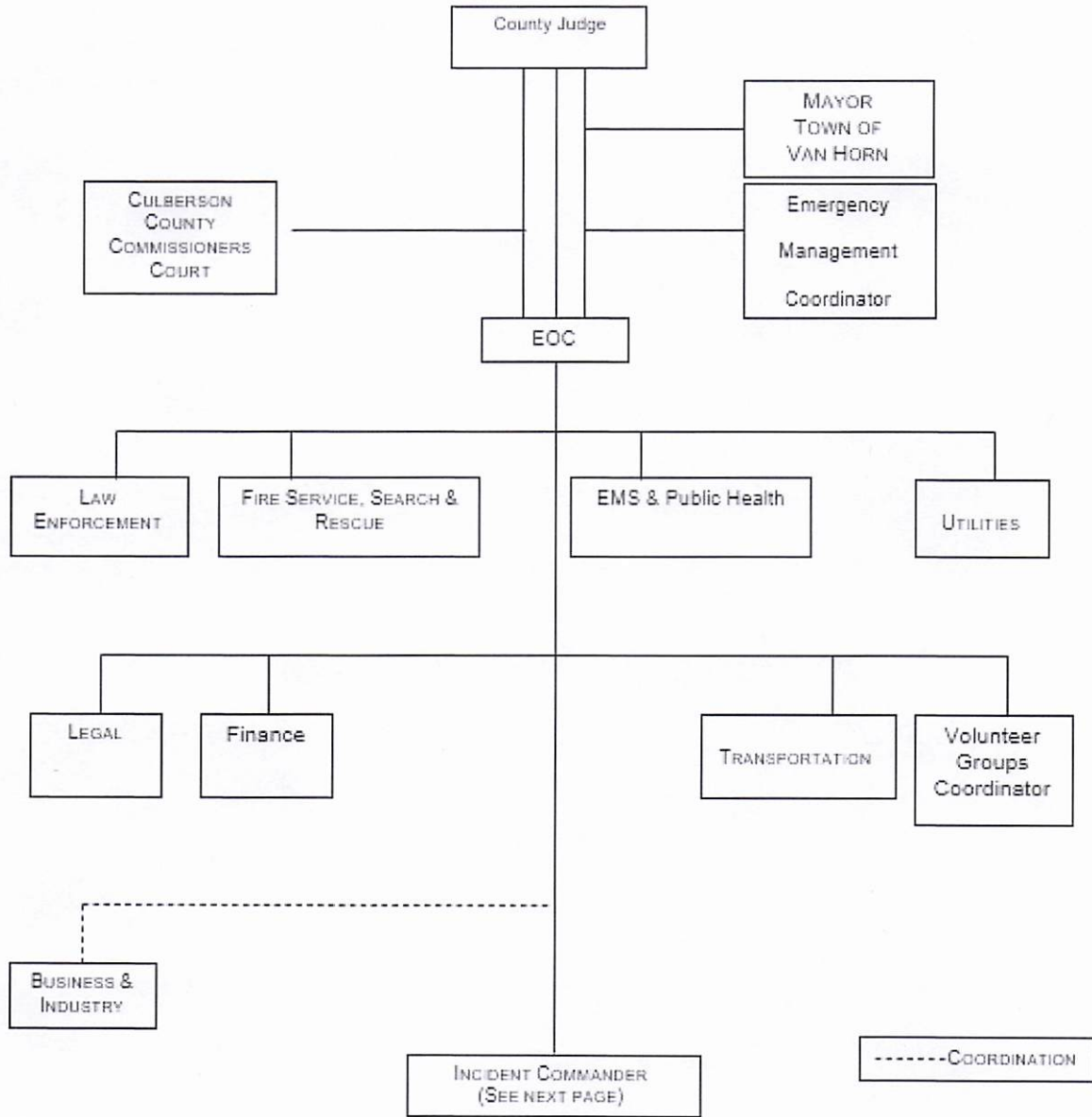
Appendix 2: References

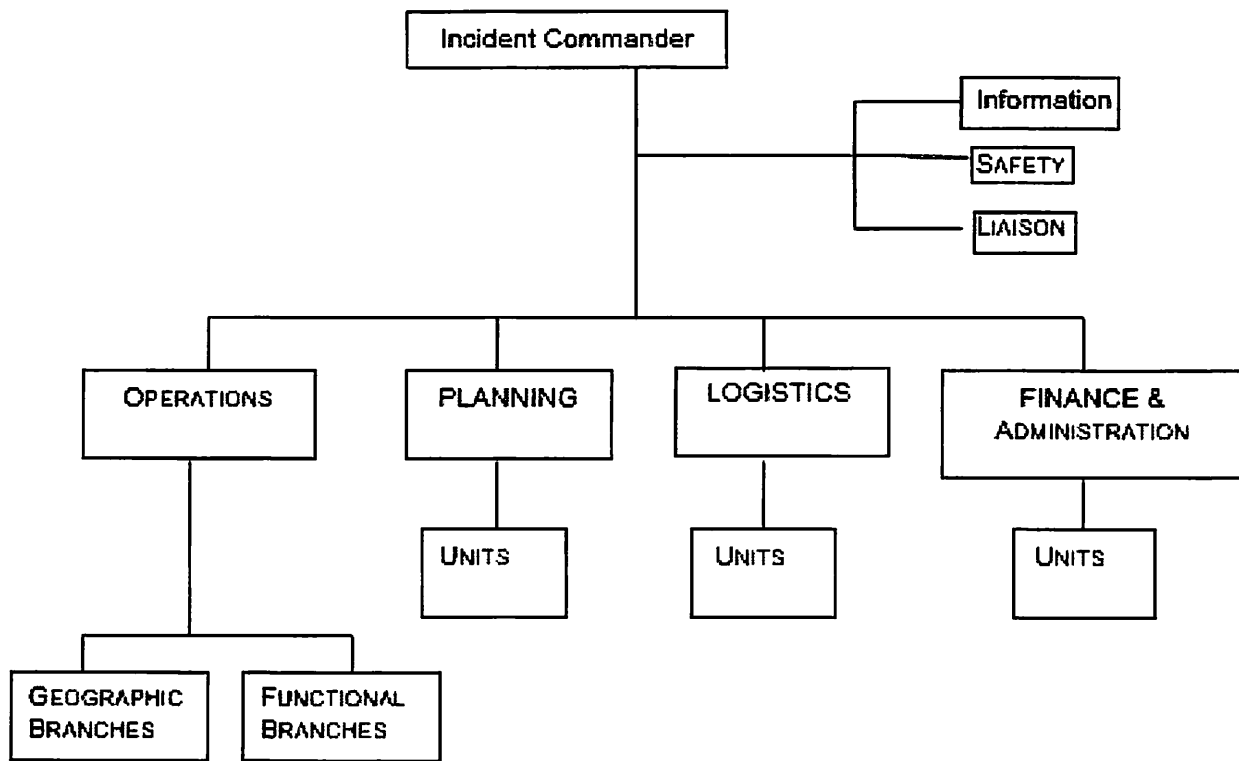
US Department of Homeland Security, National Response Framework

FEMA, Comprehensive Planning Guide 101

Appendix 3: Organization Chart for Emergencies

[Organization for Culberson Emergency Management Page 1 \(1\).docx](#)





Appendix 4: ESF Responsibilities

	Transportation (ESF 1)	Communication (ESF 2)	Public Works (ESF 3)	Firefighting (ESF 4)	Emergency Management (ESF 5)	Mass Care (ESF 6)	Logistics (ESF 7)	Public Health and Medical Services (ESF 8)	Search and Rescue (ESF 9)	Oil and Haz Mat Response (ESF 10)	Agriculture and Natural Resources (ESF 11)	Energy (ESF 12)	Public Safety and Security (ESF 13)	Recovery (ESF 14)	Public Information (ESF 15)
County Judge/Mayor	Support	Support	Support	Support	Support	Support	Support	Support	Support	Support	Support	Support	Support	Support	Support
EMC	Support	Support	Support	Support	Primary	Support	Support	Support	Support	Primary	Support	Support	Support	Support	Support
Law Enforcement	Support	Primary	Support	Support	Support	Support	Support	Support	Support	Support	Support	Support	Primary	Support	Primary
Fire Service	Support	Support	Support	Primary	Support	Support	Support		Primary	Primary			Support	Primary	Support
Public Works	Support	Support	Primary	Support	Support	Support						Support			
Utilities	Support	Support	Support									Primary			
Health & Medical Services	Support	Support	Support			Support		Primary	Support	Support					
Transportation/ISD	Primary	Support	Support	Support		Support			Support						
Tax Assessor/Finance Director	Support	Support	Support											Primary	
City/County	Support						Primary								

Appendix 5: ESF Assignments

Emergency Support Function	Responsible Entity
1 Transportation	Transportation Officer
2 Communications	County EMC
3 Public Works	Public Works Office
4 Firefighting	Volunteer Fire Department
5 Emergency Management	EMC
6 Mass Care	Shelter Officer
7 Logistics	Resource Coordinator
8 Public Health and Medical Services	County Health Authority
9 Search and Rescue	See ESF 4
10 Oil and Hazardous Materials Response	Volunteer Fire Department/EMC
11 Agriculture and Natural Resources	County Agriculture
12 Energy	Utility Coordinator
13 Public Safety and Security	County Sheriff
14 Private Sector Coordination	N/A
15 Public Information	County EMC
16 Recovery	City Finance Director/County Auditor

Appendix 6: Inter-Jurisdictional Personnel and Agencies Table

Jurisdiction	Person responsible for Emergency Management	Jurisdiction's Emergency Management Entity	Jurisdiction's Primary Legal Authority	Jurisdiction's Financial Office	Lead Entity for Damage Assessment	Lead Entity for Habitability Assessments	Chief Elected Official	Chief Elected Official Title	Primary Police Department / Sheriff's Office	Police Chief / Sheriff Title	Emergency Manager Department
Culberson Co	County Judge/EMC	CC/TVH OEM	County Judge	County Treasure	CC/TVH OEM	CC/TVH OEM	Carlos G. Urias	County Judge	Culberson County Sheriff's Office	Oscar Carrillo, Sheriff	CC/TVH OEM
Town of Van Horn	City Mayor/EMC		Mayor	TVH Financial Officer		TVH Code Enforcement	Duane "Toto" Corrales	Mayor			

Inter-Jurisdictional People and Agencies Continued

Jurisdiction	Fire Department Name	Fire Chief Title	Public Works Department Name	Public Works Chief Title	Sanitation / Wastewater Office Name	Utility Department Name	Public Health Authority Name	Chief Public Health Officer Title	School District Name	Designated Transportation Officer Name	Director of Utilities
Culberson Co	Van Horn Vol. Fire Department	Lyndon McDonald, Fire Chief	County Road & Bridge	Domingo Corrales, Director	County Road & Bridge	Domingo Corrales, Director	Public Health Region 9/10	Dr. David Cummings	Culberson County Alamoore ISD	Marcial Gonzalez, Mantanance/ Transportation Director	Domingo Corrales, Director
Town of Van Horn			TVH Public Works	Jonny Garcia, Director	TVH Public Works	Jonny Garcia, Director					Jonny Garcia, Director

Summary of Agreements and Contracts

Published by the Texas Division of Emergency Management, Preparedness Section.