

CITY OF SAN ANTONIO  
EMERGENCY MANAGEMENT – BASIC PLAN

**City of San Antonio**

**Emergency Management Office**

**EMERGENCY MANAGEMENT**

**BASIC PLAN**

**City of San Antonio, Texas**

**September 2006**

CITY OF SAN ANTONIO  
EMERGENCY MANAGEMENT – BASIC PLAN  
**APPROVAL AND IMPLEMENTATION**

**The City of San Antonio, Texas**

**EMERGENCY MANAGEMENT BASIC PLAN**

This Emergency Management Basic Plan is hereby approved. This plan is effective immediately and supercedes all previous editions.

\_\_\_\_\_  
Phil Hardberger, Mayor

\_\_\_\_\_  
Date

\_\_\_\_\_  
Sheryl Sculley, City Manager

\_\_\_\_\_  
Date

\_\_\_\_\_  
Nim Kidd, District Fire Chief  
City Emergency Management Coordinator

\_\_\_\_\_  
Date

**September 2006**

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**CONCURRENCE PAGE**

The following senior city leaders acknowledge that their department or city function has designated task assignments and emergency management responsibilities in order to protect citizens and preserve public and/or private property as indicated in this document and as may be revised.

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Robert Ojeda, Fire Chief  
COSA Fire Department

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Date

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William P. McManus, Chief of Police  
COSA Police Department

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Date

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Tom Wendorf, Director  
COSA Public Works Department

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Date

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Dr. Fernando Guerra, Director  
Metropolitan Health District

---

Date

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Di Galvan, Director  
COSA Communications and Public Affairs

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Date

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Dennis Campa, Director  
Dept. of Community Initiatives

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Date

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Michael Bernard, City Attorney

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Date

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Leticia Vacek, City Clerk

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Date

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Roderick Sanchez, Interim Director  
Development Services Dept.

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Date

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Florencio Pena, Director  
Administrative Services.

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Date

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Sharon De La Garza, Director  
COSA Human Resources Dept.

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Date

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Ben Gorzell, Director  
COSA Finance Dept.

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Date

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Tony Bosmans, Director  
COSA 3-1-1 System

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Date

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Daniel V. Cardenas, Director  
COSA Environmental Services Department

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Date

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Hugh Miller, Acting Director  
COSA ITSD

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Date

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Mark Webb, Director  
COSA Aviation

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Date

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Emil Moncivais, Director  
COSA ITSD

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Date

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Don Perese, Lead Coordinator  
Amateur Radio Volunteers (RACES/ARES)

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Date

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Suzanne Carter, 2-1-1 Manager  
SAVOAD President and Liaison

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Date

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Dr. Terry Smith, Director  
ESC Region #20 Liaison

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Date

---

John M. Milam, CEO/President  
VIA Metropolitan Transit

---

Date

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Michael Bennett, CEO  
American Red Cross, SA Chapter

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Date

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Captain Steadham, Acting Commander  
The Salvation Army, SA Zone

---

Date

---

Director – CPS Energy

---

Date

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Director – San Antonio Water System

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Date

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Director – Bexar Metropolitan Water District

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Date

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Homeland Security Director – AT&T

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Date

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**RECORD OF CHANGES**

**BASIC PLAN**

<b>CH</b>	<b>CHANGE</b>	<b>ENTERED BY</b>	<b>DATE</b>
#1	Insert NIMS Concepts in Direction and Control Section VI	C. Hoffman	Mar. 05
#2	Insert revised/standardized information in Readiness Section VII	C. Hoffman	Mar. 05
#3	Updates to text and Attachments showing modified responsibilities and ICS updates	C. Hoffman	July 05
#4	Insert GDEM May 2005 revisions throughout	C. Hoffman	July 05
#5	Insert NIMS Ordinance references	C. Hoffman	Aug. 05
#6	Insert ICS Incident Type Classification references into “Readiness Levels” Section VII	C. Hoffman	Mar. 06
#7	Insert Concurrence Signature Page for Department Heads with Annex Assignments and/or with COSA EOC support functions/responsibilities	C. Hoffman	Apr. 06
#8	Entered review period comments including line of succession for Mayor input received from Legal.	C. Hoffman	May 06

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**I. AUTHORITY**

**A. Federal**

1. ROBERT T. STAFFORD DISASTER RELIEF & EMERGENCY ASSISTANCE ACT, (AS AMENDED), 42 U.S.C. 5121
2. EMERGENCY PLANNING AND COMMUNITY RIGHT-TO-KNOW ACT, 42 U.S.C. 5101
3. EMERGENCY MANAGEMENT AND ASSISTANCE, 44 CFR
4. HAZARDOUS WASTE OPERATIONS & EMERGENCY RESPONSE, 29 CFR 1910.120
5. HOMELAND SECURITY ACT OF 2002
6. HOMELAND SECURITY PRESIDENTIAL DIRECTIVE, HSPD-5, MANAGEMENT OF DOMESTIC INCIDENTS
7. HOMELAND SECURITY PRESIDENTIAL DIRECTIVE, HSPD-3, HOMELAND SECURITY ADVISORY SYSTEM
8. NATIONAL INCIDENT MANAGEMENT SYSTEM
9. NATIONAL RESPONSE PLAN
10. NATIONAL STRATEGY FOR HOMELAND SECURITY, JULY 2002
11. NUCLEAR/RADIOLOGICAL INCIDENT ANNEX TO THE NATIONAL RESPONSE PLAN

**B. State**

1. GOVERNMENT CODE, CHAPTER 418 (EMERGENCY MANAGEMENT)
2. GOVERNMENT CODE, CHAPTER 421 (HOMELAND SECURITY)
3. GOVERNMENT CODE, CHAPTER 433 (STATE OF EMERGENCY)

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3. GOVERNMENT CODE, CHAPTER 791 (INTER-LOCAL COOPERATION CONTRACTS)
4. HEALTH & SAFETY CODE, CHAPTER 778 (EMERGENCY MANAGEMENT ASSISTANCE COMPACT)
5. EXECUTIVE ORDER OF THE GOVERNOR RELATING TO EMERGENCY MANAGEMENT
6. EXECUTIVE ORDER OF THE GOVERNOR RELATING TO THE NATIONAL INCIDENT MANAGEMENT SYSTEM
7. ADMINISTRATIVE CODE, TITLE 37, PART 1, CHAPTER 7 (DIVISION OF EMERGENCY MANAGEMENT)
8. STATE OF TEXAS EMERGENCY MANAGEMENT PLAN
9. *The Texas Homeland Security Strategic Plan, Parts I and II, December 15, 2003*
10. *The Texas Homeland Security Strategic Plan, Part III, February 2004*

**C. Local**

1. CITY ORDINANCE #67229, DATED JUNE 2, 1988 (EMERGENCY MANAGEMENT PROGRAM) AND SAN ANTONIO CITY CODE ARTICLE 8 SECTION II
2. CITY ORDINANCE #97563, MAY 2003 (FLOOD/DRAINAGE IMPROVEMENT/MITIGATION BOND INITIATIVE)
3. CITY ORDINANCE #97817, JUNE 2003 (REGIONAL BIOLOGICAL SAFETY LABORATORY ESTABLISHED AT BROOKS CITY BASE)
4. CITY ORDINANCE #98358, OCTOBER 2003 (NEW CITY/COUNTY EOC BOND ELECTION/ISSUANCE)
5. CITY ORDINANCE #98950, MARCH 2004 (REGIONAL MUTUAL AID AGREEMENT)
6. CITY ORDINANCE #100516, MAY 2005 (REGIONAL MITIGATION ACTION PLAN ADOPTED)
7. CITY ORDINANCE #101347, SEPTEMBER 2005 (NATIONAL INCIDENT MANAGEMENT SYSTEM ADOPTED)

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8. SEE SUMMARY IN ATTACHMENT #6 REGARDING ADDITIONAL AGREEMENTS AND MUTUAL SUPPORT UNDERSTANDINGS

**II. PURPOSE**

This Emergency Management Basic Plan outlines the City of San Antonio's (COSA) approach to emergency operations. It provides general guidance for emergency management activities and an overview of COSA methods of mitigation, preparedness, response, and recovery. The plan describes the COSA 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 COSA officials, departments, and agencies.

The primary audience for this plan includes:

- A. the Mayor and other elected officials,
- B. the City Manager's Office,
- C. the COSA Emergency Management staff,
- D. COSA department and agency heads and their senior staff members,
- E. leaders of local volunteer organizations that support emergency operations, and
- F. others who may participate in COSA mitigation, preparedness, response, and recovery efforts.

**III. SITUATION AND ASSUMPTIONS**

**A. Situation**

The City of San Antonio (COSA) is exposed to many hazards, all of which have the potential for disrupting the community, causing casualties, and damaging or destroying public or private property. A summary of major hazards is provided in Figure 1. More detailed information is provided in the COSA Hazard Analysis,

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published separately. Also see Attachment #8 for explanation of various acronyms and definitions.

**FIGURE 1**

**HAZARD SUMMARY**

	LIKELIHOOD OF OCCURRENCE*	ESTIMATED IMPACT ON PUBLIC HEALTH & SAFETY	ESTIMATED IMPACT ON PROPERTY
Hazard Type:	(SEE BELOW)	LIMITED/MODERATE/MAJOR	LIMITED, MODERATE, MAJOR
<b><i>NATURAL</i></b>			
DROUGHT/HEAT WAVE	Highly Likely	Limited to Moderate	Moderate
EARTHQUAKE	Unlikely	Limited	Limited
FLASH FLOODING	Highly Likely	Moderate to Major	Moderate to Major
FLOODING (RIVER OR TIDAL)	Likely	Moderate to Major	Moderate to Major
HURRICANE	Occasional	Moderate	Moderate
TORNADO	Occasional	Moderate to Major	Moderate to Major
WILDFIRE	Unlikely	Limited	Limited to Moderate
WINTER STORM/ICE	Occasional	Major	Major to Moderate
<b><i>TECHNOLOGICAL</i></b>			
DAM FAILURE	Unlikely	Major	Major
ENERGY/FUEL SHORTAGE	Occasional	Limited	Limited
HAZMAT/OIL SPILL (FIXED SITE)	Highly Likely	Limited to Major	Limited to Major
HAZMAT/OIL SPILL (TRANSPORT)	Highly Likely	Limited to Major	Limited to Major
MAJOR STRUCTURAL FIRE	Occasional	Limited	Limited
WATER SYSTEM FAILURE	Occasional	Limited to Major	Limited to Major
<b><i>SECURITY</i></b>			
CIVIL DISORDER	Occasional	Limited to Major	Limited to Major
ENEMY MILITARY ATTACK	Unlikely	MAJOR	Major
TERRORISM/DOMESTIC	Occasional	MAJOR	Limited to Major
* LIKELIHOOD OF OCCURRENCE: UNLIKELY, OCCASIONAL, LIKELY, OR HIGHLY LIKELY			

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**B. Assumptions**

1. COSA will continue to be exposed to and subject to the impact of those hazards described in Figure #1 as well as to lesser hazards and other risks that may develop in the future.
2. 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.
3. Outside assistance will be available in most emergency situations effecting COSA. Since it takes time to summon external assistance, it is essential for COSA to be prepared to carry out the initial emergency response on an independent basis.
4. Proper mitigation actions, such as floodplain management, and fire inspections, can prevent or reduce disaster-related losses. Detailed emergency planning, training of emergency responders and other personnel, and conducting periodic emergency drills and exercises can improve COSA readiness to deal with emergency situations.

<b>IV. CONCEPT OF OPERATIONS</b>
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**A. Objectives**

The objectives of the COSA Emergency Management Program are to protect public health and safety and preserve public and private property.

**B. General**

1. It is the City of San Antonio's responsibility to protect public health and safety and preserve property from the effects of hazardous events. COSA has the primary role in identifying and mitigating hazards, preparing for, responding to, and managing the recovery from emergency situations that effect COSA.

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2. It is impossible for the City of San Antonio (COSA) to do everything that is required to protect the lives and property of our population. COSA citizens have the responsibility to prepare themselves and their families to cope with emergency situations and manage their affairs and property in ways that will aid the government in managing emergencies. COSA will assist citizens in carrying out these responsibilities by providing public information and instructions prior to and during emergency situations.
3. COSA is responsible for organizing, training, and equipping emergency responders and emergency management personnel, providing appropriate emergency facilities, providing suitable warning and communications systems, and for contracting for emergency services. State and Federal government offer programs that provide some assistance with portions of these responsibilities.
4. To achieve our objectives, COSA has organized an emergency program that is integrated by employing the resources of government, organized volunteer groups, and businesses. The program is also comprehensive by addressing mitigation, preparedness, response, and recovery factors. This Basic Plan is one element of COSA preparedness activities.
5. This plan is based on an all-hazard approach to emergency planning. It addresses general functions that may need to be performed during any emergency situation and is not a collection of plans for specific types of incidents. For example, the “Warning” Annex addresses techniques that can be used to warn the public during any emergency situation, whatever the cause.
6. Departments and agencies tasked in this plan are expected to develop and keep current standard operating procedures that describe how emergency tasks will be performed. Departments and agencies are charged with insuring the training and equipment necessary for an appropriate response are in place.
7. This plan is based upon the concept that the emergency functions that must be performed by many departments or agencies generally parallel some of their normal day-to-day functions. To the extent possible, the same personnel and material resources used for day-to-day activities will be employed during emergency situations. Because personnel

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and equipment resources are limited, some routine functions that do not contribute directly to the emergency may be suspended for the duration of an emergency. The personnel, equipment, and supplies that would normally be required for those functions will be redirected to accomplish emergency tasks.

8. The National Incident Management System (NIMS) has been adopted in accordance with the President’s Homeland Security Directive (HSPD) #5. Adoption of NIMS provides a consistent approach to the effective management of situations involving natural or man-made disasters, including terrorism. NIMS allows integration of response activities using a set of standardized organizational structures designed to improve interoperability between all levels of government, private sector, and non-governmental organizations.
9. This Emergency Management Basic Plan, in accordance with the National Response Plan (NRP), is an integral part of the national effort to prevent and reduce America’s vulnerability to terrorism, major disasters and other emergencies as well as minimize the damage and recover from attacks, major disaster and other emergencies that do occur. In the event of an “Incident of National Significance” as defined in HSPD-5, COSA will integrate all operations with all levels of government, private sector, and non-governmental organizations through the use of NRP coordinating structures, processes, and protocols.

**C. Operational Guidance**

COSA will employ the six components of NIMS in all operations to establish a standardized framework that facilitates the city’s activities in all phases of emergency management. See Attachment #7 for further NIMS details.

1. Initial Response

COSA emergency responders are likely to be the first on the scene of an emergency situation. They will normally take charge and remain in charge of the incident until it is resolved or others who have legal authority to do so assume responsibility. The first responders will seek guidance and direction from COSA officials and seek technical assistance

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from State and Federal agencies and industry where appropriate.

2. Implementation of ICS

- a. The first local emergency responder to arrive at the scene of an emergency situation will implement the incident command system and serve as the Incident Commander until relieved by a more senior or more qualified individual. The Incident Commander will establish an Incident Command Post (ICP) and provide an assessment of the situation to local officials, identify response resources required, and direct the on-scene response from the ICP.
- b. For some types of emergency situations, a specific incident scene may not exist and the EOC may accomplish initial response actions, such as mobilizing personnel and equipment and issuing precautionary warning to the public. As the potential threat becomes clearer and a specific impact site or sites identified, an Incident Command Post may be established with direction and control of the response transitioned to the Incident Commander.

3. Source and Use of Resources.

- a. COSA will use its own resources, all of which meet the requirements for resource management in accordance with NIMS, to respond to emergency situations, purchasing supplies and equipment if necessary, and requesting assistance if COSA resources are insufficient or inappropriate. §418.102 of the Government Code provide that the county should be the first channel through which a municipality requests assistance when its resources are exceeded. If additional resources are required, COSA will:
  - 1) Summon those resources available to COSA pursuant to inter-local agreements.
  - 2) Summon emergency service resources that we have contracted for.
  - 3) Request assistance from volunteer groups active in disasters.

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4) Request assistance from industry or individuals who have resources needed to deal with the emergency situation.

b. When external agencies respond to an emergency situation within COSA, they are expected to conform to the guidance and direction provided by the Incident Commander in accordance with NIMS concepts.

**D. Incident Command System (ICS)**

1. COSA intends to employ ICS, an integral part of NIMS, in managing emergencies. ICS is both a strategy and a set of organizational arrangements for directing and controlling field operations. It is designed to effectively integrate resources from different agencies into a temporary emergency organization at an incident site that can expand and contract with the magnitude of the incident and resources on hand. A summary of ICS is provided in Attachment 7.
2. The Incident Commander is responsible for carrying out the ICS function of command -- managing the incident. The four other major management activities that form the basis of ICS are operations, planning, logistics, and finance/administration. For small-scale incidents, the Incident Commander and one or two individuals may perform all of these functions. For larger incidents, a number of individuals from different departments or agencies may be assigned to separate staff sections charged with those functions.
3. An Incident Commander using response resources from one or two departments or agencies can handle the majority of emergency situations. Departments or agencies participating in this type of incident response will normally obtain support through their own department or agency.
4. In emergency situations where other jurisdictions or the state or federal government are providing significant response resources or technical assistance, it is generally desirable to transition from the normal ICS structure to a Unified Command structure. This arrangement helps to ensure that all participating agencies are involved in developing objectives and strategies to deal with the

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emergency. Attachment 7 provides additional information on Unified and Area Commands.

**E. ICS - EOC Interface**

1. For major emergencies and disasters, the Emergency Operations Center (EOC) will be activated. When the EOC is activated, it is essential to establish a division of responsibilities between the Incident Command Post and the EOC. A general division of responsibilities is outlined below. It is essential that a precise division of responsibilities be determined for specific emergency operations.
2. The Incident Commander is generally responsible for field operations, including:
  - a. Isolating the scene
  - b. Directing and controlling the on-scene response to the emergency situation and managing the emergency resources committed there.
  - c. Warning the population in the area of the incident and providing emergency instructions to them.
  - d. Determining and implementing protective measures (including evacuation or in-place sheltering) for the population in the immediate area of the incident and for emergency responders at the scene.
  - e. Implementing traffic control in and around the incident scene.
  - f. Requesting additional resources from the EOC.
3. The EOC is generally responsible for:
  - a. Providing resource support for the incident command operations.
  - b. Issuing community-wide warning.
  - c. Issuing instructions and providing information to the general public.
  - d. Organizing and implementing large-scale evacuation.

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- e. Organizing and implementing shelter and mass arrangements for evacuees.
  - f. Coordinating traffic control for large-scale evacuations.
  - g. Requesting assistance from the State and other external sources.
4. In some large-scale emergencies or disasters, emergency operations with different objectives may be conducted at geographically separated scenes. In such situations, more than one command operation may be established. If this situation occurs, a transition to an Area Command or a Unified Area Command is desirable and the allocation of resources to specific field operations will be coordinated through the EOC.

**F. State, Federal, and Other Assistance**

- 1. State and Federal Assistance
  - a. If local resources are inadequate to deal with an emergency situation, COSA will request assistance from the State. State assistance furnished to local governments is intended to supplement local resources and not substitute for such resources, including mutual aid resources, equipment purchases or leases, or resources covered by emergency service contracts. As noted previously, cities must request assistance from their county before requesting state assistance
  - b. Requests for state assistance should be made to the Disaster District Committee (DDC) Chairperson, who is the Captain in charge of the Department of Public Safety (DPS) District Office in San Antonio. See Appendix 2 to Annex M (Resource Management) for a form that can be used to request state assistance. In essence, state emergency assistance to local governments begins at the DDC level and the key person to validate a request for, obtain, and provide that state assistance and support is the DDC Chairperson. A request for state assistance must be made by the Mayor and may be made by telephone, fax, or teletype. The DDC Chairperson has the authority to utilize all state resources within the

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district to respond to a request for assistance, with the exception of the National Guard. Use of National Guard resources requires approval of the Governor.

- c. The Disaster District staff will forward requests for assistance that cannot be satisfied by state resources within the district to the State Operations Center (SOC) in Austin for action.

2. Other Assistance

- a. If resources required to control an emergency situation are not available within the State, the Governor may request assistance from other states pursuant to a number of interstate compacts or from the federal government through the Federal Emergency Management Agency (FEMA).
- b. For major emergencies and disasters for which a Presidential Declaration has been issued, federal agencies may be mobilized to provide assistance to states and local governments. The *National Response Plan (NRP)* describes the policies, planning assumptions, concept of operations, and responsibilities of designated federal agencies for various response and recovery functions. The *Nuclear/Radiological Incident Annex of the NRP* addresses the federal response to major incidents involving radioactive materials.
- c. FEMA has the primary responsibility for coordinating federal disaster assistance. Direct federal assistance is not authorized prior to a Presidential emergency or disaster declaration. FEMA has limited authority to stage initial response resources near the disaster site as well as activate command and control structures prior to a declaration and the Department of Defense has the authority to commit its resources to save lives prior to an emergency or disaster declaration. See Annex J (Recovery) for additional information on the assistance that may be available during disaster recovery.
- d. The NRP applies to Stafford and non-Stafford Act incidents and is designed to accommodate not only actual incident; but, also the threat of incidents.

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Therefore, NRP implementation is possible under a greater range of incidents.

**G. Emergency Authorities**

1. Key federal, state, and local legal authorities pertaining to emergency management are listed in Section I of this plan.
2. Texas statutes and the Executive Order of the Governor Relating to Emergency Management provide local government, principally the chief elected official, with a number of powers to control emergency situations. If necessary, COSA shall use these powers during emergency situations. These powers include:

a. Emergency Declaration

In the event of riot or civil disorder, the Mayor may request the Governor to issue an emergency declaration for COSA and take action to control the situation. Use of the emergency declaration is explained in Annex U, Legal.

b. Disaster Declaration

When an emergency situation has caused severe damage, injury, or loss of life or it appears likely to do so; the Mayor may by executive order or proclamation declare a local state of disaster. The Mayor may subsequently issue orders or proclamations referencing that declaration to invoke certain emergency powers granted to the Governor in the Texas Disaster Act ***on an appropriate local scale*** in order to cope with the disaster. These powers include:

- 1) Suspending procedural laws and rules to aid a timely response.
- 2) Using all available resources of government and commandeering private property, subject to compensation, to cope with the disaster.
- 3) Restricting the movement of people and occupancy of premises.

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- 4) Prohibiting the sale or transportation of certain substances.
- 5) Implementing price controls.

A local disaster declaration activates the recovery and rehabilitation aspects of this plan. A local disaster declaration is required to obtain state and federal disaster recovery assistance. See Annex U (Legal) for further information on disaster declarations and procedures for invoking emergency powers.

c. Authority for Evacuations

State law provides a County Judge or Mayor with the authority to order the evacuation of all or part of the population from a stricken or threatened area within their respective jurisdictions. See House Bill #3111 enacted May 24, 2005 to amend Section 418.108 of the Texas Government Code for further details.

**H. Actions by Phases of Emergency Management**

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

a. Mitigation

COSA will conduct mitigation activities as 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. The COSA mitigation program is outlined in Annex P, Mitigation.

b. Preparedness

COSA will conduct preparedness activities to develop the response capabilities needed in the event of an emergency. Among the preparedness activities included in the emergency management program are:

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- 1) Providing emergency equipment and facilities.
- 2) Emergency planning; including maintaining this plan, its annexes, and appropriate procedures.
- 3) Conducting or arranging appropriate training for emergency responders, emergency management personnel, other local officials, and volunteer groups who assist COSA during emergencies.
- 4) Conducting periodic drills and exercises to test COSA plans and training.

c. Response

COSA will respond to emergency situations effectively and efficiently. The focus of most of this plan and its annexes is on planning for the response to emergencies. Response operations are intended to resolve an emergency situation while minimizing casualties and property damage. Response activities include warning, emergency medical services, fire fighting, law enforcement operations, evacuation, shelter and mass care, emergency public information, search and rescue, as well as other associated functions.

d. Recovery

If a disaster occurs, COSA will carry out a recovery program that 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. The COSA recovery program is outlined in Annex J, Recovery.

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<b>V. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES</b>
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**A. Organization**

1. General

Most departments and agencies of local government have emergency functions in addition to their normal day-to-day duties. During emergency situations, normal organizational arrangements are modified to facilitate emergency operations. The COSA emergency governmental organization includes an executive group, emergency operations group, and support services. Attachment 3 depicts the emergency organization.

2. Executive Group

The Executive Group provides guidance and direction for emergency management programs and for emergency response and recovery operations. The Executive Group includes the Mayor, City Manager(s), and the Emergency Management Coordinator.

3. Emergency Operations Group

Emergency Services include the Incident Commander and those departments, agencies, and groups with primary emergency response actions. The Incident Commander is the person in charge at an incident site.

4. Emergency Support Group

This group includes COSA departments and agencies that support and sustain emergency responders and also coordinates emergency assistance provided by organized volunteer organizations, business and industry, and other sources.

5. Volunteer and Other Services

This group includes organized volunteer groups and businesses who have agreed to provide certain support for emergency operations.

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**B. Assignment of Responsibilities**

1. General

For most emergency functions, successful operations require a coordinated effort from a number of departments, agencies, and groups. To facilitate a coordinated effort; elected and appointed officials, departments and agency heads, and other personnel are assigned primary responsibility for planning and coordinating specific emergency functions. Generally, primary responsibility for an emergency function will be assigned to an individual from the department or agency that has legal responsibility for that function or possesses the most appropriate knowledge and skills. Other officials, departments, and agencies may be assigned support responsibilities for specific emergency functions. Attachment 4 summarizes the general emergency responsibilities of COSA officials, department and agency heads, and other personnel.

2. The individual having primary responsibility for an emergency function is normally responsible for coordinating preparation of and maintaining that portion of the emergency plan that addresses that function. Plan and Annex assignments are outlined in Attachment 5. Listed below are general responsibilities assigned to the Executive Group, Emergency Services, Support Services, and other Support Agencies. Additional specific responsibilities can be found in the functional Annexes to this Basic Plan.

3. Executive Group Responsibilities

a. The Mayor will:

- 1) Establish objectives and priorities for the emergency management program and provide general policy guidance on the conduct of that program.
- 2) Monitor the emergency response during disaster situations and provides direction where appropriate.
- 3) With the assistance of the COSA Public Information Officer and the Office of Emergency

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Management, keep the public informed during emergency situations.

- 4) With the assistance of the City Attorney, declare a local state of disaster, request the Governor declare a state of emergency, or invoke the emergency powers of government when necessary.
- 5) Request assistance from other local governments or the State when necessary
- 6) Direct activation of the EOC.

b. The City Manager will:

- 1) Implement the policies and decisions of the governing body relating to emergency management.
- 2) Organize the emergency management program and identify personnel, equipment, and facility needs.
- 3) Assign emergency management program tasks to departments and agencies.
- 4) Ensure that departments and agencies participate in emergency planning, training, and exercise activities.
- 5) Coordinate the operational response of local emergency services.
- 6) Coordinate activation of the EOC and supervise its operation.

c. The Emergency Management Coordinator will:

- 1) Serve as the staff advisor to the Mayor and City Manager on emergency management matters.
- 2) Keep the Mayor and City Manager apprised of preparedness status and emergency management needs.

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- 3) Coordinate COSA emergency management planning and preparedness activities as well as the maintenance of this plan.
- 4) Prepare and maintain a resource inventory.
- 5) Arrange training for COSA emergency management personnel and emergency responders.
- 6) Coordinate periodic emergency exercises to test COSA plans and training.
- 7) Manage the EOC, develop procedures for its operation, and conduct training for those who staff it.
- 8) Activate the EOC when required.
- 9) Perform day-to-day liaison with the state emergency management staff and other local emergency management personnel.
- 10) Coordinate with organized volunteer groups and businesses regarding emergency operations.

4. Common Responsibilities

All emergency operations and support services will:

- a. Provide personnel, equipment, and supplies to support emergency operations upon request.
- b. Develop and maintain standard procedures for emergency tasks.
- c. Provide trained personnel to staff the Incident Command Post and EOC and conduct emergency operations.
- d. Provide current information on emergency resources for inclusion in the Resource List in Appendix 1 to Annex M, Resource Management.

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- e. Report information regarding emergency situations and damage to facilities and equipment to the Incident Commander or the EOC.

5. Emergency Operations Responsibilities

a. The Incident Commander will:

- 1) Manage emergency response resources and operations at the incident site command post to resolve the emergency situation.
- 2) Determine and implement required protective actions for response personnel and the public at an incident site.

b. Warning

- 1) Primary responsibility for this function is assigned to the COSA Fire and Police Communications Centers/Dispatchers who will help prepare and maintain Annex A (Warning) to this plan and supporting procedures.
- 2) Emergency tasks to be performed include:
  - a) Receive information on emergency situations.
  - b) Alert key COSA officials of emergency situations.
  - c) Disseminate warning information and instructions to the public through available warning systems.
  - d) Help disseminate warning and instructions to special facilities such as schools and hospitals.

c. Communications

- 1) Primary responsibility for this function is assigned to the EOC Communications Officer who will prepare and maintain Annex B

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(Communications) to this plan and supporting procedures.

- 2) Emergency tasks to be performed include:
  - a) Identify the communications systems available within the local area and determine the connectivity of those systems.
  - b) Develop plans and procedures for coordinated use of the various communications systems available in this jurisdiction during emergencies.
  - c) Determine and implement means of augmenting communications during emergencies, including support by volunteer organizations.

d. Radiological Protection

- 1) Primary responsibility for this function is assigned to The Fire Department Hazmat Team and the Metropolitan Health District who will prepare and maintain Annex D (Radiological Protection) to this plan and supporting procedures.
- 2) Emergency tasks to be performed include:
  - a) Maintain inventory of radiological equipment.
  - b) Ensure response forces include personnel with current training in radiological monitoring and decontamination.
  - c) Assist response to radiological incidents and terrorist incidents involving radiological materials.
  - d) Make notifications concerning radiological incidents to state and federal authorities.

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e. Evacuation

- 1) Primary responsibility for this function is assigned to the Police Chief and the Emergency Management Coordinator who will prepare and maintain Annex E (Evacuation) to this plan and supporting procedures.
- 2) Emergency tasks to be performed include:
  - a) Identify areas where evacuation has been or may be in the future and determine of population at risk.
  - b) Perform evacuation planning for known risk areas to include route selection and determination of traffic control requirements.
  - c) Develop simplified planning procedures for ad hoc evacuations.
  - d) Determine emergency public information requirements.
  - e) Perform evacuation planning for special needs facilities (schools, hospitals, nursing homes) and other institutions.

f. Fire Fighting

- 1) Primary responsibility for this function is assigned to the Fire Chief who will prepare and maintain Annex F (Fire Fighting) to this plan and supporting procedures.
- 2) Emergency tasks to be performed include:
  - a) Fire prevention activities.
  - b) Fire detection and control.
  - c) Hazardous material and oil spill response.
  - d) Terrorist incident response.

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- e) Evacuation support.
  - f) Post-incident reconnaissance and damage assessment.
  - g) Fire safety inspection of temporary shelters.
  - h) Prepare and maintain fire resource inventory.
- g. Law Enforcement
- 1) Primary responsibility for this function is assigned to the Police Chief who will prepare and maintain Annex G (Law Enforcement) to this plan and supporting procedures.
  - 2) Emergency tasks to be performed include:
    - a) Maintenance of law and order.
    - b) Traffic control.
    - c) Terrorist incident response.
    - d) Provision of security for vital facilities, evacuated areas, and shelters.
    - e) Access control for damaged or contaminated areas.
    - f) Warning support.
    - g) Post-incident reconnaissance and damage assessment.
    - h) Prepare and maintain law enforcement resource inventory.
- h. Health and Medical Services
- 1) Primary responsibility for this function is assigned to the Metropolitan Health District (MHD) Director who will prepare and maintain Annex H (Health and Medical Services) to this

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plan and supporting procedures with the assistance of the Regional Medical Operations Center (RMOCC), the Bexar County Medical Examiner, and the Federal Coordinating Officer (FCO) for the National Disaster Medical System (NDMS) as well as various San Antonio Voluntary Organizations Active in Disasters (VOAD).

- 2) Emergency tasks to be performed include:
  - a) Coordinate health and medical care and EMS support during emergency situations.
  - b) Public health information and education.
  - c) Inspection of food and water supplies.
  - d) Develop emergency public health regulations and orders.
  - e) Coordinate collection, identification, and interment of deceased victims.

i. Direction and Control

- 1) Primary responsibility for this function is assigned to the Mayor, City Manager, and the Emergency Management Coordinator who will prepare and maintain Annex N (Direction and Control) to this plan and supporting procedures.
- 2) Emergency tasks to be performed include:
  - a) Coordination of COSA operating forces.
  - b) Maintain coordination with neighboring jurisdictions and the Disaster District 3B at DPS Headquarters in San Antonio.
  - c) Maintain the EOC in an operating mode or be able to convert the designated facility space into an operable EOC rapidly.

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- d) Assigns representatives, by title, to report to the EOC and develops procedures for crisis training.
  - e) Develops and identifies the duties of the staff, use of displays and message forms, and procedures for EOC activation.
  - f) Coordinates the evacuation of areas at risk.
- j. Hazardous Materials and Oil Spills
- 1) The primary responsibility for this function is assigned to the Fire Chief who will prepare and maintain Annex Q (Hazardous Material & Oil Spill Response) to this plan and supporting procedures.
  - 2) Emergency tasks to be performed include:
    - a) In accordance with OSHA regulations, establish ICS to manage the response to hazardous materials incidents.
    - b) Establish the hazmat incident functional areas (e.g., Hot Zone, cool zone, Cold Zone, etc.)
    - c) Determine and implement requirements for personal protective equipment for emergency responders.
    - d) Initiate actions to control and eliminate the hazard in accordance with established hazmat response guidance and procedures.
    - e) Determine areas at risk and which public protective actions, if any, should be implemented.
    - f) Apply appropriate fire fighting techniques if the incident has, or may, result in a fire.

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- g) Determine when affected areas may be safely reentered.

k. Search and Rescue

- 1) The primary responsibility for this function is assigned to the Fire Chief who will prepare and maintain the emergency tasks in Annex R (Rescue) to this plan and supporting procedures.
- 2) Emergency tasks to be performed include:
  - a) Coordinate and conduct search and rescue activities.
  - b) Identify requirements for specialized resources to support rescue operations.
  - c) Coordinate external technical assistance and equipment support for search and rescue operations.

l. Terrorist Incident Response

- 1) Primary responsibility for this function is assigned jointly to the Police Chief and the COSA Emergency Management Coordinator who will prepare and maintain Annex V (Terrorist Incident Response) to this plan and supporting procedures.
- 2) Emergency tasks to be performed include:
  - a) Coordinate and carry out defensive anti-terrorist activities, including criminal intelligence, investigation, protection of facilities, and public awareness activities.
  - b) Coordinate and carry out offensive counter-terrorist operations to neutralize terrorist activities.
  - c) Carry out terrorism consequence operations conducted in the aftermath of a terrorist incident to save lives and protect public and private property.

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- d) Ensure required notifications of terrorist incidents are made to state and federal authorities.

6. Support Services Responsibilities

a. Shelter and Mass Care

- 1) Primary responsibility for this function is assigned to the Red Cross as supported by the COSA Department of Community Initiatives (DCI) and the Metropolitan Health District Director who will help prepare and maintain Annex C (Shelter and Mass Care) to this plan and supporting procedures.
- 2) Emergency tasks to be performed include:
  - a) Perform emergency shelter and mass care planning.
  - b) Coordinate and conduct shelter and mass care operations with COSA departments, relief agencies, and volunteer groups.

b. Public Information

- 1) Primary responsibility for this function is assigned to the City Public Information Officer who will prepare and maintain Annex I (Public Information) to this plan and supporting procedures.
- 2) Emergency tasks to be performed include:
  - a) Establish a Joint Information Center (JIC)
  - b) In coordination with the Office of Emergency Management, the COSA PIO will conduct on-going hazard awareness and public education programs.
  - c) Pursuant to the Joint Information System (JIS), compile and release information and instructions for the public during

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emergency situations and respond to questions relating to emergency operations

- d) Provide information to the media and the public during emergency situations.
- e) Arrange for media briefings.
- f) Compiles print and photo documentation of emergency situations.

c. Recovery

- 1) Primary responsibility for this function is assigned to the Director of Development Services, the Director of Public Works, and the Department of Community Initiative Director who will cooperatively prepare and maintain Annex J (Recovery) to this plan and supporting procedures.
- 2) Emergency tasks to be performed include:
  - a) Establish and train damage assessment teams using COSA personnel. Coordinate the efforts of that team with state and federal damage assessment personnel who may be dispatched to assist COSA.
  - b) Assess and compile information on damage to public and private property and needs of disaster victims and formulate and carry out programs to fill those needs.
  - c) If damages are beyond COSA capability to deal with, then compile information for use by COSA elected officials in requesting state or federal disaster assistance.
  - d) If COSA is determined to be eligible for state or federal disaster assistance, then coordinate with state and federal agencies to carry out authorized recovery programs.

d. Public Works & Engineering

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- 1) Primary responsibility for this function is assigned to the City Public Works Director supported by the Director of Environmental Services who will prepare and maintain Annex K (Public Works and Engineering) to this plan and supporting procedures.
  - 2) Emergency tasks to be performed include:
    - a) Protect government facilities and vital equipment where possible.
    - b) Assess damage to streets, bridges, traffic control devices, and other public facilities.
    - c) Direct temporary repair of vital facilities.
    - d) Restore damaged roads and bridges.
    - e) Restore waste treatment and disposal systems.
    - f) Arrange for debris removal.
    - g) General damage assessment support.
    - h) Building inspection support.
    - i) Provide specialized equipment to support emergency operations.
    - j) Support traffic control and search and rescue operations.
- e. Energy and Utilities
- 1) Primary responsibility for this function is assigned to the Public Works Director who will prepare and maintain Annex L (Energy and Utilities) to this plan and supporting procedures in cooperation with City Public Service (CPS), San Antonio Water System (SAWS), and other COSA officials.
  - 2) Emergency tasks to be performed include:

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- a) Prioritize restoration of utility service to vital facilities.
  - b) Arrange for the provision of emergency power sources where required.
  - c) Identify requirements for emergency drinking water and portable toilets for the function responsible for mass care.
  - d) Assess damage to, repair, and restore public utilities.
  - e) Monitor recovery activities of privately utilities.
- f. Resource Management
- 1) Primary responsibility for this function is assigned to the COSA Director of Purchasing and General Services Department as assisted by the COSA Emergency Management Coordinator who will prepare and maintain Annex M (Resource Management) to this plan and supporting procedures.
  - 2) Emergency tasks to be performed include:
    - a) Maintain an inventory of emergency resources.
    - b) During emergency operations; locates supplies, equipment, and personnel to meet specific needs.
    - c) Maintain a list of suppliers for supplies and equipment needed immediately in the aftermath of an emergency.
    - d) Establish emergency purchasing procedures and coordinate emergency procurements.
    - e) Establish and maintain a manpower reserve and coordinate assignment of

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reserve personnel to departments and agencies that require augmentation.

- f) Coordinate transportation, sorting, temporary storage, and distribution of resources during emergency situations.
  - g) Establish staging areas for resources, if required.
  - h) During emergency operations, identify to the Donations Management Coordinator those goods, services, and personnel that are needed.
  - i) Maintain records of emergency-related expenditures for purchases and personnel.
- g. Human Services.
- 1) Primary responsibility for this function is assigned to the Department of Community Initiatives (DCI) Director who will prepare and maintain Annex O (Human Services) to this plan and supporting procedures.
  - 2) Emergency tasks to be performed include:
    - a) Identify emergency feeding sites.
    - b) Identify sources of clothing for disaster victims.
    - c) Secure emergency food supplies.
    - d) Support the operation of shelter facilities; whether operated by COSA, local volunteer groups, or organized disaster relief agencies such as the American Red Cross.
    - e) Coordinate special care requirements for disaster victims such as the aged, special needs individuals, and others.
    - f) Coordinate the provision of disaster mental health services to disaster victims,

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emergency workers, and/or others  
suffering trauma due to the emergency  
incident/disaster.

h. Hazard Mitigation

- 1) The primary responsibility for this function is assigned to the COSA Public Works Director as the city's Hazard Mitigation Coordinator who will prepare and maintain Annex P (Hazard Mitigation) to this plan and supporting procedures.
- 2) Emergency tasks to be performed include:
  - a) Maintain the local Hazard Analysis.
  - b) Identify beneficial pre-disaster mitigation projects and seek approval from COSA officials to implement such projects.
  - c) In the aftermath of an emergency, determine appropriate actions to mitigate the situation and coordinate implementation of those actions.
  - d) Coordinate and carry out the post-disaster hazard mitigation program.

i. Transportation

- 1) The primary responsibility for this function is assigned to the VIA Metropolitan Transit System as assisted by the COSA Emergency Management Coordinator who will prepare and maintain Annex S (Transportation) to this plan and supporting procedures.
- 2) Emergency tasks to be performed include:
  - a) Identify public and private transportation resources and coordinates their use in emergencies.

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- b) Coordinate deployment of transportation equipment to support emergency operations.
  - c) Establish and maintain a reserve pool of drivers, maintenance personnel, parts, and tools.
  - d) Maintain records on use of transportation equipment and personnel for purpose of possible reimbursement.
- j. Donations Management
- 1) The primary responsibility for this function is assigned to the Salvation Army who will prepare and maintain Annex T (Donations Management) to this plan and supporting procedures.
  - 2) Emergency tasks to be performed include:
    - a) Compile resource requirements identified by the Resource Management staff.
    - b) Solicit donations to meet known needs.
    - c) Establish and implement procedures to receive, accept or turn down offers of donated goods and services, and provide instructions to donors of needed goods or services.
    - d) In coordination with the Resource Management staff, establish a facility to receive, sort, and distribute donated goods.
- k. Legal
- 1) The primary responsibility for this function is assigned to the City Attorney who will prepare and maintain Annex U (Legal) to this plan and supporting procedures.
  - 2) Emergency tasks to be performed include:

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- a) Advise COSA officials on emergency powers of local government and procedures for invoking those measures.
  - b) Review and advise COSA officials on possible legal issues arising from disaster operations.
  - c) Prepare and/or recommend legislation to implement the emergency powers that may be required during an emergency.
  - d) Advise COSA officials and department heads on record-keeping requirements and other documentation necessary for the exercising of emergency powers.
1. Department and agency heads not assigned a specific function in this plan will be prepared to make their resources available for emergency duty at the direction the Mayor through the City Manager.

7. Volunteer and Other Services

a. Volunteer Groups

The following are local volunteer agencies that can provide disaster relief services and traditionally have coordinated their efforts with our local government:

1) American Red Cross

Provide shelter management, feeding at fixed facilities and through mobile units, first aid, replacement of eyeglasses and medications, provision of basic clothing, and limited financial assistance to those affected by emergency situations. The Red Cross also provides feeding for emergency workers.

2) The Salvation Army (TSA)

Provide emergency assistance to include mass and mobile feeding, temporary shelter, counseling, missing person services, medical assistance, and the warehousing and

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distribution of donated good including food clothing, and household items. It also provides referrals to government and private agencies for special services.

3) Texas Baptist Men’s Disaster Relief.

Provides mobile feeding units staffed by volunteers. Active in providing disaster childcare, the agency has several mobile childcare units. Also assist with clean-up activities, temporary repairs, reconstruction, counseling, and bilingual services.

4) RACES/ARES

Either the Radio Amateur Civil Emergency Service (RACES) or the Amateur Radio Emergency Service (ARES) provide amateur radio support as appropriate for emergency operations, including possible communications support in the EOC.

5) VOAD

Many organizations that help during disasters are directly affiliated with SAVOAD and/or COSA to provide response and recovery support includes; but, is not limited to:

- (a) Faith Community
- (b) San Antonio Food Bank
- (c) United Way/2-1-1
- (d) Mental Health Disaster Consortium

b. Business Support.

The following businesses have agreed to provide support for emergency operations as indicated:

- 1) VIA
- 2) CPS

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- 3) SAWS
- 4) AT&T
- 5). Cable
- 6) TV
- 7) Radio
- 8) ESC Region 20 for Independent School Districts

<b>VI. DIRECTION AND CONTROL</b>
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**A. General**

- 1. The Mayor is responsible for establishing objectives and policies for emergency management and providing general guidance for disaster response and recovery operations, all in compliance with NIMS. During disasters, those responsibilities may be carried out from the EOC.
- 2. The City Manager or designee will provide overall direction of the response activities of all COSA departments. During major emergencies and disaster, those responsibilities may be carried out from the EOC.
- 3. The COSA Emergency Management Coordinator will manage the EOC.
- 4. The Incident Commander, assisted by a staff sufficient for the tasks to be performed, will manage the emergency response at an incident site.
- 5. During emergency operations, COSA department heads retain administrative and policy control over their employees and equipment. However, personnel and equipment will carry out mission assignments directed by the Incident Commander. Each COSA department and agency is responsible for having its own operating procedures to be followed during response operations, but interagency procedures, such a common communications protocol, may be adopted to facilitate coordinated effort.

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6. If COSA resources are insufficient or inappropriate to deal with an emergency situation, COSA may request assistance from other jurisdictions, organized volunteer groups, or the State. The process for requesting State or Federal assistance is covered in other sections of this Basic Plan. See also the Request for Assistance form in Annex M, Appendix 3. External agencies are expected to conform to the general guidance and direction provided by COSA senior decision-makers.

**B. Emergency Facilities**

1. Incident Command Post (ICP)

An Incident Command Post may be established in the vicinity of the incident site, except when an emergency threatens but has not occurred or when there is no specific hazard impact site such as a severe winter storm or area-wide utility outage. As noted previously, the Incident Commander will be responsible for directing the emergency response and managing the resources at the incident scene.

2. Emergency Operating Center (EOC)

When major emergencies and disasters have occurred or appear imminent, COSA may activate the EOC.

3. The following individuals are authorized to activate the EOC:

- a. COSA Mayor or designee
- b. COSA City Manager or designee
- c. COSA Emergency Management Coordinator or designee

4. The general responsibilities of the EOC are to:

- a. Assemble accurate information on the emergency situation and current resource data to allow local officials to make informed decisions on courses of action.

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- b. Working with representatives of emergency services, determine and prioritize required response actions and coordinate their implementation.
  - c. Provide resource support for emergency operations.
  - d. Suspend or curtail government services, recommend the closure of schools and businesses, and cancellation of public events.
  - e. Organize and activate large-scale evacuation and mass care operations.
  - f. Provide emergency information to the public.
5. Representatives of those departments and agencies assigned emergency functions in this plan will staff the EOC. EOC operations are addressed in Annex N (Direction and Control). The interface between the EOC and the Incident Command Post is described above.
6. COSA has two mobile command and control vehicles operated respectively by the Police and Fire Departments which may be used as an Incident Command Post.

**C. Lines of Succession**

- 1. The line of succession for the Mayor is:
  - a. Currently designated Mayor Pro Tem
  - b. Next Mayor Pro Tem designated under that year's succession ordinance
- 2. The line of succession for the City Manager is:
  - a. Deputy City Managers
  - b. Assistant City Manager with Fire oversight
  - c. Assistant City Manager with Health District oversight
- 3. The line of succession for the Emergency Management Coordinator is:
  - a. COSA Fire Chief

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- b. COSA Deputy Fire Chief for Operations
  - c. COSA Deputy Fire Chief for Administration
4. Lines of succession for each COSA Department and Agency head shall be in accordance with the standard procedures established by those departments and agencies.

**D. National Incident Management System (NIMS)**

The National Incident Management System (NIMS) requires an integrated direction and control methodology within the City of San Antonio's (COSA) Emergency Management Basic Plan to ensure the city's compliance with HSPD-5, *Management of Domestic Incidents*. Procedures consistent with HSPD-5 compliance facilitate effective and appropriate interaction with federal authorities operating within a joint and unified command structure, when responding to assist with or support a large-scale local disaster/emergency response and/or recovery.

The NIMS provisions apply to all COSA Departmental plans, procedures, policies, and training programs required for fulfilling various emergency response and support functions performed under the direction and control of the city's Emergency Operations Center (EOC), when activated.

See Appendix 5 to Annex N (Direction and Control) of the COSA Emergency Management Basic Plan for additional details regarding NIMS implementation and operational impact.

**E. NIMS/ICS/EOC Interface**

NIMS requirements establish the Incident Command System (ICS) structure and protocols for incident management. Incident management and emergency response plans must include:

- 1. Principles and terminology of the NIMS
- 2. Fulfill reporting requirements of the National Response Plan (NRP).
- 3. Provide linkages to key NRP organizational elements.
- 4. Provide procedures for transitioning from localized incidents to incidents of national significance

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<b>VII. READINESS LEVELS</b>
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**A. Readiness Level IV - Routine - Normal Conditions**

1. Check status of COSA equipment and repair or replace as needed.
2. Check status of COSA supplies and restock as needed.
3. Update COSA resource data.
4. General “Watch”, Homeland Security (HLS) “Yellow Alert” for Elevated Threat and ICS Type #4 Incident Classification.
5. All COSA staff maintain general awareness and non-specific monitoring of conditions.
6. Specific “Watch”, National Weather Service (NWS)
7. Assignment of designated COSA administrative employee to specifically monitor conditions and report relevant changes.
8. Update maps, charts, displays, and resource data.
9. Readiness actions may include regular situation monitoring, a review of plans and resource status, determining staff availability, and placing personnel on-call.

**B. Increased Readiness Level III**

1. General “Warning”, HLS “Yellow Alert” for Elevated Threat as well as ICS Type #3 Incident Classification.  
  
Announcements made to COSA departments/functions with Emergency Management (EM) assignments for awareness purposes and general monitoring of conditions.
2. Specific “Warning”, HLS and NWS

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Assignment of designated COSA professional to specifically monitor conditions and report relevant changes, possibly leading to COSA EOC Activation at some stage.

3. EOC Limited Activation

All EOC/EM staff, including assigned liaison, monitor the situation for a period unlikely to exceed 12 hours.

- a. Determine staff availability and update EOC call lists.
- b. Consider situation briefings for senior COSA staff.

**C. High Readiness Level II**

1. General Eminent Threat, HLS “Orange Alert” for High Threat as well as ICS Type #2 Incident Classification.

Continue EOC Limited Activation with additional COSA staffing.

2. EOC Partial Activation

Include Public Works, Metro Health, Police, Fire, EMS, and other selected COSA representation for less than 24 hours and potential media interaction.

- a. Monitor potential emergency situation and determine possible impact areas.
- b. Provide situation briefings for COSA and EOC staff as well as potential updates to the media.
- c. Check status of Alternate EOC and Mobile Command Posts.
- d. Identify worst-case decision points, increase preparedness of personnel and equipment, update evacuation checklists, verify evacuation route status, and provide public information for techniques to protect homes and businesses on the evacuation routes.

**D. Maximum Readiness Level I**

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1. Specific Eminent Threat, HLS “Red Alert” for Severe Conditions as well as ICS Type #1 Incident Classification.  
  
Continue EOC Partial Activation with supplemental COSA staffing.
2. EOC Full Activation  
  
All EOC functions with Emergency Management roles assigned to 12 hour shifts for an undetermined period. Likely extensive representation by City Manager’s Office
3. EOC Extended Activation  
  
EOC Full Activation plus most Major COSA Department representation
  - a. Likely Mayor and/or elected official involvement.
  - b. Potential Declaration Issued. Unified command operations likely for an undetermined period, including initial Recovery activities.
4. Determine possible hazard impact areas and potential hazard effects.
6. Conduct periodic briefings for senior COSA and EOC staff.
7. Formulate and implement precautionary measures to protect the public through media educational announcements as well as using relevant warning systems.
8. Coordinate with adjacent jurisdictions that may be affected, including the DDC/RLO including preparation of damage assessment and disaster declaration materials.
9. Consider recommending precautionary actions for special facilities, placing emergency personnel and equipment into position for emergency operations, and preparing public transportation resources for evacuation support as well as putting damage assessment teams on stand-by.

**E. Deactivation**

Implemented in reverse order through earlier readiness levels previously established. Some deactivation steps may occur nearly

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at the same time. Long-term Recovery command and control activities established in an independent manner based on facts and circumstances.

**F. Graphic Representation**

Graphic representation of this Section can be found as an Appendix to Annex N (Direction and Control) of the city's Emergency Management Basic Plan.

<b>VIII. ADMINISTRATION AND SUPPORT</b>
---

**A. Agreements and Contracts**

Should COSA 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 as well as those agreements and contracts that may be put in place during the emergency. See Attachment # 6. Such assistance may include equipment, supplies, or personnel. All agreements will be entered into by duly authorized COSA officials and should be in writing whenever possible. All agreements and contracts should identify the COSA officials authorized to request assistance pursuant to those documents.

In an effort to facilitate assistance pursuant to mutual aid agreements, available COSA resources will be identified and made part of the Texas Regional Response Network (TRRN).

**B. Reports**

1. Hazardous Materials Spill Reporting

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

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2. Incident Report

This short report should be prepared and transmitted by the EOC when an on-going emergency incident appears likely to worsen and COSA may need assistance from other local governments or the State. See Annex N (Direction and Control) for the format and instructions for this report.

3. Situation Report

A daily situation report should be prepared and distributed by the EOC during major emergencies or disasters. See Annex N (Direction and Control) for the format of and instructions for this report.

4. Other Reports

Several other reports covering specific functions are described in the Annexes to this plan.

**C. Records**

1. Record Keeping for Emergency Operations

COSA is responsible for establishing the administrative controls necessary to manage the expenditure of funds and to provide reasonable accountability and justification for expenditures made to support emergency operations. This record keeping shall be done in accordance with COSA fiscal policies and standard cost accounting procedures.

a. Activity Logs

The Incident Command Post and the EOC shall maintain accurate logs recording key response activities including:

- 1) Activation or deactivation of emergency facilities.
- 2) Emergency notifications to other local governments and to State and Federal agencies.
- 3) Significant changes in the emergency situation.
- 4) Major commitments of resources or requests for additional resources from external sources.

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- 5) Issuance of protective action recommendations to the public.
- 6) Evacuations
- 7) Casualties
- 8) Containment or termination of the incident.

b. Incident Costs

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

c. Emergency or Disaster Costs

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

- 1) Personnel cost, especially overtime costs
- 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 as well as a basis for requesting financial assistance for certain allowable response and recovery costs from the State and/or Federal government.

3. Preservation of Records

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- a. In order to continue normal government operations following an emergency situation or disaster, vital records must be protected. These include legal documents as well as property and tax records. The principal causes of damage to records are fire and water; therefore, essential records should be protected accordingly. Each agency responsible for preparation of Annexes to this plan will include protection of vital records in its standard procedures.
- b. If records are damaged during an emergency, COSA will seek professional assistance to preserve and restore the records.

**D. Training**

It is the responsibility of each COSA Department and functional Director with EOC tasks and responsibilities to ensure that personnel, in accordance with NIMS, possess the level of training, experience, credentialing, currency, physical and mental fitness, or capability to perform effectively in any assigned task or position.

**E. Consumer Protection**

Consumer complaints regarding alleged unfair or illegal business practices often occur in the aftermath of a disaster. Such complaints will be referred to the City Attorney, who will pass such complaints to the Consumer Protection Division of the Office of the Attorney General.

**F. Post-Incident and Exercise Review**

The Emergency Management Coordinator is responsible for organizing and conducting a critique following the conclusion of a significant emergency, incident, or exercise. The critique will entail both written and verbal input from all appropriate participants. Where deficiencies are identified; an individual, department, or agency will be assigned responsibility for correcting the deficiency and a due date shall be established for that action.

<b>IX. PLAN DEVELOPMENT AND MAINTENANCE</b>
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**A. Plan Development**

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The Mayor is responsible for approving and promulgating this Emergency Management Basic Plan.

**B. Distribution of Documents**

1. The Mayor shall determine the distribution of this Basic Plan and its Annexes. In general; copies of the Basic Plan and Annexes will be distributed to those individuals, departments, agencies, and organizations tasked in this document. Copies will also be set aside for the EOC and other emergency facilities.
2. In general, individuals who receive Annexes to the Basic Plan will also receive a copy of this plan because the Basic Plan describes the Emergency Management organization and basic operational concepts of COSA. See Attachment 1.

**C. Review**

The Basic Plan and its Annexes shall be reviewed annually by COSA officials. The Emergency Management Coordinator will establish a schedule for the annual review of planning documents by appropriate officials.

**D. Update**

1. This plan will be updated based upon deficiencies identified during actual emergency situations and exercises as well as when changes in threat hazards, resources and capabilities, or government structure occur.
2. The Basic Plan and its Annexes must be revised or updated by a formal change at least **every five years**. Responsibility for revising or updating the Basic Plan is assigned to the Emergency Management Coordinator. Responsibility for revising or updating the Annexes to this plan is outlined in the “Assignment of Responsibilities” section as well as in each Annex. For details on the methods of updating planning documents as well as more information on when changes should be made, refer to Chapter 3 of the Division of Emergency Management (DEM) *Local Emergency Management Planning Guide* (DEM-10).

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3. Revised or updated planning documents will be provided to all COSA departments, agencies, and individuals tasked in those documents.
4. §418.043(4) of the Government Code provide that GDEM shall review local emergency management plans. The process for submitting new or updated planning documents to GDEM is described in Chapter 6 of the DEM-10. The Emergency Management Coordinator is responsible for submitting copies of planning documents to the GDEM Regional Liaison Officer for review.

**X. ATTACHMENTS:**

1. DISTRIBUTION LIST
2. REFERENCES
3. ORGANIZATION FOR EMERGENCIES
4. FUNCTIONAL RESPONSIBILITY MATRIX
5. ANNEX ASSIGNMENTS
6. AGREEMENTS AND CONTRACTS
7. NATIONAL INCIDENT MANAGEMENT SYSTEM SUMMARY
8. ACRONYMS AND DEFINITIONS

**XI. ANNEXES (DISTRIBUTED UNDER SEPARATE COVER)**

- Annex A – Warning
- Annex B – Communications
- Annex C – Shelter and Mass Care
- Annex D – Radiological Protection
- Annex E – Evacuation
- Annex F – Fire Fighting
- Annex G – Law Enforcement
- Annex H – Health and Medical
- Annex I – Public Information
- Annex J – Recovery
- Annex K – Public Works and Engineering
- Annex L – Energy and Utilities
- Annex M – Resource Management
- Annex N – Direction and Control
- Annex O – Human Services
- Annex P – Hazard Mitigation
- Annex Q – Hazardous Materials and Oil Spill Response
- Annex R – Search and Rescue
- Annex S – Transportation

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Annex T – Donations Management  
Annex U – Legal  
Annex V – Terrorist Incident Response

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**ATTACHMENT 1  
DISTRIBUTION LIST**

**JURISDICTION/AGENCY**

EOC REFERENCE LIBRARY	6
MAYOR	1
CITY MANAGER	1
EMERGENCY MANAGEMENT COORDINATOR	1
FIRE CHIEF	3
POLICE CHIEF	2
CITY ATTORNEY	1
COSA DEPT. OF COMMUNITY INITIATIVES DIRECTOR	1
METROPOLITAN HEALTH DISTRICT (MHD) DIRECTOR	4
DEVELOPMENT SERVICES DIRECTOR	1
PUBLIC WORKS DIRECTOR/CPS/SAWS/BEXAR MET REPS	3
CITY CLERK	1
CITY PUBLIC INFORMATION OFFICER (PIO)	1
AMERICAN RED CROSS	1
THE SALVATION ARMY	1
SAVOAD PRESIDENT/2-1-1 TEXAS UNITED WAY HELP LINE	4
RMOC /BCME/NDMS FCO	3
COSA 3-1-1 DIRECTOR	1
VIA METROPOLITAN TRANSIT SYSTEM	1
GDEM REGIONAL LIAISON OFFICER	1
BEXAR COUNTY EMC/LEPC	1
AACOG	1
COSA ENVIRONMENTAL SERVICES DIRECTOR	1
COSA PURCHASING AND GENERAL SERVICES DIRECTOR	1
REGION 20/SCHOOL ISD	1
BEXAR 9-1-1 SYSTEM	1
AFEB FOR FEDS AND MILITARY	2
SOUTHWEST BELL CORP.	1
CONVENTION AND TOURISM	1
PARKS AND RECREATION	1
HUMAN RESOURCES	1
AVIATION	1

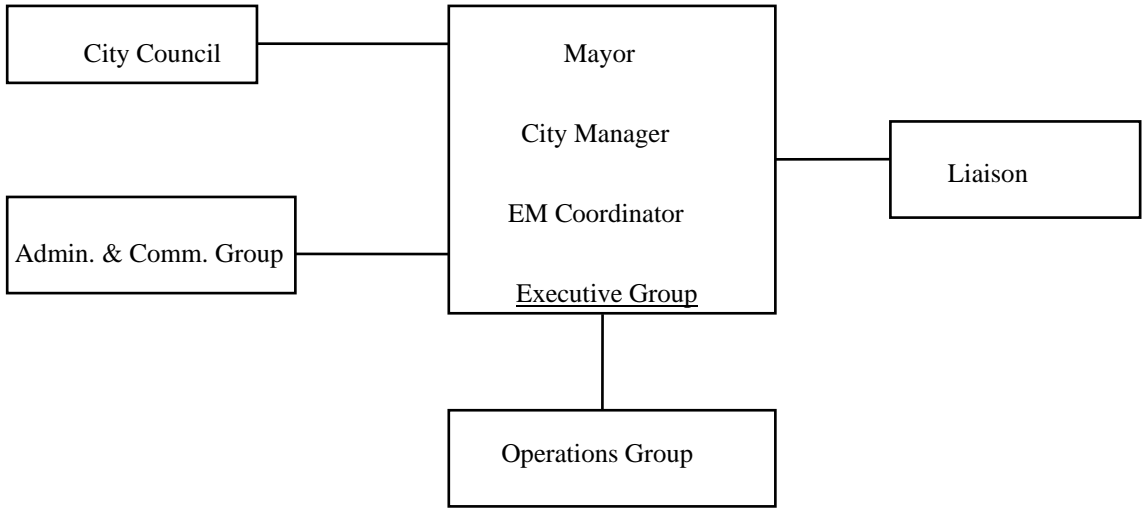
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**ATTACHMENT 2**  
**REFERENCES**

1. TEXAS DEPARTMENT OF PUBLIC SAFETY, DIVISION OF EMERGENCY MANAGEMENT, *LOCAL EMERGENCY MANAGEMENT PLANNING GUIDE*, DEM-10
2. TEXAS DEPARTMENT OF PUBLIC SAFETY, DIVISION OF EMERGENCY MANAGEMENT, *DISASTER RECOVERY MANUAL*
3. TEXAS DEPARTMENT OF PUBLIC SAFETY, DIVISION OF EMERGENCY MANAGEMENT, *MITIGATION HANDBOOK*
4. FEMA, INDEPENDENT STUDY COURSE, IS-288: *THE ROLE OF VOLUNTARY ORGANIZATIONS IN EMERGENCY MANAGEMENT*
5. FEMA, *STATE AND LOCAL GUIDE (SLG) 101: GUIDE FOR ALL-HAZARD EMERGENCY OPERATIONS PLANNING*
6. U. S. DEPARTMENT OF HOMELAND SECURITY, *NATIONAL RESPONSE PLAN*
7. 79<sup>TH</sup> TEXAS LEGISLATURE, *HOUSE BILL #3111*

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**ATTACHMENT 3  
ORGANIZATION FOR EMERGENCY MANAGEMENT**



**Executive Group**

- Mayor
- City Manager
- EM Coordinator
- City Attorney
- Fire Chief
- Police Chief
- Community Initiatives
- MHD Director
- Public Works Director
- CITY PIO

**Liaison Organizations**

- Region 20/Schools
- Bexar County Emerg. Mgmt.
- AFEB/Military/CAP
- DPS/RLO/AACOG
- Bexar Metro 9-1-1
- FBI/LEO

**Support Group**

- 3-1-1
- EOC Admin. Staff
- MIS/GIS
- Amateur Radio Volunteers
- Security

**Operations Group**

- Assistant City Manager
- Law Enforcement
- Fire/HAZMAT
- EMS/Rescue
- City Public Service
- Public Works
- Environ. Services
- Parks & Recreation
- San Antonio Water System/Bexar Met.
- AMERICAN RED CROSS
- Metropolitan Health District/RMOC/BCME/NDMS
- Development Services
- SAVOADs/2-1-1/Texas United Way Help Line
- Salvation Army
- VIA Transit Syst.
- AT&T
- Convention & Tourist Services
- Purchasing & Gen. Serv.
- Human Resources
- Aviation

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**ATTACHMENT 4  
EMERGENCY MANAGEMENT FUNCTIONAL RESPONSIBILITIES**

	WARNING	COMMUNICATIONS	SHELTER & MASS CARE	RADIOLOGICAL PROTECTION	EVACUATION	FIREFIGHTING	LAW ENFORCEMENT	HEALTH & MEDICAL	PUBLIC INFORMATION	RECOVERY	PUBLIC WORKS & ENGINEERING	ENERGY & UTILITIES	RESOURCE MANAGEMENT	DIRECTION & CONTROL	HUMAN SERVICES	HAZARD MITIGATION	HAZMAT & OIL SPILL RESPONSE	SEARCH & RESCUE	TRANSPORTATION	DONATIONS MANAGEMENT	LEGAL	TERRORIST INCIDENT RESPONSE
MAYOR/CITY MANAGER	S	S	S	S	C	S	S	S	C	P	S	S	C	P	S	C	S	S	S	C	C	C
CITY PUBLIC INFORMATION OFF	S	S	S	S	C			C	P	S		S	S	S	S	S	S		S	C	S	C
EMC	C	C	C	C	P	C	C	C	C	C	C	C	P	P	C	C	C	C	P	C	C	P
LAW ENFORCEMENT	P	P	S	S	P	S	P		S			S	S	S	S	S	S	S	S	S		P
FIRE SERVICE	P	P	S	P	S	P			S				S	S		S	P	P		S		S
PUBLIC WORKS	S	S	S	S	S	S	S		S	P	P	P	S	S	S	P	S	S	S	S		S
PUBLIC WORKS/CPS/SAWS*		S	S						S	S	S	C	S	S		S	S	S		S		S
METROPOLITAN HEALTH DIST.	S	S	C	P	S			P	S	S		S	S	S	C	S	S	S	S	S	S	C
COMMUNITY INITIATIVES DEPT.			C		S			C	S	P		S	S	S	P	S		S	S	S	S	S
RED CROSS		S	P	S	C	S		C	S	S		S	S	S	C			S	S	S	S	S
SALVATION ARMY			S		S			S	S	S		S	S	S	C				S	P		S
DEVELOPMENT SERVICES DIR.										P		S	S	S		S				S		S
VIA/SCHOOL DISTRICTS	S	S	S	S	C			S	S	S		S	S	S	S		S		P	S	S	S
CITY ATTORNEY				S	S			S	S	S		S	S	S	S	S	S			S	P	C
SEARCH & RESCUE/SAFD				S	S	P	S						S	S		S	P	P				S
EOC COMMUNICATIONS	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S		S
3-1-1/2-1-1	S	S	S	S	C			S	S	S		S	S	S	S	S	S		S	S	S	S
PURCH. & GEN. SERV. DEPT.					S			S		S			P	S	S	S			S			S
ENVIRONMENTAL SERV. DEPT			S	S	S	S		S	S	S	S		S	S	S	S	S	S	S	S		S
HUMAN RESOURCES					S			S		S			S	S	S				S	S		S
CITY CLERK				S	S			S		S			S	S	S	S	S			S	S	S
FINANCE					S			S		S			S	S	S		S			S		S

P – INDICATES PRIMARY RESPONSIBILITY  
S – INDICATES SUPPORT RESPONSIBILITY  
C – INDICATES COORDINATION RESPONSIBILITY

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**ATTACHMENT 5  
ANNEX ASSIGNMENTS**

<b>ANNEX</b>	<b>ASSIGNED TO:</b>
ANNEX A: WARNING	FIRE AND POLICE CHIEF
ANNEX B: COMMUNICATIONS	FIRE AND POLICE CHIEF
ANNEX C: SHELTER & MASS CARE	AMERICAN RED CROSS /DCI /MHD
ANNEX D: RADIOLOGICAL PROTECTION	METRO HEALTH DIST. DIRECTOR AND FIRE CHIEF
ANNEX E: EVACUATION	EMERG. MGMT. COORDINATOR AND POLICE CHIEF
ANNEX F: FIRE FIGHTING	FIRE CHIEF
ANNEX G: LAW ENFORCEMENT	POLICE CHIEF
ANNEX H: HEALTH AND MEDICAL SERVICES	METRO. HEALTH DIST. DIR./RMOC/BCME/NDMS
ANNEX I: PUBLIC INFORMATION	COSA PUBLIC INFORMATION OFFICER
ANNEX J: RECOVERY	DEV. SERV. DIR, PUBLIC WORKS DIR. & DCI DIR.
ANNEX K: PUBLIC WORKS & ENGINEERING	PUBLIC WORKS DIRECTOR /ENVIRON. SERV. DIR.
ANNEX L: ENERGY & UTILITIES	PUBLIC WORKS DIRECTOR
ANNEX M: RESOURCE MANAGEMENT	EMERG. MGMT. COORD. AND DIR OF PUR. & GEN. SERV.
ANNEX N: DIRECTION & CONTROL	MAYOR, CITY MGR, AND EMERG. MGMT. COORDINATOR
ANNEX O: HUMAN SERVICES	COMMUNITY INITIATIVES DIRECTOR
ANNEX P: HAZARD MITIGATION	PUBLIC WORKS DIRECTOR
ANNEX Q: HAZARDOUS MATERIALS	FIRE CHIEF
ANNEX R: SEARCH & RESCUE	FIRE CHIEF
ANNEX S: TRANSPORTATION	EMERG. MGMT. COORD. AND VIA TRANSIT SYSTEM
ANNEX T: DONATIONS MANAGEMENT	THE SALVATION ARMY
ANNEX U: LEGAL	CITY ATTORNEY
ANNEX V: TERRORIST INCIDENT RESPONSE	POLICE CHIEF AND EMERGENCY MANAGEMENT COORD.

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**ATTACHMENT 6**  
**SUMMARY OF AGREEMENTS AND CONTRACTS**

**AGREEMENTS**

**DESCRIPTION: RED CROSS AGREEMENT**

SUMMARY OF PROVISIONS: MASS CARE SHELTERING & BASIC WELFARE

OFFICIALS AUTHORIZED TO IMPLEMENT: TODD FOREMAN & MIKE MILLER

COSTS: VOLUNTARY

COPIES HELD BY: SAN ANTONIO RED CROSS & COSA EMERGENCY MANAGEMENT

**DESCRIPTION: SALVATION ARMY AGREEMENT**

SUMMARY OF PROVISIONS: MASS CARE FEEDING & BASIC WELFARE

OFFICIALS AUTHORIZED TO IMPLEMENT: MAJOR HOWARD BRATCHER & MIKE MILLER

COSTS: VOLUNTARY

COPIES HELD BY: SAN ANTONIO SALVATION ARMY & COSA EMERGENCY MANAGEMENT

**DESCRIPTION: CATASTROPHIC MUTUAL AID AGREEMENT**

SUMMARY OF PROVISIONS: MAJOR FIRE, BLDG. COLLAPSE, HAZMAT, & AIRCRAFT CRASH

OFFICIALS AUTHORIZED TO IMPLEMENT: LOCAL FIRE CHIEFS OR EQUIVALENT

COSTS: AGREEMENT STIPULATIONS

COPIES HELD BY: FIFTY-ONE (51) BEXAR COUNTY EMERGENCY ORGANIZATIONS

**DESCRIPTION: EMERGENCY REPATRIATION MEMORANDUM OF UNDERSTANDING**

SUMMARY OF PROVISIONS: OVERSEAS CIVILIAN EVACUEE HOSTING AND PROCESSING

OFFICIALS AUTHORIZED TO IMPLEMENT: FEDERAL, STATE, AND CITY GOVERNMENT

COSTS: REIMBURSABLE

COPIES HELD BY: TEXAS DEPT. OF HUMAN SERVICES & COSA EMERG. MGMT.

**DESCRIPTION: REGIONAL MITIGATION ACTION PLAN**

SUMMARY OF PROVISIONS: ALAMO AREA COUNCIL OF GOVERNMENTS JOINT PLAN

OFFICIALS AUTHORIZED TO IMPLEMENT: BY ORDINANCE FOR PUBLIC WORKS DIRECTOR

COSTS: ABSORBED BY BOND ELECTIONS AND OPERATIONAL BUDGET

COPIES HELD BY: MANAGEMENT TEAM AND REGIONAL ENTITIES BY ENACTMENT

**DESCRIPTION: REGIONAL MUTUAL AID AGREEMENT**

SUMMARY OF PROVISIONS: ALAMO AREA COUNCIL OF GOVERNMENTS REGIONAL PLAN

OFFICIALS AUTHORIZED TO IMPLEMENT: BY ORDINANCE STIPULATION

COSTS: AS STIPULATED

COPIES HELD BY: POTENTIAL EMERGENCY FIRST RESPONDERS

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**UNDERSTANDINGS**

DESCRIPTION: AREA LAW ENFORCEMENT SUPPORT  
SUMMARY OF PROVISIONS: SWAT, BOMB SQUAD, HELICOPTER  
OFFICIALS AUTHORIZED TO IMPLEMENT: CHIEF OF POLICE  
COSTS: ABSORBED  
COPIES HELD BY: DISCRETIONARY REQUEST

DESCRIPTION: NATIONAL DISASTER MEDICAL SYSTEM (NDMS)  
SUMMARY OF PROVISIONS: MEDICAL HOSTING OF HEALTH CARE EVACUEES  
OFFICIALS AUTHORIZED TO IMPLEMENT: DOD/DHHS/VETERANS ADMINISTRATION  
COSTS: REIMBURSABLE  
COPIES HELD BY: AUDIE MURPHY VA HOSPITAL

DESCRIPTION: TEXAS TASK FORCE ONE  
SUMMARY OF PROVISIONS: STATEWIDE DISASTER RESCUE RESPONSE  
OFFICIALS AUTHORIZED TO IMPLEMENT: DEM  
COSTS: ABSORBED  
COPIES HELD BY: TEEEX/FIRE DEPARTMENTS

DESCRIPTION: MILITARY SUPPORT FOR CIVIL AUTHORITIES (MSCA)  
SUMMARY OF PROVISIONS: LOCAL MILITARY BASE DISASTER RESPONSE  
OFFICIALS AUTHORIZED TO IMPLEMENT: BASE COMMAND ON REQUEST  
COSTS: ABSORBED  
COPIES HELD BY: COMMANDER’S DISCRETION

**ATTACHMENT 7**  
**NATIONAL INCIDENT MANAGEMENT SYSTEM (NIMS) SUMMARY**

**A. BACKGROUND**

1. NIMS is a comprehensive, national approach to incident management that is applicable to all jurisdictional levels and across functional disciplines. This system is suitable across a wide range of incidents and hazard scenarios, regardless of size or complexity. It provides a flexible framework for all phases of incident management as well as requirements for processes, procedures, and systems designed to improve interoperability.
2. NIMS is a multifaceted system that provides a national framework for preparing for, preventing, responding to, and recovering from domestic incidents.

**B. COMPONENTS**

1. Command and Management

The incident management structures employed by NIMS can be used to manage emergency incidents or non-emergency events such as celebrations. The system works equally well for small incidents and large-scale emergency situations. The system has built-in flexibility to grow or shrink depending on current needs. It is a standardized system, so personnel from a variety of agencies and geographic locations can be rapidly incorporated into a common management structure.

- a. Incident Management System

A system used to manage emergency incidents or non-emergency events such as celebrations.

- 1) Features of Incident Command System (ICS)

ICS has a number of features that work together to make it a real management system. Among the primary attributes of ICS are:

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a) Common Terminology

ICS requires the use of common terminology, such as the use of standard titles for facilities and positions within an organization, to ensure efficient and clear communications.

b) Organizational Resources

All resources including personnel, facilities, major equipment, and supply items used to support incident management activities must be “typed” with respect to capability. This typing will minimize confusion and enhance interoperability.

c) Manageable Span of Control

Span of control should ideally vary from three to seven. Anything less or more requires expansion or consolidation of the organization.

d) Organizational Facilities

Common terminology is used to define incident facilities, the activities conducted at these facilities, and the organizational positions that can be found working there.

e) Use of Position Titles

All ICS positions have distinct titles.

f) Reliance on an Incident Action Plan

The incident action plan, which may be verbal or written, is intended to provide supervisory personnel a common understanding of the situation and direction for future action. The plan includes a statement of objectives,

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organizational description, assignments, and support material such as maps. Written plans are desirable when two or more jurisdictions are involved, when state and/or federal agencies are assisting local response personnel, or there has been significant turnover in the incident staff.

g) Integrated Communications

Integrated communications includes interfacing disparate communications as effectively as possible, planning for the use of all available systems and frequencies, and requiring the use of clear text in communications.

h) Accountability

ICS is based on an orderly chain of command, check-in for all responders, and only one supervisor for each responder.

2) Unified Command

a) Unified Command is a variant of ICS used when there is more than one agency or jurisdiction with responsibility for the incident or when personnel and equipment from a number of different agencies or jurisdictions are responding to it. This might occur when the incident site crosses jurisdictional boundaries or when an emergency situation involves matters for which state and/or federal agencies have regulatory responsibility or legal requirements.

b) ICS Unified Command is intended to integrate the efforts of multiple agencies and jurisdictions. The major change from a normal ICS structure is at the top. In a Unified command, senior representatives of each agency or jurisdiction responding

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to the incident collectively agree on objectives, priorities, and an overall strategy or strategies to accomplish objectives; approve a coordinated Incident Action Plan; and designate an Operations Section Chief. The Operations Section Chief is responsible for managing available resources to achieve objectives. Agency and jurisdictional resources remain under the administrative control of their agencies or jurisdictions, but respond to mission assignments and direction provided by the Operations Section Chief based on the requirements of the Incident Action Plan.

3) Area Command

- a) An Area Command is intended for situations where there are multiple incidents that are each being managed by an ICS organization or to oversee the management of large or multiple incidents to which several Incident Management Teams have been assigned. Area Command becomes Unified Area Command when incidents are multi-jurisdictional.
- b) The organization of an Area Command is different from a Unified Command in that there is no operations section, since all operations are conducted on-scene, at the separate ICP.

b. Multi-agency Coordination Systems

Multi-agency coordination systems may be required for incidents that need higher level resource or information management. The components of multi-agency coordination systems include facilities, equipment, EOCs, specific multi-agency coordination entities, personnel, procedures, and communications; all of which are integrated into a common framework for coordinating and supporting incident management.

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c. Public Information

The NIMS system fully integrates the ICS Joint Information System (JIS) and the Joint Information Center (JIC). The JIC is a physical location where public information staff involved in incident management activities can collocate to perform critical emergency information, crisis communications, and public affairs functions. More information on JIC can be obtained in the DHS *National Incident Management System Plan*, dated March 2004.

2. Preparedness

Preparedness activities include planning, training, and exercises as well as certification of response personnel as well as equipment acquisition and certification. Activities would also include the creation of mutual aid agreements and Emergency Management Assistance Compacts. Any public information activities such as publication management would also be preparedness activities.

3. Resource Management

All resources, such as equipment and personnel, must be identified and typed. Systems for describing, inventorying, requesting, and tracking resources must also be established.

4. Communications and Information Management

Adherence to NIMS specified standards by all agencies ensures interoperability and compatibility in communications and information management.

5. Supporting Technologies

This would include any technologies that enhance the capabilities essential to implementing the NIMS. For instance; voice and data communication systems, resource tracking systems, or data display systems.

6. Ongoing Management and Maintenance

The NIMS Integration Center provides strategic direction and oversight in support of routine review and continual

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refinement of both the system and its components over the long term.

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**ATTACHMENT 8**  
**ACRONYMS AND DEFINITIONS**

**A. Acronyms**

AAR	After Action Report
ARC	American Red Cross
CFR	Code of Federal Regulations
DDC	Disaster District Committee/Chairperson
DHS	Department of Homeland Security
EOC	Emergency Operations Center
FEMA	Federal Emergency Management Agency, an element of the U.S. Department of Homeland Security
Hazmat	Hazardous Material
HSPD-5	Homeland Security Presidential Directive #5
ICP	Incident Command Post
ICS	Incident Command System
IP	Improvement Plan
JFO	Joint Field Office
JIC	Joint Information Center
NIMS	National Incident Management System
NRP	National Response Plan
OSHA	Occupational Health & Safety Administration
SOC	State Operations Center
TSA	The Salvation Army

**B. Definitions**

**Area Command (Unified Area Command)**

An organization established either to oversee the management of multiple incidents that are each being managed by an ICS organization or to oversee the management of large or multiple incidents to which several Incident Management Teams have been assigned. Sets overall strategy and priorities, allocates critical resources according to priorities, ensures that incidents are properly managed, and ensures that objectives are met and strategies followed. Area Command becomes Unified Area Command when incidents are multi-jurisdictional.

**Disaster District**

Disaster Districts are regional state emergency management organizations mandated by the Executive Order of the Governor

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relating to Emergency Management whose boundaries parallel those of Highway Patrol Districts and Sub-Districts of the Texas Department of Public Safety.

**Disaster District Committee (DDC)**

The DDC consists of a Chairperson (DPS Patrol captain) and representatives of the state agencies and volunteer groups represented on the State Emergency Management Council with resources in the district. The DDC Chairperson, supported by committee members, is responsible for identifying, coordinating the use of, committing, and directing state resources within the district to respond to emergencies.

**Emergency Operations Center**

Specially equipped facilities from which government officials exercise direction and control and coordinate necessary resources in an emergency situation

**Public Information**

Information that is disseminated to the public via the news media before, during, and/or after an emergency or disaster

**Emergency Situations**

As used in this plan, this term is intended to describe a *range* of situations, from a minor incident to a catastrophic disaster. It includes the following:

\* **Incident**

An incident is a situation that is limited in scope and potential effects. Characteristics of an incident include:

- 1) Involves a limited area and/or limited population.
- 2) Evacuation or in-place sheltering is typically limited to the immediate area of the incident.
- 3) Warning and public instructions are provided in the immediate area, not community-wide.
- 4) One or two local response agencies or departments acting under an incident commander normally handle

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incidents. Requests for resource support are normally handled through agency and/or departmental channels.

- 5) May require limited external assistance from other local response agencies or contractors.
- 6) For the purposes of the NRP, incidents include the full range of occurrences that require an emergency response to protect life or property.

**\* Emergency**

An emergency is a situation is larger in scope and more severe in terms of actual or potential effects than an incident. Characteristics include:

- 1) Involves a large area, significant population, or important facilities.
- 2) May require implementation of large-scale evacuation or in-place sheltering and implementation of temporary shelter and mass care operations.
- 3) May require community-wide warning and public instructions.
- 4) Requires a sizable multi-agency response operating under an incident commander.
- 5) May require some external assistance from other local response agencies, contractors, and limited assistance from state or federal agencies.
- 6) The EOC will be activated to provide general guidance and direction, coordinate external support, and provide resource support for the incident.
- 7) For the purposes of the NRP, an emergency (as defined by the Stafford Act) is “any occasion or instance for which, in the determination of the President, federal assistance is needed to supplement State and local efforts and capabilities to save lives and to protect property and public health and safety or to lessen or avert the threat of catastrophe in any part of the United States.”

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\* **Disaster**

A disaster involves the occurrence or threat of significant casualties and/or widespread property damage that is beyond the capability of the local government to handle with its organic resources. Characteristics include:

- 1) Involve a large area, a sizable population, and/or important facilities.
- 2) May require implementation of large-scale evacuation or in-place sheltering and implementation of temporary shelter and mass care operations.
- 3) Requires community-wide warning and public instructions.
- 4) Requires a response by all local response agencies operating under one or more incident commanders.
- 5) Requires significant external assistance from other local response agencies, contractors, and extensive state or federal assistance.
- 6) The EOC will be activated to provide general guidance and direction, provide emergency information to the public, coordinate state and federal support, and coordinate resource support for emergency operations.
- 7) For the purposes of the NRP, a major disaster (as defined by the Stafford Act) is any catastrophe, regardless of the cause, which in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster federal assistance.

\* **Catastrophic Incident**

For the purposes of the NRP, this term is used to describe any natural or manmade occurrence that results in extraordinary levels of mass casualties, property damage, or disruptions that severely affect the population, infrastructure, environment, economy, national morale, and/or government functions. An occurrence of this magnitude would result in sustained national impacts over

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prolonged periods of time and would immediately overwhelm local and state capabilities. All catastrophic incidents are “*Incidents of National Significance.*”

**Hazard Analysis**

A document, published separately from this plan, identifies the local hazards that have caused or possess the potential to adversely affect public health and safety, public or private property, or the environment.

**Hazardous Material (Hazmat)**

A substance in a quantity or form posing an unreasonable risk to health, safety, and/or property when manufactured, stored, or transported. The substance, by its nature, containment, and reactivity, has the capability for inflicting harm during an accidental occurrence. Is toxic, corrosive, flammable, reactive, an irritant, or a strong sensitizer, and poses a threat to health and the environment when improperly managed. Includes toxic substances, certain infectious agents, radiological materials, and other related materials such as oil, used oil, petroleum products, and industrial solid waste substances

**Incident of National Significance**

An actual or potential high-impact event that requires a coordinated and effective response by an appropriate combination of federal, state, local, tribal, nongovernmental, and/or private sector entities in order to save lives and minimize damage as well as provide the basis for long-term communication recovery and mitigation activities.

**Inter-local Agreements**

Arrangements between governments or organizations, either public or private, for reciprocal aid and assistance during emergency situations where the resources of a single jurisdiction or organization are insufficient or inappropriate for the tasks that must be performed to control the situation - commonly referred to as a mutual aid agreement

**Stafford Act**

The Robert T. Stafford Disaster Relief and Emergency Assistance Act authorizes federal agencies to undertake special measures

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designed to assist the efforts of states in expediting the rendering of aid, assistance, emergency services, as well as reconstruction and rehabilitation of areas devastated by disaster.