

Texas Division of Emergency Management



Preparedness Standards for Emergency Management in Texas

TDEM-100

June 2000

FOR ADDITIONAL INFORMATION

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Copies of many of the legal references, forms and other materials referred to in this document are available for review on the Texas Division of Emergency Management website: <https://tdem.texas.gov/>

FOREWORD

This document describes standards used to evaluate local emergency management programs in Texas.

The general objectives of emergency management are to effectively and efficiently prepare for, mitigate against, respond to, and recover from emergencies and disasters. It also extends those planning concepts into prevention and protective mission initiatives. The preparedness standards outlined in the following pages allow local officials and the Texas Division of Emergency Management (TDEM) to evaluate local emergency preparedness. This document provides a set of objective standards to assess three key activities: planning, training, and exercises. Local governments may use their preparedness assessment to identify general areas where improvement is needed. TDEM uses the results to measure the effectiveness of preparedness programs and identify areas where additional emphasis may be needed.

This document outlines standards that jurisdictions must meet in order to achieve the Basic, Intermediate, or Advanced level of preparedness. Use of these standards does not imply a community's emergency management efforts should be limited only to the criteria outlined in this document. The preparedness standards do not assess staffing levels, funding for emergency programs, the level of training provided for emergency responders, or the availability of response equipment or emergency facilities. These are local responsibilities that play a key role in determining capabilities to prepare for, mitigate against, respond to, and recover from emergencies.

The TDEM-100 integrates concepts from the National Preparedness Guidelines (NPG), National Incident Management System (NIMS), National Response Framework (NRF), the FEMA Comprehensive Preparedness Guide 101 (CPG 101), and the National Infrastructure Protection Plan (NIPP).

TDEM promulgates standards for local emergency planning pursuant to §418.043 of the Texas Government Code. Training standards for elected and appointed individuals who head emergency management programs are promulgated pursuant to §418.005, §418.101, and §418.1015 of the Texas Government Code.

In November 2005, the NIMS National Integration Center published guides for integrating the NIMS concepts into Emergency Operations Plans. The TDEM-100 incorporates the concepts and suggestions found in these documents.

Preparedness Standards for Emergency Management in Texas

TDEM–100

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EXPLANATION OF TERMS

AAR	After Action Report
COG	Council of Governments
CPG 101	FEMA Comprehensive Preparedness Guide 101
EMC	Emergency Management Coordinator
EMD	Emergency Management Director
EMI	Emergency Management Institute
EPCRA	Emergency Planning & Community Right-to-Know Act
FEMA	Federal Emergency Management Agency
HSEEP	Homeland Security Exercise Evaluation Program
ICS	Incident Command System
IP	Improvement Plan
NIMS	National Incident Management System
NIPP	National Infrastructure Protection Plan
NPG	National Preparedness Guidelines
NRF	National Response Framework
RLO	Regional Liaison Officer
SOP	Standard Operating Procedures
TDEM	Texas Division of Emergency Management

SECTION 1—PLANNING STANDARDS

I. BACKGROUND

A. The State of Texas has adopted planning standards designed to ensure common emergency functions are adequately addressed in local emergency plans. It promotes a common understanding of the fundamentals of planning and decision-making to help planners examine a hazard or threat, and produce integrated, coordinated, and synchronized plans. The standards should help state agencies, and local, and regional governments in their efforts to develop and maintain viable, all-hazard emergency plans.

B. Local emergency management planning requires four types of documents:

1. Legal Documents

- a) County and municipal emergency management programs must be legally established by commissioner's court orders and city ordinances. Joint resolutions provide the legal basis for inter-jurisdictional emergency management programs.
- b) Adoption of the National Incident Management System (NIMS) by either a Commissioner's Court, City Council or Commission Order, Ordinance, or Resolution.

2. Basic Plan

The Basic Plan provides an overview of the jurisdiction's approach to emergency operations. It details emergency response policies, describes the response organization, and assigns tasks. Although the Basic Plan guides the development of operationally oriented functional annexes, its primary intended audience consists of the jurisdiction's chief executive, his or her staff, and agency heads. The Basic Plan should meet the needs of this audience while providing a solid foundation for development of functional annexes. A Basic Plan is considered current if it was prepared and/or updated in the last five years, and contains NIMS-specific requirements in the State Planning Standards Checklist.

3. Annexes to the Basic Plan

Annexes to emergency management plans provide specific information and direction. Annexes should focus on operations. While the Basic Plan provides information relevant to the emergency management plan as a whole, annexes should emphasize responsibilities, tasks, and operational actions that pertain to the function being covered. Annexes should cover, in general terms, the activities to be performed by anyone with a responsibility under the function. An annex should identify actions that not only ensure effective response, but also aid in preparing for emergencies and disasters. Table 1 outlines the complete set of annexes TDEM recommends each jurisdiction develop and maintain. Annexes are considered current if they

have been prepared and/or updated within the last five years, and if they meet the State Planning Standards Checklist requirements. Annexes B, D, F, G, H, I, K, M, N, and V contain NIMS specific requirements in the State Planning Standards Checklist.

4. Standard Operating Procedures

Standard Operating Procedures (SOPs) provide greater detail on how mission tasks should be performed. SOPs are typically prepared at the department or section level. They are specific instructions designed to ensure required actions to perform a given task are accomplished in a timely, complete, and correct manner. Local SOPs are not evaluated as part of the preparedness assessment for planning.

- C. All jurisdictions are expected to meet Basic Level planning requirements, which is the minimum acceptable level of preparedness. Requirements for the Basic Level of planning preparedness include preparation of legal documents establishing an emergency management program, a Basic Plan, and a limited set of functional annexes.
- D. Intermediate or Advanced Level Planning Preparedness requirements may be met by preparing and maintaining additional functional annexes to the Basic Plan. Jurisdictions participating in Department of Homeland Security grant programs and/or the Emergency Management Performance Grant (EMPG) program are generally expected to achieve higher levels of planning preparedness as a condition of grant eligibility.

Table 1—Standardized Local Functional Annexes	
Basic Emergency Management Plan	Annex L Utilities
Annex A Warning	Annex M Resource Management
Annex B Communications	Annex N Direction and Control
Annex C Shelter and Mass Care	Annex O Human Services
Annex D Radiological Protection	Annex P Hazard Mitigation
Annex E Evacuation	Annex Q Hazardous Materials and Oil Spill Response
Annex F Firefighting	Annex R Search and Rescue
Annex G Law Enforcement	Annex S Transportation
Annex H Health and Medical Services	Annex T Donations Management
Annex I Emergency Public Information	Annex U Legal
Annex J Recovery	Annex V Terrorist Incident Response
Annex K Public Works and Engineering	Annex W Fixed Nuclear Power Plant (limited jurisdictions)

II. PLANNING REQUIREMENTS

A. Basic Level of Planning Preparedness

1. The Basic Level of Planning Preparedness is the minimum acceptable level of preparedness. It provides a basic capacity for directing and controlling emergency operations, warning and protecting the population, and dealing with hazardous materials. The planning documents required for this level of preparedness meet planning requirements of the federal Emergency Planning and Community Right-to-Know Act (EPCRA).
2. Required Documents
 - a) Legal documents establishing the local emergency program appropriate for the jurisdiction:
 - 1) Commissioner's Court Order establishing a county emergency management program.
 - 2) City Ordinance establishing a city emergency management program.
 - 3) Joint resolution establishing an inter-jurisdictional emergency management program.
 - 4) Commissioner's court order or city ordinance adopting NIMS.
 - b) A current NIMS-compliant emergency management Basic Plan that has a revision date within the last five years.
 - c) Current NIMS-compliant annexes with a revision date within the last five years for the following functional areas:
 - 1) Annex A—Warning
 - 2) Annex B—Communications
 - 3) Annex C—Shelter and Mass Care
 - 4) Annex E—Evacuation
 - 5) Annex I—Public Information
 - 6) Annex M—Resource Management
 - 7) Annex N—Direction and Control
 - 8) Annex O—Human Services
 - 9) Annex Q—Hazardous Materials and Oil Spill Response
 - 10) Annex V—Terrorist Incident Response

B. Intermediate Level of Planning Preparedness

1. The Intermediate Level of Planning Preparedness provides enhancement over a basic capacity through inclusion of additional emergency support functions. This level provides an increased capability for responding to and managing emergencies and disasters.

2. Required Documents

- a) All documents required for the Basic Level of Planning Preparedness; and
- b) Current NIMS-compliant annexes prepared and/or updated within the last five years and covering the following functional areas:
 - 1) Annex D – Radiological Emergency Management
 - 2) Annex F – Firefighting
 - 3) Annex G – Law Enforcement
 - 4) Annex H – Health and Medical Services
 - 5) Annex J – Recovery
 - 6) Annex K – Public Works and Engineering
 - 7) Annex L – Utilities
 - 8) Annex R – Search and Rescue
 - 9) Annex S – Transportation

C. Advanced Level of Planning Preparedness

- 1. The Advanced Level of Planning Preparedness is the highest level of planning preparedness, and demonstrates the greatest capability to respond to and manage emergencies and disasters.

2. Required Documents

- a) All documents required for the Basic and Intermediate Levels of Preparedness; and
- b) Current NIMS compliant annexes prepared and/or updated within the last five years and covering the following functional areas:
 - 1) Annex P – Hazard Mitigation
 - 2) Annex T – Donations Management
 - 3) Annex U – Legal

D. Obtaining Preparedness Credit for Planning

- 1. Copies of all new and updated legal documents establishing emergency management programs and new and updated Basic Plans and Annexes, together with complete (signed) planning standards checklists covering those documents, should be submitted to TDEM.
- 2. Local planning documents are maintained by TDEM. Planning data is entered into a database maintained by TDEM. A copy of the local jurisdiction's Preparedness Profile is sent electronically to each jurisdiction following the review of new/revised documents. You may request a copy of your jurisdiction's preparedness profile at any time by contacting the Policy and Plans Unit at TDEM. The Councils of Government (COGs) are provided with copies of Preparedness Profiles on a monthly basis.

E. Planning Assistance

1. Pursuant to § 418.043 of the Government Code, TDEM publishes planning standards that specify minimum content for the local Basic Plan and functional annexes. TDEM also produces a template of the Basic Plan and Annexes that local governments may use in developing their planning documents.
2. Copies of the current State planning standards and document templates are available for download on the TDEM website: <https://tdem.texas.gov/>
3. TDEM publishes the *Local Emergency Management Planning Guide* (TDEM-10) to provide guidance for local emergency planning. Regional Liaison Officers (RLOs) and COGs are available to assist jurisdictions in resolving emergency planning problems.
4. TDEM offers emergency planning courses for local jurisdictions, including G–235.A Advanced Emergency Planning. This course is designed to provide students knowledge of the emergency management planning process, state planning standards, planning techniques, and the steps in the development of a basic emergency management plan and functional annexes. Additional information on this and other courses is available on the TDEM website and at www.preparingtexas.org.

SECTION 2—TRAINING STANDARDS

I. TRAINING REQUIREMENTS

A. Background

1. Professional development is a continuous process in emergency management. As agencies and individuals become better prepared and more experienced, the need for relevant training poses increasing challenges. TDEM strives to improve its curriculum to reflect core competencies of emergency personnel throughout the State.
2. TDEM offers a wide variety of emergency management training courses and an extensive array of hazardous materials courses for local and state emergency responders and local officials. All courses are offered at *no cost* to qualified students and TDEM reimburses students for travel and lodging expenses in most cases. FEMA also offers online and resident emergency management courses through the Emergency Management Institute (EMI).
3. The website www.preparingtexas.org is intended to assist Texas agencies and organizations that have a Homeland Security or Emergency Management role. Through this site, emergency management personnel and local officials may access training course descriptions and schedules, register online, and view reimbursement requirements. After completing courses, registered individuals may upload certificates and credentials to an online transcript that can be printed for their records. The site also provides training exercise schedules, emergency management articles, and links to other emergency management agency sites such as FEMA's EMI homepage.
4. Emergency management training provides the knowledge and skills needed to develop and maintain an emergency program. Local elected officials, department and agency heads, and emergency management personnel should develop an understanding of general emergency management concepts, pertinent laws, organizational arrangements, and operational concepts to achieve a Basic Level of Preparedness with respect to emergency training.
5. Pursuant to § 418.005 of the Texas Government Code, elected law enforcement officers, county judges, and appointed state or local public officials with management or supervisory responsibilities who are responsible for or play a role in emergency management, preparedness, response, or recovery should participate in the TDEM Public Officials Workshop. The workshop covers the fundamentals of emergency management in Texas and is conducted by Regional Liaison Officers (RLOs) on an arranged basis. Local jurisdictions should contact their RLO for further information. TDEM is also working to develop a new online course to satisfy this requirement.
6. Once all required courses are completed, emergency management personnel may complete any DHS, Center for Disease Control and Prevention, or TDEM accredited course(s) of their choice to fulfill training requirements. The

Texas training catalog of accredited courses is available on www.preparingtexas.org.

7. NIMS compliance activities recommend the completion of the following Independent Study courses: IS 100, IS 200, IS 700, and IS 800. Others, holding specific positions, must complete Incident Command System (ICS) training. Complete NIMS training information, guidelines, and the *NIMS Five-Year Training Plan* is available online at <http://www.fema.gov/emergency/nims/NIMSTrainingCourses.shtm>
8. Jurisdictions participating in Department of Homeland Security grant programs and/or the Emergency Management Performance Grant (EMPG) program are generally expected to achieve higher levels of training preparedness or to complete specific training as a condition of grant eligibility.

B. Basic Training Level of Preparedness

1. Training required for the basic preparedness level provides fundamental information on emergency management in Texas with which all Emergency Management Directors (EMDs), i.e. Mayors and County Judges, and Emergency Management Coordinators (EMCs) should be familiar. Training addresses the legal authorities pertinent to emergency management; the organization of emergency management at the state and federal level, and emergency management functions that should be addressed during the preparedness, mitigation, response, and recovery phases of emergency management. All course descriptions are found on www.preparingtexas.org.
2. Emergency Management Directors
 - a) Required Training:
 - 1) FEMA Independent Study Course IS100 – Introduction to Incident Command System (ICS)
 - 2) G200–Public Official’s Workshop on Emergency Management
 - (a) This course must be completed by any elected law enforcement officer or County Judge, or an appointed public officer of the State or a political subdivision, who has management or supervisory responsibilities.
 - (b) Elected officials must complete this course of training no later than 180 days after taking the oath of office or otherwise assumes the responsibilities of the office.
 - (c) This workshop is conducted by Regional Liaison Officers (RLOs) on an arranged basis. Local jurisdictions should contact their RLO for additional information.
 - 3) FEMA Independent Study Course IS700.a – National Incident Management System (NIMS), An Introduction

- 4) FEMA Independent Study Course IS800.b – National Response Framework (NRF), An Introduction

3. Emergency Management Coordinators

a) Required Training:

- 1) FEMA Independent Study Course IS100 – Introduction to Incident Command System (ICS)
- 2) FEMA Independent Study Course IS200 – ICS for Single Resources and Initial Action Incidents
- 3) FEMA Independent Study Course IS700.a – National Incident Management System (NIMS), An Introduction
- 4) ICS 300 – Intermediate ICS for Expanding Incidents
- 5) ICS 400 – Advanced ICS, Command and General Staff - Complex Incident
- 6) G610–Basic Emergency Management Workshop

b) Recommended Training:

FEMA Independent Study Course IS800.b – National Response Framework (NRF), An Introduction

C. Intermediate Level of Preparedness

1. The courses of instruction for this level of preparedness add training in emergency planning and disaster recovery to the fundamental emergency management training required for the Basic Level of Preparedness. All course descriptions can be found on www.preparingtexas.org.

2. Emergency Management Directors

a) Required Training:

- 1) FEMA Independent Study Course IS100 – Introduction to Incident Command System
- 2) G200 – Public Official’s Workshop on Emergency Management

(a) This course must be completed by any elected law enforcement officer or County Judge, or an appointed public officer of the State or a political subdivision, who has management or supervisory responsibilities.

- (b) Elected officials must complete this course of training no later than 180 days after taking the oath of office or otherwise assumes the responsibilities of the office.
- (c) This workshop is conducted by Regional Liaison Officers (RLOs) on an arranged basis. Local jurisdictions should contact their RLO for further information.

b) Recommended Training:

FEMA Independent Study Course IS700.a – NIMS, An Introduction

3. Emergency Management Coordinators

Required Training:

All training required for the basic level, plus:

- G230 – Principles of Emergency Management
- G235.A – Emergency Planning
- G620 – Texas Disaster Recovery

D. Advanced Preparedness Level for Training

1. Training required for this level of preparedness focuses on skills needed for a community to develop and implement an effective comprehensive emergency management program that addresses hazard mitigation; preparedness activities, such as emergency exercises; and emergency response operations. All course descriptions can be found on www.preparingtexas.org.
2. Emergency Management Directors:
 - a) Required Training:
 - 1) FEMA Independent Study Course IS100 – Introduction to Incident Command System
 - 2) G200 – Public Official’s Workshop on Emergency Management
 - (a) This course must be completed by any elected law enforcement officer or County Judge, or an appointed public officer of the State or a political subdivision, who has management or supervisory responsibilities.
 - (b) Elected officials must complete this course of training no later than 180 days after taking the oath of office or otherwise assumes the responsibilities of the office.

(c) This workshop is conducted by Regional Liaison Officers (RLOs) on an arranged basis. Local jurisdictions should contact their RLO for additional information.

b) Recommended Training:

1) FEMA Independent Study Course IS700.a – NIMS, An Introduction

3. Emergency Management Coordinators:

a) Required Training

All training required for the Basic and Intermediate levels, plus:

- G710–Mitigation Planning Course
- G720–Mitigation Grants Course
- G920–Texas Exercise Design and Evaluation Course
- G975–EOC Management & Operations and ICS Interface Course
- G202–Debris Management
- G288–Donations Management

At least one preparedness, response, recovery, or mitigation course per year.

b) An individual designated as a “Certified Emergency Manager” by the International Association of Emergency Managers who has completed G610 will be considered to have met the training requirements for the Advanced Preparedness Level, in lieu of the courses listed in Section 2.a) above.

E. Obtaining Preparedness Credit for Training

Individuals who complete emergency management courses offered by TDEM will have their training accomplishments recorded in the Division’s training database, www.preparingtexas.org. However, individuals who have satisfied preparedness training requirements by taking qualifying courses in other states, through colleges or universities, or from other providers should scan their certificates and upload them into www.preparingtexas.org to be included on their transcript. Department of Homeland Security grants may impose additional and/or specific training and documentation requirements.

F. Training Assistance

TDEM offers each of the courses listed above and others annually. The annual TDEM training calendar lists dates and locations of courses and provides instructions on applying for specific classes. Copies of the training calendar are available on www.preparingtexas.org and on the TDEM website at <https://tdem.texas.gov>.

SECTION 3—EXERCISE STANDARDS

I. BACKGROUND

- A. Emergency management exercises are conducted to train personnel in their emergency management/homeland security duties; test and validate plans, procedures policies and facilities, and enhance the capabilities required for emergency and disaster response and recovery activities.
- B. All local governments and emergency management organizations are expected to achieve a Basic Level of Preparedness. Jurisdictions participating in Department of Homeland Security grant programs and/or the Emergency Management Performance Grant (EMPG) program are generally expected to achieve higher levels of exercise preparedness or to complete specific training as a condition of grant eligibility.

- C. To achieve this, local governments must conduct and evaluate at least one emergency management exercise each year. The recommended exercises, as defined by the Homeland Security Exercise and Evaluation Program (HSEEP) include:

- 1. Discussion-based/Tabletop Exercise

A tabletop exercise involves elected, appointed, and other key personnel assigned a role in emergency preparedness, response, and/or recovery. It is intended to validate emergency management/homeland security plans, policies, procedures, and assigned responsibilities by stimulating discussion of various issues related to a simulated emergency situation. Participants respond to a series of questions or messages describing an emergency or disaster scenario.

- 2. Operations-based/Functional Exercise

A functional exercise is designed to test and evaluate the individual and organizational capabilities of selected functions or activities that are operationally interdependent. Functional exercises are focused on exercising the implementation and use of plans, policies, and procedures by key decision makers, operations center personnel, and representatives of response and/or recovery and support organizations. These exercises may be conducted for Incident Command Posts (ICP) and other coordination and control centers, such as a Medical Operations Center (MOC), Multi-Agency Coordination Center (MACC), etc. Exercise Controllers and Simulators represent all responding field units and organizations pertinent to the scenario who are not participating in the exercise. Exercise staff initiate and drive the scenario through interaction with participants via messages or injects and responding to messages or direction from participants.

- 3. Operations-based/Full-Scale Exercise

A full-scale exercise includes all the components of the functional exercise with the addition of actual deployment of response personnel and resources.

The full-scale exercise focuses on implementing and analyzing the plans, policies, systems, and procedures examined and developed in discussion-based exercises and refined during operations-based exercises.

4. Actual Incident

An emergency or disaster that requires a major response by a jurisdiction may be substituted for the required operations-based exercise. The same documentation requirements apply to jurisdictions seeking substitute credit for an actual incident. Additional information is available from the TDEM Training and Exercise Unit.

II. EXERCISE REQUIREMENTS

A. The minimum standards for any exercise are:

1. The chief elected official of the jurisdiction or plan-designated representative must participate.
2. A minimum of four (4) departments/agencies assigned an emergency management/homeland security role in the local emergency management plan must participate.
3. The coordination and control function of the jurisdiction must be tested and evaluated.
4. At a minimum, three additional emergency functions from the list below must be tested and evaluated:
 - a) Alert/Notification
 - b) Communications
 - c) Emergency Public Information
 - d) Damage Assessment
 - e) Health and Medical, including emergency medical services
 - f) Individual and Family Assistance
 - g) Public Safety, including Fire, Law Enforcement, Mass Care, etc.
 - h) Public Works and Engineering
 - i) Transportation
 - j) Resource Management
 - k) Warning

B. Jurisdictions and organizations participating in TDEM-sponsored exercises conducted by the National Emergency Response and Rescue Training Center (NERRTC) or other government-sponsored exercises to fulfill current HSEEP exercise requirements must document their compliance with the participation requirements as listed above. Documentation submitted must comply with the HSEEP After Action Report (AAR)/Improvement Plan (IP) requirements. Jurisdictions participating in these exercises and submitting documentation for exercise credit are to report only those participants specific to their jurisdiction. If the published regional or multi-jurisdiction AAR does not contain a jurisdiction-specific IP, each jurisdiction must submit an IP to the TDEM Training and Exercise Unit.

C. Obtaining Preparedness Credit for Exercises

1. Local jurisdictions must document exercises by completing an AAR and associated IP. This documentation should be submitted to the TDEM Training and Exercise Unit, allowing 60 days for review and correction of any potential deficiencies in the documentation. A sample AAR and IP is found at <https://tdem.texas.gov>.
2. Provisions exist for awarding exercise credit for an actual major emergency or disaster response that prevents a jurisdiction from conducting a scheduled exercise. Additional information is available by contacting the Training and Exercise Unit at TDEM.
3. Jurisdictions participating in Department of Homeland Security grant programs and/or the Emergency Management Performance Grant (EMPG) program are generally expected to achieve higher levels of exercise preparedness or to complete specific exercises as a condition of grant eligibility.

D. Basic Preparedness Level for Exercises

A jurisdiction will meet the exercise requirement for the Basic Level of preparedness by conducting, documenting, reporting, and receiving credit from TDEM for one exercise annually, either a discussion-based tabletop, an operations-based functional, a full-scale exercise, or credit for an actual event.

E. Intermediate Preparedness Level for Exercises

A jurisdiction will meet the exercise requirement for the intermediate level of preparedness by annually conducting, documenting, reporting, and receiving credit for a discussion-based tabletop exercise and an operational-based functional exercise which exercises multiple emergency functions.

F. Advanced Preparedness Level for Exercises

1. A jurisdiction will meet the exercise requirement for the advanced level of preparedness by annually conducting, documenting, reporting, and receiving TDEM credit for:
 - a) A discussion-based tabletop exercise, and:
 - b) An operations-based functional exercise that exercises multiple emergency functions.
 - c) An operations-based full-scale exercise which is required at least every fourth year, in lieu of the functional exercise.

G. Exercise Assistance

The TDEM Training and Exercise Unit offers the G920 *Texas Exercise Design and Evaluation* course to train members of the State and local emergency management community in the design, development, conduct, and reporting of emergency management exercises. A course description and schedule is available on www.preparingtexas.org.

SECTION 4—POINTS OF CONTACT

I. REGIONAL LIAISON OFFICERS (RLO)

Regional Liaison Officers contact information may be viewed from the TDEM website:

<https://tdem.texas.gov>

II. TEXAS DIVISION OF EMERGENCY MANAGEMENT (TDEM)

The TDEM Staff Directory may be viewed from the TDEM website:

<https://tdem.texas.gov>