

ANNEX C



WARNING

C.I. PURPOSE

This annex provides for a capability to warn the public of any highly probable and immediate danger.

C.II. SITUATION AND ASSUMPTIONS

A. Situation.

1. The need to warn the general public is common to all hazards.
2. Hazards vary markedly in predictability and speed of onset. Time available for warning may vary, therefore, from ample to none.

B. Assumption.

1. A good warning system is one of the community's most valuable emergency management assets, having great potential for saving lives and preventing injuries.

Include any additional assumptions considered significant for planning or operations.

C.III. CONCEPT OF OPERATIONS

A.. General.

1. The concept of warning includes activation of the emergency management organization, i.e., notifying organizations and individuals with emergency management responsibilities, and communicating with the general public to ensure that they are aware of a dangerous situation. There are clearly substantial overlaps in the functions of Direction and Control, Communications, Warning, and Emergency Public Information. This plan focuses the Warning Annex on notifying the general public, frequently through organizations such as schools and employers, of an immediate threat to their safety. The alerting of local officials and of local organizations and individuals having emergency management responsibilities is covered in the Direction and Control Annex, especially the EOC-SOP.

2. When designated authorities (see "Direction and Control" below) determine that it is necessary to warn the people of a threat to public safety, a strategy appropriate to the situation will be selected or developed and immediately implemented. This strategy will involve the use of as many of the facilities and techniques given in paragraph D as necessary to ensure complete coverage of the affected area. The strategy will also be affected by the source and credibility of the report of the threat. Sources of information are covered in paragraph C.

B. Direction and Control.

1. When time permits, e.g., in slowly developing disasters, the decision to disseminate warning will be made by the Direction and Control organization. The Warning Officer is the individual responsible for implementation. The Operations Officer of the Liberty County Department of Emergency

Management is also designated Warning Officer. The Warning Officer is supervised by the Emergency Program Manager, who reports to the County Manager, who is in turn responsible to the Board of Supervisors. The Chairperson of the Board is the ultimate authority in major emergency situations.

2. Warning must frequently be initiated by field personnel or by a watch officer in the EOC. Any situation calling for a substantial number of private citizens to be warned will be reported to emergency management officials in sufficient detail to permit them to evaluate the action that has been taken.

3. Fire and law enforcement officials are authorized to carry out large-scale warning, evacuation, and shelter operations on their own initiative in accordance with Incident Command procedures. Requirements for coordination of such operations throughout local government are covered in Incident Command Procedures and in this plan.

C. Sources of Information that May Necessitate Warning of the Public. Reports of situations that may endanger the public come from a variety of sources, including private citizens, responding emergency services personnel, the National Warning System (NAWAS), teletype circuits of the National Weather Service, the major news wire services, government agencies, industries, and utilities.

D. Dissemination of Warning. Depending on the characteristics of the hazard and on the size and population of the area threatened, one or more of the following facilities and techniques will be used to warn the public:

1. Outdoor Warning Systems, e.g., sirens, horns, whistles, and bells;
2. Mass media, i.e., radio and television, through the Emergency Broadcast System;
3. Mobile sirens of police and fire department vehicles;
4. Door-to-door sweeps by emergency services personnel; and
5. Telephone fan-out to schools and major employers.

C.IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. Organization. The organization for warning in Liberty County and in all P&O zones is the same as the emergency organization. See Section IV of the Basic Plan and Section A.IV in the Direction and Control Annex.

B. Assignment of Responsibilities.

1. Warning is a function of the Liberty County Department of Emergency Management.
2. The Liberty County Sheriffs Department coordinates the development of a countywide system for using siren equipped police and fire vehicles for warning people outside the range of fixed sirens. Points where sirens will be sounded and areas covered are shown in the map in Tab 2 to this annex.

<p>Include assignments of responsibilities for other organizations as required.</p>

C.V. ADMINISTRATION AND LOGISTICS

A. Fixed Sirens.

1. Maintenance of the system of sirens in Liberty County is carried out by the Department of Emergency Management. A listing of the locations of these sirens is given in Tab 1.

2. Agreements have been reached with several volunteer fire departments and industrial facilities to incorporate their sirens and whistles in the outdoor warning system. The map in Tab 2 shows the areas covered by both the county owned sirens and the privately owned systems that are committed under agreements.

B. Emergency Broadcast System (EBS). Agreements for use by the local government of the **EBS** Common Program Control Station and the primary relay station are maintained on file by the Liberty County Department of Emergency Management.

C.VI. PLAN DEVELOPMENT AND MAINTENANCE

This annex is maintained by the Liberty County Department of Emergency Management. All organizations with emergency management functions will develop and maintain procedures for performing in accordance with the responsibilities assigned in paragraph C.IV.

C.VII. AUTHORITIES AND REFERENCES

A. Authorities. Not used, see Section VII of the Basic Plan.

B. References.

Federal Emergency Management Agency. Principles of Warning and Criteria Governing Eligibility of National Warning Systems (NAWAS) Terminals, CPG 1-14, Washington, D.C.

Federal Emergency Management Agency. National Warning System (NAWAS) Operations Manual, CPG 1-16, Washington, D.C.

Federal Emergency Management Agency. Objectives for Local Emergency Management, CPG 1-5, Washington, D.C.

C.VIII. DEFINITION OF TERMS

Emergency Broadcast System (EBS). A voice radio communications system consisting of broadcast stations and interconnecting facilities authorized by the Federal Communications Commission (FCC). It is designed for use by the President and other national, State, and local officials to broadcast emergency information to the public in time of war, public peril, disaster, or other national emergencies, as provided by EBS Plans. The EBS system is regulated by the FCC in Title 47 of the Code of Federal Regulations.

National Warning System (NAWAS). The NAWAS is a dedicated, commercially leased, nationwide voice telephone warning system operated on a 24-hour basis, with a National Warning Center (NWC) and an Alternate National Warning Center (ANWC) staffed by attack warning officers. Special purpose telephone circuits connect the NWC and the ANWC to the following: FEMA headquarters and regional offices; selected Federal departments and agencies; military installations; and State, county, and city warning points. NAWAS is the only national system designed and maintained to warn the public of a nuclear attack or a natural or man-made disaster.

Tab 1 to Annex C

Provide an inventory of fixed sirens including locations and operating characteristics.

Tab 2 to Annex C

Provide a map with areas plotted to show range of fixed outdoor warning devices and areas to be covered by law enforcement agencies' mobile sirens.

APPENDIX C.1

WARNING OF UNAUTHORIZED OR ACCIDENTAL LAUNCH
OF A NUCLEAR WEAPON

C.1.I. PURPOSE

This appendix covers procedures for warning specifically applicable to accidental launch of a nuclear weapon.

C.1.II. SITUATION AND ASSUMPTIONS

A. Situation.

1. A US-USSR agreement exists for the purpose of reducing the risk of nuclear war because of an accidental, unauthorized, or any other unexplained incident involving a possible detonation of a nuclear weapon.

2. In the highly unlikely event of such an incident (for example, an accidental missile launch) which could threaten the US with a possible nuclear detonation, warning would be disseminated over the National Warning System (NAWAS).

B. Assumptions.

1. The time available to warn the public of danger from the accidental launch of a nuclear weapon would be very short, probably a matter of minutes, in the area threatened by the impact of the weapon.

2. More time would be available to warn the public outside the projected impact area.

C.1.III CONCEPT OF OPERATIONS

The concept of operations for this contingency is summarized in Tab 1 to this appendix.

C.1.IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. Organization. Not used.

B. Responsibilities. The Liberty County Department of Emergency Management maintains a procedure for the warning point staff covering this contingency. This procedure is given in Tab 2.

c.1.v. Not used.

C.1.VI. Not used.

C.1.VII. AUTHORITIES AND REFERENCES

A. Authorities. Not used.

B. References.

Federal Emergency Management Agency, Disaster Operations--A Handbook for Local Government, CPG 1-6, Washington, D.C.

C.I.VIII. Not used.

Tab 1 to Appendix C.1

NAWAS Message:	Jurisdictions in Threatened Area	Jurisdictions in Rest of U.S.	
		Within about 500 Miles of the Threatened Area	Elsewhere in the U.S.
1. Initial Warning of Accidental Launch	--Warn citizens to take cover IMMEDIATELY --Activate the EOC and secure phone line(s) to broadcast station(s)	All U.S. jurisdictions: --Activate EOC and secure phone line(s) to broadcast station(s) --Advise citizens to take no protective actions but to stand by for further instructions	
2. Nuclear detonation (NUDET) has occurred (minutes after initial warning)	--Citizens remain under cover --Conduct emergency operations as feasible	--Advise citizens to prepare <i>promptly</i> to protect themselves from fallout (if NUDET proves to have been a surface burst) --Mobilize RADEF system --Prepare to provide support for impact area, if requested by State	--All areas provide Emergency Public Information (EPI) --Areas of possible low-level fallout threat mobilize RADEF system, and prepare to take countermeasures
3. Impact occurred without NUDET (minutes after initial warning)	--Advise citizens to remain under cover until further notice --Seek assistance through State to determine if a hazard exists from weapon material	--Advise citizens that fallout protection will <i>not</i> be required --Phase down EOC staffing as instructed by the State	--Advise citizens that no NUDET occurred and that there will be no fallout threat anywhere --Phase down EOC staffing as instructed by the State
4. NUDET identified as air burst (no fallout resulted). (This information may be received from State or Region, one to several hours after initial warning)	--Citizens remain under cover --Conduct emergency operations as feasible	--Advise citizens to suspend actions to protect themselves from fallout --Provide support for impact area, if requested by State	--Advise citizens there will be no fallout threat anywhere

Priority Actions in Case of Unauthorized or Accidental Launch of a Nuclear Weapon

[Note: This appendix outlines procedures for warning of accidental missile launch or similar emergency. These procedures are illustrative only and should be adapted to the local situation. **All telephone numbers included in these procedures are fictitious examples.** Rapid warning would be critically important to reduce casualties in an area threatened **by** an accidental launch, because **warning time would be a matter of minutes.** In potential fallout areas, it would also be essential to get instructions to **the** public without delay on actions for fallout protection if a nuclear surface burst had occurred. Written Instructions of the type below should be prepared for local warning point personnel in all jurisdictions. In addition to providing warning and instructions **for** the public, it would be essential to provide for (1) alerting key officials; and (2) **securing and keeping open telephone line(s) to local broadcast station(s)** before telephone circuits were overloaded. See CPG 1-6, Disaster Operations: A Handbook for Local Government. Note that the warning pain1 procedures below extend into operations sometimes thought of as Emergency Public Information-because of the need for rapid response.]

PROCEDURES UPON WARNING OF UNAUTHORIZED OR ACCIDENTAL LAUNCH OF A NUCLEAR WEAPON

This appendix establishes procedures for the Liberty County Warning Point staff in case NAWAS warning is received of an accidental, unauthorized, or any other unexplained incident involving a possible detonation of a nuclear weapon anywhere in the United States. Procedures below are for an accidental missile launch and will be modified as necessary for other emergencies involving a possible nuclear weapon detonation.

1. If NAWAS warning is received of an accidental missile launch (or any other unauthorized or unexplained incident involving possible detonation of a nuclear weapon) which THREATENS LIBERTY COUNTY OR THE CENTRAL CITY METROPOLITAN AREA, the Liberty County Warning Point operator will IMMEDIATELY:

a. Sound the Attack Warning signal on all fixed sirens and instruct police vehicles to augment fixed siren coverage.

b. Call station WQID (telephone: 436-8582 or 436-2242) and instruct them to broadcast the emergency public instructions below immediately, repeating the message until instructed otherwise; also, **keep open the telephone line to WQID.** The emergency public instructions are:

WE HAVE BEEN NOTIFIED BY THE NATIONAL WARNING CENTER THAT AN ACCIDENTAL MISSILE LAUNCH THREATENS THIS AREA AT (LOCAL TIME). A NUCLEAR EXPLOSION COULD OCCUR. TAKE COVER IMMEDIATELY--BY LYING DOWN IN A BASEMENT, OR IN THE CENTRAL PART OF A BUILDING, OUT OF LINE OF FLYING GLASS.

[Note: The above emergency public instructions should also be prepositioned with broadcast station(s) serving the area and should be kept at the local warning point.]

c. Alert key officials as follows:

[List key officials including the Chief Executive, Emergency Program Manager, Radiological Defense Officer, and EOC staff--with day and night telephone numbers.]

Tab 2 to Appendix C.1
(Continued)

2. If NAWAS warning is received that an accidental missile launch or other incident threatens some part of the US NOT in the Liberty County-Central City area, *immediately*:

a. Call station WQID (telephone: 436-8582 or 436-2242) and instruct them to broadcast the emergency public instructions below; also, *keep open the telephone line to WQZD.*

WE HAVE BEEN NOTIFIED BY THE NATIONAL WARNING CENTER THAT (CITY, STATE) IS THREATENED BY AN ACCIDENTAL MISSILE LAUNCH. YOU NEED NOT TAKE COVER OR TAKE OTHER PROTECTIVE ACTION AT THIS TIME. WE WILL GIVE YOU ADDITIONAL INFORMATION AND ADVICE AS SOON AS IT IS AVAILABLE. STAY TUNED TO THIS STATION FOR FURTHER INSTRUCTIONS.

[Note: The public instructions should be prepositioned with broadcast station(s), also kept at the warning point.]

b. Alert key officials per lc above.

3. If NAWAS warning is received that a nuclear detonation has occurred AND that fallout can be expected in the Liberty County-Central City area "WITIIIN ONE IIOUR":

a. Sound Attack Warning per la above.

b. Instruct station WQID (tclcphe line should still bc open) to broadcast the emergency public instructions below immdiately, repeating the message until instructed otherwise; also, *keep open the telephone line to WQZD.*

WE HAVE BEEN NOTIFIED BY THE NATIONAL WARNING CENTER THAT AN ACCIDENTALLY-LAUNCHED NUCLEAR WEAPON EXPLODED IN (CITY, STATE) AT (LOCAL TIME). THE NUCLEAR EXPLOSION MAY HAVE PRODUCED DANGEROUS RADIOACTIVE FALLOUT.

FALLOUT MAY ARRIVE HERE BY (LOCAL TIME). IF FALLOUT DOES ARRIVE, YOU WILL NEED PROTECTION TO AVOID DEATH OR SERIOUS RADIATION SICKNESS.

DO NOT USE THE TELEPHONE.

LISTEN CAREFULLY TO THE LIFESAVING INSTRUCTIONS WE WILL NOW BROADCAST. WE WILL KEEP REPEATING THESE INSTRUCTIONS.

TAKE THE FOLLOWING ACTIONS *IMMEDIATELY* TO PROTECT YOURSELF IN CASE FALLOUT ARRIVES HERE:

(1) LOCATE THE BEST FALLOUT PROTECTION AVAILABLE THAT YOU CAN REACH IN 20 TO 30 MINUTES OR LESS.

Tab 2 to Appendix C.1
(Continued)

(2) IF YOU ARE AT HOME AND YOUR HOUSE HAS A BASEMENT, THE BASEMENT PROVIDES FAIR TO GOOD FALLOUT PROTECTION NOW. TAKE THESE ACTIONS TO MAKE THE PROTECTION BETTER: PUT A WORK BENCH OR LARGE, STURDY TABLE IN THE CORNER OF THE BASEMENT THAT IS FARTHEST BELOW GROUND (AND FARTHEST FROM AN EXPOSED OUTSIDE WALL OF THE BASEMENT, IF THERE IS ONE). THEN PUT *BOXES OR DRESSER DRAWERS FILLED WITH EARTH* ON TOP OF THE TABLE AND ON THE TWO EXPOSED SIDES. BRICKS OR OTHER HEAVY MATERIALS CAN ALSO BE USED.

ON THE TABLE, *PILE AS MUCH HEAVY MATERIAL AS IT WILL HOLD WITHOUT COLLAPSING*. AROUND THE TABLE, PLACE AS MUCH SHIELDING MATERIAL AS POSSIBLE.

(3) IF YOU ARE AT HOME AND YOUR HOUSE DOES NOT HAVE A BASEMENT, YOU HAVE THREE CHOICES: (a) PREPARE TO GO TO A *NEARBY LARGE BUILDING* THAT HAS A BASEMENT (PREFERABLY ONE MARKED WITH THE YELLOW-AND-BLACK "FALLOUT SHELTER" SIGN); OR (b) SEE IF YOU HAVE A NEIGHBOR WHOSE HOUSE HAS A BASEMENT WHO IS WILLING TO *SHARE HIS BASEMENT* WITH YOU AND YOUR FAMILY FOR ONE TO TWO WEEKS; OR (c) PREPARE A FALLOUT SHELTER IN *YOUR HOUSE*.

(4) IF YOU DO NOT HAVE A BASEMENT AND YOU DECIDE TO STAY AT HOME, IT IS ESSENTIAL TO PREPARE A FALLOUT SHELTER IN THE MIDDLE OF THE HOUSE. DO THIS BY SELECTING A PLACE IN THE CENTER OF THE HOUSE, AWAY FROM WINDOWS AND DOORS, AND PUTTING A LARGE, STURDY TABLE THERE. THEN PUT *BOXES OR DRESSER DRAWERS FILLED WITH EARTH* (OR OTHER HEAVY RADIATION SHIELDING MATERIALS) ON TOP OF THE TABLE--AND ON ALL FOUR SIDES AROUND IT. ON THE TABLE, *PILE AS MUCH HEAVY SHIELDING MATERIAL AS IT WILL HOLD WITHOUT COLLAPSING*. AROUND THE TABLE, PLACE AS MUCH SHIELDING MATERIAL AS POSSIBLE.

(5) RAPIDLY GATHER *SUPPLIES* YOU WILL NEED TO STAY IN SHELTER FOR ONE TO TWO WEEKS. SUPPLIES SHOULD INCLUDE:

(a) AS MUCH DRINKABLE LIQUIDS (WATER, FRUIT OR VEGETABLE JUICES) AND READY-TO-EAT FOOD AS YOU CAN CARRY TO THE SHELTER AREA (AT HOME OR ELSEWHERE). WATER IS MORE IMPORTANT THAN FOOD.

(b) A BATTERY-POWERED RADIO, FLASHLIGHT, EXTRA BATTERIES FOR EACH, AND PAPER AND PENCIL FOR TAKING NOTES ON INFORMATION GIVEN OVER THE RADIO.

(c) SPECIAL MEDICINES OR FOOD REQUIRED BY MEMBERS OF YOUR FAMILY--SUCH AS INSULIN, HEART TABLETS, DIETETIC FOOD, OR BABY FOOD.

(d) A BLANKET FOR EACH FAMILY MEMBER.

(e) A METAL CONTAINER WITH A TIGHT-FITTING LID TO USE AS AN EMERGENCY TOILET; PLASTIC BAGS TO LINE THE TOILET CONTAINER; TOILET PAPER; SOAP; WASH CLOTHS AND TOWELS; A PAIL OR BASIN; SANITARY NAPKINS.

Tab 2 to Appendix C.1
(Continued)

(6) REMEMBER THAT FALLOUT *MAY* ARRIVE HERE BY (LOCAL TIME). KEEP LISTENING TO THIS STATION FOR INFORMATION ON WHETHER FALLOUT HAS STARTED TO ARRIVE. TAKE ACTIONS FOR FALLOUT PROTECTION WITHOUT *DELAY*.

(7) IF FALLOUT DOES ARRIVE HERE, YOU MAY NEED TO STAY IN SHELTER FOR ONE TO TWO WEEKS. LISTEN TO THIS STATION FOR CIVIL DEFENSE INSTRUCTIONS ON WHEN YOU CAN LEAVE SHELTER.

[Note: Modify the suggested EPI instructions above if or as required for your community. The public instructions should be prepositioned with broadcast station (s), also kept at the warning point.]

c. Continue alerting key officials (not already reached) per 1c above.

4. If NAWAS warning is received that a nuclear detonation has occurred, but fallout is NOT expected in the Liberty County-Central City area "within 1 hour":

a. Continue alerting key officials (not already reached) per subparagraph 1c.

b. Instruct station WQID (telephone line should still be open) that they are to continue broadcasting the public instructions in 2a above; also, keep *open the telephone line to WQID*.

[Note: Depending on local circumstances--such as how much time is estimated to be needed to contact the Chief Executive, Emergency Program Manager, or Radiological Protection Officer--it MAY be considered desirable to assign additional SOP-type duties to the local warning point operators. If so, the following is suggested as a point of departure for local warning point instructions.]

c. If the NAWAS warning places the nuclear detonation within 500 miles of Central City--AND IF the Mayor, Emergency Program Manager, or Radiological Defense Officer does *NOT instruct otherwise within 30 minutes of the time of the nuclear detonation*--instruct station WQID (telephone line should still be open) to broadcast emergency public instructions in 3b above.

[Note that the foregoing instruction for the warning point operator provides a "fail-safe" approach. If the operator is not instructed otherwise within half an hour of the time of the NUDET, instructions will be broadcast to the public to start preparing for fallout protection. Obviously, this will alarm the public; and protection could be unnecessary in areas not threatened by fallout--or in all areas if the NUDET were later determined to be an air burst, with no fallout produced. Against this must be weighed the undesirability of not having instructed the public to start preparing for fallout protection, within half an hour of the burst, if the community did suffer fallout. It should be remembered that in the highly unlikely event that an accidental launch--with a nuclear detonation--ever occurred, it would undoubtedly occur with no warning, and the Chief Executive, Emergency Program Manager, or Radiological Defense Officer might be difficult to locate.]

5. If a NAWAS message is received that the accidentally-launched weapon has impacted WITHOUT causing a nuclear detonation:

a Instruct station WQID (telephone line should still be open) to broadcast the following immediately, IF the impact was in the Liberty County-Central City area:

THE ACCIDENTALLY-LAUNCHED MISSILE HAS IMPACTED IN THIS AREA. A NUCLEAR EXPLOSION DID NOT--REPEAT--DID NOT OCCUR. HOWEVER, IT IS POSSIBLE THAT SOME DANGER MAY EXIST FROM MATERIALS INCLUDED IN A NUCLEAR WEAPON. THEREFORE, YOU MUST REMAIN UNDER COVER UNTIL FURTHER NOTICE. THIS MAY BE FOR A NUMBER OF HOURS. KEEP LISTENING TO THIS STATION FOR FURTHER CIVIL DEFENSE INSTRUCTIONS.

Tab 2 to Appendix C.1
(Continued)

b. Instruct station WQID to broadcast the following immediately, *if the impact was **NOT in the Liberty County-Central City area:***

WE HAVE BEEN NOTIFIED BY THE NATIONAL WARNING CENTER THAT THE ACCIDENTALLY-LAUNCHED MISSILE IMPACTED IN (CITY, STATE) AT (LOCAL TIME). A NUCLEAR EXPLOSION DID NOT--REPEAT--DID NOT OCCUR. YOU NEED NOT TAKE COVER OR TAKE OTHER PROTECTIVE ACTION. MORE INFORMATION WILL BE PROVIDED ON REGULAR NEWS BROADCASTS.

[Note that the foregoing example of warning point procedures for an accidental launch does not include follow-on operational actions that could be required--such as mobilizing the local RADEF system or preparing to provide operational support for the impact area. Such actions would be appropriate for key local officials--not the warning point staff--to take, as the EOC was activated. Accordingly, they should be covered elsewhere in the local plan.]

ANNEX D

EMERGENCY PUBLIC INFORMATION (EPI)

D.I. PURPOSE

This annex establishes policies and procedures and assigns responsibilities to ensure the maintenance of a capability to disseminate accurate and timely information on potential and actual large-scale emergencies to the people of Liberty County.

D.II. SITUATION AND ASSUMPTIONS

A. Situation.

1. Liberty County and several of its municipalities have continuing programs which use various channels of communication, including the mass media, to provide needed and desired information about local government activities and services to the general public.

2. During periods of emergency, the public needs, and generally desires, detailed information regarding protective action to be taken for minimizing loss of life and property. There are times, however, when disaster strikes without warning and the public information system cannot react rapidly enough to properly inform the public about the hazard. For this reason it is important that, prior to the occurrence of an emergency, the public be made aware of potential hazards and the protective measures that can be employed.

3. In major emergency situations, there may be large numbers of media representatives seeking information about the situation and about response actions. It is the policy of Liberty County to cooperate fully with the media, to provide complete and accurate information, and to create an atmosphere conducive to useful and constructive participation by the media in all phases of emergency management. Liberty County officials are developing procedures in cooperation with local news media to disseminate emergency information to the public. However, they recognize that a really large emergency will attract regional and national media representatives not parties to, or knowledgeable of, local media arrangements.

B. Assumptions.

1. During emergency situations, the general public will demand information about the emergency situation and instructions on proper survival/response actions.

2. The media will demand information about emergency situations. The local media, particularly broadcast, will perform an essential role in providing emergency instructions and up-to-date information to the public. Depending on the severity of the emergency, or the media's conception of the severity of the emergency, regional and national media will also cover the story and demand information and comment from local officials.

3. Depending on the severity of the emergency, telephone communication may be sporadic or impossible. Local and regional radio/television stations without emergency power may also be off the air.

4. Demand for information will be overwhelming, if sufficient staff is not provided and if staff is not trained and operating from a media relations plan.

D.III. CONCEPT OF OPERATIONS

A. Phases of Emergency Management.

1. Mitigation. The public information program relating to hazard mitigation is critically important and challenging. Liberty County and its municipalities will carry on a continuing effort in this area coordinated by the governmental public information officers (PIO's) and drawing on the expertise, creativity, and other resources of all appropriate agencies, organizations, and individuals. Hazard mitigation public information is not regarded as "emergency public information." It can and should be approached as a topic of major importance to be covered in the regular public information programs using the best available tools and techniques of public and media relations. An example of this type of activity is the ongoing effort to inform the public and to encourage public participation in Liberty County's floodplain management program. Presentations are frequently made to civic organizations, and information is provided through both the print and broadcast media to maintain awareness of the flood hazard and to stimulate interest in and support for mitigation measures.

2. Preparedness. EPI preparedness includes development and maintenance of plans, procedures, checklists, contact lists, and standby public information materials. Staff must be trained to fill positions in the planned EPI organization. In an increased readiness situation, preparedness activities are accelerated; and there may be a need to respond to many inquiries from the media and the public.

3. Response. The EPI staff will be directly involved in the warning process. In large-scale disasters or disaster threats, the EPI organizations will be fully mobilized and will disseminate emergency instructions and information to the public in the following order of priority:

- a. Lifesaving/health preservation instructions;
- b. Emergency status information; and
- c. Other useful information, originated by the government or in response to media inquiries.

In both the response and recovery phases, the EPI organization may employ a Joint Information Center (JIC) and On-scene Public Information Teams, as appropriate and possible, depending on the nature of the hazard and the size and other characteristics of the disaster.

4. Recovery. During this phase, attention will be focused on restoring channels of communication with the public. Appropriate information will continue to be released, particularly on the restoration of essential services, travel restrictions, and assistance programs available. When time allows, actions taken during the emergency will be assessed; and the EPI Plan and checklist will be revised as necessary.

B. Direction and Control. In Liberty County and its municipalities, when the emergency organization is activated, the public information staffs are integral parts of the Direction and Control organizations. The PIO reports directly to the County Manager or equivalent in each municipality. PIO's are available to advise the elected officials, members of the policy group, on communication with the media and public. The Direction and Control Organization makes such decisions as establishment of a JIC and deployment of On-scene Public Information Teams in coordination with other levels of government and private organizations.

C. Coordination of Public Information. It is essential that the EPI organization and activity be recognized as a coherent system. In the State of Columbia, the EPI system includes Planning and Operations Zones, Operational Area (county), Mutual Aid Region, State and Federal PIO's, and public information representatives from private agencies. The size and other characteristics of the emergency will

determine how many levels of the system become actively involved and whether a JIC will be employed. For proper coordination in a large-scale emergency, it is essential that EPI be released from a single point to assure consistency and authenticity. The system will avoid having multiple releasing points. If State and Federal officials become involved, Liberty County will cooperate and provide appropriate support for a JIC. The following approach is a typical one for large-scale emergencies:

1. On-the-scene PIO's will coordinate among themselves and will normally release EPI at a single location. It is desirable that the public information representatives of local private agencies, such as the American **Red Cross**, Salvation Army, and utility companies, join in releasing EPI through the single coordination point.

2. If the State Emergency Management Agency activates an Emergency Public Information Center at the Headquarters in Capital City or the Governor's press secretary serves in that capacity, PIO's of local jurisdictions will coordinate EPI with the State PIO. In an emergency with statewide impact, there may be a State EPI center, and the Governor's press secretary may be a releasing point to the media, in coordination with the single news point or JIC at the scene. The **PIO** representing the Governor may release information through the JIC instead of the State Capital.

3. The State **PIO** will summarize the disaster situation for the media and report on state agency response activities. The State **PIO** will also coordinate with the Federal Emergency Management Agency (FEMA) regional or specific disaster **PIO** and provide EPI staff support to local jurisdictions on request.

4. The FEMA **PIO** at the FEMA regional office or at the disaster scene will provide information on Federal response efforts and Federal assistance programs and will coordinate with State and local PIO's. If practicable, Federal information coordinating functions should be integrated into the local or State news releasing facility, if it already exists in a JIC operation.

D.IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. Organization.

1. The EPI organization of Liberty County and of all Planning and Operations Zones within the County are integral parts of the Direction and Control Organizations. Operational relationships for EPI are, therefore, analogous to those for Direction and Control. For most disaster situations, EPI will be handled by a single PIO. For large-scale disasters, however, an EPI staff will be set up with an organization as shown in figure D-1.

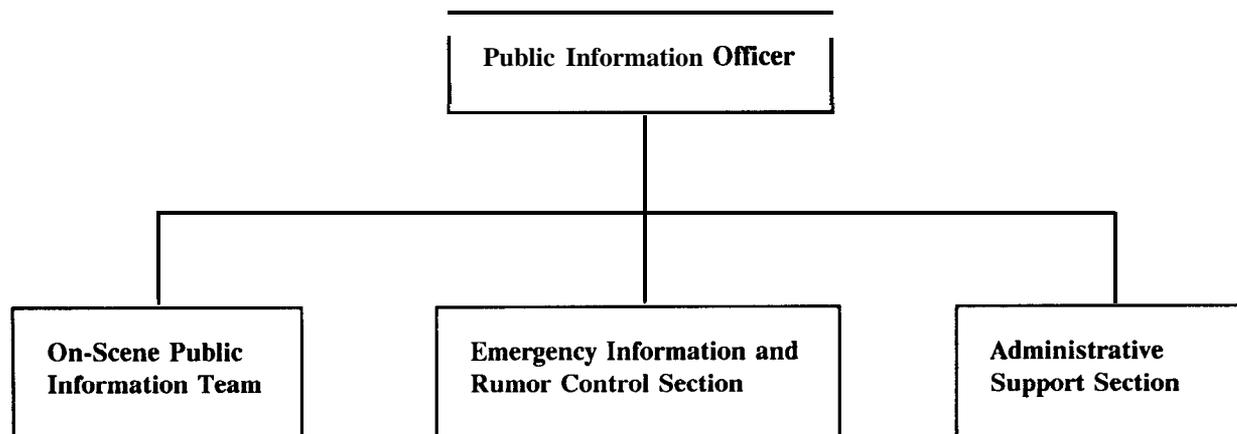


Figure D-1. Emergency Public Information Organization

2. The **PIO** may serve in a dual role as chief public information staff person to the county manager and as the county’s representative at the single news point or JIC, coordinating with **PIO’s** in other governmental jurisdictions and private organizations. The **PIO** of Liberty County may be working in the JIC, in the county EOC, or more likely in both at various times in carrying out these responsibilities.

B. Assignment of Responsibilities.

1. All Liberty County Government Departments.

a. When the Liberty County emergency organization is activated, provide information concerning operations to the EPI Organization and issue all emergency information to the news media and the public through the EPI Organization to assure proper coordination.

b. Develop and maintain hazard-specific EPI materials, as requested by the county PIO.

2. Emergency Public Information Organization.

a. Develop a capability to rapidly release emergency instructions and information to the public through all available means.

b. Receive all calls from the media and the public concerning an emergency situation and respond with official information or relay calls to the EOC staff members, as appropriate.

c. Obtain reports or situation summaries from the EOC representatives of all emergency organization elements to maintain current estimates of the situation.

d. Prepare news releases.

e. Conduct situation briefings for visitors, media, etc., as appropriate.

f. Conduct tours of area affected by the disaster, when and if appropriate.

g. Deploy on-scene public information teams, as appropriate.

h. Establish a field media center, if appropriate, at a location separate from any field command posts. Be prepared to work with State and Federal **PIO’s** in a JIC arrangement, preferably at a single location.

i. Arrange interviews with key personnel, when requested by media if and when possible without interfering with response operations.

Provide task assignments for other departments, agencies, and organizations as required.

D.V. ADMINISTRATION AND LOGISTICS

A. As an integral part of the Direction and Control Organization, the EPI Organization is assigned space in the Liberty County EOC, and its needs for communications, supplies, and equipment are covered in the EOC-SOP.

B. If practical in a given emergency situation, public information personnel will continue to work in the office space normally occupied by the County PIO, since more space and better equipment are available there. This space is located in the County Courthouse and is readily accessible to the County EOC.

C. The County Courthouse Press Room is used initially as a media center if the nature of the emergency does not make this impractical. The size of this facility, however, makes it inadequate for almost any situation sufficiently serious to call for activation of the Liberty County Emergency Organization. The decisions on establishment of a larger media center and on its location are made by the Direction and Control Organization. A procedure for establishing a media center including a listing of suitable sites is included as Tab 1 to this annex.

D. A listing of media resources is included as Tab 2 to this annex.

E. A major activity of the Emergency Public Information Organization in nonemergency times is the development and refinement of EPI materials, such as camera ready copy for newspaper supplements and scripts and visual aids for use through the electronic media. Copies of some of these materials along with administrative procedures for their dissemination are included as hazard specific appendixes to this annex.

D.VI. PLAN DEVELOPMENT AND MAINTENANCE

This annex is maintained by the Liberty County Public Information Officer. Hazard-specific EPI materials included as appendixes to this annex are maintained by various departments and agencies of local government under coordination with the county PIO.

D.VII. AUTHORITIES AND REFERENCES

A. Authorities. Not used. See Section VII of the Basic Plan.

B. References.

Federal Emergency Management Agency. Disaster Operations - A Handbook for Local Governments, CPG 1-6, Washington, D.C.

Federal Emergency Management Agency. When Disaster Strikes - A Handbook for the Media, FEMA 79, Washington, D.C.

Federal Preparedness Circular - 8 of June 22, 1989, Public Affairs in Emergencies.

D.VIII. DEFINITION OF TERMS

EBS - Emergency Broadcast System
 EPI - Emergency Public Information
 EOC - Emergency Operations Center
 JIC - Joint Information Center
 PIO - Public Information Officer
 SOP - Standard Operating Procedure

Procedure for Establishing **A** Media Center

Include a thorough procedure for setting up a media center. (If operated jointly by all governmental units and the principal private organizations involved, the facility is called a Joint Information Center.) Cover the criteria for site selection, the physical layout, communications required, needed supplies and equipment, etc.

MEDIA RESOURCES

Emergency Broadcast System (EBS) stations serving Liberty County:

Common Program Control Station (CPCS-11)

WQID (FM Radio)
93.7 MHz, 24-hour Operation
CC & 7th Streets
Central City
Ph: 436-8582/436-2242
Affiliate: ABC Network

Primary Relay Station

WVMI (AM Radio)
570 kHz, 24-hour Operation
CC & 7th Streets
Central City
Ph: 436-8582/436-2242
Affiliate: ABC Network

SUPPLEMENTARY STATIONS

AM Radio

WBND
1490 kHz, 18-hour Operation
RR # 02, Central City
Ph: 374-9825/374-9044
Affiliate: RKO Network

WGCM
1240 kHz, 19-hour Operation
RR # 03, Fisherville
Ph: 452-9495
Affiliate: ABC Network

WGUF
1130 kHz, Daytime Operation
C & 24th Streets, Fisherville
Ph: 452-1851/452-1852
Affiliate: Mutual Network

WROA
1390 kHz, 24-hour Operation
M & 17th Streets, Harvest Junction
Ph: 863-0917
Affiliate: NBC Network

FM Radio

WOSM
103.1 MHz, 17-hour Operation
FF & 6th Streets, Central City
Ph: 374-2528/374-2529
Affiliate: AP News Network

WGUF
96.7 MHz, 1&hour Operation
J & 11th Streets, Deep River
Ph: 596-5972
Affiliate: ABC Network

WTAM
102.3 MHz, 20-hour Operation
RR # 05, Kingston
Ph: 545-2285
Affiliate: NBN News Network

WZKX
107.1 MHz, 24-hour Operation
M & 17th Streets, Harvest Junction
Ph: 863-0917
Affiliate: NBC Network

NOTE: Supplementary stations, when instructed by the FCC Emergency Action Notification, will suspend normal operations after notifying the public to tune to the EBS station serving the designated areas.

TELEVISION FACILITIES

WLOX-TV
CH 13, 20-hour Operation
CC & 7th Streets, Central City
Ph: 436-3281
Affiliate: ABC Network

GE Cablevision
CH 4 (Cable), 24-hour Operation
F & 29th Streets, Central City
Ph: 374-4459
Affiliate: All Major Networks

LIBERTY COUNTY NEWSPAPERS

<u>Name & Location</u>	<u>Type</u>	<u>Phone</u>
Central City Publishing, Inc. P & 19th Streets Central City	Daily	436-2776
Fisherville Express F & 17th Streets Fisherville	Daily	425-2020
Junction Guide D & 5th Streets Harvest Junction	Daily	863-5711
Kingston Weekly B & 1st Streets Kingston	Weekly	545-3371
Deep River Sun C & 16th Streets Deep River	Weekly	596-5560

APPENDIX D.1

STANDBY EPI MATERIALS FOR THREAT OF NUCLEAR ATTACK

[NOTE: This appendix includes EPI instructions for dissemination during a crisis, and for urgent broadcast upon Attack Warning, concerning the need (1) to put shelterees in the maximum protective posture against **fallout and** (in risk areas) blast; and (2) to take **fire** prevention and control actions in risk areas. These actions are essential whether people are sheltered in home basements or in public shelters. Because of the **unusual** importance of these actions, this appendix is provided as part of the Liberty County example plan. **It** is urged that all communities prepare to disseminate this type of material both during a crisis and upon receipt of Attack Warning. This appendix should also include copies of the camera-ready copy for EPI newspaper supplements and any other standby materials that have been developed to inform the public about the nuclear attack hazard.]

**EMERGENCY PUBLIC INFORMATION INSTRUCTIONS
ON SHELTER PROTECTIVE POSTURE AND
FIRE PREVENTION AND CONTROL**

This appendix contains EPI materials on the need (1) to place all shelterees in the maximum protective posture against fallout and (in risk areas) blast; and (2) to take fire prevention and control actions.

These materials will be (1) disseminated by all available news media during a period of international crisis; and (2) via EBS station WQID upon receipt of Attack Warning.

[Note: The following materials should be adapted as necessary by each community depending upon the type of nuclear attack risk assumed, blast or fallout only. The material below is suitable for use in newspapers. It should be adapted by the EPI officer for broadcast during a crisis and upon receipt of attack warning.]

1. **Home Shelter**--People who plan to seek protection **in their own homes** should take the following actions:

- **Improve fallout protection** of the home, if it has a basement. If there is no basement, consider construction of an **expedient shelter**. ***[Actions to improve fallout protection of homes both with and without basements are discussed and illustrated in FEMA Publication H-20, Planning for Survival, and in the text for FEMA's home study course HS-4, Preparedness Planning for a Nuclear Crisis.]*** Note that an expedient shelter can provide good blast as well as fallout protection, possibly permitting survival within two miles or less of a nuclear burst.
- Gather **supplies** that would be needed for up to two weeks' survival if sheltered in the home (food, water, medicines, bedding, clothes, sanitation container, battery-powered radio, etc.).
- If in or near a city of about 50,000 or greater population, or if near an important military base (***that is, if in a possible "risk area"***), take additional actions to prevent fires caused by nuclear weapon explosions:
 - Cover windows with aluminum foil, whitewash, or some other opaque substance (if available) and close window blinds, drapes, or shades. This will help to prevent ignition of interior furnishings by the heat flash of the weapon.
 - Fill tubs or other containers with water for use as auxiliary water supply and self-help firefighting.

- If Attack Warning is received, people in **risk areas** who take shelter in **their homes**:
 - Take shelter sitting or lying down in the **CORNER of the basement that is farthest belowground**. This provides the best **fallout** protection and also the best protection against **blast**. (Do not stay in the middle of the basement.)
 - If there is no basement, take shelter lying down in the **middle of the house**, surrounded on all sides and overhead by furniture (and boxes or dresser drawers filled with earth) to provide some protection against low-level blast and fallout radiation. Line the protected area with mattresses and blankets.
- If a nuclear weapon explodes and affects the house:
 - **Immediately go** through the house and check for small fires (or ignitions) caused by the explosion (burning drapes, smoldering upholstery, etc.). Stamp out burning drapes, throw smoldering furniture out the windows, etc. People could have 10 or 20 minutes in which to **extinguish ignitions--before** these could grow into a fire that might destroy the house. Fallout (from the weapon that caused the ignitions) would not arrive until about 15 to 30 minutes after the explosion.
 - After checking for ignitions and extinguishing any found, **return to the best fallout-protected part of the house**. Listen for information on the radio concerning the degree of fallout hazard in the area. If the fallout level is high, people may have to stay in sheltered areas for one or up to two weeks. Also, instructions may be given over the radio on where to go after leaving shelter. In areas that receive heavy fallout, it may be necessary for people to move 20 to 40 miles away, **after** leaving shelter, to an area that had much less fallout.
 - If the house received severe damage, it may have been partly collapsed into the middle of the basement or even blown away. Yet many people in basements might have survived. Survivors in basements would need to **improve fallout protection--by** adding as much overhead protection as possible, in the corner of the basement, using planks and other material from the partly-destroyed house.
- If Attack Warning is received, people in **lower-risk areas** who take shelter **in their homes** should take the same precautions against fallout as risk-area people. That is:
 - They should take shelter in the **corner of the basement farthest belowground**; or if there is no basement, they should develop a shelter area in the middle of the house.
 - They should **stay in the protected part of the house** until advised by radio that they can leave shelter. (In some areas of heavy fallout, people would have to move elsewhere after leaving shelter.)
 - They would not have to extinguish ignitions or fires, or take other actions that would be needed in blast-damage areas.

2. **Public Shelter**--People who plan to seek protection **in larger buildings (that is, in public shelters)** should take the following actions:

- Gather **supplies** that would be needed for up to two weeks' survival in the public shelter (food, water, medicines, bedding, clothes, battery-powered radio, etc.)
- Recognize that while some public shelters would have a Shelter Manager present, others would not. If there is no Shelter Manager, survival of people in the shelter could depend on someone **taking charge and acting as Shelter Manager**--including taking the immediate actions outlined below.

- In *risk* areas, it would be critically important for acting Shelter Managers to take the following actions **as soon as possible after Attack Warning and arrival of people in the shelter**:
 - For fire **prevention**, people should be sent **immediately** to each floor of the building to **close ALL window blinds or curtains**.
 - Put all shelter occupants in the best **blast protection** posture immediately: Sitting back-to-back about two feet from outer walls of basement, or near columns--not beneath unsupported parts of basement ceilings. Where necessary to occupy upper floors, shelterees should lie down in the central part of the building, out of line of flying glass and debris, and hold onto each other.
 - If the building is affected by a nuclear explosion, **immediately** send people to each floor of the building to **check for ignitions** caused by the explosion (burning drapes, smoldering upholstery, etc.) Stamp out burning drapes, throw smoldering furniture out the window, etc. People could have 10 to 20 minutes in which to **extinguish ignitions--before** these could grow into a fire that might destroy the building. Fallout (from the weapon that caused the ignitions) would not arrive until about 15 to 30 minutes after the explosion.
 - After checking for ignitions and extinguishing any found, **return to the best fallout-protected part of the building**.

- In **both high-risk and low-risk areas**, it would be urgent for acting Shelter Managers to take the following actions:
 - Place shelter occupants in **maximum fallout-protection posture** promptly upon arrival. In high-risk areas, this will result to a large degree from placing shelterees in the blast-protection posture outlined above. In low-risk areas, acting Shelter Managers should place as many people as possible in basements. Where it is necessary to occupy upper floors, shelterees should be placed in central part of buildings, avoiding areas with windows.
 - Should an attack occur and fallout be deposited in the locality, acting Shelter Managers should take action to **identify locations within shelters providing the best fallout protection, by use of radiological monitoring instruments, if available**. The acting Shelter Manager should look for a set of civil defense radiological monitoring instruments. If a set is located, it should include instructions (printed on a yellow plastic sheet, How to Use Your Radiological Instruments to Find the Best Shelter and to Minimize Your Exposure to Radiation).
 - If instruments are not available, the acting Shelter Manager should still try to locate the best protected areas possible for the shelterees. The best protected areas are generally belowground areas first and the central core areas of larger buildings second (except for the top couple of floors and the first or second floors up from ground level).
 - Acting Shelter Managers should ensure maximum use of best-protected space. This may involve **crowding shelterees in best-protected areas**. Depending upon the weather, this may result in high heat and humidity developing, which can in turn result in dangerous heat exhaustion. If heat and humidity problems develop, acting Shelter Managers must move some shelterees to less well protected parts of the shelter, if possible rotating shelter occupants to and from such areas.
 - The acting Shelter Manager should ensure that some of the shelter occupants listen for information on the radio concerning the fallout hazard in the area. If the fallout level is high, people may have to stay in shelter for one or up to two weeks. Also, instructions may be given over the radio on where to go **after leaving** shelter--possibly to an area 20 to 40 miles away, that received less fallout. The Acting Shelter Manager should organize this movement.

ANNEX E

EVACUATION

E.I. PURPOSE

This annex provides for the orderly and expeditious evacuation of any part of the population of Liberty County if such action is determined to be the most effective available means for protecting people from the effects of a disaster. The annex provides a planning base for any type of evacuation. Unique factors relating to evacuation on account of contingencies specifically identified in the Liberty County Hazards Analysis are discussed in appendixes to the annex. (Reception and Care operations are covered in a separate annex, and much material crucial to evacuation operations is included in the Direction and Control, Communications, and Shelter annexes. Since it is the policy of Liberty County's governments to avoid unnecessary repetition in emergency plans, this annex must be used in the context of the whole emergency operations plan.)

E.II. SITUATION AND ASSUMPTIONS

A. Situation. Evacuating hazardous areas is the most effective action for protecting people in many disaster or disaster-threat situations. Many evacuations are carried out every year, and it is not unusual to hear about large-scale evacuations involving thousands or even tens of thousands of people. Evacuation operations can be accomplished more rapidly and effectively if planning is carried out and systems are developed and tested before they are needed.

B. Assumptions.

1. The number of people initially affected is not a satisfactory criterion for deciding whether or not to activate the emergency management organization. The nature of the threat, the possibility of escalation, the need for expert consultation, etc., must also be considered.

2. People who refuse to follow evacuation instructions of public officials will be left alone until all who are willing to leave have been provided for. Then--time permitting--further efforts will be made to persuade the stay-puts to evacuate.

E.III. CONCEPT OF OPERATIONS

A. General.

1. Evacuation may prove to be the only practical means of protecting people from the effects of some disasters. Simply defined, evacuation is movement of people from a place of danger to a place of relative safety. Problems involved may range from minor to enormous depending on the dimensions, or characteristics, of the hazard and the evacuation.

2. Several hazards identified in the Liberty County Hazards Analysis have the potential for necessitating evacuation of substantial numbers of people. The governments of Liberty County and its municipalities have agreed that it is not possible to define a "large-scale" evacuation. It is entirely possible to evacuate a large number of people without activating the emergency management organization. At the same time, an emergency calling for evacuation of only a few people could escalate or be characterized by secondary effects.

3. The decision to activate the emergency organization for purposes of managing an evacuation is generally left to the discretion of emergency services field commanders. There are, however, provisions for the emergency management organization to be activated and to assume control of emergency operations

other than at the request of field commanders. These provisions are described in "Concept of Operations" in the Direction and Control annex.

4. This annex treats evacuation in the generic sense, i.e., the annex and its tabs are applicable to any evacuation situation. Special hazard-specific appendixes address factors unique to evacuation for particular disasters. These appendixes are especially important for this annex, because the places of safety, the destinations for evacuees, differ from hazard to hazard. The potential danger from the environment through which the people must move is a critical matter to be considered, and this too varies greatly depending on the hazard.

5. Jurisdictional interrelationships are a matter of great concern in an evacuation situation. Geographical areas and divisions--State, Mutual Aid Regions, Operational Areas, and Planning and Operations **Zones--are** described in the basic plan. Proper coordination among divisions in an evacuation situation is critical to successful operations and can be accomplished only through carefully planned and executed Direction and Control.

B. Direction and Control.

1. Direction and Control as a function is covered in a separate annex to this plan.

2. Direction and Control of evacuation operations will normally be carried on by the jurisdiction nearest to the disaster site that has sufficient scope of control to manage all required operations. An evacuation entirely within one P&O Zone will be managed by the emergency organization of that zone unless and until higher authority assumes control. If more than one zone is affected, as when people from one zone evacuate into another, the Operational Area (County) emergency management organization will ordinarily assume control. P&O Zone organizations will continue to function under the direction of the OA policy group.

3. Mutual Aid Region (MAR) organizations normally function only in a coordination role with respect to affected **OA's**. Unaffected **OA's** will provide support to those directly involved only at the direction of the MAR. MAR's may assume control of operations in an **OA**, if that jurisdiction's emergency management organization is destroyed or otherwise unable to function. Such assumption of control by a MAR would occur only at the direction of State authorities.

C. Continuity of Government. COG must be maintained in an emergency evacuation situation. Detailed procedures for accomplishing this are included in the Direction and Control annex and in the appendixes to this annex. Essentially, COG will be maintained by relocating government operations, as necessary, to alternate **EOC's** or to mobile **EOC's** with temporary transfers of authority to higher or lower emergency management organizations. Lines of succession to all key positions will be clearly established, and all essential records will be protected from destruction or loss.

E.IV. ORGANIZATION AND RESPONSIBILITIES

A. Organization. Jurisdictional and organizational relationships in evacuation operations vary depending on the scale of the movement. The chart in Tab 1 to this annex depicts these relationships for a very large evacuation involving several **OA's**. Liberty County could play any of the roles indicated in this chart. The emergency organization at the county level is as described in Section IV of the basic plan.

B. Responsibilities. This section concerns evacuation operations in the general case. Additional information relating to particular hazards is included in appendixes to this annex. In situations involving evacuation of a number of people sufficient to cause mobilization of the emergency management organization, the following assignments will be carried out to the extent permitted by time and circumstances:

1. Emergency Program Manager

- (a) Assembles an analysis team to support the coordination group in the EOC.
- (b) Coordinates environmental monitoring activities.

2. Analysis Team

- (a) Obtains full information on evacuation operations initiated by first responders.
- (b) Obtains information on characteristics of the disaster agent involved.
- (c) Obtains meteorological data and any other relevant information.
- (d) Prepares recommendations on the area to be evacuated and continues to monitor the situation and recommend changes as indicated.

3. Law Enforcement

- (a) Provides security for the evacuated area.
- (b) Participates in the warning process by sweeping assigned areas, reinforcing information provided through mass media.
- (c) Provides traffic control to facilitate evacuation and return movement.
- (d) Assists in evacuation of prisoners, as required.

Lists of task assignments similar to those above should be included for all pertinent public and private entities that would have some responsibilities in an evacuation situation.

E.V. ADMINISTRATION AND LOGISTICS

This plan contains an annex on Resource Management, which provides detailed information on many topics related to Administration and Logistics. The policy of the Liberty County Government on this subject as applied to emergency situations is, in general, as follows:

- A. Administration and logistics will be controlled by the Liberty County manager.
- B. Normal practices and procedures will be continued under emergency conditions to the extent practicable.
- C. During emergency operations, every effort will be made to document each transaction sufficiently so that complete records can be reconstructed and claims properly verified after the emergency period has passed.
- D. No administrative process will be permitted to interfere with operations essential to preventing injury, loss of life, and significant property damage.

E.VI. PLAN DEVELOPMENT AND MAINTENANCE

This annex is developed and maintained by the Liberty County Department of Emergency Management. The County emergency program manager will determine requirements for implementing plans and procedures to support evacuation operations and will provide guidance to officials of P&O Zones and other organizations, public and private, where the need for such plans and procedures exists.

E.VII. AUTHORITIES AND REFERENCES

A. Authorities. See Section VII, Part A, of the Basic Plan. An opinion of the County Attorney issued in 1980 held, in effect, that Liberty County officials may compel individuals to evacuate, if a local emergency is proclaimed by the Board of Supervisors and an order is promulgated specifically authorizing such action. Alternatively, people can be forced to evacuate on the authority of a court order, if such an order can be obtained from a judge of the County Superior Court.

B. References.

Federal Emergency Management Agency, Disaster Operations--A Handbook for Local Governments, CPG 1-6. Washington, D.C.

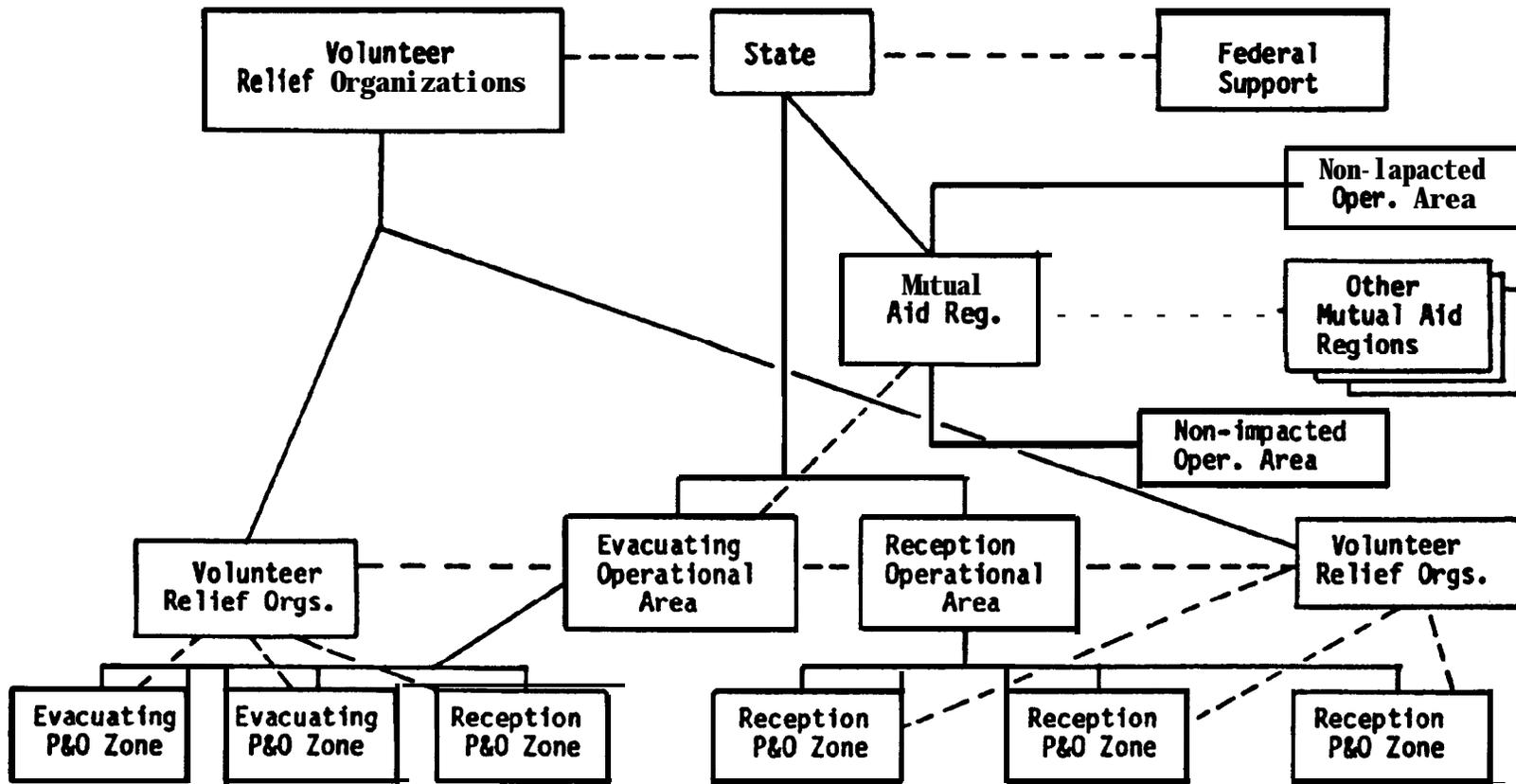
Perry, Ronald W. Citizen Evacuation in Response to Nuclear and Non-Nuclear Threats. Seattle, Washington: Battelle Human Affairs Research Centers.

Perry, Ronald W.; Lindell, Michael K.; and Green, Marjorie R. Evacuation Planning in Emergency Management. Lexington, Massachusetts: D.C. Heath and Company, Lexington Books, Battelle Human Affairs Research Centers.

E.VIII. DEFINITION

Evacuation. As an emergency management function, evacuation is a protective action--moving people from a place of danger to a place of relative safety. As a phenomenon, it is a temporary mass movement of people that collectively emerges in coping with community threats, damages, or disruptions.

GENERAL ORGANIZATION FOR EVACUATION



————— Indicates command authority
 - - - - - Indicates coordination

APPENDIX E.1

EVACUATION IN RESPONSE TO THREAT OF NUCLEAR ATTACK

E. 1.1. PURPOSE

This appendix provides information and procedures relating to the unique aspects of evacuation operations undertaken to remove the population from areas considered more likely than others to be affected directly by blast overpressure, heat, or initial nuclear radiation, if there should ever be a large-scale nuclear attack.

E.1.II. SITUATION AND ASSUMPTIONS

A. Situation.

1. A nuclear attack on the United States would most likely be preceded by a period of international tension and crisis. Sufficient time might be available for protective actions to be taken, including temporary relocation of residents of possible target areas to areas of lower risk.
2. By agreement between the State Division of Emergency Services and the Federal Emergency Management Agency (FEMA), part of Liberty County has been designated a nuclear attack high-risk area for which population relocation should be planned. The area to be evacuated when directed is shown in the map at Tab 1. The map at Tab 2 shows the areas FEMA designates as likely to receive blast overpressure of two pounds per square inch (psi) or more.
3. In addition to the designated part of Liberty County, the Capital City area, the Metropolis area, and the immediate vicinity of the General Patton Military Base in Lober County are scheduled for evacuation under similar circumstances. For this reason, travel beyond the Liberty County boundary to the north or to the southeast on Interstate 101 will not be practicable.
4. The State emergency plan has established lower-risk host areas for each of the areas to be evacuated. Areas reserved for people from the Liberty County risk area are the less hazardous parts of Liberty County, Stramford County, and parts of Apple and Green Counties. The locations of these areas, resident populations, and number of evacuees assigned are shown in a table at Tab 5.
5. Destination counties are preparing plans for the reception and care of relocated residents of Liberty County. The State is preparing plans providing for the redirection of supply channels for food, fuel, and other essential consumer goods to these counties.
6. Certain vital facilities and activities must be continued in the evacuated high-risk area to preserve the integrity of the vacant city, to assist in the provision of essential goods and services to the relocated population and their hosts, or to continue industrial production important to national defense. These critical activities are summarized in Tab 6.

B. Assumptions.

1. Evacuation of the population of the high-risk area will occur only at the direction of the Governor of the State of Columbia, most likely at the request of the President of the United States. Measures preparatory to such evacuation may be undertaken during a crisis at local option.
2. Evacuation of the high-risk area population will be directed by the Governor, not voluntary, and in general accordance with this plan.

3. Evacuation will be primarily in family groups using private vehicles over a period not to exceed 3 days.

4. About 15,000 residents not having automobiles available to them must be provided with other transportation to their destinations.

5. Some portion of the high-risk area population, estimated at 10 percent or more, can be expected to leave the area in advance of a directed evacuation. These spontaneous evacuees are expected to consist mainly of families whose members do not have public or emergency responsibilities and who have a vacation home or relatives in mind as a destination. The location, identification, and destination of this group will not be known.

6. Once evacuation of the high-risk area population has been directed, the minimum duration of the relocation will be 7 days. The maximum duration of the relocation is uncertain but could be several weeks.

7. Under certain circumstances, such as a protracted relocation period, the State or Federal government may require the resumption of certain critical production and service activities in the high-risk area in addition to the essential activities shown in Part A of the table at Tab 6 without a general return of the population. Organizations likely to be affected are shown in Part B of the table.

8. Return of the relocated population to their homes following evacuation will occur only at the direction of the Governor, most likely at the request of the President of the United States.

E.1.III. CONCEPT OF OPERATIONS

A. Time Phases of a Nuclear Attack Threat Evacuation. The time phases applicable to nuclear attack threat evacuation correspond to those recognized for any disaster. It may be helpful to identify them in somewhat different terms, as follows:

pre disaster	=	precrisis
preimpact	=	escalating international crisis
impact	=	movement
emergency	=	sustaining
recovery	=	return.

1. Precrisis. The precrisis period is normal readiness during peacetime.

2. Crisis. The crisis phase includes increased readiness and mobilization of emergency services to prepare for movement, if and when ordered by the Governor.

3. Movement. The movement phase begins when the Governor of Columbia directs evacuation of nuclear attack high-risk areas.

4. Sustaining. The sustaining period begins with arrival of evacuees in the reception areas and principally involves support and care of evacuees and the indigenous population as described in the Reception and Care annex and the In- place Protective Shelter annex. The sustaining period also includes maintenance and support of critical production and service activities by essential personnel commuting to and from the high-risk area, as provided in this appendix.

5. Return. The return period begins when ordered by the Governor of Columbia and covers the time necessary to safely move the population back to their homes.

B. Overall Concept of Nuclear Attack Evacuation Operations. Evacuation would not be implemented unless there were a threat of nuclear attack of unprecedented seriousness. It should be understood that nuclear attack could occur at any time during the crisis, movement, or sustaining phases. Since there is no assurance that evacuation would be directed, readiness to implement the County's In-place Protective Shelter Plans must be emphasized during the crisis period. If attack warning is received, everyone must take shelter in the best available nearby facilities. While the development and use of protective shelters is not covered in this annex, evacuation planning must not lose sight of the fact that, fundamentally, evacuation in response to the nuclear attack threat is movement to SHELTER; it is movement to a place where shelter is likely to provide a more realistic prospect of survival.

1. **High-Risk Population.** The population of Liberty County is 276,000, of which 218,000 reside in the **census tracts** designated as parts of the nuclear attack high-risk area. This is described in the maps and tables included in the Tabs to this appendix.

2. **Organizational Relocation.** Approximately 30 percent of the Liberty County high-risk population are employees or dependents of employees of the key organizations listed in Tab 6. Every effort will be made to encourage these businesses and agencies to relocate organizationally to host areas reserved for them. In many cases, this is necessary so that the organization will be able to maintain continuity of essential functions. In all cases, organizational relocation is an effective way to use the existing framework of the community to respond to the demands of a major crisis. It attempts to hold together units that have significant problem-solving abilities and preserves the identity of valuable community resources.

This point-by-point presentation of the overall concept of evacuation operations should be continued, providing enough detail to convey a clear picture of the scope and complexity of such operations in a nuclear-attack threat situation.

C. Direction and Control. In a national security emergency that requires evacuation of nuclear attack high-risk areas, a State of War Emergency is presumed to exist. Under these circumstances, all levels of the emergency management organization are fully mobilized and activated. Direct lines of authority exist from the Governor of Columbia to the chairperson of the Liberty County Board of Supervisors and from the chairperson to the elected officials designated in the Direction and Control annex of this plan as chiefs of the P&O Zones.

D. Continuity of Government. When it becomes necessary to evacuate the Liberty County nuclear attack high-risk area, the government agencies of Liberty County, Central City, and Harvest Junction will move their bases of operation and continue performing duties assigned under this plan. The Liberty County and Central City Direction and Control Organization will move to the Fisherville EOC. Continuity of control will be maintained by verifying that an adequate Direction and Control operation is active at the Fisherville EOC and by transferring authority before closing down the principal county EOC. The chairperson and the heads of key emergency service agencies will maintain contact via mobile radio units while in transit to the alternate EOC.

E.1.IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. Organization. In a national security emergency involving a threat of nuclear attack, the total emergency management organization at the OA (county) and P&O Zone levels will be activated.

B. Responsibilities.

1. All elements of the emergency organization will review and improve evacuation plans and procedures to the extent possible in the time available. Responsibilities are generally the same as those shown in the Evacuation annex, Section **E.IV.B**. Chiefs of agencies and organizations are responsible for reviewing their procedures, for verifying that resources identified are available and in satisfactory condition, and for ensuring that all personnel--including any recently hired--are familiar with their duties in a large-scale evacuation.

2. Each organization listed at Tab 6 is expected to have a plan to relocate as a group to the reception area specified. Larger organizations and those with special needs--such as responsibility for institutionalized persons--have been assigned to specific facilities in host areas. Chiefs of organizations are responsible for coordinating with the managers of the facilities to which they are assigned.

E.1.V. ADMINISTRATION AND LOGISTICS

The administrative and logistical problems associated with evacuation of the nuclear-attack high-risk area are covered in appendixes to the Resource Management annex. These problems are extremely complex and in many cases, are multijurisdictional in nature. Mobilization of private-sector resources and capabilities is fully covered in the Resource Management annex.

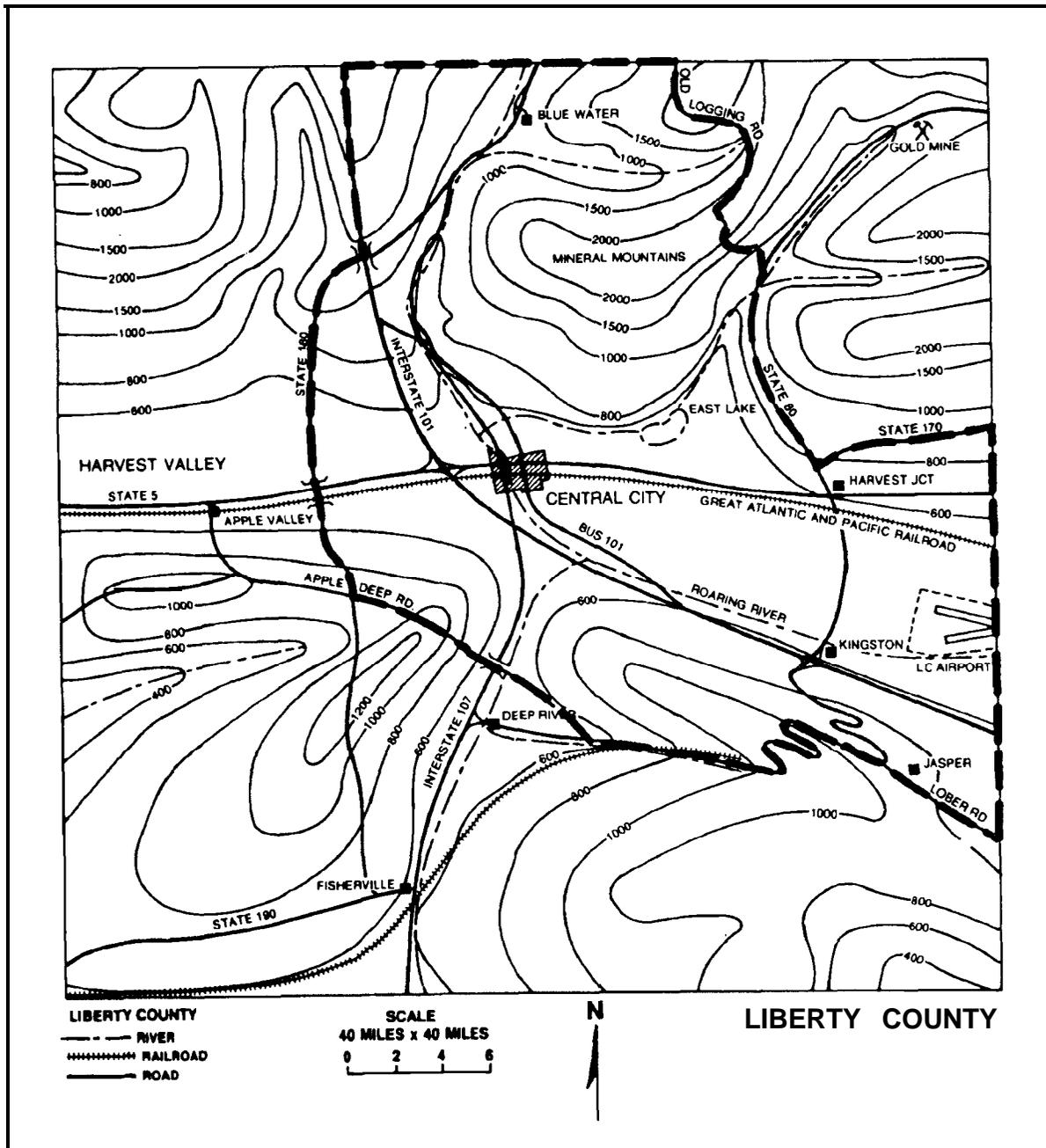
E.1.VI. See E.VI. To summarize, the planning process that has resulted in this appendix has focused on the movement of people out of and back to the nuclear attack high-risk area and includes commuting of key workers to carry on essential operations in the high-risk area during the sustaining phase of evacuation. This appendix identifies the destination host areas and reception centers for all evacuees. The Reception and Care function, however, is covered in a separate annex.

E.1.VII. Not used. See E.VII

E.1.VIII. DEFINITION

Host Area (Attack Preparedness Evacuation). An area determined by careful hazard/vulnerability analysis to be subject to relatively less serious weapons effects in a large-scale nuclear attack and, therefore, considered suitable for receiving evacuees from higher risk areas and providing the necessary protection to sustain life and reduce incidence of illness from radiation and other attack-related causes.

Tab 1 to Appendix E.1



MAP 1. NUCLEAR ATTACK HIGH-RISK AREA