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CAPITAL AREA PLANNING COUNCIL

*REGIONAL MUTUAL AID PLAN*

**1/12/04**



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# Capital Area Planning Council

## *Regional Mutual Aid Plan*

### I. Introduction

This plan was developed by the CAPCO Homeland Security Task Force (HSTF), which includes representatives from all 10 CAPCO counties to ensure effective coordination of response activities including deployment and application of personnel and equipment in response to events that exceed the capabilities of an individual jurisdiction. This plan provides a framework for the sharing of critical resources among CAPCO jurisdictions in responding to emergencies of all types including, but not limited to, incidents of terrorism involving the use of Weapons of Mass Destruction (WMD).

This plan was developed in accordance with the Tier I and Tier II *Interjurisdictional Mutual Aid Agreement Templates* approved by the CAPCO Executive Committee on October 15, 2003. In these guidelines, the term “the agreement” will be used to denote the duly-executed mutual aid agreements.

### II. Explanation of Terms

- A. Requesting party:** A jurisdiction that requests assistance under provisions of this agreement.
- B. Assisting party:** A jurisdiction that receives a request for assistance under provisions of this agreement and/or that provides assistance in response to an immediate need involving a threat to life or property.
- C. Disaster:** the occurrence or imminent threat of widespread or severe damage, injury, or loss of life or property resulting from any natural or man-made cause, including fire, flood, earthquake, wind, storm, wave action, oil spill or other water contamination, volcanic activity, epidemic, air contamination, blight, drought, infestation, explosion, riot, hostile military or paramilitary action, energy emergency (as that term is defined in Chapter 418 of the Texas Government Code), acts of terrorism, and other public calamity requiring emergency action.
- D. Emergency:** any occurrence, or threat thereof, whether natural or caused by man, in war or in peace, which results in substantial injury or harm to the population, or substantial damage to or loss of property.
- E. Weapons of mass destruction (WMD)**
  - These include:
  - 1. Chemical Warfare Agents and Toxic Industrial Chemicals (TICs);
  - 2. Biological Pathogens and Toxins (e.g. Anthrax, Plague, Ricin, and Botulism Toxin);
  - 3. Nuclear Weapons;

4. Radiological Weapons; and
5. Explosives.
6. Collectively, these weapons are referenced by the acronym CBRNE.

### **III. Mutual Aid Operations**

- A.** The jurisdictions in the CAPCO area are subject to incidents resulting from numerous hazards, both natural and man-made. Some of these incidents have the potential to overwhelm the response capabilities of the individual jurisdictions.
- B.** State of Texas statutes and regulations require local jurisdictions to seek assistance from neighboring jurisdictions with which they have mutual aid agreements prior to requesting state assistance.
- C.** CAPCO jurisdictions have developed comprehensive mutual aid agreements that establish a legal basis for provision of emergency assistance across jurisdictional boundaries.
- D.** All personnel responding to a request for mutual aid assistance will be trained in IMS principles and procedures, including Unified Command.
- E.** If the requesting party utilizes a non-standard version of the IMS for its day-to-day operations, it will adjust its operations to be consistent with the national standard for any incident requiring a mutual aid response.
- F.** Unless specified otherwise by the requesting party, all personnel responding to a call for mutual aid assistance will bring with them the equipment and supplies normally required for day-to-day operations in their home jurisdiction(s). This includes personal protective equipment (PPE).
- G.** In accordance with provisions of the agreement, the agreement and this plan may be activated by the Emergency Management Director or designee of the requesting party after he or she has made:
  1. A declaration of a local state of disaster pursuant to Chapter 418 of the Texas Government Code;
  2. A finding of a state of civil emergency; or
  3. The occurrence or imminent threat of an emergency such that local capabilities are, or are predicted to be, exceeded.
- H.** The activation of the agreement and this plan shall continue, whether or not the local disaster declaration or state of civil emergency is still active, until the services of the assisting party are no longer required.
- I.** Regional Mutual Aid Coordinators (RMACs) will be responsible for coordinating requests for and deployment of mutual aid assets. In this role, they serve as the intermediary between the requesting party and the assisting party in implementing the agreement. See *Attachment 1: Regional Mutual Aid Coordinator Standing Operations Procedures*.
- J.** The written documentation developed by the RMACs and others in implementation of this plan will serve to meet the requirements for written requests for assistance as outlined in Section 6 of the

agreements. All documentation will be provided to the requesting party following the conclusion of the incident and will be used by the requesting party to prepare the Summary Report required by Section 6 K of the agreement.

- K.** Incidents will be defined and divided into three classes as described below:
- 1. Class I**
    - a. Routine, single-site incident with single hazard focus, and single agency responsibility.
    - b. Single Command is employed at the site (Unified Command is also an option if support agencies are on-scene assisting).
    - c. Regional mutual aid assistance is not required.
  - 2. Class II**
    - a. Advanced multiple agency or multiple jurisdiction incident with a single site.
    - b. Unified Command is employed at the site.
    - c. Emergency Operations Center (EOC) Command may be utilized to support Unified Command tactical operations or may function as an Area Command.
    - d. Regional mutual aid may be required and the Regional Mutual Aid Coordinators will be alerted to stand by.
  - 3. Class III**
    - a. Advanced multiple agency or multiple jurisdiction incident with multiple sites or with diffuse, area-wide impact.
    - b. Depending on the geographic focus and specificity of the problem,
    - c. Unified Incident Command will be established either at the scene with off-site supplemental support from EOC Command or integrated into EOC Command to coordinate resources to the response demands of the incident problem (i.e. ice storm, widespread impact, high resource demand, no one single incident site).
    - d. If Unified Command is organized separate from the EOC, the EOC will function as an Area Command.
    - e. Regional mutual aid is likely to be needed and the Regional Mutual Aid Coordinators will be alerted to activate this plan.

#### **IV. Training**

Each jurisdiction providing personnel under this plan will ensure that these personnel are properly trained to include, at a minimum:

- A.** WMD awareness—a minimum of four (4) hours that provides the knowledge the responder needs to recognize the unique characteristics and hazards posed by WMD events. This will help the responder avoid becoming a victim.
- B.** Incident Management System (IMS)—a minimum of four (4) hours of training that includes the basic concepts of IMS, including Unified

- Command. This will ensure that the responder is able to effectively integrate his/her activities with those of other personnel and agencies.
- C. Discipline-specific training should be standardized according to nationally recognized tiers and should be competency-based. Certifications and/or licenses will be maintained by all personnel as appropriate.
  - D. All personnel should be trained in the use and care of PPE appropriate to their response duties.

**V. Credentials**

- A. All personnel responding to a mutual aid request under provisions of this plan will have in their possession a valid identification card issued by their jurisdiction/agency.
- B. This card will contain a current photograph and other information as deemed necessary to verify the identity and training of the individual.
- C. Incident management personnel will, as deemed necessary, use this identification card to verify the identity and training level of the individual.
- D. Incident-specific identification cards may be issued by incident management personnel as needed to control access to the site of an incident and to ensure personnel accountability.

**VI. Resource type definitions**

Coordination of mutual aid response will be facilitated by use of a commonly-accepted system of defining resource types. See *Attachment 2* for the current resource-type definition scheme.

**VII. Communications**

- A. Communications Guidelines will be developed for all incidents with input from the CAPCO Homeland Security Task Force.
- B. In the absence of other prescribed communications channels the frequency assignment and nomenclature contained in the *State of Texas Immediate Radio Communications Interoperability Plan* will be utilized.
- C. All communications will use clear text. Ten-codes and other communications shortcuts will not be used during incidents requiring mutual aid response.

**VIII. Relationship to other plans**

- A. This plan is supplemental to, not a replacement for, existing operational plans developed and maintained by CAPCO jurisdictions. It provides a mechanism for augmenting the response capabilities of the individual jurisdictions with additional personnel and equipment from other jurisdictions within the CAPCO region.
- B. It is not a performance guarantee.

**IX. Plan development and maintenance**

- A.** This plan will be adopted by CAPCO jurisdictions when the following condition is met:
  - 1. The jurisdiction executes the *Interjurisdictional Mutual Aid Agreements*.
- B.** Organizations that provide emergency response and recovery services but are not CAPCO jurisdictions may adopt these guidelines when the following conditions are met:
  - 1. TBD
- C.** The guidelines will be reviewed quarterly by the Mutual Aid Subcommittee of the CAPCO Homeland Security Task Force (HSTF) and recommendations for revision will be forwarded to the entire HSTF.
- D.** The guidelines will be reviewed annually by the HSTF and recommended changes will be shared with the CAPCO Executive Committee.

## **Attachments**

1. Regional Mutual Aid Coordinator Procedures (DRAFT)
2. Resource Type Definitions (DRAFT)

## **Attachment 1— Regional Mutual Aid Coordinator Standing Operations Procedures (DRAFT)**

### **I. Introduction**

The purpose of these procedures is to facilitate an orderly and rapid response to requests for mutual aid and to define the role of the Regional Mutual Aid Coordinator (RMAC).

These procedures are authorized by the *CAPCO Regional Mutual Aid Plan* that was adopted in accordance with provisions of the interjurisdictional mutual aid agreements between CAPCO member jurisdictions.

### **II. Explanation of Terms**

#### **A. Regional Mutual Aid Coordinator (RMAC)**

1. RMACs will volunteer for service and will be appointed by the CAPCO Executive Committee upon recommendation of the CAPCO Homeland Security Task Force (HSTF).
2. Individuals volunteering to serve as a RMAC must have demonstrated:
  - a. the ability to respond effectively under stressful situations;
  - b. a willingness to be “on-call” for an extended period;
  - c. a knowledge of the jurisdictions and response resources of the CAPCO region;
  - d. the ability to communicate clearly and effectively; and
  - e. the endorsement of their supervisor to serve.
3. Eight RMACs will be selected and will operate in two-person teams.
4. Each team will be composed of persons from different counties.
5. RMAC teams will be on-call for one-month at a time.

#### **B. Incident Classes**

1. **Class I:**
  - a. Routine, single-site incident with single hazard focus, and single agency responsibility.
  - b. Single Command is employed at the site (Unified Command is also an option if support agencies are on-scene assisting).
  - c. Regional mutual aid assistance is not required.
2. **Class II:**
  - a. Advanced multiple agency or multiple jurisdiction incident with a single site.
  - b. Unified Command is employed at the site.
  - c. Emergency Operations Center (EOC) Command may be utilized to support Unified Command tactical operations or may function as an Area Command.
  - d. Regional mutual aid may be required and the Regional Mutual Aid Coordinators will be alerted to stand by.

**3. Class III:**

- a. Advanced multiple agency or multiple jurisdiction incident with multiple sites or with diffuse, area-wide impact.
- b. Depending on the geographic focus and specificity of the problem,
- c. Unified Incident Command will be established either at the scene with off-site supplemental support from EOC Command or integrated into EOC Command to coordinate resource to the response demands of the incident problem (i.e. ice storm, widespread impact, high resource demand, no one single incident site).
- d. If Unified Command is organized separate from the EOC, the EOC will function as an Area Command.
- e. Regional mutual aid is likely to be needed and the Regional Mutual Aid Coordinators will be alerted to activate this plan.

**III. Regional Mutual Aid Coordination**

- A.** This plan and the mutual aid agreements upon which it is based have been established to provide a mechanism for effectively coordinating the assistance that will be provided by neighboring jurisdictions.
- B.** Jurisdictions will handle all Level I incidents without requesting mutual aid.
- C.** Existing interagency coordination procedures will be adequate for most Level II incidents.
- D.** Level III incidents will require the involvement of the RMAC.
- E.** RMACs will maintain close communication with the State of Texas Disaster District Committee Chair (DDC) and/or the Texas Division of Emergency Management Regional Liaison Officer (RLO) in order to coordinate timely, effective response to requests for assistance.
- F.** RMACs will maintain current lists of contact numbers for emergency response organizations in jurisdictions that are parties to the *CAPCO Mutual Aid Plan* and will ensure that this information is readily accessible at all times when on call.
- G.** RMACs will have internet access to resource databases developed and maintained by CAPCO, its member jurisdictions and the State of Texas.
- H.** RMACs will be provided with the communications equipment, including, but not limited to pagers, two-way radios; and/or cellular telephones necessary to perform the RMAC functions.

**IV. Concept of Operations**

- A.** Requests for mutual aid assistance will be made by the Emergency Operations Center (EOC) of the requesting party or by a duly authorized representative of the requesting party. A request for assistance made under this procedure is considered to be equivalent to a direct request from a requesting party to an assisting party.

- B.** The requesting party will contact (number to be determined) to request activation of the RMACs.
1. The calling party will provide the following information:
    - a. Name and callback number of the calling party;
    - b. Name and contact number of the person with whom mutual aid response should be coordinated (if different than the calling party);
    - c. Nature of the incident;
    - d. Location of the incident; and
    - e. Summary of assistance needed (if available).
  2. This information, along with the date and time the call is received, will be recorded by Public Safety Dispatch personnel on a form provide for this purpose.
  3. Upon completion of the notification process, Public Safety Dispatch personnel will forward this information, along with the name(s) of the RMAC contacted to CAPCO.
- C.** Public Safety Dispatch personnel will contact the on-call RMACs utilizing contact information provided to them.
1. If no contact is made within fifteen (15) minutes, Public Safety Dispatch personnel will contact RMACs that are not on call and request that they serve until the on-call RMAC can be located.
  2. If unable to contact an RMAC within thirty (30) minutes, Public Safety Dispatch will contact the on-call member of the LCRA Emergency Management staff who will act as the RMAC until a designated RMAC can be located.
  3. If unable to contact any of the above, Public Safety Dispatch Personnel will report the failure to make contact to the calling party.
- D.** Upon receipt of notification from Public Safety Dispatch, the on-call RMACs will contact each other to determine which will assume the primary role for the incident.
1. Generally, the RMAC located the greatest distance from the incident will be primary if:
    - a. He/she is in a location that provides telephone and internet access; and
    - b. He/she is not committed to time-sensitive actions that would preclude his/her full commitment to the RMAC function.
  2. The secondary RMAC will generally proceed to:
    - a. the EOC of the requesting party, if activated; or
    - b. the Incident Command Post, if the EOC is not activated; or
    - c. a location where coordination with the State of Texas Disaster District Committee Chair (DDC) or the Texas Division of Emergency Management Regional Liaison Officer (RLO) can be maintained, if required.
  3. When the secondary RMAC arrives at a location that better facilitates the coordination of mutual requests, he/she will assume the primary role.

4. At that time, the other RMAC may relocate to join his/her partner or, if circumstances warrant, may make preparations to relieve the partner at the end of the work period.
  5. If additional RMACs are required to provide 24-hour coverage, they will be recruited from those on the stand-by list.
- E.** The RMAC having the lead role will contact the representative of the requesting party to obtain the following information:
1. An update on the status of the incident;
  2. A description of the requested assistance, including:
    - a. Type(s) of resources needed, including personnel and equipment;
    - b. Number of each type needed;
    - c. Date/time needed;
    - d. Anticipated length of commitment;
  3. Additional information, including:
    - a. Hazards that might be encountered at the incident site;
    - b. Communications channel(s) to be used for contacting the staging area;
    - c. Command post location;
    - d. Staging area location; and
    - e. Staging area contact name and contact information.
- F.** On behalf of the requesting party the RMACs will :
1. Contact neighboring jurisdictions to identify available resources;
  2. Request that the required resources respond to the incident staging area;
  3. Provide staging area location and contact information to responding personnel;
  4. Contact the DDC or the RLO to coordinate requests for assistance that may include mutual aid, state and federal resources;
  5. Maintain written records of each request for assistance and each commitment to respond by an assisting party;
  6. Provide periodic status reports to the requesting party's contact; and
  7. Forward all documentation to the requesting party for signature and filing at the end of the incident.
- G.** By agreement of the requesting party and the RMAC, the RMAC may:
1. Locate available resources and obtain specific approval of the requesting party before deploying the resources; or
  2. Locate and deploy available resources and report on the deployment to the requesting party afterwards.
- H.** Guidelines for requesting resources
- The following guidelines will be used by the RMACs in filling requests for assistance:
1. Requests for resources will be spread across multiple jurisdictions if possible. This reduces the possibility that response capabilities of a single jurisdiction will be depleted by the provision of mutual aid.

2. Jurisdictions located close to the incident should not be used unless absolutely necessary. This minimizes the need to reassign resources if the incident spreads.
3. If the urgency of response requires deployment of close-by resources or large numbers of resources from a single jurisdiction, the RMACs will work to assist the assisting parties in locating additional mutual aid resources to serve as “back fill” as needed.
4. Requests will generally be made for teams, not individual personnel.
5. Personnel from one or more responding jurisdictions may be combined into Task Forces that will respond as a unit under the operational control of a Task Force Leader. If needed, the RMACs will coordinate the formation of these Interjurisdictional task forces.



## **Attachment 2— Resource Type Definitions (DRAFT)**

The resource type definitions implemented by Travis County’s County Resource Coordinator program are adopted as part of this plan. They are:

<b>Type</b>	<b>Definition</b>
Brush Truck	A fire apparatus with pump capability of delivering 125-grpm and is capable of traveling off-road.
Engine	A fire apparatus with 500-gallon water tank and a pump capable of delivering a minimum of 500-gpm.
Squad	A fire apparatus with less than 500-gallon water tank and a pump capable of delivering a minimum of 125-gpm. This is a multi-purpose unit that may also serve as a brush truck.
Tanker	A fire apparatus primarily designed to deliver water to remote sites where hydrant supplies are not available. Tankers have a water tank of 1000-gallons or more capacity and a pump capable of delivering a minimum of 250-gpm.
Ladder	An aerial fire apparatus that provides for elevated fire streams, but does not have a pump or water tank on board.
Quint	An aerial fire apparatus that provides for elevated fire streams; having a pump, a water tank, a compliment of ground ladders and hose.
Rescue	A fire department vehicle designed for special functions primarily associated with rescue operations.
Command	A fire department vehicle designed for senior command officers’ use and has multiple radio frequencies and telephone capability.
Special	Utility and/or Support Trucks; HazMat; Technical Rescue; Etc.