

**TEXAS MILITARY FORCES**  
**STANDING OPERATING GUIDANCE FOR**  
**SUPPORT TO THE STATE**

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Supersedes JFTX State Active Duty SOP dated 1 May 2003 with changes.

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### 1. Administrative Details.

a. Purpose. This document establishes operational concepts, identifies tasks, and outlines policies, procedures and responsibilities which apply to military support operations conducted by Texas Military Forces when called upon in order to support the state of Texas. The State of Texas emergency management major organizational structure and its duties and responsibilities are extracted from the State of Texas Emergency Management Plan and are published for your information. Provisions outlining methods, operations, and actions are also included and should assist Texas Military Forces' commanders/leaders in the accomplishment of their mission.

b. Applicability. All State of Texas Military Forces. It is effective upon receipt. All plans, operations orders, procedures, and briefings relating to Texas Military Forces supporting the State of Texas, currently in affect and published, by all subordinate units will be reviewed immediately to ensure they conform to the guidance contained herein. Changes/amendments, as necessary, will be published.

c. Supplementation. Supplementation of this document is prohibited unless prior approval is obtained from The Adjutant General of Texas.

d. Suggested Improvements. The proponent office of this document is JFTX-J3. Users are invited to send comments and suggested improvements on DA Form 2028, Recommended Changes to Publications and Blank Forms to The Adjutant General, State of Texas, ATTN: JFTX-J3, P.O. Box 5218, Austin, Texas 78763-5218

e. Restrictions. Not approved for release to the general public. This document is not stocked for resupply. Local reproduction is authorized.

f. Coordination. This document, less annexes, has been coordinated with the Governor's Division of Emergency Management and the Attorney General's Office.

g. Exemptions. This document is exempt from Internal Control Review Checklist requirements.

h. Conflict Resolution. Should a conflict arise between operational concepts and procedures being utilized by supported civil authorities and guidance contained in this document, contact the JFTX-J3 for resolution.

### 2. The State of Texas' Emergency Management Organization.

a. The Texas Disaster Act of 1975, as amended, provides that emergency management be structured around organized government.

(1) The Governor, as Chief Executive of the State, is responsible for meeting the dangers confronting the people of Texas.

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(2) The Governor designates, by Executive Order, the Mayor of each municipal corporation and the County Judge of each county as the Emergency Management Director for each such political subdivision.

(3) The County Judge of each county is responsible for emergency management planning and operations for that area of the county outside the corporate limits of the municipalities of the county. Likewise, the Mayor of each incorporated municipality is responsible for emergency management planning and operations for that jurisdiction.

(4) Cities and counties in Texas are required by State law to establish and maintain an emergency management program or, in cooperation with one or more political sub-divisions establish and maintain an inter-jurisdictional emergency management program that serves the local or inter-jurisdictional area.

b. The Governor, by Executive Order, has appointed the Director of the Texas Department of Public Safety as Director of the Governor's Division of Emergency Management (GDEM) and the Chairperson of the State Emergency Management Council. The Director serves as the Governor's designated agent and exercises overall responsibility for all emergency management activities in Texas.

(1) A State Coordinator for GDEM is appointed by the State Director and coordinates and manages all emergency activities in Texas. The State Coordinator is responsible for State Emergency Operations Center (EOC) activities and for direction and control of statewide resources during emergency response and recovery operations.

(2) GDEM administers a variety of emergency management programs, provides guidance and technical assistance, and coordinates emergency management activities at the state, local, and federal government levels to mitigate, prepare for, respond to, and recover from emergencies and disasters. Coordination of all state activities during emergency situations is the responsibility of GDEM.

c. A State Emergency Management Council has been established which includes a representative of each state agency whose functions and/or capabilities relate to emergency management. The Adjutant General's Department is a member of the State Emergency Management Council. The Council is responsible for providing advice and assistance in all matters relating to emergency management activities in Texas, and will coordinate such activities through the GDEM. Emergency operational activities by Council member agencies will be coordinated through the EOC Controller at GDEM and/or a Disaster District EOC, as appropriate.

(1) Each State Emergency Management Council member will ensure the capabilities exist for their organizations to execute emergency management responsibilities. These responsibilities include, but are not limited to, conducting extended field operations, developing and maintaining detailed plans and operating

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procedures for accomplishing the agency's responsibilities, alerting key employees, directing and controlling agency resources, continuity of government, and the collection and reporting of situation information. Responsibilities also include the ability to staff and operate various command/control/service support groups for prolonged periods of time to support emergency response and recovery operations.

(2) Each State Emergency Management Council member agency designates an individual to serve as the Emergency Management Coordinator to represent the agency, serve as liaison, and be the primary point of contact for all the agency's emergency management activities. The Adjutant General of Texas has designated the Director of Operations (J3) as the Emergency Management Coordinator for the Adjutant General's Department.

d. State Disaster Districts have been established, along Texas Department of Public Safety (DPS) Highway Patrol Districts and Sub-districts boundaries to divide the State into manageable emergency response operation areas. Each District and Sub-district is mandated to establish a Disaster District Committee (DDC) responsible for planning, coordination, and employment of available resources for assistance to civil authorities within the district.

(1) Disaster District Committees, consisting of counterpart representatives of each agency on the State Emergency Management Council, are established at the Disaster District level. The Highway Patrol Captain of each Highway Patrol District or the Lieutenant of each Highway Patrol Sub-district chairs the DDC. The DDC Chairperson is responsible for DDC emergency operations center activities and for executing direction and control of state resources during emergency response and recovery operations within their disaster district boundaries.

(2) A Regional Liaison Officer (RLOs) from GDEM is assigned to each of the DPS Regions to assist the DDC Chairperson in the accomplishment of their emergency response duties and responsibilities.

e. The State Director, the State Coordinator, and the DDC Chairperson can convene state agency member representatives of their respective emergency management organizations on an as-needed basis for planning and exercise purposes.

f. In an emergency or disaster where state assistance is desired by local governments, all Council member agencies and their DDC counterparts must be responsive to mission tasking from the State Director, the State Coordinator, and the appropriate DDC Chairperson. State agency representatives, at both the DDC and the Council organizational levels, are responsible for and must be able to commit agency resources, within their capabilities, to accomplish needed emergency response and recovery requirements.

g. The Texas National Guard, to include the Army and Air National Guard as well as the Texas State Guard, will, if ordered by the direction of GDEM provide trained

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and equipped personnel/units to assist civil authorities in the protection of life and property and the preservation of peace, order, and public safety within the State of Texas.

h. Texas National Guard and Texas State Guard personnel ordered to respond by the Governor will at all times remain under command and control of military authorities in accordance with the military chain of command established by the Adjutant General's Department. The Adjutant General of Texas may designate a Task Force Commander to execute command and control of State Military Forces personnel and their associated resources to support emergency response and recovery operations in a Disaster District. The DDC Chairperson or designee will provide mission assignments to the designated Texas National Guard Task Force.

3. Situation. It is possible for a major disaster to occur at any time and at any place in the State. In some cases, dissemination of warnings and increased readiness measures may be possible; however, many disasters and events can, and will, occur with little or no warning. Texas has experienced tornadoes, hurricanes, freezes, and floods severe enough to require presidential disaster declarations. Others did not reach the presidential disaster level, but did require state assistance to supplement local resources. The vast geographic area of the State, its extensive coastline, varied climatic and topographic conditions, and the large and scattered population centers, places residents of Texas at risk from a variety of natural, technological, and man-made hazards that may cause widespread, severe and catastrophic levels of destruction.

4. State Military Forces. The Texas Military Forces, as defined in Texas Government Code Annotated, Section 431.002 include the Texas Army National Guard, the Texas Air National Guard and the Texas State Guard.

5. Authority. The Governor is the Commander-in-Chief of the state's military forces except when they are in Title 10, Federal Service. In case of civil disturbances, the Governor may call forth the Texas Military Forces to execute the laws and to suppress insurrections. (Texas Const. Art. IV, Sec 7). In addition to this constitutional provision, the Legislature provides the Governor with authority to order Texas Military Forces to aid civil authorities in cases of extreme emergency or violence.

6. Military Support Principles. The following military support principles are presented for the understanding of all Texas Military Forces commanders:

a. Recovery from a natural disaster and maintenance and/or restoration of civil authority in a civil disturbance situation is a responsibility and function of civil government.

b. Military support to civil authority is a task within the mission of all units of the Texas Military Forces.

c. Military support supplements civil participation in natural disasters and civil disturbances.

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d. Civil resources are used, first and fully, before military resources are committed.

e. Texas military force units and personnel performing military support missions are subject only to the command and control of their military commanders.

f. Texas military units cannot accept specifically assigned responsibilities as a part of any local government natural disaster or civil disturbance plan.

g. Texas Military Forces committed to military support operations are withdrawn from the area of operation and will be released from duty only on order of the Governor.

h. Martial rule is a last resort measure to be invoked only by the Governor. Its use will be limited geographically and functionally to that which is considered essential and it will be terminated as soon as civil authority is restored.

### 7. Regional Planning Responsibility.

a. The State of Texas is divided into regions for military support operations which coincide with Department of Public Safety Highway Patrol regions, each region is commanded by a Highway Patrol Officer, usually a Captain or Major. A Liaison Officer from the Division of Emergency Management (GDEM) is also assigned to the region. Responsibility for planning military support operations, within each region, is required and executed based on unit OPTEMPO.

b. Contingency plans will be developed to provide military support in the assigned military support area in the event of natural or man-made disasters and civil disturbances. Responsibility includes establishing and maintaining effective liaison with the assigned DDC Chairperson and the GDEM Regional Liaison Officer during an emergency. See Annex V, this SOP.

### 8. District Planning Responsibility.

a. Each Department of Public Safety District/Sub-District has the responsibility to organize a Disaster District Committee (DDC) and the Texas National Guard has one representative on the Committee. The Highway Patrol Captain of each district or the Highway Patrol Lieutenants in the sub-district chairs the DDC.

b. The DDC is responsible for planning, coordination, and employment of available resources for assistance to civil authorities within the district. National Guard committee members are to understand the procedure for requesting military support, the principles of military support, and be available to attend meetings of the committee both during emergency and non-emergency situations. Contingency plans will be developed to provide military support in the district/sub-district area in the event of natural or man-

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made disasters and civil disturbances. See TXMF All Hazards Plan and supporting Branch Plans.

9. Intelligence Operations. No command, unit, organization or individual will plan or engage in clandestine or covert intelligence collection operations. Information required to fulfill the assigned mission will be obtained through such open sources as observation, newspapers, radio and television broadcasts, and through liaison with local, county, and state agencies.

10. Operations.

a. Concept of Operation.

(1) The Director of Operations, JFTX-J3, conducts continuous statewide monitoring of activities which could develop into emergency situations. Coordination will be maintained with GDEM during the monitoring process.

(a) Components monitor activities in their respective military support regions and provide situation reports to the JFTX-J3 at four hour intervals, as a minimum, when requested.

(b) When requested subordinate commands monitor activities in their respective military support districts/subdistricts and provide situation reports at four hour intervals to the military support region command, as appropriate, as an emergency situation develops in their area of responsibility.

(2) As the situation dictates, JFTX issues warning orders through major command headquarters alerting subordinate headquarters to begin preparation for order to duty.

(a) A major command is designated as the state level operational control headquarters for emergency operations and will dispatch a liaison officer to JFTX JOC, when directed. The designated headquarters will notify the responsible brigade-level headquarters of the possible emergency situation.

(b) JFTX will issue orders to components as appropriate. Such orders will be communicated to the major command headquarters by JFTX. This action would only be taken in the event of a small scale, unexpected emergency which may arise where time is critical, such as saving human life or property.

(3) When the Governor orders the Texas Military Forces to support the State the following will occur:

(a) GDEM will prepare and publish an ICS-213 directing support to the state utilizing TXMF.

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(b) The Adjutant General directs the Director of Operations JFTX-J3 to order appropriate units to appropriate duty status.

(c) Order published by TXMF JOC directing Component Support.

(d) The designated major subordinate command headquarters may dispatch a forward emergency element (FEE) to coordinate the activities of Texas Military Forces in the area of operations.

(e) Immediate liaison will be established with civil authorities at all echelons involved (i.e. local, district, region, and state). The JFTX J3 will coordinate liaison requirements through the GDEM during all emergency operations.

c. Missions. Texas Military Forces will be oriented toward the prevention of undue human suffering, loss of life and the protection of public and government property. Annex C-1 (Employment Considerations and Missions) of this SOP provides guidance on military support operational taskings/missions. Annex C-2 (Idiosyncrasies of Military Assistance Operations) of this SOP provides additional guidance.

### d. Procedure for Civil Authorities to Request Military Assistance.

(1) An emergency will be resolved at the lowest and most suitable level of government having a capability appropriate to the emergency situation.

(2) Local government (a city or a county) has the primary responsibility for local emergency management activities and constitutes the first line of response during emergencies or disasters. Affected jurisdictions respond to an emergency incident to the best of their capabilities in accordance with existing emergency management plans and procedures and mutual aid agreements with other jurisdictions or organizations.

(3) When the situation exceeds the local government's capability to respond or recover, state assistance is requested by the local government's chief elected official (County Judge or City Mayor) to the appropriate DDC.

(4) State assistance to local government begins at the DDC level. The key person to validate, locate, obtain, and provide that state assistance and support is the DDC Chairperson. Should a particular state agency, by law, be required to render assistance in a certain type of emergency, (e.g., oil spill, HAZMAT or radiological event, etc.), then direct communications between local government officials and that state agency may occur. However, the appropriate DDC Chairperson must be kept informed of the operational situation.

(5) State assistance furnished to local governments is supplemental to, and not a substitute for, local government resources which may include on-going private contracts, leases, purchases, or mutual aid assistance.

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(6) Should state assistance be authorized by the DDC Chairperson or directed by statute, state agencies will provide this response and recovery assistance to the limit of their capabilities in accordance with the State of Texas Emergency Management Plan.

(7) The provision of state response assistance to local governments is based upon the Governor, the Director of GDEM, the State Coordinator, or the DDC Chairperson's determination that such assistance is needed for lifesaving operations or to relieve suffering and hardship.

(8) If state support cannot be provided at the DDC level, then the request for assistance will be forwarded by the DDC Chairperson to the Governor's GDEM EOC and subsequently tasked to one or more of the Emergency Support Function (ESF) groups on the State Emergency Management Council for resolution.

### e. Liaison.

(1) Upon activation of the State EOC by the Texas Department of Public Safety, the JFHQ's J3 will designate liaison officers to represent JFTX and dispatch them to that location.

(2) When designated as the state level operational control headquarters, that command will establish continuous liaison with JFTX EOC and be prepared to assign a Liaison Officer for this purpose, when directed.

(3) Region-level commands, outlined in paragraph 7 above, will liaison with the Department of Public Safety Highway Patrol Region when JFTX issues a warning order alerting a unit in their regional planning area of responsibility, to begin preparation for order to state active duty.

(4) District/Sub-District level commands, outlined in paragraph 8, will establish liaison with the Department of Public Safety District/Sub-District (i.e., the DDC Chairperson) when the situation dictates or when directed by higher headquarters.

(5) Should the situation warrant and The Adjutant General directs a liaison team will be dispatched to the area of operations and report information to the JFTX JOC.

f. Advance Element. The situation may require the dispatch of a forward emergency element (FEE) into the area of operation. The FEE will normally consist of appropriate personnel from the major command designated, by the Adjutant General, as the operational control headquarters and should consist of a minimum of four personnel (Officer in Charge, administrator, operator, and logistician). Duties will include:

(1) Establish liaison with the DDC Chairperson, the GDEM Regional Liaison Officer, and local National Guard Commander(s).

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(2) Establish an operating site in the area of operation. This site should be co-located with the DDC Emergency Operating Center and/or adjacent to the civil emergency operating center in the area.

(3) Plan for the arrival of National Guard troops into the area of operation and accomplish soldier support and logistic requirements.

(4) Establish a temporary National Guard command post. Be prepared to transfer the responsibility for operation of the command post to a follow-on group as National Guard forces are activated and arrive in the area.

(5) Establish two separate lines of communications and maintain contact with JFTX JOC, the operational control headquarters, and the DDC Chairperson.

g. Task Force Structuring. The initial task force organizational structure will be tailored, by JFTX, based on the type of emergency, its magnitude, its geographical location, and the personnel and equipment resources required and authorized to support the operation. Additional personnel resources will be allocated to the control headquarters to provide administrative, financial, personnel, legal, public affairs, logistical and maintenance support for deployed soldiers.

11. JFTX Joint Operations Center. Consistent with the magnitude of the operation, the JFTX Joint Operating Center (JOC) will mirror the staffing of the State Emergency Operations Center under the direction of the Chief of Staff, JFTX. When activated, a representative may be required to be present from the below indicated ABS Groups and Commands.

JOC

JSG

JISG

Texas Army National Guard operational control headquarters

Texas Air National Guard

Texas State Guard (should units be ordered to State active duty)

12. Command and Control.

a. Texas Military Force personnel ordered to State Active Duty status by the Governor will at all times remain under command and control of military authorities in accordance with the military chain-of-command established by the Adjutant General of Texas. The Adjutant General may designate a Task Force Commander to execute command and control of Texas Military Force personnel and their associated resources supporting emergency response and recovery operations.

b. The appropriate DDC Chairperson, or designee, will exercise operational control and provide mission assignments/taskings to the Task Force Commander.

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c. JFTX Emergency Operating Center, Room C243, Building 8, Camp Mabry, Austin, Texas.

- (1) Primary CML: (512) 782-5544, DSN: 954-5544
- (2) Alternate CML: (512) 782-5783, DSN: 954-5783.
- (3) Additional Alternate CML: (512) 782-5001, Ext 5766. DSN: 954-5766.
- (4) JFTX-J3 FAX (512) 782-5625.

d. JFTX Forward. Located with Advance Element, if applicable.

e. JFTX Alternate. Room 144, Bldg 75, Camp Mabry, Austin, Texas.

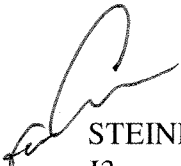
- (1) Primary CML: (512) 465-5001, Ext 6190, DSN: 954-6190.
- (2) Alternate CML: (512) 465-5001, Ext 6191, DSN: 954-6191.
- (3) Additional Alternate CML: (512) 465-5001, Ext 6745, DSN: 954-6745.
- (4) FAX: To be installed by 36<sup>th</sup> ID when alternate operational.

f. Major subordinate commands will report establishment and/or relocation of operations command post location to JFTX JOC.

ACKNOWLEDGE:

MAYORGA  
MG, TXMF  
Commanding

OFFICIAL:

  
STEINER  
J3

DISTRIBUTION:

A

NOT USED

