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Permian Basin Regional Planning
Commission

Board Approved 1/18/23

Texas Homeland Security
Strategic Plan
2021-2025

Implementation Plan for 2023

January 1, 2023

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**Permian Basin Regional Planning Commission Council of
Governments**

**Texas Homeland Security Strategic Plan 2021-2025
Implementation Plan for 2023**

TABLE OF CONTENTS

Foreword4

Section I: General5

Section II: Preparedness Assessment..... 10

Section III: Concept of Implementation 12

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Permian Basin Regional Planning Commission Council of Governments

Texas Homeland Security Strategic Plan 2021-2025 Implementation Plan for 2023

FOREWORD

The Texas Homeland Security Strategic Plan 2021-2025 directs that “Each Council of Governments will develop an annual implementation plan [for the strategy] detailing significant regional and local implementation tasks.”

This implementation plan is for calendar year 2023. It identifies significant HSSP implementation tasks along with performance measures, completion milestones, and required resources.

This homeland security implementation plan also ensures that the Permian Basin Regional Planning Commission Council of Governments is fully integrated into the Texas Homeland Security Strategic Plan and has identified all resources necessary to achieve homeland security preparedness goals for 2023, based on the Threat and Hazard Identification and Risk Assessment (THIRA) and the Stakeholder Performance Review (SPR) found in Annexes A and B. These documents identify the most current highest priority threats and hazards facing the region, the core capabilities most stressed by those events, the core capability gaps, and the targets and resources, including local, state, and federal, necessary to address those gaps. Through this process, we took a "whole community" approach for All-Hazards emergencies and disasters in coordination with many local, state, federal, non-governmental organization, and private sector partners.

Action items called for in this Plan do not represent any tasking or statutory mandate from the PBRPC to individual jurisdictions or agencies.

Virginia Belew, Executive Director
Permian Basin Regional Planning Commission

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SECTION I: GENERAL

A. Purpose and Scope

This document establishes the Permian Basin Regional Planning Commission's Implementation Plan in support of the Texas Homeland Security Strategic Plan 2021-2025. It establishes priority actions with specific performance measures to be completed by milestones established in the plan. This plan is a roadmap for our homeland security preparedness and identifies the resources required to implement the plan. Provisions of this document apply to all aspects of the region's homeland security activities, and all jurisdictions within the region share responsibility for implementing this plan.

B. Planning Process

The results collected by the THIRA process impact the development of the Permian Basin Region's SPR. Both the THIRA and SPR were used in the planning of, and are annexes to, the Permian Basin Region's Implementation Plan for 2023. The Homeland Security Department in conjunction with Regional Emergency Management Coordinators, EMS, Law Enforcement and SMEs worked together to develop and update the THIRA, SPR and the 2023 Implementation Plan. After review and recommendation by the Domestic Preparedness Advisory Committee (DPAC), the plan will be approved by the Permian Basin Regional Planning Commission, Board of Directors.

C. Authorities

The PBRPC's governance structure for emergency management/homeland security funding, planning, organizing, equipping, training, and exercising consists of the decision-making body in the PBRPC Board of Directors, comprised of chief elected officials of the 17 counties and various representative cities, as well as state legislative representative members. The Board is supported by the DPAC, led by two Board members, and include members from disciplines in emergency management, fire, EMS, law enforcement, and public works. This plan will be carried out under the auspices of this governance structure, in accordance with the approved current year Risk-Informed Methodology.

The PBRPC Homeland Security Director is the primary action officer responsible for developing and implementing this plan.

D. Key Personnel

Position/Title	Point of Contact	Email Address Office Telephone	Area of Responsibility
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Ector County EMC Deputy DPAC	Rickey George	rickey.georgell@ectorcountytexas.gov	Review Board Recommendation
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Midland County/City of Midland Assistant EMC DPAC	Fire Marshal James Howard	jhoward@midlandtexas.gov	Review Board Recommendation

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U.S. Marshal Service	Brent Sheets	brent.sheets@usdoj.gov	Contributor

Figure I-1. Identification of Key Personnel

E. References

1. The Texas Homeland Security Strategic Plan 2021-2025, January 2021
2. State of Texas Emergency Management Plan, February 2020
3. The National Incident Management System (3rd Ed.), October 2017
4. The National Prevention Framework (2nd Ed.), June 2016
5. The National Protection Framework (2nd Ed.), June 2016
6. The National Mitigation Framework (2nd Ed.), June 2016
7. The National Response Framework (4th Ed.), October 2019
8. The National Disaster Recovery Framework (2nd Ed.), June 2016
9. The National Preparedness Goal (2nd Ed.), September 2015
10. The National Preparedness System, November 2011
11. Homeland Security Exercise and Evaluation Program, January 2020

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12. National Infrastructure Protection Plan, December 2013
13. Texas Division of Emergency Management Fiscal Year 2023 Training Calendar
14. Permian Basin Regional Planning Commission Risk-Informed Methodology for FY 2023
15. Permian Basin Comprehensive Economic Development Strategy, 2021-2025
16. Permian Basin Regional Planning Commission Regional Criminal Justice Plan 2023

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SECTION II: PREPAREDNESS ASSESSMENT

A. Regional Overview

The Permian Basin Region encompasses 17 counties in the West Texas area. The multi-county area includes Andrews, Midland, Ector, Crane, Loving, Terrell, Pecos, Reeves, Upton, Howard, Borden, Dawson, Glasscock, Gaines, Ward, Winkler, and Martin counties. The region extends 250 miles wide and 300 miles long, comprising 23,484 square miles. The two largest counties of Midland and Ector contain an estimated 270,000 population center.

1. The region is a large oil and natural gas producing area and is considered a part of the Mid-Continent Oil Producing Area. The major industry clusters include 1) Energy Industry, which includes oil and gas, alternative energies, solar energies, geothermal energy, nuclear energy and wind energy; 2) Transportation Industry; 3) Medical Industry, which includes Medical Center Hospital in Odessa, Odessa Regional Medical Center, Midland Memorial Hospital and various others in the region; 4) Manufacturing, where most are related to the energy sector and maintain a world export business; 5) Midland International Air and Spaceport, 6) Education Industry, which includes the University of Texas at the Permian Basin, three community colleges and thirty-one independent school districts; 6) Western Andrews County, Waste Control Specialists LLC (WCS), operates fully licensed low-level radioactive waste landfills.
2. Based on FBI crime data for the Midland Odessa Metroplex, Relative to Texas, Midland has a crime rate that is higher than 84% of the state's cities and towns of all sizes. With a crime rate of 37 per one thousand residents, Odessa has one of the highest crime rates in America compared to all communities of all sizes - from the smallest towns to the very largest cities. The Permian Basin has had several earthquakes recently and there are clearly a lot of activated fault lines surrounding Midland-Odessa. The Railroad Commission has been swift in limiting disposal into these seismic clusters and industry has responded with increased commercial water recycling activity. In terms of funding, the State Homeland Security Grant Program (SHSGP), the Permian Basin Region, continues to see significant reductions in allocations for essential planning, organization, equipping, training, and exercises. This has impacted closing gaps in core capabilities, especially the rural counties and cities, that may not have the revenue to dedicate toward emergency preparedness, mitigation, response, and recovery priorities

B. Threats and Hazards

The Permian Basin Regional Threat and Hazard Identification Risk Assessment focuses on four potential threats: Wildfires, Tornado/severe weather, Hazardous materials (HAZMAT) toxic release, and Active shooter.

1. **Wildfires** can occur at any time of the year, and the probability of occurrence is highly likely in the region. Climatic conditions such as severe freezes and drought can significantly increase the intensity of wildfires since these conditions kill vegetation, creating a prime fuel source for this type of fire. The intensity of fires and the rate at which they spread are directly related to wind speed, temperature, and relative humidity.

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Tornadoes/Severe weather pose hazards with cascading effects that include potential tornadoes, hail, high winds, flash flooding and ice storms. The Permian Basin has had consecutive years of extreme freezing weather combined with precipitation and high winds that brought numerous traffic accidents, fatalities, damage, and destruction. With each of these ice storms, damage and destruction included communication tower sites either leased or owned by the Permian Basin Regional Planning Commission collapsing under the weight of the ice.

Hazardous materials (HAZMAT) toxic release has significantly increased, as rail and truck traffic has increased to move oil and hazardous materials through our region. Release of toxic inhalation hazards, whether the result of attack or accident, could result in devastating consequences. The consequence is an increased risk to those working within the HAZMAT environment and to those members of the public living, working, or traveling along HAZMAT routes.

Active Shooter Real World Event. The Permian Basin Region faced a mobile Active Shooter on August 31, 2019. This incident involved 4 jurisdictions, Cities of Midland, and Odessa along with both Midland and Ector Counties. Twelve partner organizations were involved with response, resulting in 8 fatalities and 23 people requiring medical care. The region's law enforcement community continues to monitor criminal activity data provided by the Permian Basin Joint Terrorism Task Force and the Permian Basin Oil Field Theft Task Force, both overseen by the FBI, and through other sources, including the Fusion Center and the Joint Intelligence Operations Centers.

Additional and detailed information regarding the Region's Threats and Hazards can be found in the THIRA, Annex A of this plan.

2. The Permian Basin has had several years of increased earthquakes, both in quantity and in magnitude. In 2017 and 2018, Midland-Odessa had 0 recorded earthquakes 2.0 or larger. In 2019, that number increased to 4. In 2020 it ballooned to 40 and in 2021 it reached 98. This year has seen some of the highest recorded earthquakes in our region, with a 4.7 magnitude in Loving Co.

C. Capability Assessment

The Permian Basin Region's State Preparedness Report is included in Annex B of this plan. This is a brief snapshot of the region's gaps in core capabilities as they relate to targets established in the THIRA (Annex A). While all 32 core capabilities are addressed in Annexes A and B, the Permian Basin Region has placed emphasis on the following core capabilities:

- Planning
- Operational Communications
- Interdiction and Disruption
- Intelligence and Information Sharing
- On-scene Security, Protection, and Law Enforcement

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While several of the core capabilities may not necessarily have significant gaps in the heavier populated combined metropolitan areas, including the City of Midland/Midland County and the City of Odessa/Ector County, as well as the City of Big Spring/Howard County, the other jurisdictions are predominantly rural or frontier and may lack funds, resources, and personnel to fully meet the necessary capabilities to reach a "steady state" without inter-county/regional mutual aid or state/federal assistance.

SECTION III: CONCEPT OF IMPLEMENTATION

A. Overview

Major priorities to be addressed for funding year 2022

1. Planning
2. Operational Communications
3. Interdiction and Disruption
4. Intelligence and Information Sharing
5. On-scene Security, Protection, and Law Enforcement

B. GOAL 1: PREVENT TERRORIST ATTACKS AND ORGANIZED CRIMINAL ACTIVITY IN TEXAS.

OBJECTIVE 1.1: Expand and enhance the statewide intelligence capability that reduces the threat of terrorism and criminal enterprises, with an emphasis on proactive intelligence.

a. Recent Accomplishments

- Hosted the 2022 Pipeline Safety and Resiliency Workshop
- Purchased the Cellebrite System and laptop for the Pecos PD

b. Performance Measures

- Purchase License Plate Readers (LPR's) for both Pecos and Big Spring PD's. Ensure that each agency has an LPR User Agreement with DPS and written LPR Policies are in place.

c. Implementation Tasks

Objective 1.1	Task(s)	Responsibility	Cost & Source	Completion Date
PLANNING	N/A	N/A	N/A	N/A

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ORGANIZATION	N/A	N/A	N/A	N/A
EQUIPMENT	Purchase LPR's for both Big Spring and Pecos PD	PBRPC	\$33,462.54 SHSP - LETPA	9/30/2023
TRAINING	N/A	N/A	N/A	N/A
EXERCISE	N/A	N/A	N/A	N/A

C. GOAL 2: REDUCE THE STATE'S VULNERABILITY TO TERRORIST AND CRIMINAL ATTACKS AND NATURAL AND TECHNOLOGICAL DISASTERS.

OBJECTIVE 2.1: Enhance the security and resiliency of Texas critical infrastructure systems, networks, facilities, and assets, with particular emphasis on the lifeline sectors of communications, energy, transportation, and water.

a. Recent Accomplishments

- Purchased Transportable Area Monitor for the Midland Fire Department Regional Hazmat Team.

b. Performance Measures

- Continue to support the Texas Critical Infrastructure Protection Task Force

c. Implementation Tasks

Objective 2.2	Task(s)	Responsibility	Cost & Source	Completion Date
PLANNING	Attend the 1 st , 2 nd , 3 rd & 4 th Quarter TCIP Task Force meetings	HLS Staff	\$1,000 SHSP	12/31/2023
ORGANIZATION	N/A	N/A	N/A	N/A

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EQUIPMENT	N/A	N/A	N/A	N/A
TRAINING	N/A	N/A	N/A	N/A
EXERCISE	N/A	N/A	N/A	N/A

D. GOAL 3: MINIMIZE THE IMPACT OF TERRORIST AND CRIMINAL ATTACKS AND NATURAL AND TECHNOLOGICAL DISASTERS THROUGH PROACTIVE MITIGATION PLANNING AND PROGRAMS.

OBJECTIVE 3.3: Enhance the social resilience of Texas communities

a. Recent Accomplishments

- Assisted the counties and cities that required updating their EOP Annexes, to ensure planning preparedness levels are maintained at the minimum 'Intermediate' level for sustaining grant eligibility, and at the Advanced level for those receiving additional Emergency Management Planning Grant funds.
- Worked with TDEM and EMC's and successfully transferred 11 of the 17 counties EOP's into the new database

b. Performance Measures

- Continue working with TDEM and Emergency Management Coordinators in 6 counties to transfer to the new EOP database

c. Implementation Tasks

Objective 3.3	Task(s)	Responsibility	Cost & Source	Completion Date
PLANNING	Work with TDEM and EMC's to transfer their EOP's into the new database	HLS Staff, TDEM Plans, and EMCs	\$2,000 SHSP	8/1/2023

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ORGANIZATION	Facilitate and participate in the Domestic Preparedness Advisory Committee, the Interoperable Communications Working Group, the Threat and Hazard Identification and Risk Assessment Working Group	HLS Staff, local EOC's, County Judges, Fire & EMS	\$2,000 SHSP	9/30/2023
EQUIPMENT	N/A	N/A	N/A	N/A
TRAINING	N/A	N/A	N/A	N/A
EXERCISE	N/A	N/A	N/A	N/A

E. GOAL 4: INCREASE THE CAPABILITY OF THE STATE'S RESPONSE SYSTEM TO MINIMIZE DAMAGE AND LOSS OF LIFE FROM TERRORIST AND CRIMINAL ATTACKS AND NATURAL AND TECHNOLOGICAL DISASTERS.

OBJECTIVE 4.2: Improve coordination structures, support systems, and teams for managing all hazards response operations.

a. Recent Accomplishments

- Purchased a SWAT Team van for the Pecos PD
- Purchased a Transportable Area Monitor for the Regional Hazmat Team

b. Performance Measures

- 5 Glasscock Co., Deputies will be provided with Body Warn Armor, that they currently do not have closing the PPE gap.
- 4 Members of the Regional Bomb Squad will receive bomb suits to replace the outdated suits they currently have
- Replacement of the Bomb Robot's inoperable assembly will allow the Regional Bomb Squad to utilize the robot wirelessly, therefore enhancing the bomb squad when deployed to screen, search, detect and intercept potential explosives as well as hazardous materials, manmade or terroristic threats within the region

c. Implementation Tasks

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Objective 4.2	Task(s)	Responsibility	Cost & Source	Completion Date
PLANNING	N/A	N/A	N/A	N/A
ORGANIZATION	N/A	N/A	N/A	N/A
EQUIPMENT	Purchase 5 Body Armor Vests Purchase 4 EOD Bomb Suits Upgrade Regional Bomb Squad Robot	PBRPC	\$4,495.50 \$77,424.78 \$51,964.00 SHSP-LETPA	9/30/2023
TRAINING	N/A	N/A	N/A	N/A
EXERCISE	N/A	N/A	N/A	N/A

OBJECTIVE 4.3: Achieve statewide communications operability and interoperability in Texas.

a. Recent Accomplishments

- Completed a new communications tower site in Orla Texas, providing interoperable communications across the Texas & New Mexico State line.

b. Performance Measures

- Continue sustainability and maintenance of the regional interoperability system

c. Implementation Tasks

Objective 4.3	Task(s)	Responsibility	Cost & Source	Completion Date
PLANNING	Continue to manage and sustain the regional P25 public safety interoperability communications system, ensuring the system's capability to provide mission critical public safety interoperable communications across the Permian Basin Region.	HLS Staff, Interop W/G, DPAC, Local, State and Federal Agencies	\$116,276.48 SHSP	9/30/2023

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ORGANIZATION	PBRPC, DPAC, and the Interoperability Working Group, working under the governance of the PBRPC Board, determine ongoing funding priorities involving the interoperability system, maintenance, and sustainability	HLS Staff, Regional IWG, DPAC	\$5,000 SHSP	9/30/2023
EQUIPMENT	PBRPC will determine equipment needed for repair or replacement	HLS Staff, DPAC	\$ Unknown SHSP	9/30/2023
TRAINING	N/A	N/A	N/A	N/A
EXERCISE	N/A	N/A	N/A	N/A

F. GOAL 5: ENSURE RAPID, EFFECTIVE, AND COMPREHENSIVE COMMUNITY RECOVERY FOLLOWING TERRORIST OR CRIMINAL ATTACKS AND NATURAL OR TECHNOLOGICAL DISASTERS.

OBJECTIVE 5.1: Support effective, community based post-incident recovery by ensuring plans, structures and processes are in place at all levels of government and coordinated with private sector partners, as appropriate.

a. Recent Accomplishments

- Facilitated and participated in the Domestic Preparedness Advisory Committee (DPAC) developmental meetings on a regional level and with city and county governments for Homeland Security and Emergency Planning.

b. Performance Measures

- Governmental, public sector, and nongovernmental agencies continue the process of jointly reviewing plans and improving structures and processes at all levels.

c. Implementation Tasks

Objective 5.1	Task(s)	Responsibility	Cost & Source	Completion Date

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PLANNING	In coordination with counties and cities and the DPAC, ensure all planning efforts are aligned to attain results within the priorities of the region and the Governor’s Homeland Security Strategic Plan, the State Communications Interoperability Plan, State of Texas Channel Plan, as well as other pertinent state and federal guidelines and polices	PBRPC County/City EMCs	N/A	12/31/2023
ORGANIZATION	N/A	N/A	N/A	N/A
EQUIPMENT	N/A	N/A	N/A	N/A
TRAINING	N/A	N/A	N/A	N/A
EXERCISE	N/A	N/A	N/A	N/A

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