



**Innovative Emergency Management®**

# **Southeast Louisiana Catastrophic Hurricane Functional Plan**

**DRAFT**

**August 06, 2004**

---

**I E M / T E C 0 4 - 0 7 0**

**Prepared By**

---

IEM, Inc.  
Four United Plaza  
8555 United Plaza Blvd., Suite 100  
Baton Rouge, LA 70809

**Prepared For**

---

Sharon Blades  
FEMA  
500 C Street S.W.  
Washington, D.C. 20472

**Prepared Under**

---

FEMA BPA HSFEHQ-04-A-0288, Task Order 001

*This document is for reference only. Readers should not construe this document as representing official policy or regulations. The draft plans contained in this document were produced during the Southeast Louisiana Catastrophic Hurricane Exercise (July 16–23, 2004) and have not been edited for format, content, clarity, or correctness. Referenced attachments or appendices will be included in the final version of this document.*

# TABLE OF CONTENTS

1.0 Unwatering .....	1
2.0 HAZMAT .....	7
3.0 Billeting.....	15
4.0 Power, Water, and Ice Distribution.....	18
5.0 Transport from Water to Shelter.....	27
6.0 Volunteer and Donations Management.....	31
7.0 Access Control and Re-entry.....	43
8.0 Debris.....	48
9.0 Schools .....	58
10.0 Search and Rescue.....	69
11.0 Shelters.....	76
12.0 Temporary Housing .....	92
13.0 Temporary Medical .....	104
14.0 Point of Contact .....	121

This page intentionally left blank.

## 1.0 Unwatering

---

### 1. Situation

- a. General: Greater New Orleans is inundated with 10 feet of water in the levee systems as result of a Category III or higher hurricane.

Because of the topography, New Orleans proper exists as in a bowl, higher on the edges and tapering to lower nearer the center. That “bowl” is surrounded by several other similar areas that are also enclosed and protected by systems of levees and flood gates. Hence the entire Metropolitan New Orleans Area would be dramatically affected by a Category III or above storm that would deposit a great deal of water which would be trapped within these bowls.

### b. Assumptions

- i. Due to the magnitude of the event and the loss of local and state resources in a Category III hurricane, USACE will get a Mission Assignment to dewater from FEMA
- ii. Since much other response and recovery activity depends on the successful unwatering of bowls, at least to the +2 foot elevation, Unified Commanders will place a very high priority on transportation, equipment, and personnel needed to support the Unwatering Mission.
- iii. There will be surviving residual knowledge of the levee system and the pump stations after hurricane passage.
- iv. Due to the magnitude of the contamination of water during an event of this size, USEPA will grant variances on water quality standards. However, sampling will be required to determine the types of material released for follow-up work.
- v. Local aerial reconnaissance assets will be assigned to other tasks and not available for survey of levees.
- vi. For purpose of this plan it is assumed there are no levee breaches. This is the worst case situation.

### c. Organization

Local  
Parish Directors  
Public Works

- Levee Boards
- State
  - LOHSEP
  - DOTD
  - Public Works
  - DEQ
  - Louisiana National Guard (subject to National Defense Deployments)
- Federal
  - FEMA
  - USACE
  - NRCS
  - USCG
  - USEPA
  - US Army (normally as a last resort)

2. Mission: USACE will work with FEMA, State, and Local governments to dewater the water entrapped by the levee system in the Greater New Orleans area as a result of a major hurricane and repair 80% of pumping stations within 60 days of start of work and initiate repair hurricane protection systems.

### 3. Execution

#### a. Concept of Operations:

- i. General: Unwatering efforts of the Greater New Orleans area through opening gates and breaching levees will result in the lowering of the water level to +2 feet within approximately one week of the start of work. This timeline is highly speculative due to the number of preconditions needed to complete work, e.g. transportation of equipment and personnel, access to the work area, access to necessary material, etc.

Details of unwatering operations are found in the USACE “Un-Watering Plan, Greater Metropolitan Area, New Orleans, Louisiana” of 18 August, 2000. At the +2 feet level about one quarter of the city of New Orleans, closest to the Lake, will remain under water. Additional efforts at unwatering will be delayed until pumps are dried and repaired and associated generators for non-standard voltages and 25-cycle equipment are available. Due to the capacity required, use of pumps shipped in from other areas will have minimum impact on unwatering except for localized areas. Similarly, access and drainage realities prevent the use of stationery dredges as a unwatering resource. As a result, the installed pumps will remain the primary method of unwatering. Large areas of standing water will remain for at least thirty days.

- ii. Conduct Assessments:
  - a) Determine status of the Levee Protection System. Aerial or satellite surveillance would be the primary method of initial assessment. FEMA will Mission Assign this task at the EST level if local aircraft are unavailable. All local capability to assess the Levee Status will be used.
  - b) Determine availability of workforce including skilled and unskilled labor and specialized skills needed for pump and levee system available resources at local, state, and federal levels.
  - c) Determine availability of necessary heavy equipment such as earthmovers for breaching levees.
  - d) Determine availability of additional material needed for unwatering and pump repair, for example, drying fans, generators, etc.
  
- iii. As required, take expedient actions to lower water levels by opening gates and breaching levees in a prioritized manner (as outlined in the Tasks below). As soon as water levels are reduced to the maximum possible level, levee breaches will be repaired to prevent flooding from subsequent events including unwatering.
  - a) Coordination among the Parishes, Levee Board, and State will be required before breaching levees.
  - b) Temporary roads may have to be constructed to allow among to breach levees will have to be obtained and access to key areas.
  - c) Sheet piling will be the primary initial method of levee repair. Sheet piling and other material for repairing levee breaches is NOT pre-staged and will have to be obtained to allow completion of repairs. USACE will be tasked to emergency contract for the provision of the material – however due to the variability of the requirements and the expected disruption to the infrastructure it will not be beneficial to pre-negotiate contracts for delivery and installation.
  
- iv. Repair pumps as expeditiously as possible. It is anticipated that the first pump could be on-line with one week of start of repairs. Contracts are in place for pump repairs. Repair of all pumping capability within the affected bowl may take as long as six months. With national level assistance in skilled technicians, spare parts, etc., pumps may be returned to service within 60 days.

- a) USACE will coordinate with the State of Louisiana, FEMA and the Parishes to determine priorities for pump restoration.
- b) Clearing debris from pumping inlets will be a major issue and of sufficient volume to require close coordination with Debris Removal planners.
- c) Pumping of hazardous material will be a significant problem. USEPA indicates that waivers will be granted for unwatering contaminated water.

b. Tasks:

- i. USACE execute the “Un-Watering Plan, Greater Metropolitan Area, New Orleans, Louisiana” of 18 August, 2000.
- ii. FEMA Region VI Mission Assign USEPA/ESF-10 to sample contaminated water during unwatering to assist in maintaining worker safety and for monitoring of long term impacts.
- iii. Coordinate with USEPA and State for hasty testing and decontamination of work areas including pumping plants so that work can begin.
- iv. Conduct immediate safety and HazMat training for personnel working in contaminated areas, including those being deployed from outside the affected area to protect worker health and safety..
- v. Where possible, open gates in order to lower flooding level.
- vi. Conduct a targeted Public Information campaign for public officials and the general public to explain the necessity for the controlled breaching of levees and the procedures for quickly repairing the levees after unwatering.
- vii. Conduct controlled breaching of selected levees to allow drainage to approximately +2 feet in accordance with the USACE “Unwatering Plan...”
- viii. Coordinate with U.S. Coast Guard to issue NOTAM and take other measures to prevent endangerment of personnel due to water flow from breeches.
- ix. Repair breached levees to prevent flooding from a second event and to facilitate remaining pump out.
- x. Coordinate with EPA for handling of debris removed from channels at pump intakes.
- xi. Rehabilitate Pumps.

c. Coordinating Instructions

- i. Due to the probable evacuation of local USACE personnel and need for such personnel to take care of their families, the



Memphis District USACE will most likely be tasked to carry out the USACE functions in this plan.

- ii. If appropriate, the Interagency Levee Task Force will be implemented.
- iii. USEPA will conduct sampling of water throughout the process.

#### 4. Logistics and Administration

a. Concept of Support: USACE will take the lead for logistic support of unwatering under Mission Assignments. USACE will contract most of the work out. Standby contracts are NOT in place now.

- i. State and local resources will be extremely limited. Thus federal assets from outside southern Louisiana will be needed to accomplish the mission.
- ii. Aerial and satellite reconnaissance will be required for rapid assessment of the status of levees.
- iii. Power, fuel, and other resources will be needed in the vicinity of pump stations to facility repairs.
- iv. Skilled manpower, especially specialized expertise will be needed as well as unskilled workers, but may be in short supply. Boh Brothers has been contracted to repair the pumps, however, their availability in a catastrophic disaster may be problematical.
- v. Material for levee repair after breaching will have to be located and shipped.

b. Special Assistance

- i. The following are critical resources required for unwatering.

Gates: Small explosive charges for hinges.

Controlled Breeches

Heavy Equipment including draglines

Sheet Piling

Large Rock/crushed stone

Marsh boats

Uncontrolled Breaches

Heavy Equipment including draglines

Sheet Piling – normally longer than for controlled breaches. In many cases, initial efforts may focus back from the levee.

Large Rock/crushed stone

Marsh boats

Pumps

Temporary Power

Temporary Pumps

Drying Equipment

Parts for both pumps and associated generators (See

“Unwatering Plan...”

Fuel and transport such as TriCo(?)

- ii. Sources for the material are not in place and are highly situation dependent. Much will be obtained through USACE contracting.

- c. Personnel: TBD

5. Lead/Support Relationships and Communications

- a. Lead and Support Relationships: FEMA, USACE, and the State of Louisiana serve as the leads for unwatering. Support agencies are listed in paragraph 1c. FEMA and the State of Louisiana will serve as the management cell with USACE as the execution cell.
- b. Communications Requirements: TBD

Annexes:

REQUIRED – GIS PLOT of Greater New Orleans BOWLS AT +5 AND +2 FOOT LEVELS as attachment.

TO BE EXAMINED IS THE EXPECTED RECOVERY PUMPING CAPACITY AS OPPOSED TO NUMBER OF PUMP RUNNINGS.

Procedures for working in contaminated areas should be done before the disaster as part of the normal training program.

## **2.0 HAZMAT**

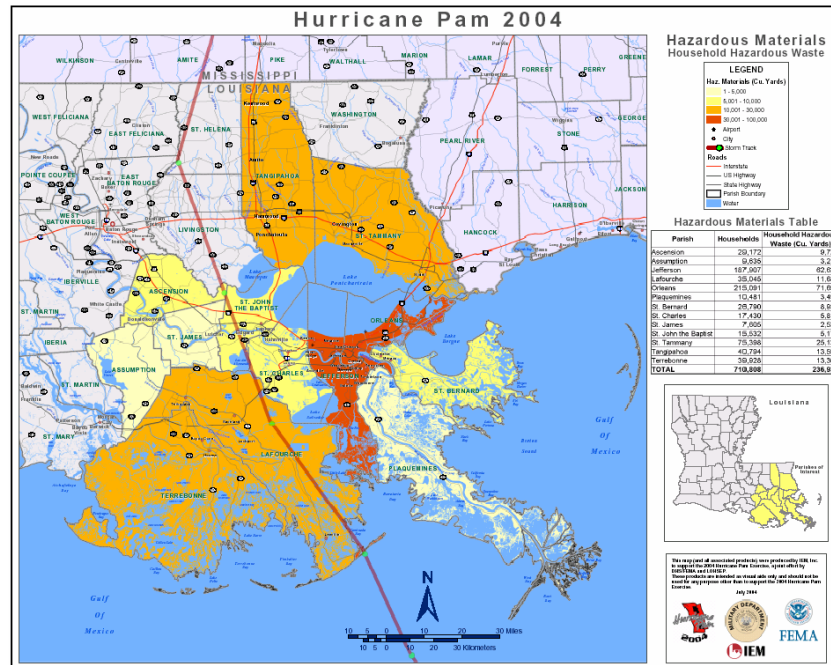
---

### **1. SITUATION.**

#### **a. General.**

Hurricane Pam has just ravaged 13 Louisiana parishes, leaving in its wake an estimated 61,000 fatalities, significant regional flooding problems (especially in and near the New Orleans Metroplex), and substantial hazardous materials released into the environment, potentially endangering life and public and private property. An estimated 710,808 households in the affected area have released 236,936 cubic yards of household hazardous waste (HHW) into the still-rising floodwaters. Floating coffins appear sporadically in flooded areas, apparently totaling as many as 500. Some subsurface tanks, possibly containing fuel, have buckled or breached the pavement. Many water surfaces (especially water in flooded areas) have a visible sheen due to chemicals that are lighter in weight than water. Some of these chemicals are petroleum-based and are flammable.

In short, a HAZMAT “gumbo” has been created throughout the area, which also could now be described as the “world’s largest hot zone,” or a “super-Superfund site.” This Hazardous Materials Action Plan is designed to identify specific actions to be undertaken to prepare for and mitigate hazardous materials emergencies created by this catastrophic hurricane, describe the limitations on response activities during and immediately following the event, delineate post-hurricane response and recovery activities through the short-term, and generally describe potential long-term, on-going HAZMAT actions.



b. Assumptions.

1. Chemical, biological and radiological hazards may be mixed together throughout the affected area.
2. The Louisiana State Police and Department of Environmental Quality are not able to deal with such a wide-ranging disaster emergency without significant external support.
3. HAZMAT response will be delayed until dangerous hurricane conditions have subsided.
4. Burgeoning life-safety issues and search and rescue efforts will take precedence over HAZMAT activities.
5. Both State and Presidential Major Disaster declarations (expedited) have been sought and approved.
6. The Louisiana State Emergency Operations Plan, Annex H – HAZMAT, and the Federal Response Plan will help guide the HAZMAT Action Plan.
7. The huge scale of the disaster may change certain functional responsibilities outlined in those plans.
8. Overall, the National Incident Management System (NIMS) and the Incident Command System (ICS) will be implemented for all HAZMAT-related actions.
9. The Emergency Management Assistance Compact and all appropriate mutual intrastate and interstate mutual aid agreements will be implemented as necessary.
10. Some Federal, State and local resources will have been pre-positioned prior to the hurricane to help deal with HAZMAT emergency situations, among other operations.

11. Other Federal, State and local HAZMAT-related resources will be made available over time, as circumstances permit.
12. Non-traditional approaches to HAZMAT response may be required to be successful (e.g., transportation by boat will be required to access many metropolitan areas.)

c. Organization.

The Louisiana State Emergency Operations Plan, Section H, HAZMAT, describes functional responsibilities for dealing with HAZMAT emergencies as appears below:

- “ A. The owner of the substances that are creating the problem has the primary responsibility for dealing with the consequences of a HAZMAT release, whether by mobilizing internal response resources, hiring a private contractor, or reimbursing Federal, State and local authorities for their response activities.*
- B. The Louisiana State Police (LSP) have the primary responsibility at the state level for HAZMAT incidents. The Superintendent of the Louisiana State Police shall implement, administer, and coordinate the services, programs, and resources required under this function.*
- C. The Emergency Coordinator designated by the Superintendent shall be responsible for the liaison and coordination of all response efforts and emergency services provided under this Annex.*
- D. State agencies supporting the LSP in this function are identified in the Emergency Function and Responsibility Chart.”*

<b>Agency Support to Louisiana State Police</b>	Coordination	Analysis Support	Personnel	Equipment	Communications
Louisiana Office of Emergency Preparedness	x				x
Louisiana National Guard			x	x	x
Department of Agriculture & Forestry		x	x	x	x
Department of Environmental Quality		x	x		
LSU Health Sciences		x	x		
Department of Health and Hospitals		x	x		
Department of Natural Resource		x	x		
Department of Transportation		x	x	x	x
Department of Wildlife & Fisheries			x	x	x
United States Coast Guard			x	x	x

*“Federal programs under Superfund Amendments and Reauthorization Act (SARA) Title III, the Clean Air Act, the Oil Pollution Act, and the Hazardous Materials Transportation Uniform Safety cooperation in this function. The U.S. Coast Guard and the Environmental Protection Agency (EPA) are the primary federal response agencies and lead planning authorities for hazardous materials incidents and releases in coastal or inshore navigable waters.*

*“The state emergency function of Hazardous Materials corresponds to the Federal Emergency Support Function of Hazardous Materials (ESF#10). The primary federal agency responsible for HAZMAT is the EPA. Support agencies include the Department of Agriculture, the Department of Commerce, the Department of Defense, the Department of Energy, the Department of Health and Human Services, the Department of the Interior, the Department of Justice, the Department of Labor, the Department of State, the Department of Transportation, the Federal Emergency Management Agency, the General Services Administration, and the Nuclear Regulatory Commission.” (Louisiana State Emergency Operations Plan, Annex H, HAZMAT, 2000).*

Local jurisdictions receiving and supporting HAZMAT response efforts include:

Ascension Parish  
Assumption Parish  
Jefferson Parish  
Lafourche Parish  
Plaquemines Parish  
St. Bernard Parish  
St. Charles Parish  
St. James Parish  
St.. John the Baptist Parish  
St. Tammany Parish  
Tangipahoa Parish  
Terrebonne Parish  
City of New Orleans

Noting the extraordinary requirements placed on Federal, State and local agencies, and private sector organizations responding to a catastrophic hurricane, the State of Louisiana and United States Government will exercise appropriate discretion in the application and assignment of liability and responsibility toward public and private entities involved in HAZMAT releases experienced as a result of the disaster.

## 2. MISSION.

*To minimize the impact of HAZMAT released into the environment as a result of Hurricane Pam on disaster response and recovery personnel, members of the public, and public and private lands and property....*

## 3. EXECUTION.

### a. Concept of the Operations.

#### Phase I.

Pre-disaster mitigation and preparedness efforts will be undertaken through Local Emergency Planning Committees, the State Emergency Response Commission, Louisiana State Police (lead), Louisiana Department of Environmental Quality (support), Louisiana Office of Homeland Security and Emergency Preparedness, and other local, state and federal agencies to be determined. Public information will be disseminated through the Joint Information System/Joint Information Center(s) implement before, during, and after the hurricane event. Emergency Public Information Officers will coordinate hurricane preparedness and awareness campaigns as an on-going educational

activity. Emergency managers will coordinate closely with area businesses and industries to promote risk management.

## Phase II

No hazardous materials response activities will be possible during the extremely unsafe conditions occurring during a catastrophic hurricane.

## Phase III

Immediately following the hurricane's passage over the area, life safety issues will likely take precedence over HAZMAT containment and abatement response actions. HAZMAT operations-trained personnel should accompany search and rescue personnel when seeking out survivors to provide subject matter expertise and technical assistance should hazardous materials be encountered. Over time, more conventional HAZMAT response roles may be anticipated.

b. Specific tasks to lead, support and coordinating agencies.

Louisiana State Police (lead):

*“When the State Police are notified of a HAZMAT emergency that requires their assistance, they will respond as soon as possible with the resources required by the situation, using the Incident Command System. When a situation arises that cannot be solved by immediately available resources, the LSP may notify LOEP, which will alert the appropriate state and federal authorities, and put the State EOC into operational status.”*

*“All state agencies having a role in HAZMAT response and recovery will provide support as required through their emergency coordinator at the EOC or directly to the on-site LSP incident commander, as circumstances may dictate.”*

Louisiana Department of Environmental Quality (support)

Louisiana DEQ is charged with a variety of HAZMAT-related functions including radiological (primary), and support functions including: damage assessment; emergency direction and control; information management,



mass feeding; medical and public health/sanitation, oil spill, and public information.

United States Department of Environmental Protection (lead ESF-10)

*“The primary federal agency responsible for HAZMAT is the EPA.*

*Support*

*agencies include the Department of Agriculture, the Department of Commerce, the Department of Defense, the Department of Energy, the Department of Health and Human Services, the Department of the Interior, the Department of Justice, the Department of Labor, the Department of State, the Department of Transportation, the Federal Emergency Management Agency, the General Services Administration, and the Nuclear Regulatory Commission.”*

United States Coast Guard (support)

*“The U.S. Coast Guard and the Environmental Protection Agency (EPA) are the primary federal response agencies and lead planning authorities for hazardous materials incidents and releases in coastal or inshore navigable waters.”*

c. Coordinating Instructions.

*“All state agencies having a role in HAZMAT response and recovery will provide support as required through their emergency coordinator at the EOC or directly to the on-site Louisiana State Police incident commander, as circumstances may dictate.”*

*“Federal agencies may respond immediately to hazardous materials incidents which happen in the vicinity of a federal response unit, or which have an immediate, recognizable catastrophic impact. In other circumstances, federal assistance may be requested through the State Coordinating Officer and coordinated through the EOC.”*

d. U.S. EPA and the Louisiana Department of Environmental Quality should coordinate at least four times daily throughout the event with the Louisiana State Police to ensure that on-going requirements for service are met as best as possible and that HAZMAT personnel response effectiveness is maximized through provision of adequate equipment and human resources.

Appendix E.

**4. LOGISTICS AND ADMINISTRATION.**

a. Concept of Support.

Post-Disaster, U.S. EPA will likely contract with a significant number of national private vendors/contractors to perform HAZMAT-related assessments, laboratory work, clean-up operations, and technical assistance in support of the Louisiana State Police and Louisiana Department of Environmental Quality. Technical capabilities local to the affected area will likely be destroyed.

b. Special Assistance.

Small powerboats, monitoring equipment, PPE (to Level A), and replacement gear for HAZMAT first responders presenting for deployment will be required.

c. Personnel.

1,000 HAZMAT-operations-trained, or better, first response personnel will be required from outside the affected area (estimate).

**5. LEAD/SUPPORT RELATIONSHIPS AND COMMUNICATIONS.**

a. Lead and Support Relationships.

The Louisiana State Police are in charge of HAZMAT response, with strong support from their close partners at the Louisiana Department of Environmental Quality. Limited agricultural hazardous waste support, and assistance in dealing with contaminated animal remains may be available through the Louisiana Department of Agriculture and Forestry. Medical and contaminated human remains support may be available through the Louisiana Department of Health and Hospitals and Louisiana State University Health Sciences Center. The Louisiana Department of Commerce may assist with coordinating with affected area business and industry to pass and receive information. The Department of Natural Resources may provide technical assistance on a wide range of issues from local animal control to hunting and fishing. The Louisiana Office of Homeland Security and Emergency Preparedness will coordinate the overall hurricane response effort.

b. Communications Requirements.

Communications during a catastrophic hurricane may well be compromised by weather-related failures. However, the Louisiana State Police operate a highly sophisticated 800 MHz voice and data communications system that has been constructed to survive severe hurricane damage and covers a substantial area of Louisiana clear out to the Gulf of Mexico. Additional communications support may be available from AREA/RACES volunteers, FEMA MERS units, and a Louisiana State Police Mobile Communications Vehicle.

### 3.0 Billeting

---

1. Situation

a. General:

- i. Greater New Orleans has suffered a Category III or higher hurricane and a Presidential disaster has been declared. Federal critical responders must have billeting in order to perform their tasks.

b. Assumptions

- i. There has been no major flooding in Port Allen, so it is available for the mooring of USACE Quarter-boats.
- ii. No conventional lodging is available for Federal responders.
- iii. Denton is the designated initial DFO, and Camp Beauregard is the staging area
- iv. Nearby military installations are not available for billeting.
- v. The USACE will provide resources including assistance with billeting efforts.
- vi. Responders can be pre-staged and will not have to wait for the storm to pass.

c. Organization

- i. Federal Agencies
  - (1) FEMA
  - (2) USACE
  - (3) U.S. Forestry

2. Mission

- a. Provide billeting (housing)/food for all initial federal disaster recovery personnel who will be brought into Louisiana as a result of a Category III or higher hurricane. Define phases of billeting based on extended (long-term) post-storm response efforts.

3. Execution

- a. Concept of Operations—This will be broken into Phases of Response

- i. Phase I—Quarter-boats (See Attachment A: Quarter-boat Layout)

- (1) Within five days of activation of first phase, housing for up to 250 responders will be in place in Port Allen.

- (2) Within 10 days, housing for an additional 250 (total limit of 500) responders will be available.

- ii. Phase II—Base Camp Phase

- (1) Base camps can be set up and will provide as much housing as is needed for up to 1,500 people per camp.

- (a) U.S. Forest Service:

- (i) Catering

- (ii) Showers

- (iii) Laundry

- (iv) Housekeeping

- (v) Porta-Potties (and clean out trailers)

- (b) Semi-permanent housing will have to be looked into:

- (i) Travel Trailers

- (ii) Mobile Homes

- (iii) Tents

- (iv) Pre-Fab Buildings

- (2) Other potential locations for base camps are:

- (a) GSA Facility

(b) Port Allen

(c) State Parks

(3) Additional personnel will follow as the need of resources, logistics, and support become available.

iii. Phase III—Temporary Housing for Work Force

(1) Hotels, Motels, Apartments

b. Specific Tasks to Lead—Support and Coordinating Agencies

i. Notification procedures

ii. Establish FEMA central point of contact for all federal deployment of personnel at the ROC (Denton).

iii. Provide Transportation from nearby airports (Baton Rouge, Lafayette, Alexandria). Transportation will be provided through the use of contract carriers and/or rentals to the billeting location and the work site.

iv. USACE will provide quarter boats and supplies for housing/feeding at Port Allen for Phase I.

v. Determine number of parking spaces available.

c. Coordinating Instructions

i. If a hurricane potentially equal or greater than Category III develops in the Gulf, the USACE will be put on alert.

ii. 72 hours before projected landfall based on forecasted track and intensity, FEMA will coordinate with USACE to determine if mission assignment is required to begin moving Quarter Boats.

iii. All ESFs will need to provide a liaison to report a list of billeting requirements (logistics and personnel, space requirements) for critical responders.

iv. Once Quarter Boats are in place, up to 250 responders will be provided housing.

v. Within 10 days, up to 500 total responders will be provided housing.

vi. Base camps can be set up and will provide as much housing as is needed for up to 1,500 people per camp.

vii. Continue assessment of billeting needs and available options.

4. Logistics and Administration
  - a. Concept of Support
    - i. FEMA will take the lead for logistic support. Region will mission-assign USACE & Forestry Service & other agencies as necessary.
  - b. Special Assistance
    - i. Critical Resources/Medical Care—First Aid Nurse
    - ii. Security
  - c. Personnel
    - i. All ESFs will need to appoint a liaison to coordinate all billeting personnel requirements with FEMA Region.
5. Lead/Support Relationships and Communications
  - a. Lead and Support Relationships
  - b. Communication Requirements

#### Annex A: Contingency Plan

- a) Possible alternate locations for Quarter Boats
- b) St. Francisville
- c) Old River Locks
- d) Alexandria

## **4.0 Power, Water, and Ice Distribution**

---

### **1. Situation**

- a. General: Southeast Louisiana has been struck by a Category III or higher hurricane. Thousands of victims lack power, water and ice.
- b. Assumptions
  - i. In the core area affected by the disaster, it will require more effort to deliver ice, water and power than to evacuate the families to shelters. Logistic support can NOT be provided to such victims.

- ii. In the core area, public health risks and the inability to provide logistical support will be so great that the affected Parishes will issue a mandatory evacuation order.
- iii. Most personnel evacuated from the core area will have to be sheltered or placed in temporary housing for a relatively long period of time.
- iv. Based on historical precedents, approximately 10% of the affected population will be self-sustaining.
- v. Servicing shelters will be a major aspect of achieving the mission. 400 to 500 thousand victims (the estimate of the Sheltering Committee) will need to be supplied in shelters. These shelters will NOT be in the core area. Triage areas will be established for the core areas. These medical and triage sites will need to be sustained.
- vi. The per person absolute minimum amount of water required is 1.3 gallons per day and for ice is 5 pounds per day.
- vii. Initial ice and water will be required for approximately 1.1 million persons or 1,530,000 gallons of water per day and 5.5 million pounds of ice per day.
- viii. General power restoration is under the control of Louisiana State power companies, municipalities and cooperatives.
- ix. *Since most emergency generators and associated switching and control facilities throughout the area are installed on the ground floor, these generators will NOT be available for emergency power in the immediate aftermath of flooding.*

c. Organization

i. Local

Parish Presidents  
Parish Emergency Management

ii. State

LOHSEP  
DOTD  
Louisiana National Guard  
Louisiana State Police  
DOE  
Department of Public Works

iii. Federal

DHS-FEMA  
USACE  
US Forest Service  
USDOT  
GSA

DOE

2. **Mission:** Provide water and ice to disaster victims and emergency power generators at critical facilities.

**3. Execution**

a. Concept of Operations:

i. General

There are three areas of concern. There is a core area (I) where victims cannot be supported on a sustained basis. Victims must be evacuated from this area – the total number of victims in this area may approach 500,000. For the mission to succeed, the evacuation of these victims must be outside of the “sustainable area” as described below. However, the number of victims involved is so great that ice and water (but not power) distribution will remain a major issue. Since it will be a considerable time before these victims may return to their homes, sustainment will be required over a relatively long term.

In the surrounding area – the sustainable area (II) -- largely affected by flooding, victims may be logistically sustained by Parish, State and Federal efforts. Due to transportation limitations, focus in this area will be on resupply of shelters. Flood victims will be expected to obtain water and ice at shelter distribution points.

Beyond the sustainable area wind damage will prevail. Once debris is cleared and power restored, there will be only a limited demand for water and ice and the area may be considered “self-sustaining”(III). Power restoration in this area will be much quicker since outlets and electrical boxes will not have to be cleaned and restored.

FEMA will pre-stage water, ice, and generators under the Surge Account in coordination with the State. The limiting factor for generators initially will be installation crews rather than number of generators.

Staging Areas for water and ice will be set by the State officials. The primary Staging Area is Camp Beauregard. Distribution Points will be selected by the Parishes. *Given the magnitude of damage from a Category III storm, it will take a joint effort to*



*move commodities from the Staging Area to Distribution Points and possibly beyond. The USACE contractor will deliver directly to the Distribution Points.*

*Planning for distribution at the Parish neighborhood level must be done based on the situation using all available resources and using priorities set by the Parish.*

*The USACE water contractor estimates the ability to deliver 500,000-625,000 gallons of water within 24 hours, from 2 million gallons per day within 48 hours and daily thereafter.*

*The USACE ice contractor estimates the ability to deliver between 500,000 and 2 million pounds of ice within 24 hours. Within 72 hours the capability will increase to 3-4 million pounds per day and daily thereafter.*

Disruption of transportation due to debris and road damage will be a major limiting factor to initial distribution.

Since power will be minimal in areas of distribution, availability of fuel will be a limiting factor in determining distribution, *including access of victims to the Distribution Points.*

Competition for reefer space for mortuary use may be a limiting factor for ice storage and distribution. *Use of reefer space for mortuaries, storage of drugs, foods, etc., will reduce the capacity to provide ice for disaster victims.*

- ii. *Emergency Power Restoration*
  - a) FEMA will stage 3 50-packs of generators at Camp Beauregard, Louisiana before landfall. Distribution will depend on preliminary assessments at the Parish level. *The smaller generators in the 50 Packs are required for refuges of last resort, fire and police stations, etc. Larger generators will be shipped post-landfall. (See Annex A)*
  - b) *Although USACE has done power assessments, the assessments will have to be verified for an actual event. A critical aspect of the verification will be having a point of contact at the facility level to allow assessors access. This POC, along with facility location, and other critical information must be passed to the USACE via the State EOC. Communications between the USACE assessors and points of contact will be critical, but difficult to maintain due to communications outages.*

- c) *Since generator installation and hookup by USACE will be limited to from 10 to 25 hookups each day under current plans, FEMA Region VI will task USACE to issue additional contracts as necessary to meet the additional needs.*
- d) *Priorities for providing generators and power to critical facilities have already been set by the state and will be used to determine initial distribution. These priorities will be set based on Parish input. The general priorities for restoration are:*
  - Hospitals*
  - Nursing Homes*
  - Police Stations/911 Centers/Communications Centers*
  - Fire Stations*
  - Water Treatment Plans**This priority list is substantially mirrored in the USACE priority list.*  
*Annex C (TBD) will include an initial priority list at the Parish level.*
- e) *Parishes cannot be assumed to have the capability to install generators due to competing demands for resources and limited availability of electricians. Federal controlled generators will be installed by USACE contractors.*
- f) ***Installation of emergency power will be accelerated where parishes have pre-identified critical facilities and made an assessment of potential power requirements. [Note – for further examination after exercise]***

iii. Water and Ice Distribution

- a) *Water is contracted in liter bottles but the USACE contracts allow the government to specify bulk deliveries. Bulk delivery is preferred for supplying shelters. Contracts are written to deliver a specific amount on the first day growing over several days to a sustainable level.*  
  
*USACE will task ESF-1 to provide certified containers for bulk storage of water, USEPA/ESF-10 will certify these containers and test the water*
- b) *Ice is contracted by USACE for delivery in 8-20 pound bags. Contracts for ice also slope upward to a maximum sustained rate of 8 million pounds per day including frozen storage.*
- c) *Based on the assumptions, 1.53 million gallons of water and 5.5 million pounds of ice will be required per day.*

This will require 306 truck loads of water (at 5,000 gallons each) and 138 truck loads of ice (at 40,000 pounds each).

- d) *Distribution from the distribution points to victims will be highly situation dependent, based on storm damage and competing requirements for assets. All available means will be used including volunteers, private citizens, Sheriff's Departments, and other available resources, including U.S. Forest Service crews, U.S. Post Service vehicles, etc.*
- e) *If Parishes do not have the ability to distribute water, the preferred solution is to evacuate victims to areas where water and ice are available until local, state or federal assets to assist with distribution become available.*

b. Tasks: (Power)

- i. *Parishes must report emergency power needs on a daily basis to the State EOC so that assets can be assigned.*
- ii. *State of Louisiana will assign priorities for restoring power to critical facilities either through repairing power systems or providing generators.*
- iii. *Close coordination is required between the State EOC and USACE so emergency generators are not installed in areas for which power restoration is imminent. In general, USACE controlled generators will be removed after the restoration of reliable commercial power.*
- iv. *The USACE contractor has primary responsibility for transporting, installing, and maintaining generators at the ultimate use site. Under existing contracts 10-25 installations can be completed by the USACE each day. Additional installation crews will be contracted by USACE to meet the need. It will take approximately two days to negotiate these contracts and an additional five days to deploy crews.*
- v. *Those generators provided by the Louisiana National Guard and through EMAC will be operated and maintained as arranged in the original agreement.*

c. Tasks: (Water and Ice) – Pre-staging

- i. *FEMA Region VI will direct USACE to execute the pre-scripted Ice, Water, and Power Mission Assignments.*
- ii. *Due to the time needed to execute ice and water contracts, the State will request FEMA Region VI to stage ice and water 72 hours in advance of anticipated landfall. USACE will stage approximately one day's supply of water and ice -- 1,530,000 gallons of water and 5.5 million pounds of ice -- at Camp*

Beauregard, LA before the hurricane makes landfall. This amount will be adjusted based on the situation and may be distributed to secondary staging areas including Esler Field with additional staging as determined by the State EOC depending on available space at Camp Beauregard. Due to expected soil saturation, trucks must be parked on hard stands.

- d. Tasks: (Water and Ice) – Direct Delivery to Distribution Points
- i. Parishes will identify quantities needed to the State EOC as well as resources available for distribution.
  - ii. Parishes must identify suitable distribution sites.
  - iii. The State will identify quantities to FEMA for execution to USACE under pre-disaster contracts.
  - iv. Trucks will check through the Staging Area before proceeding to the Distribution Point to check load, destination, receive an escort if appropriate, obtain directions, and if appropriate be formed into a convoy. *Delivery vehicles will be topped off with fuel before entering the affected area. It is the responsibility of the contractor to properly fuel.*
  - v. *If forklifts or other unloading gear are not available at the Parish level it is imperative that the Parish request suitable equipment from the State EOC who will request the equipment from FEMA Region VI, EMAC or other sources.*
  - vi. *The preferred method of delivery of ice is to offload ice at the distribution point to free up reefer trucks for additional trips. If available, ice would be transferred to reefers, insulated facilities such as ice houses, groceries or other suitable facilities.*
- e. Tasks: (Water and Ice) – In areas not accessible to normal shipping
- i. *The State EOC will task the most appropriate asset to deliver water and ice to inaccessible areas. Local knowledge is essential. In most cases, the Louisiana National Guard will be tasked to arrange delivery of water and ice to pockets not accessible to normal transport using any means available including helicopter delivery. 5 ton High Water vehicles will be particularly important in this effort.*

- ii. *Search and Rescue assets will, where possible, be tasked to deliver water and ice on outbound runs.*
  - iii. Volunteers may provide a valuable transportation mode for isolated pockets, but will have to be organized. **[coordination with Volunteer Group required]**
  - iv. EMAC resources will be investigated to provide suitable assistance and equipment *for distribution of water and ice*. An advanced team (A-Team) would be deployed to the Logistics Center of the State EOC to broker for additional resources. Most relevant assets would be drawn from non-deployed National Guard units, but all available state resources will be polled. Commitment of resources should be relatively quick but mobilization and delivery of resources may take several days.
  - v. If State resources are insufficient, an Action Request will be passed to FEMA for using federal resources.
- f. Coordinating Instructions
- i. Mission execution depends on close coordination on the part of FEMA, Other Federal Agencies, the State of Louisiana, and the Parishes.
  - ii. It is critical that requests for resources flow properly through the chain of command: Parish to State EOC. If the State cannot meet the requirement an Action Request will be passed to the FEMA Regional Support Team (RST) or Emergency Response Team (ERT).
  - iii. Daily reports for status of water and ice consumption will be made by the Parishes to the State EOC for passing to FEMA and USACE for tracking ice and water. This figure should be available no later than 1800 each evening to allow adjustments to be made for the following day.

#### 4. Logistics and Administration

- a. Concept of Support:
  - i. Incorporated in Concept of Operations, above.
  - ii. The primary Staging Area is Camp Beauregard

- iii. Overflow Staging areas will be Esler Field and England Air Park. Additional areas will be identified by the State as required.
  - iv. Distribution sites will be identified by State and Parish officials.
- b. Special Assistance
- i. *Airboats and amphibious tractors may be contracted to assist in delivery.*
  - ii. Alternate sources of water, including Reverse Osmosis, EMAC provided assets, etc., may be appropriate in selected locations.
- c. Personnel:
- i. USACE preplanned staffing plans for Staging Areas is contained in Annex B.
  - ii. *The State may assign personnel from the Work Release Program to assist at Distribution Points.*

## **5. Lead/Support Relationships and Communications**

- d. Lead and Support Relationships:
- i. The Parish Emergency Manager/Parish President has the lead at the local level and will initiate requests for ice, water, and generators.
  - ii. The State Emergency Operations Center/Governors Authorized Representative (GAR) has the lead at the State level and will respond to all requests within state resources. Unmet needs will be forwarded to FEMA.
  - iii. The FEMA RST/ROC Director (or later, the ERT/Federal Coordinating Officer) has the lead at the Federal level and will meet State needs using all available Regional and National resources.
- e. Communications Requirements:
- i. Communication with individual trucks through the Contractors is necessary to determine actual delivery of material and to ensure correct routing of material. It is the Contractor's responsibility to put this system in place.

- ii. Beyond Distribution Points escorts with communications will be provided. The actual mode of communications will depend on which systems are functioning.

Annexes:

- A. *FEMA Generator Inventory*
- B. *USACE Commodity Distribution/Staging Area Requirements*
- C. *Prioritized List of Critical Facilities Potentially Requiring Emergency Power including sizes required, and installed emergency generators which can be salvaged or repaired. (CRITICAL REQUIREMENT WHICH MUST BE DEVELOPED)*

## 5.0 Transport from Water to Shelter

---

### 1. Situation

- a. General: Southeast Louisiana has been struck by a Category III or higher hurricane.
- b. Assumptions
  - i. Search and Rescue (SAR) facilities will perform immediate rescue of victims and transport them to high ground, wherever that may be found. The SAR forces will take responsibility of moving such victims from high ground to a SAR Operating Base. A Volunteer Flotilla organized by the Coast Guard Auxiliary and under the operational control of the Search and Rescue organization will transport victims from the SAR Operating Base to land based transportation for further transportation to the Temporary Medical Operations Staging Areas (TMOSA)
  - ii. Medical triage capability will be in place at the SAR Operating Base to prioritize evacuation of victims.
  - iii. Search and Rescue operations will continue for seven days, after then operations will shift to search and recovery.
  - iv. A total of approximately 500,000 victims will have to be transported from the affect areas to the TMOSAs with a target of 100,000 per day. The expected first day SAR load will be approximately 22,000. 350,000 in the first 4 days (half by SAR half by self-rescued)
  - v. Four SAR Operating Bases will be established. This number may vary depending on circumstances.
  - vi. Three TMOSAs will be established: Louisiana State University (Baton Rouge), Nicholls State University (Thibodaux ), and Southeastern Louisiana State University (Hammond).

c. Organization (victim transportation and processing)

i. Local

Parish OEP Director  
American Red Cross

ii. State

Louisiana National Guard  
Wildlife and Fisheries  
Louisiana State Police  
Department of Corrections  
DOTD

iii. Federal

DHS - FEMA – ESF-1/USDOT  
DHS – U.S. Coast Guard  
U.S. Forest Service  
U.S. Postal Service  
U.S. Fish and Wildlife Service  
Department of Defense  
FEMA -- ESF – 6  
VOAD/VOLAG  
FEMA – NDMS

2. **Mission:** In the aftermath of a major hurricane in Louisiana, manage the flow of victims from SAR Operating bases (at the water-land interface), through Temporary Medical Operations Staging Areas (TMOSA) to Shelters thence to Temporary Housing.

3. **Execution**

a. Concept of Operations:

i. General

**Given the number of expected Search and Rescue victims and those self-rescued – a total of approximately 500,000 persons, a major limiting factor in executing this plan will be shortage of transportation facilities.** The Louisiana National Guard will be tasked to numerous missions and will not be able to meet the need for transportation of victims. Sufficient transport to move personnel to TMOSAs will NOT be available for 48 to 72 hours.

On the assumption that buses will be able to make five round trips in a day, it will take the equivalent of 400 buses per day to



transport victims to TMOSAs from SAR Operations Bases or the land-water interface. The number of victims to be transported is expected to tail off after 72 hours.

	Day 1	Day 2	Day 3	Day 4	Day 5	Day 6	Day 7
<b>Victims from SAR Ops Base to TMOSA</b>	75,000	100,000	100,000	75,000	75,000	50,000	25,000
<b>Buses Required</b>		400 or equivalent	400 or equivalent				
<b>Victims transported from TMOSA</b>	0	50,000	50,000	50,000	50,000	50,000	50,000
<b>Victims in TMOSA</b>	75,000	75,000	125,000	150,000	175,000	175,000	150,000 . . .

Because of delays in transportation, delivery of water and possibly food to victims at SAR Operations Bases and Temporary Safe Havens will be critical to minimize deaths.

As per the assumptions, this plan addresses the flow of victims from the SAR system – either at a SAR Operations base, if accessible to land transport or from a land-water interchange if the Operations bases is not land accessible. Triage at the SAR Operations Bases would be limited to critical cases for transport directly to hospitals. Victims at the Operating Bases who could not be immediately transported to the TMOSA will be provide with minimum life sustaining support.

It is expected that SAR Operations Bases will be able to hold approximately 2,500 – 5,000 victims simultaneously (with a constant flow of victims arriving from SAR units and being dispatched to TMOSAs. The target will be to transport a total of 25,000 persons from each Base daily.

Victims will have to be cleaned of contamination when required and preferably before transport to prevent contaminating transport vehicles.

Victims will be transported to TMOSAs where all would be screened for immediate health needs. Based on the screening, victims would be triaged to hospitals, diverted to Special Needs Shelters, usually collocated with the TMOSA or released for processing into shelters. As part of the processing at TMOSAs, victims would be registered for accounting purposes and to help reestablish family relations. Approximately 5,300 victims can be medically processed at the three TMOSAs daily. The goal is to “register” 50,000 victims daily. Given the inability to process the

influx of personnel, many victims will have to remain in shelter or safe haven at the TMOSAs.

Victims after processing by the TMOSAs will be registered into the FEMA teleregistration/Individual Assistance Program and then transported to Shelters. Due to the number of personnel involved, an abbreviated registration may be required. Also due to the number of personnel involved, victims may again be temporarily placed in temporary safe haven near the TMOSA, but with additional support. Since TMOSAs are located at State Colleges, where possible, Shelters will be collocated with the TMOSAs rather than placing victims in Safe Haven.

Where possible, victims will be dispatched directly from TMOSA to Temporary Housing – including residence with family out of the affected area. This option is currently limited by Stafford Act limitations.

ii. Transportation from Sheltering to Temporary Housing

- a) The onset of shifting personnel to Temporary Housing will arise after several days of sheltering. Many such personnel will have their own transportation and may self-transport to Temporary Housing.
- b) Approximately 100,000 persons in shelter will not have their own transportation and will have to be transported to Temporary Housing.
- c) The initial move from Sheltering to Temporary Housing will begin about a week after the start of operations. Longer term Temporary Housing will not be available until at least a month into the disaster.
- d) Details of sheltering and housing are contained in the Sheltering and Temporary Housing Plans.

b. Tasks:

- i. TBD

c. Coordinating Instructions

- i. TBD
- ii. TBD

**4. Logistics and Administration**

a. Concept of Support:

- iii. TBD
- b. Special Assistance
  - iv. TBD
- c. Personnel: TBD

## 5. Lead/Support Relationships and Communications

- a. Lead and Support Relationships:
  - i. TBD
  - ii. TBD
- b. Communications Requirements:
  - i. TBD
  - ii. TBD

Annexes:

- Annex A: SAR to Shelter to Temporary Housing Flow Chart
- Annex B: SAR Flow Group
- Annex C: Medical Group/TMOSA Flow Chart

## 6.0 Volunteer and Donations Management

---

### 1. SITUATION

- a. General. A major hurricane has made landfall in southeastern Louisiana resulting in heavy structural damage due to high winds, a significant storm surge, which overtopped levees, and riverine flooding as a result of heavy rainfall throughout SE Louisiana. Unprecedented heavy casualties have been reported. Severe catastrophic disaster events could create a need to coordinate donated goods and volunteer services.
- b. Joint Assumptions.

#### Donations

- 1. Severe or catastrophic disaster events will create a need to coordinate donated goods and volunteer services. It is assumed

that not every disaster incident will generate donated goods and services. However, when circumstances warrant, a united and cooperative effort by Federal, State, and local governments, volunteer organizations, the private sector and donor community is necessary for successful management.

2. It is not the state's intent to alter, divert or otherwise impede the normal operation or flow of goods or services through volunteer organizations, but to help coordinate offers of donated goods and services. Many volunteer organizations have operational networks set up to receive, process and deliver needed goods and services to disaster victims. The Louisiana Office of Homeland Security and Emergency Preparedness (LOHSEP), through its Donations Coordination Team (DCT) and its Volunteer Coordination Team (VCT), will work closely with volunteer organizations that have agreed to operate in accordance with this plan. LOHSEP will look to those organizations to provide a means to implement the donations management system and coordination of emergent volunteers.
3. The Louisiana Office of Homeland Security and Emergency Preparedness has entered into a Statement of Understanding with Adventist Community Services (ACS), wherein ACS is designated by LOHSEP to perform management and distribution of donated goods and services.
4. LOHSEP and the State of Louisiana assume Immunity from liability as described in Section S735, paragraph A of the Louisiana Emergency Assistance and Disaster Act of 1993.
5. The Director of the Louisiana Office of Homeland Security and Emergency Preparedness is responsible for maintaining this plan. The plan will be reviewed, exercised, and updated periodically according to the basic plan. The volunteer agencies shall integrate their planning efforts in the development, maintenance, implementation and testing of this plan and its procedures.

#### Local Needs

Local needs for donated goods and volunteers will be coordinated through the state EOC using established procedures.

#### Reception Points/Congestion

1. DCT will coordinate with DOTD to allow authorized shipments of donated goods for processing. Requested donations will proceed to pre-designated areas.
2. The screening process for receiving donated goods utilized by DOTD will be implemented. Donated materials without approved destinations will be routed to the nearest donation warehouse locations to be processed.
3. Donation warehouse locations will be located near primary interstate entry points in the state, in conjunction with weigh stations (DOT Checkpoints.)

#### Warehouses

1. The preliminary processing warehouses will be located near points of entry – DOTD weigh stations.
2. Preliminary inventory sorting will be conducted at these locations. Usable donations will be transported to centralized donation centers, or to appropriate areas for distribution.
3. Warehouse locations will be coordinated with the DCT and the Office of Economic Development.
4. Processing at weigh station will be conducted by the DOTD.
5. Security will be provided by local law enforcement.

#### Volunteers

1. Volunteers are a valuable resource.
2. Spontaneous volunteers who are not assigned or attached to any agency, church, religious organization, medical organizations, first responders, skilled and non-skilled labor will respond from outside the affected area.
3. The influx of unsolicited First Responders and other highly skilled volunteers is likely to be ongoing and unpredictable.
4. Disaster victims many times are volunteers.
5. Volunteers fall under human resource compliance.

6. Unsolicited volunteers will be responsible for their own feeding, lodging, and maintenance. However, the VCT will work actively with member agencies to assign unsolicited volunteers.
  7. Requests for local resources and volunteers will be directed to the State Emergency Operations Center and routed to the DCT/VCT using established procedures.
  8. The VCT will be working with its member agencies to assign unsolicited volunteers.
- c. Organization. The purpose of donations management and the coordination of volunteers is to provide victims of disasters with as much support as possible by effectively and efficiently channeling offers from the public or from private businesses or corporations. This document will provide guidance for the operation of a donations management system wherein needed resources are directed to designated staging areas or reception centers outside the disaster area.

## **2. MISSION**

The Louisiana Office of Homeland Security and Emergency Preparedness, in coordination with voluntary agencies, will provide victims of disasters with as much support as possible by effectively and efficiently channeling unsolicited donations from individuals or from public and private sector organizations and emergent volunteers.

## **3. EXECUTION**

- a. Joint Concept of Operations. In accordance with the Louisiana Emergency and Disaster Act of 1993, the Governor is responsible for meeting the dangers to the state and people presented by emergencies or disasters. The law designates the Adjutant General as Director of LOHSEP. The Governor, through LOHSEP shall determine requirements of the state and its political subdivisions for food, clothing, shelter, and any other necessities, including procurement and pre-positioning of supplies, medicines, materials, and equipment. This donations plan and its implementing procedures will be activated when any significant event causes spontaneous flow of or a major need for donated resources within the State of Louisiana.
- b. LOHSEP will establish a Volunteer Coordination Team (VCT) to coordinate volunteer organizations, including Louisiana Volunteers Organizations Active in Disaster (LAVOAD), and other partner

agencies – organizations, in the management, credentialing, and assignment of unsolicited volunteers.

- c. Specific tasks to lead, support and coordinate agencies.
  1. The Director, LOHSEP, will assign a State Donations Coordinating Officer and other staff as necessary to work with representatives from Louisiana Voluntary Organizations Active in Disaster (LAVOAD), thus comprising the principal Donations Coordination Team (DCT). The State’s role is to support local government.
  2. The Director of LOHSEP will activate the Donations Management plan and Volunteer Coordination procedures when a significant event causes a spontaneous flow of, or a major need for donated resources.
  3. Voluntary agency representatives in the Donations Coordination Center (DCC) will retain supervision of their agency personnel. The DCT will work together in a collaborative effort to manage donated goods.
  4. Volunteer agencies will provide a liaison to the VCT and volunteer registration center (VRC)
  5. The VCT will coordinate registration and/or referral of emergent volunteers with government and voluntary agencies.

**First Responders**

First Responders such as EMS, EMTs, Volunteer Firefighters, USAR, Law Enforcement, Dog Teams, and CERT Teams.

- a) Spontaneous First Responder volunteers are strongly encouraged to register with the Call Center.
- b) The DCT PIO will coordinate with the JIC to inform unsolicited First Responders and other skilled volunteers of registration procedures through the Joint Information System (JIS.)
- c) Spontaneous First Responder volunteers, registered through the Call Center, will be referred to the appropriate ESF group for assignment.

6. Furnish contact information and other pertinent information to the VCT in order to provide an effective communication process.
  7. The DCT and VCT will recommend activation of a call center within 24 – 48 hours after impact to document offers of volunteer services.
  8. The Call Center will be established at a location where electric power and telephone service will be unlikely to be interrupted.
  9. The Call Center team needs to identify and designate (in writing) workspaces with telephones and computer capabilities.
  10. Daily reports are required to provide volunteer resources to other agencies and organizations to meet needs.
  11. Based on volume the DCT and VCT will evaluate the need to either increase or decrease Call Center capacities.
  12. Call Center setup, operational procedures, and scripts are identified in the FEMA Donations Toolkit.
- d. Joint Coordinating Instructions.
1. Donations Management and Staff will operate from a DCC as part of the State Emergency Operations Center (EOC). The State Donations Coordinating Officer will be seated in the EOC, and will stay in close contact with the DCT. Liaison personnel from participating organizations will be in all other donations operations facilities (i.e. staging areas, distribution centers.)
  2. Because it is extremely important that only carefully stated, factual information be disseminated, a joint media management and coordination system should be established. All media information will be coordinated through the Donations Center Coordinator, the Operations Chief, and Public Information Officer utilizing the Joint Information System/Joint Information Center (JIS/JIC). Local, state and federal government



news releases should be coordinated prior to release. Louisiana Voluntary Organizations Active in Disaster (LAVOAD) agencies participating in the disaster may also be issuing news releases.

3. If state and/or local governments, in coordination with DCT members, will determine there is no need for a donations warehouse, and a voluntary organization issues a press release soliciting for donations, that organization will be solely responsible for managing those donations.
4. All participating agencies and organizations will share responsibility of VCT operations unless there is a designated lead agency or organization.
5. The DCT and VCT will coordinate closely with the JIC and seek assignment of a dedicated Public Information Officer.
6. The DCT and VCT will coordinate with the JIC to develop and implement a local, state, and national public affairs strategy included, but not limited to:
  - Press Releases
  - PSAs
  - Signage
  - Communications Material
  - Interagency Coordination

#### **4. LOGISTICS AND ADMINISTRATION**

- a. Concept of Support. Administrative support in implementing the Volunteer Coordination and Donations Management Plan will be provided by LOHSEP, other agencies of Louisiana government as specified in this plan, and volunteer organizations.
- b. Special Assistance.

1. Designated Donations

- a) All inquiries concerning donations and volunteer service for a specific organization will be referred to that organization.
- b) The organization accepting/receiving designated donations and volunteers will follow its own policies and procedures for logistics.

2. Unsolicited/Non-designated Donations

- a) Donors will be discouraged from sending unsolicited donations.
- b) Donors of unsolicited goods and spontaneous volunteers will be advised that although their donation or gift of service cannot be accepted at present, the information will be entered into a database and made available to state governments, volunteer organizations, and other emergency responders, should a need arise for such goods or services.
- c) Usable or needed donations or offers of volunteer service will be made available to all participating volunteer organizations and other specialized existing non-profit organizations such as Goodwill Industries, or community-wide food banks.
- d) Unneeded goods such as clothing will be recycled or redistributed if possible.
- e) Personnel. Temporary personnel may be employed on an as needed basis.

**5. LEAD/SUPPORT RELATIONSHIPS AND COMMUNICATIONS**

- a. Lead and Support Relationships. The Director, LOHSEP, shall determine when this plan will be implemented and will notify appropriate federal and state emergency management personnel, local government officials, and participating volunteer organizations prior to public notification.

b. Assignment of responsibilities:

1. State Government

a. Louisiana Office of Homeland Security and Emergency Preparedness (LOHSEP):

- 1.) Designate a State Donations Coordination Officer and Volunteer Coordination Officer (VCO) and identify additional LOHSEP staff to work with Donations Management and Volunteer Coordination Team.
- 2.) Identify and designate workspace with telephones and computer down link.
- 3.) Provide DCT and VCT with names, telephone numbers and other pertinent information about local government and volunteer agencies to ensure effective communications processes.
- 4.) Assign LOHSEP personnel to the Needs Assessment Team.
- 5.) Receive incoming telephone calls from volunteers, donors of goods and services, and provide information to callers with unsolicited goods.
- 6.) Identify possible warehouse space through the Office of Economic Development and Division of Administration Office of Facility Planning & Control.

b. Department of Transportation and Development (DOTD):

- 1.) Identify and manage checkpoints and/or staging areas for incoming donations and volunteers.
- 2.) Provide convoy escort if necessary.

- 3.) Provide signage to direct vehicles and trucks to designated checkpoints or staging areas.
  - 4.) Provide load movement permits and waivers as necessary.
  - 5.) Coordinate Weigh Station, checkpoint, and staging area activities with Donations Coordination Team.
  - 6.) Assign personnel to Needs Assessment Team if needed.
- c. Louisiana Department of Health and Hospitals (DHH):
- 1.) Provide health guidelines, medical rules, and regulations for acceptance and handling of donated goods and services and presenting volunteers.
  - 2.) Provide professional advice concerning communicable disease control as it relates to distribution of donated goods.
  - 3.) Provide personnel to assist in management of facilities as required.
  - 4.) Assign personnel to Needs Assessment Team as needed.
- d. LA Department of Safety and Corrections (DPS&C):
- Department of Corrections (DOC):
- 1.) Provide personnel to assist with loading and unloading, sorting, packaging and otherwise handling donated goods as required.
  - 2.) Provide state resources to assist in storage, warehousing, and movement of donated goods as necessary. (Includes

grounds, facilities, vehicles, and equipment.)

- e. Division of Administration (D of A):
    - 1.) Establish a State Cash Donations Receipt System.
    - 2.) Provide support in managing cash donations.
    - 3.) Provide finance and accounting assistance, as necessary.
  - f. Office of Economic Development (OED)
    - 1.) Provide assistance identifying warehouse space with adequate space and features, i.e., loading docks, climate control, etc., in safe location near disaster area.
    - 2.) Provide personnel assistance in management of facilities as necessary.
  - g. Office of Facility Planning

Coordinate with Office of Economic Development and LOHSEP to negotiate with property owners for the procurement of warehouse space once the need has been established.
2. Volunteer Organizations
- a. Louisiana Voluntary Organizations Active in Disaster (LAVOAD)
    - 1.) Provide liaison for DCT, VCT and Reception Center/Staging Area.
    - 2.) Facilitate matching of unsolicited and solicited donated goods and volunteer services with all organizations involved, in conjunction with the DCT and VCT.

- 3.) Coordinate registration and/or referral of emergency volunteers with local government.
  - 4.) Coordinate designated donations that are specifically solicited by their parent agency.
  - 5.) Furnish telephone numbers and other pertinent voluntary agency information to the DCT and VCT in order to provide an effective communications process.
  - 6.) Assist coordination of and provide input for acceptance/disposition of unsolicited donations and voluntary services when received or asked for by the DCT.
- b. Adventist Community Services
- 1.) Provide liaison for DCT, VCT and Reception Center/Staging Areas.
  - 2.) Coordinate designated shipments and donations solicited by ACS.
  - 3.) Inform and update DCT with logistical information regarding designated shipments.
  - a) Furnish names and telephone numbers and other pertinent information to the DCT and VCT.
  - 5.) Develop procedures for acceptance/disposition of unsolicited donations and voluntary services.
  - 6.) Provide services as defined in “Statement of Understanding Between Adventist Community Services and Louisiana Office of Emergency Preparedness.”
- c. Any responding voluntary agency

- 1.) Provide liaison for DCT, VCT and Reception Center/Staging Area.
  - 2.) Coordinate designated shipments and donations specifically solicited by individual voluntary agencies.
  - 3.) Inform and update DCT with logistical information regarding designated shipments.
  - 4.) Furnish names and telephone numbers and other pertinent information to DCT and VCT.
  - 5.) Develop procedures for acceptance/disposition of unsolicited donations and offers of voluntary service.
- c) Communications Requirements. A donations/volunteer call center capable of receiving up to 50 calls simultaneously, with up to 50 operators per shift, and a computer system with access to volunteer databases are essential.

## **7.0 Access Control and Re-entry**

---

### **1. Situation**

#### **a. General:**

Greater New Orleans has suffered a Category III or higher hurricane and the President has declared a national disaster. Most of the population has been evacuated, and access to the affected areas must be controlled until it is safe for re-entry. The return of residents to the impacted areas will be managed by a phased re-entry plan of operations.

#### **b. Assumptions**

- i. A large number of residents have evacuated and pressures will build to return home once the storm has passed.
- ii. Communication problems may prevent parishes from participating in conference calls.
- iii. Each parish EMA needs to pre-identify critical roads for clearing by First Responders (during Phase I).

- iv. The governor or LOHSEP will provide a single message in relation to re-entry.
  - v. PIO and JIC coordination will be crucial in informing the public of re-entry information.
  - vi. Inaccurate media reports can hamper re-entry message.
  - vii. Not everyone returning will have proper I.D.
  - viii. Some residents from hardest-impacted areas may not be allowed back for an extended period of time.
  - ix. Re-entry Routes will be the same as Evacuation Routes.
  - x. Some parishes, communities, etc. have their own procedures for HAZMAT, air quality, toxic teams, etc., but may become victims and may lose their ability to perform their function.
  - xi. Depending on the severity of the damage, a secondary evacuation out of the impacted area is likely, and the number of evacuees
  - xii. Communication with other participating states at the state level will be ongoing.
  - xiii. Parishes will establish individual curfews.
  - xiv. The regulated community industry will coordinate with local/state/federal representatives to repair or recover national assets (e.g. oil pipelines, etc.).
- c. Organization
- i. Federal Agencies
    - (1) FEMA
    - (2) FAA
    - (3) U.S. Coast Guard
    - (4) U.S. DOT
  - ii. State Agencies
    - (1) LOHSEP
    - (2) State Police
    - (3) DOTD
    - (4) National Guard
    - (5) DEQ



iii. Local Agencies

- (1) City & Parish Emergency Management Officials
- (2) Local law enforcements

**2. Mission**

Provide phased entry procedures to manage the return of residents to areas evacuated after the impact of a major hurricane or other disaster.

**3. Execution**

Concept of Operations—Re-entry will be operated in phases, highlighting the need for First Responders and other recovery personnel to return before the general public.

**i. Phase I—First Response Phase**

This phase will provide for the immediate entry of first responders, damage assessors, and other organizations or personnel to assist with search and rescue, damage assessment, and HAZMAT identification. During this phase the identification and establishment of safe zones will be completed.

- (1) Rapid Needs Assessment of Damage Area to establish safe zones.
  - (a) Responding Agencies (First Responders)—Examples
    - (i) DOTD
    - (ii) EPA
    - (iii) USACE (dewatering, debris assessment and clearance)
    - (iv) USAR
  - (b) Internal Parish Assessment Teams and local Search and Rescue personnel.
- (2) National Critical/Strategic Assets such as LOOP should be assessed/restored beginning in Phase I
- (3) **CHECKLIST** to go from Phase I to Phase II
  - (a) Usable Roads, Waterways, Railways, and Airfields (along with capacity for runways) have been identified.
  - (b) Dry Zones have been identified.
  - (c) Potentially Dangerous Wildlife has been contained.
  - (d) Safe Zones have been established and Hot Zones (both land and water) have been secured.

(e) Search & Rescue will continue into Phase II.

**ii. Phase II—Critical Infrastructure Response**

During the phase critical infrastructure such as public utilities, public safety communications, hospitals, etc will be established. By the end of this phase enough of the critical infrastructure has been restored to support full-scale recovery.

- (1) Crews will clear crucial routes.
- (2) Public Utilities—Sewage, Electricity will begin restoration.
- (3) Public Safety Communications re-established.
- (4) Emergency Personnel—Public Safety begin to return.
- (5) Vector Control implemented to monitor potential public health issues.
- (6) **CHECKLIST** to go from Phase II to Phase III
  - (a) Enough of the critical infrastructure has been restored to support full-scale recovery.
  - (b) Temporary emergency repairs have been made so areas are habitable.
  - (c) Search & Rescue have completed recovering all injured people and fatalities.
  - (d) Vector Control has been implemented (mosquito spraying, etc.) and may be ongoing.

**iii. Phase III—Civilian Support Phase**

During the phase local and state officials will begin coordinating plans to relocate temporary housing and shelter for the return of the general public in Phase IV. Other public support services to provide food, medical care, schools will be re-established.

- (1) Insurance Personnel and Inspection Personnel
- (2) Coordinate with Temporary Housing (established) and mass care (long-term recovery).
- (3) Checklist to go from Phase III to Phase IV
  - (a) Does this community meet civil support requirements?
  - (b) Other crucial recovery personnel in place such as food distribution, medical services, schools, private communications, insurance adjustors, inspection personnel, etc. (coordinate with Temporary Housing to determine a complete list).

- iv. **Phase IV—Citizens/Public Return** (General Re-entry)
    - Once an area/community/parish has re-established services (e.g. resources, housing, schools, power, and food), “verified” residents of that area will be allowed access.
      - (1) Notification Process should facilitate web-based access to which areas of the city/parish/region are acceptable for re-entry.
      - (2) Phase IV ends when local officials (in coordination with Unified Command) decide that all citizens can return.
  - b. **Specific Tasks to Lead—Support and Coordinating Agencies**
    - i. Before landfall checkpoints will be established and secured by State and Local Law Enforcement officials.
    - ii. ID Verification Process
      - (1) State Police, local law enforcement, and the National Guard will manage the verification process.
      - (2) Responders returning during Phase I & II will be required to show agency ID, Driver’s License, and uniforms/logos.
    - iii. State Police will regulate interstates, main state highways, evacuation routes, and re-entry points with support from the National Guard.
    - iv. Local law enforcement will regulate road access within their communities.
    - v. Communications to inform displaced citizens of re-entry notification throughout the region (i.e., neighboring states) should be coordinated through the JIC.
  - c. **Coordinating Instructions**
4. **Logistics and Administration**
- a. **Concept of Support**
    - i. If too many assets are required and the responding agency cannot provide them, the request goes back to the ICS.
    - ii. Facilitate a system to provide proper identification of contractors and displaced residents without IDs.
    - iii. The State of Louisiana will request the Federal Aviation Administration to restrict air space.
    - iv. The U.S. Coast Guard will patrol waterways to prevent unauthorized re-entry.

- v. U.S. DOT will patrol railways to allow only authorized re-entry.
  - b. Special Assistance
  - c. Personnel
5. Lead/Support Relationships and Communications
- a. Lead and Support Relationships  
LOHSEP will coordinate with local governments reentry decisions to be managed by the Louisiana State Police, local law enforcement and the National Guard. The Department of Transportation and Design will provide damage assessment of roadways and bridges.
  - b. Communication Requirements

## **Appendix A: Recommendations**

- a) During a major evacuation LOHSEP will establish a Reentry Action Team with each ESF, State Liaison, and other key players to execute reentry protocols.
- b) Memorandum of Understanding will be signed by each Parish and City EMA Director, Mayor, or other designated official in coastal risk areas of Louisiana to coordinate a unified reentry plan.

Example:

*I, \_\_\_\_\_, representing \_\_\_\_\_ parish/city agree to contact the LA Office of HSEP to coordinate re-entry notification to the citizens of our parish/community will not publicize or begin citizen re-entry without prior coordination with the Re-Entry Team at LOHSEP.*

- c) The State of Louisiana will request that future studies and/or funding projects study re-entry behaviors.

## **8.0 Debris**

---

### **1. Situation:**

- a. General: Hurricane Pam directly impacting 13 parishes resulting in 30 million total cubic yards of debris. Of this total amount of debris, a total of 237,000 total cubic yards are Hazardous Household Waste (HHW) and an unknown amount of Hazardous Toxic Waste (HTW). Over 600,000 residential structures were impacted, of which 77% were totally destroyed. Over 6,000 commercial structures were impacted, of which 67% were totally destroyed. New Orleans metro area is currently under water. Emergency debris

- clearance will begin in the outlying areas and structure demolition will be needed on a large-scale basis. Presidential declaration for Category A and B has been made requesting full funding authority.
- b. Assumptions:
- i. Human remains (HR) are not part of the Debris Mission; however empty coffins will be treated as debris.
  - ii. In the 13 impacted parishes, including the metro New Orleans area, the typical debris will be Construction and Demolition (C&D) at 70%, with vegetative debris at 30%.
  - iii. Direct federal assistance will be requested to supplement long-term local debris removal efforts.
  - iv. Demolition of damaged structures will be required.
  - v. Local resources will be used for initial emergency road clearance.
  - vi. The limited land space, landfill capacity and wet, saturated soil conditions will limit burial as a disposal option.
  - vii. Natural Resources Conservation Services (NRCS) will perform debris removal from non-navigable waterways as resources allow.
  - viii. United States Army Corps of Engineers (USACE) will survey and certify depths and obstructions on navigable waterways.
  - ix. USACE will handle debris removal from navigable waterways; and, if mission assigned, clear non-navigable waterways.
  - x. United States Coast Guard (USCG) will conduct over-flights for Search and Rescue (SAR) and identify major obstructions on navigable waters. USCG will verify and replace navigational aids to reopen navigable waters.
  - xi. All livestock carcasses will be handled by Louisiana Department of Agriculture & Forestry (LDAF) with requested cooperation from United States Department of Agriculture, Animal Plant Health Inspection Service, Veterinary Services (USDA:APHIS:VS).
  - xii. Local agencies will handle the companion animal carcasses.
  - xiii. Unexpected loss of communication towers could limit usage.
- c. Organization
- i. Lead Federal Agency: Federal Emergency Management Agency (FEMA)  
Support Agencies: USACE, Environmental Protection Agency (EPA), USCG, USDA, United States Forest Service (USFS), NRCS, Department of Transportation/Federal Highway Administration (DOT/FHWA), United States Fish and Wildlife Service (USFWS)
  - ii. Lead State Agency: Louisiana Army National Guard (LANG)
  - iii. Support Agencies: Levee boards, Louisiana State University (LSU) School of Engineering, Louisiana State Police (LSP), Louisiana Department of Natural Resources (LDNR), Louisiana Department of Wildlife and Fisheries (LWLF), Louisiana Culture, Recreation, and Tourism (LCRT), LSU Agricultural Center, Louisiana State Fire Marshals Office (LFMO)
  - iv. Lead Local Agency: Parish Homeland Security and Emergency Preparedness.

- v. Support Agencies: Department of Public Works (DPW), Solid Waste Department (SWD), Parks, Building Inspectors, Sheriff's Office
  - vi. Debris Task Force Louisiana Office of Homeland Security and Emergency Preparedness (LOHSEP), Louisiana Department of Environmental Quality (LDEQ), LCRT, Louisiana Department of Health And Hospitals (LDHH), Louisiana Department of Transportation and Development (LDOTD), LDAF, Federal agencies (FEMA, USACE, EPA), and local representatives. The Debris Task Force will be divided into two working groups: Inundated and Non-Inundated.
- 2. Mission:** The LOHSEP will coordinate operations involved to clear, remove and dispose of debris from areas impacted by Hurricane Pam so that Rescue, Response, and Recovery operations can be accomplished in a timely manner, while minimizing public health impacts and delays in economic recovery.
- 3. Execution:**
- a. Concept of Operations. All Federal, State, and Local response agencies shall operate under the Unified Command System (UCS). LOHSEP will activate Debris Task Force that is comprised of appointed members from LOHSEP, LDEQ, LCRT, LDHH, LDOTD, LDAF and Federal agencies (FEMA, USACE Emergency Support Function (ESF)-3, EPA (ESF-10)). The designee of the Adjutant General will co-chair the Debris Task Force with the FEMA Deputy Public Assistance Officer for Debris (DPAOD). The Debris Task Force may be comprised of multiple working groups as appropriate. For Hurricane Pam, there will be working groups for Inundated and Non-Inundated areas. The operation will be divided into phases:
    - Phase I: Clearance (Day 1-5)
      - Phase Ia: Inundated Area: As water recedes in each area
      - Phase Ib: Non-inundated Area: estimates of 5.7 million cubic yards of debris (see Appendix A): 3 days
    - Phase II: Removal/Reduction/Disposal
      - Phase IIa: Inundated Area: when water recedes
      - Phase IIb: Non-inundated Area: as soon as sites are identified
  - i. State and Local resources will perform emergency debris clearance.
  - ii. Federal, State and Local resources will aid in removal, reduction, and disposal.
  - iii. Reduction will be accomplished by recycling, incineration, grinding, and other approved methods.
  - iv. Disposal options for debris include on-site treatment, disposal and/or landfills. Various types of landfills will be utilized including permitted hazardous waste, construction and demolition (C&D) or solid waste. In addition, emergency non-permitted disposal sites may be authorized by LDEQ. On-site treatment of hazardous waste may include use of thermal desorption units. On-site disposal may include the use of Resource

- Conservation and Recovery Act (RCRA) vaults. The collection and disposal of household hazardous waste will be tasked to ESF-10.
- v. Livestock carcasses will be disposed in landfills or other methods developed to protect public health. Companion animals will be disposed by local agencies.
  - vi. Human remains (HR), when discovered, will be flagged and reported to the appropriate authorities, e.g., National Disaster Medical System (NDMS), Disaster Mortuary (D-MORT) and operations will cease in the immediate area.
  - vii. Storm-generated abandoned personal property will be handled in accordance with the local OEP and local policies. In absence of individuals being able to salvage personal property such as boats, cars and motor homes, etc., common storage areas may be used (see paragraph 3.b.x.7).
- b. Specific tasks for lead, support, and coordinating agencies:
- i. LOHSEP
    - 1) Obtain local policies on abandoned property from LOHSEP Hurricane Program Manager, who can call upon the resources of the Southeast, Southwest, and Sheltering Hurricane Task Forces.
    - 2) Request that the Division of Administration (DOA) provide a list of current State transportation resources annually to the LOHSEP operations officer.
    - 3) Ensure proper permits are obtained for disaster-related activities.
    - 4) Request Direct Federal Assistance (DFA), per 44 CFR Part 206.208.
  - ii. FEMA
    - 1) Execute mission assignments.
    - 2) Provide guidance and technical assistance for all debris issues.
    - 3) Provide funding for eligible debris operations.
    - 4) Deploy Tribal Liaison representative.
  - iii. LDEQ
    - 1) Identify all existing landfills.
    - 2) Identify hazardous waste disposal facilities.
    - 3) Provide variances/authorization for debris operations.
  - iv. EPA
    - 1) Collect and dispose of hazardous materials/wastes as mission assigned.
    - 2) Provide thermal desorption units as required to assist with disposal of contaminated debris, including animal carcasses.
    - 3) Be available to advise on all contaminated debris disposal issues.
    - 4) Consult with LDAF on disposal methods and sites for livestock animal carcasses.
    - 5) Conduct packaging and disposal of household hazardous waste through use of EPA contractors, LDEQ, and USACE.
    - 6) ESF-10 will work with ESF-3 in coordinating non-hazardous and hazardous debris.
    - 7) Assist with identification of temporary hazardous waste storage sites.

- 8) Perform baseline assessments for potential debris management sites as mission assigned.
- 9) Perform air and water monitoring as requested.
- v. USACE
  - 1) Deploy planning and response teams as mission assigned
  - 2) Take lead for development of Debris Management Plan in conjunction with State and FEMA.
  - 3) Remove, reduce and dispose of disaster related debris as mission assigned.
  - 4) Salvage of sunken vessels will be accomplished in coordination with Local, State, and Federal agencies.
  - 5) Demolition of structures destroyed by the disaster.
  - 6) Identify and task contractor to prep an area to place thermal desorption units as required.
  - 7) Coordinate with ESF-10 to identify materials that are considered hazardous waste.
  - 8) Clear non-navigable waterways if mission assigned.
  - 9) Supply real estate and environmental specialists to aid in the selection of debris management sites as requested.
  - 10) Aid in resolving National Environmental Policy Act (NEPA) and State Historic Preservation Office (SHPO) compliance issues as requested.
  - 11) Assist in disposal of animal carcasses if tasked.
- vi. LDAF
  - 1) Identify public and non-public properties to utilize for debris management sites.
  - 2) Dispose of livestock carcasses.
  - 3) Be available on request to identify hazardous trees.
- vii. LSU AgCenter
  - 1) Identify public and non-public properties to utilize for debris management sites.
  - 2) Support requests for Geographical Information System.
- viii. LDOTD
  - 1) Provide emergency road clearance in affected parishes.
  - 2) Provide emergency fuel as needed for debris operations.
  - 3) Accomplish bridge and road inspections for damaged facilities.
  - 4) Support personnel request for damage assessment.
  - 5) Provide waivers for vehicles supporting emergency operations entering the state.
- ix. LCRT
  - 1) Work with other agencies to identify historical areas that can be saved.
- x. Local or parish agencies
  - 1) Perform emergency road clearance.
  - 2) Perform disaster-related debris removal, reduction, and disposal and oversight of debris operations. Identify priorities for support agencies.
  - 3) Obtain proper permits related to disaster activities.
    - a) Burn variance (LDEQ).



- b) Burial variance (LDEQ)/(LDAF)
  - c) Letter for best management practice for debris storage (LDAF).
  - d) Finding of No Archaeological Interest (LCRT).
  - e) Variance of covered loads/weight limits Louisiana Department of Public Safety (LDPS)
  - 4) Communicate curbside debris separation issues to the public.
  - 5) Accomplish demolition of structures destroyed by the disaster.
  - 6) Identify public/private lands for Debris Management Sites.
  - 7) Obtain local policies for abandoned property from LOHSEP Hurricane Program Manager, who can call upon the resources of the Southeast, Southwest, and Sheltering Hurricane Task Forces. Recommend consideration of the establishment of a Debris Committee composed of members from the existing Task Forces listed above.
  - 8) Salvage of sunken vessels will be accomplished in coordination with local, state, and federal agencies.
- c. Coordinating Instructions
- i. All Federal, State, and Local response agencies shall operate under the UCS.
  - ii. Federal, State, and Local government/agencies will coordinate debris strategy.
  - iii. Ensure proper permits are obtained for disaster-related activities.
  - iv. ESF-3 will coordinate with ESF-10 to identify materials that are considered hazardous waste.
  - v. USACE contractors will coordinate with USACE/FEMA logistic staff on housing and food. (USACE Debris Contractors will be responsible for arranging housing and food to support their own operations.)

#### 4. Logistics and Administration

- a. Concept of Support: It is recognized that the local emergency personnel as well as the people in the affected parishes will respond to the fullest extent possible and expend all available resources. Agencies within the State and Federal government will provide supplemental aid as necessary for debris clearance, removal and disposal.
- i. Meals/water
    - 1) FEMA/VOAD and other organizations in ESF-6 will supply meals and water for the Debris personnel.
    - 2) Potable water (water buffaloes, canteens, etc.) needs to be available to support field operations.
  - ii. Housing
    - 1) Housing will be in accordance with Billeting and Housing Plans.
    - 2) USACE contractors will coordinate with USACE/FEMA logistic staff for housing and food. (USACE Debris Contractors will be responsible for arranging housing and food to support their own operations.)
  - iii. Transportation
    - 1) Louisiana State agencies including Wildlife and Fisheries, DEQ, DNR, and LSU will provide boats and other water transportation to debris

- sites as watercraft become available after priority use for emergency response and search and rescue.
- 2) All transportation requirements for debris personnel will be the responsibility of each agency.
- iv. Fuel/Oil
  - 1) LDOTD will provide fuel as needed for emergency operations from 1000-gallon stockpile located in State maintenance facilities in each parish.
  - 2) USACE Debris Contractors will be responsible for arranging fuel and oil to support their own operations.
- v. Medical support
  - ESF-8 will supply medical support to the Debris Team.
- vi. Personnel
  - Individual agencies will be responsible for personnel support replacement.
- vii. Safety
  - Safety is the responsibility of every agency.
- viii. Other On-Site Items
  - 1) Port-a-lets need to be at the work sites.
  - 2) Daily unmet needs will be met by each agency.
- b. Special Assistance
  - i. Toll-Free Debris Hotline
  - ii. Louisiana Department of Justice (LDOJ)
    - 1) Right of Entry
    - 2) Hold-harmless agreements
    - 3) Price gouging and other disaster issues
    - 4) Contract review
  - iii. Louisiana Department of Insurance (LDOI)
    - 1) Assist State to reconcile self-insurance issues.
    - 2) Policy and Duplication of benefits.
  - iv. Emergency Management Assistance Compact (EMAC)
    - 1) Staffing to support State operations.
    - 2) Staffing to support the parish operations.
    - 3) Deployable resources
      - a) The Louisiana EMAC representative would request the EMAC Designated Representative to deploy an advanced team (A-Team).
      - b) The A-Team would be either Type I consisting of 2 individuals or Type II consisting of 4 individuals. The A-Team representatives will coordinate deployment of the following resources to support debris operations:
        - 1. Field Monitors
        - 2. Project Officers
        - 3. Contract Review Specialists
        - 4. Operation Officers
  - v. Mutual Aid Agreements: Parishes, Local governments, and private industry

- vi. Technical Assistance from LDNR, LDEQ, LDWLF, United States Department of Interior-Minerals Management Service (USDOI-MMS) For disposal of debris in Federal and State waters, wetlands, and coastal areas.
- c. Personnel
  - i. Groups that will be helping with the disaster:
    - 1) LOHSEP- Deputy Debris Officer-Debris Task Force Coordinator.
      - a) Phase I
        - 1. Inundated Area- Deputy Debris Ops Officer and 10 Project Officers.
        - 2. Un-inundated- Deputy Debris Ops Officer and Project Officers.
      - b) Phase II
        - 1. Inundated Area- Deputy Debris Ops Officer and 30 Project Officers.
        - 2. Un-inundated- Deputy Debris Ops Officer and 30 Project Officers.
    - 2) FEMA Public Assistance (PA): to include Permanent Full Time (PFT), Cadre of On-Call Readiness Employees (CORE), Stafford Act Employees (SAE), and Technical Assistance Contractors (TAC).
      - a) Phase I:
        - 1. Inundated: Clearance: 8- Infrastructure Branch Chief, PA Officer, Deputy PA Officer for Debris, Deputy PA Officer for Operations, Debris Advisor, and Debris Specialists.
        - 2. Un-inundated: Clearance: 15- Debris Advisors, and Debris Specialists.
      - b) Phase II:
        - 1. Inundated: Removing/Reduction/Disposal: 50- Debris Advisors and Debris Specialists, Debris Monitors, PA Coordinators, Project Officers, and Technical Specialists.
        - 2. Un-inundated: Removing/Reduction/Disposal: 350- Debris Advisors and Debris Specialists, Debris Monitors, PA Coordinators, Project Officers, and Technical Specialists.
    - 3) EPA:
      - a) Phase I:
        - 1. Inundated: Clearance: 15- EPA On-Scene Coordinators (OSC), Superfund Technical Assessment Response Team (START), and Emergency Rapid Response Services (ERRS)
        - 2. Un-inundated: Clearance: 3- EPA On-Scene Coordinators (OSC), Superfund Technical Assessment Response Team (START), and Emergency Rapid Response Services (ERRS)
      - b) Phase II:
        - 1. Inundated: Removing/Reduction/Disposal: 500 (includes HAZ-MAT activities)- EPA OSCs, EPA Emergency Response Team (ERT), START, and ERRS
        - 2. Un-inundated: Removing/Reduction/Disposal: 100 (includes HAZ-MAT activities)- EPA OSCs, START, and ERRS.

- 4) USACE:
  - a) Phase I:
    - 1. Inundated: Clearance: 3- Debris Planning and Readiness Team (PRT)
    - 2. Un-inundated: Clearance: 5- Debris PRT
  - b) Phase II:
    - 1. Inundated: Removing/Reduction/Disposal: 200- Emergency Recovery and Response Office (ERRO) and Emergency Field Office (EFO) personnel
    - 2. Un-inundated: Removing/Reduction/Disposal: 90- Quality Assurance (QA)
- 5) USACE Contractors (Self-sufficient):
  - a) Phase I:
    - 1. Inundated: Clearance: 80 (Truck Drivers, Operators, and Support Personnel)
    - 2. Un-inundated: Clearance: 30 (Truck Drivers, Operators, and Support Personnel)
  - b) Phase II:
    - 1. Inundated: Removing/Reduction/Disposal: 4800 (Truck Drivers, Operators, and Support Personnel) \*\*estimate based on 2:1 ratio personnel to trucks
    - 2. Un-inundated: Removing/Reduction/Disposal: 1600 (Truck Drivers, Operators, and Support Personnel) \*estimate based on Hurricane Andrew (Florida) \*\*estimate based on 2:1 ratio personnel to trucks
- 6) LDAF:
  - a) Phase I:
    - 1. Inundated: Clearance: 3- State Veterinarian and Assistant State Veterinarians
    - 2. Un-inundated: Clearance: 3- Assistant State Veterinarians and Cooperative Extension Agents
  - b) Phase II:
    - 1. Inundated: Removing/Reduction/Disposal: 15- Foresters
    - 2. Un-inundated: Removing/Reduction/Disposal: 15- Foresters
- 7) LDEQ:
  - a) Phase I:
    - 1. Inundated: Clearance: 15- Emergency Response and Surveillance staff scientists.
    - 2. Un-inundated: Clearance: 15- Emergency Response and Surveillance staff scientists.
  - b) Phase II:
    - 1. Inundated: Removing/Reduction/Disposal: 15- Emergency Response and Surveillance staff scientists.
    - 2. Un-inundated: Removing/Reduction/Disposal: 15- Emergency Response and Surveillance staff scientists.

**5. Lead/Support Relationships and Communications**

- a. Lead and Support Relationships: All Federal, State and Local response agencies shall operate under the UCS. LOHSEP will coordinate all debris activities with State and Local parishes/agencies for debris activities. FEMA will coordinate with LOHSEP and all Federal agencies requested for debris assistance. The Debris Task force will identify issues/areas of concern and will provide direction and solutions. Attach Org Chart\*\*\*\*
- b. Communication Requirements: Communications during a catastrophic hurricane may well be compromised by weather-related failure. However, LOHSEP and the Louisiana State Police operate a highly sophisticated 800 MHz voice and data communications systems that has been constructed to survive severe hurricane damage and covers a substantial area of Louisiana out to the Gulf of Mexico. Unexpected loss of towers could limit communications. Additional communications support may be available from FEMA's Mobile Emergency Response System units (MERS), FEMA Logistics, USACE could provide Deployable Tactical Operations System (DTOS), Louisiana State Police Mobile Communications Vehicle or from volunteer emergency communications groups such as RACES. Many parishes have VHF High Band repeaters and UHF repeaters or have the capability to communicate with LOHSEP.

Debris field staff will communicate using 2-way radios until conventional services are restored.

Incident Action Plans will be developed daily to communicate objectives, priorities and missions.

**Appendix A**

<b>Parishes</b>	<b>Uninundated parish volume in cubic yards of vegetative and non-vegetative</b>
Avoyelles	228000
Catahoula	73000
Concordia	126000
East Baton Rouge	2300000
East Feliciana	109000
Evangeline	196000
Livingston	497000
Pointe Coupee	141000
Rapides	714000
St. Helena	69000
St. Landry	497000

Parishes	Uninundated parish volume in cubic yards of vegetative and non-vegetative
St. Martin	278000
Washington	262000
West Baton Rouge	115000
West Feliciana	62000
	5667000

TIMELINE

See Attachment.

## 9.0 Schools

---

### 1. SITUATION.

- a. General. *(Describe the general situation that exists at the time the plan is being written. For example, if this is a supplemental sheltering plan describe the numbers of being needing shelter and where. You could also make reference to what sheltering already exists and refer the reader to an attached map.)*

Hurricane Pam made landfall in SE Louisiana as a slow moving Category 3 hurricane. It's arrival resulted in heavy structural damage due to high winds, a significant storm surge which overtopped levees, and riverine flooding as a result of heavy rainfall throughout SE Louisiana. A lot of damage was done to schools in many of the parishes most affected by the hurricane. In many cases the damage is severe enough that it will take an extended period of time to repair or even rebuild the schools.

Parish	Number of Schools	% Schools with <50% damage	Number of children displaced from schools long-term	Est. Value of Total Damage
Ascension	35	74	12705	\$91,950,348
Assumption	19	11	547	\$9,123,900
Jefferson	228	90	78038	\$822,146,112
Lafourche	48	40	7441	\$105,944,952
Orleans	502	95	95018	\$1,805,780,746
Plaquemines	15	93	5725	\$54,415,980
St. Bernard	35	94	12210	\$126,206,640
St. Charles	33	91	10423	\$109,207,062
St. James	16	44	2166	\$39,912,981
St. John the Baptist	23	91	9236	\$77,029,557
St. Tammany	82	39	16179	\$192,832,877
Tangipahoa	75	5	1118	\$45,215,920
Terrebonne	61	7	1515	\$46,454,795
<b>Totals</b>	<b>1,172</b>	<b>n/a</b>	<b>252321</b>	<b>\$3,526,221,870</b>

b. Assumptions.

- i. Families in many parishes will be displaced from their homes for an extended period of time due to home damage, even after floodwaters subside. These families will be living in shelters, temporary housing, or alternate housing in areas outside their home parish for an extended period of time.
- ii. School records for children in affected parishes will be permanently lost as a result of Hurricane Pam in some cases. For others, a backup of those records exists, but access to them will take an extended period of time.
- iii. The combination of riverine flooding due to heavy rainfall and storm surge from the hurricane resulted in flooding of many roads, limiting access to schools for assessment and repair in many areas until floodwaters subside.
- iv. Much of Orleans and Jefferson Parishes and parts of St. Bernard Parish will only be accessible by water until levees are breached once floodwaters have receded to normal levels.
- v. Large quantities of hazardous waste, both industrial and household, have been released as a result of hurricane wind and flooding, resulting in potential contamination of land surrounding schools, as well as potential contamination of structures and contents contacting flood waters.

**Additional Assumptions Added by School Focus Group**

**Since students and faculty are dispersed, an evaluation must be conducted to match student location and human and material resources in a safe location.**

**Education services will be provided by Local Education Agencies (LEAs).**

**Existing schools in host parishes may not be able to handle the influx of displaced students (both public and non-public), and would therefore need additional resources.**

**Temporary sheltering, temporary housing patterns will impact the schooling needs and should be looked at together.**

**Laws and rules that may impact educational services may be suspended temporarily or revised as a result of the disaster:**

**Teacher certification**

**Attendance**

**Testing**

**School accountability**

**Federal and state funding**

**Purchasing processes**

**Court order desegregation consent decrees**

**Data collection/records**

**Crisis counseling will be needed statewide to help children deal with the disaster.**

**Some school systems may exist in name only.**

**Media, phone banks, and web sites may be used to disperse information to the public regarding recovery of the educational system. This is to include coordination between various agencies i.e. Local Education Agencies (LEAs), local Emergency Management Agencies (EMAs), Louisiana Department of Education (LDE), Louisiana Office of Homeland Security and Emergency Preparedness (LOHSEP), and the Federal Emergency Management Agency (FEMA).**

**The money to execute this plan will be available.**

- c. Organization. (Identify the lead and all supporting agencies. Make sure you include all agencies involved in this activity [local, state and federal]. If there is a need for an organization diagram to show command & control, staff or coordination relationships, refer the reader to the applicable annex.)*

Federal – Department of Education (Lead), Department of Agriculture  
Department of Commerce, Department of Defense, Department of  
Health and Human Services, Department of Homeland Security,  
Department of Housing and Urban Development, Department of the  
Interior, Department of Labor, Department of Veterans Affairs,  
Environmental Protection Agency, Tennessee Valley Authority,  
General Services Administration



State of Louisiana – Department of Education (Lead), Board of Regents, Department of Administration, La. State Police, American Red Cross, LHLS&EP, Dept. of Health and Hospitals, Dept. of Social Services

Parish – Public LEA (Lead), Catholic Diocese, OEP, nonpublic LEA

Volunteer—American Red Cross (ARC), Louisiana Volunteer Organization Active in Disasters (LAVOAD)

2. **MISSION.** Restore delivery of educational services to children whose schooling was disrupted following landfall of Hurricane Pam in SE Louisiana.

3. **EXECUTION.**

- a. **Concept of the Operations.** *(The subparagraph states the overall course of action intended. In general terms, how the overall mission is to be accomplished, major agencies (local, state and federal) involved, phases of the plan if there are any, and the cooperation necessary to make this happen. The concept can be phased with respect to days, amounts of resources etc.)*

The restoration of educational services for the displaced population will occur in four phases: Pre-Disaster; Initial Assessment; Response and Stabilization; Long Term Recovery

Phase I Pre-Disaster

- All LEAs must have a disaster recovery plan, which includes a line of authority.
- A critical educational records maintenance procedure must be established by the LEAs, in coordination with the La Dept. of Education.
- Require all LEAs to establish a procedure for securing and retrieving appropriate educational records as a part of a disaster recovery plan.
- LEAs must initiate a communication plan that includes future contact information for key personnel.

- La Dept. of Education, the Board of Regents, and LEAs will assess as much as possible the areas that could be used as educational facilities.

#### Phase II Initial Assessment

- Activate the Louisiana Educational Emergency Operation Center (LEEOC)
  - The La Dept. of Education and Bd. of Regents will establish the LEEOC to coordinate the re-establishment of educational services for the displaced population. [Potential sites: Baton Rouge, Shreveport, Monroe]
- Initial damage information will be gathered through normal processes from parish EOC to LOHSEP EOC to LEEOC. Additional information will be requested as needed from LEAs.
- Contacting staff
  - LEA
  - School district administrations
  - Principal, staff, teachers
  - Mechanism to contact all staff (may use 1-877-453-2721 hotline; media; internet...)

#### Phase III Response and Stabilization

- LEEOC will coordinate with sheltering, temporary housing, and local school districts to determine the number of students needing educational services
- LEAs in conjunction with LEEOC will identify areas that can be used to provide services
  - Where possible, use existing schools
  - Supplement existing school buildings
  - Explore using existing facilities: private schools, churches, and other post-secondary educational institutions
  - Building temporary schools in conjunction with temporary housing
- LEAs in conjunction with LEEOC will identify schools that can be open within 30 days or less (20 school days), evaluate their needs, and develop and implement a plan to establish and deliver educational services.
- LEAs in conjunction with LEEOC will identify the schools that will take more than 30 days and up to the end of the school year to

re-open, evaluate their needs, and develop and implement a plan to establish and deliver educational services.

- LEAs will provide educational services.

#### Phase IV Long Term Recovery

- Re-establishing the educational services as repopulation occurs in the devastated areas where recovery will extend beyond one year
  - Reconstitute the LEA
  - Construct and staff schools
  
- b. Specific tasks to lead, support and coordinating agencies. *(Separate subparagraphs for each agency. Task assignments need to identify responsibilities and requirements for the lead and support agencies. This paragraph should identify all support between agencies that need to occur for any particular task.)*

#### La Dept of Education

- With the board of regents will run the LEEOC
- Coordinate the analysis of the initial assessment provided by the LEA to the parish EOC and the through the state EOC.
- Coordinate the allocation of resources, to include certified educational personnel, instructional materials, textbooks, and buildings.
- Food services and transportation

#### Board of Regents

- Will provide the facilities for the LEEOC
- Will coordinate communications with FEMA
- Resource for locating educational facilities that could be used as temporary schools.

#### LEAs

- Complete all pre-disaster procedures.
- Report initial damage assessment and needs assessment to their local emergency management agency
- Coordinate with sheltering personnel and the LEAs homeless liaisons to determine the educational needs of the children.

- Provide the educational services.

Parish Emergency Management Agencies

- Validate the initial damage and needs assessment.
- Respond to the needs that they can meet, and elevate unmet needs to the state.

Louisiana Office of Homeland Security and Emergency Preparedness

- Validate the initial damage and needs assessments received from local Emergency Management Agencies.
- Respond to the needs that they can meet, and elevate unmet needs to FEMA.
- Coordinate with the LEEOC for unmet educational service needs that have been requested by the local EMA.

FEMA

- Receive requests from the state and upon validation, utilize the ESF structure to respond to unmet needs.

- c. Coordinating Instructions. *(List instructions that apply to two or more of the supporting elements and that are necessary for any continued or follow on support. E.g. deadlines, reports, etc.)*

La Department of Education

- Coordinate with the Board of Elementary and Secondary Education to advise the governor and legislature on what laws, rules, and regulations may need to be suspended and/or modified.
- Coordinate requests received at the LEEOC once received by the educational representative at the LOHSEP (see diagram)
- Coordinate with LEAs to provide educational records

Board of Regents

- Coordinate with the La Department of Education to establish and activate the LEEOC

Local Education Agencies

- Coordinate with the LEEOC once requests have gone through normal processes
- Coordinate with the LEEOC and other LEAs to provide necessary records

Local Emergency Management Agencies

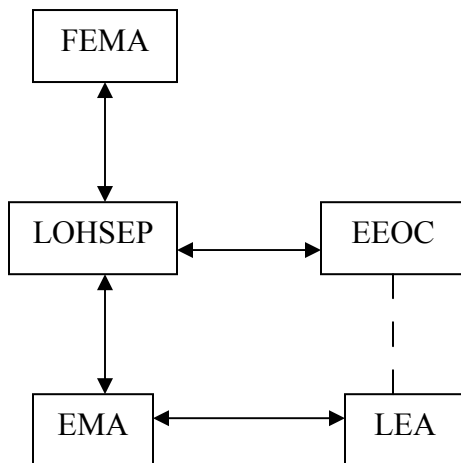
- Coordinate with the LOHSEP EOC regarding the status of the requests previously forwarded
- Coordinate with the local education agencies on the status of above requests

LOHSEP

- Coordinate with the LEEOC on the status of above requests
- Coordinate with the local emergency management agencies on the status of above requests
- Coordinate with FEMA on the status of above requests

FEMA

- Coordinate with the state on the status of above requests
- Coordinate with the ESFs on the status of above requests



#### 4. LOGISTICS AND ADMINISTRATION.

- a. Concept of Support. *(Detail here or in an appendix the concept of support. State the agency and contractor support required. Again the details can be shown in an appendix.)*
  - La Board of Regents will provide a facility to serve as the Louisiana Educational Emergency Operation Center.
  - Local Education Agency (LEA) will provide the LEEOC with their shortfalls, which will assist in filling those needs with state and federal support (for example: teachers, books, facilities, support staff, food services, fuel, transportation, etc.).
  - The media will be used to disseminate information regarding the establishment and delivery of educational services
  - ESF 2 (Communications) will provide support in the priority and restoration of communication services. For example, call centers can be developed or expanded.
  
- b. Special Assistance. *(Any special medical support or equipment support that your agency does not have.)*
  - Medical
    - Immunization
    - Additional school nurses
    - School-based health clinics for routine medical care
    - Grief and trauma training for staff
  
  - Students with Disabilities
    - Individual Disabilities Education Act and Americans with Disabilities Act compliancy
    - Wheelchairs, medical beds, special transportation, trained paraprofessionals, auditory and vision assistance, and assistive learning devices
    - English Language Acquisition certified staff
  
  - Equipment and Supplies
    - Specialty books (for example: auditory transcribing books, Braille, large print)
  
- c. Personnel. *(How many people will it take to accomplish the mission and from where.)*
  - 13,000 – 15,000 educational personnel based on 20 students per teacher, and this includes certified support staff (estimates based on information generated based on Hurricane Pam).

- Teachers would come from displaced teachers, former teachers, retired teachers, emergency certified teachers, pre-service teachers, and other displaced college graduates who can obtain temporary certification.
- Non-certified support staff would come from displaced paraprofessionals, displaced support staff, members of the general population.
- Restrictions: Many existing rules and regulations may be waived, but it is not the intention of this plan to waive criminal background checks or drug tests for school staff.
- The LEEOC will be staffed by the La Dept of Education and the Board of Regents, allowing consideration for a 24-hour operation.

## 5. LEAD/SUPPORT RELATIONSHIPS AND COMMUNICATIONS.

- a. Lead and Support Relationships. *(In paragraph form, state the organizational structure that includes who is in charge of what. Also include any changes of relationships by phase. If a picture is needed attach an organization chart as an appendix.)*

Local Education Agencies are the lead agencies for the delivery of educational services to children Pre-K through 12<sup>th</sup> grade who were displaced due to the disaster. Supporting agencies may include but are not limited to: local EMAs, La Dept. of Education, Board of Regents, LOHSEP, and FEMA.

- LEAs directly impacted:
  - Execute disaster and recovery plan
  - Collect and secure records
  - Reestablish school leadership and safe location
  - Assess the initial damage
  - Report damage assessment to the EMA
  - Continue to assess and maintain communications
  - Upon request, provide student records to requesting LEA
- LEAs indirectly impacted, once notified by the LEEOC of potential student impact:
  - Assess available student capacity
  - Assess available resources and instructional materials
  - Assess transportation
  - Assess staff and funding resources
  - Prepare for increase in student enrollment
  - Notify shelters and temporary housing of enrollment procedures
  - Enroll additional students
  - Request student records through the LEEOC

- Evaluate capability based on current situation and determine the course of action for the delivery of educational services
- Identify shortfalls to local EOC
- Ongoing execution between LEAs and LEEOC
- Deliver educational services

The La Dept of Education will serve as the lead agency in providing coordinated support services to LEAs. Supporting agencies may include but are not limited to: local EMAs, LEAs, Board of Regents, LOHSEP, FEMA, and the U.S. Dept of Education.

The Board of Regents will serve as the lead agency in providing the facilities needed for the LEEOC. Supporting agencies may include but are not limited to: local EMAs, LEAs, La Dept of Education, LOHSEP, FEMA, and the La Division of Administration.

Local EMAs will serve as the lead agency in filling local needs and coordinating requests for needs that could not be provided at the local level. Supporting agencies may include but are not limited to: local LEAs, La Dept of Education, the Board of Regents, LOHSEP, and FEMA.

LOHSEP will serve as the lead agency in filling state and unmet local needs and for coordinating requests for needs that could not be provided at the state level. Supporting agencies may include but are not limited to: local EMAs, local LEAs, La Dept of Education, the Board of Regents, and FEMA.

FEMA will serve as the lead agency in filling state requested unmet needs. Supporting agencies may include but are not limited to: all federal agencies through the ESF structure.

- b. *Communications Requirements. (State the scope and type of communication requirements associated with the activity. For example, if trucks are moving, who, when, what and how do the drivers report to track the movement. Are there communication and reporting requirements between lead and support agencies?)*

The LEEOC will serve as the focal point of communication. The following tools will be the main means of communication in the areas indicated:

- Computers via the World Wide Web will be the primary means of communication for data and official requests.



- Telephones (both landline and wireless) will be the primary means of voice communication.
- The LEEOC hotline will be the primary means of receiving and collecting information from the educational certified staff.
- Backup means for data and official requests will be by fax.
- Backup means for voice communication will be amateur radio operators.
- The U.S. Postal Service will be the refuge of last resort.
- The media will be used to disseminate information from the LEEOC on the location and recruitment of educational staff and to provide general information to the public.
- Louisiana Public Information Officers will be used to coordinate and disseminate information in conjunction with the Joint Information Center (JIC).
- The Louisiana Public Broadcast System (open broadcast, closed-circuit) will be used to disseminate information.
- Shelters and temporary housing will be used as points to disseminate information, particularly when to register and identification of educational staff.

## **10.0 Search and Rescue**

---

### **1. SITUATION.**

#### **a. General.**

Hurricane Pam made landfall in SE Louisiana as a slow moving Category 3 hurricane. Its arrival resulted in heavy structural damage due to high winds, a significant storm surge which overtopped levees, and riverine flooding as a result of heavy rainfall throughout SE Louisiana. A substantial portion of the public did not successfully evacuate from the disaster area prior to the onset of tropical storm force winds. As a result, many residents are trapped in or on top of water bound and/or collapsed structures. Access to these people for rescue will vary depending on the nature of the structure and where it is located. An initial assessment of the number of rescue missions required, by type, is provided below.

Parish Name	Boating Based	Helo Aquatic Based	Land Based, Collapsed Building	Swift Water Rescues
Ascension	300	20	25,021	2
Assumption	60	3	100	0
Jefferson	8,500	350	35,588	0
Lafourche	300	20	10,000	0
Orleans	10,000	800	1400	0
Plaquemines	500	15	4,650	0
St. Bernard	870	20	15,600	0
St. Charles	250	25	16,700	0
St. James	30	5	6,000	0
St. John the Baptist	200	12	14,800	0
St. Tammany	250	25	73,000	40
Tangipahoa	250	12	26,700	60
Terrebonne	40	4	4,428	0
<b>Total (All Parishes)</b>	<b>21,550</b>	<b>1,311</b>	<b>233,986</b>	<b>102</b>

b. Assumptions.

1. Parish resources in the most severely impacted areas will not be available for several weeks or even months, as they were not removed from the area prior to the storm
2. The combination of riverine flooding due to heavy rainfall and storm surge from the hurricane resulted in flooding of many roads, limiting access into many areas by road until flood waters subside.
3. Certain large tracts of land enclosed by levee systems have been flooded due to storm surge overtopping levee walls beyond the capacity of pumping systems. Most if not all pumping systems have been rendered inoperable by the flooding. These areas will only be accessible by water or air until levees are breached once flood waters have receded to normal levels.
4. Large quantities of hazardous waste, both industrial and household, have been released as a result of hurricane wind and flooding, resulting in some level of airborne and waterborne contamination present in varying degrees throughout the affected area.
5. All resources and supplies as described below are for SAR Operations personnel only.

c. Organization.

Federal (ESF#9) – USCG – (Lead), Department of Homeland Security, USCG, Department of Agriculture (Forest Service), Department of Defense Department of Health and Human Services,

Department of Justice Department of Labor, Agency for International Development, Office of Foreign Disaster Assistance, National Aeronautics and Space Administration  
State of Louisiana – Wildlife and Fisheries (Lead), La. State Police, La. National Guard, LHLS&EP, DOTD, Civil Air Patrol, Agriculture Parish – Parish Resources Vary, Sheriff’s Office and Fire Share Lead, Transportation, Port Authority, OEP

2. **MISSION.** After initial assessment, timely execution of Search and Rescue operations in order to minimize loss of life to persons unable to reach safe shelter outside of the affected area prior to landfall of Hurricane Pam.

3. **EXECUTION.**

a. Concept of the Operations.

The commitment of State, Federal, and local resources under a unified command structure utilizing National Incident Management System (NIMS) in a unified effort to rescue the highest number of human victims in the shortest length of time. Search and Rescue (SAR) shall include all air, ground, and waterborne search for lost or missing persons and the rescue of endangered, sick, or injured persons. The lead State agency is the Department of Wildlife and Fisheries. The lead Federal agency is the U.S. Coast Guard. The local emergency preparedness director coordinates requests for assistance with LOHSEP Operations Personnel for mission response.

It is established that SAR resources of all types (including Urban Search and Rescue (USAR), helicopter-aquatic, swift-water) will be needed in response to Hurricane PAM. The Unified Command will be immediately notified. FEMA, EMAC, and the SAR Command will establish resources necessary to effectively and efficiently deploy and support their mission.

SAR Operations will utilize time-phasing concepts in deploying teams and resources into all affected areas based on situational requirements. Levees are established launching points for SAR operations for Hurricane Pam.

Phase I: Pre-Landfall

- All Local SAR Operations are self-reliant
- Identify all available internal and external resources for SAR Operations (All levels)
- Maintain situational awareness (All levels)
- Stage initial SAR response resources where applicable (All levels)
- Develop an Action Plan that is specific to the Hurricane Pam.

- Evaluate Resource Capabilities
  - o Identify shortfalls and request additional resources

Phase II: Landfall

- Shelter in Place
- Continue to Maintain situational awareness
- Continue to Evaluate Resource Capabilities
  - o Identify shortfalls and request additional resources

Phase III: Post-Landfall

- Assessment and reevaluate search area
  - o High-resolution overflight
  - o Initial water-based assessment
- Planning to deploy resources
  - o Evaluate Search Area
    - Identify Bases of Operations
      - Initially, 4 Bases of Operations are established
      - Bases of Operations will be mobile/dynamic
    - Sectors are defined by search area
  - o Decision to deploy resources to specific areas
- Continuously evaluate safety of rescue area (for SAR ops personnel)
- Inbound rescue platforms attempt to deliver supplies to non-emergent victims
- Identification and Deployment of resources and volunteers
- Continue to evaluate resource capabilities
  - o Identify shortfalls and request additional resources
- Coordination and Evacuation of Rescued Persons
  - o Follow Chain of Custody of rescuees as determined by Unified Command

Phase IV: Transition from Rescue to Recovery shall be approved by OEP when all rescue sectors have been cleared of apparent survivors.

- b. Specific tasks to lead, support and coordinating agencies.
  1. The appropriate representative for each Parish shall be responsible for coordinating local resources to accomplish SAR Operations.
  2. Given the severity of Hurricane Pam, a State of Emergency has been declared, and all local resources for SAR have been exhausted.
  3. **The lead agencies, Wildlife and Fisheries (State) and USCG (Federal), prepare for and respond to people in need of rescue.**
  4. The specific tasks are as follows:

- a. Respond, Identify shortfalls, and plan to fill those shortfalls (Both W&F and USCG)
- b. Identify and establish geographical locations of control (Bases of Operations) and populate those sectors with personnel and supplies to rescue stranded persons.
- c. At the end of each day, measure activities, plan and reprioritize for the following day.

**Support Agencies:**

**Support agencies will supply resources for the rescue effort.**

- State Agencies:
  - State Police
  - National Guard
  - CAP
  - DEQ
  - Department of Agriculture and Forestry
  - Department of Corrections
  - Dept. of Culture, Recreation, & Tourism
  - DoTD
  - EMAC
  - Volunteer Agencies
  - Contractors/Private Resources
- Federal Agencies:
  - DHS and its related agencies (i.e., FEMA, CBP, ICE)
  - USDA
  - Department of Health
  - Department of Labor
  - DOT
  - Agency for International Development
  - EPA
  - GSA
  - DOE
  - Bureau of Indian Affairs

**Coordinating agencies:**

**Coordinating agencies assist the lead agency with command and control of overall operation and assist the support agencies with the distribution of scarce resources.**

- Coordinating State Agency: LOHSEP
  - Louisiana Department of Health
  - Louisiana Department of Human Services
- Coordinating Federal Agency: FEMA
  - ESF-8 (Medical)
  - ESF-6 (Mass Care)

- c. Coordinating Instructions.  
Coordination of instructions and reports will be accomplished utilizing NIMS/ICS as approved by the Unified Command. Strategy for implementing the action plan and specific missions by supporting agencies will be communicated and coordinated as specified in the Incident Action Plan.

In order to meet continued operational requirements, status reports shall be submitted to the Unified Command at the end of each operational period as specified in the Incident Action Plan.

The attached map from the Office of State Police *may* serve as a baseline for the geographic divisions of the Bases of Operations. Individual Parishes or segments of Parishes *may* be used to delineate actual bases of operations according to need.



Appendix E. (FORMAT FOR ALL FUNCTIONAL PLANS)

4. LOGISTICS AND ADMINISTRATION.

- a. Concept of Support.

When the need for SAR operations exceeds local capabilities, the affected Parishes must identify the need for support. State and Federal SAR operations personnel will respond to Parishes without a request if initial assessment indicates that the Parish is severely damaged and is not capable of requesting assistance. The relief shall be obtained through mutual aid from unaffected Parishes, State and Federal assistance. Resources, such as personnel, assets, fuel, food, water, and spare operational equipment will be coordinated through the Unified Command. Support identified shall be for the use of response personnel and initial care of victims. Bases of Operations shall be determined by situational environment and established in specific geographic sectors. Identified needs for the Bases of Operations in each sector are described in Appendix A (Specific Resource Needs for SAR Operations).

- b. Special Assistance.
  - i. Medical Support Required
    - 1. Primary medical assistance is required at each Base of Operations.
    - 2. The first responders will provide limited first aid, which will require resupply at the bases of operations.
    - 3. Rotary wing assets with medical assistance will be required to support SAR operations.
  - ii. Shelter/Transportation Coordination for Victims
    - 1. ESF-6 will provide a shelter coordinator for rescued victims.
    - 2. ESF-1 will provide transportation of rescued victims.
  - iii. Tactical Air Traffic Control – provided by ESF-1, Louisiana National Guard, DoD
- c. Personnel.
  - i. See Appendix A (Specific Resource Needs for SAR Operations Spreadsheet).

## 5. LEAD/SUPPORT RELATIONSHIPS AND COMMUNICATIONS.

- a. Lead and Support Relationships. *(In paragraph form, state the organizational structure that includes who is in charge of what. Also include any changes of relationships by phase. If a picture is needed attach an organization chart as an appendix.)*
  - i. Command, Coordination, and Control is established according to the State of Louisiana EOP and will be implemented as shown in Appendix B. The USCG is the Lead Federal Agency
- b. Communications Requirements.

- i. SAR water-based operations communications will be conducted via VHF – FM (Marine). Channels will be assigned based on geographical divisions of SAR Operations. Command and Control between geographical divisions will be accomplished utilizing satellite (iridium) and 800 MHz systems if available.
- ii. For SAR air-based operations, mobile command vehicles should have VHF – AM (118 – 136) and UHF – AM (225 – 400) for communications with civilian and military rescue aircraft.
- iii. Portable radar and air traffic control will be provided by DoD, Louisiana National Guard, and other such federal agencies.

## **11.0 Shelters**

### **1. SITUATION**

#### **a. General**

Hurricane Pam made landfall in SE Louisiana as a slow moving Category 3 hurricane. Hurricane Pam’s arrival resulted in heavy structural damage due to high winds, a significant storm surge which overtopped levees, and riverine flooding as a result of heavy rainfall throughout SE Louisiana. 57,896 people sought shelter in public shelters prior to landfall. The number of evacuees who sought public shelter outside the affected area prior to landfall is summarized by sector below:

<b>Shelter Sector</b>	<b>Capacity</b>	<b>Pre-Landfall Load</b>
A	35,877	30,000
B	43,412	2,298
C	46,093	11,598
Mississippi		14,000
Total		57,896

Additional people who did not initially evacuate but survived the storm will be seeking public shelter because their homes have been destroyed or will require extensive repair to be made livable. Some number of persons rescued from water-bound areas will require shelter. Residents who evacuated to Mississippi will seek to return to shelters in Louisiana at some point. Some number of residents who evacuated prior to landfall, but whose homes have been destroyed or will require extensive repair will seek public shelter at some point for a period of time. For the purposes of this plan the total number of people requiring shelter post landfall is estimated at 500,000.



- 1) Evacuation is done
- 2) Shelter Task Force Plan is activated and working
- 3) Purpose of emergency shelter is to get people away from the impact of disaster.
- 4) Many shelter locations are in schools. In order to reopen schools for their normal student populations, as well as to accommodate schooling for children displaced by Hurricane Pam, there will be pressure to move shelters to other locations quickly.
- 5) Special populations shelter operations will be conducted in accordance with the Louisiana Hurricane Shelter Operations Plan, Annex X, “Special Needs Plan”. The plan is adequate to address this scenario.

b. Assumptions

1. Governor’s Order will be required to ensure all parish and state resources are made available to meet emergency needs of people for 12 months minimum.
2. In order to shelter 500,000 people, feed 1 million meals, plus distribution of life sustaining supplies, we will need 40,000 people.
3. To reach the 500,000 post-landfall, this will be people that were pre-landfall sheltered in hotels, families, etc. Some parishes within Sector D opened shelters during the pre-landfall phase. Some of these, although unrecognized and unsupported pre-landfall by the American Red Cross, were not considered “refuges of last resort.”
4. Many shelter locations are in schools. In order to reopen schools for their normal student populations, as well as to accommodate schooling for children displaced by Hurricane Pam, there will be pressure to move shelters to other locations quickly.
5. Many families seeking shelter will not have ensured they brought needed OTC and prescription medicines with them.
6. Many families will come to shelters with household pets.
7. Will take 2 weeks to identify all potentially available additional shelters, to include small shelters of only a few people.
8. Will take 10-14 days to have enough shelter spaces to house ½ million people.

9. These facilities will be opened up in a minimum of 3-5 states (not all in La.)
10. Both State and Federal resources will be needed immediately after post landfall hazards.
11. Schools will be available for sheltering for at least 14 days.
12. Parts of the schools will be open for sheltering for a prolonged period ie; stadiums, gymnasiums.
13. Planning and operation of sheltering and temporary housing must be linked.
14. Some infrastructure will be required to support shelter functions ie; vector control, public health, feeding, sanitation, government, economic functions.
15. Will need to be impact area sheltering for workers, clean up, for new infrastructure.
16. A separate plan is needed to address illegal immigrants that won't come to government run facilities.
  
17. The primary means of pre-landfall hurricane evacuation will be personal vehicles. However, school and municipal buses and, where available, specialized vehicles will be used to transport those hurricane evacuees who do not have transportation. Many evacuees will be pulling trailers, such as boats and recreational vehicles. Significant long-term parking space will be required to accommodate both types of transportation.
  
18. Most pre-landfall shelterees (15 ft<sup>2</sup>) will have their own transportation available for relocation to facilities with 40 ft<sup>2</sup> available.
  
19. The transportation that brought pre-landfall shelterees to shelter will have remained at the facility and will be used to transport these people to facilities with 40 ft<sup>2</sup>.
20. The normal operation of public agencies and private businesses in the Host Area Parishes will continue during a hurricane evacuation. However, there will be a curtailment of activities as required.
  
21. Once the re-entry is allowed, because traffic flow will be restricted more than normal, some people attempting to return to their homes will seek shelter for a brief period of time as a result of being stuck in traffic.
  
22. All Parish Offices of Homeland Security-Emergency Preparedness in the Louisiana Shelter Task Force are being assigned long-term sheltering operations and LOHLS-EP will

be in communication, coordinating actions with each other in all phases of the disaster or emergency

23. Civic, religious, and volunteer organizations that normally respond to emergency situations will cooperate with LOHSEP in preparing for and conducting hurricane long-term shelter operations
24. At some point after landfall available sheltering capacity will be met or exceeded.
25. The number of people in mass care shelter will not remain static. Within the first three to four days the number is expected to double or triple
26. Some pre-landfall shelters have 5-day supply – best-case scenario
27. Shelters will be opened before landfall.
28. A large number of people will need medical attention and crisis counseling. Some of these needs will be beyond our capacity to meet.
29. Some places will be completely uninhabitable. Some places will need significant repair.
30. Some of the people who went to the shelter of last resort, when they are moved to shelters; you may have to deal with decontamination.
31. Some shelters of last resort will need occupants moved and these people will have greater personal needs than earlier evacuees. A large number of these will go to shelters.
32. Some shelters of last resort may be turned into long-term shelters.
33. In the event of a catastrophic event, national threat level is not raised.
34. Most individuals sheltered pre-landfall in facilities with less than 40sq. ft. per person will have access to transportation (either their own or the busses that carried them from the affected areas) to move to shelters that allow 40 sq. ft. per person.

35. The drivers of evacuated vehicles, such as busses and trucks, are with their vehicles and able to drive them.
36. Any shelters in the risk area will need to have and maintain access to some means of communication (at minimum, two functional portable radios with accessories) within 24-hours of activation.

c. Organization

Federal

American Red Cross (Lead)  
Department of Agriculture  
Department of Defense  
Department of Health and Human Services  
Department of Homeland Security  
Department of Housing and Urban Development  
Department of Veterans Affairs  
General Services Administration  
U.S. Postal Service

State of Louisiana

Dept. of Social Services (Lead)  
Louisiana Hurricane Shelter Task Force  
Dept. of Health and Human Services  
LHLS&EP  
La. State Police  
DOTD  
LAVOAD  
American Red Cross  
Office of Indian Affairs

State of Mississippi

American Red Cross  
DHS

State of Texas

Salvation Army

State of Arkansas

Arkansas Department of Emergency Management

Parish

OEP  
Sheriff

Public Works  
School Boards  
Fire Marshall

VOAD

2. **MISSION.** Provide shelter to members of the public forced from their homes by Hurricane Pam until they are able to return to their homes, find alternate housing, or can be provided with temporary housing arrangements.

3. **EXECUTION**

a. Concept of the Operations

i. General

1. Develop a method to identify, segregate, and decontaminate potentially contaminated shelterees
2. Develop a method to conduct sampling at shelter sites
3. Shelterees rescued from the affected area will pass first through one of three temporary medical operations staging areas. They will be grouped by area of origin before being transported to shelters, in order to facilitate return assistance once they can return home.
4. Emergency shelter should not be reconstituted in impact areas until temporary housing is established.
5. Temporary housing should be reconstituted in or near the impact area(s) as soon as possible.
6. Resources, and support will be from LOHLS-EP through the guidelines in the EOP.
7. All shelter-related public service messages will be communicated by LOHSEP through the Emergency Alert System. Parish OEPs can use the Emergency Alert System in accordance with existing procedures.
8. Some shelters will be closed and others opened as the situation warrants. Some facilities in inundated areas will be closed and the population relocated in safer area. And Some will be closed as people are shifted closer to their homes.
9. Pre-landfall, shelters will be operated with 15 square feet allocated to each sheltered person. However, this space allocation cannot be maintained for more than a few days without medical and social consequences to the general public. Therefore, post-landfall requirements for space will increase to 40 square feet per person. All persons sheltered after landfall will be assigned 40 square feet.

10. Temporary workers will be housed through temporary housing/billeting NOT shelters
- ii. The operation will be conducted in four phases:
  1. Phase I: Prior to T-66: Pre-disaster planning. State identifies shelter locations including location, capacity, and sector. (See Louisiana Shelter Operations Plan)
  2. Phase II: T-66 to T-60: Notification and alert phase. All Emergency Operations Centers, emergency response and support personnel, and LA Shelter Task Force are on alert status.
  3. Phase III: T-60 to End of Post-Landfall hazards. Initial evacuation.
    - a. T-60:
      - i. Sector A, B, and C shelters go into 24 hour operations as per the LA Shelter Operations Plan.
      - ii. Mandatory and precautionary evacuation begins in some parishes. Evacuees are directed to Information Points in Sector A. Special needs evacuees will be directed to regional special needs shelters as per the LA Shelter Plan.
      - iii. Federal Regional Operations Center coordinates with the State EOC and the Hurricane Liaison Team.
    4. LA Office of Homeland Security notifies Office of Homeland Security in Texas, Arkansas, Tennessee, Mississippi, Alabama, Georgia and Florida
    5. When Sector A is 80% full, evacuees will be directed to Information Points in Sector B.
    6. When Sector A, B and C are 80% full, evacuees will be directed to Texas, Arkansas and Mississippi by emergency alert system.
    7. Phase III ends with all evacuees in shelters in LA or bordering states and the National weather Service lifts post land fall hazards. (Approximately T+24)
  - iii. Phase IV. Transition to Long Term Shelter. (T+1 day to T+90 days)
    1. T+1 day to T+10 days: State and federal agencies including the ACR, Department of Social Services and ESF-6
      - a. Take inventory of numbers of shelters, locations and needs.
      - b. State and Federal Government (GSA) identifies additional shelter facilities that didn't meet pre-

- landfall standards, but meet post-landfall standards.
  - c. Identify resources to sustain life-sustaining needs and start moving into Sector C. See FEMA TPFDDL
  - d. Identify multi-use facilities that need to be closed as shelters and opened for primary use.
  - e. Confirm the availability of federal and state facilities identified in the Sheltering Plan.
  - f. Sheltering Task Force coordinates with Temporary Housing and Temporary Housing Operations begin. See Annex \_ Temp housing.
- 2. T+10 days to T+90 days
    - a. Move evacuees from multi-use facilities.
    - b. Move evacuees as per the Temp Housing Plan to facilities identified by LA Office of Homeland Security-Emergency Preparedness and FEMA
    - c. All shelters brought up to public health and other agency standards.
  - 3. T+90 days: Temporary Housing Plan in full effect and shelter close out plans begin.
- b. Specific tasks to lead, support and coordinating agencies
    - i. Lead Agencies
      - 1. Federal - American Red Cross (Reference FRP, ESF-6)
        - a. Support management and coordination of sheltering, feeding, emergency first aid services, bulk, distribution of emergency relief items, and Disaster Welfare Information services to the disaster affected areas. (See the Federal Response Plan)
        - b. Coordinate with LA State Office of Emergency Preparedness to identify locations of existing shelters
        - c. Set policies, procedures, and standards for shelters.
        - d. Take inventory of shelters, locations and requirements after the National Weather Service lifts post-landfall hazards.
        - e. Manage request for federal assistance.
        - f. Task FEMA/USACE Hurricane Evacuation Study Program to do a contingency plan for a possible subsequent event.
      - 2. State – Department of Social Services (DSS)

- a. Coordinate with Louisiana American Red Cross to staff, manage and support existing and additional general population shelters (Reference Red Cross Mass Care Manual)
    - i. Non-medical support staff required = 40,000
      - 1. Shelterees: 20,000
      - 2. Non-shelterees: 20,000
  - b. Coordinate identification of location and capacity of existing and additional shelter facilities
    - i. Red Cross – 486 facilities, serve 123,000 persons at 40 square feet per person
    - ii. Louisiana Shelter Task Force— additional 282 facilities, serve 118,020 persons at 40 square feet per person
      - 1. Will continue to survey, likely to include facilities such as:
        - a. Fairgrounds
        - b. Schools
        - c. Civic centers
        - d. Recreational facilities
        - e. Churches
        - f. Public buildings
        - g. Airports/airfields
        - h. State parks
  - c. Coordinate with other states (Mississippi, Arkansas and Texas, etc.) for sheltering of Louisiana citizens.
  - d. Coordinate with donations management (VOAD) for identification and delivery of donated goods to shelters
  - e. Open, manage, staff and support special needs shelters. (See DSS Emergency Management Plan)
  - f. Accept applications for food stamp and cash assistance for households being reassigned to temporary housing within the state of Louisiana
- ii. Support Agencies (Assess requirements for 1,000 shelters and fulfill shortfalls)
  - 1. Federal
    - a. ESF-1 Dept of Transportation
      - i. Establish inter-shelter transport system for people and materials
    - b. ESF-2 National Communications Systems
      - i. Maintain two systems:



1. Internal system at local, state, and federal level
2. Ensure sufficient commercial communication means for general population
- c. ESF-3 DOD (US Army Corps of Engineers)
  - i. Create new and/or repair damaged shelters
  - ii. Provide ice, water, and operational emergency power
  - iii. Provide showers and sanitation
- d. ESF-4 Dept of Agriculture
  - i. Provide base camps for non-sheltering relief personnel, if needed
  - ii. Laundry
  - iii. Feeding units
  - iv. Sanitation units
  - v. Shower units
  - vi. Tenting
  - vii. Support personnel
  - viii. Use overhead teams to support Red Cross shelter management systems
  - ix. Use overhead teams to support a minimum of 4 warehouses covering shelter distribution
- e. American Red Cross
  - i. Manage and bring in additional resources to support existing and newly identified shelters
  - ii. Provide feeding to shelters
  - iii. Provide basic first aid support
  - iv. Provide bulk life-sustaining goods to the general populace
  - v. Refer to Red Cross/DOD mass care references
- f. ESF-7 General Services Administration
  - i. Provide total systems contracting support
    1. Cots and other bedding
    2. Rental/lease (material and property resources)
    3. Petroleum and fuels
    4. Cleaning supplies
  - ii. Identify federal property which can be used for shelter support or shelters
- g. ESF-8 Dept of Health and Human Services.

- i. Provide medical, mental health, and pharmaceutical support to general populace in shelters
  - h. ESF-10 Environmental Protection Agency
    - i. Assist with decontamination, air and water quality monitoring in shelters
    - ii. Ensure no hazardous materials are near shelter facilities
  - i. ESF-11 Dept of Agriculture
    - i. Food support
  - j. Dept of Defense
    - i. General support
    - ii. Force provider assets (assess availability to provide)
      - 1. Harvest Bare
      - 2. Golden Bear
      - 3. For more, refer to Tactical Sheltering Plans and Force Provider Packages
    - iii. Assess ability to provide DOD installations/facilities
    - iv. Inventory available supplies
      - 1. For example, cots and beds
  - k. Dept of Housing and Urban Development
    - i. Determine availability of federal housing
  - l. US Postal Service
    - i. Support family reunification and communication through the use of change of address and postal safety locator cards
  - m. Note: all federal agencies may be requested to provide personnel to support shelter operations
- 2. State of Louisiana
  - a. LA Hurricane Shelter Task Force
    - i. Coordinates with parishes operation of existing shelters and identification of potential locations for new shelters
  - b. Dept of Health and Hospitals
    - i. Provides medical personnel staffing for special needs shelters
    - ii. Provides/coordinates medical support for general population shelters based on medical needs at the time

1. Will forward additional health care requests to ESF-6 for coordination
    - iii. Provides medical screening of all rescued persons post-landfall before assignment to shelters
      1. Number of screened persons requiring shelter estimated at 18,000 per day
  - c. Louisiana Volunteer Organizations Active in Disasters
    - i. Coordinates volunteer personnel and activities, and donations
  - d. Office of Indian Affairs
    - i. Identifies reservation needs and coordinates state support with tribal governments
    - ii. Coordinates donations and volunteer designated for non-reservation Indian populations
  - e. Department of Agriculture and Forestry
    - i. Provides available commodities for mass feeding
  - f. Department of Corrections
    - i. Supplements shelter feeding effort when requested
  - g. National Guard
    - i. Provides assistance in shelter operations as requested through LOHSEP (reference Louisiana State Emergency Plan)
  - h. Department of Environmental Quality
    - i. Assist with decontamination, air and water quality monitoring in shelters
    - ii. Ensure that no hazardous materials are near shelter facilities
  - i. Note: for the purposes of this plan, state- and local-level chapters of the American Red Cross are included as providing support to shelters at the federal level
3. Local support
  - a. Parish President
    - i. Authorizes and directs use of parish government personnel and other resources to direct and/or assist with the sheltering operations

- b. Parish Director of Homeland Security and Emergency Preparedness
        - i. Will assist LOHSEP with identification of additional shelter facilities and local resources, as needed
      - c. School Board
        - i. Authorizes and coordinates use of schools as shelters
      - d. Local Law Enforcement Agencies
        - i. Provides security for local shelters in accordance with parish All Hazards Plan
    - iii. Coordinating Agencies
      - 1. Coordinating agencies' responsibilities are found in the following plans:
        - a. Federal Response Plan
        - b. Louisiana State Emergency Operations Plan
        - c. Parish All Hazards Plan
  - c. Coordinating Instructions
    - i. Requests for assistance, to include technical assistance:
      - 1. Shelter or sheltering agency to parish director of Homeland Security and Emergency Preparedness
      - 2. Parish director to DSS (for tracking purposes)
      - 3. DSS or parish director (as appropriate) to LOHSEP
      - 4. LOHSEP to appropriate State Agency
      - 5. LOHSEP and Parish Directors coordinate shortfalls that would require supplemental federal resources
      - 6. State Operations Officer to FEMA Liaison Officer
      - 7. FEMA Liaison Officer to FEMA Regional Operations Center (ROC)
      - 8. ROC issues additional taskings and/or mission assignments to appropriate ESF
      - 9. Various ESFs report to close out taskings and missions, and FEMA will provide daily situation reports
    - ii. Submission of Reports
      - 1. Submit daily reports in accordance with appropriate existing plans
      - 2. DSS will establish a reports cutoff time to be adhered to by all shelters
    - iii. Coordination with other functions
      - 1. Sheltering operations will communicate as necessary with other sheltering and housing-related functions, to include temporary housing, schools, temporary medical operations staging areas, special needs shelters and search and rescue missions
      - 2. Lateral communication between federal, state, and local agencies may occur, as specified in existing plans

#### 4. LOGISTICS AND ADMINISTRATION.

##### a. Concept of Support (see appendix 1)

###### 1) Phase I: Prior to T-66: Pre-disaster planning.

(a) Shelters have supply items on hand as identified in the American Red Cross Shelter Plan. (See Appendix\_ to Annex\_ Red Cross Shelter Plan)

(b) LA Office of Homeland Security and Emergency Preparedness signs Memorandum of Understanding with Texas, Mississippi, Arkansas, Florida, Alabama, Georgia and Tennessee for providing shelters for the overflow of evacuees from LA.

(c) LA Office of Homeland Security defines staging areas to move evacuees by bus or train to other states.

(d) Establish a system for tracking evacuees that are leaving LA as part of the evacuation.

###### 2) Phase II: T-66 to T-60. Notification and alert phase.

Shelters conduct an assessment of supplies on hand and required to become operational. (See Annex\_ for Supplies and Services)

3) Phase III: T-60 to End of Post Landfall Hazards. Initial evacuation. T-60: Sector A, B, and C shelters go into 24 hour operations as per the LA Shelter Operations Plan. Mandatory evacuation begins.

(a) Deliver supply items and services as identified during phase II

(b) Reports. Shelters report supply and service status every four hours as per the LA Shelter Plan.

(c) Conduct re-supply operations as per the Chapter Disaster Response Plan.

4) Phase IV: Transition to Long Term Shelter. (T+1 day to T+90 days)

(a) Conduct re-supply operations as per the Chapter Disaster Response Plan.

b. Special Assistance (during the first 30 days, assuming 1,000 shelters, 500 per shelter, 500,000 total in shelters, 2 medical persons per shelter)

i. Minimum additional 2,000 medical personnel (24/7 EMT or certified first aid, under supervision of one nurse per 5 shelters) to support shelters. These will be provided through:

1. DSS, who will communicate with VOAD
    2. CERT: Community Emergency Response Teams Reserve Medical Corps
    3. ESF-8: Health and Medical Services (mission assignments)
  - ii. Estimated additional 2,000 mental health specialists
    1. DSS, who will communicate with VOAD
    2. CERT: Community Emergency Response Teams Reserve Medical Corps
    3. Coordinated by ESF-8: Health and Medical Services
  - iii. Pharmaceutical support program (OTC, prescription, oxygen, etc.)
    1. Coordinated by ESF-8: Health and Medical Services
- c. Personnel (during the first 30 days, assuming 1,000 shelters, 500 persons per shelter, 500,000 total in shelters)
  - i. Law enforcement officers: 400 (1 per every three shelters, depending on proximity of shelters)
    1. Provided locally
  - ii. Total security forces: 2,000 (1 per shelter per 12-hr shift)
    1. Security officers must be certified and approved by the parish law enforcement authority
    2. Provided in existing plans:
      - a. Parishes might be able to provide some security officers, depending on location and conditions
    3. Additional resources may be provided through:
      - a. Louisiana Sheriffs Association
      - b. Louisiana Municipal Chiefs Association
      - c. Louisiana Department of Public Safety and Corrections
      - d. National Guard
      - e. FEMA mission assignment process
  - iii. Total staff required to support and manage shelters, excluding medical and security personnel: 40,000 (based on guidance of the American Red Cross)
    1. Shelterees: 20,000 (by the end of the second week)
    2. Non-shelterees: 20,000
      - a. Available: 7,500
        - i. Red Cross and other VOAD
          1. 5,000 available in-state
        - ii. LA DSS
          2. Estimated 2,500 persons
      - b. Shortfall: 12,500
        - iii. Other state agencies as tasked by the Governor
        - iv. FEMA mission assignment process

## 5. LEAD/SUPPORT RELATIONSHIPS AND COMMUNICATIONS

- a. Lead and Support Relationships *(In paragraph form, state the organizational structure that includes who is in charge of what. Also include any changes of relationships by phase. If a picture is needed attach an organization chart as an appendix.)*
  - i. Requests for assistance, to include technical assistance:
    1. Shelter or sheltering agency to parish director of Homeland Security and Emergency Preparedness
    2. Parish director to DSS (for tracking purposes)
    3. DSS or parish director (as appropriate) to LOHSEP
    4. LOHSEP to appropriate State Agency
    5. LOHSEP and Parish Directors coordinate shortfalls that would require supplemental federal resources
    6. State Operations Officer to FEMA Liaison Officer
    7. FEMA Liaison Officer to FEMA Regional Operations Center (ROC)
    8. ROC issues additional taskings and/or mission assignments to appropriate ESF
    9. Various ESFs report to close out taskings and missions, and FEMA will provide daily situation reports
  - ii. Submission of Reports
    1. Submit daily reports in accordance with appropriate existing plans
    2. DSS will establish a reports cutoff time to be adhered to by all shelters
- b. Communications Requirements
  - i. Communications will occur as outlined above and in existing plans
  - ii. Sheltering operations will communicate as necessary with other sheltering and housing-related functions, to include temporary housing, schools, temporary medical operations staging areas, special needs shelters and search and rescue missions
  - iii. Beyond the channels outlined above, lateral communication between federal, state, and local agencies may occur as specified in existing plans
  - iv. Each shelter is required to have either two landlines and/or two functional portable radios as soon as possible.

## 12.0 Temporary Housing

### 1. SITUATION.

#### a. General

Hurricane Pam made landfall in SE Louisiana as a slow moving Category 3 hurricane. Hurricane Pam’s arrival resulted in heavy structural damage due to high winds, a significant storm surge which overtopped levees, and riverine flooding as a result of heavy rainfall throughout SE Louisiana. As a result many family’s homes have been destroyed (received greater than 50% damage as a result of wind, flood, or a combination of the two). These households will be displaced for an extended period of time while their homes are rebuilt or they find new permanent housing. The number of households estimated to be impacted in this way is provided in the table below:

Parish	Estimated Long-Term Displaced Households
Ascension	21,736
Assumption	-
Jefferson	140,123
Lafourche	9,855
Orleans	135,853
Plaquemines	8,045
St. Bernard	22,033
St. Charles	14,506
St. James	5,892
St. John the Baptist	12,681
St. Tammany	61,548
Tangipahoa	24,937
Terrebonne	-
Total	457,208

#### b. Assumptions.

- Numbers are 457K household displaced
- 1+ year to re-enter areas most heavily impacted
- Temporary housing will last longer than normal; depending on utilities and structure areas
- Those displaced will move the min possible distance and return at the earliest possible time.
- Housing requires supporting infrastructure to include: water, power, sanitation, access-medical, security, schools, community services
- Multiple group sites in multiple parishes
- Available rental unity is minimal
- Housing solutions for New Orleans metro areas will differ from those for the other parishes



- Parishes will have little or nothing to offer by way of resources
- Each identified group housing site will have to be evaluated and possibly tested for hazmat, advisories sent out
- There will be an accelerated environmental assessment for group sites
- The assumptions in the document draft is going to be included in the assumptions
- Decisions about where to locate temporary housing in the short term will impact longer term decisions regarding locations where permanent rebuilding can take place.
- Parish resources in the most severely impacted areas will not be available for several weeks or even months, as they were not removed from the area prior to the storm.
- Certain large tracts of land enclosed by levee systems have been flooded due to storm surge overtopping levee walls beyond the capacity of pumping systems. Most if not all pumping systems have been rendered inoperable by the flooding. These areas will only be accessible by water until levees are breached once flood waters have receded to normal levels. This means much of Orleans, Jefferson, and parts of St. Bernard Parish will not be suitable locations for temporary housing.

***\*Reference Catastrophic Housing Recovery Strategy and Implementation Plan: Section Planning Assumptions; See Appendix A***

c. Organizations:

Organization	Lead	Assistance	Construction
Federal	FEMA & DHS	USDA ARC DOC DHHS HUD VA TVA/BBI USPS SBA TREASURY	COE DOE DOI USFS LABOR DOT EPA GSA DOD
State	OHS&EP	DOI HEALTH & HUMAN SRV DEP. REV PLANNING AND DEV. COMMISSION DPS-TROOPERS SAFETY	DOT-D PSC DEPT OF PW PLANNING AND DEV.COMMISSION DOC CORRECTIONS LA NTL GUARD

		DEP ECON DEV.	
Parish	OHS&EP	PLAN/ZONING SHERIFF/FIRE	PUBLIC WORKS LEVEE DIST.

**2. MISSION:**

Provide temporary housing to members of the public in SE Louisiana whose homes sustained major damage as a result of Hurricane Pam and will not be able to return to their homes until permanent alternate housing is obtained or their home is restored to habitability.

**3. EXECUTION**

- a. Concept of Operations: Execute a multi faceted phased temp housing strategy to move people from emergency shelter to temporary housing on to permanent housing as quickly as possible. Priorities of effort go to emergency shelter residence with giving priority to those individuals from the most heavily impacted areas that will require long term temporary housing. Phases are as follows:

- Phase 1- Interim Temporary Housing
- Phase 2- Conversion of Existing Resources
- Phase 3- Development of Temporary Housing Sites

- b. Task to lead, support and coordinating

1) Interim Temporary Housing (Phase 1)

Intermediate housing encompasses all alternatives that provides minimum “family” living environment that can be executed quickly, close to the impact area without overwhelming the area. Possible alternatives include: college campuses, barracks, hotels and motels, personal travel trailers and RV’s, adopt-a-family, rental rooms in private homes, vacation homes, NPO camp facilities (church, boy/girl scout, 4H), cruise ships, and all available rental units. This phase also includes assistance to survivors moving in with family or friends and/or relocating to areas outside of the State, and negotiating with hotel chains in- and out-of state.

a) ESF1

- provide transportation assets to support interim housing transition.
- establish mass transit plan
- augment existing transportation hubs to handle increased traffic

b) ESF2

- establish mobile communication units to support temporary housing
- provide sites for survivors to make out-going phone calls and computers for internet access

c) ESF3

- conduct site assessments
- establish sweep teams
- acquire materials
- provide ice and water to distribution sites

d) ESF4

- establish staging areas
- provide material handling personnel and equipment

e) ESF5

- manage pre-deployed disaster supplies
- provide management/oversight of temporary housing mission
- manage logistics support
- utilize MERS as required
- establish and maintain a comprehensive national housing resource list
- coordinate with private sector
- provide home recovery kits

f) ESF6

- provide congregate feeding to individuals who require it
- provide first aid services

g) ESF7

- provide procurement services through contracting, purchasing and leasing

h) ESF8

- provide basic health needs

i) ESF10

- provide hazmat assessments

j) ESF11

- establish food banks and commodities
- expedite food stamp program

k) ESF12

- provide permanent power restoration in concert with the temporary housing strategy

l) Other Agencies

- HUD / VA- provide government furnished housing and rental units

- Department of Treasury- expedite check processing
- US Postal Service– establish postal service to support temp housing programs
- American Red Cross - establish/update Client Assistance Network/CAN

m) State/Local Governments

- execute a State and Parish plan
- provide local utilities, re-establish utilities as needed and give support to temporary housing strategy
- provide security
- State Real Estate Commission- provide data on available rental units and properties for purchase

2) Conversion of existing resources (Phase 2)

In this phase we utilize all available resources that can be easily converted without requiring large workforces and that are already tied into existing infrastructure. Examples of these are conversion of warehouses, office buildings and large vacant buildings (e.g. Kmart), refurbishing empty motels and hotels, and repairing housing stock with minor or moderate damage for re-occupancy by former residents.

a) ESF1

- provide material transportation
- increase staging area

b) ESF2

- provide communications by restoration of central office facility
- concentrate on industry and commercial

c) ESF3

- provide design assistance
- provide construction contracting
- establish repair sweep team
- conduct site assessments
- conduct structural integrity assessments

d) ESF4

- Provide personnel and equipment for material handling
- provide construction manpower
- provide logistics support
- provide laundry, shower and kitchen units

e) ESF5

- provide pre-deployed disaster supplies
- provide home recovery kits
- manage donated goods/services
- manage logistics support
- use MERS as required
- provide security for construction sites as requested

f) ESF6

- provide congregate feeding
- provide first aid

g) ESF7

following:

- conducting structural assessments
- providing public building services for real estate leasing
- providing communications support
- providing fleet transportation
- providing showers and sanitation facilities

h) ESF8

- provide basic medical and mental health services

i) ESF10

- provide hazmat assessments

j) ESF11

- establish food banks and commodities
- expedite food stamp program

k) ESF12

- provide permanent power restoration in concert with temporary housing strategy

l) Other Agencies

- HUD / VA- provide government furnished housing and rental units
- Department of Treasury- expedite check processing
- US Postal Service– establish postal service to support temporary housing programs
- DOD- conduct housing repair sweeps, support construction of converted facilities, provide mobile kitchens and provide transportation
- SBA- provide loans for repair of commercial multi-family or single-family dwellings
- ARC- update Client Assistance Network/CAN

-Red Cross

m) State/Local Governments

- Department of corrections- provide construction manpower
- Department of Insurance- support expedited claims process
- Local utilities- re-establish utilities in support of temporary housing strategy
- provide security
- State Real Estate Commission- provide data on properties available rental for purchase
- establish and provide warehousing and distribution centers
- Board of State Contractors: develop local workforce strategies
- Chamber of Commerce
- Department of Transportation and Development- provide public work services and infrastructure development
- Department of Social Services- provide crisis counseling services

3) Temporary housing sites and modular/prefab units (Phase 3)

In this phase we establish group sites using all available prefab and modular units to create mobile home parks, possibly including stacking units. The siting of individual mobile units is also included here, as is the construction of multi-family housing under HUD Section 8. This phase requires large workforce and establishment of significant infrastructure.

a) ESF1

- coordinate transportation material and equipment to include material handling equipment at construction sites
- develop, operate and maintain a mass transit system

b) ESF2

- restore wireless communication system

c) EFS3

- provide design assistance
- provide construction contracting
- establish sweep teams
- conduct site assessments
- conduct structural integrity assessment
- engage in site development
- engage utility augmentation including site sewage treatment.
- site and install modular units, for travel trailers provide haul, install and recover contracts

d) ESF4

- Provide material handling personnel and equipment
- provide construction manpower

- provide logistics support
- provide laundry, showers and kitchen units
- provide contracting and procurement services

e) ESF5

- manage staging areas
- manage housing sites
- manage logistics support
- use MERS as required

f) ESF7

- provide procurement services to support activities such as the following:
  - procure travel trailers, other modular units and prefab structures
  - provide contracting support for transportation

g) ESF8

- establish medical services infrastructures

h) ESF10

- provide hazmat assessments

i) Other Agencies

- US Postal Service – establish postal service to support temp housing programs
- DOD: support construction of utilities for temporary housing sites, support site development, support staging areas and provide transportation
- Federal Protection Service: provide security forces
- SBA: provide housing and personal property repair/replacement loans, including vehicles
- American Red Cross - support to FEMA
- HUD provide housing support and assistance for construction use and transfer to the private sector

j) State/Local Governments

- Department of corrections provide construction manpower
- Department of Insurance: support expedited claims process
- Local utilities: re-establish utilities and support of temporary housing strategy
- provide security
- establish and provide warehousing and distribution centers

- Board of State contractors: develop local workforce strategies
- Chamber of commerce
- Department of transportation and development provides public work services and infrastructure development
- establishing “community services”
- Department of Health establish hospitals with conjunction medical infrastructure program
- Department of Social Services provide programs to support recovery family needs

***\*Reference Catastrophic Housing Recovery Strategy and Implementation Plan: Section Phases of Housing Requirements and Programmatic Approaches;  
See Appendix B***

### **Temporary Group Site Development**

Estimate a requirement for 200,000 units, based on the following:

- In “normal” disasters, requirements turn out to be 10% or less of total affected units.
- There will be minimal group sites in the SE parishes, reflecting strong cultural desires to return to home sites. Travel trailers and the placement of mobile homes on individual lots will be the primary means of meeting temporary housing needs in these areas.
- The most heavily impacted parishes in the New Orleans metroplex will generate the bulk of the group site housing requirement.
- The estimate of the total displaced households for these parishes is 300,000. We are estimating a requirement to house 2/3 of these households.

**It is the responsibility of the State and Parish governments to identify potential sites for Group Temporary Housing Sites.** Thought should be given to this well before an event occurs.

The maximum site capacity should be 5,000 units.

Priority should be given to locating these sites as subdivisions of existing communities, rather than creating “new towns.”

For some of these sites, “temporary” may well become long-term.

The initial inventory of mobile homes/travel trailers will be placed on individual sites. While production of units is ramping up, group site preparation can begin.

Units are available in “stackable” configurations, which can reduce the amount of land required for a group site.



A representative timeline follows:

Months	1	2	3	4	5	6	7
Travel Trailers – Individual Sites (Assume 4500)	400	600	1000	2500	-	-	-
Mobile Homes/Travel Trailers – Existing Sub-divisions/Commercial Parks (Assume 3000)	-	200	500	1000	800	500	-
Small Group Sites- 500 Units (Assume 25)	-	100	400	1000	5000	6000	-
Medium Group Sites – 1000 Units (Assume 30)	-	-	5000	10,000	15,000	-	-
Large Group Sites – 5000 Units (Assume 30)	-	-	-	25,000	50,000	50,000	25,000
Total 200, 000 *	400	900	6900	39,500	70,800	56,500	25,000

\*This figure is an initial estimate needed to launch operations. It includes the possibility of creating additional units as required before operations are terminated.

**Appendix C**

**How to deal with 457,000 households?**

The task of meeting the housing needs of 457,000 households is broken into four overlapping phases. Each phase will deal with a certain percentage of the affected population. The table below presents initial estimates of the number of households that will be taken care of through each of the specific means:

<b>457,000 Households Total</b>		
<b>Households</b>	<b>Phase</b>	<b>Percent of total</b>
57,000	Will not require federal assistance	12
100,000	Phase 1	22
100,000	Phase 2	21
200,000	Phase 3	44
<b>Total</b>	<b>457,000</b>	<b>100</b>

To maintain flexibility of operations, especially given the numerous uncertainties regarding this disaster, the above figures reflect preliminary estimates necessary to get the ball rolling. These figures are subject to adjustment as we acquire more data. For example, if at the end of phase 3 it turns out that more than 200,000 modular/prefab units are required because less than 57,000 households were able to meet their housing needs without assistance, then it will be necessary to keep the ball rolling longer to meet these additional needs. However, the consensus of working group is that the ball park figure of 200,000 modular/prefab units provides a good estimate to initiate operations.

c. Coordinating Instructions.

-Provide a daily progress report to the designated project officer.

-Provide daily (or as requested) situation report

-Incident Action Plan

**4. LOGISTICS AND ADMINISTRATION.**

a. Concept of Support:

Provide logistical support to all state and federal agencies necessary to acquire and allocate resources needed to execute temporary housing missions. Priority will be given to addressing the housing needs of shelter residents from the most heavily impacted parishes.

Phase I – Intermediate Temporary Housing

Provide transportation, communications, site assessment, mass feeding, procurement, medical needs, hazardous material evaluation, power restoration, and community services necessary to provide minimum family living environment, for locations/situations such as those listed in section 3.b.1 above.

Phase II – Conversion of Existing Resources

Provide transportation, communications, site assessment, mass feeding, procurement, medical needs, hazardous material evaluation, power restoration, and community services to provide conversion of existing temporary housing resources such as those listed in section 3.b.2 above, using existing infrastructure.

Phase III – Temporary Housing Parks/Modular Housing

Provide transportation, communications, site assessment, procurement, medical needs, hazardous material evaluation, power restoration, community services to facilitate construction or installation of facilities such as those listed in section 3.b.3, to include procurement of land and installation of all necessary infrastructure.

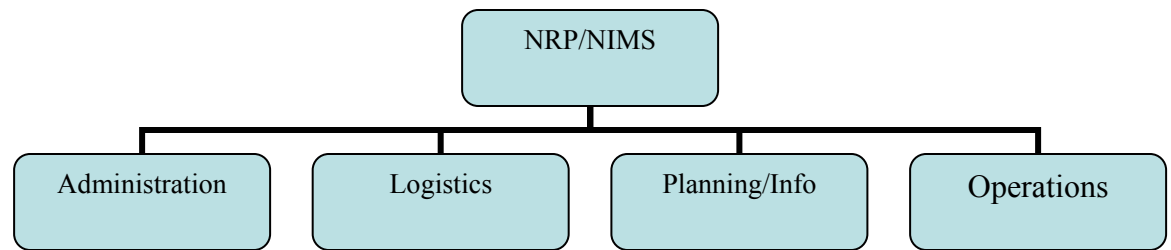
b. Special Assistance - NONE IDENTIFIED

c. Personnel

	<b>Time</b>										
<b>ESF</b>	<b>Day 1-5</b>	<b>Day 6-10</b>	<b>Day 10-30</b>	<b>Month 2</b>	<b>Month 3</b>	<b>Month 4</b>	<b>Month 5</b>	<b>Month 6</b>	<b>Month 7</b>	<b>Month 8</b>	
1	125	175	250	300	300	300	300	300	300	300	300
2	6	6	12	12	12	12	12	12	12	12	12
3	100	200	800	4880	9750	10050	7800	5930	1460		
4	150	150	150	285	1785	1635	1635	1635	1635	1635	1635
5 – IA	1000 (*)	1500	3000	3000	3000	3000	3000	3000	3000	3000	3000
5 -- LOG	275	450	500	500	500	550	650	650	650	650	650
6**											
7	16	27	30	50	50	50	50	50	50	50	50
8***											
10	6	6	12	12	12	12	12	12	12	12	12
11	150	150	150								
12	6	6	12	12	12	12	12	12	12	12	12
OFA/ HUD	6	6	6	6	6	6	6	6	6	6	6
State ****	264	364	734	734	734	734	734	734	734	734	734
<b>Total</b>	<b>1104</b>	<b>3040</b>	<b>5656</b>	<b>9791</b>	<b>16161</b>	<b>16361</b>	<b>14211</b>	<b>12341</b>	<b>7871</b>	<b>6411</b>	
<b>The above staff figures do not include administrative support staff.</b>											
<b>* Does include NPC.</b>											
<b>** Assume this to be a component of sheltering staff numbers.</b>											
<b>*** Assume this to be a component of medical service's staff numbers.</b>											
<b>**** Includes 14 EMAC staff for TH coord (site mgt coord.)</b>											

5. LEAD/SUPPORT RELATIONSHIPS AND COMMUNICATIONS.

a. Lead and Support Relationships.



Under the National Response Plan/National Incident Management System temporary housing will be a Joint Task Force under Operations supported by the ESF's listed in section 3b.

- b. Communications Requirements-
  - 1. Travel Trailer/Mobile Home Delivery  
DOT will be required to adjudicate road access issues for movement of mobile homes from production facilities to the disaster area
  - 2. Sweep Teams  
**\*Reference; FEMA Catastrophic Housing Strategy, Annex B, See Appendix D**
  - 3. Site Selection  
The site selection process will require coordination between FEMA, the State and Parish governments, Corps of Engineers and the Environmental Protection Agency  
  
**\*Reference ; National Response Plan, Catastrophic Incident Supplement (NRP-CIS); Pages A9-1 - A9-6  
See Appendix E**

## 13.0 Temporary Medical

---

### 1. SITUATION

- a. **General**  
Hurricane Pam made landfall in SE Louisiana as a slow moving Category 3 hurricane. Hurricane Pam's arrival resulted in heavy structural damage due to high winds, a significant storm surge which

overtopped levees, and riverine flooding as a result of heavy rainfall throughout SE Louisiana. In many affected parishes, a high percentage of the population remained in the parish at landfall, resulting in high numbers of fatalities and non-fatal injuries. Transportation will be limited due to flooded roadways and shortage of resources such as fuel. There is no medical treatment available within the affected area. Therefore, there is a need for a medical staging area outside the affected area. Local resources are exhausted. Blood supply will be stressed. Medical staffing will not be at full capacity. Communication networks are non-functioning and interoperability among hospitals may be a problem. Additionally, large numbers of people who normally would seek health care at facilities made non-operational by Hurricane Pam are expected to require treatment for a variety of illnesses, both related and un-related to the hurricane, before health care facilities in the affected areas are returned to operation. A summary of the expected casualties during pre-landfall, impact, and post-impact is provided below:

Parish	Total Fatalities	Total Non-Fatal Injuries	Total Non-Fatal Illnesses
Ascension	19	62	33
Assumption	-	2	-
Jefferson	22,775	87,684	71,741
Lafourche	75	2,100	900
Orleans	24,250	85,360	108,640
Plaquemines	3,000	1,800	1,800
St. Bernard	9,000	4,400	5,600
St. Charles	960	2,025	2,475
St. James	8	72	48
St. John the Baptist	100	1,320	2,680
St. Tammany	900	2,700	1,800
Tangipahoa	200	325	675
Terrebonne	3	12	3
<b>Total</b>	<b>61,290</b>	<b>187,862</b>	<b>196,395</b>

**b. Assumptions**

1. Search and Rescue missions need to be supported by medical personnel to do screening/triage on rescuees prior to transport to shelters or release to families.
2. Large quantities of hazardous waste, both industrial and household, have been released as a result of hurricane wind and flooding, resulting in potential airborne and waterborne contamination, and possible combustible/flammable conditions.
3. Many families seeking shelter have not brought OTC and prescription medicines needed with them.

4. Certain large tracts of land enclosed by levee systems have been flooded due to storm surge overtopping levee walls beyond the capacity of pumping systems. This included the majority of Orleans Parish, much of Jefferson Parish, and parts of St. Bernard Parish.
5. Many hospitals in the disaster area have been damaged, have no electrical power, and will not be operating to provide medical care at normal capacity for an extended period of time.
6. Some nursing homes have already been evacuated, per emergency plans as required by state.
7. Standard acceptable level of care will not be possible in an extreme emergency situation.
8. Concern about inpatient care will be much greater than concern for outpatient care.
9. State has requested Federal support; The President has declared Hurricane Pam to be a major disaster. ESF-8 has been activated (Health and Medical Services) including NDMS (DMORT, DMAT, and VMAT).
10. Search and Rescue has been activated and are conducting aerial assessments to determine staging areas.
11. Strategic National Stockpile has been activated and Technical Assistance Response Unit (TARU) has been deployed.
12. Based on estimations from Search and Rescue, approximately 75,000 persons will be transported to our facilities daily for six days. If we apply a conservative estimate of 10% requiring medical treatment, we anticipate receiving 7,500 patients per day in need of medical care.
13. Pre-planning knowledge of an event of this scale requires an evaluation of the speed with which we can activate NDMS and evacuate patients out of the area by Day 4.
14. State has established:
  - 9 triage lines
  - special needs shelters
  - SMART team and mobile hospital system activated

**c. Organization**

Federal – Department of Health and Human Services (Lead), Department of Agriculture (Forest Service), Department of Defense, Department of Energy, Department of Homeland Security, Department of Justice, Department of Transportation, Department of Veterans Affairs, Agency for International Development, American Red Cross, Environmental Protection Agency, General Services Administration, U.S. Postal Service

State of Louisiana – Dept. of Health and Hospitals (Lead), LSU Health Science Center, La. National Guard, Dept. of Agriculture and Forestry, Dept. of Environmental Quality, Dept. of Transportation and Development, Volunteer Organizations, La. Hospital Association, La. Nursing Home Association, American Red Cross, Dept. of Economic Development, Dept. of Social Services, Dept. of Education, State Police

Parish – Public Health (Lead), OEP, Private Hospitals, Volunteers, Other Private Industry, Churches, Public Safety, Animal Control.

## **2. MISSION**

Plan for medical transportation and temporary public health and medical care, emergency medical care, normal outpatient care (e.g., doctors, dentists, laboratory and radiology, dialysis clinics, and home nursing), and definitive hospital care to the population of SE Louisiana. Plan for identification, storage, and assistance with final dispensation of remains. Plan for minimal support of animal care as needed. These services will be provided until customary medical facilities and services are returned to operational status in the areas impacted by Hurricane Pam.

## **3. EXECUTION**

### **a. Concept of the Operations**

The concept will consist of two phases: Immediate/Short Term (up to 3 weeks after landfall) and Long Term Temporary Medical Care (beyond 3 weeks).

#### **1) Search and Rescue Base of Operations (SAR BOOs)**

DHH will coordinate with Search and Rescue efforts to provide medical care at four Search and Rescue Bases of Operation (SAR BOOs). SAR will transport victims requiring medical attention to the BOOs. BOOs will be staffed by local EMS providers as well as DMAT team members.

From the BOOs, victims will be transported by volunteers with boats, state resources (including private ambulances and helicopters), EMS rotary wing aircraft, Federal assets to be determined by FEMA and other pre-event open-ended agreement procured modes of transportation to three Temporary Medical Operations Staging Areas (T-MOSAs).

In addition, SAR will coordinate the evacuation of hospitals in the affected area to T-MOSAs, *or* directly to designated hospitals outside of the affected area or out of state, within seven days of rescue operations. Hospitals in the affected areas will be re-supplied with critical supplies within one to seven days.

All rescuees, including those not needing medical care, will be processed through a T-MOSA.

## **2) Temporary Medical Operations Staging Areas (T-MOSAs)**

The State (DHH) has pre-designated T-MOSAs in the following locations:

1. SLU, Hammond
2. Nicholls State, Thibodeaux
3. LSU Pete Maravich, LSU

Alternate sites have also been designated and will be located outside the affected area (Annex X).

## **3) Major T-MOSA Operations**

Each T-MOSA will consist of four major Operations (insert figure):

- Operation 1: Primary Care and Definitive Medical Care
- Operation 2: Special Needs Assistance
- Operation 3: Evacuation/Transport
- Operation 4: Minimal Fatalities Storage Capabilities

Staff will check in at an administration area where credentials will be checked and directions given.

### **Filter 1: Cleaning Station**

Upon arriving at the T-MOSA facility, those seeking medical care will first go through a cleaning station (Decontamination) as determined by EPA/DEQ and DHH.

### **Filter 2: “Meet and Greet”**

They will then go through a “Meet and Greet” station where intake, registration, instructions, mental health services and family reunification services will be provided.

### **Filter 3: Routing**

At this point, those individuals in need of medical attention will be directed to a routing station. Routing will be manned by SMART (State plan) with back-up from DMAT (provided by NDMS).

### **Operation 1: Primary Care and Definitive Medical Care**



From routing, patients will go on to Operation 1 where they will receive initial treatment and stabilization by DMAT teams. Patients will be treated if within DMAT scope of care. If not, they will be stabilized and transported through the Federal Health Resources Services Administration (HRSA) system (a federal grant that assists hospitals in disaster planning). After the Louisiana HRSA system has serviced to its capacity, DOD will be contacted to assist in transporting patients out of state, via the NDMS patient evacuation component. Two DMAT teams will be assigned to BTR airport to stabilize patients for travel. Coordinated identification of hospital resources will occur through the HRSA system. Records will be created to provide patient tracking.

**Operation 2: Special Needs Assistance**

Patients requiring special needs care (home health patients, etc) will become responsibility of Operation 2. Mental health assistance and patient tracking will occur.

**Operation 3: Evacuation/Transport**

Those individuals not in need of medical care and ambulatory patients will continue evacuation to safe havens or temporary housing through Operation 3. A temporary facility will be provided for those waiting for transport.

**Operation 4: Minimal Fatalities Storage Capabilities**

Deceased individuals will become responsibility of Operation 4, a Minimal Fatalities Storage Capability. After the capability has been exhausted (200), NDMS DMORTs will be requested to provide additional mortuary assistance.

DMORT will also assist in processing the deceased in the affected area. Three Fatality Collection Points (FCPs) will be coordinated with SAR. These FCPs will be located in Thibodeaux, Hammond, and Covington. Local authorities (Mass Fatalities Task Force) will process the bodies: collect identifying personal items, fingerprints, dental impressions, and DNA samples for later identification of the body. Unclaimed deceased will be placed in body bags with lime and buried in a burial site designated by the State. Unclaimed bodies will remain on this site, later to be a memorial. Bodies claimed will be exhumed and released to funeral directors. Identifiable bodies will be placed in refrigerated trucks and stored until they can be processed and claimed.

**Additional Services**

In addition, a Family Assistance Center (FAC) will be established in Baton Rouge (The Great Hall) in order to assist families in locating the

deceased. A database will be used to collect and distribute information.

Local animal control will establish an animal holding and treatment area. NDMS VMAT personnel will provide additional assistance.

### **Temporary Alternate Care Facilities**

The state will request DOD establish Temporary Alternate Care Facilities using deployable military treatment facilities to expand the capacity of area hospitals near T-MOSAs. Anticipate DOD will provide the majority of these Federal resources.

The preferred course of action will be to establish deployable military treatment facilities on the campuses of hospitals close to each T-MOSA. Deployable military treatment facilities should have an initial capacity of no less than 250 beds, with the capability to expand with either more treatment bed capacity or holding cots.

Alternative options would include deploying military treatment facilities on campuses of each TMOSA, transporting patients out of the state via NDMS, and/or requesting a US Navy hospital ship with an estimated capacity of 1000 beds.

### **Patient Capacity**

A maximum of 7,750 patients per day (based on Search and Rescue estimates) can be treated, based on 31 DMATs operating at full capacity (250 patients per day each). Recognize that in order to meet the requirement, 22 operational DMATs and 9 developmental DMATs will be deployed. This degrades our ability to augment area hospital staff and to provide for rotation after a two-week period. Additional needs include one DMAT organized into four medical strike teams and located at each SAR BOO.

### Long Term Concept of Operations

Medical augmentation personnel will be provided to hospitals, as requested by the state, through Federal assets from the HHS and Department of Veterans Affairs.

## **b. Specific tasks to lead, support and coordinating agencies**

### **Federal**

#### **Department of Health and Human Services (Lead)**

- Coordination of ESF-8, Federal Response Plan
- Provision of Commissioned Corp Readiness Force (CCRF) Personnel

- Preventive and Environmental Health Services
- Supply medical personnel via the Medical Reserve Corp

**Department of Homeland Security/FEMA**

- Activation and coordination of the National Disaster Medical System (NDMS)
- Identify available NDMS inpatient beds out of state by number and type
- Management and provision of medical support to T-MOSAs and S&R Casualty Collection Points through the deployment of NDMS Disaster Medical Assistance Teams (DMATs), to include stabilization and initial treatment of patients prior to evacuation to inpatient beds elsewhere.
- Provision of disaster mortuary support at T-MOSAs through Disaster Mortuary Operational Response Teams (DMORTs)
- Coordinates requisition, receipt, storage and distribution of water (bottled and tankered), MREs, ice, generators, Emergency Communication Units, Material Handling Equipment, body bags, fleet and vehicle management (contract drivers), refrigerated trucks OR provides Advance IRR Deployment (AID) packages (please find attached).
- Provision of veterinary medical care at T-MOSAs through NDMS Veterinary Medical Assistance Teams (VMATs)
- Provide Search & Rescue of victims requiring medical assistance and hazardous materials strike teams through the US Coast Guard
- Identification of corpses, temporary storage of bodies, temporary burial of bodies, and preservation of records of bodies for later identification at T-MOSAs (Mass Fatalities Task Force) and Fatality Collection Points (FCPs).
- Cooperative sheltering and care for evacuees and pets; coordinate one site for mass pet sheltering at LSU-BR (Animal Planning Task Force)

**Department of Agriculture (Forest Service)**

- Assist in the development and support of temporary medical sites (T-MOSA)
- Assist in the decontamination of victims

**Department of Defense**

- Be prepared to provide mobile medical treatment facilities
- Coordination of DOD Federal Coordinating Centers under NDMS; coordinate flow of patients from T-MOSAs to (staging areas) for fixed-wing transport to out of state NDMS participating hospitals.
- Be prepared to provide augmentation of medical personnel
- Assistance in providing mortuary support
- Assistance in supplementing local transportation

**Department of Energy**

- Coordination regarding restoration or provision of power to medical facilities

**Department of Justice**

- Coordinate the provision of security to temporary or permanent medical treatment activities
- Assistance in identification of victim remains

**Department of Transportation**

- Coordination of Federal air and ground transportation assets in support of medical activities

**Department of Veterans Affairs**

- Coordination of VA Federal Coordinating Centers under NDMS
- Provision of medical and mental health augmentation personnel

**Agency for International Development**

- Coordinate for the provision of international medical assistance if requested

**American Red Cross**

- Provision of available auxiliary medical and mental health personnel and supplies
- Assist in staffing the Family Assistance Center (FAC)
- Assist in tracking the movement of patients at T-MOSAs
- Coordinate the provision of blood
- Provide assistance with intake of individuals, family reunification, food services, and assistance with donated goods at T-MOSAs (Filter 2).
- Provide personnel to assist in the temporary facility for transport at T-MOSAs

**Environmental Protection Agency**

- Provision of technical assistance and support regarding patient decontamination
- Provision of air sampling and monitoring equipment to ensure responders are not working in hazardous environments
- Ensure site safety for re-entry
- Disposal of bio-waste generated from medical treatment facilities

### **General Services Administration**

- Assistance in contracting for medical supplies, equipment, and transportation
- Assistance in the procurement of communications equipment
- Assistance in providing transportation of victims from T-MOSAs to shelters

### **U.S. Postal Service**

- Support in providing transportation of victims

### **State of Louisiana**

**Dept. of Health and Hospitals (Lead)** – *includes Office of Mental Health, Public Health, Addictive Disorders, Citizens for Developmental Disabilities, Health Standards Section, Bureau of Community Support Services, Medicaid, and Bureau of Emergency Medical Services.*

- Through the LA HRSA system, identify available inpatient beds within the state by number and type, and coordinate flow of patients from DMAT/temporary medical treatment facilities to those hospitals.
- Identify and coordinate flow of hospital resources between hospitals in the state
- The DHH asset, the Strategic Medical Assistance and Response Team (SMART) will provide primary support at Filter 3. Their purpose is to “treat and street” meaning to provide initial treatment and identify as the evacuee’s needs as immediate, urgent or non-urgent and sort to the appropriate Operational Pathway. [SMART is a volunteer organization that will require immediate backup from DMAT for human resources.] SMART will be working closely with the NDMS/ Disaster Medical Assistance Team (DMAT).
- Responsibilities to coordinate the special needs shelters. DHH will activate the medical coordination component. Annex X identifies the current roles and responsibilities of the Special Needs Sheltering Plans
- Patient tracking at the T-MOSA is the responsibility of DHH.
- Provide equipment for decon will be provided by DHH assets.
- Assist with behavioral health issues (OMH)
- Coordinate credentialing of medical volunteers
- Disease surveillance and vector control

### **LSU Health Science Center**

- Expand hospital capability at LSU HSC hospitals
- Coordinate trauma service
- Provide personnel support to T-MOSAs
- Provide communications support

- Provide data and pathology support
- Provide assistance to Special Needs Shelter Plans
- Patient care and forensic operations

**La. National Guard**

- Security at T-MOSAs and other temporary medical treatment sites

**Dept. of Agriculture and Forestry**

- Assist in logistics

**Dept. of Environmental Quality**

- Assist DHH in determining protocols for decontamination of patients at T-MOSA sites

**Dept. of Transportation and Development**

- Provide transport of victims from T-MOSAs to shelters

**Volunteer Organizations**

- Coordination of food and clothing distribution and donations
- Coordinate and provide assistance with decontamination at T-MOSAs

**La. Hospital Association**

- Communicate twice daily to DHH the bed and equipment availability of all LA hospitals

**La. Nursing Home Association**

- Communication of evacuation procedures to DHH

**Dept. of Economic Development**

- Provide listing of empty facilities that can be utilized
- Provide plans for job development for evacuees at shelters and temporary housing facilities

**Dept. of Social Services**

- Coordinate the Special Needs Shelters in all T-MOSAs
- Provide assistance with registration, collection of information, and reporting of information to the state repository (for purposes of family re-unification and state reporting of data) at Filter 2 at the T-MOSAs

**Dept. of Corrections**

- Feeding of victims and responders at T-MOSA

**Dept. of Education**

- Communication and coordination of evacuation efforts
- Provide school buses for transportation needs

**State Police**

- Provide security at T-MOSAs

**Parish**

**OEP**

- Responsibilities to assist DHH in coordinating the Special Needs Shelters at T-MOSAs
- Provide the generators, national guardsmen, and security for these Special Needs Shelters at T-MOSAs

**Private Hospitals**

- Absorb overflow of patients from affected area (from T-MOSAs, affected hospitals, etc)

**Volunteers (including Churches)**

- process individuals through the decon setup at T-MOSAs
- assist in transport of victims from SAR BOOs to T-MOSAs

**Other Private Industry**

- Provide transportation for victims and equipment from SAR BOOs

**Public Safety (Fire Dept, EMS)**

- process individuals through the decon setup at T-MOSAs
- assist in transporting individuals from Search and Rescue Casualty Collection Points to T-MOSAs
- care for victims at Search and Rescue Casualty Collection Points

**Animal Control**

- provide basic animal sheltering and basic veterinary care

**c. Coordinating Instructions**

Requests for assistance, patient treatment information and other situation report information is provided up the Incident Command Structure to the Joint Operations Center.

Further reports are required as the situation dictates. Reference State Emergency Operations Plan and National Response Plan. For example, under the state plan there is a requirement for E-team reports twice daily. Parishes will be operating under parish emergency operations plans.

**4. LOGISTICS AND ADMINISTRATION**

**a. Concept of Support**

Please refer to attached diagram.

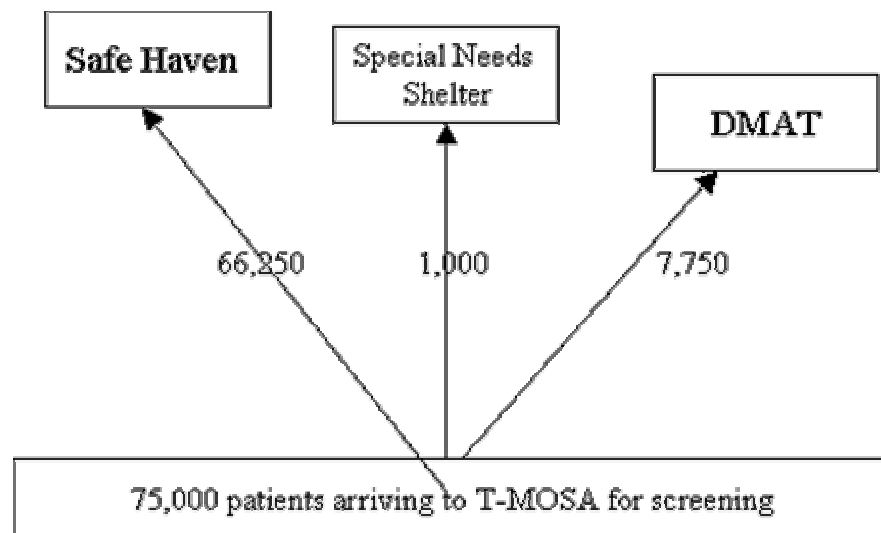
**b. Special Assistance**

- Transportation of patients from SAR BOOs to T-MOSAs.
- Dialysis, ventilators for mass care
- Availability of burn units
- Identify hyperbaric units
- Identify blood supply
- Increased vector control (primarily mosquito control)

**c. Personnel**

*Initial Throughput:*

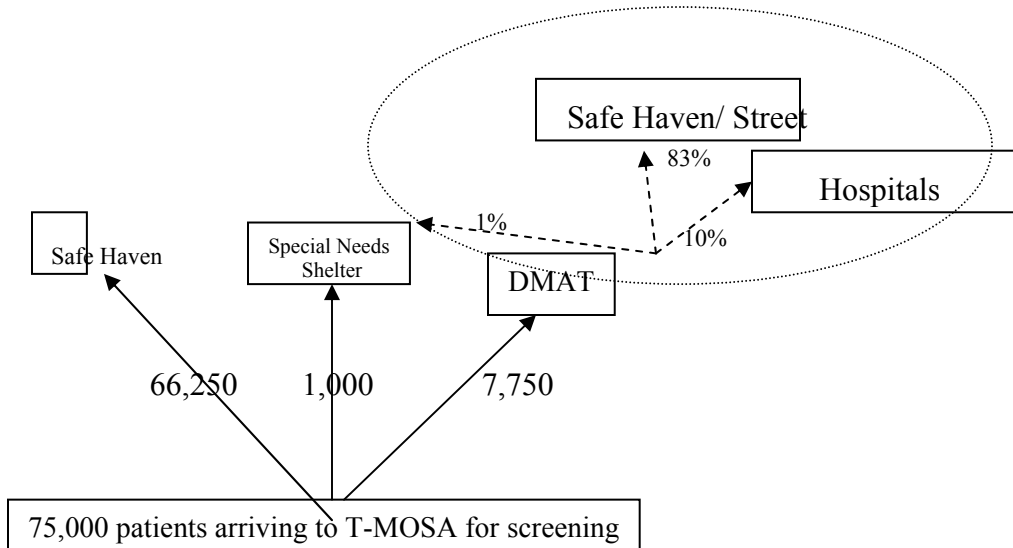
The T-MOSAs expect to screen approximately 75,000 evacuees per day. Of these, 66,250 are expected to be routed to the safe haven (Operation 3); 1,000 are expected to be routed to the Special Needs Shelter (Operation 2); and 7,750 are expected to be routed to DMAT (Operation 1).





*Referral of patients from the DMAT:*

Of the 7,750 expected to be seen by DMAT, 10% (775) are expected to require admission to a hospital; 83% (6,433) are expected to be discharged back to the safe haven area/ street; and 7% (542) are expected to be sent to the Special Needs Shelter.



- After Day 1, the percentages from DMAT to hospitals, Safe Haven/Street, and the Special Needs Shelter will change. The following percentages and numbers reflect estimates of evacuees that will be routed from DMAT to the hospital, the safe/haven, or the Special Needs Shelter.

Day	To the Hospital	%	To the Safe Haven/ Street	%	To the Special Needs Shelter	%
1	775	10%	6433	83%	542	7%
2	233	3%	7285	94%	388	5%
3	155	2%	7363	95%	233	3%
4	136	1.75%	7363	95%	252	3.25%
	1299		28444		1415	

It should be noted that without adequate transport resources from the T-MOSA to hospitals or other temporary housing/ shelters across the state, a “pooling” affect is expected with patients and general evacuees bottlenecking at the T-MOSA. Efforts must be placed on the transportation resources and the T-MOSA site to avoid the bottleneck effect of patients and evacuees.

**SURGE CAPABILITIES OF HOSPITALS:**

**Louisiana Hospitals’ Surge Capacity**

There are approximately 209 hospitals in Louisiana with 125 being acute care facilities. Given this scenario, 40 hospitals (20 acute) would be in the Region 1 affected area. It is expected that all of these

facilities would be impacted. In Region 9, there are 22 hospitals (12 acute) – all would be affected except for 3 acute hospitals. The expectation is that the 1,299 patients expected over 4 days from the T-MOSA would be cared for by NDMS.

In summary, the following chart is provided:

	Admit to Hospitals (critical patients)	Responsibility
Self -referrals	unknown	Louisiana Hospital Systems
TMOSA to Hospitals	775	NDMS
Day 2	233	NDMS
Day 3	155	NDMS
Day 4	136	NDMS
TOTAL Day 1 to Day 4	1,299	NDMS
Patients from Impacted hospitals to other LA hospitals	2000	Louisiana Hospital Systems

- It is undetermined how many individuals will self-refer to local hospitals.
- The patients expected from the T-MOSA requiring critical care will be the responsibility of NDMS.
- The 2,000 critical patients identified in isolated/ impacted hospitals in the affected area would be cared for by Louisiana hospitals.

The estimated number of needed personnel to care for the additional 2,000 critical patients is estimated to be the following:

168 physicians  
 168 NP/PA  
 1,012 RNs  
 168 Social Workers/ Behavioral Health  
 584 Miscellaneous (ie. Respiratory Therapists, Case managers, Housekeepers, etc).

These estimates reflect 1 full week of staffing. These estimates were determined based on the developed *Concept of Operations for an Acute Care Center Minimal Staffing patterns* for a 12-hour shift for a 50 bed nursing subunit.

The shortfall of personnel will be requested from out of state support from the Medical Reserve Corp and volunteers, notwithstanding additional support necessary for rotation of current staff. Specialized

critical care teams will likely need to be requested from Federal resources.

**Current Capabilities:**

The current estimate of available medical personnel to staff the various medical staging areas, treatment areas, hospitals, and transportation locations includes:

- NDMS and Commission Corps Readiness Force (CCRF) = 4,500
- Department of Veterans Affairs: 5 EMERTs (100 per team) = 500
- DOD = 1,200 (total number unknown; will require approx 2,000 to staff temporary medical facilities)
- State medical resources (LA DHH SMART) = 468
- TOTAL: 7,468

These numbers represent the maximum capacity of all resources. At this point, the ability to augment personnel at local hospitals becomes severely compromised.

For each additional 250 patients seen (above the 7,750 threshold of patient capacity outlined in section 3a. of this plan) within a 24-hour period, 156 additional medical personnel will be required (in ratio to SMART):

92 -	EMT's
16 -	Physicians
16 -	Nurses
6 -	Runners
<u>26 -</u>	<u>Clerical</u>
<b>156</b>	<b>TOTAL</b>

## **5. LEAD/SUPPORT RELATIONSHIPS AND COMMUNICATIONS**

### **a. Lead and Support Relationships**

State and local government will follow the National Incident Management System (NIMS). NIMS has adopted the Unified Command System. Federal assets will support state and local operations.

The Regional Command Structure will consist of a Regional OEP Coordinator; a Regional Coordinator for hospitals; DHH OPH; the State Police; the local Sheriff's Office; and the campus police chief.

Local Command Structure will consist of the Parish President and Emergency Management/OEP Director.

**b. Communications Requirements**

DMAT communications capabilities include connectivity between the Mobile Emergency Response System (MERS) and SAR.

Basic statewide communication between agencies will be conducted through internet based e-team. Communication will be supplemented by 800mhz radios (primary parish level communications within the parish and to state agencies) and satellite phones.

GSA will provide 4 T1 lines via mobile satellite unit and any additional resources necessary to re-establish hospital communications.

Interoperability and communications between multiple users is an ongoing issue. Communication needs to be integrated/coordinated to ensure effective tracking and response at the unified command centers.

Tracking of medical personnel responding to the area, medical supplies, and patients will all be coordinated by DHH.

## 14.0 Point of Contact

---

The IEM point of contact for this project is Brad Tiffée. He may be reached at:

IEM, Inc.  
8555 United Plaza Blvd., Suite 100  
Baton Rouge, LA 70809  
(225) 952-8229  
(225) 952-8122 (fax)  
brad.tiffée@ieminc.com

The alternate point of contact is Wayne Thomas. He may be reached at:

IEM, Inc.  
2751 Buford Highway, Suite 204 Druid Pointe  
Atlanta, GA 30324  
(404) 214-0330  
(404) 214-0337 (fax)  
wayne.thomas@ieminc.com