

2008 GOVERNOR'S OFFICE OF HOMELAND SECURITY AND EMERGENCY PREPAREDNESS

HURRICANE PREPAREDNESS EXERCISES



Governor's Office



After Action Report/Improvement Plan

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EXECUTIVE SUMMARY

In 2007, the Louisiana Governor's Office of Homeland Security and Emergency Preparedness (GOHSEP), in partnership with the U.S. Department of Homeland Security (DHS), put forth an initiative to prepare and disseminate a Multi-Year Training and Exercise Plan for the State of Louisiana. The *State of Louisiana Multi-Year Training and Exercise Plan* stipulated that a series of hurricane preparedness exercises be conducted to validate revised hurricane response policies, plans, and procedures and to identify additional immediate coordination and preparedness improvements in areas with high hurricane risk.

In March and May 2007, GOHSEP conducted a hurricane preparedness tabletop exercise (TTX) and functional exercise (FE) at the Louisiana State Emergency Operations Center (EOC), during which GOHSEP coordinated with Federal response agencies, local jurisdictions, nongovernmental organizations (NGOs), and private-sector entities to exercise the newly revised Louisiana State Emergency Operations Plan (EOP), a new EOC functional branch organization, and the WebEOC[®]-based management system. The 2007 TTX and FE identified a number of areas for improvement that were documented in the exercise After Action Reports (AARs). The 2008 Louisiana GOHSEP Hurricane Preparedness Exercises sought to address those areas for improvement.

Additionally, this exercise was designed to educate the newly elected Governor of Louisiana, State agencies, the Southeast and Southwest Hurricane Task Forces, and the Shelter Task Force on the newly revised policies, plans, and procedures to prevent, mitigate, prepare for, respond to, and recover from a catastrophic hurricane.

These exercises provided the participants with an opportunity to accomplish the following:

- Evaluate the Louisiana State EOP and Emergency Support Function (ESF) standard operating procedures (SOPs) and/or test and validate recently changed procedures
- Improve the critical problem solving and decisionmaking process of the Unified Command function of the State government and the Louisiana State EOC disaster management process and procedures
- Validate ongoing training on critical tasks that constitute the prelandfall preparations and landfall disaster response and recovery efforts by Federal and State officials
- Increase general awareness and understanding of potential hurricane hazards and identify additional resources, equipment, and personnel needed to prepare for and manage the response to a hurricane

The 2008 Louisiana GOHSEP Hurricane Preparedness Exercises were developed to test the following capabilities:

- Planning
- Citizen Evacuation and Shelter-in-Place
- Mass Care (Sheltering, Feeding, and Related Services)
- Fatality Management
- Medical Surge
- Restoration of Lifelines

- EOC Management
- Emergency Public Information and Warning

The Exercise Planning Team comprised numerous and diverse agencies, including Federal, State and local agencies. During the planning process, the Exercise Planning Team discussed response capabilities that needed to be addressed in the Unified Command Group TTX, GOHSEP Hurricane Preparedness FE, and GOHSEP Hurricane Preparedness TTX; the team designed a plausible Category 4 hurricane scenario to exercise these capabilities. The scenario described an incident that would affect the coastal regions of Louisiana and test the regions' ability to prepare for, respond to, mitigate, and recover from the affects of a catastrophic incident. The Exercise Planning Team developed a series of prioritized questions that were designed to address Louisiana policy and decisionmaking issues as well as individual agency and department issues during a response to the incident.

Based on the Exercise Planning Team's deliberations, the following objectives were developed for the exercises:

Unified Command Group TTX (May 7, 2008)

1. The Unified Command Group will use the Louisiana State EOP and the Unified Louisiana Hurricane Evacuation Timeline to provide sound guidance and decisions.
2. The Unified Command Group will quickly analyze hurricane forecast information to identify dangers to the public and make timely protective action decisions (PADs) to evacuate citizens from the Louisiana coastal area in accordance with the Unified Louisiana Hurricane Evacuation Timeline.
3. The Unified Command Group will quickly analyze hurricane forecast information to identify dangers to the public and discuss timely PADs that would involve the execution of the State's traffic contraflow plan in accordance with the Unified Louisiana Hurricane Evacuation Timeline.
4. The Unified Command Group will quickly analyze hurricane forecast information to identify dangers to the public and make timely PADs to activate State hurricane shelters in accordance with the Unified Louisiana Hurricane Evacuation Timeline.

GOHSEP Hurricane Preparedness FE (May 8, 2008)

1. The Louisiana State EOC staff will demonstrate the ability to ensure that companion animals are evacuated and provided sheltering, food, and other related services during the prelandfall period of a simulated major hurricane in accordance with State of Louisiana plans, policies, and procedures
2. The Louisiana State EOC staff will demonstrate the ability to gather, analyze, share, and disseminate weather-related information as it pertains to critical infrastructure and citizen protection during the prelandfall period of a simulated major hurricane in accordance with State of Louisiana plans, policies, and procedures.
3. The Louisiana State EOC staff will demonstrate the ability to conduct EOC management staffing and Louisiana State EOC shift change briefings during the prelandfall period of a simulated major hurricane in accordance with State of Louisiana plans, policies, and procedures.

4. The Louisiana State EOC staff will demonstrate the ability to coordinate communications, including the use of WebEOC, across Federal, State, tribal, and local governments during the prelandfall period of a simulated major hurricane in accordance with State of Louisiana plans, policies, and procedures.
5. The Louisiana State EOC staff will demonstrate the ability to ensure that citizens, public officials, and emergency personnel are informed with current and valid hurricane-related information during the prelandfall period of a simulated major hurricane in accordance with State of Louisiana plans, policies, and procedures.
6. The Louisiana State EOC staff will demonstrate the ability to ensure that affected populations—including general, special-needs, and unique populations—are evacuated and provided shelter, food, and other related services during the prelandfall period of a simulated major hurricane in accordance with State of Louisiana plans, policies, and procedures.

GOHSEP Hurricane Preparedness TTX (May 9, 2008)

1. The Louisiana State EOC staff will demonstrate the ability to direct fatality management operations during the prelandfall and postlandfall periods of a simulated major hurricane in accordance with the Louisiana State EOP and the Unified Louisiana Hurricane Evacuation Timeline.
2. The Louisiana State EOC staff will demonstrate the ability to receive, evaluate, and track surge casualties during the prelandfall period of a simulated major hurricane in accordance with the Louisiana State EOP and the Unified Louisiana Hurricane Evacuation Timeline.
3. The Louisiana State EOC staff will demonstrate the ability to direct restoration of lifeline operations during the prelandfall and postlandfall periods of a simulated major hurricane in accordance with the Louisiana State EOP and the Unified Louisiana Hurricane Evacuation Timeline.

The purpose of this report is to analyze exercise results, identify strengths to be maintained and built on, identify potential areas for further improvement, and support development of corrective actions.

Major Strengths

The major strengths identified during this exercise are as follows:

Day 1: Unified Command Group TTX (May 7)

- There is a working relationship between State and Federal partners.
- Conference calls took place between the Hurricane Task Forces, Shelter Task Force, and the National Weather Service (NWS) for information sharing, situational awareness, and coordination.
- There are existing phased evacuation and contraflow plans and procedures.
- Participants demonstrated proactive decisionmaking and problem solving and prompt identification of PADs.

Day 2: GOHSEP Hurricane Preparedness FE (May 8)

- EOC staff members interacted positively and demonstrated the ability to act as a cohesive team on the strategic level.
- Participants showed a spirit of cooperation and desire to successfully accomplish the mission.
- Participants demonstrated the ability to analyze a situation and select the appropriate PAD.
- Players were receptive to the challenges of the incident.
- Internal and external messages were tracked at the EOC.

Day 3: GOHSEP Hurricane Preparedness TTX (May 9)

Human Services Branch

- The branch demonstrated situational awareness of resource limitations; participants noted that limited transportation services will be available for healthcare facility evacuations and that State facilities cannot fully absorb a coastal healthcare facility evacuation.
- The SMART system was used, which is a program for search and rescue that involves identifying and sending personnel to nonevacuated individuals and facilities that may require assistance after the storm passes.
- The branch was able to effectively coordinate and maintain oversight of mass care sheltering and feeding operations by facilitating information flow and resource coordination.
- The branch was very adaptable in coordinating and finding solutions, even when it had technical problems with WebEOC.
- The branch was able to effectively prepare and submit Action Request Form (ARF) requests to the Federal Emergency Management Agency (FEMA) and coordinate Emergency Management Assistance Compact (EMAC) requests, a major improvement over last year.

Transportation/Evacuation Branch

- Strategic transportation and evacuation planning were demonstrated. The participating representative demonstrated an aggressive and thorough involvement with improving the overall planning posture for transportation and evacuation issues involving that department and/or ESF.
- The Louisiana Department of Transportation and Development (DOTD) and other ESFs focused on and initiated numerous management actions to resolve problems concerning contracts for transportation resources.

Emergency Services Branch

- The Louisiana Department of Wildlife and Fisheries has a detailed plan for search and rescue operations.

Public Information

- Well-organized and well-trained Public Information Officers (PIOs) staffed the Joint Information Center (JIC).

Parish/Task Force

- Local agency representatives were very knowledgeable and experienced in the needs of the local jurisdiction in a poststorm environment.
- Some jurisdictions utilized faith-based groups to manage donations and some logistical needs, allowing local responders and employees to perform other response and recovery functions.
- Local jurisdictions were knowledgeable about their risks, priorities, and available resources.

Primary Areas for Improvement

Throughout the exercise, several opportunities for improvement in Louisiana's ability to respond to the incident were identified. The primary areas for improvement, including recommendations, are as follows:

Day 1: Unified Command Group TTX (May 7)

- State contracting processes and procedures under emergency situations need to be improved.
- Sufficient personnel should be provided to process and care for evacuated pets.
- States were in competition for the same limited transportation resources.

Day 2: GOHSEP Hurricane Preparedness FE (May 8)

- Lack of command and control during the first shift led to inability of the branch managers and ESF staff to adequately communicate and coordinate resources.
- Lack of information or situational awareness led to confusion in the functional area of the EOC.
- The Unified Command Group did not distribute the Incident Action Plan (IAP) to the EOC branch managers and ESF staff members.
- Outdated emergency operational policies, plans, and procedures did not allow participants to make decisions and allocate resources to the local units of government in a timely and efficient manner
- Participants lacked familiarity with the new version of WebEOC (installed the day before the exercise).

- While the JIC functioned smoothly and followed its SOPs, it could be more proactive in issuing protective action recommendations and coordinating the public information initiatives of the various parishes.

Day 3: GOHSEP Hurricane Preparedness TTX (May 9)

Human Services Branch

- There appears to be a lack of coordination between the local parishes and the State.
- Postlandfall planning was limited.
- Search and rescue priority timetables have not been fully communicated.

Transportation/Evacuation Branch

- Participants expressed concern that a significant percentage of the parishes may not have adequately planned for transportation to support both evacuees and their own logistical needs.
- The State is concerned that transportation to be provided under contract may not be available because of plans by adjoining States to capture the resources before Louisiana's call for deployments by the contractors.

Emergency Services Branch

- There is an urgent need for advanced medical support for first responders in the field during rescue operations.
- State security assets are not immediately available for parish security details.

Public Information

- The JIC needs to be more proactive in disseminating protective action recommendations to people in high-risk areas and coordinating public information activities of various parishes.

Parish/Task Force Issues

- Changes in State/department plans need to be coordinated with parish emergency managers and planners.
- An enhanced public information campaign should be developed and promulgated that includes more information about where people should go during evacuation, the reentry process, and other issues critical to local emergency management agencies.
- Parish shelters open during contraflow are not sufficient to support all evacuees.

Based on exercise discussions and recommendations, Louisiana should continue a regular program of discussion-based exercises for the State's senior leadership personnel. These exercises should focus on statewide agency and department coordination to manage a statewide disaster. Individual departments and agencies should also conduct annual discussions and operations-based exercises that focus on agency personnel's ability to implement emergency response policies, plans, and procedures in support of a statewide coordinated incident response. The Unified Command Group, Louisiana State EOC staff, branch managers, and ESF staff

should continue to work as a cohesive team to control State resources, communicate decisions to the public, and deploy assets to meet critical needs.

The State should continue to establish and maintain positive working relationships with the DHS, FEMA, National Hurricane Center, NWS, Southwest and Southeast Hurricane Task Forces, Shelter Task Force, and local units of government. These functions and relationships are essential so that the State government can provide the appropriate response and maintain the confidence of the public in all major emergencies that require saving lives, protecting property, and coordinating recovery operations.

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SECTION 1: EXERCISE OVERVIEW

Exercise Details

Exercise Name

2008 Louisiana GOHSEP Hurricane Preparedness Exercises

Type of Exercise

May 7, 2008 – Unified Command Group TTX
May 8, 2008 – GOHSEP Hurricane Preparedness FE
May 9, 2008 – GOHSEP Hurricane Preparedness TTX

Exercise Start Date

May 7, 2008 – Unified Command Group TTX
May 8, 2008 – GOHSEP Hurricane Preparedness FE
May 9, 2008 – GOHSEP Hurricane Preparedness TTX

Exercise End Date

May 7, 2008 – Unified Command Group TTX
May 8, 2008 – GOHSEP Hurricane Preparedness FE
May 9, 2008 – GOHSEP Hurricane Preparedness TTX

Duration

May 7, 2008 – Unified Command Group TTX (6 hours)
May 8, 2008 – GOHSEP Hurricane Preparedness FE (12 hours)
May 9, 2008 – GOHSEP Hurricane Preparedness TTX (7 hours)

Location

May 7, 2008 – Unified Command Group TTX (GOHSEP Overwatch Room)
May 8, 2008 – GOHSEP Hurricane Preparedness FE (GOHSEP State EOC)
May 9, 2008 – GOHSEP Hurricane Preparedness TTX (Bethany World Prayer Center, South Campus, Baton Rouge, LA)

Sponsor

GOHSEP

Program

Louisiana Multi-Year Exercise Program

Mission

May 7, 2008 – Unified Command Group TTX (Prevention)

Homeland Security Exercise and Evaluation Program (HSEEP)

After Action Report/Improvement Plan (AAR/IP)

2008 Louisiana GOHSEP Hurricane Preparedness Exercises

May 8, 2008 – GOHSEP Hurricane Preparedness FE (Prevention and Response)

May 9, 2008 – GOHSEP Hurricane Preparedness TTX (Response and Recovery)

Capabilities

May 7, 2008 – Unified Command TTX

- Planning
- Citizen Evacuation and Shelter-in-Place
- Mass Care (Sheltering, Feeding, and Related Services)

May 8, 2008 – GOHSEP Hurricane Preparedness FE

- Mass Care
- EOC Management
- Emergency Public Information and Warning
- Citizen Evacuation and Shelter-in-Place

May 9, 2008 – GOHSEP Hurricane Preparedness TTX

- Fatality Management
- Medical Surge
- Restoration of Lifelines

Scenario Type

Catastrophic Category 4 Hurricane

Exercise Planning Team

May 7, 2008 – Unified Command Group TTX

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Homeland Security Exercise and Evaluation Program (HSEEP)

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**2008 Louisiana GOHSEP
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**2008 Louisiana GOHSEP
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Homeland Security Exercise and Evaluation Program (HSEEP)

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**2008 Louisiana GOHSEP
Hurricane Preparedness Exercises**

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Participating Organizations

May 7, 2008 – Unified Command Group TTX

| Participating Agencies and Organizations | |
|--|---|
| Federal | |
| Emergency Management Assistance Compact | U.S. Coast Guard |
| FEMA Region VI | U.S. Department of Defense |
| National Weather Service – Slidell, LA, Office | U.S. Department of Homeland Security |
| U.S. Air Force | U.S. Geological Survey |
| U.S. Army | U.S. Navy |
| State | |
| Attorney General's Office | Louisiana Department of Transportation and Development |
| Governor's Office of Oil Spills | Louisiana Department of Wildlife and Fisheries |
| Louisiana Board of Regents | Louisiana Governor's Office of Homeland Security and Emergency Preparedness |
| Louisiana Department of Administration | Louisiana Legislature |
| Louisiana Department of Agriculture and Forestry | Louisiana National Guard |
| Louisiana Department of Corrections | Louisiana Office of Communications Management |
| Louisiana Department of Environmental Quality | Louisiana Office of Information Technology |
| Louisiana Department of Health and Hospitals | Louisiana Office of State Purchasing and Travel |
| Louisiana Department of Information and Technology | Louisiana Office of the State Fire Marshal |
| Louisiana Department of Insurance | Louisiana Public Service Commission |
| Louisiana Department of Justice | Louisiana State Police |
| Louisiana Department of Natural Resources | Louisiana State University Services |
| Louisiana Department of Public Safety | Office of the Governor |
| Louisiana Department of Revenue | Office of the Lieutenant Governor |
| Louisiana Department of Social Services | The Adjutant General |
| Nongovernmental Organizations | |
| American Red Cross | Louisiana Volunteer Organizations Active in Disasters (VOAD) |
| Louisiana Fire Chiefs Association | |

May 8, 2008 – GOHSEP Hurricane Preparedness FE

| Participating Agencies and Organizations | |
|--|------------------|
| Federal | |
| Emergency Management Assistance Compact | U.S. Coast Guard |

Homeland Security Exercise and Evaluation Program (HSEEP)

After Action Report/Improvement Plan (AAR/IP)

2008 Louisiana GOHSEP Hurricane Preparedness Exercises

| | |
|--|--|
| FEMA Region VI | U.S. Department of Defense |
| National Weather Service – Slidell, LA, Office | U.S. Department of Homeland Security |
| U.S. Air Force | U.S. Geological Survey |
| U.S. Army | U.S. Navy |
| U.S. Army Corps of Engineers | |
| State | |
| Attorney General's Office | Louisiana Department of Wildlife and Fisheries |
| Governor's Office of Oil Spills | Louisiana GOHSEP |
| Louisiana Board of Regents | Louisiana National Guard |
| Louisiana Department of Administration | Louisiana Nursing Home Association |
| Louisiana Department of Agriculture and Forestry | Louisiana Office of Communications Management |
| Louisiana Department of Corrections | Louisiana Office of Information Technology |
| Louisiana Department of Culture and Tourism | Louisiana Office of State Purchasing and Travel |
| Louisiana Department of Environmental Quality | Louisiana Office of the State Fire Marshal |
| Louisiana Department of Health and Hospitals | Louisiana Offshore Terminal Authority |
| Louisiana Department of Labor | Louisiana Search and Rescue Team |
| Louisiana Department of Natural Resources | Louisiana Secretary of State |
| Louisiana Department of Public Safety | Louisiana Service Commission |
| Louisiana Department of Revenue | Louisiana State Police |
| Louisiana Department of Social Services | Louisiana State University Services |
| Louisiana Department of Transportation and Development | Office of the Governor |
| Nongovernmental Organizations | |
| American Red Cross | Louisiana Volunteer Organizations Active in Disasters (VOAD) |
| Emergency Services Industry–9-1-1 | Radio Amateur Communications Emergency Services |
| Louisiana Fire Chiefs Association | Second Harvest Food Bank |

May 9, 2008 – GOHSEP Hurricane Preparedness TTX

| Participating Agencies and Organizations | |
|--|--|
| Federal | |
| Emergency Management Assistance Compact | U.S. Department of Defense |
| FEMA Region VI | U.S. Department of Homeland Security |
| National Weather Service – Slidell, LA, Office | U.S. Geological Survey |
| U.S. Army | U.S. Navy |
| U.S. Coast Guard | |
| State | |
| Attorney General's Office | Louisiana Department of Transportation and Development |
| Governor's Office of Oil Spills | Louisiana Department of Wildlife and Fisheries |
| Louisiana Department of Administration | Louisiana GOHSEP |

Homeland Security Exercise and Evaluation Program (HSEEP)

**After Action Report/Improvement Plan
(AAR/IP)**

**2008 Louisiana GOHSEP
Hurricane Preparedness Exercises**

| Participating Agencies and Organizations | |
|--|--|
| Louisiana Department of Agriculture and Forestry | Louisiana National Guard |
| Louisiana Department of Corrections | Louisiana Office of Communications Management |
| Louisiana Department of Public Safety | Louisiana Office of Information Technology |
| Louisiana Department of Environmental Quality | Louisiana Office of the State Fire Marshal |
| Louisiana Department of Health and Hospitals | Louisiana Secretary of State |
| Louisiana Department of Labor | Louisiana Service Commission |
| Louisiana Department of Natural Resources | Louisiana State Police |
| Louisiana Department of Revenue | Louisiana State University Services |
| Louisiana Department of Social Services | |
| Parish | |
| Assumption Parish Office of Homeland Security and Emergency Preparedness | Livingston Parish Office of Homeland Security and Emergency Preparedness |
| East Baton Rouge Parish Office of Homeland Security and Emergency Preparedness | St. Tammany Parish Office of Homeland Security and Emergency Preparedness |
| East Feliciana Parish Office of Homeland Security and Emergency Preparedness | Tangipahoa Parish Office of Homeland Security and Emergency Preparedness |
| Lafayette Parish Office of Homeland Security and Emergency Preparedness | West Baton Rouge Parish Office of Homeland Security and Emergency Preparedness |
| Nongovernmental Organizations | |
| American Red Cross | Louisiana Volunteer Organizations Active in Disasters (VOAD) |
| Louisiana Fire Chiefs Association | Second Harvest Food Bank |

Number of Participants

May 7, 2008 – Unified Command Group TTX

- Players: 126
- Evaluators: 3
- Facilitators: 3

May 8, 2008 – GOHSEP Hurricane Preparedness FE

- Players: 356
- Controllers: 7
- Evaluators: 7

May 9, 2008 – GOHSEP Hurricane Preparedness TTX

- Players: 164
- Evaluators: 10
- Facilitators: 10

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SECTION 2: EXERCISE DESIGN SUMMARY

Exercise Purpose and Design

The 2008 Louisiana GOHSEP Hurricane Preparedness Exercises were funded by the Louisiana GOHSEP. Planning for this exercise began on February 7, 2008, at the Initial Planning Conference. A planning team was established, and GOHSEP was given the lead to develop the exercises. The Exercise Planning Team agreed to use the 2008 Louisiana Hurricane Preparedness Exercises Category 4 hurricane scenarios to address a number of issues identified in the AARs for the 2007 Louisiana Hurricane Preparedness TTX and FE.

The 2008 Louisiana GOHSEP Hurricane Preparedness Exercises were designed to provide an opportunity for the Governor of Louisiana and members of his cabinet and their agencies, the Southeast and Southwest Hurricane Task Forces, and the Shelter Task Force to evaluate current State and agency response concepts, policies, plans, and capabilities for a response to a catastrophic hurricane strike on coastal Louisiana that would cause thousands of people to evacuate and seek shelter for themselves and their families. The exercise series was also designed as a capstone exercise series of hurricane preparedness activities (e.g., revision of policies, plans, and procedures; extensive training programs; and an aggressive exercise program conducted by the State since Hurricanes Katrina and Rita). The exercises focused on command and control coordination; critical decisions; notifications; and integration of Federal, State, local, and nongovernmental assets necessary to protect the public from a catastrophic hurricane.

Exercise Objectives, Capabilities, and Activities

Capabilities-based planning allows for Exercise Planning Teams to develop exercise objectives and observe exercise outcomes through a framework of specific action items derived from the Target Capabilities List (TCL). The following capabilities formed the foundation for the organization of all objectives and observations in this exercise. Additionally, each capability is linked to several corresponding activities and tasks to provide additional detail.

Based on the identified exercise objectives, the Exercise Planning Team decided to demonstrate the following capabilities during this exercise:

May 7, 2008: Unified Command Group TTX

- Planning
- Citizen Evacuation and Shelter-in-Place
- Mass Care (Sheltering, Feeding, and Related Services)

May 8, 2008: GOHSEP Hurricane Preparedness FE

- Mass Care
- EOC Management
- Emergency Public Information and Warning
- Citizen Evacuation and Shelter-in-Place

May 9, 2008: GOHSEP Hurricane Preparedness TTX

- Fatality Management
- Medical Surge
- Restoration of Lifelines

Scenario Summary

The TTXs and FE were conducted as part of the 2008 Louisiana GOHSEP Hurricane Preparedness Exercises, which were conducted over 3 days with a separate exercise on each day. All three exercises followed one exercise scenario involving a response to an approaching catastrophic hurricane. The Unified Command Group TTX was conducted on May 7, 2008, and covered the time period from H-120 to H-50. The GOHSEP Hurricane Preparedness FE was conducted on May 8, 2008, and covered the time period from H-50 to H-24. The GOHSEP Hurricane Preparedness TTX was conducted on May 9, 2008, and covered the time period from H-24 to H+48.

H-hour is when tropical-storm-force winds reach the coastal regions of Louisiana.

May 7, 2008 – Unified Command Group TTX

The Unified Command Group TTX was scheduled for approximately 5 hours on May 7, 2008. The exercise consisted of both presentation and discussion periods. The exercise was conducted in two phases: hurricane track H-120 to H-96 and hurricane track H-96 to H-50. Participants included the Governor's executive staff.

These participants assembled in the Unified Command Group Overwatch Room inside the Louisiana State EOC. The EOC Support Branch was minimally staffed; this section of the exercise was responsible for formulating the consolidated IAP and an operational briefing.

May 8 – GOHSEP Hurricane Preparedness FE

The GOHSEP Hurricane Preparedness FE was scheduled for approximately 12 hours on May 8, 2008. Representatives from multiple State agencies participated, including the Governor's executive staff, the Louisiana State EOC staff, and State agencies. A Master Scenario Events List (MSEL) was designed for the FE. Participants responded to the MSEL injects by communicating and coordinating protective actions. Participants responded to the hurricane period of H-50 to H-24.

The Governor's executive staff and State agencies assembled in the Unified Command Group Overwatch Room and the Louisiana State EOC. The ESFs assembled in the EOC and were fully staffed. The Emergency Planning Branch prepared the Situation Report (SitRep) and the Consolidated IAP for State government officials.

The FE was structured to have both a day shift and night shift. First-shift participants started the exercise, and their planning team prepared an IAP. There was a shift change around 1400. The EOC operations staff gave a shift change briefing to second-shift participants. The exercise ended at approximately 2000.

May 9, 2008 – GOHSEP Hurricane Preparedness TTX

The GOHSEP Hurricane Preparedness TTX was scheduled for approximately 6 hours on May 9, 2008. Representatives from multiple State agencies and representatives from the Southeast and Southwest Hurricane Task Forces and Shelter Task Force assembled at the Bethany World Prayer Center, South Campus, Baton Rouge, LA. Representatives from the DHS, FEMA, Louisiana State EOC staff, and selected GOHSEP personnel participated in the exercise. Additionally, task force members attended and participated in breakout groups to discuss the period from H-24 to H+48.

Breakout groups were as follows: DHS/FEMA and EOC Support Branch, Emergency Services, Logistics, Human Services, Transportation/Evacuation, Infrastructure Protection, Public Information, Southeast and Southwest Hurricane Task Forces, and Shelter Task Force.

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SECTION 3: ANALYSIS OF CAPABILITIES

This section of the report provided the details of the discussion from the two TTXs and the observations of the FE:

- Tab 1 presents the discussions from the Unified Command Group TTX conducted in the Governor's Overwatch Room at the State EOC on May 7, 2008.
- Tab 2 presents the observations from the GOHSEP Hurricane Preparedness FE conducted at the State EOC on May 8, 2008.
 - In Tab 2, observations are organized by capability and associated activities. The capabilities linked to the exercise objectives are listed, followed by corresponding activities. Each activity is followed by related observations, which include references, analyses, and recommendations.
- Tab 3 presents the discussions and findings from the GOHSEP Hurricane Preparedness TTX held on May 9, 2008, at the Bethany World Prayer Center, South Campus, Baton Rouge, LA.
- Tab 4 presents the questions and answers from the afternoon discussions between State and parish officials. In Tabs 1 and 3 of the TTX, the section lists the issues or questions that were addressed along with a summary of the discussions and recommendations or conclusions, as appropriate.
 - Tab 4 lists the questions that the parishes posed to the State agencies and a summary of the State's answers.

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DAY 1: UNIFIED COMMAND GROUP TTX (MAY 7, 2008)

Issue 1: Louisiana has an effective system to notify key players of a conference call to support executive decisionmaking during an emergency.

Discussion: Strength. The State uses the “My State” Internet messaging system to notify key State agency officials of a conference call for the State’s Unified Command leadership to discuss issues surrounding an approaching or imminent crisis situation. The participants like the system and say it works well.

Recommendation: None.

Issue 2: State departments need to coordinate their public information releases to ensure that a strong, complete, coordinated message is given to the public.

Discussion: Area for Improvement. Participants expressed the need to explore the roles that departments of the State government play in the JIC and Joint Information System (JIS). Participants want to see all departments and agencies within the State send out a strong, early, and coordinated message to State residents about actions that the public should be prepared to take in response to a hurricane threat. One department secretary emphasized that he would like hurricane preparedness information to reach the public earlier rather than later. It was also pointed out in followup discussions that, since the parishes will be releasing their own press information, it is extremely important to ensure that parish and State efforts are closely coordinated and complementary.

Participants noted several issues that must be addressed in an integrated public information campaign. One issue is the need to reassure people that belongings left behind will remain safe during the evacuation. A second is the need to explain and emphasize the role of law enforcement, public shelters, and general security, as well as the unacceptability of price gouging. It was noted that the Governor needs to address the situation as early as possible and have an aggressive PIO strategy. One participant stated, in response to the scenario, that the State has failed to properly disseminate public information if the media has to ask the Governor to make a public statement.

Recommendation:

1. The State, with GOHSEP’s lead, needs to refine and begin dissemination of hurricane preparedness information that covers the entire spectrum of actions, from individual preparedness to State actions. This should, at minimum, contain information on evacuation and sheltering actions the public should take early in the hurricane approach.

Issue 3: When should the Governor issue a state of emergency?

Discussion: Area for Continued Discussion. Participants agreed that this was an important issue that warrants serious continued discussions due to the financial ramifications and State response capabilities that could be affected by the decision. One participant believed that it is necessary to declare a state of emergency early, rather than later in the event, in order to activate the State’s bus and fuel contracts, but he noted that such an action carries consequences. One key decision point is the likelihood that the Federal Government would make a prelandfall declaration of emergency.

A second point raised in support of an early State disaster declaration is the understanding that Texas plans to declare a state of emergency early on, around H-120, in order for it to execute its civilian bus contracts. This action has, as some participants pointed out, the potential to commit all available buses to Texas, leaving an insufficient number for Louisiana. On the other side of the discussion, a senior participant noted that the drawback to making an early declaration is that continuous “false alarms”—when a declaration is made but the hurricane does not make landfall—might cause people to take the warnings less seriously.

Participants concluded that, in this scenario situation, the Unified Command Group would recommend that the Governor make a State declaration of emergency at H-102 and request a Federal prelandfall emergency declaration. It is noted that in the actual situation, the financial ramifications and uncertainties of the hurricane approach may make it extremely difficult to decide to make an early emergency declaration.

Recommendation:

2. The State, with GOHSEP’s lead, should continue discussions with emergency management officials to coordinate possible timing for execution of a State declaration of emergency.

Issue 4: There is an insufficient supply of transportation assets to meet all Louisiana requirements.

Discussion: Area for Improvement. It was noted that FEMA will no longer enter into contracts to provide buses for use during a disaster. In its place, FEMA says that the General Services Administration (GSA) will contract buses. A major issue is that there are not enough buses to meet all requirements from Gulf Coast States. One participant informed the group that Texas plans to activate its bus contracts for 1,000 buses at H-120.

Even with bus transportation, Louisiana still needs train and air assets to evacuate all its residents. Realizing that competition between Texas and Louisiana for bus assets is detrimental to plan execution, a number of participants stated that Louisiana would like FEMA to allocate bus resources rather than having States compete for them. A final question was raised regarding a secondary plan to be used if the vendor cannot provide the bus transportation Louisiana needs. The group was unable to provide an answer to this question.

Recommendation:

3. The State, with GOHSEP’s lead, should submit a formal request to the Federal Emergency Management Agency (FEMA) and ask it to facilitate allocation of buses between Louisiana and Texas during a hurricane incident.

Issue 5: There needs to be coordination between State and Federal agencies on pet evacuation.

Discussion: Area for Improvement. During the discussion on pet evacuation, one participant remarked that a sizeable portion of the population will not evacuate without pets and that the State must be prepared to evacuate pets. The participant explained the State’s plan, which involves contracts for climate-controlled vehicles and pet cages, but the State is concerned that individual owners will not separate from their pets. Under current State plans, people and pets will be housed in different shelters, except for service animals, which will remain with their owners.

He noted that the State does not have the capability, in transportation, shelters, or labor, to move and shelter all the pets and companion animals in Louisiana. Participants then agreed that the

State should prepare a public information strategy to inform people about the pet policy for evacuation and sheltering and highlight that companion animals/pets cannot remain with evacuees in State shelters or in shelters outside Louisiana.

One participant raised the point that there is a difference between the State and Federal policy on evacuation of pets with owners. State law clearly states that service animals may accompany their owners, but it is unclear concerning the evacuation of companion animals. U.S. Department of Defense (DoD) regulations state that service animals can be moved with their owners, but preclude the movement of companion animals. The Unified Command Group agreed that there is a need to address the difference between Federal and State laws and regulations governing evacuation and sheltering of companion animals with their owners and clarify any differences in definitions and policies.

Recommendations:

4. State departments, with GOHSEP's lead, should prepare a robust hurricane preparedness public information strategy that includes information about the State's policy on evacuation and sheltering of pets and companion animals.
5. GOHSEP should establish a study group comprising appropriate State departments and agencies to address any difference between Federal and State laws and regulations governing companion animals.

Issue 6: The new FEMA guidelines governing issuance of a prelandfall declaration of emergency may negatively affect the State's decision to declare a state of emergency.

Discussion: Area for Improvement. The Unified Command Group identified the need for a Federal prelandfall declaration of emergency to ensure that Federal funds would be forthcoming to help offset the cost of preparing for and responding to a hurricane. In the exercise scenario discussions, the FEMA representative told the group that a Governor's declaration is not enough to ensure that the Federal Government will issue a declaration of emergency.

The FEMA representative explained the new FEMA policy that supplements the Stafford Act. He noted that FEMA does not preclude the Governor from activating the State's civilian contracts; however, FEMA may or may not recommend a Federal prelandfall declaration of emergency at H-120 or H-102, depending on whether the criteria outlined in the new FEMA policy letter are met. The FEMA representative confirmed that all costs will be captured if a Federal declaration is made; however, the State may be responsible for those costs if FEMA does not issue a declaration or if the hurricane does not make landfall.

Recommendation:

6. GOHSEP should obtain a copy of the new Federal Emergency Management Agency (FEMA) policy and ensure that its contents are provided to the Unified Command Group members for use in planning and for future discussions on State decisions regarding early declarations of emergency and activation of emergency contracts.

Issue 7: FEMA plans to pre-position supplies in Louisiana in preparation for a potential hurricane threat.

Discussion: Strength. The FEMA representative responded that FEMA can and will pre-position supplies and provide advance teams, support centers, and personnel to support the State.

Recommendation: None.

Issue 8: The Louisiana Department of Health and Hospitals (DHH) does not have the authority to sign contracts before a Governor's declaration of emergency.

Discussion: Area for Improvement. The DHH representative told the Unified Command Group that the DHH has no funding source to execute emergency contracts without an executive order; however, contractors require payment in advance. The problem is that the DHH is in the process of signing a contract without having funding available. One participant offered the possibility of having GOHSEP sign the contracts or sign contracts jointly with the DHH.

7. The State, with GOHSEP's lead, should establish a contract task force to examine the issue of signing contracts before a formal State declaration of emergency.

Issue 9: There is proposed new State legislation that may limit the power of the Governor to fulfill his responsibility for the safety of Louisiana citizens.

Discussion: Area for Improvement. During the discussions about citizen evacuations, participants noted that all disasters are local and that the parish president has the authority to order an evacuation. However, if a parish does not order an evacuation and the Governor determines that an evacuation is warranted, the Governor has the authority to order an evacuation of the affected area. One concern expressed at the table was that even if there is a Governor's order to begin evacuation at H-72, some residents may resist evacuation. Most participants believed that the citizens must be motivated to leave. The Unified Command Group participants believe that the parishes are in agreement with and want to support the State's evacuation plan.

One of the participants noted that Title 29 of the Louisiana Emergency Act provides the legal basis for State and parish authorities to act in an emergency. He expressed concern over proposed legislation that would prevent State action in emergencies, unless the parish is incapable of acting. The participant felt that this limitation might limit the emergency response actions that the Governor could take to safeguard the lives of Louisiana citizens. Most participants were not aware of the proposed legislation and were unsure of its impact.

Recommendation:

8. GOHSEP, in coordination with the Attorney General's Office, should examine proposed legislation to determine whether it would have a negative effect on the authority of the Governor to protect Louisiana citizens.

Issue 10: Louisiana provides for ongoing hurricane preparedness and response coordination with adjacent States.

Discussion: Strength. The GOHSEP representative explained the process of coordination within Louisiana and the State's discussions and activity coordination with other States. He noted that adjacent States are invited to listen in on the State's emergency preparedness-related conference calls. The representative explained interested States can discuss during the call or arrange a later discussion. The Unified Command Group agreed that there were no major roadblocks preventing coordination between other affected States within the region.

Recommendation: None.

Issue 11: The State contraflow plan works.

Discussion: Strength. The Unified Command Group was in agreement that the State's plan for mandatory evacuation and contraflow works extremely well.

Recommendation: None.

Issue 12: FEMA and Louisiana have adequate commodity distribution plans.

Discussion: Strength. The FEMA representative informed the Unified Command Group that FEMA will pre-position meals ready to eat (MREs), water, and ice before a hurricane strike on Louisiana. It was noted that the State also has pre-positioned supplies at critical sites to support response and relief operations until supply contracts can be implemented. The Command Group participants stated that they are satisfied with the current plan to pre-position resources.

Recommendation: None.

Issue 13: Louisiana senior leadership believes that the State policy on evacuation of hospitals and nursing homes is workable.

Discussion: Strength. The discussion addressed problems associated with hospital and nursing home evacuations. The DHH representative explained to the group that hospitals and nursing homes face different challenges in an evacuation. Most hospitals have multiple stories and can move people to a higher level, while nursing homes are normally one level and are more susceptible to flooding or damage. The representative explained that both hospitals and nursing homes identify patients that can be evacuated before landfall, with the goal of evacuating as many people from hospitals as early as possible.

The Federal representative remarked that, if the State decides that the National Disaster Medical System (NDMS) is needed, the DHH is ready to submit a prescribed request for medical air evacuation. One participant noted that the NDMS will only be used for hospitals, not nursing homes. Hospital patients will be evacuated by ground if possible, or by air. Nursing homes are responsible for conducting their own evacuation. As such, nursing home patients will generally have to be evacuated by ground transportation, primarily ambulances. The participant stated that if a nursing home patient is unable to evacuate by ground transport, the patient could be admitted to a hospital that could then arrange for medical air evacuation.

The Federal representative warned, however, that nursing home patients who are admitted to hospitals for air evacuation may not be sent to nursing homes at the destination. Finally, one participant highlighted that it is nearly impossible for hospitals to evacuate all patients. The State plan is for search and rescue teams to check hospitals and designated nursing homes first.

Recommendation: None.

Issue 14: Emergency information communication with persons who speak English as a second language and non-English-speaking persons needs to be improved.

Discussion: Area for Improvement. One participant stated that the State needs to improve its emergency information communication with people who speak English as a second language to ensure that key hurricane preparedness and evacuation information is received. The group did not discuss the depth of the problem, but noted that it was an area that needed to be improved.

Recommendation:

9. GOHSEP should take the lead in reviewing the State's current Public Information Officer (PIO) strategy for communicating with people who speak English as a second language and develop recommendations for additional outreach programs.

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DAY 2: GOHSEP HURRICANE PREPAREDNESS FE (MAY 8, 2008)**Capability 1: Mass Care (Sheltering, Feeding, and Related Services)**

Capability Summary: Mass Care is the capability to provide immediate shelter, feeding centers, basic first aid, bulk distribution of needed items, and related services to persons affected by a large-scale incident, including special-needs populations. Special-needs populations include individuals with physical or mental disabilities who require medical attention or personal care beyond basic first aid. Other special-needs populations include non-English-speaking populations that may need to have information presented in other languages. The mass care capability also provides for pet care/handling through local government and appropriate animal-related organizations.

Mass care is usually performed by nongovernmental organizations (NGOs), such as the American Red Cross, or by local government-sponsored volunteer efforts, such as Citizen Corps. Special-needs populations are generally the responsibility of local government, with medical needs addressed by the medical community and/or its alternate care facilities. State and Federal entities also play a role in public and environmental health by ensuring safe conditions, safe food, portable water, sanitation, clean air, etc.

Activity 1: Direct Mass Care Tactical Operations

Observation 1.1: Strength. State and NGO plans appropriately addressed mass care plans for general population, special-needs, and pet care.

References:

- Exercise Objectives 3 and 6
- Mass Care Exercise Evaluation Guide (EEG), Task 1.1
- DHH SOPs
- Louisiana Department of Social Services (DSS) SOPs
- Louisiana Department of Agriculture and Forestry (LDAF) SOPs
- American Red Cross State of Louisiana Shelter Plan

Analysis: In the Louisiana State EOC, the responsibility for mass care during an emergency or disaster rests with the Human Services Branch. The branch comprises representatives from the DHH, ESF-8, and the DSS, ESF-6, as well as representatives from the American Red Cross, Louisiana Voluntary Organizations Active in Disaster (VOAD), and Louisiana State University (LSU). Together, these departments and organizations coordinate the State's effort to provide sheltering and feeding for the population.

The LDAF, ESF-11, is responsible for coordination of evacuation and sheltering of pets. During the exercise, department representatives from DHH, DSS, and LDAF were very knowledgeable of their departments' mass care EOPs and had a copy of the plan available to them throughout the exercise. The department plans, along with the American Red Cross plans, addressed in detail mass care plans for special-needs populations, the general population, and pets.

Recommendation: None.

Observation 1.2: Strength. The State and American Red Cross have designated sites to serve as mass care facilities.

References:

- Exercise Objectives 3 and 6
- Mass Care EEG, Task 1.2
- DHH SOPs
- DSS SOPs
- LDAF SOPs
- American Red Cross State of Louisiana Shelter Plan

Analysis: The DSS and the American Red Cross have designated sites for special-needs and general population shelters. The State is responsible for medical special needs shelters (MSNS) and critical transportation needs shelters (CTNS). The State simulated establishing MSNS in Baton Rouge (Region 2), Alexandria (Region 6), Shreveport (Region 7), and Monroe (Region 8). Two CTNS establishments were simulated in Shreveport, and two others were simulated in Region 8. The DHH simulated establishing a bus triage site at the Agriculture Center on the LSU campus in Baton Rouge.

The American Red Cross is responsible for general population shelters. Shelter sites are listed in the appropriate plans, and supplies to support them have been either prestaged or contracted. The sites have been used in the past and are appropriate to meet the requirements. One major change in the plan is for the Louisiana Department of Labor to take over responsibility from the Louisiana Department of Corrections (DOC) for feeding at the special-needs shelters.

Recommendation: None.

Observation 1.3: Strength. The State has a plan to provide mass care services for companion animals.

References:

- Exercise Objective 6
- Mass Care EEG, Task 1.9
- LDAF SOPs

Analysis: The LDAF has a plan to provide shelter and transportation support for companion animals during an evacuation and disaster.

Recommendation: None.

Observation 1.4: Strength. The State has vendor agreements to support mass care activities.

References:

- Exercise Objectives 3 and 6
- Mass Care EEG, Task 1.10
- DHH SOPs
- DSS SOPs
- American Red Cross State of Louisiana Shelter Plan

Analysis: The State has plans and a contract to support mass care activities. The logistics section of the Louisiana State EOC has detailed plans that include stockpiling supplies at the State-run shelters. Currently, there are provisions to provide the shelter with adequate supplies for 3 days, until the vendor contracts can be implemented. The predicted activation time is within 24 hours of occupation of the shelters. The State has additional bulk supplies stockpiled in facilities around the State. The American Red Cross plans to support shelters with its local chapters. It has plans and contracts in place with local establishments to provide food for shelter occupants. The American Red Cross (Louisiana) is prepared to supplement and assist where necessary.

Recommendation: None.

Activity 2: Activate Mass Care

Observation 2.1: Area for Improvement. The State has contracts in place to transport supplies to shelters, but the supplies are expensive and do not include use of National Guard transportation assets.

References:

- Exercise Objective 4
- Mass Care EEG, Task 2.2
- State Logistics Plans
- National Guard Hurricane Support Plans

Analysis: The State has detailed logistics support plans and contracts in place for transportation of emergency supplies to shelters and other locations, as required. The contracts are expensive and do not include the use of Louisiana National Guard transportation assets. Due to the limited numbers of this critical asset, the National Guard is hesitant to preidentify and assign transportation assets to support the State's emergency supply transportation requirements.

The State's Unified Logistics Element, forced to assume that these assets will not be available for use in an emergency, has not included the Louisiana National Guard in planning, relying solely on expensive civilian contracts and eliminating a potential resource. If National Guard planners provide information on the National Guard's transportation assets, State logistics planners could include these assets through preparation of prescribed requests that could be submitted during the emergency. The State should maintain the civilian transportation contracts for support.

Recommendation:

1. The State's Unified Logistics Element should coordinate with all State agencies to obtain a briefing on available transportation assets.

Activity 3: Establish Shelter Operations

Observation 3.1: Strength. The DSS has a plan in place for operation of State MSNS and State CTNS.

References:

- Exercise Objectives 3 and 6
- Mass Care EEG, Task 3.1
- DHH SOPs
- DSS SOPs

Analysis: The DSS has plans in place for operation of MSNS and CTNS. These plans include the provision of health care and mental health services, safety and security services, and family and pet-owner reunification.

Recommendation: None.

Observation 3.2: Strength. The DSS received regular updates on shelter needs and capacity and monitored population levels.

References:

- Exercise Objective 3
- Mass Care EEG, Task 3.6
- DSS SOPs

Analysis: The DSS communicated with the MSNS and CTNS, received reports on their needs and capacity, effectively monitored population levels, and provided appropriate information to other affected departments and ESFs.

Recommendation: None.

Activity 6: Shelter Companion Animals

Observation 6.1: Strength. The LDAF has an effective plan for companion animal intake and registration.

References:

- Exercise Objective 6
- Mass Care EEG, Task 6.1
- LDAF Companion Animal Operations Plan

Analysis: The LDAF has plans to effectively receive and register companion animals and ensure reunification with owners. On arrival at the pickup point or shelter, the owner completes a registration form with the owner's information. A colored band is placed on the animal and a second band is issued to the owner. Reunification will be expedited by matching up the information on the bands when the owner returns to the companion pet shelter.

Recommendation: None.

Observation 6.2: Area for Improvement. The LDAF has plans for two companion pet facilities in support of the MSNS and CTNS.

References:

- Exercise Objective 6
- Mass Care EEG, Task 6.2
- LDAF Companion Animal Operations Plan

Analysis: The LDAF has plans to provide sheltering for approximately 7,500 companion animals. Some estimates indicate that the number of companion animals in need of shelter in an emergency could reach 18,000. The plan's success depends on having sufficient volunteers (one volunteer per 30 animals) and transportation so that owners can go to the shelters twice a day to walk and feed the animals. Additional detailed planning and coordination may be needed to meet this challenge.

Recommendation:

2. The Louisiana Department of Agriculture and Forestry (LDAF) and other support agencies should continue to develop the plan to ensure that sufficient volunteer staff and transportation assets are available during an emergency.

Observation 6.3: Area for Improvement. The LDAF representative for ESF-11 does not have visibility for all general population and self-evacuation parish and American Red Cross shelters.

References:

- Exercise Objective 6
- Mass Care EEG, Task 6.2
- LDAF Companion Animal Operations Plan

Analysis: The LDAF indicated that it does not have a companion shelter identified in the immediate vicinity of all general population shelters and is not aware of the location of all the general population and self-evacuation shelters in the State. If companion shelters are not collocated or in the vicinity of general population shelters, the LDAF will need more people and resources to effectively operate the companion shelter.

A second issue caused by the separation of shelters will be the inability of the State to meet the need of evacuees to be near companion animals for mental well-being. A failure to meet this need could result in negative publicity and further demands on the State.

Recommendation:

3. The Louisiana Department of Agriculture and Forestry (LDAF) should work with the American Red Cross to obtain a complete list of proposed Red Cross and parish shelters that could serve as shelters for companion animals.

Activity 7: Establish Feeding Operations

Observation 7.1: Strength. The DSS and the American Red Cross have the ability to conduct mass care feeding.

References:

- Exercise Objective 3
- Mass Care EEG, Task 3.5
- DSS SOPs
- American Red Cross State of Louisiana Shelter Plan

Analysis: As noted under Activity 1, both the DSS and the American Red Cross have planned for and can provide supplies for shelter feeding operations. All State shelters have pre-positioned food supplies, and the American Red Cross shelters have local vendors ready to provide food supplies. The State has contracts that allow vendors to provide feeding operations in State-run shelters after 24 hours. This plan appears to be appropriate and meets the needs of the shelter feeding operations.

Recommendation: None.

Capability 2: Emergency Operations Center (EOC) Management

Capability Summary: EOC management is the capability to provide multi-agency coordination (MAC) for incident management by activating and operating an EOC for a preplanned or no-notice event. EOC management includes EOC activities, notification, staffing, and deactivation; management, direction, control, and coordination of response and recovery activities; coordination of efforts among neighboring governments at each level and among local, regional, State, and Federal EOCs; coordination of public information and warning; and maintenance of the information and communication necessary for coordination of response and recovery activities. Similar entities may include the National (or Regional) Response Coordination Center (NRCC or RRCC), Joint Field Offices (JFOs), National Operating Center (NOC), Joint Operations Center (JOC), Multi-Agency Coordination Center (MACC), Initial Operating Facility (IOF), etc.

Activity 1: Activate EOC/MACC/IOF

Observation 1.1: Area for Improvement. The EOC did not conduct periodical situation briefings, so the staff did not have situational awareness throughout the exercise.

References:

- EOC Management EEG, Task 1.1
- Louisiana State EOP
- ESF-5 EOC SOPs

Analysis: Establishing an effective EOC involves more than just having personnel report for duty and maintaining open lines of communication with local units of government. Order and accountability must be maintained from the beginning by operating under a defined command structure, involving outside agencies, conducting frequent briefings, and carefully documenting messages, actions, and resources. The Louisiana State EOC staff was pre-positioned and arrived approximately 1 hour before the start of the exercise for registration and credentialing. The participants were then provided with an initial situation briefing by an EOC Operations Officer.

During the exercise, the member in charge of the EOC did not conduct frequent situational briefings. The current Louisiana State EOP and SOPs do not outline procedures for preparing

and conducting these briefings. This lack of informational briefings caused the branch managers and ESF staff to rely heavily on technology for situational awareness. At 1230, approximately 4 hours after the start of the exercise, the first situational briefing was conducted by the first-shift member in charge of the EOC.

In this particular briefing, the Transportation/Evacuation Branch Manager stated that the DOTD was working on six missions but did not inform the participants what those missions and their status were. The other departments and ESFs within the EOC did not ask for more information. This information could have been used to communicate and coordinate protective actions and resources within the other departments and ESFs, eliminating any redundancy.

Recommendation:

1. The Louisiana State Emergency Operations Center (EOC) standard operating procedures (SOPs) should be updated to include the frequency of situational reporting and guidelines on what information should be provided during briefings. An example of a properly prepared and conducted situational briefing would be a helpful tool for this purpose.

Activity 2: Direct EOC/MACC/IOF Tactical Operations

Observation 2.1: Area for Improvement. Messages disseminated by WebEOC to the branch managers contained inadequate or missing information.

References:

- EOC Management EEG, Task 2.1
- Louisiana State EOP
- ESF-5 EOC SOPs

Analysis: During the exercise, it was evident that the Louisiana State EOC staff, branch managers, and ESF staff are not fully trained on WebEOC. During the Hot Washes, several participants noted that messages received by the ESFs either contained inadequate information or were missing critical information needed for branch managers and ESF staff members to make appropriate PADs for allocation of resources.

This lack of information caused the ESF staff to either conduct additional research or return the message to the tasker and logger to acquire additional information. The ESF staff was unable to successfully complete the request made by the local unit of government, delaying the acquisition and distribution of critical resources or necessary protective actions.

The WebEOC version was upgraded shortly before the exercise, and participants were not able to obtain any additional training on the upgrades before the exercise. Because of this, some EOC staff members were confused during the exercise.

The Unified Logistics Element manager suggested during the Hot Wash that all GOHSEP staff, specifically branch managers, should attend WebEOC training sessions so that they are completely familiar with the functions of WebEOC. Training will allow GOHSEP staff to guide and educate the ESF staff when the EOC is activated for training, exercises, or emergencies.

Recommendations:

2. Conduct additional training on WebEOC version 7.0.
3. Louisiana State Emergency Operations Center (EOC) branch managers should attend frequent training and become completely familiar with WebEOC in order to guide the Emergency Support Function (ESF) staff when the Louisiana State EOC is activated.

Observation 2.2: Strength. Internal and external messages were tracked efficiently within the Louisiana State EOC structure.

References:

- EOC Management EEG, Task 2.1
- Louisiana State EOP
- ESF-5 EOC SOPs

Analysis: During the exercise, resource requests and situation updates from nonparticipating jurisdictions and agencies were disseminated to the Louisiana State EOC via WebEOC from the Simulation Cell (SimCell). These messages were received by the logger, who was responsible for ensuring that the information contained within the message was complete. The logger then passed the message on to the tasker, who reviewed the information in the message and decided to which branch manager to forward the information.

When the branch manager received the message, he or she would review the information and identify to which ESF(s) the message should be disseminated for action. The appropriate ESF would then take the needed action to meet the request and close out the mission. Overall, this process worked effectively and efficiently. Some of the messages from the SimCell were missing critical incident information. The logger or tasker immediately contacted the SimCell for the missing information before forwarding the message or request on for action.

Recommendation: None.

Observation 2.3: Area for Improvement. The Louisiana State EOC SOPs were outdated, and the workstations were not adequately equipped with the appropriate plans and procedures.

References:

- EOC Management EEG, Task 2.2
- Louisiana State EOP
- ESF-5 EOC SOPs

Analysis: EOC participants noted that the Louisiana State EOC SOPs for the review and dissemination of messages from local units of government were outdated. The SOPs still contain procedures for software that is no longer used. Not all stations within the EOC were equipped with a copy of the Louisiana State EOP and SOPs or guides and checklists to adequately operate that area of responsibility.

Recommendation:

4. Each workstation in the Louisiana State Emergency Operations Center (EOC) should have a copy of the Louisiana State Emergency Operations Plan (EOP), Louisiana State EOC standard operating procedures (SOPs), and appropriate guides and checklists. These should be available in electronic and hardcopy format.

Observation 2.4: Area for Improvement. The individual in charge of the EOC did not review and distribute the IAP to the branch managers and EOC staff.

References:

- EOC Management EEG, Task 2.1
- Louisiana State EOP
- ESF-5 EOC SOPs

Analysis: Overall situation status is critical to an effective response. This concept holds especially true as the response grows in complexity and involves multiple stakeholders. Louisiana State EOC staff members should be able to effectively brief themselves as they arrive at the EOC. Situation status displays should include an Incident Briefing Form (Incident Command System [ICS] Form 201), a chronology of events, the response organization chart, resource status (e.g., requested, estimated time of arrival [ETA], on scene, deployed), a Response Objectives Form (ICS Form 202), a situation briefing schedule, and the current weather. A written IAP was prepared and approved by the Unified Command Group, but it was not disseminated to the EOC for any of the operational periods. With the exception of the information available on WebEOC, resource lists, chronologies of events, response objectives, and other situation status materials were absent from the EOC.

To progress from the reactive stage to the proactive stage, it is critical to develop and disseminate an approved written IAP that addresses both immediate and later requirements.

The review and approval process for the IAP, which presents information to ESF-5 for collation and development of the IAP, is an important step. Upon completion, the IAP should be briefed to the Unified Command Group for its approval.

Recommendation:

5. Upon completion of the Incident Action Plan (IAP), the Louisiana State Emergency Operations Center (EOC) member in charge of Emergency Support Function 5 (ESF-5) should brief and disseminate information to branch managers and ESFs.

Activity 3: Gather and Provide Information

Observation 3.1: Area for Improvement. Unified Command Group principals need to understand what qualifies as Governor's Critical Information Requirements.

References:

- EOC Management EEG, Task 3.4
- Louisiana State EOP
- ESF-5 EOC SOPs

Analysis: A portion of the Unified Command Group briefing addresses events and actions that fall under the category of Governor's Critical Information Requirements. Many participants were not familiar with what kind of information qualifies for incorporation in briefings to the Governor.

A related issue, especially in light of a new Governor and new cabinet officials exercising Unified Command Group responsibilities, is how best to prepare principals and their designees to function as viable members of the Unified Command Group. Similarly, daily actions to ensure

each cabinet official or representative is up to date on agency actions prior to attending Unified Command Group sessions need to be examined.

There does not appear to be an operational guide or other document that addresses the functions of the Unified Command Group. The existing Louisiana State EOC SOPs are not current and do not provide Unified Command Group guidance.

Recommendations:

6. GOHSEP should develop a concise operating guide that provides an overview of the Unified Command Group, its standard timeline and functions, the Governor's Critical Information Requirements, and the role of officials in representing and responding on agencies' behalf to gubernatorial queries.
7. Each cabinet agency providing representation to the Unified Command Group should be tasked to develop an internal agency process that focuses on preparing the principal or designee to fully participate in Unified Command Group meetings.

Observation 3.2: Strength. The participation by FEMA Region VI was excellent.

References:

- EOC Management EEG, Task 3.3
- Louisiana State EOP

Analysis: FEMA Region VI supported the Unified Command Group through the active participation of the Regional Administrator, Deputy Regional Administrator, Response and Recovery Division Chief, and two predesignated Federal Coordinating Officers. This presence, in addition to the members of the Emergency Response Team–Advanced (ERT-A) in the main EOC, allowed the Unified Command Group to discuss critical State and Federal issues face to face and obtain senior-level intervention in guidance that will affect subsequent State planning and response and recovery execution.

Recommendation: None.

Activity 5: Prioritize and Provide Resources

Observation 5.1: Area for Improvement. The Infrastructure Support Branch did not submit seven ARFs for Federal assistance with pets due to the 75/25 funding requirement in the Federal declaration.

References:

- EOC Management EEG, Task 5.1

Analysis: The Federal declaration of emergency made at H-96 in this scenario was based on 75/25 cost sharing. The Infrastructure Support Branch in the EOC identified the need for Federal support in the sheltering of companion animals. After preparing the ARFs, the branch members recognized or assumed that there was inadequate funding at the State level to meet the 25 percent share. In the absence of identified State funds, the branch members withheld the requests.

In subsequent discussions with FEMA representatives, the State was advised based on the pending emergency to conduct an internal review of availability of funds within the State. The State queried FEMA regarding the possibility of 100 percent reimbursement at this stage of an

event, but it has yet to receive a response from FEMA. Withholding the submission of an ARF that affects public safety due to funding issues may be shortsighted and result in losses and public recriminations postevent.

Recommendation:

8. GOHSEP policy should be clear about what justifies withholding Action Request Forms (ARFs) for critical Federal assistance from submission.

Capability 3: Emergency Public Information and Warning

Capability Summary: Develop, coordinate, and disseminate accurate alerts and emergency information to the media and the public prior to an impending emergency, and activate emergency warning systems to notify those most at risk in the event of an emergency. By refining its ability to disseminate accurate, consistent, timely, and easy-to-understand information about emergency response and recovery processes, the State can contribute to the well-being of its citizens during and after an emergency.

Activity 1: Manage Emergency Public Information and Warnings

Observation 1.1: Area for Improvement. No tactical public information plan or IAP was created for the JIC.

References:

- Emergency Public Information and Warning EEG, Task 1.1
- Exercise Objectives 2 and 5
- Louisiana State EOP, Supplement 6, ESF-15
- ICS Series Courses
- Basic Guidance for PIOs, FEMA course 517
- Basic and Advanced Public Information Courses, G-290 & E-388

Analysis: PIOs in the JIC operated independently to write news releases that they or their agencies thought should be created. It was not until approximately H-28 that any thought was given to checking the State-Federal timeline to see what critical public information may need to be disseminated. Failure to develop and follow an IAP led the JIC to function reactively.

Recommendation:

1. Each Incident Action Plan (IAP) should focus on distributing public health and safety information to disaster victims and at-risk persons using every means possible.

Observation 1.2: Area for Improvement. There was no coordination between the JIC and individual parishes on release of information.

References:

- Emergency Public Information and Warning EEG, Task 1.5
- Exercise Objectives 2 and 5
- Louisiana State EOP, Supplement 6, ESF-15
- ICS Series Courses

- Basic Guidance for PIOs, FEMA course 517
- Basic and Advanced Public Information Courses, G-290 and E-388

Analysis: While the JIC simulated sending news releases to the media, there was no attempt to coordinate release of information from parish PIOs. On several occasions, the JIC leadership and GOHSEP liaison stated that the parishes were responsible for releasing their own preparedness messages and protective action recommendations to the news media, negating any need for JIC involvement. While each parish may be responsible for educating its citizens on preparedness and making its own decision on evacuation timing, those actions should not be conducted in a vacuum.

In the time before hurricane landfall, the JIC's primary function is to keep residents in at-risk areas informed of actions those residents need to take to protect themselves and their property. The fastest method of information dissemination is the mass media (e.g., radio, television, Web sites, newspapers).

Each parish is part of the larger New Orleans or Baton Rouge media market. Uncoordinated information from the individual parishes and the State can be conflicting and leave people at risk for taking the wrong action for their situation.

Recommendations:

2. To avoid potential confusion, Public Information Officers (PIOs) in each parish must coordinate their protective action decisions (PADs), such as evacuation or sheltering in place, with the Joint Information Center (JIC) and all other parishes in the potential impact area.
3. While Public Information Officers (PIOs) in each parish should release protective action decisions (PADs) to the news media located in that parish, release of such information to media in other parishes should be through the Joint Information Center (JIC) to avoid confusion and reduce panic.

Activity 2: Activate Emergency Public Information, Alert/Warning, and Notification Plans

Observation 2.1: Strength. The State has trained its PIOs in proper ICS and JIC functions.

References:

- Emergency Public Information and Warning EEG, Tasks 2.1 and 2.4
- Exercise Objectives 2 and 5
- Louisiana State EOP, Supplement 6, ESF-15
- Basic Guidance for PIOs, FEMA course 517
- Basic and Advanced Public Information Courses, G-290 and E-388
- JIS/JIC – Argonne National Laboratory Risk Communications

Analysis: The performance of the PIOs assigned to the JIC has greatly improved since the 2007 exercise. It was apparent that a great deal of JIC operations training had been accomplished. Personnel were notified well in advance of their roles during JIC activation and were provided with clear directions regarding the shift to which they were assigned. The shift change was successfully accomplished without interrupting JIC operations.

Recommendation: None.

Activity 3: Establish JIS

Observation 3.1: Strength. The JIS was established during the May 7, 2008, TTX and by prior e-mail communications between the GOHSEP PIO and individual agency PIOs.

References:

- Emergency Public Information and Warning EEG, Task 3.1
- Exercise Objectives 2 and 5
- Louisiana State EOP, Supplement 6, ESF-15
- Basic Guidance for PIOs, FEMA course 517
- Basic and Advanced Public Information Courses, G-290 and E-388
- JIS/JIC – Argonne National Laboratory Risk Communications

Analysis: The JIC was staffed with professional PIOs from the following State government agencies and NGOs: National Guard, DOTD, American Red Cross, LDAF, Louisiana Department of Wildlife and Fisheries (WLF), Louisiana State Police, DOC, Louisiana Department of Environmental Quality, DHH, Governor’s Office, Lieutenant Governor’s Office, DSS, Office of State Parks, and Board of Regents.

Recommendation: None.

Observation 3.2: Area for Improvement. The JIC lacked a telephone system with rollover capability and a single telephone number as a news media resource.

References:

- Emergency Public Information and Warning EEG, Task 3.4
- Exercise Objectives 2 and 5
- Louisiana State EOP, Supplement 6, ESF-15
- Basic Guidance for PIOs, FEMA course 517
- Basic and Advanced Public Information Courses, G-290 and E-388
- JIS/JIC – Argonne National Laboratory Risk Communications

Analysis: While the present JIC facility had a sufficient number of telephones for the PIOs present during the exercise, there was no single incoming telephone line that the news media or the public at large could call to receive up-to-date information. For most of the exercise, the only telephone number listed on the news release was the GOHSEP main switchboard number. Late in the exercise, a fictitious telephone number was added to the news releases.

Recommendations:

4. Every fixed Joint Information Center (JIC) location, such as the one currently used by GOHSEP, must have a telephone system that will permit the news media and general public to call a single number to receive critical news and information. The telephone system must allow for incoming calls to automatically roll over to other telephones in the JIC, enabling all qualified Public Information Officers (PIOs) to offer a consistent message.
5. Each news release coming from the Joint Information Center (JIC) must include the main JIC telephone number.
6. Ensure that each Public Information Officer (PIO) working in the Joint Information Center (JIC) who may answer incoming telephone calls receives a hard copy of all news releases.

Observation 3.3: Area for Improvement. The existing procedure for review of information could result in unapproved information releases.

References:

- Emergency Public Information and Warning EEG, Task 3.5
- Exercise Objectives 2 and 5
- Louisiana State EOP, Supplement 6, ESF-15
- Basic Guidance for PIOs, FEMA course 517
- Basic and Advanced Public Information Courses, G-290 and E-388

Analysis: Draft news releases were printed on JIC letterhead before being circulated for review and approval. Individuals who reviewed and approved the releases were asked to initial the draft, which was then copied and distributed. Such actions increase the chances that erroneous information contained in a draft release may be inadvertently released.

Recommendations:

7. All Joint Information Center (JIC) personnel should be trained to understand that only information printed on JIC letterhead has been approved for release and can be used in answering queries from the news media and general public.

Activity 4: Issue Emergency Warnings

Observation 4.1: Area for Improvement. News releases were posted on WebEOC, but no further distribution was attempted.

References:

- Emergency Public Information and Warning EEG, Task 4.1
- Exercise Objectives 2 and 5
- Louisiana State EOP, Supplement 6, ESF-15
- Basic Guidance for PIOs, FEMA course 517
- Basic and Advanced Public Information Courses, G-290 and E-388
- JIS/JIC – Argonne National Laboratory Risk Communications

Analysis: PIOs in the JIC wrote news releases that were then reviewed by the JIC Director and ESF-15 Coordinator. However, no attempt was made to simulate distribution of approved news releases to the media. No one was assigned to handle distribution of materials to the PIOs in the JIC, send the material to the media mentor (located in another building), fax the information to the media, or post it on the Internet.

No discussion took place concerning the possible use of the Emergency Alert System (EAS) to warn people at risk to evacuate low-lying areas or shelter in place. While several news releases concerning evacuation and traffic flow were written for distribution, no real or simulated proactive attempt was made to contact broadcast media to provide live or recorded interviews concerning public safety. Participants seemed to think that if this had been a real hurricane, it would happen. Without adequate instruction and training, performance in a real emergency will suffer.

Recommendations:

8. The Joint Information Center (JIC) should work in an exercise exactly the same way it would in an actual emergency. This includes staffing positions that would provide administrative support, such as making copies of news release and distributing them to Public Information Officers (PIOs) and sending materials to the media center.
9. Public Information Officers (PIOs) skilled in handling broadcast interviews by telephone should be assigned to call selected radio and television stations to provide them with real-time interviews and up-to-the-minute information concerning what residents need to do to protect themselves and their property.
10. Public information standard operating procedures (SOPs) should be reviewed and revised, including protocols for Emergency Alert System (EAS) messages issued by GOHSEP.

Activity 5: Conduct Media Relations

Observation 5.1: Area for Improvement. Only one news conference was simulated, and no formal method was established to track contacts with the media.

References:

- Emergency Public Information and Warning EEG, Tasks 5.1 and 5.2
- Exercise Objectives 2 and 5
- Louisiana State EOP, Supplement 6, ESF-15
- Basic Guidance for PIOs, FEMA course 517
- Basic and Advanced Public Information Courses, G-290 and E-388
- JIS/JIC – Argonne National Laboratory Risk Communications

Analysis: While the Louisiana State EOP specifies holding one news conference a day at 1400, it fails to recognize the power of the Governor to encourage citizens to take protective action. Although the exercise included a few simulated contacts with the news media, no effort was made by PIOs in the JIC to log these contacts and relay the information to the JIC Director and the media monitoring section.

Recommendations:

11. Schedule more than one news conference or media briefing each day. Consider scheduling two additional sessions (one at 1000 and one at 2000), tripling the chances of reaching target audiences with critical information.
12. Delegate Public Information Officers (PIOs) skilled at broadcast interviews to call selected radio stations during morning and evening drive times to provide them with real-time interviews and up-to-the-minute information concerning actions that citizens can take to protect themselves and their property.
13. Establish a formal process for all Public Information Officers (PIOs) in the Joint Information Center (JIC) and the media center to log contacts with reporters and citizens. This information should be shared with and reviewed by the JIC Director or Assistant JIC Director several times during each shift to detect any trends in media interests and/or possible misinformation and rumors.

Activity 6: Provide Public Rumor Control

Observation 6.1: Area for Improvement. Media contacts were not recorded, and media reports were not monitored.

References:

- Emergency Public Information and Warning EEG, Tasks 6.1, 6.2, and 6.3
- Exercise Objectives 2 and 5
- Louisiana State EOP, Supplement 6, ESF-15
- Basic Guidance for PIOs, FEMA course 517
- Basic and Advanced Public Information Courses, G-290 & E-388
- JIS/JIC – Argonne National Laboratory Risk Communications

Analysis: Even though the exercise included few simulated news media contacts, no effort was made by PIOs in the JIC to log the contacts that were received and relay that information to the JIC Director and the media monitoring section.

The Louisiana State EOC media center is located in a separate building from the JIC and was not activated as part of the exercise. While it is presumed that the media center is, or would be, equipped with enough television and radio receivers to enable the staff to monitor what is being broadcast concerning the incident, personnel in the JIC itself had no way of tracking the information being used by the news media.

No participants were assigned to post news releases and critical information on the agency's Web site, and there was no single incoming telephone line that the news media or the general public could call to receive up-to-date information.

Recommendations:

14. Establish a formal process for all Public Information Officers (PIOs) in the Joint Information Center (JIC) and media center to log contacts with reporters and citizens. This information would be shared with and reviewed by the JIC Director or Assistant JIC Director several times each shift to detect any trends in media interests and/or possible misinformation and rumors.
15. News reports that are inaccurate or misleading should be reported to the Joint Information Center (JIC) Director immediately so corrective action can be taken. Use computers with Internet access to monitor news media when it is not possible to activate the entire media center.
16. One Joint Information Center (JIC) member should be assigned the task of posting news releases and critical information on the agency's Web site.

Capability 4: Citizen Evacuation and Shelter-in-Place

This capability was evaluated during the exercise, with no significant issues identified that warranted corrective or other actions.

DAY 3: GOHSEP HURRICANE PREPAREDNESS TTX (MAY 9, 2008)**Emergency Services Branch**

Issue 1: State security assets are not immediately available for parish security details.

Discussion: Area for Improvement. State resources, including the Louisiana State Police and Louisiana National Guard, have priorities that must be fulfilled before assisting local jurisdictions with their security needs. The Louisiana State Police has 1,200 troopers throughout the State. During prelandfall, they are tasked with providing security at shelters as well as traffic control on evacuation and contraflow routes. The Louisiana State EOP identifies these issues as high priority for the State police. Any staffing shortages for these tasks are supplemented by the Louisiana National Guard.

During postlandfall operations, local jurisdictions should be prepared to cover their own security needs for the first 72 hours. The Louisiana State EOP has clearly defined priorities for both the Louisiana State Police and the Louisiana National Guard. The State police are tasked with securing government facilities as well as staffing reentry checkpoints on Federal and State roadways.

The National Guard is tasked with supplementing the State police as well as activating foot patrols for anti-looting purposes in areas that were evacuated before landfall. Participants agreed that the State will provide security resources to parishes upon request as soon as possible, but they cannot guarantee when this will occur or how many personnel will be provided.

Recommendation:

1. All parishes in the State of Louisiana should review the Louisiana State Emergency Operations Plan (EOP) regarding State security resources so that they are aware of the State's capabilities during pre- and postlandfall. This will allow them to better identify parish security needs and establish mutual aid agreements (MAAs) and memoranda of understanding (MOUs) with parishes and States that are not affected by the hurricane.

Issue 2: There is confusion about the responsibility for a program regarding reentry into the affected area at the parish level.

Discussion: Area for Improvement. Many parishes are concerned about the credentialing process used during postlandfall reentry. Branch participants noted that the State's policy is that credentialing at the parish level is a parish responsibility. At the State level, the State police have a credentialing system. One participant stated that Louisiana has a model plan that parishes can adapt and has provided this information for parish use.

One role that the State fulfills during reentry is staffing checkpoints on State and Federal roadways. Personnel stationed at these checkpoints will follow State guidelines for reentry, but parish checkpoints on parish and municipal roadways will be manned by local law enforcement resources. Local authorities will decide who to allow into the evacuated area and what process will be used to verify reasons for entry. State checkpoints will allow emergency services personnel and critical resources such as utility workers and food to pass through the checkpoint, provided they are accompanied by proper identification.

To ensure resources are credible, volunteers/laymen are not generally accepted. The State credentialing plan calls for the Louisiana State Police, Louisiana State Fire Marshal's Office, and WLF to coordinate requests and identification of all trained and/or certified law enforcement, search and rescue, fire, and emergency medical services (EMS) personnel who are called in to assist the local governments. This is done through the EMAC or ARF process, and all State-coordinated resources are provided with the proper documentation to allow responders into the evacuated area.

The general consensus of the Emergency Services Branch was that there will never be an ideal statewide mandatory credentialing process. One member of the group summed up the discussion by saying that "trying to keep those out who don't belong is the biggest issue, because every situation is different, and you can't please everyone. Everyone will say they have a legitimate reason for being there even though they don't." Participants felt that the current State plan is adequate for State resources and that if personnel who will be staffing the checkpoints are trained on the reentry process, there should be little difficulty with the process.

Recommendation:

2. Ensure that parish law enforcement agencies are provided with the State credentialing model and provided with guidelines on how to tailor the model to the needs of their respective communities.

Issue 3: There is an urgent need for advanced medical support for first responders in the field during rescue operations.

Discussion: Area for Improvement. Past events revealed that advanced medical care was not available for injured responders who were operating in the affected area after catastrophic events. Basic first aid was generally provided, but anyone with more serious medical needs was transported out of the area for care, sometimes up to an hour away. All members of the Emergency Services Branch thought this was a priority issue that must be addressed before the next major event.

Since many firefighters who respond during large-scale events are cross-trained as paramedics, participants thought their medical skills would be an excellent resource upon which to call for advanced medical care. It was determined that by stationing teams of fully equipped paramedics at the "lily pads" or operational bases, field units could be provided with the care they need or be evaluated and transported to the appropriate medical facility for treatment by a physician. The Louisiana Fire Chiefs Association stated that it would be willing to assist the WLF in determining the needs of each lily pad and coordinating paramedic support at each location.

Participants also thought there was a need to define other support services that would be needed at each lily pad to provide first responders with the resources necessary to complete their missions.

Recommendation:

3. GOHSEP should establish a working group consisting of members of the Emergency Services Branch and Human Services Branch to determine the medical, communications, maintenance, and logistics support of each "lily pad."

Human Services Branch

Issue 1: Postlandfall hurricane response planning is currently limited.

Discussion: Area for Improvement. While many resources have been identified to assist with prelandfall operations, few plans and agreements are in place to secure resources for the postlandfall response. Participants agreed that it has been difficult to plan for the many unknown factors that arise in the aftermath of a hurricane. This is especially true in preidentification of locations to be used as distribution sites, staging areas, or other key response locations.

Participants thought plans should be further refined to describe the postlandfall response in greater detail. This refinement includes identifying and securing resources that are reasonable to anticipate, such as vehicles to transport evacuees from shelters back into evacuation areas.

Recommendation:

1. State Emergency Support Function (ESF) leads and parish agencies should further discuss and outline flexible plans for a postlandfall hurricane response.

Issue 2: There appears to be a gap in the timeline for requesting Federal resources.

Discussion: Area for Improvement. Participants explained that several discrepancies existed between the State and Federal timelines for resource requests. As a result, it may be difficult for the State to acquire necessary Federal resources in a timely manner.

Recommendation:

2. GOHSEP should send out the current State and Federal timelines for departments and agencies to review and comment on their support requirement timelines to ensure that all major discrepancies are identified and resolved.

Issue 3: Search and rescue priority needs to be reassessed.

Discussion: Area for Improvement. The first postlandfall priority of search and rescue teams will be to assist citizens in immediate danger. During a catastrophic event, it may be several days until these teams are able to arrive. Participants agreed that it is critical for healthcare facilities to understand how they have been prioritized and how their priority correlates to the search and rescue timeline. In addition, participants emphasized the importance of maintaining communications with these facilities to keep them informed of the current situation and ensure that they maintain an awareness of when assistance will arrive.

Recommendation:

3. The Louisiana Department of Wildlife and Fisheries (WLF), Louisiana Department of Health and Hospitals (DHH), and parishes should conduct training with healthcare facility representatives to ensure that facilities are aware of current search and rescue plans and protocols before the annual hurricane season.

Issue 4: The State does not possess the necessary authority to provide mass fatality support.

Discussion: Area for Improvement. Participants explained that there are significant difficulties in implementing mass fatality plans in local parishes. One participant noted that this is due to the State having “the responsibility [for mass fatality management] without the authority.” As a result, the State does not feel it is in a position to help parishes successfully

manage mass fatalities in the event of a major emergency. This appears to be due to a lack of local support for the plans, likely related to the larger coordination issues between the parishes and State (see issue 6).

Recommendations:

4. The Louisiana Department of Health and Hospitals (DHH) should conduct mass fatality training with local and State counterparts to improve plan familiarity, continuity, and coordination.

Issue 5: There is a lack of coordination between local parishes and the State.

Discussion: Area for Improvement. Participants engaged in a lengthy discussion regarding the relationship between the State and local parishes. It was agreed that State and local entities tend to work competitively, rather than cooperatively, during planning and response operations. Participants explored the issue from both State and local perspectives and agreed that changes need to occur on both sides to improve the relationship and ensure that everyone is in a position to succeed.

Training was identified as a major area that can be improved upon to strengthen the relationship between State and local partners. State personnel agreed that training opportunities can and should be designed to better meet the needs of parish personnel. Current training tends to focus on the needs of State agencies and often does not provide parishes with the information they request and/or require. Participants noted that this may be one reason for the limited parish participation in training and exercise opportunities.

The group agreed that the State should continue to promote a unified attitude among State and parish agencies.

Recommendations:

5. The State, with GOHSEP's lead, should meet with parish personnel to discuss how training and exercises can be better tailored to meet the need of local jurisdictions.
6. With GOHSEP's lead, State and parish agencies should meet to discuss and identify ways to improve State and local communication and coordination.

Issue 6: The State recognizes that limited transportation services will be available for healthcare facility evacuations and has plans to address the shortfall.

Discussion: Strength. The State has examined the plans of local healthcare facilities to determine whether the transportation assets identified for evacuation are realistic. This includes finding out whether multiple facilities have designated a single transport agency to conduct evacuations. As a result, the State has been able to identify areas and facilities that will require assistance and has been working to identify additional transportation resources that can be used to successfully execute healthcare facility evacuations.

Recommendation: None.

Issue 7: The State has a method for identifying nonevacuated individuals and facilities that may require assistance.

Discussion: Strength. The SMART system is used to identify nonevacuated individuals and facilities so that search and rescue teams can be immediately notified of these locations and

check on them postlandfall. This eliminates much of the guesswork for search and rescue teams and helps ensure a timely rescue of facilities that require assistance after the storm.

Recommendation: None.

Issue 8: The State recognizes that Louisiana facilities cannot fully absorb a coastal healthcare facility evacuation.

Discussion: Strength. Populated areas north of coastal Louisiana are small and will be unable to accommodate the number of patients that must be evacuated in the event of a major hurricane. Out-of-state healthcare facilities have been identified to receive Louisiana's healthcare facility evacuees so that patients and residents are appropriately accommodated. If necessary, aircraft will be available to help evacuate healthcare facilities in a timely manner.

Recommendation: None.

Infrastructure Support Branch

Issue 1: There is a potential for multi-agency communications failure.

Discussion: Area for Improvement. A potential communications failure was of paramount concern to every agency represented. Participants noted that immediately following a regional event, initial communications would likely be seriously degraded. Numerous examples of failure were offered, many of which were caused by procedural deficiencies.

Participants agreed that the State could not rely completely on technology, citing advanced and costly systems that had not performed well during Hurricane Katrina. One participant remarked that one of the best examples was the failure of several satellite telephone systems to function when they were needed most. The ability of leadership to maintain situational awareness is of paramount importance. Getting accurate, timely, and relevant information from the person or agency that could initiate fast action is a necessity. All participants agreed that every participating agency must remain transparent and share actions, plans, and resources with other responsible departments. Too often, agencies treat their information, resources, and capabilities as proprietary information. To respond to real needs, agencies must maintain a team attitude.

Recommendations:

1. Infrastructure Support Branch Emergency Support Function (ESF) leads should continually engage in building personal relationships with other responsible persons and agencies that might be involved in a regional disaster.
2. GOHSEP should conduct an accurate assessment of current State communications capabilities.

Issue 2: State responsibility and support for domestic livestock during the evacuation and recovery phase of a disaster is not defined or provided for.

Discussion: Area for Improvement. Participants thought that support for livestock is not addressed in the Stafford Act. Group discussion centered around how, and by who, assistance to farm animals could or would be provided. An LDAF representative stated that several State and Federal agencies and area/regional farmers might be brought in to assist but did not offer this as a final solution.

Recommendation:

3. The Louisiana Department of Agriculture and Forestry (LDAF) should form a group to study the issue of potential State responsibility and support for farm animals before and during a disaster.

Issue 3: There is a lack of prioritization regarding restoration of critical infrastructure facilities.

Discussion: Area for Improvement. The group addressed the problem of locating, requesting, and deploying adequate support for critical facilities. The group debated what constituted a critical facility and asked if there was a prioritization list of critical facilities. Participants sought an accurate definition for the term “critical,” but they did not reach consensus on a definition. The group agreed that parish EOPs and supporting information must be provided to the State. It was noted that a request for this information had been sent to each parish before, but only a few parishes had responded with copies of their local plans.

Recommendations:

4. The Infrastructure Support Branch should examine the issue of prioritization of response and recovery of critical infrastructure in the State and transmit the information to all State departments and agencies for planning purposes.

Transportation/Evacuation Branch

Issue 1: A significant percentage of the parishes may not have adequately planned for identification of their transportation needs to support both evacuees and logistical needs.

Discussion: Area for Improvement. Although State and parish planning meetings to identify preparedness issues are held quarterly, and much progress has been made concerning evacuation and transportation, there was concern among participants that serious gaps in timely evacuation may continue, especially in highly populated parishes. The group pointed out the need for residents to evacuate quickly to reduce the number of people who may need evacuation assistance. As such, participants pointed out the need for high-quality EAS messages to inform residents and encourage them to evacuate as a means of reducing the stress on evacuee transportation assets.

Recommendations:

1. The GOHSEP Public Information Officer (PIO) should review prescribed Emergency Alert System (EAS) messages and place more emphasis on the need for early preparation for evacuation. EAS messages should contain descriptive results of what could happen to residents if they do not heed the warnings and undertake timely actions to evacuate.
2. The GOHSEP Public Information Officer (PIO) should coordinate with the parishes to ensure that the State and county Emergency Alert System (EAS) messages provide consistent messages.
3. The State, with the Louisiana Department of Transportation and Development (DOTD) as lead, should continue to emphasize the need for preidentification of transportation requirements in quarterly State-parish planning meetings.

Public Information Section

Issue 1: Even in the event of a major hurricane, not all residents will evacuate.

Discussion: Area for Improvement. Participants focused on what message they could disseminate to encourage people who will not evacuate to do so. Participants thought that announcing last-hour shelters might encourage residents to remain who might otherwise evacuate in a timely manner. The group felt that this was unacceptable and that parish EOCs and State EOC needed to mount a vigorous public information campaign to encourage residents to leave. A second issue was highlighted by a participant who pointed out that residents may be reluctant to leave companion animals or livestock. Participants agreed that the public information strategy and campaign needed to address this issue.

Recommendation:

1. State and parish Public Information Officers (PIOs) should push sheltering information as part of an ongoing hurricane education program as well as before landfall.

Issue 2: Communications between State and parish PIOs regarding State-parish situational awareness need to be improved.

Discussion: Area for Improvement. The groups focused on using communications systems that are available and working during and after landfall to communicate official information to the public, receive accurate information from the parish first response agencies and government entities, and transmit that information to the State. The participants agreed that the EOC needs to be familiar with the situation in each parish and that the residents of each parish need to know the condition of their homes or neighborhoods, including available services and emergency supplies and road conditions, to make informed decisions.

Recommendation:

2. The GOHSEP Public Information Officer (PIO) should take the lead to develop a protocol to coordinate Emergency Support Functions (ESFs) and parish efforts to pass situational awareness to the Joint Information Center (JIC) for relay by mass media to the general public.

Issue 3: The JIC often receives conflicting information from branches and ESFs.

Discussion: Area for Improvement. As with all disasters or incidents, the group noted that during the first hours of a disaster, it is very difficult to receive timely and accurate information. The participants from the different ESFs stated that during a disaster, they receive conflicting information and often have trouble determining what is correct.

All participants agreed that receiving timely and accurate information from the field is the key to providing the public with the most reliable information. Some participants suggested that the intelligence section should be a clearinghouse to help filter out erroneous information. Others suggested that the JIC monitor WebEOC for updated information. The participants agreed that the PIOs will have to make a concerted effort to ensure that they are able to track down rumors, sort out conflicting information, and release only correct information to the public.

Recommendations:

3. The GOHSEP Intelligence Section should take the lead to sort through incoming information and resolve conflicting information. The section should then provide correct information to the Joint Information Center (JIC), EOC Support Branch, other EOC branches, and ESFs.
4. The Joint Information Center (JIC) should post significant events on WebEOC.
5. The Joint Information Center (JIC) should monitor WebEOC and track potential rumors in the media.

Issue 4: The JIC will have difficulty effectively communicating with residents postlandfall.

Discussion: Area for Improvement. The group's discussion initially centered on what to tell residents once the hurricane passes. The participants then discussed what information systems could be used to get the information to the public. They concluded that the best systems include WebEOC, phones, and the mass media.

Recommendations:

6. The GOHSEP Public Information Officer (PIO) should create a Joint Information Center (JIC) operational procedural guide that lists telephone numbers the public should call for information and train greeters on how to forward those calls.
7. The GOHSEP, with the Public Information Officer (PIO) as lead, should prepare a prelandfall education program and coordinate with local PIOs for actions needed postlandfall.
8. The Joint Information Center (JIC) should provide local Public Information Officers (PIOs) with a contact list of State/GOHSEP PIOs.
9. The GOHSEP Public Information Officer (PIO) should review the State-level public information plan to ensure that it provides for communications between State and local PIOs.
10. The GOHSEP PIO should prepare a plan/procedure and conduct a workshop with parish Public Information Officers (PIOs) on how to feed information to the Joint Information Center (JIC).

Issue 5: There is a lack of State PIO presence with the national news services before hurricane landfall.

Discussion: Area for Improvement. The participants agreed that, given the State's recent hurricane landfalls, national and international news media will arrive in Louisiana for even potential landfalls of major hurricanes. The group expressed that PIOs should be sent to staging areas before landfall to influence the reporting and messages disseminated. The participants decided that GOHSEP should address the problem and develop a plan of action.

Recommendation:

11. The State, with the GOHSEP Public Information Officer (PIO) as lead, should establish a study group to prepare a prelandfall public information plan on working with national media as they arrive in the State.

Local Parishes/Task Forces

Issue 1: State plans are created and changed without the knowledge of parish emergency managers and officials.

Discussion: Area for Improvement. Any change to the emergency timeline by the State directly affects the required action by parishes. Participants expressed concern about the lack of communication of possible changes in a timely manner. A specific concern was the rumor of a change in the definition of “H-hour.” Some participants had an understanding that the definition of H-hour will change to indicate the point at which the parish is affected, thus changing the timeline. To achieve consistency in the timeline, the group agreed that the definition of H-hour should remain the same.

Recommendation:

1. State government departments, with GOHSEP’s lead, should provide parishes with a mechanism to review changes to the State Plan before implementation or final publication to ensure that local authorities are knowledgeable of the current plan.

Issue 2: There is a need for an enhanced and coordinated public information campaign strategy.

Discussion: Area for Improvement. Participants were concerned about the lack of a comprehensive State public information strategy and education program that focuses on evacuation, the reentry process, and other issues critical to local emergency management agencies. The sentiment of the parish emergency management directors was that the State should engage the local emergency management agencies in developing a comprehensive public information campaign and education program. Participants expressed concern that the evacuees would simply evacuate to the closest highway exit in the northern parishes, overloading the local shelters. Most participants agreed that there is a need to emphasize that evacuees should move further north along the evacuation routes before seeking shelter.

Recommendation:

2. The State, with the GOHSEP Public Information Officer (PIO) as lead, should develop a comprehensive public information strategy and education program for evacuees with more information on evacuation, the reentry process, and other issues critical to local emergency management agencies.

Issue 3: Smaller parish emergency management agencies will require additional support personnel during an incident.

Discussion: Area for Improvement. Rural parishes and parishes with small emergency management agencies are understaffed and have difficulty sustaining operations during large-scale disasters. These parishes provide support to evacuees and respond to local emergencies with limited staff. These additional responsibilities require additional staffing for sustained operations.

Recommendation:

3. The State, with GOHSEP’s lead, should consider developing Incident Management Teams that are trained and credentialed for deployment to support parish Emergency Operations Centers (EOCs) during a hurricane.

Issue 4: Search and rescue operations have no designated points for delivery of victims recovered during the operations.

Discussion: Area for Improvement. Parish officials were concerned about taking care of residents rescued after a storm. Rather than using shelters as a point of collection for rescued victims, a central point should be designated. Shelters will be near capacity and additional residents will adversely affect operations. A designated, centralized collection point for rescue victims in the parishes will assist in accounting for and dispersing victims to an appropriate shelter.

Recommendation:

4. Each parish should designate appropriate collection points for victims to be dropped off by rescue teams, including both air and water rescue.

Issue 5: State and local officials may be planning to use the same personnel for search and rescue operations.

Discussion: Area for Improvement. The group agreed that State agencies utilizing local resources should coordinate with the local emergency manager to ensure that resources normally utilized at the local level are not committed to State response teams. This issue arose from comments that the WLF made on its plans to use established teams to conduct search and rescue teams as tasked by the State. Parish representatives were concerned that the WLF intended to use local resources that the parishes would also need to use as a part of the rescue effort.

Recommendation:

5. Any State department or agency charged with operational objectives should engage in early joint planning with local emergency managers to ensure integration into the local command structure and, more importantly, allow local resources to be utilized by the local jurisdiction.

Issue 6: Accounting for and utilizing volunteer support organizations can take time and critical resources from local emergency managers.

Discussion: Area for Improvement. Participants acknowledged that incoming volunteers can create a major time issue for the parishes. Participants noted that volunteers respond with genuine interest and critical abilities to a disaster, but they must be accounted for through proper management. The ability to account for and best utilize volunteer personnel, organizations, and donations requires local personnel to appropriately manage the process. Participants agreed that they needed a statewide system of utilizing and managing these resources.

Recommendation:

6. The State, with GOHSEP's lead, should develop and implement a plan to manage volunteer resources that would require these resources to report to a staging area for deployment to areas in need of services, and then incorporate these resources into the local incident management system.

DAY 3: GOHSEP HURRICANE PREPAREDNESS TTX (MAY 9, 2008) AFTERNOON SESSION**Questions from the Local Jurisdiction to the State**

1. Joint planning between the State and local jurisdictions is critical to effective management of resources and avoiding duplication of operations. How will the State attempt to improve joint planning?

Response to Question #1 from the Infrastructure Support Branch: The branch representative stated that the level of response begins with the individual and rises to the State and then to the Federal Government. He noted that the parishes do not have enough staff to keep abreast of all the plans that are currently being developed, implying that this was one reason why some State departments are developing plans without including the parishes in plan development.

Response to Question #1 from the Public Information Section: Joint planning between the parishes and the State is a planning issue that the GOHSEP regional coordinators should address. Its public information and education concerns relate to coordinating awareness campaigns dealing with individual and family preparedness.

2. The DHH is currently reviewing and approving nursing home plans. Nursing homes and local jurisdictions are competing for the same limited resources. How does DHH ensure that the nursing homes are not utilizing the same resources? Is there a cross-check system to ensure that sufficient resources will be available to the nursing homes?

Response to Question #2 from the Infrastructure Support Branch: State law says that the DHH is responsible for reviewing nursing home plans, and the DHH is doing so. The representative stated that there is not enough of a resource structure to support the local level, so ESF-8 has developed a regional structure with a regional representative for hospitals. He stated that, in the plans, there are enough buses to support resident evacuations from nursing homes. The problem is that there are not enough ambulances to meet nursing home evacuation needs. ESF-8 has focused its planning efforts on the Southeast Louisiana scenario and is willing to share its plans with the parishes. The representative concluded by saying that ESF-8 believes that it has reviewed the nursing home plans and the State feels that most nursing homes will succeed with their current evacuation plans, but they acknowledged that some nursing homes will not be able to carry out their evacuation plan and that the State will have to assist them.

Response to Question #2 from the Human Services Branch: The State has examined the plans of local healthcare facilities to determine whether the transportation assets identified for evacuation are realistic. This includes checking whether multiple facilities have designated a single transport agency to conduct evacuations. As a result, the State has been able to identify areas and facilities that will require assistance and has been working to identify additional transportation resources that can be used to successfully execute healthcare facility evacuations.

3. When buses are utilized to transport evacuees, where are the evacuees taken? How do the evacuees return? How are the evacuees sheltered?

Response to Question #3 from the Transportation/Evacuation Branch: The GOHSEP/DOTD representative stated that the current contract has been officially extended to December 2009. The contract provides for 700 bus coaches and 20 paratransporter vehicles. He further stated that the priority for the bus coaches is special-needs evacuees. The GOHSEP/DOTD representative also commented on the competition among States for transportation resources and efforts to meet with neighboring States to resolve potential issues that might develop in an evacuation.

Response to Question #3 from the Transportation/Evacuation Branch: The parishes had questions concerning the timing of transportation to meet evacuation needs both within Louisiana and to neighboring States. The DHS, GOHSEP, and DOTD representatives recapped the major strategy for evacuation with an explanation of the differences in evacuation in the southeast and southwest portions of the State.

4. Are the local jurisdictions responsible for evacuating, sheltering, or caring for occupants of State-run facilities (i.e., prisons) within their jurisdiction?

Response to Question #4 from the DOC: The DOC reported that it has existing plans for the evacuation of all State inmates using only DOC transportation and personnel resources. The parishes will not address evacuation of State inmates.

5. Will the State develop an aggressive public education program that addresses the concerns of local jurisdictions?

Response to Question #5 from the Public Information Section: Individuals must take responsibility for their own evacuation safety and planning. The State PIO remarked that the State is developing a new public information campaign to assist in developing an education effort on how to select potential evacuation destinations. The campaign will begin on May 22, 2008, and will run through the end of the hurricane season. The representative asked the parishes to provide information on their activities for local public information and education to the State PIO.

6. Who will provide the logistical needs of security and first responders deployed by the State to assist local jurisdictions?

Response to Question #6 from the Emergency Services Branch: The WLF's concern is that the parish and WLF might be planning to use the same EMS assets to provide medical support for first responders at "lily pads."

7. Is it possible for the National Guard units within a parish to stay within the jurisdiction during a disaster to improve familiarity with local officials? Are National Guard units trained and able to work with the National Incident Management System (NIMS) ICS?

Response to Question #7 from the State Agencies: State agencies did not respond to this question in open session. It is understood that the question would be addressed offline with the parish that raised the issue.

8. What is considered a long-term shelter, and how long should local jurisdictions be expected to operate shelters?

Response to Question #8 from the Human Services Branch: This falls under temporary housing rather than long-term sheltering. All sheltering is defined as short-term (i.e., less

than 30 days). Ideally, sheltering lasts less than 14 days. The American Red Cross is prepared to support State sheltering from days 7 to 14, to help with the transition into temporary housing for those who need it. The DSS plan is to replace DSS personnel at the shelters with American Red Cross personnel so that DSS personnel can perform their normal functions.

9. Are hospitals part of LDAF plans to supply fuel for generators, or is the local jurisdiction responsible for supplying fuel for local hospitals?

Response to Question #9 from the Infrastructure Support Branch: The branch representative said that ESF-11 plans to support parish fuel requests.

10. Who within the State will plan for the care and feeding of livestock?

Response to Question #10 from the Infrastructure Support Branch: The branch representative stated to the group that the potential care and feeding of livestock needs to be further addressed. If an individual owner has exhausted all of his or her own resources, the owner should then ask for assistance from the parish. If the parish cannot help, then the director of that parish office of emergency preparedness (OEP) should pass the request to the State. The representative concluded by saying that the first level of responsibility is the individual.

11. Are there plans to reduce the time required to establish temporary housing and allow for faster reentry?

Response to Question #11 from the Public Information Section: The representative told the group that, following Hurricane Katrina, it took months to get people into temporary housing. Temporary housing is only available when a Federal declaration has authorized the Individual Assistance Program and involves many factors, including local ordinances allowing travel trailers or mobile homes on private lots; disaster victims submitting applications and being eligible for aid; and water, sewer, and electrical connection feasibility.

It was noted that there will be close coordination between the State and FEMA officials when temporary housing is authorized. Some work can be done by the State and local PIO before landfall to educate news media about the temporary housing program. The ESF-15 local government affairs and congressional affairs sections need to educate local officials about the temporary housing program. Most of the education efforts will take place immediately following a disaster that displaces people from their homes.

12. Are wildland firefighting awareness and operations a part of the LDAF postlandfall planning process?

Response to Question #12 from the Emergency Services Branch: The representative responded to the question by saying that the LDAF has plans and agreements to deal with postlandfall forest fires. ESF-4A has the responsibility to respond to woodland forest fires.

13. Is there a plan to develop a common credentialing system for volunteers that is applicable across the State?

Response to Question #13 from State Agencies: The representative stated that volunteers at the local level use credentials provided by the State police and informed parish representatives that they should encourage all local VOAD personnel to get credentialed.

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SECTION 4: CONCLUSION

The 2008 Louisiana GOHSEP Hurricane Preparedness Exercises provided the State of Louisiana an opportunity for the Governor, Unified Command Group, Louisiana State EOC, and selected parishes to discuss and respond to situations that would arise during a hurricane landfall in Louisiana. The exercise covered the time period from H-120 to H+48 hours and provided the State's leadership personnel with an opportunity to review hurricane preparedness policies, plans, and procedures; walk through the decisionmaking process; identify areas that need to be addressed and corrected before the 2008 hurricane season; and exercise the full State EOC using the new version of WebEOC.

The exercise was sponsored by the Louisiana GOHSEP, which, along with representatives of the State ESFs, took the lead in planning and conducting the exercise. The exercise scenario involved the approach and landfall of a Category 4 hurricane in Louisiana. The exercise built on the lessons learned from Louisiana's previous 3-year exercise cycle, which focused on the State's ability to prepare for and respond to a catastrophic hurricane landfall on the coast of Louisiana.

The Governor and Unified Command Group engaged in discussions that increased their awareness and understanding of the criticality of timely decisionmaking, the potential cost of executing emergency contracts within the context of the uncertainty of an actual hurricane strike, the support that will be provided by FEMA and other Federal agencies, and the challenges the State will face in evacuating and sheltering its citizens in the event of a catastrophic hurricane.

It is clear that the Louisiana State EOC staff is aware of its responsibility to save lives and protect the environment, and staff members performed their specific functions very well. The exercises showed that the Louisiana State EOC staff is able to gather information during an emergency, make decisions, and coordinate additional support and resources for the local units of government. The Louisiana State EOC ESF leads were able to review their department hurricane preparedness plans, practice the process to coordinate support requests, and conduct their work using the new WebEOC, learning about its new capabilities and identifying areas that need to be adjusted to facilitate efficient operations.

Participants throughout the exercises were able to cite and apply lessons learned from the State's response to Hurricane Katrina. By doing this, participants demonstrated one of the most critical skills that Homeland Security Exercise and Evaluation Program (HSEEP) exercises aim to achieve: the ability to apply learned concepts and skills to a variety of incidents. The fact that participants applied Hurricane Katrina response experience to future planning is a sign of excellent progress in the State's level of readiness to manage the various emergencies that Louisiana may face in the future.

The exercises identified issues that must be addressed or merit further study. The following recommendations address the most important issues identified over the 3 days of discussion and exercise:

- The State, with GOHSEP's lead, should conduct discussions with emergency management officials to coordinate possible timing for the execution of a State declaration of emergency.

Homeland Security Exercise and Evaluation Program (HSEEP)

- The State, with GOHSEP's lead, should establish a contract task force to examine the issue of signing contracts before a formal State declaration of emergency.
- GOHSEP should provide training to the State EOC staff on the new version of WebEOC.
- The State, with GOHSEP's lead, should establish and conduct an aggressive, comprehensive hurricane preparedness public information campaign, starting before and continuing through the 2008 hurricane season, that focuses on individual actions, evacuation, sheltering, pets and companion animals, and contraflow.

This report outlines lessons learned and recommendations for the issues raised during the exercise. The State should seek answers to outstanding questions and issues and follow up on institutionalizing best practices. The State should continue a regular exercise program for its senior leadership personnel, Louisiana State EOC, and parish emergency response personnel.

In conclusion, the State of Louisiana should be commended for its emergency preparedness efforts to ensure the safety of its citizens.

APPENDIX A: LOUISIANA UNIFIED COMMAND TABLETOP EXERCISE (TTX) IMPROVEMENT PLAN (IP)

This Improvement Plan (IP) has been developed specifically for the Louisiana Governor’s Office of Homeland Security and Emergency Preparedness (GOHSEP) as a result of the Louisiana Unified Command Tabletop Exercise (TTX), which was conducted on May 7, 2008. These recommendations draw on both the After Action Report (AAR) and the After Action Conference.

| Issue | Recommendation | Corrective Action Description | Capability Element | Responsible Party/ Agency | Agency POC | Start Date | Completion Date |
|---|--|--|--------------------|---------------------------|---|------------|-----------------|
| Issue 2: State departments need to coordinate their public information releases to ensure that a strong, complete, coordinated message is given to the public. | 1. The State, with GOHSEP’s lead, needs to refine and begin dissemination of hurricane preparedness information that covers the entire spectrum of actions, from individual preparedness to State actions. This should, at minimum, contain information on evacuation and sheltering actions the public should take early in the hurricane approach. | 1. GOHSEP will coordinate with all State agencies to prepare and disseminate hurricane preparedness information. | Planning | GOHSEP | Allison Hadley | May 2008 | Ongoing |
| Issue 3: When should the Governor issue a state of emergency? | 2. The State, with GOHSEP’s lead, should continue discussions with emergency management officials to coordinate possible timing for execution of a State declaration of emergency. | 1. The State will establish an H-hour for a decision based on weather and other key situational factors. | Planning | GOHSEP | GOHSEP Director | Ongoing | Ongoing |
| Issue 4: There is an insufficient supply of transportation assets to meet all Louisiana requirements. | 3. The State, with GOHSEP’s lead, should submit a formal request to the Federal Emergency Management Agency (FEMA) and ask it to facilitate allocation of buses between Louisiana and Texas during a hurricane incident. | 1. Accept recommendation. | Planning | GOHSEP, DOTD | Transportation/Evacuation Branch Manger | Ongoing | Ongoing |

Homeland Security Exercise and Evaluation Program (HSEEP)

After Action Report/Improvement Plan (AAR/IP)

2008 Louisiana GOHSEP Hurricane Preparedness Exercises

| Issue | Recommendation | Corrective Action Description | Capability Element | Responsible Party/ Agency | Agency POC | Start Date | Completion Date |
|--|---|-------------------------------|--------------------|---------------------------|-------------------------|---------------|-------------------------|
| | | | | | | | |
| Issue 5: There needs to be coordination between State and Federal agencies on pet evacuation | 4. State departments, with GOHSEP's lead, should prepare a robust hurricane preparedness public information strategy that includes information about the State's policy on evacuation and sheltering of pets and companion animals. | 1. Accept recommendation. | Planning | GOHSEP, LDAF | Allison Hadley (GOHSEP) | May 2008 | Ongoing |
| | 5. GOHSEP should establish a study group comprising appropriate State departments and agencies to address any difference between Federal and State laws and regulations governing companion animals. | 1. Accept recommendation. | Planning | GOHSEP | D. Schlotzhauer | May 2008 | May 9, 2008 (Completed) |
| Issue 6: The new FEMA guidelines governing issuance of a prelandfall declaration of emergency may negatively affect the State's decision to declare a state of emergency. | 6. GOHSEP should obtain a copy of the new Federal Emergency Management Agency (FEMA) policy and ensure that its contents are provided to the Unified Command Group members for use in planning and for future discussions on State decisions regarding early declarations of emergency and activation of emergency contracts. | 1. Accept recommendation. | Planning | GOHSEP | Mark Cooper | May 2008 | May 9, 2008 (Completed) |
| Issue 8: The Louisiana Department of Health and Hospitals (DHH) does not have the authority to sign contracts before a Governor's declaration of emergency. | 7. The State, with GOHSEP's lead, should establish a contract task force to examine the issue of signing contracts before a formal State declaration of emergency. | 1. Accept recommendation. | Planning | GOHSEP | GOHSEP, Deputy Director | July 14, 2008 | TBD |

Homeland Security Exercise and Evaluation Program (HSEEP)

After Action Report/Improvement Plan
(AAR/IP)

2008 Louisiana GOHSEP
Hurricane Preparedness Exercises

| Issue | Recommendation | Corrective Action Description | Capability Element | Responsible Party/ Agency | Agency POC | Start Date | Completion Date |
|--|--|-------------------------------|--------------------|---------------------------|---------------|---------------|-----------------|
| | | | | | | | |
| Issue 9: There is proposed new State legislation that may limit the power of the Governor to fulfill his responsibility for the safety of Louisiana citizens. | 8. GOHSEP, in coordination with the Attorney General's Office, should examine proposed legislation to determine whether it would have a negative effect on the authority of the Governor to protect Louisiana citizens. | 1. Accept recommendation. | Planning | GOHSEP | GOHSEP, Legal | July 14, 2008 | TBD |
| Issue 16: Emergency information communication with persons who speak English as a second language and non-English-speaking persons needs to be improved. | 9. GOHSEP should take the lead in reviewing the State's current Public Information Officer (PIO) strategy for communicating with people who speak English as a second language and develop recommendations for additional outreach programs. | 1. Accept recommendation. | Planning | GOHSEP | GOHSEP PIO | Ongoing | Ongoing |

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APPENDIX B: LOUISIANA GOHSEP HURRICANE PREPAREDNESS FUNCTIONAL EXERCISE (FE) IMPROVEMENT PLAN (IP)

This Improvement Plan (IP) has been developed specifically for the Louisiana Governor’s Office of Homeland Security and Emergency Preparedness (GOHSEP) as a result of the Louisiana GOHSEP Hurricane Preparedness Functional Exercise (FE), which was conducted on May 8, 2008. These recommendations draw on both the After Action Report (AAR) and the After Action Conference.

| Capability | Observation | Recommendation | Corrective Action Description | Capability Element | Responsible Party/ Agency | Agency POC | Start Date | Completion Date |
|--|--|--|--|--------------------|----------------------------------|-------------|------------|-----------------|
| Capability 1: Mass Care (Sheltering, Feeding, and Related Services) | Observation 2.1: Area for Improvement. The State has contracts in place to transport supplies to shelters, but the supplies are expensive and do not include use of National Guard transportation assets. | 1. The State Unified Logistics Element should coordinate with all State agencies to obtain a briefing on available transportation assets. | 1. The State Unified Logistics Element will coordinate a meeting with all other State agencies to discuss other available transportation assets. | Planning | GOHSEP Unified Logistics Element | Bruce Ellis | Ongoing | Ongoing |
| | Observation 6.2: Area for Improvement. The LDAF has plans for two companion pet facilities in support of the MSNS and CTNS. | 2. The Louisiana Department of Agriculture and Forestry (LDAF) and other support agencies should continue to develop the plan to ensure that sufficient volunteer staff and transportation assets are available during an emergency. | 1. Accept recommendation. | | Planning and Personnel | LDAF | Josh Gill | Ongoing |

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|---|---|--|--|--|---------------------------|-------------------------------------|---------------|-----------------|
| | | | | | | | | |
| Capability 1: Mass Care (Sheltering, Feeding, and Related Services) (continued) | Observation 6.3: Area for Improvement. The LDAF representative for ESF-11 does not have visibility for all general population/self-evacuation parish and American Red Cross shelters. | 3. The Louisiana Department of Agriculture and Forestry (LDAF) should work with the American Red Cross to obtain a complete list of proposed Red Cross and parish shelters that could serve as shelters for companion animals. | 1. Accept recommendation. | Planning | LDAF | Josh Gill | July 14, 2008 | Ongoing |
| | | | | | | | | |
| Capability 2: Emergency Operations Center (EOC) Management | Observation 1.1: Area for Improvement. The EOC did not conduct periodical situation briefings, so the staff did not have situational awareness throughout the exercise. | 1. The Louisiana State Emergency Operations Center (EOC) standard operating procedures (SOPs) should be updated to include the frequency of situational reporting and guidelines on what information should be provided during briefings. An example of a properly prepared and conducted situational briefing would be a helpful tool for this purpose. | 1. The Louisiana State EOC staff will conduct periodic situational briefings as needed based on Critical Information Requirements. | Planning; Training; Exercises, Evaluations, and Corrective Actions | GOHSEP | Operations Section Chief | Ongoing | Ongoing |
| | | | | | | | | |
| | Observation 2.1: Area for Improvement. Messages disseminated by WebEOC to the branch managers contained inadequate or missing information. | 2. Conduct additional training on WebEOC version 7.0. | 1. Training is ongoing and will continue to be scheduled as needed. | Training | GOHSEP | Barrett Hanks, WebEOC Administrator | Ongoing | Ongoing |

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|---|--|---|---|--------------------|---------------------------|-------------------------------------|------------|-----------------|
| | | | | | | | | |
| Capability 2: EOC Management (continued) | | 3. Louisiana State Emergency Operations Center (EOC) branch managers should attend frequent training and become completely familiar with WebEOC in order to guide the Emergency Support Function (ESF) staff when the Louisiana State EOC is activated. | 1. Training is ongoing and will continue to be scheduled as needed. | Planning | GOHSEP | Barrett Hanks, WebEOC Administrator | Ongoing | Ongoing |
| | Observation 2.3: Area for Improvement. The State EOC SOPs were outdated, and the workstations were not adequately equipped with the appropriate plans and procedures. | 4. Each workstation in the Louisiana State Emergency Operations Center (EOC) should have a copy of the Louisiana State Emergency Operations Plan (EOP), Louisiana State EOC standard operating procedures (SOPs), and appropriate guides and checklists. These should be available in electronic and hardcopy format. | 1. Electronic versions of the Louisiana State EOC EOP will be posted on WebEOC. | Planning | GOHSEP | GOHSEP Operations Section Chief | Ongoing | Ongoing |

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| | | | | | | | | |
| Capability 2: EOC Management (continued) | Observation 2.4: Area for Improvement. The individual in charge of the EOC did not review and distribute the IAP to the branch managers and EOC staff. | 5. Upon completion of the Incident Action Plan (IAP), the Louisiana State Emergency Operations Center (EOC) member in charge of Emergency Support Function 5 (ESF-5) should brief and disseminate information to branch managers and ESFs. | 1. The Louisiana State EOC member in charge will brief and disseminate appropriate information to branch managers and ESFs. | Planning; Training; Exercises, Evaluations, and Corrective Actions | GOHSEP | GOHSEP Operations Section Chief | Ongoing | Ongoing |
| | Observation 3.1: Area for Improvement. Unified Command Group principals need to understand what qualifies as Governor's Critical Information Requirements. | 6. GOHSEP should develop a concise operating guide that provides an overview of the Unified Command Group, its standard timeline and functions, the Governor's Critical Information Requirements, and the role of officials in representing and responding on agencies' behalf to gubernatorial queries. | 1. GOHSEP, with assistance from other ESF leads, will prepare a reference manual to provide to Unified Command Group members and other appropriate personnel. | Planning | GOHSEP | GOHSEP Operations Section; LTC Bill Doran, Louisiana National Guard | Ongoing | Ongoing |

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| | | | | | | | | |
| Capability 2: EOC Management (continued) | | 7. Each cabinet agency providing representation to the Unified Command Group should be tasked to develop an internal agency process that focuses on preparing the principal or designee to fully participate in Unified Command Group meetings. | 1. GOHSEP, with assistance from other ESF leads, will prepare a reference manual to provide to Unified Command Group members and other appropriate personnel. | Planning | GOHSEP | GOHSEP Operations Section; LTC Bill Doran, Louisiana National Guard | Ongoing | Ongoing |
| | Observation 5.1: Area for Improvement. The Infrastructure Support Branch did not submit seven ARFs for Federal assistance with pets due to the 75/25 funding requirement in the Federal declaration. | 8. GOHSEP policy should be clear about what justifies withholding Action Request Forms (ARFs) for critical Federal assistance from submission. | 1. Conduct additional training and exercises on the process of developing and submitting ARFs. | Planning; Training; Exercises, Evaluations, and Corrective Actions | LDAF, GOHSEP Infrastructure Branch Manager | D. Schlotzhauer | July 14, 2008 | Ongoing |
| Capability 3: Emergency Public Information and Warning | Observation 1.1: Area for Improvement. No tactical public information plan or IAP was created for the JIC. | 1. Each Incident Action Plan (IAP) should focus on distributing public health and safety information to disaster victims and at-risk persons using every means possible. | 1. The GOHSEP PIO will work with the GOHSEP Planning Section to include the PIO in the IAP. | Planning | GOHSEP | GOHSEP PIO (Allison Hadley) | Ongoing | Ongoing |

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|---|---|---|--|--|---------------------------|-----------------------------|---------------|-----------------|
| | | | | | | | | |
| Capability 3: Emergency Public Information and Warning (continued) | Observation 1.2: Area for Improvement. There was no coordination between the JIC and individual parishes on release of information. | 2. To avoid potential confusion, Public Information Officers (PIOs) in each parish must coordinate their protective action decisions (PADs), such as evacuation or sheltering in place, with the Joint Information Center (JIC) and all other parishes in the potential impact area. | 1. GOHSEP PIO will coordinate points of contacts at parish levels to ensure communication between State and parish PIOs. | Planning; Training; Exercises, Evaluations, and Corrective Actions | GOHSEP | GOHSEP PIO (Allison Hadley) | July 14, 2008 | Ongoing |
| | | 3. While Public Information Officers (PIOs) in each parish should release protective action decisions (PADs) to the news media located in that parish, release of such information to media in other parishes should be through the Joint Information Center (JIC) to avoid confusion and reduce panic. | 1. State PIO will coordinate with parishes for public information releases. | Planning; Training; Exercises, Evaluations, and Corrective Actions | GOHSEP | GOHSEP PIO (Allison Hadley) | July 14, 2008 | Ongoing |

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| | | | | | | POC | | |
| Capability 3: Emergency Public Information and Warning (continued) | Observation 3.2: Area for Improvement. The JIC lacked a telephone system with rollover capability and a single telephone number as a news media resource. | 4. Every fixed Joint Information Center (JIC) location, such as the one currently used by GOHSEP, must have a telephone system that will permit the news media and general public to call a single number to receive critical news and information. The telephone system must allow for incoming calls to automatically roll over to other telephones in the JIC, enabling all qualified Public Information Officers (PIOs) to offer a consistent message. | 1. PIO will coordinate with IT section to provide additional phone lines for the media. | Planning | GOHSEP | GOHSEP PIO (Allison Hadley) | May 2008 | Ongoing |
| | | 5. Each news release coming from the Joint Information Center (JIC) must include the main JIC telephone number. | 1. PIO will have IT ensure that all releases will have the main phone number on all releases. | Planning; Training; Exercises, Evaluations, and Corrective Actions | GOHSEP | GOHSEP PIO (Allison Hadley) | May 2008 | August 1, 2008 |
| | | 6. Ensure that each Public Information Officer (PIO) working in the Joint Information Center (JIC) who may answer incoming telephone calls receives a hard copy of all news releases. | 1. PIOs will be provided with copies of press releases that will be kept in a binder. | Planning; Training; Exercises, Evaluations, and Corrective Actions | GOHSEP | GOHSEP PIO (Allison Hadley) | July 14, 2008 | Ongoing |

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| | | | | | | | | |
| Capability 3: Emergency Public Information and Warning (continued) | Observation 3.3: Area for Improvement. The existing procedure for review of information could result in unapproved information releases. | 7. All Joint Information Center (JIC) personnel should be trained to understand that only information printed on JIC letterhead has been approved for release and can be used in answering queries from the news media and general public. | 1. Training will be conducted on this issue. | Training | GOHSEP | GOHSEP PIO (Allison Hadley) | April 2008 | Completed |
| | Observation 4.1: Area for Improvement. News releases were posted on WebEOC, but no further distribution was attempted. | 8. The Joint Information Center (JIC) should work in an exercise exactly the same way it would in an actual emergency. This includes staffing positions that would provide administrative support, such as making copies of news release and distributing them to Public Information Officers (PIOs) and sending materials to the media center. | 1. Accept recommendation. | Training; Exercises, Evaluations, and Corrective Actions | GOHSEP | GOHSEP PIO (Allison Hadley) | May 2008 | Ongoing |

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|---|--|---|---|--|---------------------------|-----------------------------|------------|-------------------|
| | | | | | | POC | | |
| Capability 3: Emergency Public Information and Warning (continued) | | 9. Public Information Officers (PIOs) skilled in handling broadcast interviews by telephone should be assigned to call selected radio and television stations to provide them with real-time interviews and up-to-the-minute information concerning what residents need to do to protect themselves and their property. | 1. The GOHSEP PIO will schedule additional training for PIOs to conduct radio and television interviews. | Training; Exercises, Evaluations, and Corrective Actions | GOHSEP | GOHSEP PIO (Allison Hadley) | May 2008 | Ongoing |
| | | 10. Public information standard operating procedures (SOPs) should be reviewed and revised, including protocols for Emergency Alert System (EAS) messages issued by GOHSEP. | 1. Public information SOPs will be reviewed and revised, including protocols for EAS messages issued by GOHSEP. | Planning | GOHSEP | GOHSEP PIO (Allison Hadley) | June 2008 | September 1, 2008 |
| | Observation 5.1: Area for Improvement. Only one news conference was simulated, and no formal method was established to track contacts with the media. | 11. Schedule more than one news conference or media briefing each day. Consider scheduling two additional sessions (one at 1000 and one at 2000), tripling the chances of reaching target audiences with critical information. | 1. GOHSEP will conduct, as a minimum, two press conferences a day during actual emergencies. | Planning | GOHSEP | GOHSEP PIO (Allison Hadley) | May 2008 | Ongoing |

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|---|-------------|--|---|--|---------------------------|-----------------------------|------------|-------------------|
| | | | | | | | | |
| Capability 3: Emergency Public Information and Warning (continued) | | 12. Delegate Public Information Officers (PIOs) skilled at broadcast interviews to call selected radio stations during morning and evening drive times to provide them with real-time interviews and up-to-the-minute information concerning actions citizens can take to protect themselves and their property. | 1. Update the GOHSEP PIO SOPs to include PIOs to call selected media outlets during an emergency. | Planning | GOHSEP | GOHSEP PIO (Allison Hadley) | May 2008 | September 1, 2008 |
| | | 13. Establish a formal process for all Public Information Officers (PIOs) in the Joint Information Center (JIC) and the media center to log contacts with reporters and citizens. This information should be shared with and reviewed by the JIC Director or Assistant JIC Director several times during each shift to detect any trends in media interests and/or possible misinformation and rumors. | 1. During all future exercises and events, the PIO will use existing policies and guidance. | Planning; Training; Exercises, Evaluations, and Corrective Actions | GOHSEP | GOHSEP PIO (Allison Hadley) | Ongoing | Ongoing |

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|---|--|--|---|--|---------------------------|-----------------------------|------------|-----------------|
| | | | | | | | | |
| Capability 3: Emergency Public Information and Warning (continued) | Observation 6.1: Area for Improvement. Media contacts were not recorded, and media reports were not monitored. | 14. Establish a formal process for all Public Information Officers (PIOs) in the Joint Information Center (JIC) and media center to log contacts with reporters and citizens. This information would be shared with and reviewed by the JIC Director or Assistant JIC Director several times each shift to detect any trends in media interests and/or possible misinformation and rumors. | 1. During all future exercises and events, the PIO will use existing policies and guidance. | Planning; Training; Exercises, Evaluations, and Corrective Actions | GOHSEP | GOHSEP PIO (Allison Hadley) | Ongoing | Ongoing |
| | | 15. News reports that are inaccurate or misleading should be reported to the Joint Information Center (JIC) Director immediately so corrective action can be taken. Use computers with Internet access to monitor news media when it is not possible to activate the entire media center. | 1. During all future exercises and events, the PIO will use existing policies and guidance. | Planning; Training; Exercises, Evaluations, and Corrective Actions | GOHSEP | GOHSEP PIO (Allison Hadley) | Ongoing | Ongoing |

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|---|-------------|---|---|--|---------------------------|-----------------------------|------------|-----------------|
| | | | | | | | | |
| Capability 3: Emergency Public Information and Warning (continued) | | 16. One Joint Information Center (JIC) member should be assigned the task of posting news releases and critical information on the agency's Web site. | 1. During all future exercises and events, the PIO will use existing policies and guidance. | Planning; Training; Exercises, Evaluations, and Corrective Actions | GOHSEP | GOHSEP PIO (Allison Hadley) | Ongoing | Ongoing |

APPENDIX C: LOUISIANA GOHSEP HURRICANE PREPAREDNESS TABLETOP EXERCISE (TTX) IMPROVEMENT PLAN (IP)

This Improvement Plan (IP) has been developed specifically for the Louisiana Governor’s Office of Homeland Security and Emergency Preparedness (GOHSEP) as a result of the Louisiana GOHSEP Hurricane Preparedness Tabletop Exercise (TTX), which was conducted on May 9, 2008. These recommendations draw on both the After Action Report (AAR) and the After Action Conference.

| Branch | Issue | Recommendation | Corrective Action Description | Capability Element | Responsible Party/ Agency | Agency POC | Start Date | Completion Date |
|---------------------------|--|---|---|--------------------|---------------------------|--|------------|-----------------|
| Emergency Services Branch | Issue 1: State security assets are not immediately available for parish security details. | 1. All parishes in the State of Louisiana should review the Louisiana State Emergency Operations Plan (EOP) regarding State security resources so that they are aware of the State’s capabilities during pre- and postlandfall. This will allow them to better identify parish security needs and establish mutual aid agreements (MAAs) and memorandums of understanding (MOUs) with parishes and States that are not affected by the hurricane. | 1. “At-risk” regional meetings will continue to be held to talk about these issues. | Planning | GOHSEP | Pat Santos, Assistant Deputy Director for Emergency Preparedness | Ongoing | Ongoing |

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|--|---|--|--|--|---------------------------|------------------------------|---------------|-------------------|
| | | | | | | | | |
| Emergency Services Branch (continued) | Issue 2: There is confusion about the responsibility for a program regarding reentry into the affected area at the parish level. | 2. Ensure that parish law enforcement agencies are provided with the State credentialing model and provided with guidelines on how to tailor the model to the needs of their respective communities. | 1. Recommended guidelines for reentry into an affected area are posted on the GOHSEP Web site. | Planning; Training; Exercises, Evaluations, and Corrective Actions | GOHSEP | Wendy Brogdon | Ongoing | Ongoing |
| | Issue 3: There is an urgent need for advanced medical support for first responders in the field during rescue operations. | 3. GOHSEP should establish a working group consisting of members of the Emergency Services Branch and Human Services Branch to determine the medical, communications, maintenance, and logistics support of each "lily pad." | 1. GOHSEP should establish a working group consisting of members of the Emergency Services Branch to determine the medical, communications, maintenance, and logistics support of each "lily pad." | Planning; Training; Exercises, Evaluations, and Corrective Actions | GOHSEP | Wendy Brogdon and Amy Dawson | July 14, 2008 | December 31, 2008 |
| Human Services Branch | Issue 1: Postlandfall hurricane response planning is currently limited. | 1. State Emergency Support Function (ESF) leads and parish agencies should further discuss and outline flexible plans for a postlandfall hurricane response. | 1. GOHSEP will continue to hold "at risk" meetings. | Planning | GOHSEP | Pat Santos | Ongoing | Ongoing |

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|-----------------------------------|--|---|--|--------------------|---------------------------|---------------|----------------|-----------------|
| | | | | | | POC | | |
| Human Services Branch (continued) | Issue 2: There appears to be a gap in the timeline for requesting Federal resources. | 2. GOHSEP should send out the current State and Federal timelines for departments and agencies to review and comment on their support requirement timelines to ensure that all major discrepancies are identified and resolved. | 1. GOHSEP State/Federal timeline will be provided online via WebEOC. | Planning | GOHSEP | Jerry Monier | Ongoing | Ongoing |
| | Issue 3: Search and rescue priority needs to be reassessed. | 3. The Louisiana Department of Wildlife and Fisheries (WLF), Louisiana Department of Health and Hospitals (DHH), and parishes should conduct training with healthcare facility representatives to ensure that facilities are aware of current search and rescue plans and protocols before the annual hurricane season. | 1. Conduct a meeting between DHH and WLF to discuss protocols for search and rescue. | Planning | DHH and WLF | Wendy Brogdon | August 9, 2008 | Ongoing |

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|--|--|--|--|--|------------------------------|--|----------------|--------------|
| | | | Description | Element | | POC | | Date |
| Human Services Branch (continued) | Issue 4: The State does not possess the necessary authority to provide mass fatality support. | 4. The Louisiana Department of Health and Hospitals (DHH) should conduct mass fatality training with local and State counterparts to improve plan familiarity, continuity, and coordination. | 1. GOHSEP and the Louisiana Department of Health and Hospitals (DHH) will conduct an orientation meeting with parish coroners and funeral directors to improve plan familiarity, continuity, and coordination. | Planning; Training; Exercises, Evaluations, and Corrective Actions | DHH and GOHSEP | Dr. Jimmy Guidry (DHH) | September 2008 | October 2008 |
| | Issue 5: There is a lack of coordination between local parishes and the State. | 5. The State, with GOHSEP's lead, should meet with parish personnel to discuss how training and exercises can be better tailored to meet the need of local jurisdictions. | 1. GOHSEP will conduct a training and exercise planning workshop (TEPW) on July 30, 2008. | Training; Exercises, Evaluations, and Corrective Actions | GOHSEP | GOHSEP Exercise Branch Lauren Stevens, Faith Roussell | Ongoing | Ongoing |
| | | | | | | | | |

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|-------------------------------|---|---|---|--------------------|------------------------------------|--------------------------------------|------------|-----------------|
| | | | | | | | | |
| Infrastructure Support Branch | Issue 1: There is a potential for multi-agency communications failure. | 1. Infrastructure Support Branch Emergency Support Function (ESF) leads should continually engage in building personal relationships with other responsible persons and agencies that might be involved in a regional disaster. | 1. Infrastructure Branch ESF leads will continually engage in building personal relationships. | Planning | State EOC Infrastructure ESF Leads | GOHSEP Infrastructure Branch Manager | Ongoing | Ongoing |
| | | 2. GOHSEP should conduct an accurate assessment of current State communications capabilities. | 1. Assessment will be conducted by ESF-2. | Planning | GOHSEP | ESF-2 | Ongoing | Ongoing |
| | Issue 2: State responsibility and support for domestic livestock during the evacuation and recovery phase of a disaster is not defined or provided for. | 3. The Louisiana Department of Agriculture and Forestry (LDAF) should form a group to study the issue of potential State responsibility and support for farm animals before and during a disaster. | 1. LDAF and support agencies will form a group to study the issue of potential State support for farm animals before and during a disaster. | Planning | LDAF | Josh Gill | May 2008 | Ongoing |

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|---|---|--|--|--|---------------------------|-----------------------------|---------------|-----------------|
| | | | | | | | | |
| Infrastructure Support Branch (continued) | Issue 3: There is a lack of prioritization regarding restoration of critical infrastructure facilities. | 4. The Infrastructure Support Branch should examine the issue of prioritization of response and recovery of critical infrastructure in the State and transmit the information to all State departments and agencies for planning purposes. | 1. Accept recommendation. | Planning | GOHSEP | Pat Santos | Ongoing | Ongoing |
| | | | | | | | | |
| Transportation/ Evacuation Branch | Issue 1: A significant percentage of the parishes may not have adequately planned for identification of their transportation needs to support both evacuees and logistical needs. | 1. The GOHSEP Public Information Officer (PIO) should review prescribed Emergency Alert System (EAS) messages and place more emphasis on the need for early preparation for evacuation. EAS messages should contain descriptive results of what could happen to residents if they do not heed the warnings and undertake timely actions to evacuate. | 1. Accept recommendation. | Planning | GOHSEP | GOHSEP PIO (Allison Hadley) | July 14, 2008 | August 1, 2008 |
| | | 2. The GOHSEP Public Information Officer (PIO) should coordinate with the parishes to ensure that the State and county Emergency Alert System (EAS) messages provide consistent messages. | 1. The GOHSEP PIO will coordinate, through the Unified Command, conference calls with the parishes to ensure that the State and county EAS messages provide consistent messages. | Planning; Training; Exercises, Evaluations, and Corrective Actions | GOHSEP | GOHSEP PIO (Allison Hadley) | Ongoing | Ongoing |

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|--|---|--|---|------------|------------------------------|-----------------------------|------------|-------------------|
| | | | Description | Element | | POC | | Date |
| Transportation/ Evacuation Branch (continued) | | 3. The State, with the Louisiana Department of Transportation and Development (DOTD) as lead, should continue to emphasize the need for preidentification of transportation requirements in quarterly State-parish planning meetings. | 1. The State will continue to emphasize the need for parishes to preidentify transportation requirements in quarterly State-parish planning meetings. | Planning | GOHSEP | GOHSEP | May 2008 | Ongoing |
| Public Information Section | Issue 1: Even in the event of a major hurricane, not all residents will evacuate. | 1. The State and parish Public Information Officers (PIOs) should push sheltering information as part of an ongoing hurricane education program as well as before landfall. | 1. Include information in the current State Hurricane Preparedness Campaign. | Planning | GOHSEP | GOHSEP PIO (Allison Hadley) | Ongoing | Ongoing |
| | Issue 2: Communications between State and parish PIOs regarding State-parish situational awareness needs to be improved. | 2. The GOHSEP Public Information Officer (PIO) should take the lead to develop a protocol to coordinate Emergency Support Functions (ESFs) and parish efforts to pass situational awareness to the Joint Information Center (JIC) for relay by mass media to the general public. | 1. Develop a procedure/protocol to coordinate situational awareness from EOC ESF branches. | Planning | GOHSEP | GOHSEP PIO (Allison Hadley) | July, 2008 | September 1, 2008 |

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|---|---|--|--|--|---------------------------|-----------------------------|------------|-----------------|
| | | | | | | | | |
| Public Information Section (continued) | Issue 3: The JIC often receives conflicting information from branches and ESFs. | 3. The GOHSEP Intelligence Section should take the lead to sort through incoming information and resolve conflicting information. The section should then provide correct information to the Joint Information Center (JIC), EOC Support Branch, other Emergency Operations Center (EOC) branches, and ESFs. | 1. Establish a procedure to sort through incoming information and resolve conflicting information. The section should then provide correct information to the JIC, EOC Support Branch, other EOC branches, and ESFs. | Planning; Training; Exercises, Evaluations, and Corrective Actions | GOHSEP | GOHSEP PIO (Allison Hadley) | May 2008 | Ongoing |
| | | 4. The Joint Information Center (JIC) should post significant events on WebEOC. | 1. The JIC will emphasize the need for JIC personnel to post significant events on WebEOC. | Training; Exercises, Evaluations, and Corrective Actions | GOHSEP | GOHSEP PIO (Allison Hadley) | Ongoing | Ongoing |
| | | 5. The Joint Information Center (JIC) should monitor WebEOC and track potential rumors in the media. | 1. Conduct training on WebEOC | Training; Exercises, Evaluations, and Corrective Actions | GOHSEP | GOHSEP PIO (Allison Hadley) | April 2008 | Ongoing |

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**After Action Report/Improvement Plan
(AAR/IP)**

**2008 Louisiana GOHSEP
Hurricane Preparedness Exercises**

| Branch | Issue | Recommendation | Corrective Action Description | Capability Element | Responsible Party/ Agency | Agency POC | Start Date | Completion Date |
|---|--|---|---|--------------------|---------------------------|-----------------------------|---------------|-------------------|
| | | | | | | | | |
| Public Information Section (continued) | Issue 4: The JIC will have difficulty effectively communicating with residents postlandfall. | 6. The GOHSEP Public Information Officer (PIO) should create a Joint Information Center (JIC) operational procedural guide that list telephone numbers the public should call for information and train greeters on how to forward those calls. | 1. Update current operational procedural guidelines and contact information. | Planning | GOHSEP | GOHSEP PIO (Allison Hadley) | June 2008 | September 1, 2008 |
| | | 7. GOHSEP, with the Public Information Officer (PIO) as lead, should prepare a prelandfall education program and coordinate with local PIOs for actions needed postlandfall. | 1. Conduct a statewide hurricane preparedness public information campaign. | Planning | GOHSEP | GOHSEP PIO (Allison Hadley) | May 2008 | December 1, 2008 |
| | | 8. The Joint Information Center (JIC) should provide local Public Information Officers (PIOs) with a contact list of State/GOHSEP PIOs. | 1. The JIC will develop a list of all current local PIOs and provide them with a contact list of State/GOHSEP PIOs. | Planning | GOHSEP | GOHSEP PIO (Allison Hadley) | July 14, 2008 | September 1, 2008 |

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|--|--|---|---|--|---------------------------|-----------------------------|---------------|-------------------|
| | | | | | | | | |
| Public Information Section (continued) | | 9. The GOHSEP Public Information Officer (PIO) should review the State-level public information plan to ensure that it provides for communications between State and local PIOs. | 1. The State PIO will develop and publish a state-level public information plan. | Planning | GOHSEP | GOHSEP PIO (Allison Hadley) | July 14, 2008 | December 31, 2008 |
| | | 10. The GOHSEP Public Information Officer (PIO) should prepare a plan/procedure and conduct a workshop with parish Public Information Officers (PIOs) on how to feed information to the Joint Information Center (JIC). | 1. GOHSEP will coordinate statewide PIO training. | Training; Exercises, Evaluations, and Corrective Actions | GOHSEP | GOHSEP PIO (Allison Hadley) | July 14, 2008 | Ongoing |
| | Issue 5: There is a lack of State PIO presence with the national news services before hurricane landfall. | 11. The State, with the GOHSEP Public Information Officer (PIO) as lead, should establish a study group to prepare a prelandfall public information plan on working with national media as they arrive in the State. | 1. The GOHSEP PIO will establish a working group to determine the feasibility of pairing State PIOs with the national media during prelandfall. | Planning | GOHSEP | GOHSEP PIO (Allison Hadley) | August 2008 | December 31, 2008 |

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| Branch | Issue | Recommendation | Corrective Action Description | Capability Element | Responsible Party/ Agency | Agency POC | Start Date | Completion Date |
|-----------------------------------|---|---|--|--------------------|---------------------------|-----------------------------|------------|-----------------|
| Local Parishes/Task Forces | Issue 1: State plans are created and changed without the knowledge of parish emergency managers and officials. | 1. State government departments, with GOHSEP's lead, should provide parishes with a mechanism to review changes to the State Plan before implementation or final publication to ensure that local authorities are knowledgeable of the current plan. | 1. This will be posted on WebEOC; feedback is encouraged and welcome. | Planning | GOHSEP | Operations Section | Ongoing | Ongoing |
| | Issue 2: There is a need for an enhanced and coordinated public information campaign strategy. | 2. The State, with the GOHSEP Public Information Officer (PIO) as lead, should develop a comprehensive public information strategy and education program for evacuees with more information on evacuation, the reentry process, and other issues critical to local emergency management agencies. | 1. Conduct a statewide hurricane preparedness public information campaign. | Planning | GOHSEP | GOHSEP PIO (Allison Hadley) | May 2008 | Ongoing |

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|---|---|---|---|----------------------------------|---|--|---------------|-------------------|
| | | | | | | POC | | |
| Local Parishes/Task Forces (continued) | Issue 3: Smaller parish emergency management agencies will require additional support personnel during an incident. | 3. The State, with GOHSEP's lead, should consider developing Incident Management Teams that are trained and credentialed for deployment to support parish Emergency Operations Centers (EOCs) during a hurricane. | 1. The GOHSEP Operations and Preparedness Sections are planning to acquire additional staff and equipment for smaller parishes during catastrophic incidents. | Personnel; Equipment and Systems | GOHSEP | Operations Section, Preparedness Section | Ongoing | Ongoing |
| | Issue 4: Search and rescue operations have no designated points for delivery of victims recovered during the operations. | 4. Each parish should designate appropriate collection points for victims to be dropped off by rescue teams, including both air and water rescue. | 1. GOHSEP will coordinate with all parishes and recommend that they designate appropriate collection points for victims to be dropped off by rescue teams, including both air and water rescue. | Planning | Parish Offices of Emergency Preparedness (OEPs) | Parish OEPs | July 14, 2008 | December 31, 2008 |
| | Issue 5: State and local officials may be planning to use the same personnel for search and rescue operations. | 5. Any State department or agency charged with operational objectives should engage in early joint planning with local emergency managers to ensure integration into the local command structure and, more importantly, allow local resources to be utilized by the local jurisdiction. | 1. If parish assets are involved, GOHSEP should encourage State agencies and departments to involve parishes in the drafting and approval of State and agency plans. | Planning | Parish OEPs, LDAF | Parish OEPs, LDAF | July 14, 2008 | Ongoing |

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|--|--|---|--|--------------------|---------------------------|-------------|------------|-----------------|
| Local Parishes/Task Forces (continued) | Issue 6: Accounting for and utilizing volunteer support organizations can take time and critical resources from local emergency managers. | 6. The State, with GOHSEP's lead, should develop and implement a plan to manage volunteer resources that would require these resources to report to a staging area for deployment to areas in need of services, and then incorporate these resources into the local incident management system. | 1. The State, with GOHSEP's lead, will develop and implement a plan to manage volunteer resources. | Planning | Parish OEPs | Parish OEPs | Ongoing | Ongoing |

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APPENDIX D: PARTICIPANT FEEDBACK SUMMARY

Important Issues

Day 1 – Unified Command Tabletop Exercise (TTX)

- Communication with the public/public awareness
- Contingency (departments) contract funding for surge capabilities
- Assurances that there will be enough bus transportation assets; Louisiana and Texas have contracts for the same buses
- Proactive communications
- Coordination of State law with the Stafford Act
- State/Federal coordination (timeline, capabilities, expectations)
- Pet management (evacuation and sheltering)

Day 2 – Governor’s Office of Homeland Security and Emergency Preparedness (GOHSEP) Hurricane Preparedness Functional Exercise (FE)

- Functionality of WebEOC; lack of knowledge and training on new version; limitations; screens less user friendly; timeout; following tasks; access; task tracking resolution; no task numbers; requests disappeared; dropdown complications
- Input information needs to be more detailed; less use of agency jargon
- Equipment (IT) issues
- Training by GOHSEP on WebEOC process and systems
- Action Request Form (ARF)/Emergency Management Assistance Compact (EMAC) process (needs detailed instructions on how to process requests from the branch to operations to the Federal Emergency Management Agency [FEMA])
- Further develop records retention (WebEOC)
- Desk documents (standard operating procedures) to help do our jobs
- Need more situational awareness in the Emergency Operations Center (EOC); more briefings; updates; h-hour clock; no weather updates; let everyone know the priorities; information distribution; need for logistics in cafeteria
- Procedures for dispatching buses to shelters
- Need more people (logistics)
- Signature authority for IS101 and ARF
- Need a way to capture estimated cost of the missions
- Procedures need to be written; document how purchases should be made during emergencies
- Landline phones in Joint Information Center (JIC) (more and location); more computer access to printers

- Information about prior activities needs to be reported at beginning of the exercise
- More injects to work for experience and practice
- Louisiana Department of Transportation and Development (DOTD) did not receive any tasks; Emergency Support Function 12 (ESF-12) received no requests; lack of injects
- Press for JIC play

Day 3 – GOHSEP Hurricane Preparedness Tabletop Exercise (TTX)

- Public education
- Credentialing coordination between State and parish; credentialing clearinghouse (State/parish); rules for credentialing
- Communications between branches, ESFs, agencies, and parish governments
- Transportation from lily pads
- Search and rescue; security; shelters
- Local parish plans; sharing plans (between parishes and State); joint State and parish planning; joint planning with parish
- State agencies lack knowledge of parish radio distribution information
- Dedicated channel/frequency for each parish with the State for resources
- Parish-State agency communication (coordination) on resources; transparency with respect to assets
- Parish lack of understanding of responsibilities of the State agencies
- Funding for the parish
- Livestock contract

Additional Training and Exercises

Recommendations from All Three Exercises

- Senior leadership workshops and TTXs
- National Incident Management System (NIMS)/Unified Command
- WebEOC training/State EOC training and exercises
- Postlandfall training
- More education on who does/has responsibility for what (government and public)
- Parish training on responsibilities of State agencies
- Training on the Stafford Act
- Relationship building with GOHSEP and State agencies
- Preliminary damage assessment
- Crisis communications for senior executive staff
- Basic and advanced public information
- Homeland Security Exercise Evaluation Program (HSEEP)
- EOC management

Homeland Security Exercise and Evaluation Program (HSEEP)

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APPENDIX E: ACRONYMS AND TERMS

| Acronym | Definition |
|---------|---|
| AAR | After Action Report |
| ARF | Action Request Form |
| CTNS | critical transportation needs shelter |
| DHH | Department of Health and Hospitals |
| DHS | U.S. Department of Homeland Security |
| DOC | Department of Corrections |
| DoD | U.S. Department of Defense |
| DOTD | Department of Transportation and Development |
| DSS | Department of Social Services |
| EAS | Emergency Alert System |
| EEG | Exercise Evaluation Guide |
| EMAC | Emergency Management Assistance Compact |
| EMS | emergency medical services |
| EOC | Emergency Operations Center |
| EOP | Emergency Operations Plan |
| ERT-A | Emergency Response Team–Advanced |
| ETA | estimated time of arrival |
| ESF | Emergency Support Function |
| FE | functional exercise |
| FEMA | Federal Emergency Management Agency |
| FOUO | For Official Use Only |
| GOHSEP | Governor’s Office of Homeland Security and Emergency Preparedness |
| GSA | General Services Administration |
| HSEEP | Homeland Security Exercise and Evaluation Program |
| IAP | Incident Action Plan |
| ICS | Incident Command System |
| IOF | Initial Operating Facility |
| IP | Improvement Plan |
| JFO | Joint Field Office |
| JIC | Joint Information Center |
| JIS | Joint Information System |
| JOC | Joint Operations Center |
| LDAF | Louisiana Department of Agriculture and Forestry |
| LSU | Louisiana State University |
| MAA | mutual aid agreement |

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| Acronym | Definition |
|---------|---|
| MAC | multi-agency coordination |
| MOU | memorandum of understanding |
| MRE | meal ready to eat |
| MSEL | Master Scenario Events List |
| MSNS | medical special needs shelter |
| NDMS | National Disaster Medical System |
| NGO | nongovernmental organization |
| NIMS | National Incident Management System |
| NOC | National Operating Center |
| NRCC | National Response Coordination Center |
| NWS | National Weather Service |
| OEP | Office of Emergency Preparedness |
| PAD | protective action decision |
| PIO | Public Information Officer |
| POC | point of contact |
| RRCC | Regional Response Coordination Center |
| SimCell | Simulation Cell |
| SitRep | situation report |
| SOP | standard operating procedure |
| TCL | Target Capability List |
| TTX | tabletop exercise |
| VOAD | Volunteer Organizations Active in Disasters |
| WLF | Department of Wildlife and Fisheries |

| Term | Definition |
|--------|---|
| H-hour | When tropical-storm-force winds reach the coast of Louisiana |
| WebEOC | A software program used to track mission requests, resources, and tasks |