

ANNEX A

ESF 1: TRANSPORTATION

PROMULGATION STATEMENT

Transmitted herewith is the ESF – 1: Transportation Annex to the Caddo Parish Emergency Operations Plan (EOP). This annex supersedes any previous Annex promulgated for this purpose. It provides a framework in which Caddo Parish and its political subdivisions can plan and perform their respective functions during an emergency when EOC activation is necessary.

This annex is in accordance with existing federal, state, and local statutes and understandings of the various departments/agencies involved. It has been concurred by the Caddo Parish Office of Homeland Security and Emergency Preparedness (OHSEP), Louisiana Governor’s Office of Homeland Security and Emergency Preparedness (GOHSEP) and the Federal Emergency Management Agency. All recipients of this annex are requested to advise the Caddo Parish Sheriff’s Office of Homeland Security and Emergency Preparedness as to changes that might result in its improvement or increase its usefulness.

This annex will be annually reviewed by the Caddo Parish OHSEP Deputy Director.

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ESF-1: Transportation

I. PURPOSE AND SCOPE

ESF 1 provides for the acquisition, provision and coordination of transportation for people and materials for emergency and disaster situations. The services and activities provided under this ESF will include the identification, acquisition, arrangement, mobilization and coordination of available parish government, school board, transportation agency, private industry and voluntary transportation equipment, manpower and technical expertise to meet the requirements of providing essential transportation services before, during and after emergencies and disasters. The ESF also covers the actions that need to be taken to facilitate transportation and overcome impediments in emergencies and disasters

II. SITUATIONS AND ASSUMPTIONS

A. Situations

There are several emergency situations that might require an evacuation of part or all of Caddo Parish. Small-scale, localized evacuations might be needed as a result of a flood, hazardous material spill (highway, rail, pipeline, waterway, or air cargo) major fire, bomb threat or civil disturbance. Mass evacuation could be required in the event of terrorist activity, nuclear threat or nuclear attack.



B. Assumptions

1. Experience has shown that during most local emergency conditions for which there is advanced warning, such as floods, 50 percent or more of the residents in threatened areas will evacuate their homes before ordered to do so by public officials. In addition, most of these voluntary evacuees will seek shelter with relatives or friends rather than use public shelter facilities.
2. Some people will refuse to evacuate.
3. Evacuees will not panic.
4. Communications channels will be established to provide the public with timely and accurate information and directions for their response to an emergency. Coordination with the media and a program of pre-disaster education will enable the public to understand and respond to information related to evacuation.
5. The public will act in its own interest and evacuate dangerous areas when advised to do so by local government authorities. If necessary, local authorities will order and carry out a mandatory evacuation.
6. Looting during evacuations is not normally a problem except during conditions of civil unrest.

III. CONCEPT OF OPERATIONS

A. General

1. The ultimate responsibility for ordering an evacuation rests with local government.
2. Evacuation decisions depend upon the hazard threatening the community. Several characteristics must be considered, including:
 - a. Magnitude.
 - b. Intensity.
 - c. Time until onset.
 - d. Duration.
3. Specific issues to be addressed when ordering an evacuation include:
 - a. That shelters are open and ready to receive evacuees.
 - b. Evacuation routes, their capacities and susceptibilities to hazard(s).
 - c. Modes of movement for evacuees and for those unable to provide their own transportation.
 - d. Security for evacuated areas.
 - e. Reentry into the hazard area.
 - f. Dealing with potential impediments to evacuation.
4. Pre-determined, detailed plans for specific hazards will be used when these emergencies occur. Appropriate annexes and standard operating guidelines (SOGs) will be used to coordinate the operation.
5. Should a neighboring parish experience a major disaster requiring evacuation of its residents, Caddo Parish might be called upon to act as reception center for evacuees. Caddo Parish is also one of many designated host areas for hurricane evacuees from the Louisiana Gulf

coast. Appropriate annexes and standard operating guidelines (SOGs) will be used to coordinate this operation.

B. EMERGENCY ACTION LEVELS

Emergencies will be dealt with in the sequence described in Paragraph III-B of the Basic Plan. Preparations for evacuation will take place when an incident reaches the appropriate action level.

1. Phases Of Emergency Management

- a. Mitigation (Prevention)
- b. Identify potential areas that could require evacuation (i.e., flood plains, areas near hazardous materials facilities, etc.).
- c. Identify potential evacuation routes.
- d. Discourage development in hazard zones, especially residential development.
- e. Develop a public information program to increase citizens' awareness, including:
 - f. Reasons for possible evacuation.
 - g. Appropriate food, clothing, and other essential items to pack when evacuating.
 - h. Routes to travel.
 - i. Availability of transportation.
 - j. Reception (shelter and/or staging) locations.

2. Preparedness

- a. Identify those segments of the population that may require special assistance during an evacuation (i.e., handicapped, elderly, incarcerated, institutionalized, etc.).
- b. Plan evacuation routes, taking traffic capacities and road conditions into account.
- c. Conduct a continuous public information program using to alert the public to potential hazards and plans for response.

3. Response

- a. Order evacuations, when necessary.
- b. Notify appropriate agencies at local and state levels.
- c. Activate shelter operations, as appropriate.
- d. Provide traffic and perimeter control, as needed.
- e. Call road service support groups, if appropriate.
- f. Arrange to evacuate special populations, if necessary.
- g. Keep the public informed about emergency conditions, evacuation routes, destinations and other vital information.
- h. Provide security for evacuated areas.
- i. Arrange for continuing operating or rapid restart of essential services in hazard area.
- j. Provide for essential workers to commute to risk area.
- k. Arrange for the relocation of essential resources outside of the risk area.

4. Recovery

- a. Assess damage in disaster areas.
- b. Initiate return of evacuees where possible.
- c. Conduct traffic control for return.
- d. Perform public information activities.
- e. Develop a public information program to disseminate recovery and disaster assistance information.
- f. Coordinate with state and federal officials to establish a Disaster Application Center (DAC), if appropriate.

IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. General Organization

The organizational structure for evacuation operations is shown in Appendix 1 to this Annex.

B. Assignment of Responsibilities

1. Caddo Parish Office of Homeland Security and Emergency Preparedness (OHSEP)

- a. Order mandatory evacuations, if necessary via State of Emergency.
- b. Coordinate evacuation activities through the Emergency Operations Center (EOC).
- c. Coordinate transportation/shelter for special populations.
- d. Estimate the number of people who will require community transportation to evacuate.
- e. Obtain road service support, as needed.
- f. Provide public information.
- g. Develop and update evacuation plans and procedures.
- h. Designate a member of the Emergency Operating Center (EOC) team to be evacuation coordinator.
- i. Provide for recordkeeping: compilation of logs and records and action taken and expenditures made.

2. Fire Services

- a. Recommend evacuations, as necessary.
- b. Coordinate on-site evacuation of affected area.
- c. Coordinate transportation assistance, as needed.
- d. Assist in disseminating public information and warnings.
- e. Insure special needs population (handicapped, infirm, elderly, etc.) have transportation.
- f. Maintain fire security in evacuated areas.
- g. Assist in recovery activities.
- h. Maintain contact with the EOC.

3. **Law Enforcement**
 - a. Recommend and give movement control guidance for evacuations, as necessary.
 - b. Assist in performing evacuation activities including coordination of removal of impediments to evacuation.
 - c. Coordinate evacuation of incarcerated individuals.
 - d. Assist in disseminating public information and warnings.
 - e. Provide security and law enforcement in evacuated areas.
 - f. Provide perimeter and traffic control during emergencies and evacuations.
 - g. Coordinate road service support on-site, as needed.
 - h. Maintain contact with the EOC.

4. **Public Information Officers (PIOs)**
 - a. Provide emergency public information to media.
 - b. Coordinate public information with all involved departments and agencies.

5. **Emergency Public Welfare Departments**
 - a. Plan for human services.
 - b. Assist in shelter operations.
 - c. Assist with mass feeding.

6. **SPORTRAN**

Provide buses for evacuation assistance, as needed.

7. **Caddo School System**

Provide buses for evacuation assistance, as needed.

8. **Public Works Departments**
 - a. Assist in keeping evacuation routes open
 - b. Provide traffic control devices.
 - c. Assist in recovery operations.

9. **Code Enforcement**

Inspect structural soundness of buildings exposed to hazard.

10. **Military Support (National Guard/Reserve Units/Barksdale AFB)**
 - a. Inform EOC of evacuation support availability from local military installations.
 - b. Coordinate use of shelter facilities on military properties.
 - c. Provide logistics support for evacuation operations when possible.

V. DIRECTION AND CONTROL

Direction and control of evacuation operations will be carried out by the jurisdiction in which the disaster site is located. If more than one government is

involved, coordination of the evacuation operations will occur through the Caddo Parish OHSEP Director, which has overall authority for this action. All direction and control activities will originate in the EOC during periods of activation.

A. Enemy Or Terrorist Attack

The federal government has designated Caddo Parish as a risk area for enemy attack. In accordance with this directive, a Crisis Relocation Plan (CRP) has been developed for the Shreveport Metropolitan Area. The Governor, with the Caddo Parish OHSEP Director coordinating all local activities will activate this plan. The CRP is compiled as a separate document from the Caddo Emergency Operations Plan and is located at the Caddo Parish Sheriff's Office of Homeland Security and Emergency Preparedness, 1144 Texas Avenue in Shreveport.

B. Hazardous Materials Incident

Evacuation will be ordered as necessary depending upon the type and duration of the incident as determined by response and EOC personnel. (See Annex J – ESF 10: Hazardous Materials & Radiological).

C. Flooding

In the event of flooding from heavy rains, some low-lying areas may have to be evacuated. Public information and warnings will be provided in accordance with Appendix 2 – Evacuation Plan. Law enforcement and fire personnel will be responsible for providing on-site evacuation assistance to evacuees

1. Authority to Initiate Action

If a hazard-specific authority to initiate action has been developed then it should be placed in this section. If the authority to initiate action is the same as the basic plan it can simply be referred to or duplicated here for clarity.

2. Command Responsibility for Specific Action

This should be hazard-specific if possible, refer to the basic plan if appropriate or duplicate for clarity.

3. Coordination Structure

This should be hazard-specific if possible, refer to the basic plan if appropriate or duplicate for clarity.

VI. CONTINUITY OF GOVERNMENT

In the event that an official or agency charged with participating in evacuation operations is unable to perform, lines of succession will be followed according to departmental standard operating guidelines to ensure that evacuation operations are provided as needed and that all essential records will be protected from destruction or loss.

Should evacuees be relocated outside Caddo Parish, the Parish Director will appoint one or more representatives to act as liaison between the evacuated and host

city/parishes. The evacuees will be subject to the laws of the reception area for the duration of their stay.

A. Administration and Logistics

1. Forced Evacuation

Pursuant to the Louisiana Emergency Assistance and Disaster Act of 1993 S727 Powers of the Mayor/Parish President states ...“Direct and compel the evacuation of all or part of the population from any stricken or threatened area within the boundaries of the city/parish if he deems necessary for mitigation, response or recovery measures.”

2. Traffic And Perimeter Control

The Louisiana Disaster Act of 1993 allows the Mayor/Parish President to “Prescribe routes, modes of transportation, and destinations in connection with evacuation within the local government’s jurisdiction.” The Act also allows for the “Control of ingress and egress to and from the affected area, movement of persons within the area and occupancy of premises therein.” A copy of the LA Disaster Act of 1993 is kept on file at the Caddo Emergency Operations Center (EOC) for reference.

3. Logistics

An inventory of mass transit vehicles in the local area and a telephone list of contact persons to activate them are kept in the OHSEP Resource Manual located at the Caddo Emergency Operations Center (EOC).

B. PLAN DEVELOPMENT AND MAINTENANCE

The Caddo OHSEP Director has the overall authority for the evacuation effort. All activities will be coordinated through the EOC, which will serve as the source of direction and control.

1. Authorities and References

Federal Emergency Management Agency. Disaster Operations. CPG 1-6. Washington: FEMA, 1978.

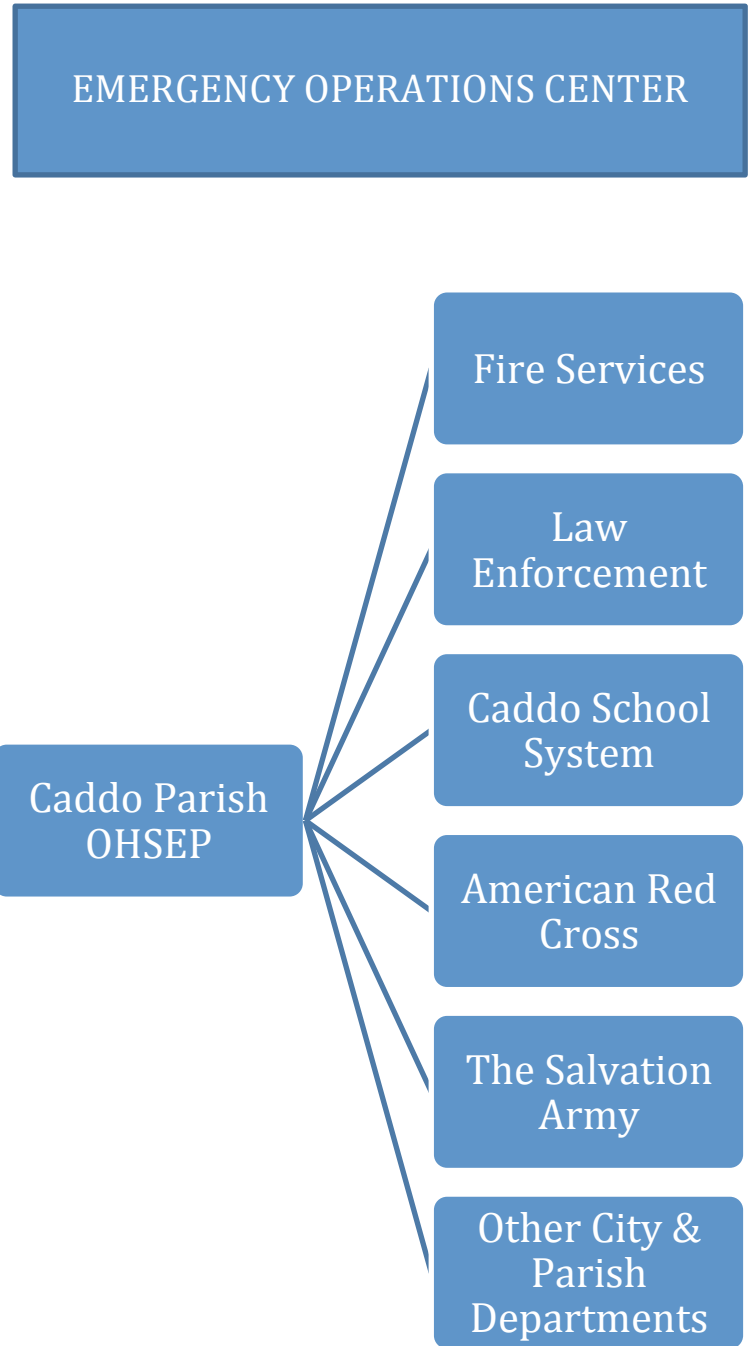
Federal Emergency Management Agency. Local Government Emergency Planning. CPG 1-8. Washington: FEMA, 1982.

Louisiana Governor’s Office of Homeland Security and Emergency Preparedness. The Louisiana Emergency Assistance and Disaster Act of 1993. Baton Rouge: LOEP, 1993.

VII. APPENDICES TO ANNEX A

1. Organizational Chart
2. Evacuation Plan
3. Evacuation Notice Report
4. Standard Operating Guidelines

Appendix 1 – Organizational Charts



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Appendix 2 – Evacuation Plan

I. GENERAL

A number of disasters may require that a portion, or all, of the local community be evacuated. In some cases, the evacuees will be relocated to public shelter areas; in other cases, the displaced citizens will move in with friends or relatives or stay at hotel/motels in the same or other communities. Many people will move themselves in their own vehicles; others will require transportation to move out of the affected area. If transportation is needed, public transit and/or school buses will be necessary for use as evacuation support resources.

II. EVACUATION GUIDELINES

There are several steps involved with an evacuation, regardless of its magnitude:

A. Evacuation Order

The formal authority to order an evacuation during emergency situations rests with the mayor/parish president of the affected jurisdiction according to procedures outlined in the Louisiana Emergency Assistance and Disaster Act of 1993. During immediate life threatening conditions, this authority may be exercised locally by the fire chief, police chief, sheriff, OHSEP Director or their designated representative(s). The mayor or parish president should be immediately notified following a decision to evacuate a populated area. The Emergency Operations Center (EOC) should also be notified of evacuations in the event that shelter operations are needed.

B. Evacuation Area

Designation of the area to be evacuated shall be determined by local emergency services as early into the emergency as possible. This identification should be as specific and logical as possible.

C. Security

Perimeter security shall be established by law enforcement. The purpose of this step is to prohibit entry to the affected area. This will preclude people entering the area while emergency services are trying to get people out. The street department can furnish barricades to assist with perimeter control. Using emergency service vehicles with flashing lights can also block streets.

D. Public Shelter

Activation of the Emergency Shelter Plan (See Annex E - Shelter) may need to be implemented. Evacuees are going to have to go somewhere. While many will go to the homes of friends or relatives, others will need temporary housing in congregate shelters. If the duration of the evacuation is likely to be more than just a short period, it will be necessary to consider selecting the most comfortable shelter(s) in preference to buildings that may not be appropriate for long-term use. For example, high schools with cafeterias, gymnasiums, locker

rooms, libraries and other facilities would be preferable to many public buildings if the choice is available. Caddo Parish OHSEP will coordinate shelter operations with the American Red Cross as outlined in Annex F – ESF 6 (Mass Care, Housing and Human Services).

E. Notification Methods

Notification to affected persons may be made by a number of warning methods as detailed in Annex B – ESF 2 (Communications). However, it is imperative that the notification to evacuate includes every person in the affected area. An extra effort should be made whenever people might be asleep and unaware of the emergency situation.

The First Call Telephone Warning System can be utilized to notify a large number of people that an emergency exists. Other warning methods available include the Emergency Alert System (EAS), Cable Warning System (CWS), NOAA Weather Warning Radio, portable public address/siren system, neighbor or buddy system and the news media. If the situation allows, personal door-to-door notification can be made in conjunction with vehicles equipped with loudspeakers. NOTE: The Caddo Emergency 9-1-1 dispatch centers should be informed of the evacuation ahead of time because persons not understanding the message will undoubtedly call to find out more information.

There should be vigorous efforts to inform everyone. It may be necessary to leave written notices at every address, whether people are found at the location or not. Chalk marks may be made on sidewalks in front of houses or in sections of the affected areas cleared. Personnel performing the evacuation should keep records of addresses visited, the date and time and the results of each (attempted) contact. It may be advantageous to have the recipient of the message sign a form to acknowledge the notification (See Evacuation Notice Report in Appendix 3). The written notice left at each address should include the following information:

1. Statement that it is an official notice, issued under emergency powers authority of the local government (see LA Disaster Act of 1993).
2. Brief explanation of the nature of the emergency and why the evacuation has been ordered.
3. Any guidelines issued concerning utility shutoffs, disposition of pets, what to take (including medication) and how quickly to leave (urgency).
4. Directions on where to go (list of shelters available, alternatives of staying with friends, relatives or at hotel/motels, etc.).
5. Information on how evacuees will be advised that it is safe to return.

F. Command & Control

A command post will be established in the evacuation area to manage the coordination of field units. The on-site incident command center should maintain close contact with the Emergency Operations Center (EOC). When the

Emergency Evacuation Plan is implemented the EOC should also be activated. The EOC will be able to handle coordination of support resources, leaving the command post free to concentrate on the evacuation mission.

G. News Media

The evacuation will be aided by announcements on the radio and television stations serving the community. The broadcast announcements should furnish listeners with specifics about the area being evacuated, when people are to leave and where they are to go. The messages will reach people in the affected area, accelerating the evacuation process. The broadcasts will also help get the word to people from the area who are not presently at their affected home or business.

H. Special Situations

Emergency services should anticipate and be ready to handle special situations associated with public evacuations. If the area to be evacuated includes schools, hospitals, nursing homes, day care centers, or similar facilities, pre-planning will make the evacuation much more efficient. Close coordination with responsible officials at special locations is a necessity to ensure an orderly evacuation. The Caddo Emergency Operations Center has information on digitized computer maps and hard copy format concerning special locations in Caddo Parish. The EOC staff can coordinate relocation of special populations to similar facilities or arrange for pickup by family members, if appropriate.

1. Transportation

Nursing Homes are expected to make all arrangements to evacuate and shelter their patients in emergencies. Plans shall provide for professional staff to accompany evacuating Nursing Home patients so that care will continue to be provided by customary caregivers. Nursing homes will make arrangements to move their patients to host facilities according to the guidance in the Model Nursing Home Plan.

Nursing homes have some transportation of their own. They may not, however, have sufficient transportation to move all their patients, staff and staff families at one time to a location outside the parish in an evacuation. Nursing homes will contract in advance with commercial carriers for emergency transportation for patients, staff and staff families. Ambulance companies may be consulted, but nursing home officials must be aware that, in an emergency, ambulances will be sought after by other nursing homes and health care agencies, as well as hospitals and clinics. Evacuation traffic accidents could produce enough injuries to tie up all of an area's ambulances.

Parish and State Government authorities will instruct nursing homes and similar congregate care facilities to evacuate early in an emergency, well before they instruct the general population to evacuate. This will be done in order that the nursing homes will have ample time to confirm

transportation arrangements and put their patients on the roads before road travel is slowed by congestion. This action will minimize the potential for physical and mental discomfort that would be caused by lengthy traffic jams.

2. Community Transportation Assistance

The nursing homes, Home Health agencies, hospitals, and other organizations or agencies, which provide care to patients, but do not have enough transportation for all patients for all emergencies, will arrange for supplemental transportation. If their prearrangements fail, so that they cannot arrange for transportation, the agencies will report their shortfalls to the Parish OHSEP in the parish in which the patients are located. The Parish OHSEP will take in, collate, and report transportation needs in excess for their community capacity to GOHSEP.

GOHSEP will consolidate transportation needs and report them to the state agency responsible for transportation, the Louisiana National Guard (LANG). The LANG will compare the lists of transportation needs with organic assets, and, if the needs exceed assets, the LANG will arrange for supplemental transportation assistance from other state agencies, the Federal Government, private businesses, or other organizations, and volunteer groups.

I. Return Instructions

When evacuees return to their homes and businesses, there may be several questions about the status of their property. After examining their property for any signs of damage, residents should begin reestablishing normalcy.

If utilities were turned off, residents should be advised how to turn them back on...or how to request trained assistance in reactivating the utilities safely. As appropriate, preparations for food and water safety should be disseminated. Emergency services and public information advisories should warn people returning to the evacuated area as to any hazards, so people will be alert to changes in their environment. Information should be made available concerning available assistance and how to request it.

III. SUMMARY

Emergencies that require a mass evacuation are a real potential. For example, the entire town of Livingston, Louisiana was evacuated after a train wreck in September 1982. Emergency services should remember to coordinate public evacuations with the Emergency Operations Center. The EOC will be able to handle coordination of support resources (including shelters) leaving field personnel free to concentrate on the movement of people.

The material contained in this section is furnished only as a guideline and suggestions of aspects to be considered in the event of an evacuation. It is not

necessarily complete or totally appropriate for each evacuation situation. Emergency service departments should develop their own standard operating guidelines (SOGs) to be used when evacuations are deemed necessary. There should be no confusion about coordinating the initial response. Directions should be very clear, even to someone not familiar with normal response to this type of emergency. Guidelines should be kept simple, using a format that will make it easy to find the information and guidance needed. The primary concern should be with the initial response steps and those elements that should not be overlooked during the response.

Appendix 2: Parish and Other Transportation Resources

Attachment 1: Public Works

On file in EOC

Attachment 2: School Board

On file in EOC

Attachment 3: Council on Aging

On file in EOC

Attachment 4: Bus Companies

On file in EOC

Attachment 5: Medical Transport

On file in EOC

Attachment 6: Wreckers and Tow Trucks

On file in EOC

Attachment 7: Back-up Driver Contact Roster

On file in EOC

Attachment 8: Staging Areas and Pick-up Points for Evacuation

Information to come.

Attachment 9: Evacuation Routes with Check Points

Information to come.

Attachment 10: Key Material Supply Locations

Information to come.

Attachment 11: Key Supply Routes

Information to come.

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Appendix 4 – Standard Operating Guidelines

Standard Operating Guidelines (SOGs) for departments/agencies/organizations listed in this annex will be developed by the respective units listed herein and should be submitted to Caddo Parish OHSEP for reference at the Caddo Emergency Operations Center (EOC). Updates should be forwarded to Caddo Parish OHSEP on a routine basis.

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