

For Official Use Only

Hurricanes Katrina and Rita

After-Action Report and Improvement Plan

RECOVERY



DISASTER



For Official Use Only



For Official Use Only

Distribution authorized to U.S. Government agencies (Federal, State, and local) and their contractors for administrative or operational use only.

Disclaimer:

The findings in this report are not to be construed as an official U.S. Department of Homeland Security position unless so designated by other authorizing documents.

For Official Use Only

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

TABLE OF CONTENTS

Executive Summary.....	1
Conference Overview.....	6
Part 1: Analysis of Regional Issues.....	1-1
Region 1	1-2
Region 1: Improvement Plan	1-5
Region 2	1-7
Region 2: Improvement Plan	1-9
Region 3	1-11
Region 3: Improvement Plan	1-13
Region 4	1-17
Region 4: Improvement Plan	1-19
Region 5	1-21
Region 5: Improvement Plan	1-23
Region 6	1-27
Region 6: Improvement Plan	1-31
Region 7	1-37
Region 7: Improvement Plan	1-39
Region 8	1-41
Region 8: Improvement Plan	1-43
Region 9	1-45
Region 9: Improvement Plan	1-47
Part 2: Analysis of State Issues.....	2-1
Emergency Support Functions (ESFs) #5 – Unified Command, #14 – Finance, and #15 – Public Information	2-2
Unified Command/Finance/Public Information Improvement Plan	2-5
Emergency Operations Center (EOC) (Emergency Support Functions [ESFs] #2 – Telecommunications #5 – and Emergency Management)	2-9
Emergency Operations Center (EOC) Improvement Plan.....	2-13
Emergency Services (Emergency Support Functions [ESFs] #4 – Firefighting; #9 – Search and Rescue; #10 – Oil Spill, Hazardous Materials [HazMat], and Radiological; #13 – Public Safety and Security)	2-17
Emergency Services Improvement Plan	2-19
Human Services Issues (Emergency Support Functions [ESFs] #6 – Mass Care, Housing and Human Services and #8 –Health and Medical Services)	2-21
Human Services Improvement Plan	2-23
Infrastructure (Emergency Support Functions [ESFs] #1 – Transportation, #3 – Public Works and Engineering, and #12 – Energy).....	2-29
Infrastructure Improvement Plan	2-31
Emergency Support Function (ESF) – Military Support.....	2-35

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Military Support Improvement Plan 2-37
Logistics (Emergency Support Functions [ESFs] #7 – Resource Support and #11 – Agriculture)..... 2-39
Logistics Improvement Plan 2-41

Part 3: Conclusions 3-1

Appendices

A: Analysis of After-Action Reports (AARs)A-1
 B: Online After-Action Assessment Survey Items.....B-1
 C: Analysis of Lessons Learned and Best Practices C-1
 D: List of Participants..... D-1

Table B-1: Planning Deficiencies by Geography.....B-23
Table B-2: Funding Priorities by Geography.....B-24

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

EXECUTIVE SUMMARY

Introduction

The 2005 hurricane season—with both Hurricanes Katrina and Rita—had catastrophic effects throughout the Gulf Coast. The widespread damage, loss of life, and response and recovery challenges have drawn significant national attention and instituted a major revision of catastrophic response plans. Hurricanes Katrina and Rita and their subsequent sustained flooding exposed significant flaws in Federal, State, and local preparedness for catastrophic incidents and the nation's capacity to respond. Emergency plans at all levels of government, from parish plans to the National Response Plan (NRP)—the Federal government's plan to coordinate all its



departments and agencies and integrate them with State, local, and private sector partners—were put to the ultimate test. The lessons learned from these incidents will ultimately coordinate and enhance readiness capabilities that can be applied across the Nation. The after-action reviews and improvement planning served as a forum to discuss and collaborate State and regional improvements while ensuring best practices and improvement actions are identified and implemented.

In the wake of the disasters, the U.S. Congress and the White House initiated comprehensive after-action reviews to identify national preparedness challenges exposed by the hurricanes and to recommend improvements. Additionally, the affected State and local jurisdictions, most notably Louisiana and the cities of New Orleans and Baton Rouge, have initiated comprehensive after-action reviews and improvement planning processes to institute immediate changes.

As part of this effort, in March 2006, the U.S. Department of Homeland Security (DHS) Preparedness Directorate's Office of Grants and Training (G&T), in partnership with the State of Louisiana and the Governor's Office of Homeland Security and Emergency Preparedness (GOHSEP), conducted three regional and one Statewide After-Action Conference focused on the response to and recovery from Hurricanes Katrina and Rita. These conferences spanned the warning, preparatory, response, and post-incident phases of Hurricanes Katrina and Rita and were designed to validate, consolidate, and prioritize the issues, lessons learned, and best practices associated with the preparation for, response to, and recovery from the incidents. In addition, the participants developed an improvement plan outlining how improvement actions will be made, what agency or person will lead improvement efforts, and when the improvements will be implemented.

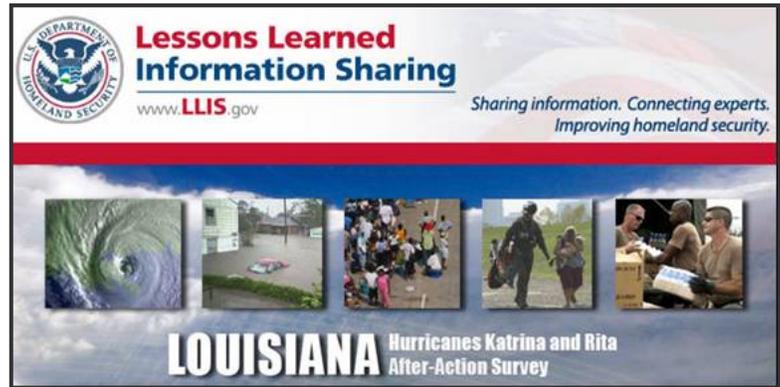
For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Analysis of After-Action Reports (AARs)

Prior to conducting the after-action conferences, submitted State of Louisiana AARs and data collected from State agencies in January 2006 were researched as part of an internal after-action review of Hurricanes Katrina and Rita. The data analyzed included a summary of strengths, areas for improvement, and future recommendations. Initially the data was separated by agency, but the data was later broken out to cover Emergency Support Function (ESF) areas. Common issues identified during the analysis of the AARs and collected data became the baseline questions for the online assessment survey. The analysis of 9 of the 15 ESFs are found in Appendix A.

Online Assessment Survey

In support of the regional and State after-action conferences, an online assessment survey was made available to all conference participants and interested parties from the State of Louisiana. The 16-question survey, placed on the DHS Lessons Learned Information Sharing (LLIS) portal, was announced via e-mail invitation and was answered by 464 respondents. The survey was launched on February 20, 2006, and responses were collected until March 7, 2006.



Questions for the online assessment survey were chosen based on prior research of State of Louisiana AARs and covered the following topics: areas for improvement, training and exercising (covering content as well as format), planning, response, recovery, lessons learned, and conclusions. Some of the questions allowed users to prioritize issues (e.g., Item #5 asked users to prioritize the top three items that would greatly improve future hurricane response).

Respondents were asked to identify the top three issues involving the State's ability to prepare for, respond to, mitigate, and recover from another catastrophic hurricane. Among the State-level respondents, the number one area was communications/cooperation between State/local agencies and Federal agencies; the number two identified area was planning; and evacuation, sheltering, and communications/cooperation between State and local agencies each received three responses identifying areas needing change. Regional respondents also identified communications/ cooperation between State/local agencies and Federal agencies as the number one area, and planning and emergency management tied for the second most identified area. The results of this survey were used to guide participant discussion at the regional and State conferences. The survey and survey conclusions are included in this report in Appendix B.

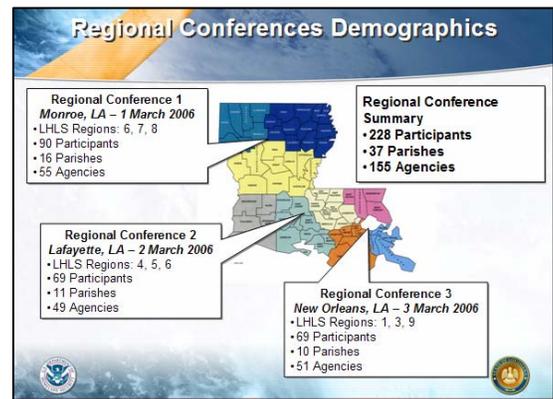
For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Top Three Issues Requiring Change	State Only	Region Only
Communications/cooperation between State/local agencies and Federal agencies	1	1
Communications/cooperation within State and local agencies	3	
Planning	2	2
Evacuation	3	
Sheltering	3	
Emergency Management		3

Conference Format

Regional Conferences

Three regional after-action conferences were held on March 1, 2, and 3, 2006, respectively, to gather and review first-hand information and lessons learned from across the State. The geographical distance between Monroe, Lafayette, and New Orleans provided the opportunity for representation from all nine regions recognized by GOHSEP. Before attending the conference, each participant was asked to fill out the online survey mentioned above to elicit their most important issues. This data was compiled and made available to participants as part of the conference manual.



During the conferences, each region separated into functional areas to discuss and prioritize its most important issues, using the survey results as a guide. The regional functional groups then identified their priorities as an entire region and developed an Improvement Plan to help mitigate against, prepare for, respond to, and recover from the effects of such catastrophic events in the future. Finally, participants identified lessons learned and best practices that were captured and posted to www.LLIS.gov.

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

The top three issues identified by regional partners were the need for:

- ◆ Interoperable communications among and between the regions and the State
- ◆ A fully functioning, regional logistics/resources plan that accounts for critical targets, accommodates a surge of evacuees, and addresses the requirements for special-needs shelters
- ◆ The revision of plans consistent with Federal directives—by ESFs and using the National Incident Management System (NIMS)/Incident Command System (ICS)—to ensure coordination and integration across agencies and regions and training personnel on plan contents and use

State Conference

Regional issues were analyzed, compiled, and presented to Federal and State partners during the State conference held on March 6, 2006, in Baton Rouge. Participants were grouped by functional areas, where they discussed pertinent State-level issues and identified improvement actions. Finally, participants identified lessons learned and best practices that were captured and posted to www.LLIS.gov.

The top three issues identified by the State and Federal partners were the need to:

- ◆ Improve communications interoperability infrastructure and capabilities within and among Federal, State, and local agencies
- ◆ Review and update State emergency management plans with lessons learned from the Hurricanes Katrina and Rita response, and ensure all staff are adequately trained on them
- ◆ Better outline command structures within a catastrophic emergency response and for statewide training at all levels on the NRP, NIMS, and ICS

Top Three Issues Identified by Regions and State in After-Action Conferences	
Interoperable communications among and between the regions and the State	1
Lack of regional resource coordination and sharing plan	2
Current State and local plans are not integrated with each other or with Federal plans	3

Analysis of Lessons Learned and Best Practices

The response and recovery of Hurricanes Katrina and Rita exposed significant areas for improvement at the Federal, State, and parish levels. Many lessons learned and best practices were identified in the

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

online assessment survey and at the regional and State after-action conferences that will ultimately benefit the State of Louisiana and emergency responders across the Nation.

These lessons learned and best practices will be captured in the DHS LLIS system at www.LLIS.gov, so other jurisdictions around the Nation can incorporate the lessons learned in their mitigation, preparedness, and response and recovery planning. These lessons learned and best practices can be found in Appendix C.

Conclusion

The results of the After-Action Conferences are consolidated into Parts 1 and 2 of this AAR and accompanying Improvement Plans. This report should be used as guidance to improve planning, coordination, and disaster management capabilities, which will protect emergency responders and the citizens of Louisiana in future incidents.

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Conference Overview

A. Conference Name

Hurricanes Katrina and Rita

B. Duration

Regional Conference 1 (Regions 6, 7, 8): March 1, 2006

Regional Conference 2 (Regions 2, 4, 5): March 2, 2006

Regional Conference 3 (Regions 1, 3, 9): March 3, 2006

State Conference: March 6, 2006

C. Agency

State of Louisiana

D. Focus

- Response
- Recovery
- Prevention
- Other

E. Classification

- Unclassified (U)
- For Official Use Only (FOUO)
- By Invitation Only (IO)

F. Location

Regional Conference 1: Monroe Civic Center - Monroe, LA

Regional Conference 2: Cajundome Convention Center, Lafayette, LA

Regional Conference 3: New Orleans Marriott – New Orleans, LA

State Conference: Sheraton Baton Rouge Convention Center, Baton Rouge, LA

G. Participating Organizations

Regional Conference 1 (Regions 6, 7, 8): Monroe, LA

Total Participants: 90

Parishes: 16

Agencies: 55

- ◆ American Medical Response
- ◆ American Red Cross – Central Louisiana
- ◆ American Red Cross – Northeast Louisiana
- ◆ American Red Cross – Northwest Louisiana
- ◆ Bossier City Fire Department
- ◆ Bossier City Police Department
- ◆ Caddo Parish Sheriff's Office

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

- ◆ Caldwell Parish Office of Emergency Preparedness (OEP)
- ◆ Caldwell Parish Fire Board
- ◆ City of Baton Rouge Homeland Security and Emergency Preparedness
- ◆ City of Monroe
- ◆ City of Monroe Ouachita Parish Police Jury
- ◆ City of Monroe Trash
- ◆ DeSoto Parish OEP
- ◆ Farmerville Recreation Department
- ◆ Food Bank of Northeast Louisiana
- ◆ Franklin Parish OEP
- ◆ Governor’s Office of Homeland Security and Emergency Preparedness (GOHSEP)
- ◆ Grant Parish OEP
- ◆ Haven Management
- ◆ LaSalle Parish OEP
- ◆ Louisiana Attorney General’s Office
- ◆ Louisiana Department of Health and Hospitals (DHH)
- ◆ Louisiana DHH – Office of Public Health (OPH)
- ◆ Louisiana DHH – OPH, Region 6
- ◆ Louisiana DHH – OPH, Region 7
- ◆ Louisiana Department of Social Services (DSS)
- ◆ Louisiana DSS – Natchitoches Support Enforcement Services (SES)
- ◆ Louisiana DSS – Office Family Services (OFS)
- ◆ Louisiana DSS OFS - Alexandria SES
- ◆ Louisiana DSS OFS – Shreveport Region
- ◆ Louisiana Department of Wildlife and Fisheries – Enforcement Division
- ◆ Louisiana Department of Environmental Quality (DEQ)
- ◆ Louisiana State University (LSU)
- ◆ Monroe Fire Department
- ◆ Monroe Police Department
- ◆ Natchitoches Parish Sheriff’s Office
- ◆ Office of Community Services
- ◆ Ouachita Parish Fire Department
- ◆ Ouachita Parish OEP
- ◆ Ouachita Parish Police Jury
- ◆ Ouachita Parish Public Works
- ◆ Ouachita Parish Sheriff’s Office
- ◆ Rapides Parish OEP
- ◆ Region 8 Hospitals
- ◆ Richland Parish OEP

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

- ◆ Richland Parish Sheriff's Office
- ◆ Ruston Fire Department
- ◆ Shreveport Fire Department
- ◆ Shreveport Police Department
- ◆ Union Parish OEP
- ◆ Union Parish Police Jury
- ◆ United Way 2-1-1
- ◆ University of Louisiana System – Office of Public Health
- ◆ Vernon Parish OEP
- ◆ Webster Parish
- ◆ Webster Parish OEP
- ◆ West Carroll Parish OEP
- ◆ West Monroe Police

Regional Conference 2 (Regions 2, 4, 5): Lafayette, LA

Total Participants: 69
Parishes: 11
Agencies: 49

- ◆ 232 Help/2-1-1
- ◆ Acadia Parish Office of Emergency Preparedness OEP
- ◆ Acadian Ambulance Service
- ◆ American Red Cross
- ◆ American Red Cross – Louisiana Capital Area Emergency Services
- ◆ American Red Cross – Acadian Area
- ◆ Ascension Parish OEP
- ◆ Ascension Parish Sheriff's Department
- ◆ Beaugard Area Ministerial Alliance
- ◆ Baton Rouge Police Department
- ◆ Cajun Area Agency on Aging – Aging and Disabled Adults Resource Center
- ◆ Calcasieu Parish OEP Director
- ◆ City of Carencro
- ◆ East Baton Rouge Parish Juvenile Court
- ◆ East Baton Rouge Parish Department of Public Works (DPW)
- ◆ East Baton Rouge Parish Office of Homeland Security & Emergency Preparedness (OHSEP)
- ◆ Governor's Office of Homeland Security and Emergency Preparedness (GOHSEP)
- ◆ GOHSEP – Critical Infrastructure
- ◆ GOHSEP – Operations
- ◆ GOHSEP – Plans
- ◆ Hurricane Preparedness – Youngsville, LA
- ◆ Iberia Parish

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

- ◆ Iberia Parish OEP
- ◆ Lafayette Parish OEP
- ◆ Lafayette Parish Medical Society
- ◆ Lafayette Parish Sheriff's Office – Enforcement Division
- ◆ Lafayette Police Department
- ◆ Lafayette Utilities System
- ◆ Louisiana Department of Health and Hospitals (DHH) – Office of Public Health (OPH)
- ◆ Louisiana DHH – OPH, Region 2
- ◆ Louisiana Department of Social Services (DSS) – Office of Community Services (OCS)
- ◆ Louisiana DSS – Office of Family Support (OFS)
- ◆ Louisiana DSS – Support Enforcement
- ◆ Louisiana Department of Environmental Quality (DEQ), Lafayette Region
- ◆ Louisiana Department of Wildlife and Fisheries – Enforcement Division
- ◆ Louisiana Emergency Medical Unit
- ◆ Louisiana Fire Chiefs
- ◆ Medical Emergency Operations Center (EOC) – Vermilion, Abbeville General
- ◆ New Iberia Fire Department
- ◆ Opelousas Police Department
- ◆ Region 4 Hospitals
- ◆ Southwest Louisiana Health Education Center (SWLHEC) – Coordinator
- ◆ St. Landry Parish OEP
- ◆ St. Martin Parish Government
- ◆ St. Martin Parish OEP
- ◆ St. Mary Parish OEP
- ◆ University of Lafayette
- ◆ University of Lafayette – Safety Director
- ◆ Vermillion Parish OEP
- ◆ West Baton Rouge Parish OEP & 9-1-1
- ◆ West Feliciana Parish Police Jury
- ◆ Wildlife and Fisheries Enforcement
- ◆ Youngsville, Alterman

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Regional Conference 3 (Regions 1, 3, 9): New Orleans, LA

Total Participants: 69

Parishes: 10

Agencies: 51

- ◆ American Red Cross, Southeast Louisiana Region
- ◆ Assumption Parish Office of Emergency Preparedness (OEP)
- ◆ Assumption Parish Police Jury
- ◆ Bridge City Volunteer Fire County #1
- ◆ Disaster Recovery Center (DRC) Region 9
- ◆ Emergency Support Function (ESF) #8 Region 1 Metropolitan Hospital Council
- ◆ Governor’s Office of Homeland Security and Emergency Preparedness (GOHSEP)
- ◆ Harvey Fire Department
- ◆ Jefferson Parish Sheriff’s Office
- ◆ Lafourche Parish OEP
- ◆ Lakeview Regional
- ◆ Louisiana Department of Environmental Quality (DEQ)
- ◆ Louisiana Department of Health and Hospitals (DHH) – Office of Public Health (OPH) ,
Region 3
- ◆ Louisiana DHH – OPH, Region 9
- ◆ Louisiana Department of Justice
- ◆ Louisiana Department of Social Services (DSS)
- ◆ Louisiana DSS – Office of Community Services (OCS)
- ◆ Louisiana DSS – Office Family Services (OFS)
- ◆ Louisiana Department of Wildlife and Fisheries – Enforcement Division
- ◆ Marrero-Harvey Fire Company #2
- ◆ New Orleans Fire Department
- ◆ New Orleans OEP
- ◆ New Orleans Office of Homeland Security
- ◆ New Orleans Police Department
- ◆ North Oaks Hammond
- ◆ Plaquemines Emergency Medical Services (EMS)
- ◆ Plaquemines Parish OEP
- ◆ South Central Planning Development Commission (SCPDC)
- ◆ St. Bernard OEP
- ◆ St. Bernard Parish Fire Department
- ◆ St. Charles Parish OEP
- ◆ St. James Parish OEP
- ◆ St. John Parish OEP
- ◆ St. John Sheriff’s Department and 9-1-1

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

- ◆ St. John Westside Volunteer Fire Department
- ◆ St. Tammany Parish
- ◆ Terrebonne Parish OEP
- ◆ U.S. Coast Guard (USCG) – Sector New Orleans
- ◆ USCG – Sector New Orleans, Electronic Systems Support Unit
- ◆ Washington Parish OEP

State Conference: Baton Rouge, LA

Total Participants: 168

Agencies: 51

- ◆ American Red Cross
- ◆ Arkansas National Guard
- ◆ Attorney General's Office
- ◆ Attorney General's Office – Insurance Department
- ◆ Board of Regents
- ◆ Cajun Area Agency on Aging
- ◆ Corrections Services
- ◆ Federal Emergency Management Agency (FEMA)
- ◆ Governor's Office of Elderly Affairs
- ◆ Governor's Office of Homeland Security and Emergency Preparedness (GOHSEP)
- ◆ House Appropriations Committee – Security and Investigations
- ◆ Joint Task Force Headquarters – Texas National Guard
- ◆ Louisiana Army National Guard
- ◆ Louisiana Department of Agriculture and Forestry
- ◆ Louisiana Department of Culture, Recreation and Tourism
- ◆ Louisiana Department of Education
- ◆ Louisiana Department of Environmental Quality (DEQ)
- ◆ Louisiana Department of Health and Hospitals (DHH)
- ◆ Louisiana DHH – Office of Public Health (OPH) ,
- ◆ Louisiana Department of Insurance
- ◆ Louisiana Department of Justice
- ◆ Louisiana Department of Labor
- ◆ Louisiana Department of Natural Resources
- ◆ Louisiana Department of Public Safety and Corrections
- ◆ Louisiana Department of Revenue
- ◆ Louisiana Department of Social Services (DSS)
- ◆ Louisiana Department of Transportation and Development
- ◆ Louisiana Department of Treasury
- ◆ Louisiana Department of Wildlife and Fisheries

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

- ◆ Louisiana Economic Development
- ◆ Louisiana Fire Chief's Association
- ◆ Louisiana Oil Spill Coordinator's Office
- ◆ Louisiana Public Service Commission
- ◆ Louisiana State Fire Marshall
- ◆ Louisiana State Police
- ◆ Louisiana State University (LSU) – Agriculture Center
- ◆ LSU – Healthcare Services Division
- ◆ National Guard Bureau – J7 – Joint Lessons Learned
- ◆ National Guard Bureau – Washington, D.C.
- ◆ Office of the State Fire Marshall
- ◆ Office of Youth Development
- ◆ State Inspector General
- ◆ U.S. Army Corps of Engineers (USACE)
- ◆ U.S. Coast Guard (USCG)
- ◆ USCG Eighth District – New Orleans
- ◆ USCG Air Station – New Orleans
- ◆ U.S. Department of Homeland Security (DHS)
- ◆ DHS Preparedness Directorate's Office of Grants and Training (G&T)
- ◆ U.S. Department of Transportation

PART 1: ANALYSIS OF REGIONAL ISSUES

Discussions during the Regional After-Action Conferences covered a broad spectrum of issues and concerns. Participants attending the Regional Conferences focused primarily on the region's significant immediate response challenges, which became greater after the storm dissipated. During the conferences, each region separated into functional areas to discuss and prioritize its most important issues. The regional functional groups then identified their priorities as an entire region and developed an Improvement Plan to help mitigate, prepare for, respond to, and recover from the effects of such catastrophic events in the future.

The key issue identified by all nine regions was a need for communications interoperability that they felt involved more than simply acquiring new equipment. Participants stated there is a need to develop regional communications plans that address all facets of communications (landline, fax, cellular, two-way radio, and fiber optic) and include procedures for both primary and alternate means of communications.

Participants discussed the numerous communications problems experienced in each of the regions. Wireless systems and hardwired systems failed completely, and all channels of communications presented problems; therefore, participants discussed the need to address all available channels in an integrated fashion. Participants recommended that landline, Internet, commercial radio and television, fiber optic, fax, two-way radio, cellular voice and text, satellite telephone, OnStar, and HAM radio should be considered in an integrated response. System failures are hard to predict, so participants felt that all available channels of communications should be used to reinforce a detailed common communications plan for each region.

The participants believe strongly that enhanced communications (including regional liaisons with the State Emergency Operations Center and local Emergency Operations Plans as well as an increased focus on interoperability tests at the State, regional, and local levels) combined with a focus on regional coordination would improve emergency preparedness and communications.

Additionally, participants discussed the importance of redundant communications equipment and the need for simple alternatives to traditional communications as well as the pre-positioning of redundant equipment necessary for effective communications among Federal, State and logical agencies.

The communications interoperability issues identified by the participants of the nine regions will not be included in the Improvement Plan matrix to eliminate redundancy throughout the report.

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

REGION 1

Discussion during the Region 1 After-Action Conference covered a broad spectrum of issues and concerns. Participants primarily focused on the region's significant immediate response challenges, which became greater after the storm dissipated. The levee breach complicated response procedures as a new set of activity was initiated following the crisis.

Region 1 Parishes

Jefferson
Orleans
Saint Bernard
Plaquemines

The key issues identified included challenges associated with interoperable communications, planning requirements, funding, and legislation. Participants identified communications and funding for a standardized and redundant system that transcends all agencies as top priorities. Participants also concluded that planning, including an integrated command and control system that incorporates parish and State requirements, should be developed for the region. The participants called for a change to the funding philosophy for Federal priorities to include all-hazards for States and localities. The participants stated that there should be a thorough review of the processes and legislation that address emergency response and that more flexibility in declaring disasters, to allow prelandfall funding and staging of resources, is needed. The participants also noted that the Stafford Act, as written, does not address what the affected communities need and introduces unneeded “red tape” that hampers the ability to provide timely assistance.

The region demonstrated a number of best practices that will aid in future hurricane response, including the contraflow plan for evacuation, which needs to be implemented for an extended period of time; staffing actions at Children's Hospital that kept enough staff on hand to evacuate children; successful operation of NEXTEL two-way communication, text messaging, and OnStar; the participation of active-duty military for logistics and transportation; successful pet rescue and re-entry by zip code; and the unity of fire and law enforcement functional lines during the incident, as reported by officials.

Issues and associated action plans also demonstrated that the State evacuation and sheltering plan should be enhanced to include proactive sharing of information by the Shelter Task Force in designating stand-alone shelters and notifying and managing evacuees. Senior officials and the private industry need awareness and education of the provisions and expected actions of State and parish plans. A regional media and public information plan should be drafted, and a regional resource management system and plan need to be completed and adopted.

The following is a discussion of the top three prioritized issues along with corrective action plans, responsible agencies, and the estimated duration of completion. The last part of this section contains a matrix of all issues identified for Region 1.

Issue 1 – Integration of Command and Control Plans:

There was an expressed lack of a regional command and control system, the result of which, according to one participant, was that “the existing chain of command system broke down.” During the course of response, personnel felt that their resource requests were changed by other personnel, significantly complicating logistics and

Lesson Learned

Mutual-aid requests happened rapidly, but the logistics to support the requests were hard to get into place.

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

resource management. Another problem the group identified was the great disparity between the resources the Federal Emergency Management Agency (FEMA) requested and what was actually needed. Also, resources were claimed by some non-requesting agencies before they could reach the lowest-level responders. Regional participants additionally noted that first responders required a military liaison sooner in the response cycle, as the military's contribution and expertise in Unified Command while assisting in commanding operations proved to be invaluable. Also, there was a lack of coordination between National Guard and U.S. Coast Guard (USCG) search and rescue and local law enforcement efforts. Participants expressed the belief that additional regional plans are needed for evacuation and search and rescue.

Corrective Action: Draft and integrate a series of command and control plans interoperable within and across regions. Conduct training and exercises on plans.

Responsible Agency: Lieutenant Colonel Sneed and Urban Area Security Initiative (UASI) Region 1

Duration: Short term (less than 3 months)

Issue 2 – Training and Exercise: Participants discussed the need for additional training of elected and/or appointed Federal, State, and local senior officials on plans, procedures, and policies, as well as existing standard operating procedures (SOPs), the National Incident Management System (NIMS), Incident Command System (ICS), the National Response Plan (NRP), Unified Command, and requesting Emergency Management Assistance Compact (EMAC). Participants felt this should also include understanding of their expected responsibilities and ensuring their staffs receive necessary education about what actions to take in the absence of senior-level personnel. Participants also noted that there was a need for SOPs for hurricane response as stand-alone documents at each Emergency Operations Center (EOC), job aids specifically outlining job duties and roles, and clarification of authority with a bottom-up approach for consistency among all personnel, particularly as new personnel are brought in during a prolonged response.

Corrective Action: Review EOP by June 1, 2006, based on lessons learned from Hurricane Katrina; conduct training/exercises based on new plans.

Responsible Agency: GOHSEP

Duration: Short term (less than 3 months)

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

THIS PAGE INTENTIONALLY LEFT BLANK

1-4

After-Action Report
Part 1: Analysis of Regional Issues
2006\G&T Exercises\Louisiana AAC Report

For Official Use Only

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Region 1: Improvement Plan

Summary of Issue	Recommendation	Improvement Action	Responsible Party/Agency	Duration
<p>Planning</p> <ul style="list-style-type: none"> Integration of regional command and control plans further integrated with the State Integration of plans within regions Interoperable 	<p>Create plans for the integration of regional command and control that allow agencies to integrate with the State and regions. These plans should address regional interoperability.</p>	<p>Draft and integrate a series of plans</p>	<p>Urban Areas Security Initiative (UASI) Region 1</p>	<p>Short term</p>
<p>Training and exercise</p> <ul style="list-style-type: none"> Senior officials Operations-level personnel Private partners 	<p>Conduct training and exercises targeted at senior officials, operations-level personnel, and private partners.</p>	<p>Conduct training/exercises.</p>	<p>Governor’s Office of Homeland Security and Emergency Preparedness (GOHSEP)</p>	<p>Short term</p>
<p>Coordinated evacuation and sheltering plan</p> <ul style="list-style-type: none"> Led and coordinated at the State level Transportation Specific plans for special-needs cases, with prioritization (clear definition of special needs) Think big (i.e., sheltering based on urban needs), may need to consider regional large-scale facilities that can be sustained for long periods of time 	<p>Create an evacuation and sheltering plan for urban-sized incidents that considers special- needs populations and includes provisions for developing regional large-scale shelter facilities that can be sustained for long periods of time.</p>	<p>Draft and coordinate plans for an urban-sized incident.</p>	<p>Louisiana Shelter Task Force and State Department of Health and Hospitals</p>	<p>Short term</p>
<p>USDHS philosophy is focused on terrorism-specific incidents for funding, plans, and training.</p>	<p>Transform homeland security philosophy from terrorism-specific to an all-hazards approach in funding, plans, and training.</p>	<p>Examine rules and regulations.</p>	<p>Urban Areas Security Initiative (UASI)/Capt. Robert Norton, New Orleans Police Department</p>	<p>Long term</p>

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Summary of Issue	Recommendation	Improvement Action	Responsible Party/Agency	Duration
		Address grants and funding eligibility initiatives.	UASI/Captain Robert Norton, New Orleans Police Department	Long term
State and Federal emergency declarations <ul style="list-style-type: none"> • Medical practice • Resources • Law enforcement • Other professionals (e.g., veterinarians) 	Update Federal and State emergency declarations for medical practitioners, resource managers, law enforcement personnel, and other first responders.	Consider earlier Federal and State declarations (prelandfall to move resources earlier).	Federal/State Southeast Regional Hurricane Task Force	Medium term
		Update and review Federal and State guidelines.	Federal/State Southeast Regional Hurricane Task Force	Medium term
State and Federal emergency declarations <ul style="list-style-type: none"> • Medical practice • Resources • Law Enforcement Other professionals (e.g., veterinarians) (continued)	Update Federal and State emergency declarations for medical practitioners, resource managers, law enforcement personnel, and other first responders. (continued)	Address reimbursement issues (including private facilities).	Federal/State Southeast Regional Hurricane Task Force	Medium term
Some personnel are not familiar with proper request procedures.	Ensure all personnel are familiar with prioritization of requests, including the identification of the level of training required.	Conduct training on how to prioritize and make requests.	State and Governor's Office/GOHSEP	Short term
The Stafford Act does not work in catastrophic natural disasters.	Develop plans to implement the Stafford Act in the event of a catastrophic natural disaster.	Coordinate with State officials and Congress.	DHS/FEMA	Long term
Public information and media control	Develop more organized plans for Public Information and media control	Draft a regional media and public information plan.	Local Public Information Officers (PIOs)	Short term
Resource Management <ul style="list-style-type: none"> • Regionally coordinated • Pre-positioning • Use citizen resources 	Create plans for resource management that are regionally coordinated, use citizen resources, and pre-position assets	Develop a resource management plan.	Regional coordinator	Short term

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

REGION 2

Discussion during the Region 2 After-Action Conference covered a broad spectrum of issues and concerns. Participants primarily focused on the region's significant immediate response challenges (e.g., interoperability communications) and post-incident sheltering needs for evacuees from New Orleans and other coastal region areas. Region 2 was challenged not only by the impact of damage in its eight parishes, but also by the enormity of the large-scale evacuation from New Orleans and surrounding regions and parishes.

- | |
|---|
| Region 2 Parishes
Ascension
East Baton Rouge
East Feliciana
Livingston
Iberville
Pointe Coupee
West Baton Rouge
West Feliciana |
|---|

The key issues identified included challenges associated with interoperable communications, organizational and planning requirements, logistics, and training. Region 2 participants felt that they fully anticipated the types of problems such a catastrophic incident would cause in their preincident planning and local coordination, but were overwhelmed by the size and magnitude of the catastrophe, and their lack of capacity to respond to it.

The region demonstrated a number of best practices that will aid in future hurricane response, including mutual-aid agreements (MAAs) and coordination at the local and cross-parish level, use of temporary medical operating Staging Areas, private sector and community support, and the implementation of a State Executive Order that allowed volunteer medical personnel to practice without restriction.

Issues and associated action plans ranged from specific concerns about regional communications capability and equipment needs (e.g., the purchase of a full suite of primary and backup communications systems) to a more general engagement plan for sustained support and funding from the all levels of government and the private sector. The effort to enhance the emergency coordination and control capability across the region and in the parishes would begin to address some of the most pressing needs in the region. The group also highlighted shortfalls in National Incident Management System (NIMS)/Incident Command System (ICS) training and understanding; the inadequacy of regional sheltering capacity; resource planning and tracking capability (including transportation assets and personnel); and the planning and validation of the State Emergency Operations Plan (EOP) for operations, logistics, finance and administration, and planning.

The following is a discussion of the top three prioritized issues along with corrective action plans, responsible agencies, and the estimated duration of completion. The last part of this section contains a matrix of all of the issues identified for Region 2.

Issue 1 – Resource Management: Participants discussed the breakdown of resource supply logistics at the State level. The region noted that all available supplies were earmarked for the City of New Orleans, while the resource needs of affected parishes were largely ignored. Some additional supply problems detailed by participants include the lack of re-supply of fuel for responder vehicles, exhausted inventory of local stores, and lack of flexibility in the supply chain in response to a catastrophic incident. The resource supply plan did not closely coordinate with the evacuation and shelter plans and did not delineate a chain of command for resource request and allocation. Since

Lesson Learned Community and LSU students and faculty volunteers were beneficial
--

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

various functional areas were frustrated with the lack of notification received when State agencies were making use of regional Emergency Operations Center (EOC) resources (e.g., school buses, warehouses), this additional guidance would have been helpful.

Corrective Action: The Regional Working Group will draft a Regional Draft Resource Plan.

Responsible Agency: Led by Sharlot Edwards, West Baton Rouge Parish

Duration: Short term (less than 3 months)

Issue 2 – Shelter and Mass Care: Participants discussed the need for development of State and regional plans that include definitions of short- and long-term sheltering, specification of staffing needs, and medical care. Participants also expressed that the confusion over which agency—Federal Emergency Management Agency (FEMA) or the American Red Cross—is in charge of long-term shelter management. “The mentality was that of a temporary facility,” according to one participant, but the logistics necessitated long-term shelter management (e.g., facilities for laundry, bathing). There was also confusion about guidelines for allowing medical professionals to cross parish and region lines to provide medical treatment. Participants discussed the need for a master regional database that allows shelters to track residents as well as treatment received (e.g., prescriptions received across shelters), since such a tracking system was not in place during the response.

Corrective Action: Coordinate Regional Shelter and Mass Care Plan with the State Shelter and Mass Care Plan; educate regional personnel on the Regional Shelter and Mass Care Plan.

Responsible Agency: Ashlee Gunter, East Baton Rouge (EBR) Red Cross; State Department of Health and Hospitals and Department of Social Services (DSS)

Duration: Short term (less than 3 months)

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Region 2: Improvement Plan

Summary of Issue	Recommendation	Improvement Action	Responsible Party/Agency	Duration
Resources <ul style="list-style-type: none"> Detailed regional plan Resource typing <ul style="list-style-type: none"> Accountability 	Create a detailed regional plan that addresses resource typing and accountability of all stakeholders.	Draft a regional draft resource plan.	West Baton Rouge parish/Sharlot Edwards	Short term
Shelter and Mass Care <ul style="list-style-type: none"> Regional plan State plan Difference between short-term and long-term sheltering <ul style="list-style-type: none"> Medical care 	Create State and regional shelter and mass care plans that take into account the differences between short-term and long-term sheltering and contain provisions for supplying medical care at those shelters.	Coordinate the regional shelter and mass care plan with the State shelter and mass care plan.	East Baton Rouge (EBR) Red Cross/Ashlee Gunter	Short term
		Educate regional personnel on the regional shelter and mass care plan.	State Department of Health and Hospitals and Department of Social Services (DSS)	Short term
Evacuation <ul style="list-style-type: none"> Regional plan needs to be developed and disseminated to all parishes within Region 2 	Develop and disseminate regional evacuation plans to all parishes within Region 2. Ensure stakeholders are aware of the regional evacuation plan.	Develop a regional evacuation plan.	EBR parish/ Yvonne Murphy Louisiana State Police	Short term
Donations and Volunteer Management Plan	Develop a regional donations and volunteer management plan.	Develop a regional donations and volunteer management plan.	Regional voluntary organizations active in disasters	Short term
Transportation <ul style="list-style-type: none"> Link transportation resources regionally 	Create a plan to link regional transportation resources.	Region 2 is responsible for developing a plan to link regional transportation resources within their region. Once that is accomplished then DOTD will review for compatibility with the State Plan.	Region 2 OHSEP State DOTD	Medium term
Public Information <ul style="list-style-type: none"> Proactive Accurate 	Develop public information plans that allow for proactive and accurate information dissemination and rumor	Invite local media to participate in emergency management planning, training, and exercise programs.	West Baton Rouge parish/Sharlot Edwards	Medium term

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Summary of Issue	Recommendation	Improvement Action	Responsible Party/Agency	Duration
<ul style="list-style-type: none"> Rumor control 	control.	Coordinate with the State Working Group (all departmental press secretaries).	West Baton Rouge parish/Sharlot Edwards	Short term
		Improve signage.	West Baton Rouge parish/Sharlot Edwards	Short term
Staff <ul style="list-style-type: none"> Emergency Operations Center (EOC) – 24 hour staffing 	Create plans to staff local EOCs 24 hours a day during a catastrophic incident.	Establish staffing patterns for long-term activation of EOCs during catastrophic incidents.	Region 2	Short term

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

REGION 3

Discussion during the Region 3 After-Action Conference covered a broad spectrum of issues and concerns. Participants primarily focused on the region's significant, immediate response challenges, such as interoperability communications, and also postincident sheltering needs for evacuees from New Orleans and other areas. Region 3 was challenged not only by the impact of damage in the area, but by the large-scale evacuation from New Orleans and surrounding regions and parishes.

Region 3 Parishes

Assumption
Lafourche
Saint Charles
Saint James
Saint John
Terrebonne

The key issues identified included challenges associated with interoperable communications, organizational and planning requirements, logistics, and training. Region 3 participants felt that they fully anticipated the types of problems such a catastrophic incident would cause in their preincident planning and local coordination, but were overwhelmed by the size and magnitude of the catastrophe, and their lack of capacity to respond to it.

The region demonstrated a number of best practices that will aid in future hurricane response, including mutual-aid agreements (MAAs) and coordination at the local and cross-parish level (e.g., conference calls and mobile repeaters for Bayou parish), use of temporary medical operating Staging Areas, private sector and community support, and the implementation of a State Executive Order that allowed volunteer medical personnel to practice without restriction.

Issues and associated action plans ranged from specific concerns about regional communications capability and equipment needs (e.g., the purchase of a full suite of primary and backup communications systems) to a more general engagement plan for sustained support and funding from the all levels of government and the private sector. The group felt it was critical that the State immediately reinstate State Hurricane Project Managers for the Southeast and Southwest to enhance overall coordination, and that the State should enact legislation to formalize and fund the regional framework. These actions, combined with a concerted effort to enhance the emergency coordination and control capability across the region and in the parishes, would address some of the most pressing needs in the region. The group also highlighted shortfalls in the National Incident Management System (NIMS)/Incident Command System (ICS) training and understanding, the inadequacy of hardened regional sheltering capacity, resource planning and tracking capability (including transportation assets and personnel), and the planning and validation of the State Emergency Operations Plan (EOP) for operations, logistics, finance and administration, and planning.

The following is a discussion of the top three prioritized issues along with corrective action plans, responsible agencies, and estimated duration of completion. The last part of this section contains a matrix of all issues identified for Region 3.

Issue 1 – State Hurricane Manager: Participants discussed need for improved communications between the local parishes and State because it is difficult for the State to stay in contact with a large number of parishes during a disaster. Participants suggested that a regional coordinator serve as the direct link between each parish and the State, who would have the authority to take issues back to the State and various State agencies and could assist in building an interface between the State and local representatives.

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Corrective Action: A hurricane manager with appropriate authority should be appointed for the southeast and southwest task forces, and justification for this appointment should be based on identified lessons learned.

Responsible Agency: The State Homeland Security director would be responsible for this appointment, and the Chairs of the Southeast and Southwest Hurricane Task Forces would be responsible for the developing the justification for this appointment from the lessons learned.

Duration: Medium term (3 to 12 months)

Issue 2 – Training: Attendees discussed the importance of all leaders, first responders, and volunteers within each region receiving NIMS/ICS training and attending exercises. Participants noted that all individuals involved in disaster management share a common frame of reference for Incident Command, and this includes using common terminology to ensure clear communications. Participants identified training as a critical need as all individuals must have an understanding of how NIMS/ICS relates to EOC operations and processes. Participants felt that NIMS should more explicitly address the EOC, as in its current form it does not fully integrate EOC issues.

Lesson Learned

“Have we ever sat down and exercised ICS extensively? Why not?”

“ICS training helps everyone with common language, etc. We need more than training though; we need exercising...everyone needs to see ICS in action. You don’t want to find yourself asking ‘Who’s in charge?’.”

Corrective Action: A statewide NIMS/ICS training and exercise program should be established for all leaders, first responders, and volunteers across all regions. To support Unified Command structure, specialized training by Emergency Support Functions (ESFs) should be implemented.

Responsible Agency: The Homeland Security advisor would be responsible for establishing a statewide NIMS/ ICS training and exercise program. The regional coordinator would be responsible for providing specialized training by ESF functions to support UC structure.

Duration: Establishing a statewide NIMS/ICS training and exercise program – medium term (3 to 12 months); specialized training by ESF functions to support Unified Command structure – medium term (3 to 12 months)

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Region 3: Improvement Plan

Summary of Issue	Recommendation	Improvement Action	Responsible Party/Agency	Duration
State Hurricane Project Manager (for Southeast and Southwest Task Forces) <ul style="list-style-type: none"> Work for State 	Create the institutional infrastructure to respond more effectively to future major natural disasters.	Appoint a hurricane manager with appropriate authority.	Southeast and Southwest Hurricane Task Force Chairs	Medium term
		Develop justification based on lessons learned.	Southeast and Southwest Hurricane Task Force Chairs	Medium term
National Incident Management System (NIMS)/Incident Command System (ICS) knowledge, implementation, and coordination with Emergency Operations Centers (EOCs)	Ensure jurisdictional EOC personnel have working knowledge of NIMS/ICS.	Establish statewide NIMS/ICS training and exercise program for all senior officials, first responders, and volunteers within the region.	GOHSEP Facilitate Training Region 3 Parishes establish and manage the program.	Medium term
		Establish specialized training by Emergency Support Functions to support Unified Command structure.	Regional coordinator	Medium term
Sheltering <ul style="list-style-type: none"> Special-needs shelters General sheltering facility to Category V First responders sheltering 	Establish plans for shelters to care for special-needs populations	Preidentify requirements and support needs (e.g., generators) with the GOHSEP.	River and Bayou Parishes Mutual-Aid and Assistance Task Force	Short term
	Create sufficient general sheltering facilities to withstand a Category V hurricane.	Build an elevated, self-sustain regional evacuation center to Category V standard.	River and Bayou Parishes Mutual-Aid and Assistance Task Force	Long term
	Create sufficient shelters to house first responders in forward positions.	Build hardened first responder site.	River and Bayou Parishes Mutual-Aid and Assistance Task Force	Long term
Emergency management control and direction capability (regional and local EOCs)	Build resilient parish Emergency Operations Centers	Build resilient, hardened parish EOCs that can accommodate the necessary structures (Category V level).	Parish residents and River and Bayou Parishes Mutual-Aid and Assistance Task Force	Medium term
	Create regional EOCs	Establish regional EOCs	State homeland security director and River and Bayou Parishes Mutual-Aid and Assistance Task Force	Long term
	Develop EOC procedures	Develop and validate EOC procedures.	Local emergency managers and State Operations Division	Medium term

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Summary of Issue	Recommendation	Improvement Action	Responsible Party/Agency	Duration
	Develop exercises to validate EOC procedures	Develop EOC exercises to validate existing procedures.	Parish level with State support	Medium term
Regional Framework and Coordinator <ul style="list-style-type: none"> Authorities, structures, assigned staff 	Enact legislation to formalize the regional framework.	Enact legislation to formalize the regional framework.	Legislature and governor	Medium term
Regional Framework and Coordinator <ul style="list-style-type: none"> Authorities, structures, assigned staff (continued) 	Determine funding support.	Determine funding support for regional EOCs.	State homeland security director	Medium term
	Develop and validate a concept of the operations plan and determine what authorities are required to enact that plan.	Develop and validate a conceptual operations plan.	Parish residents and River and Bayou Parishes Mutual-Aid and Assistance Task Force and State homeland security director	Medium term
Resource management and asset protection <ul style="list-style-type: none"> Logistics (evacuation of emergency response equipment) 	Create a resource management and asset protection plan that contains provisions for the logistics involved in evacuation.	Create a credentialing plan: pre-identify personnel (e.g., volunteers, healthcare professionals)	State boards	Short term
		Update plan for preidentified stockpile areas.	Parishes	Short Term
		Establish resource priority lists (e.g., rafts, medical equipment, search and rescue)	Parishes	Short term
		Update asset/personnel protection contingency plans (e.g., rescue and law enforcement personnel).	Law enforcement community	Short term
		Preapprove purchase of rafts.	State homeland security director, Wildlife and Fisheries and Federal Emergency Management Agency (FEMA)	Short term
		Update preapproval contracts, reimbursement, and debris removal FEMA policies.	FEMA	Short term
		Establish standard guidance to self-sustain for a minimum of 72 hours.	State homeland security director	Short term

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Summary of Issue	Recommendation	Improvement Action	Responsible Party/Agency	Duration
Planning (understanding and validation) <ul style="list-style-type: none"> Emergency Support Function (ESF) integrated training pertinent to ICS 	Create plans for training and exercises that develop understanding of relevant ESFs	Validate the existing State Emergency Operations Plan (EOP) for operations, logistics, finance and administration, and planning.	State homeland security director	Medium term
Planning (understanding and validation) <ul style="list-style-type: none"> Emergency Support Function (ESF) integrated training pertinent to ICS (continued) 	Create plans for training and exercises that develop understanding of relevant ESFs (continued)	Enhance understanding of existing State, regional, and local plans and procedures (e.g., Catastrophic Hurricane Plan) through regular exercises.	All levels	Medium term
Transportation	Update transportation plans	Update plans to ensure adequate transportation assets for special-needs populations. State DOTD will review plan for compatibility with SEOP.	Region 3 Parishes State Department of Transportation	Short term
	Review transportation requirements.	Review requirements for entire spectrum of transportation needs. State DOTD will review plan for compatibility with SEOP.	Region 3 Parishes State Department of Transportation	Short term
	Establish transportation data base.	Establish transportation database. State DOTD will review plan for compatibility with SEOP.	Region 3 Parishes State Department of Transportation	Long term
Personnel tracking and visibility	Determine methods to allow for better tracking and visibility of personnel.	Establish evacuee tracking capability.	State Department of Social Services (DSS)	Long term
		Establish first responder tracking capability.	State DSS	Long term
Long-term Comprehensive Engagement and Action/Funding Plan that addresses the Federal, State, regional, and local levels and the private sector/	Create a long-term Comprehensive Engagement and Action/Funding Plan that addresses Federal, State, regional, and local levels and the private sector.	Engage leadership at all levels to support long-term emergency response capabilities.	Parish leaders with all government leaders	Medium term

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

THIS PAGE INTENTIONALLY LEFT BLANK

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

REGION 4

Discussion during the Region 4 After-Action Conferences covered a wide variety of issues and concerns related to overall hurricane preparedness and response activities, including planning and organization. Although the region sustained a certain amount of damage from the two hurricanes, the issues identified involved challenges associated with evacuation and sheltering. Although significant preincident planning occurred, Region 4 did not fully anticipate the large number of evacuees that arrived following Hurricanes Katrina and Rita, causing challenges in the areas of sheltering, traffic evacuation, and situational awareness. Despite these challenges, the region found that they were able to evacuate the region faster than ever before, and the ability to develop and execute ad hoc plans by first responders was a very significant best practice for the region.

Region 4 Parishes

Acadia
Evangeline
Iberia
Lafayette
Saint Landry
Saint Martin
Saint Mary
Vermilion

The key issues identified included the need to establish a regional organizing construct and capability, planning (including the knowledge, coordination, and integration of existing plans), communications (content, technology, and procedures—including adherence to the Incident Command System [ICS]), sheltering, evacuation, traffic, logistics, and Continuity of Operations (COOP) and sustainment activities. The group felt strongly that a regional coordinator with staff appointed and funded by the State and functional coordination responsibilities between the State and region in both preparedness and recovery areas should be formalized immediately by the governor and legislature. The group also expressed that although catastrophic plans did exist, the lack of knowledge and understanding of these plans impacted their operations at both the parish and local levels. In addition, the group suggested various communications-related initiatives, including a specific recommendation to establish a statewide ACU-1000 communications system.

Action plans emerging from the discussions were related to sheltering facilities and processing, alternate routes to evacuation shelters, the multiplicity of data bases, and the training and exercising of the ICS.

The following is a discussion of the top three prioritized issues along with corrective action plans, responsible agencies and estimated duration of completion. The last part of this section contains a matrix of all issues identified for Region 4.

Issue 1 – Regional Organizing Construct:

Participants discussed how difficult it can be for the State of Louisiana to work efficiently with each one of its 64 parishes. Therefore, participants suggested that a regional coordinator with staff be appointed and funded by the State with preparedness and recovery functions. Participants also felt that the establishment of a regional Emergency Operations Center (EOC) with a medical representative would help meet this need.

Lesson Learned

“The people who make all the decisions do not take the ICS classes and play in exercises. If they don’t take classes and show up, then why should we take the classes? It should be mandated that key decisionmakers participate in ICS exercises.”

Corrective Action: State support and an Executive Order would be necessary to appoint a regional coordinator. To support this position, State funding should be established. The establishment of

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

common boundaries is needed to ensure the regional coordinators work effectively. Regional EOCs should be implemented to support this regional organizing capability and should include a seat for a medical representative.

Responsible Agency: State support and an Executive Order for Regional Coordinator and staff would come from the governor. The State Office of Emergency Preparedness (OEP) advisor would establish funding for the regional coordinator and staff, as well as the regional EOC with medical EOC representative (with assistance from the Health Resources and Services Administration [HRSA]).

Duration: Acquiring State support and an Executive Order for a regional coordinator and staff, the establishment of funding for regional coordinator and staff, and the creation of a regional EOC with medical representative could be completed within a short term (less than 3 months). To establish common boundaries will require a long term (greater than 1 year).

Issue 2 – Planning: A major issue reported by participants was that attempts were made to change plans just prior to and during the hurricanes. While plans should be reviewed and revised on a continuous basis, it is critical that sufficient time is given to allow for the dissemination of revised plans and for adequate personnel training. Planning would assist in increasing general knowledge and understanding of existing plans so they are fully integrated and coordinated across each region, parish, and functional area. Changes to plans could be made pre-incident, and revisions could be incorporated and disseminated as appropriate.

Corrective Action: All leaders, first responders, volunteers, and response personnel need an understanding of the parish and task force plans. An analysis of existing (and changing) parish and task force plans should be conducted to identify areas of overlap and gaps, and a lock down date should be established for this task. A regional plan should be developed and an exercise conducted to validate this plan. Plans should be communicated and distributed via education initiatives and regional exercises. A standardized Concept of Operations (CONOPS) should be developed. Finally, medical plans should be integrated into State and parish plans.

Responsible Agency: Parish OEPs

Duration: Durations for each corrective action are as follows:

- ◆ Baseline, gap analysis, and integration of existing (and changing) parish and task force plans – short term (less than 3 months)
- ◆ Develop a regional plan and exercise – medium term (3 to 12 months)
- ◆ Education, communication, and distribution of plans – short term (less than 3 months)
- ◆ Standardized CONOPS – medium term (3 to 12 months)
- ◆ Integrate medical plans into parish and State plans – medium term (3 to 12 months)

Lesson Learned

We formed an organization called “Unmet Needs.” Every agency that can contribute something will be in this program. They sign a form that says what they can do and says we can distribute that information. Then everybody knows what’s available, without having to set up five different databases.

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Region 4: Improvement Plan

Summary of Issue	Recommendation	Improvement Action	Responsible Party/Agency	Duration
Regional organizing construct and capability <ul style="list-style-type: none"> Regional coordinator with staff appointed and funded by State (based on 1985 concept) with preparedness and recovery functions for coordination with State at regional level Not a dual-hatted coordinator Establish a regional Emergency Operations Center (EOC) with a medical representative 	Establish regional organizing construct and capability with a regional coordinator and staff whose sole responsibility is regional preparedness and recovery functions.	Create State support and an Executive Order.	Governor	Short term
		Establish funding for this program.	State Office of Emergency Preparedness Advisor	Short term
		Establish common boundaries.	Legislature	Long term
		Create a regional EOC.	Governor's Office of Homeland Security and Emergency Preparedness (GOHSEP)	Short term
		Establish a medical EOC as a separate facility staffed and managed by either DHH/OPH or by LSU Health Science Center personnel, thereby providing a full staff in order to deal with and manage medical issues.	Health Resources Service Administration	Long term
Planning <ul style="list-style-type: none"> Knowledge/ understanding by all (senior officials, operators, and public) Integration and coordination 	Create plans that develop knowledge and understanding among all stakeholders about the processes of integration and coordination of emergency responses activities.	Conduct a baseline and gap analysis and integrate existing (and changing) parish and task force plans.	Parish Office of Emergency Preparedness (OEP)	Short term
		Develop and exercise a regional plan.	Parish OEP	Medium term
		Disseminate plans.	Parish OEP	Short term
		Create a standardized CONOPS.	Parish OEP	Medium Term
		Integrate medical plans into parish and State Emergency Operations Plans (EOPs).	Parish OEP	Medium Term

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Summary of Issue	Recommendation	Improvement Action	Responsible Party/Agency	Duration
Evacuation (traffic) <ul style="list-style-type: none"> Traffic is too congested to move people to shelters; alternate routes are necessary. 	Create and disseminate plans that identify alternate routes to be used when evacuating large population centers.	Communicate alternate routes to public in accordance with existing plans. Conduct a feasibility study of contra-flowing I-49 in the Lafayette area (North of I-10)	Parish PIOs DOTD and LSP	Short term
		Educate and train law enforcement officials.	Law enforcement community	Short term
		Consider when to execute the plan to counter-flow I-49.	Law enforcement community	Short term
Logistics <ul style="list-style-type: none"> Resources management Volunteer management Mutual-Aid Agreements (MAAs) Capacity: insufficient supplies and personnel Surge healthcare (space and resource problems) 	Create a logistics plan that provides for resource management, volunteer management, and MAAs designed to overcome potential insufficient supplies and personnel to meet surge capacity.	Establish unified databases for maintaining assets availability (e.g., bus drivers).	Parish	Medium term
		Determine how mass mobilization of all public (government/parish) employees (including key contractor roles) will be accomplished.	All levels of government	Medium term
		Enhance capacity of critical supplies.	All	Short term
		Establish medical reserve corps (MRC) and the ability to bring in healthcare professionals.	DHH	Medium term
Incident Command System (ICS) <ul style="list-style-type: none"> Not understood or practiced by all participants Integrated both vertically and horizontally 	Develop the region's ICS capability by strengthening stakeholder knowledge of the ICS.	Conduct training and exercises on the ICS for emergency response senior officials.	Senior officials	Medium term
Continuity of Operations Plans (COOPs) and overall Sustainability	Improve COOPs to provide for increased information and guidance for sustainability of operations during a catastrophic emergency.	Assess and revise as necessary overall government COOPs.	All	Medium term
		Use non-profit organizations more effectively through same mechanism as public employees (i.e., 2-1-1).	GOHSEP	Medium term

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

REGION 5

Discussion during the Region 5 After-Action Conference covered a broad spectrum of issues and concerns. Participants primarily focused on the region's significant immediate response challenges, such as providing shelter and care resources for the influx of evacuees from the Gulf Coast region, and also post-incident issues such as regionwide planning, training, and exercising of its preparedness and response functions.

Region 5 Parishes

Allen
Beauregard
Calcasieu
Cameron
Jefferson Davis

The key issues identified included challenges associated with communications, planning, and logistics. Participants felt that a full-time regional coordinator—dedicated exclusively to serving as the bridge between parishes and other entities in Region 5 and the State agencies and departments—would substantially improve communication and speed delivery of aid to affected areas within the region. Participants also noted that the preparedness, response and recovery plans for Region 5 need updating, and regional staff and senior leaders need to be trained and exercised in executing these plans. Some plans, such as search and rescue, are simply absent or woefully inadequate. Participants also concluded that logistics procedures and systems to inventory, track, and distribute materials and supplies needs to be overhauled.

The following is a discussion of the top three prioritized issues along with corrective action plans, responsible agencies, and estimated duration of completion. The last part of this section contains a matrix of all issues identified for Region 5.

Issue 1 – Planning: Participants noted that the lack of communications and coordinated response this region experienced would have been greatly improved if all decisionmakers and respondents had been aware of and implemented existing plans. This resulted in a breakdown of command structure and a complete lack of coordinated action. Participants surmised that management personnel didn't like what they saw happening and "threw all existing plans out the window," worsening the problem. Elected officials were highlighted as a group that was particularly unfamiliar with existing plans. "There was no coordination and it didn't work well," stated one participant. Attendees also noted that all efforts were not affected by this lack of coordination and plan integrity; pre-event networking and relationship building had aided a better coordinated response.

Corrective Action: Plans need to be updated and validated, followed by comprehensive training for all responders. A search and rescue plan needs to be part of the review and training process, as participants noted that as a particularly disorganized effort. It will be necessary to also validate and integrate all existing plans, including the Emergency Management Assistance Compact (EMAC) and the National Response Plan (NRP), into the updated and comprehensive regional plan and to be sure that all personnel, including redundant backup personnel, are fully trained. Team building and interaction among potential responders should be fostered and encouraged, as that led to this region's successful responses during Hurricanes Katrina and Rita.

Lesson Learned:

Pre-event networking and relationship-building greatly improved coordination.

Responsible Agency: State Office of Homeland Security and Emergency Preparedness (OHSEP), parish OEMs

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Duration: Short term (less than 3 months)

Issue 2 – Logistics: Participants felt that for improvements in communications and planning to be achieved, a logistics component must also be developed. Participants noted that the movement of evacuees within and out of this region caused havoc, particularly in terms of sheltering locations, which participants felt were not always appropriate or in logical places, and in resource management, where coordination of important supplies such as fuel and ice proved challenging. Attendees recommended that this region not be used for sheltering, but would be more appropriate as a backup facility that could be identified and used for the warehousing and staging of a response.

Corrective Action: A resource tracking system similar to those of the Department of Defense (DoD), WalMart, and United Parcel Service (UPS) should be developed, including detailed regional logistics plans to address procurement and transportation needs both before and during a disaster. For example in this region, fuel was delivered by Federal Emergency Management Agency (FEMA) and the Louisiana Department of Agriculture and Forestry, but repositioning these supplies was a major problem.

These coordination issues must be flexible and scalable to be responsive to unpredictable needs. They must address interregional needs. Regions to the north complained of resources pre-positioned in the south that could not be delivered to the north. These plans should also consider outside agencies. The American Red Cross and others need to be part of the whole existing logistics plan as well as dealing with supplies coming in from outside the State.

Responsible Agency: FEMA, GOHSEP, parish OEMs

Duration: Medium term (3 to 12 months)

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Region 5: Improvement Plan

Summary of Issue	Recommendation	Improvement Action	Responsible Party/Agency	Duration
Existing plans were not consulted or implemented <ul style="list-style-type: none"> Resulted in a breakdown in command structure Lack of coordinated communication 	Ensure use of existing plans.	Distribute updated plans.	Parish OEPs	Short term
		Establish training and exercises for all agencies and ensure attendance of elected officials.	Parish OEPs	Short term
		Create a comprehensive search and rescue plan.	Parish OEPs	Short term
Need a functioning logistics system to support the plans (tracking and coordination of resources)	Create a functioning logistics system to support tracking and coordination of resource plans.	Develop a system, using WalMart, United Parcel Service (UPS), and the U.S. Department of Defense (DoD) as models	Federal Emergency Management Agency (FEMA), State Office of Homeland Security and Emergency Preparedness (OHSEP), and Parish OEPs	Medium term
		Develop detailed plans for implementation; implement recommendations from After-Action Reports (AARs).	FEMA, GOHSEP, and Parish OEPs	Medium term
		Develop State-level logistics team.	FEMA, GOHSEP, and Parish OEPs	Medium term
Special-needs shelters <ul style="list-style-type: none"> State has narrower definition of special needs than locals (e.g., doesn't include Alzheimer's patients, group homes) 	Create special-needs shelters based on a coordinated definition of special needs between State and local authorities.	Update plans.	Department of Social Services (DSS), Department of Health and Hospitals, and GOHSEP	Short-to-medium term
		Establish proper resourcing.	DSS, Department of Health and Hospitals, and GOHSEP	Short-to-medium term
		Appropriate sufficient State funding.	DSS, Department of Health and Hospitals, and GOHSEP	Short-to-medium term
		Consider broadening special- needs definition be more realistic.	DSS, Department of Health and Hospitals, and GOHSEP	Short-to-medium term
		Locate the special-needs shelters away from high-risk areas.	DSS, Department of Health and Hospitals, and GOHSEP	Short-to-medium term

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Summary of Issue	Recommendation	Improvement Action	Responsible Party/Agency	Duration
		Separate special-needs population from general population sheltering planning.	DSS, Department of Health and Hospitals, and GOHSEP	Short-to-medium term
Need transportation plan (transportation for special- needs populations—approximately 30,000 in region—and general evacuees) <ul style="list-style-type: none"> Lack of communication/ coordination for shelter operations 	Create a transportation plan that includes sections on special- needs populations and addresses communication and coordination of information related to transportation.	Develop adequate plans for evacuation and associated resources. Once plans are developed, DOTD will review for compatibility with SEOP.	Region 5 Parishes Louisiana Department of Transportation	Short term
		Consider waiting until the last minute to evacuate special needs populations because of patient care issues.	Region 5 Parishes	Short term
		Acquire high-capacity (20-to-30-passenger) vehicles for special- needs populations (1 for each region).	Region 5 Parishes	Short term
Need full-time regional coordinator funded by State	Create a full-time regional coordinator position that is funded by the State.	Consider regional task force structure	Governor’s Office	Short term
		Designate nine State-level coordinators for regional and local levels.	Governor’s Office	Short term
Need additional law enforcement support and improved planning for healthcare facilities, critical infrastructure, etc. <ul style="list-style-type: none"> Need to improve reimbursement procedures/policies 	Develop additional law enforcement support and improved planning for healthcare facilities and other critical infrastructure.	Improve deployment and coordination.	Louisiana Sheriffs Association, Louisiana Chiefs of Police Association, FEMA, GOHSEP	Medium term
		Streamline deputizing and reimbursement processes.	Louisiana Sheriffs Association, Louisiana Chiefs of Police Association, FEMA, GOHSEP	Medium term
		Conduct base planning on catastrophic events, and scale back as necessary.	Louisiana Sheriffs Association, Louisiana Chiefs of Police Association, FEMA, GOHSEP	Medium term

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Summary of Issue	Recommendation	Improvement Action	Responsible Party/Agency	Duration
Need to provide more timely and accurate public information before, during, and after a disaster	Develop procedures for ensuring the dissemination of more timely and accurate public information before, during, and after a disaster.	Conduct a repetitive campaign (newspapers, Internet, radio) and establish legitimate sources of information.	Federal, State, and local Public Information Officers (PIOs), and media representatives	Short term
		Provide additional training for elected officials.	Federal, State, and local PIOs, and media representatives	Short term
		Conduct additional coordination with local media representatives.	Federal, State, and local PIOs, and media representatives	Short term
General sheltering capabilities, including faith-based organizations and other non-profits	Enhance general sheltering capabilities, including faith-based organizations and other non-profits.	Ensure reimbursement is available for all shelter support activities (e.g., non-Red Cross).	FEMA, Louisiana Shelter Task Force, and local OEPs	Short term
Need to standardize statewide mutual-aid agreements (MAAs)	Standardize statewide mutual-aid agreements (MAAs).	Resolve conflicts between State and Federal regulations.	FEMA and GOHSEP	Medium term

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

THIS PAGE INTENTIONALLY LEFT BLANK

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

REGION 6

Discussion during the Region 6 After-Action Conference covered a broad spectrum of issues and concerns. Participants primarily focused on examining the major issues the region faced providing shelter and mass care for gulf coast region evacuees during Hurricanes Katrina and Rita. The attendees also saw education and awareness by senior officials of existing plans and procedures as items that require attention.

The key issues identified challenges associated with procuring power generation equipment, additional food, pharmaceuticals, social service issues, additional trained staff, funding for reimbursing and replenishing community activities, organizational and planning requirements, logistics, and training. Region 6 participants felt that they fully anticipated the problems such a catastrophic incident would cause in their preincident planning and local coordination, but they were overwhelmed by the length of time the sheltering effort persisted.

Region 6 Parishes

Avoyelles
Catahoula
Concordia
Grant
LaSalle
Natchitoches
Rapides
Sabine
Vernon
Winn

Region 6 demonstrated a number of best practices that will aid in future hurricane response, including the effectiveness of faith-based and non-traditional volunteer group support; proactive sharing of resources among parishes; involvement of the Board of Pharmacy in providing medications to evacuees; and the effectiveness of the shelter task force plan.

Lesson Learned

“Faith-based, non-profit, and non-traditional organizations were effective in supporting shelter operations.”

Issues and associated action plans ranged from specific concerns about procuring a power generator for the special-needs shelter, to general recommendations for more effective communication of needs and requirements among agencies and jurisdictions. Participants also noted that the effort to enhance the emergency coordination and control capability across the region and in the parishes by creating a formalized regional management system would address some of the most pressing needs in the region. The group also highlighted shortfalls in National Incident Management System (NIMS)/Incident Command System (ICS) training and understanding and in the level of awareness by senior and public officials with the existing emergency plans.

The following is a discussion of the top three prioritized issues along with corrective action plans, responsible agencies and estimated duration of completion. The last part of this section contains a matrix of all issues identified for Region 6.

Issue 1 – Resource Acquisition and Management: Participants noted that the resource they were most concerned about was power generators. The region had, prior to the hurricane response effort, tried to acquire this equipment for 6 years and had been assured that one generator was available to them, but it was not accessible for the special-needs shelter. Generators were delivered with switch interfaces that didn't match the shelter facility and couldn't be installed. Generators were also delivered in inoperable condition. Wiring was often not provided and many acquisitions were incomplete. Participants also noted that within the region, pre-existing relationships greatly facilitated resource sharing and should be encouraged.

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Corrective Action: Preidentify power generation requirements with a complete assessment in advance. Additionally, Federal and State equipment availability assessments should be honored. Participants want to ensure trained personnel are identified to install generators supported by complete emergency contracts and that equipment that is provided is compatible with existing facilities. The whole process needs to be supported and completed, including testing of redundant equipment, where needed.

Lesson Learned:

Proactive sharing of resources between parishes and Regions with pre-existing relationships worked very well!

Responsible Agency: Ken Noble, Rapides Parish Public Works

Duration: Short term (less than 3 months)

Issue 2 – Replenishment and Reimbursement of Public and Private Agencies:

The severity of the effects of Hurricanes Katrina and Rita stimulated an unprecedented flood of sharing and giving from many public and private entities. Participants stated that it is crucial to repay and/or replenish those goods and gifts before another emergency if similar assistance is to be expected next time. These parties include faith-based, non-traditional, and non-profit organizations that provided critically needed support for shelter operations within the region. These relationships should be developed as fully as possible.

Lesson Learned:

Faith-based, non-profit and non-traditional organizations were critically effective in supporting shelter operations.

Corrective Action: These delinquencies must be corrected by identifying and validating funding requests combined with encouragement for these parties to restock supplies in order to further prepare for future disasters. The willing cooperation of these entities will be crucial to future successes, especially because in many areas, participants noted that the day-to-day system is already over-stressed and inadequate to meet demands. The shortfalls in resources must be addressed on an ongoing basis if readiness for large-scale disasters is to be achieved.

Responsible Agency: Sonia Wiley-Gremillion, regional coordinator Region 6/emergency manager Office of Homeland Security and Emergency Preparedness (OHSEP) Rapides Parish

Duration: Short term (less than 3 months)

Issue 3 – New Analysis of Resources: Hurricane Katrina totally outstripped this region's resources and ability to cope with the sustained population increase. Participants noted that it was the influx of persons into shelters in this region that caused the many issues and concerns surrounding missing resources. It will be necessary to plan for future large-scale incidents and identify resources in advance to address this problem.

Corrective Action: To support a similarly large influx of persons in a future response, a new analysis and plan must be developed to analyze needs with regards to power, water and food, pharmaceuticals, social services, staffing, equipment, shelters, transportation, and security. All potentially involved parties must then be trained on the specifics of this plan, and the resource needs should be identified

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

and funded. Shelter needs must be addressed and number and location of shelters decided; needs analyses should be completed for all officially supported shelters, including independent operations. It will be necessary to clearly spell out how shelters that are not “officially supported shelters” will be handled during disaster responses. During Hurricane Katrina, these unofficial shelters were competing for the already insufficient resources and added to the existing resource problem. By clearly letting organizations know that they will not get those resources in advance, it will hopefully become a more ordered process.

These resource plans must also reassess short- and long-term shelter needs. Coordinated plans for opening of authorized and alternate shelters must be completed. These plans need to provide resources primarily to previously authorized shelters. It is recommended that resources that can be provided by the State and local emergency management structures be publicized and implemented.

Responsible Agency: LeeAnn Murphy, American Red Cross Central Louisiana/Dr. John Naponick, Department of Health and Hospitals (DHH) Region 6 and special-needs shelter manager

Duration: Short term (less than 3 months)

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

THIS PAGE INTENTIONALLY LEFT BLANK

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Region 6: Improvement Plan

Summary of Issue	Recommendation	Improvement Action	Responsible Party/Agency	Duration
Need to rapidly provide power generator support (including support for the general population and special-needs shelters, and critical infrastructure (e.g., water/sewer supply, medical)) <ul style="list-style-type: none"> Need to improve cumbersome procedures for getting access to power generation 	Determine methods for rapidly providing power generator support, including support for general-needs populations and shelters, as well as for critical infrastructure.	Preidentify power generator requirements.	Vernon Parish Office of Emergency Preparedness (OEP)/Kenneth Noble	Short term
		Complete assessment in advance (need Federal/State level to honor assessments).	Vernon Parish OEP/Kenneth Noble	Short term
		Ensure trained personnel are identified to install generators.	Vernon Parish OEP/Kenneth Noble	Short term
		Complete emergency contracts.	Vernon Parish OEP/Kenneth Noble	Short term
Need to provide funding to replenish and reimburse agencies that provided support during the response to Katrina/Rita <ul style="list-style-type: none"> For example, medical facilities, shelters, and faith-based organizations Need to build up resources to be more robust on a daily basis (mitigation) 	Determine methods for replenishing and reimbursing agencies that provided support during the response to Katrina/Rita.	Identify/validate funding requests.	Region 6 Rapides Parish OEP/ Sonya Wiley-Gremillion	Short term
		Build up resources to be more robust on a daily basis.	Region 6 Rapides Parish OEP/ Sonya Wiley-Gremillion	Short term

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Summary of Issue	Recommendation	Improvement Action	Responsible Party/Agency	Duration
Need for additional resources to respond to a sustained surge after a disaster (general population, special-needs, medical facilities); identify primary, secondary, and tertiary sources <ul style="list-style-type: none"> • Power (generator) • Water & food • Pharmaceuticals • Social services (mental health) • Staffing • Equipment • Security • Reassess general population shelter requirements • Resources needed by officially supported/ independent shelters in order to provide the appropriate level of support 	Prepare to acquire additional resources to respond to a sustained surge after a disaster (general population, special-needs, medical facilities). Identify primary, secondary, and tertiary sources for power, water and food, pharmaceuticals, social services, staffing, equipment, and security.	Reassess short-term and long-term shelter needs.	American Red Cross Central Louisiana/Leann Murphy	Short term
		Create a coordinated plan for opening of authorized and alternate shelters.	American Red Cross Central Louisiana/Leann Murphy	Short term
		Provide resources primarily to previously authorized shelters.	American Red Cross Central Louisiana/Leann Murphy	Short term
		Raise awareness of what can be provided by the State/local emergency management structure.	American Red Cross Central Louisiana/Leann Murphy	Short term
Need to ensure that region/parish agencies/ personnel are familiar with Emergency Operations Plans (EOPs) <ul style="list-style-type: none"> • Increased understanding of existing EOPs in region (executive level/ decisionmakers) 	Ensure that regional and parish agency personnel are familiar with EOPs. Ensure that executive level decisionmakers are familiar with EOPs.	Develop and conduct training.	Parish emergency managers	Short term
		Develop and conduct training.	Parish emergency managers	Short term

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Summary of Issue	Recommendation	Improvement Action	Responsible Party/Agency	Duration
Coordination, management, distribution, and increase and pre-positioning of expendable (water, food, medical supplies), and durable (cots) resources	Manage stocking, pre-positioning, and distribution of expendable resources (water, food, medical supplies) and durable resources (cots).	Identify points of distribution.	Region 6 Rapides Parish Office of Emergency Preparedness (OEP)/ Sonya Wiley-Gremillion	Short term
		Ensure resources are sent to where they are needed in accordance with plans.	Region 6 Rapides Parish OEP/ Sonya Wiley-Gremillion	Short term
Need increased accuracy, consistency, and availability of information <ul style="list-style-type: none"> • Better knowledge management • Increased rumor control 	Improve consistency, accuracy, and availability of information.	Adopt and ensure training and implementation of National Incident Management System (NIMS).	Parish Public Information Officers (PIOs)	Short term
		Coordinate public information	Parish PIOs	Short term
Improved coordination among Voluntary Organizations Active in Disasters (VOAD) members.	Determine methods for improving coordination among VOAD members.	Hold coordination meetings.	American Red Cross Central Louisiana/Terry Strohm	Short term
Federal support for human services at the regional level instead of being sent directly to the local level	Determine methods for coordinating Federal support for human services at the regional level instead of sending support directly to the local level.	Ensure training for Federal personnel prior to deployment.	Region 6 Rapides Parish OEP/ Sonya Wiley-Gremillion	Short term
Inconsistent boundaries across region by function <ul style="list-style-type: none"> • Coordinate VOAD agency regions/ responsibilities by region 	Coordinate VOAD agency regions/ responsibilities by region.	Assign support personnel for an extended period of time.	Region 6 Rapides Parish OEP/ Sonya Wiley-Gremillion	Short term
		Coordinate with State to resolve outstanding legal issues.	Region 6 Rapides Parish OEP/ Sonya Wiley-Gremillion	Medium term

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Summary of Issue	Recommendation	Improvement Action	Responsible Party/Agency	Duration
Need better coordination of public safety resources (fire/law enforcement resources) <ul style="list-style-type: none"> Local mutual resources may not be available Need to establish push system vs. pull system for resources 	Coordinate public safety resources and transition from current “pull” system to a “push” system.	<ul style="list-style-type: none"> Ensure that resources are assigned appropriately for shelter operations and protection of infrastructure at medical facilities. 	Region 6 Rapides Parish OEP/ Sonya Wiley-Gremillion	Short-to-medium term
Need to update plans <ul style="list-style-type: none"> Incorporate Emergency Support Functions (ESFs) responsibilities into Emergency Operations Plans (EOPs) 	Update Emergency Operations Plans (EOPs) to incorporate Emergency Support Function (ESF) responsibilities.	<ul style="list-style-type: none"> Update Emergency Management Assistance Compact (EMAC) based on experience. 	Region 6 Rapides Parish OEP/ Sonya Wiley-Gremillion	Short-to-medium term
		<ul style="list-style-type: none"> Ensure regional coordination for use of resources. 	Region 6 Rapides Parish OEP/ Sonya Wiley-Gremillion	Short-to-medium term
Need funding/support for non-evacuees <ul style="list-style-type: none"> Many resources provide support only for evacuees. Local resources are diverted to support evacuees 	Ensure plans include providing funding/support to non-evacuees.	<ul style="list-style-type: none"> 		Short term
Improve coordination, management, and distribution of donated goods	Establish a plan to improve the coordination, management, and distribution of donated goods.	<ul style="list-style-type: none"> Coordinate with private sector prior to planning process. 		Short-to-long term
		<ul style="list-style-type: none"> Ensure that agencies follow plans, procedures, and rules. 		Short-to-long term
		<ul style="list-style-type: none"> Raise awareness within public and private sectors on procedures. 		Short-to-long term

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Summary of Issue	Recommendation	Improvement Action	Responsible Party/Agency	Duration
Need more robust shelter management teams with ability for extended operations	Determine methods for increasing the number of shelter management staff with the ability to operate for extended periods.	Train in advance.	American Red Cross Central Louisiana/Leann Murphy	Long term
Limited “mega” shelters within the region for general population (need fewer, but bigger shelters)	Reduce number of small shelters and increase number of “mega” shelters.	Draw on VOAD resources	American Red Cross Central Louisiana/Leann Murphy	Long term
		Create standardized policies/practices/procedures	American Red Cross Central Louisiana/Leann Murphy	Long term
		Identify how many shelters were opened and personnel served to determine gaps.	American Red Cross Central Louisiana/Leann Murphy	Long term
Validate shelter requirements for special- needs populations <ul style="list-style-type: none"> • Designate and staff special-needs population shelters for mental health, drug addiction, age- specific needs 	Validate shelter requirements for special-needs populations.	Retrofit larger facilities.	American Red Cross Central Louisiana/Leann Murphy	Long term
		Validate and enforce plan requirements.	American Red Cross Central Louisiana/Leann Murphy	Long term
		Validate evacuation plans.	American Red Cross Central Louisiana/Leann Murphy	Long term
		Coordinate with the Joint Commission for the Accreditation of American Hospitals (JCAHO) to ensure accountability is established for improvement of plans.	American Red Cross Central Louisiana/Leann Murphy	Long term
		Identify/create additional resources for special needs (especially mental health services in areas with limited daily capabilities).	American Red Cross Central Louisiana/ Leann Murphy	Long term

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

THIS PAGE INTENTIONALLY LEFT BLANK

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

REGION 7

Discussion during the Region 7 After-Action Conference covered a broad spectrum of issues. Participants primarily focused on issues related to receiving and processing evacuees, as well as overall planning and organization issues related to hurricane preparedness and response. Although not directly effected by major damage during Hurricanes Katrina and Rita, Region 7 was impacted significantly by both the influx of evacuees from the impacted zone and the many associated challenges related to sheltering activities. The region was able to respond admirably to a dynamic situation, relying on sound pre-existing relationships, effective daily information sharing, and initiative of the Emergency Support Function (ESF) leaders and staff.

Region 7 Parishes

Caddo
Bossier
Webster
Claiborne
Bienville
DeSoto
Red River

The key issues identified included communications (technical and interpersonal), regional organizing framework, and understanding and implementing existing plans. The group strongly believed that enhanced communications (including regional liaisons with the State Emergency Operations Center [SEOC] and local Emergency Operations Plans [EOPs] as well as increased focus on interoperability drills at the State, regional, and local levels), combined with an enhanced focus on regional coordination (e.g., review and expansion of Emergency Management Assistance Compacts [EMACs], including a statewide plan), would enhance short-term preparedness. In addition, both the inadequacy of catastrophic plans and overall knowledge of the National Incident Management System (NIMS)/Incident Command System (ICS) in the context of those plans that did exist complicated the region's activities. Finally, overall resource management and tracking of assets (e.g., evacuees, patients, and prisoners) were also highlighted by the attendees as key areas that need attention.

The following is a discussion of the top three prioritized issues along with corrective action plans, responsible agencies and estimated duration of completion. The last part of this section contains a matrix of all issues identified for Region 7.

Issue 1 – Coordination, Organization, and ICS: A lack of a regional approach was identified as a contributing factor to the inefficient use of resources. As missions were completed, responders often waited long periods of time before deployment to other places of need. While the need for better evacuee tracking was often discussed across break-out sessions, this need was extended to the responder community, as tracking responders and resources is critical to effective regional coordination and response.

Corrective Action: A regional liaison should be established with the local Office of Emergency Preparedness (OEP) and SEOC. Mutual-aid compacts should be established before the next hurricane season.

Responsible Agency: The regional coordinator should be responsible for appointing a regional liaison at the local OEP and SEOC. Mutual-aid compacts should be established by the State and legislation.

Lesson Learned

"We did not have the resources we needed to do our job, but because of community support, we were able to pull through. It is critical to consider the local community and account for this resource in our plans."

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Duration: Medium term (3 to 12 months)

Issue 2: Planning. The inadequacy of existing plans for catastrophic incidents, reorganization of ESFs, and transportation management were all identified as significant issues relating to planning. Participants suggested that existing sheltering plans are often conflicting and should be reviewed, that local media should be involved in planning to increase the validity of available public information, and that transportation play a larger role in planning.

Corrective Action: To address the inadequacy of existing plans, a review and revision of plans is necessary. It was determined that the education of regional responders on the NIMS/ICS is critical to ensuring effective multijurisdictional, multiagency response. The issue was raised that ESF #4 should be reorganized and redirected from forestry service to fire services. Finally the need for better planning by transportation was addressed by suggesting the implementation of a tracking system.

Responsible Agency: It would be each region's responsibility to review and revise the necessary plans and ensure the regional responders are educated on NIMS/ICS. The State would be required to work with transportation to implement a tracking system, and the State and Federal governments would be responsible for reorganizing and redirecting ESF #4 from forestry services to fire services.

Duration: Medium term (3 to 12 months)

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Region 7: Improvement Plan

Summary of Issue	Recommendation	Improvement Action	Responsible Party/Agency	Completion Date
<ul style="list-style-type: none"> Regional coordination and organization Incident Command System (ICS) standards 	Improve regional coordination and organization.	Establish regional liaisons with local offices of emergency preparedness and state emergency operations centers	Regional coordinator	Short-to-medium term
	Adopt and implement the ICS	Adopt the National Incident Management System (NIMS) and ICS as the standards for emergency management.	State legislature	Short-to-medium term
		Create mutual-aid compacts.	State legislature	Short-to-medium term
Planning: <ul style="list-style-type: none"> Inadequacy of plans for a catastrophic incident Emergency Support Functions (ESFs) Transportation management 	Conduct catastrophic incident planning.	Review/revise Emergency Operations Plans (EOPs).	Regional	Short-to-medium term
		Ensure education of regional responders on the NIMS/National Response Plan (NRP).	Regional State DOTD	Short-to-medium term
Planning: <ul style="list-style-type: none"> Inadequacy of plans for a catastrophic incident Emergency Support Functions (ESFs) Transportation management (continued)	Integrate ESFs into EOPs.	Review/revise Emergency Operations Plans (EOPs).	State/Federal	Short-to-medium term
		Educate regional responders in the NIMS/NRP.	State/Federal	Short-to-medium term
	Improve transportation management.	Create a transportation tracking system. Region 7 is responsible for creating a transportation system within their region. Once completed, DOTD will review for compatibility with SEOP.	Region 7 Parish OHSEP State DOTD	Short-to-medium term

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Summary of Issue	Recommendation	Improvement Action	Responsible Party/Agency	Completion Date
Resource management and support	Improve resource management and support.	Revise community and parish plans for receiving/storing equipment and resources.	Regional coordinator	Medium term
	Acquire resources.	Establish a database for the medical response community and volunteers.	Regional coordinator	Medium term
		Streamline resource acquisition.	Regional coordinator in collaboration with State and Federal agencies	Long term
Evacuee/patient/prisoner tracking	Develop evacuee/patient/prisoner tracking systems.	Establish an evacuee processing center and tracking database.	State	Short-to-medium term
Mutual-aid compacts	Establish comprehensive mutual aid compacts.	Acquire an “EM” system.	State	Short-to-medium term
		Formulate a statewide mutual-aid plan.	State	Short-to-medium term

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

REGION 8

Discussion during the Region 8 After-Action Conference covered a broad spectrum of issues and concerns. Participants primarily focused on the immediate response challenges faced by the region, shelter such as and mass care, and the need for Federal and State funding and reimbursement systems. Region 8 preincident planning anticipated the problems they would face, but regional capabilities were outpaced by the magnitude of the multiple hurricane events.

The key issues identified included the acquisition of redundant communications systems, the need for a fully staffed and trained regional Emergency Operations Center (EOC) and for financial augmentation to the parish emergency management staff. Participants also discussed need for interoperable, redundant communications systems to enable regional command and control throughout the region and within the State. Cross-regional coordination and integration was problematic because of inadequate communications systems and a State Emergency Operations Plan (SEOP) that is not fully integrated. The group cited the fact that evacuees were transported to shelters with little or no notice to shelter staff and that the region received notification that evacuees who were to arrive via military aircraft arrived several hours after the projected time via ground transportation, causing the erroneous commitment of scarce resources, as another considerable issue. The group identified a requirement for resource management, logistics, and transportation plans and highlighted the need for regional mutual-aid agreements (MAAs).

Region 8 Parishes

Union
Morehouse
West Carroll
East Carroll
Lincoln
Jackson
Ouachita
Richland
Madison
Caldwell
Franklin
Tensas

Region 8 demonstrated a number of best practices that will aid in hurricane response, including reliance on Amateur Radio Emergency System (ARES), early requests for National Guard support, and early integration of parish legal counsel.

Region 8 developed a framework for Improvement Plans that assigned individuals and timeframes for completion for all 12 issues. The group strongly believes that resultant solutions would enable integration and coordination throughout the region and would enhance command and control of emergency management processes throughout the State. Region 8 attendees discussed at length the lack of reliable information and its impact on shelter operations.

The following is a discussion of the top three prioritized issues along with corrective action plans, responsible agencies, and estimated duration of completion. The last part of this section contains a matrix of all issues identified for Region 8.

Issue 1 – Regional EOC Plan and Training: Participants discussed the need for the EOC plan to be updated to include delineation of the local decisionmaking authority and chain of command that specifies autonomy of action points. Participants suggest that since most individual agencies are set up regionally, the plan should set up regional EOCs across the State. Another related issue was the lack of a designated, standalone EOC. Participants felt that requirements imposed by the State should flow directly to the regional EOC, which should identify capabilities and coordinate resources; this often did not happen.

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Corrective Action: Develop a regional plan; identify an EOC facility and funding; conduct training on EOC use.

Responsible Agency: Dean Dozer, Ouachita Parish, and Johnny Riley, City of Monroe

Duration: Long term (greater than 1 year)

Issue 2 – Policy and Financial Control: Participants discussed the need for a policy that gives scope, jurisdiction, authority, and funding to local agencies. In rural parishes, there is no funding for additional emergency management personnel. In the case of Region 8, this leaves 12 parishes with only one funded, full-time emergency management director. As a result, the region and parishes are currently unable to fund long-term emergency response and recovery operations. Attendees also mentioned that frequent changes in FEMA procedures (e.g., forms) have also slowed down resource requests and reimbursements during the recovery period. There is a need for standard, expedited reimbursements. Mass care representatives reported slow-coming reimbursement, and recommended that advance funding mechanisms are put in place to prevent this in the future. Participants also expressed concern that if facilities are not reimbursed soon, they will not make their resources available in the event of another hurricane. Participants also expressed dissatisfaction with the Stafford Act.

Corrective Action: Acquisition of Federal and State funding through legislation

Responsible Agency: Dean Dozer, Ouachita Parish

Duration: Long term (greater than 1 year)

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Region 8: Improvement Plan

Summary of Issue	Recommendation	Improvement Action	Responsible Party/Agency	Duration
Need for a regional Emergency Operations Center (EOC), Emergency Operations Plan (EOP), and Training	Develop a regional EOC.	Develop a regional EOP.	Ouachita Parish, Dean Dozier	Long term
		Identify a facility and funding.	Ouachita Parish, Dean Dozier	Long term
		Conduct training on the EOP.	City of Monroe, Johnny Riley	Long term
Need for policy and financial augmentation of emergency management staff at the parish level	Develop policy for emergency management staff at the parish level.	Develop policy.	Ouachita Parish, Dean Dozier	Long term
	Provide financial support to the local emergency management staff.	Secure Federal and State funding through legislation.	Ouachita Parish, Dean Dozier	Long term
Need for advanced Federal and State funding for catastrophic events	Secure advanced Federal funding for catastrophic events.	Coordinate with Federal and State governments for advanced funding.	Ouachita Parish, Dean Dozier	Long term
Need for standard expedited Federal and State reimbursement system for all entities	Determine methods for expediting Federal and State reimbursements for all entities.	Coordinate with Federal and State governments for reimbursement.	Region 8 hospitals/Mike Brame	Long term
Need for a coordinated regional Shelter and Mass Care Program and Plan	Establish a coordinated regional shelter and Mass Care Program and Plan.	Draft a regional shelter plan that is consistent with the Federal and State plans.	American Red Cross Northeast Louisiana Chapter, Levonne Leblanc	Long term
Need for Federal-agency coordination at the parish level	Improve Federal-agency coordination at the parish level.	Development of a regional coordination plan that addresses the integration of Federal, State, and local agencies.	Richland Parish Office of Emergency Preparedness/ Dolly Burgess	Long term
Lack of a resource management plan that addresses inventory, typing, pre-positioning, and distribution	Establish a resource management plan that addresses inventory, typing, pre-positioning, and distribution.	Establish a working group for the development of a regional resource management plan.	Region 8 Working Group	Long term
Lack of transportation plan that addresses transporting people,	Establish a transportation plan that addresses the transportation	Establish a working group to address the transportation requirements of	Region 8 Working Group	Long term

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Summary of Issue	Recommendation	Improvement Action	Responsible Party/Agency	Duration
supplies, and equipment	requirements of people, supplies, and equipment during emergencies.	people, supplies, and equipment during emergencies.		
Need for a volunteer and donations management plan	Establish a volunteer and donations management plan.	Establish a VOAD working group for the development of a volunteer and donations management plan.	VOAD Working Group and the United Way 2-1-1	Long term
Lack of a system to track evacuees that coordinates with Federal and State Programs	Develop a system to track evacuees that coordinates with relevant Federal and State programs.	Acquire a system that has been nationally tested to track evacuees.	Voluntary Organizations Active in Disasters (VOAD) Working Group United Way 2-1-1	Long term
Lack of Regional Mutual-Aid Agreements (MAAs)	Establish regional Mutual-Aid Agreements (MAAs).	Establish a working group for the development of regional Mutual-Aid Agreements (MAAs)	Mutual-Aid Working Group	Medium term

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

REGION 9

Discussion during the Region 9 After-Action Conference covered a broad spectrum of issues and concerns. Participants primarily focused on preparedness and response issues rather than recovery issues. The participants included representatives from a number of agencies from several of the parishes within Region 9 including members of the emergency management and the medical/public health community.

Region 9 Parishes

Saint Helena
Tangipahoa
Washington
Saint Tammany

The key issues identified included communications issues, which they felt involved more than simply acquiring new equipment. Participants stated that there is a need to develop a regional communications plan that addresses all facets of communications (landline, fax, cellular, two-way radio, and fiber optic), and includes procedures for both primary and alternate means of communications. They also believed that planning efforts need to continue to improve and should address evacuation plans; coordination for the use of Department of Defense (DoD) and National Guard resources; and the receipt, storage, and distribution of private sector/donated goods. In addition, they requested that a State representative be assigned to impacted parish Emergency Operations Centers (EOCs), and that each region have a representative assigned by the State at the SEOC to coordinate regional issues during response and recovery operations.

Region 9 demonstrated a number of best practices, including effective contraflow evacuation plans, widely distributed information through multiple communications channels; and effective Emergency Management Assistance Compact (EMAC) requests for police, fire, urban search and rescue (USAR), and medical support.

Other issues of concern included providing resources to support a regional special-needs shelter of last resort, and validating the appropriateness of the existing shelter plan. Participants also expressed an interest in establishing a more formal structure for regional planning/coordination including a monthly meeting of regional representatives that would involve working groups for various regional issues.

The following is a discussion of the top three prioritized issues along with corrective action plans, responsible agencies, and the estimated duration of completion. The last part of this section contains a matrix of all issues identified for Region 9.

Issue 1 – Shelter and Mass Care: Participants reported that there was uncertainty during Hurricane Katrina about whether a shelter was planned only for New Orleans or for the entire region, causing confusion and resulting in the need for a regional shelter to be planned. Scalability issues must also be addressed.

Lesson Learned:

Department of Health and Hospitals (DHH) Office of Public Health (OPH) representative at each parish EOC provided a single point of contact for access to public health resources, and this worked quite well.

Participants recommended that this be accomplished at the Kinesiology Center at Southeastern Louisiana University (SLU). This had been designated as a regional shelter, but was not used because of problems, including power issues with their generator. The State also needs to look at the plans for all nursing care facilities in the region as well as alternative care facilities (ACFs) and determine if they have sufficient resources. Participants discussed the effectiveness of the Department of Health and

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Hospitals (DHH) having an Office of Public Health (OPH) representative at each parish EOC that served as a single point of contact POC for access to public health resources.

Corrective Action: A permanent generator needs to be available at the Kinesiology Center if it is designated as a special-needs shelter. Participants also recommended that the State validate the power assessment and fully implement the generator and a fuel storage tank for the shelter. A validated staffing plan for the special-needs shelter should be developed to ensure credentialed staff members are designated to provide care (e.g. respiratory therapists, social workers for discharge planning, mental health professionals, pharmacy technicians, physicians, registered nurses [RNs]/licensed practical nurses [LPNs], and security personnel). Resources also need to be compiled, validated, and located for this shelter. A single POC and backup would also be recommended.

Responsible Agency: Parish representative, designated regional hospital coordinator, DHH, and DSS

Duration: Short term (less than 3 months)

Issue 2 – Intraregional Plan and Structure: Participants identified a need for better coordination and cooperation within Region 9. With proper foresight, planning, funding, and action, this need can be addressed. Other regions identified this type of cooperation as a strength and lesson learned, and participants felt this wisdom could also be applied here.

Corrective Action: Plans should be developed for funding, structure, implementation, and training. A monthly coordination meeting for regional coordination issues should be established that includes decisionmakers such as hospital chief executive officers (CEOs), parish representatives, designated regional coordinators for healthcare facilities, emergency planners, and Federal and State liaisons. A successful plan would include establishment of full-time regional coordinator positions that would be State funded, including healthcare facilities coordinators, an OEP coordinator, and staff positions. This plan should address coordination of persons, information, and resources across the region, including flexible and redundant staffing and areas of defined responsibility. It should also coordinate the relationships among Federal, State, military, and other entities within a disaster.

Responsible Agency: Tommy Thiebaud, Mike Michalik, a Parish representative, and the designated regional hospital coordinator (Karen Moise)

Duration: Short term (less than 3 months)

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Region 9: Improvement Plan

Summary of Issue	Recommendation	Improvement Action	Responsible Party/Agency	Duration
Need to provide resources for a functional regional special- needs shelter.	Improve special-needs shelters.	Provide a permanent generator at the Kinesiology Center at Southeastern Louisiana University (SLU) <ul style="list-style-type: none"> Validate power assessment Provide fuel storage tanks 	Parish representative, designated regional hospital coordinator, the Department of Hospitals and Health (DHH), and the Department of Social Services (DSS)	Short term
		Review and validate nursing home/alternate care facility (ACF) evacuation plans to limit impact on regional special-needs shelters	Parish representative, designated regional hospital coordinator, DHH, and DSS	Short term
Need to provide resources for a functional regional special- needs shelter. (continued)	Improve special-needs shelters. (continued)	Validate a staffing plan for the special-needs shelter. <ul style="list-style-type: none"> Ensure credentialed staff members are designated to provide care (e.g., respiratory therapists, social workers for discharge planning, mental health professionals, pharmacy technicians, physician, registered nurse [RN]/licensed practical nurse [LPN], security). 	Parish representative, designated regional hospital coordinator, DHH, and DSS	Short term
		Establish a list of supplies for shelter operations (pre-position supplies as feasible/required).	Parish representative, designated regional hospital coordinator, DHH, and DSS	Short term
		Validate coordination requirements for supplies (establish designated point of contact [POC]).	Parish representative, designated regional hospital coordinator, DHH, and DSS	Short term

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Summary of Issue	Recommendation	Improvement Action	Responsible Party/Agency	Duration
Need to establish regional planning/coordination/cooperation structure	Establish regional planning/coordination/cooperation structure.	Establish a monthly coordination meeting for regional coordination issues. <ul style="list-style-type: none"> Include decisionmakers (e.g., hospital CEOs, parish representatives), designated regional coordinators for healthcare facilities, and emergency planners. 	Parish representatives Tommy Thiebaud and Mike Michalik and designated regional hospital coordinator/Karen Moise	Short term
		Provide availability of funding, establish full-time paid regional coordinator positions (State funded) to include healthcare facilities (NOTE: Health Resource Services Administration [HRSA] funding is only through 2008) and OEP coordinator and staff support.	Parish representatives Tommy Thiebaud and Mike Michalik and designated regional hospital coordinator/Karen Moise	Short term
Need to establish regional planning/coordination/cooperation structure (continued)	Establish regional planning/coordination/cooperation structure. (continued)	Develop a master plan with details on how to coordinate energy, staffing, medical, etc.	Parish representatives Tommy Thiebaud and Mike Michalik and designated regional hospital coordinator/Karen Moise	Short term
Need to plan for large evacuation response this upcoming hurricane season	Conduct mass evacuation planning.	Develop plans to implement evacuation at key decision points prior to landfall.	American Red Cross	Short term
Need to establish shelters within the impact area as a last resort only	Use every alternative prior to establishing shelters within the anticipated impact area.	Educate all response agencies on planning efforts.	American Red Cross	Short term
		Launch a comprehensive public information campaign to disseminate understanding of the plan.	American Red Cross	Short term
		Plan for evacuation of persons and temporary workers from temporary housing.	American Red Cross	Short term

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Summary of Issue	Recommendation	Improvement Action	Responsible Party/Agency	Duration
		Designate all shelters within impact area as “shelters of last resort.”	American Red Cross, a designated parish representative, Department of Social Services, representatives from parish school boards, faith-based groups, and local law enforcement	Short term
		Review and reallocate shelter capacity based on redistribution of population (e.g., as a result of temporary housing situation)	American Red Cross, a designated parish representative, Department of Social Services, representatives from parish school boards, faith-based groups, and local law enforcement	Short term
Need to establish shelters within the impact area as a last resort only (continued)	Use every alternative prior to establishing shelters within the anticipated impact area. (continued)	Evaluate structural integrity and availability of support structures (e.g., shower facilities, etc.) at existing shelters.	American Red Cross, a designated parish representative, Department of Social Services, representatives from parish school boards, faith-based groups, and local law enforcement	Short term
		Discuss action items/progress/status during MIMOM.	American Red Cross, a designated parish representative, Department of Social Services, representatives from parish school boards, faith-based groups, and local law enforcement	Short term
Federal, State, and local government agencies need to follow established plans and protocols during major events.	Ensure Federal, State, and local agencies have a full understanding of pertinent plans and protocols during a major event.	Establish regular coordination meetings at the State, regional, and local levels. <ul style="list-style-type: none"> • Develop a working group and conduct regular meetings. 	Governor’s Office of Homeland Security and Emergency Preparedness (GOHSEP) Parish OEP	Short term

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Summary of Issue	Recommendation	Improvement Action	Responsible Party/Agency	Duration
		Distribute updated plans throughout the region (conduct planning session to highlight roles/responsibilities within the plans). <ul style="list-style-type: none"> Provide information/ training throughout agencies on plans, especially for second teams. 	Governor’s Office of Homeland Security and Emergency Preparedness (GOHSEP) Parish Office of Emergency Preparedness (OEP)	Short term
		Educate decisionmakers, especially elected officials, on the contents of the plan.	GOHSEP and Parish OEP	Short term
Federal, State, and local government agencies need to follow established plans and protocols during major events. (continued)	Ensure Federal, State, and local agencies have a full understanding of pertinent plans and protocols during a major event. (continued)	Ensure resources are not distributed without prior coordination.	GOHSEP and Parish OEP	Short term
		Distribute point-of-contact (POC) lists to include agency organization charts and Continuity of Operations (COOP) plans.	GOHSEP and Parish OEP	Short term
Need GOHSEP representative at each impacted parish Emergency Operations Center (EOC) to facilitate coordination/cooperation at the State level	Determine staffing to provide for a State GOHSEP representative at each impacted parish EOC to facilitate coordination/cooperation at the State level.	Designate a GOHSEP representative to deploy to each impacted parish EOC for the duration of an incident.	GOHSEP, National Guard, Department of Defense (DoD) coordinating officer, and Federal Emergency Management Agency (FEMA)	Short term
		Designate a representative at the GOHSEP for each region to increase familiarity with the needs of the region.	GOHSEP, National Guard, DoD coordinating officer, and FEMA	Short term
		Establish written roles/responsibilities for new position.	GOHSEP, National Guard, DoD coordinating officer, and FEMA	Short term
		Ensure better situational awareness at the State level of impact on disaster within the region/parish.	GOHSEP, National Guard, DoD coordinating officer, and FEMA	Short term

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Summary of Issue	Recommendation	Improvement Action	Responsible Party/Agency	Duration
		Provide closure on information/resource requests	GOHSEP, National Guard, DoD coordinating officer, and FEMA	Short term
Need better coordination for all incoming resources throughout region <ul style="list-style-type: none"> Need to be able to most effectively use National Guard/DoD logistical, search and rescue, engineering, and communications capabilities 	Improve coordination for all incoming resources throughout the region. Improve coordination of incoming resources to include private sector resources/donated goods.	Pre-stage all incoming resources for use in the region.	GOHSEP, DoD, coordinating officer, and FEMA	Short term
Need better coordination for use of National Guard/DoD resources throughout region <ul style="list-style-type: none"> Need to be able to most effectively use National Guard/DoD logistical, search and rescue, engineering, and communications capabilities (continued) 	Improve coordination of National Guard and DoD resources throughout the region. Improve coordination of incoming resources to include private sector resources/donated goods. (continued)	Ensure that resources are assigned with a Time Phased Force Deployment List (TPFDL) to arrive rapidly in priority order.	GOHSEP DoD, coordinating officer, and FEMA	Short term
		Coordinate deployment prior to arrival.	GOHSEP, DoD, coordinating officer, and FEMA	Short term
Need better coordination for all incoming resources to include private sector resources/donated goods	Determine better coordination methods for all incoming resources, including private sector resources and donated goods.	Establish logistics representatives for key commodities/disciplines at State and parish levels.	GOHSEP, National Guard, DoD coordinating officer, and FEMA	Short term
		Conduct training for all logistics representatives.	GOHSEP, National Guard, DoD coordinating officer, and FEMA	Short term
		Use the State to assist with managing resources (such as regional donated goods warehouses).	GOHSEP, DoD coordinating officer, and FEMA	Short term

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Summary of Issue	Recommendation	Improvement Action	Responsible Party/Agency	Duration
		Develop capability to track all requested and received resources regionally from time of order to final disposition.	GOHSEP, DoD coordinating officer, and FEMA	Short term
		Ensure use of National Incident Management System (NIMS) resource typing.	GOHSEP, National Guard, DoD coordinating officer, and FEMA	Short term
		Enhance statewide information management systems to allow for tracking of requests.	GOHSEP, National Guard, DoD coordinating officer, and FEMA	Short term
		Create a national campaign for donated goods (inform public/private sector on appropriate goods to donate).	GOHSEP, DoD coordinating officer, and FEMA	Short term
Need better coordination for all incoming resources to include private sector resources/donated goods (continued)	Determine better coordination methods for all incoming resources, including private sector resources and donated goods. (continued)	Educate public/private sector on process for donation of goods.	GOHSEP, National Guard, DoD coordinating officer, and FEMA	Short term

PART 2: ANALYSIS OF STATE ISSUES

Discussions during the State After-Action Conference covered a broad spectrum of issues and concerns. Participants attending the State Conference focused primarily on the State's significant immediate support challenges, which became greater after the storm dissipated. During the conference, the State participants separated into functional areas to discuss and prioritize its most important issues. The State functional groups then identified their priorities as was appropriate to their Emergency Support Functions (ESFs) and developed an Improvement Plan to help mitigate, prepare for, respond to, and recover from the effects of such catastrophic events in the future.

Participants thought the single most critical issue that affected all ESFs was the lack of communications interoperability once the hurricane damaged or destroyed much of the existing communications infrastructure. When it was finally restored, it was quickly overwhelmed by the immense demand for use. Local cellular telephone towers were down, rendering cellular telephones inoperable. Installing repeaters for high-band helped intra-agency communications but did not allow for cross-agency communications. The lack of a redundant communications system, as opposed to communications interoperability, was the main issue.

Participants also felt that the communications issue involved more than simply acquiring new equipment. The inability of State leaders to communicate using landline telephones, cellular telephones, Blackberries, and radios deprived them of situational awareness when they needed it most. Communications between the State and many of the parishes were also problematic. The communications systems that remained functional were overloaded. When messages did get through, they were often significantly delayed. Inaccurate and outdated point of contact (POC) lists made it difficult to conduct effective coordination.

The Communications Emergency Support Function 2 to the State Emergency Operations Plan (EOP) must be updated to incorporate lessons learned from Hurricanes Katrina and Rita. Potential solutions to the communications equipment shortages/outages include coordination with private-sector vendors and for Emergency Management Assistance Compact (EMAC) States to arrange equipment replacement in advance. The State must also develop contingency plans and procure backup communications systems. Participants also recommended a centralized telephone bank for consideration. Onsite liaison with military representatives must be included in the revision of Standard Operating Procedures (SOPs).

The communications interoperability issues identified by the State participants will not be included in the Improvement Plan matrix to eliminate redundancy throughout the report.

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

**EMERGENCY SUPPORT FUNCTIONS (ESFs) #5 – UNIFIED
COMMAND, #14 – FINANCE, AND #15 – PUBLIC INFORMATION**

The Unified Command, Finance, and Public Information groups came from homeland security, legal, finance, public affairs, interior, the U.S. Coast Guard (USCG), and the Inspector General (IG), to name a few. Of particular note was the active involvement of four State Cabinet members in the group's identification of critical issues and development of a course for resolution.

During discussion sessions, the group covered an array of issues and noted those that required immediate attention, including the following:

- ◆ A Unified Command approach must serve as the foundation for response and recovery. This includes the adoption of and compliance with the National Incident Management System (NIMS)/Incident Command System (ICS). The group considered this a top priority at all public safety levels across the State (to include the Federal Government). The group recognized that institutionalizing the practices and principles inherent in NIMS/ICS will require intensive training and exercises; participants also recognized that this will take time and money. The placement of the Office of Homeland Security and Emergency Preparedness directly under the governor was viewed as a positive step in implementing a Unified Command approach.
- ◆ The group focused considerable attention on resolving issues that could make a difference in preparedness over the next 3 months in advance of the hurricane season. This included various training requirements, expedited procurement and payment procedures, a more robust and coordinated public information office, revisions to the Emergency Support Functions (ESFs), and establishing incident management teams.
- ◆ Addressing the shortfall in State finances to support future hurricane efforts was viewed as an urgent priority. As a first step, the group thought the Federal and State governments needed to resolve reimbursement issues arising from Hurricanes Katrina and Rita.
- ◆ A variety of communication issues emerged as well. In addition to a more robust public information office, the group recommended a statewide call center be put in place (similar to 2-1-1 centers in other States). Communication protocols across all levels of government need to be improved substantially. The group also noted that a hardened, interoperable communications infrastructure is essential. Although a long-term goal, efforts need to start now to put this infrastructure in place.
- ◆ Legislative actions were also discussed, especially amendments to the Stafford Act. Louisiana's congressional delegation needs to be properly informed on the specifics of these revisions, and the rationale behind and benefits of these changes. Most participants doubted, however, that the U.S. Congress would act in time to remedy these shortcomings in advance of the next hurricane.

Other issues surfaced during the discussions, such as sheltering and transportation, but this group anticipated these would be dealt with more thoroughly in each of the regions.

Issue 1 – The National Response Plan (NRP) and Unified Command: Participants in this State breakout group identified the primary issue to be addressed was the proper execution of Unified Command and establishing who is in charge. The group, composed of many senior officials within the

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Governor's Office and Cabinet Secretaries, perceived that the Federal Government did not follow the NRP. Participants discussed instances when portions of the Unified Command plans, which were based on observations and first-hand knowledge of the situation, were redirected by the Federal Government for political purposes or as a result of misinformation. There needed to be a Unity of Command and a Unity of Effort led by the Unified Command.

Corrective Action: Participants suggested that key personnel, including the U.S. Department of Homeland Security (DHS) Secretary, participate in the upcoming Louisiana Senior Officials Exercise (SOE) on May 16, 2006; the Region VI Tabletop Exercise (TTX) on May 17 and 18, 2006; and the functional exercise scheduled for May 23 and 25, 2006. Additionally, it is imperative that the Federal Government participate in other training to understand better the underlying tenets of the NRP. Key people, such as the Federal Coordinating Officer (FCO), State Coordinating Officer (SCO), and DHS representatives, should meet to ensure everyone has a clear understanding of the NRP as it relates to roles and responsibilities across the Federal, State, and local levels.

Responsible Agency: Governor's Office for Homeland Security and Emergency Preparedness (GOHSEP) and the Attorney General.

Duration: A short term of less than 3 months for upcoming May 2006 exercises and having key points of contact [POCs] get together; as new POCs fill these positions over time, it is imperative that these training activities and meetings continue to make sure the NRP is followed and that new personnel understand roles and responsibilities.

Issue 2 – Training: Participants in the Unified Command breakout group thought it was imperative that everyone, from elected and appointed senior officials to lower level positions within Emergency Operations Centers (EOCs), understand the NRP—including chain of command; how to coordinate Federal, State, and local levels; and State involvement in the Joint Field Office (JFO) structure. Attendees identified the need for key people to participate in upcoming training and exercises. Many individuals are still unfamiliar with the NIMS and ICS and need to be trained on their implementation during a catastrophic incident. Participants noted that training needs to include improving the task flow and management from ESF to Operations Officer, to planners, and finally to action. Training should also emphasize building a better understanding of the command structure from ESF to EOC.

Corrective Action: An Executive Order needs to be issued calling for NIMS/ICS training and compliance. Participants thought there needed to be sufficient incentives for State and local elected officials to participate in the training; incentives proposed included firing for nonparticipation and/or having grant funding tied directly to NIMS/ICS training compliance. Training also needs to be validated, which could be done with a NIMS certification database. Senior officials could take advantage of venues where appropriate participants might be gathered (e.g., the Conference of Mayors) to complete training. Finally, funding sources need to be identified for training.

Responsible Agency: GOHSEP and AG

Duration: All of these should be addressed in the short (less than 3 months) to medium (3 to 12 months) timeframe.

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Issue 3 – Reimbursement of Funds: Current statutory limits (per the Stafford Act) force agencies to finance response efforts imaginatively; as a result, agencies at the State and parish levels are faced with huge maintenance and replacement costs as a result of Hurricanes Katrina and Rita, and they do not presently have the necessary funds to recover. Primary missions still need to be accomplished, but agencies are under funded. Participants thought there was an immediate need to expedite reimbursements and properly plan future decisions about finance before an emergency. According to one of the participants, more than 4,000 reimbursement applications have been filed; the same participant thought it was not the Federal Emergency Management Agency (FEMA), but DHS holding up this process. Approval criteria vary by region, further adding to the confusion.

Corrective Action: The DHS needs to review reimbursement eligibility under the Stafford Act. Additionally, consistent approval criteria across State and regional levels may be helpful. Finally, reimbursement paperwork that has been submitted should be reviewed for accuracy to help avoid further delays.

Lesson Learned:

Working with the Legislative Auditor's Office worked well for the reimbursement of funds.

Responsible Agency: Getting DHS to understand eligibility should be done by Congressional delegations for all affected States – working together with the Governor's Office. Regarding consistency in interpretations and verification of paperwork accuracy, this should be done by GOHSEP/Louisiana Recovery Authority (LRA), FEMA Inspector General, and the Louisiana Legislative Auditor's Office.

Duration: Short term (less than 3 months); if funds are not expedited, these agencies will not be able to sustain operations, and they would definitely not be able to respond to another catastrophic incident because their resources are so severely limited.

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Unified Command/Finance/Public Information Improvement Plan

Summary of Issue	Recommendation	Improvement Action	Responsible Party/Agency	Duration
National Response Plan (NRP) <ul style="list-style-type: none"> • Execution of the NRP and Joint Field Office by the Federal Government • Unified Command did not always work through JFO • Perceived redirecting operations without coordinating through State 	Ensure all response agencies follow the National Response Plan (NRP) and work through the Joint Field Office (JFO) to better coordinate with State and local operations.	Ensure Federal agencies are involved in the upcoming May 2006 Senior Officials Exercise (SOE), Tabletop Exercise (TTX), and Functional Exercise.	USDHS/FEMA	Short term
		Ensure Improvement Plan leads, including Federal Coordinating Officer (FCO), State Coordinating Officer (SCO), U.S. Department of Homeland Security (DHS) point of contact (POC), including the DHS secretary, are identified before the incident. Gather all identified Improvement Plan leads for a preincident meeting.	USDHS/FEMA	Short term

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Summary of Issue	Recommendation	Improvement Action	Responsible Party/Agency	Duration
<p>Improve and Expand National Incident Management System (NIMS)/Incident Command System (ICS) Training</p> <ul style="list-style-type: none"> Understanding the NRP – who is in charge; how to coordinate Federal with State and local (State involvement in JFO structure) Training for officials – elected, appointed, cabinet level Key personnel participation Within Emergency Operations Center (EOC) operations – Improve task flow/management from Emergency Support Function (ESF) to Operations Officer to planners to action; understand command structure from ESF to EOC 	<p>Begin work between the State, parishes, regions to improve and expand Incident Command System (ICS) and National Incident Management System (NIMS) training at all levels of government. The training program should increase overall understanding of the National Response Plan (NRP), clarify State involvement in the Joint Field Office (JFO) structure, provide training for elected and appointed officials, including State cabinet-level officials, create participation standards, and clarify chain of command within Emergency Operations Center (EOC) operations.</p>	Secure Executive Order for ICS and NIMS training.	GOHSEP, State Attorney General	Short term
		Consider the creation of a policy for termination of employment because of nonparticipation.	GOHSEP, State Attorney General	Medium term
		Consider the creation of an incentive for State and local elected official training (e.g., no grant funding if not trained).	GOHSEP, Local Officials	Short-to-medium term
		Establish system for tracking training participation and performance (e.g., create NIMS certification database that includes a training scorecard).	GOHSEP	Short-to-medium term
		Create plan to leverage existing State and local venues for training, (e.g., Conference of Mayors).	GOHSEP	Short-to-medium term
		Identify funding sources for training.	GOHSEP	Short-to-medium term
<p>Reimbursement of funds from Katrina and Rita (State and parishes)</p>	<p>Expedite the process for reimbursing State and parish expenditures from Hurricanes Katrina and Rita.</p>	Work with the DHS to ensure Stafford Act can meet catastrophic disaster needs.	Congressional delegation (all affected States), The Governor's Office	Short term
		Work with regions to ensure reimbursement eligibility regulations are consistently interpreted at the State and local levels.	GOHSEP, Louisiana Recovery Authority, Federal Emergency Management Agency (FEMA) Inspector General, Louisiana Legislative Auditor	Short term
		Review existing reimbursement paperwork for accuracy.	GOSHEP, Louisiana Recovery Authority, FEMA Inspector General Louisiana Legislative Auditor	Short term

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Summary of Issue	Recommendation	Improvement Action	Responsible Party/Agency	Duration
Stafford Act must be revised to address catastrophic events and precontracting issues	Revise the Stafford Act to address catastrophic events and the need for precontracting agreements.	Facilitate discussions with the Congressional delegations from each impacted State to ensure they understand current limitations under the Stafford Act.	The Governor's Office, GOHSEP	Short term
		Secure an additional funding source for State emergency response programs.	The Governor's Office, GOHSEP	Long term
Improved education and understanding as it relates to funding (e.g., some funding cannot be used for operations) before the disaster	Improve education and training as they relate to the use of predisaster funds from Federal and State funding mechanisms.	State agencies should send representatives to a class which provides education on funding.	GOHSEP	Medium term
		Conduct training on ESF #14 – Economic Stabilization, Community Recovery and Mitigation.	GOHSEP	Medium term
Create a Unified Command plan to address issues relating to communications at State and local levels across disciplines. There is also a need for a communications plan.	Create a Unified Command and communications plan to address issues relating to communications at State and local levels across all disciplines.	Identify and document the Unified Command structure and Unified Command protocols.	State Police, GOHSEP, Army National Guard	Medium term
		Develop communications plan.	State Police, GOHSEP, Army National Guard	Medium term
		Test the communications plan in a TTX.	State Police, GOHSEP, Army National Guard	Medium term
Issues relating to Public Information: <ul style="list-style-type: none"> • Joint Information Center (JIC) structure worked but was not activated early enough; activated without Federal assistance • Staffing of Public Information Officer (PIO) office was not included in the JIC but 	Develop plans in the State Public Information Office. These plans should address issues, including the following: <ul style="list-style-type: none"> • The JIC structure was not activated early enough. • Without Federal assistance, the JIC staff should include elected officials (e.g. the Insurance Office and the 	Create field public information officers that liaise with the regions and the parish governments.	The Governor's Office, GOHSEP	Short term
		Create Governor's Office teams that include PIOs.	The Governor's Office, GOHSEP	Short term
		Create central list of trained personnel and their regional and parish locations.	The Governor's Office, GOHSEP	Short term
		Revise the current Public Information Catastrophic Plan.	The Governor's Office, GOHSEP	Short term (In Progress)

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Summary of Issue	Recommendation	Improvement Action	Responsible Party/Agency	Duration
<ul style="list-style-type: none"> included elected officials (e.g., insurance office and Attorney General) Public information issues – meeting mass number of calls and media requests was beyond scope of staff Dealing w/VIPs 	Attorney General’s Office). <ul style="list-style-type: none"> The JIC lacked a staffing plan for catastrophic events that ensures a sufficient number of personnel to answer an increased number of calls and media requests. JIC personnel need to be trained on how to interact with VIPs. 	Ensure comprehensiveness of the State plan.	The Governor’s Office, GOHSEP	Short term
<ul style="list-style-type: none"> PIO/Training Need method for everyone (e.g., public) to understand their roles and provide information to the public (templates may create pigeon-holed messaging; messages will be different at every level) 	The State PIO office needs to establish an education program that educates the State, regional, and parish governments and the general public on their roles and responsibilities during a catastrophic event.			
Review of ESF functions between primary and secondary responsibilities <ul style="list-style-type: none"> Establishing Incident Management Teams Need comprehensive asset list (e.g., buildings and vehicles) Regionalization Train-the-trainer courses (method to deploy from local level and up) 	To determine Federal, State, and local agency responsibilities.	Ongoing.	Lead ESF/GOHSEP	Short term
	Establish incident management teams.	Ongoing.	Lead ESF/GOHSEP	Short term
	Create a comprehensive asset list.	Ongoing.	Lead ESF/GOHSEP	Short term
	Address the issues that were identified with regionalization.	Ongoing.	Lead ESF/GOHSEP	Short term
	Conduct train-the-trainer courses.	Ongoing.	Lead ESF/GOHSEP	Short term

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

**EMERGENCY OPERATIONS CENTER (EOC) (EMERGENCY
SUPPORT FUNCTIONS [ESFs] #2 – TELECOMMUNICATIONS
AND #5 – EMERGENCY MANAGEMENT)**

The Emergency Operations Center (EOC) and communications group discussion began with an overview of the overarching issues that had been provided by the participants of the three Regional Conferences conducted on March 1, 2, and 3. The group discussed needs within the State to ensure accurate and effective interagency coordination and communications among the various State agencies sharing information. There was overall agreement that the State must more aggressively provide education and training on National Incident Management System (NIMS)/Incident Command System (ICS). The group thought it essential that each agency should conduct a thorough review to ensure all State agencies and Emergency Support Functions (ESFs) have a complete and accurate understanding as to their roles in preparing for and conducting a response to a catastrophic incident.

The Governor's Office for Homeland Security and Emergency Preparedness (GOHSEP) chief of operations demonstrated exceptional leadership skills in emergency response and recovery activities involving multiple State, parish, city, and private sector response and support organizations. EOC roles and responsibilities were not well defined, and the Emergency Operations Plan (EOP) was inadequate. As a result, the EOP, to include ESFs and standard operating procedures (SOPs), are either being developed or revised. However, in most cases, authority was properly delegated, decisions were made in a timely manner, and resources were allocated upon request and prioritization. Most members of the EOC were familiar with the State EOPs and procedures, but indicated that the EOP was in dire need of revision for a catastrophic incident.

State agency officials and other key personnel were present in the EOC when critical decisions needed to be made. Participants were satisfied with how the governor and department heads faced critical decisions. State agencies were aware of, and respected, the expertise and authority of the GOHSEP staff during response and recovery operations. State agencies were also aware of their roles and responsibilities and responded according to policies and procedures; however, they expressed a need for formal written roles and responsibilities. The decisionmaking processes integrated other coordinating agencies within the State EOC (SEOC).

ESF agency representatives agreed that their presence in the SEOC gave them an opportunity to learn and enhance their capabilities and needs. Most participating agencies believed that the SEOC is sufficiently staffed, and personnel were dedicated to a variety of specific support roles during a normal event; however, Hurricanes Katrina and Rita brought a whole new meaning to catastrophic response and recovery. The presence of a variety of agency representatives not typically involved in a response, training, or exercise benefited all participants.

EOC personnel were able to identify useful external resources. Participants identified the need to establish better procedures for the direction and control of internal and external resources. Most support agencies maintained current lists of State and local resources and had resource-tracking systems, while others established needs and secured supplies that were not currently integrated into the State and local plans and procedures.

Communications issues were identified that impacted the State's ability to support the local jurisdictions in the most efficient manner. These communications issues were attributable both to

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

infrastructure and technology. The infrastructure-related communications issues involved maintaining information flow from the SEOC to counterparts at the Federal and local levels. Many requests went unanswered or unacknowledged in some cases. State officials sought guidance and resource support both in the field and in the SEOC, but found that for the most part, they had to address issues internally.

Technical issues typically occur during any large-scale incident. Cellular telephones have always been, and may continue to be, unpredictable and unreliable because a weather-related disaster can cause damage to towers, and providers can become overloaded with an influx of calls, all resulting in system failures. Although the majority of the ESF personnel are familiar with the concept of the EOC and train in its operations, several individuals identified the need to provide additional training on the E Team information messaging system. State agencies have learned not to rely only on one form of communication. This allowed them greater flexibility to communicate within their agency when cellular and satellite telephones failed.

The following are the significant issues identified by the EOC participants.

Issue 1 – EOP: Participants thought the current State EOP was inadequate for managing an emergency or disaster. State agencies may not be aware of their roles and responsibilities, because the ESF does not assign them. Additionally, SOPs are inconsistent with both the ESFs and the National Response Plan (NRP). In many cases, a State ESF may not be able to sustain operations during a catastrophic incident. In addition to inadequate State plans, there is a general lack of knowledge of ESF/EOC operations and NIMS/ICS that greatly reduces the State's effectiveness to respond to a major crisis.

Corrective Action: The current plan must be revised and followed by a tabletop exercise (TTX) for validation. ESF Continuity of Operations (COOPs) Plans also need to be developed. In conjunction with the development of plans, education and training on several important topics must take place at multiple levels. Key leaders must receive training on the new plans so that they are fully aware of their personal and organizational responsibilities. Widespread training on the NIMS/ICS must take place to increase compliance. State agencies must be educated on the ICS/EOC interface. To ensure individuals and organizations stay current on these skills, annual refresher training must take place. The plan must be exercised annually, both to revalidate it and ensure everyone is familiar with their roles and responsibilities. Finally, an After-Action Report (AAR)/Improvement Plan (IP) must be developed.

Responsible Agency: GOHSEP

Duration: Long Term (3 months to more than 1 year)

Issue 2 – Communications: Participants expressed that communications failure and poor information management greatly impaired emergency management operations. The current communication capability is perceived to be insufficient for a catastrophic incident and supporting State agencies do not have redundant communications systems. Participants also discussed how the E Team incident management software did not rapidly report and sort information, was not user-friendly, and did not provide situational awareness.

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Corrective Action: Before making changes to the current communications system, existing working groups should determine which State agencies need interoperability. The State must also identify interim corrective measures, such as modifications of current software and existing communications systems until new software and systems are fielded. In the midterm to long-term, research must be conducted to identify and acquire more effective information management software and redundant communications capabilities such as emergency satellite capability.

Lesson Learned:

Conference calls with local areas regarding evacuation process and national weather service intelligence worked well.

Responsible Agency: GOHSEP

Duration: Long term (3 months to more than 1 year)

Issue 3 – EOC Operations and Political Leaders: Political leaders need access to critical information and sometimes require the use of limited resources, such as transportation, to visit stricken areas. However, participants expressed that at times, such visitors can easily distract emergency management operations that are already overwhelmed by a complex and challenging situation.

Corrective Action: The State needs to establish a government affairs desk at a central location separate from the EOC to respond to inquiries and requests for support from political leaders.

Responsible Agency: GOHSEP and Division of Administration (DOA)

Duration: Short Term (less than 3 months)

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

THIS PAGE INTENTIONALLY LEFT BLANK

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Emergency Operations Center (EOC) Improvement Plan

Summary of Issue	Recommendation	Improvement Action	Responsible Party/Agency	Duration
<p>Current State plan is inadequate for managing an emergency or disaster:</p> <ul style="list-style-type: none"> Lack of knowledge of Emergency Support Function (ESF)/Emergency Operations Center (EOC) operations State agencies may not be aware of their roles and responsibilities because the ESFs do not assign them Standard operating procedures (SOPs) are consistent with neither ESFs nor the National Response Plan (NRP) Lack of National Incident Management System (NIMS)/Incident Command System (ICS) knowledge State ESFs may not be able to sustain operations during a catastrophic event ESFs do not assign roles and responsibilities for State agencies 	<p>Revise the current State Emergency Operations Plan (EOP) to better address management of catastrophic events. The revised EOP should improve knowledge of the Emergency Support Functions (ESFs) and of Emergency Operations Center (EOC) operations; improve knowledge of State agency roles and responsibilities in the EOC because they are not assigned by the ESFs; ensure consistency of standard operating procedures (SOPs) with ESFs and the National Response Plan (NRP); improve State, regional, and parish knowledge of Incident Command System (ICS) and National Incident Management System (NIMS); improve the State's ability to sustain operations during a catastrophic event, and assign roles and responsibilities for State agencies.</p>	Hold ESFs workshops to revise plans and procedures.	GOHSEP, State Agencies, Parish Emergency Managers and Hurricane Task Force	Short term
		Hold education and training on new and revised plans.	GOHSEP, State Agencies, Parish Emergency Managers and Hurricane Task Force	Short term
		Conduct a tabletop exercise (TTX) to validate the new and revised plans.	GOHSEP, State Agencies, Parish Emergency Managers and Hurricane Task Force	Short term
		Develop an After Action Report (AAR) and Improvement Plan (IP) from the TTX.	GOHSEP, State Agencies, Parish Emergency Managers and Hurricane Task Force	Short term
		Hold annual refresher training on plans.	GOHSEP, State Agencies, Parish Emergency Managers and Hurricane Task Force	Long term
		Exercise plans annually.	GOHSEP, State Agencies, Parish Emergency Managers and Hurricane Task Force	Long term
		Hold State agency training on the ICS/EOC interface.	GOHSEP, State Agencies, Parish Emergency Managers and Hurricane Task Force	Short term
		Hold State, regional, and parish raining and exercising on NIMS/ICS.	GOHSEP, State Agencies, Parish Emergency Managers and Hurricane Task Force	Long term
		Develop Continuity of Operations (COOP) plans for each ESF.	GOHSEP, State Agencies, Parish Emergency Managers and Hurricane Task Force	Long term

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Summary of Issue	Recommendation	Improvement Action	Responsible Party/Agency	Duration
Federal, State, and local agencies do not use interoperable information and communications systems: <ul style="list-style-type: none"> • Communications <ul style="list-style-type: none"> – Current communication capability is insufficient for a catastrophic event – Supporting State agencies do not have redundant communications systems/inform action management systems 	Improve Federal, State, and local agencies access to and use of interoperable information and communications systems. This improved access should include improving the E Team system to enable rapid reporting and data analysis. The system should be more user-friendly and should provide greater situational awareness. Also, Federal, State, and local agencies should improve the ability of their existing communications systems to operate in a catastrophic event and establish redundant communications systems.	Identify interim corrective measures, such as modifications to current software systems.	GOHSEP Louisiana State Police and NG Federal Emergency Management Agency (FEMA)	Medium term
		Research additional, alternate, or replacement software solutions.	FEMA	Medium term
		Identify robust redundant communications capabilities (e.g., emergency satellite capability).	GOHSEP Louisiana State Police and NG	Medium term
		Consider modifications to existing systems.	GOHSEP Louisiana State Police and NG	Medium term
		Existing working groups should determine whether State agencies need an interoperable communications capability.	GOHSEP Louisiana State Police and NG	Medium term
EOC operations interrupted by well-meant political influence.	Prevent Emergency Operations Center (EOC) operations from being interrupted by well-meant political influence.	Need to establish a government affairs desk at a central location separate from the EOC.	GOHSEP, Division of Administration (DOA) Governor’s Legislative Director	Short term
EOC operations interrupted by media.	Prevent Emergency Operations Center (EOC) operations from being operations interrupted by the media.	Relocate the Joint Information Center (JIC) to an offsite location.	Governor’s Public Information Officer (PIO) All State Agencies PIOs	Short term
Staffing: <ul style="list-style-type: none"> • Staffing plan is inadequate • Transition from predisaster to a disaster situation 	Ensure adequate staffing is available, and plan for the transition from predisaster to a disaster situation.	Use interagency agreement—appropriate training.	Support/Gaining Agencies Legislative Action Committee Department of Administration	Short term
		Establish regional coordinators.	GOHSEP Legislative Action Committee Department of Administration	Long term

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Summary of Issue	Recommendation	Improvement Action	Responsible Party/Agency	Duration
Predisaster contracts need to be prepared and executed for resources.	Prepare to execute predisaster contracts for the acquisition of resources.	Discuss interim plan with DOA.	GOHSEP Legislative Action Committee DOA	Short term
		Discuss options for funding a disaster fund.	GOHSEP Governor's Office	Long term
Federal agencies running independent operations may cause redundancy in resource allocation.	Eliminate redundancies in resource allocation caused by Federal agencies running independent operations.	Establish State liaisons in the affected area.	GOHSEP Legislative Action Committee Department of Administration	Short term
		Activate and deploy mobile incident command team.	GOHSEP Legislative Action Committee Department of Administration	Long term
Lack of incident management team with mobile command post.	Establish an incident management team with mobile Command Post.	Identify incident management team.	GOHSEP Legislative Action Committee Department of Administration	Short term
		Acquire a mobile Command Post.	GOHSEP Legislative Action Committee Department of Administration	Long term
State EOC is inadequate for a catastrophic event.	Create a State Emergency Operations Plan (EOC) that has the capability to manage operations during a catastrophic event.	Stand up independent Command Posts.	Each Agency	Long term
		Acquire mobile Command Post trailers.	GOHSEP	Short term
		Expand existing EOCs.	GOHSEP	Long term
There is not always State representation at Disaster Recovery Centers (DRCs) in a catastrophic event.	Ensure State representation at Disaster Recovery Center (DRC) during a catastrophic event.	Develop an interagency agreement.	Support/Gaining Agencies	Short term
State EOC became a 9-1-1 center by default when all the coastal 9-1-1 centers were out of service.	Create plans to prevent the State Emergency Operations Center (EOC) from becoming a 9-1-1 center when all the coastal 911 centers were out of service.	Refine existing call center concept.	Parish 9-1-1 Centers	Short-to-long term

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Summary of Issue	Recommendation	Improvement Action	Responsible Party/Agency	Duration
Lack of enough pre-positioning of resources: <ul style="list-style-type: none"> • Special-needs shelters (including fuel and commodities) • Other locations 	Increase the pre-positioning of resources at special-needs shelters and other locations.	Pre-position 3 days of meals ready to eat, water, etc., provided by other agencies	GOHSEP Each Agency FEMA Legislative Action Committee Department of Administration	Short-to-long term
Need improved information sharing among responding agencies to provide situational awareness.	Improved information sharing among responding agencies to provide situational awareness.	Develop standardized Situation Reports (SITREP's).	Local EOCs State ESF Leads and Support Agencies Legislative Action Committee Department of Administration	Short term
		Develop postevent checklists.	Local EOCs State ESF Leads and Support Agencies Legislative Action Committee Department of Administration	Short term

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

EMERGENCY SERVICES (EMERGENCY SUPPORT FUNCTIONS [ESFs] #4 – FIREFIGHTING; #9 – SEARCH AND RESCUE; #10 – OIL SPILL, HAZARDOUS MATERIALS [HAZMAT], AND RADIOLOGICAL; #13 – PUBLIC SAFETY AND SECURITY)

Emergency services participants discussed key issues that occurred throughout the State in all phases of Hurricanes Katrina and Rita. The group took little time to come to a consensus on their top issue, which was the total failure of the communications system, both in terms of technical systems and intra- and interagency communications. The group identified the lack of backup systems and a comprehensive communications plan as well as general confusion about to whom information should be communicated as characteristic of this issue.

Additionally, participants identified a lack of effective command structure at the parish level, to include lack of implementation of National Incident Management System [NIMS]/Incident Command System (ICS), which adversely affected rescue and recovery operations. Furthermore, participants agreed that insufficient preparation and planning resulted in a slow and ineffective response. Many of the other identified issues centered on a common theme that either no plans were in place to address the events they faced, or what plans there were failed to address such devastation and thus, were woefully inadequate.

Issue 1 – Command Structures and NIMS/ICS Training: Participants discussed how the lack of effective command structures and understanding of NIMS/ICS, particularly at the parish level, adversely affected rescue and recovery operations. In many places, there was no command structure at the parish level. Few people in parish EOCs appeared familiar with proper planning, NIMS, or ICS. Compliance was not universal among those who were knowledgeable. It was the perception of participants that many emergency management agency (EMA) directors are not well-trained, because for many, this is a part-time job. Limited training resources exacerbate the problem, but participants thought the lack of Unified Command training was particularly evident.

Corrective Action: Legislation must be passed that prescribes mandatory NIMS/ICS training for designated government officials, particularly at the parish level.

Responsible Agencies: Governor’s Office, State and parish agencies

Duration: Short to Long Term (3 months to more than 1 year)

Issue 2 – EOPs: Participants noted that slow and ineffective response to Hurricane Katrina reflected a lack of adequate planning and preparation. Search and rescue assets were pulled off of search and rescue missions to transport people due to extreme conditions. There was also no apparent State plan for stockpiling supplies and medical resources. Many of the issues were identified following Hurricane Pam, but no action had been taken to remedy the problem. Participants also thought plans for employment of Emergency Support Function (ESF) #4 – Firefighting, were also inadequate for this kind of disaster.

Corrective Action: Current plans must be revised and incorporate lessons learned from Hurricane Katrina. These plans must be flexible to accommodate a range of situations. The plans should be developed and reviewed by the appropriate ESFs. Once the plans have been revised, effective, periodic

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

training must be conducted to ensure all ESFs can execute the plan during a future disaster. Participants also recommend that the Fire Service be separated from the Forestry Service.

Responsible Agencies: ESF agencies

Duration: Short to Medium Term (3 months to 1 year)

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Emergency Services Improvement Plan

Summary of Issue	Recommendation	Improvement Action	Responsible Party/Agency	Duration
Lack of Command Structure: <ul style="list-style-type: none"> National Incident Management System (NIMS)/Incident Command System (ICS) Training and Exercises 	Ensure elected officials have a working knowledge of National Incident Management System (NIMS)/Incident Command System (ICS).	Establish NIMS/ICS training for elected officials.	Governor’s Office, State and Parish Agencies	Short-to-long term
Planning: <ul style="list-style-type: none"> Knowledge of plans Inadequacy of plans: <ul style="list-style-type: none"> Emergency Support Function (ESF) #4 – Firefighting Implementation of plans 	Improve the functionality and stakeholder knowledge of existing plans.	Improve the flexibility of existing plans.	Primary and Support ESF Agencies	Short-to-medium term
		Revise the ESFs to make them more applicable to regional issues.	Primary and Support ESF Agencies	Short-to-medium term
		Plan a review between primary and support ESFs.	Primary and Support ESF Agencies	Medium term
		Separate the Fire Service from the Forestry Service.	Primary and Support ESF Agencies	Medium term
		Institute a training regime to familiarize stakeholders with the new plans and procedures.	Primary and Support ESF Agencies	Medium term
Regionalization/Statewide Mutual-Aid Agreements (MAAs)	Develop and improve existing regional and statewide mutual-aid agreements (MAAs).	Ensure regions are uniform and get buy in from local elected officials.	GOHSEP	Medium term
Logistics: <ul style="list-style-type: none"> Acquisition of Resources/ Constant changes in 	Improve the existing logistics procedures for all modes of travel.	Streamline the emergency funding process.	Federal/State/Local	Medium term
		Establish preincident agreements with vendors/suppliers.	Department of Agriculture	Short term

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Summary of Issue	Recommendation	Improvement Action	Responsible Party/Agency	Duration
procedures, processes, and personnel at the Federal level <ul style="list-style-type: none"> • Transportation: <ul style="list-style-type: none"> – Waterways, Highways, Airways – FEMA prevented access to Fuel Suppliers • Medical: <ul style="list-style-type: none"> – Lack of Medical Transport 	Ensure sufficient medical resources (human and material) are on hand before a catastrophic emergency.	Ensure prestaging medical supplies.	Department of Health and Hospitals	Short term
Management of Self-Deploying Volunteers	Create plans to manage self-deploying volunteers.	Develop discipline specific precredentialing of volunteers.	Primary ESF	Medium term
Stafford Act: <ul style="list-style-type: none"> • Knowledge/Under-standing • Revisions 	Improve stakeholder knowledge of the Stafford Act.	Create training and education programs on the Stafford Act.	Primary ESF	Short-to-medium term

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

HUMAN SERVICES ISSUES (EMERGENCY SUPPORT FUNCTIONS [ESFs] # 6 – MASS CARE, HOUSING AND HUMAN SERVICES AND # 8 – HEALTH AND MEDICAL SERVICES)

The human services breakout group contained representatives from Federal and State agencies closely tied to Emergency Support Function (ESF) # 6 – Mass Care and ESF 8 – Health and Medical Services. The discussion centered on the issues and lessons learned from sheltering, tracking, and caring for the large and diverse population that required food, housing, and medical care during Hurricanes Katrina and Rita. The group comprised State agencies that led this effort, including the Department of Social Services (DSS) and Department of Health and Hospitals (DHH). Private and non-government organization (NGO) representatives such as Louisiana State University (LSU) Healthcare and the American Red Cross provided insight into how coordination between public and private organizations did and should occur. In addition, supporting State agencies such as the Department of Corrections and Office of Youth Development drew out the intricacies and depth of issues, such as mass sheltering and tracking of individuals and families.

Although the three main issues from the group were sheltering, transportation, and communications, the discussion largely focused on sheltering and related issues. Participants agreed on the need to identify suitable locations for shelters throughout the State, including pre-designated long-term shelters for general and special-needs populations. The group was passionate both about the need for emergency generators to power shelters, and about serving special-needs populations. The group unanimously agreed that sheltering should not occur in low-lying areas, and stressed the importance of transportation to evacuate citizens from these areas. In addition, transportation plans are needed to move patients between shelters, and participants prioritized a tracking system for citizens before they are transported to other shelters or out of State. Finally, a primary issue was the lack of interoperable communications, and the group agreed to coordinate with Governor's Office for Homeland Security and Emergency Preparedness (GOHSEP) for an interoperable communications plan.

Issue 1 – Shelter: Participants believed that a detailed policy should be created for the establishment and management of shelters. Sheltering is a political issue, and the State must develop a policy that outlines how, where, and when shelters will be designated, and how they will be managed to ensure the safety and welfare of the sheltered persons. The policy must prescribe how the shelters, in-State and out-of-State, will be chosen, inspected, and approved; how information about their use will be disseminated; and how they will be resourced and secured. A plan for the placement of sheltered persons must be a part of the policy. The policy must also provide a definition of short-term and long-term shelters. Sheltering must be determined based on specific needs. Special needs include shelter for senior citizens and certain individuals from the corrections department. Coordination with the parishes, American Red Cross, NGO, and the National Guard is an important part of shelter planning.

Lesson Learned:

Mega-shelters worked well in some instances where government was involved in ICS.

Corrective Action: Participants recommended that a statewide databank outlining shelters, type of care, services, capacity, points of contact (POCs), terms of care, and agreement on evacuees to be received (released offenders adult/ juveniles) be developed. Special-needs shelters must be designated. The State must clarify the roles and authority of Shelter Task Forces and the State. Consideration

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

should be given to the development of established, predesignated, long-term, shelters for general and special needs at Cowboy Town (outside Alexandria).

Responsible Agency: DSS, DHH, GOHSEP

Duration: Short Term (less than 3 months)

Issue 2 – Transportation: Participants expressed that a lack of transportation and mismanagement of transportation assets were major issues. This was especially true of the transportation assets required to support healthcare facilities and shelters. Operations were hindered by the inability to effectively credential vendors and staff who were providing supplies and support. During Hurricane Katrina, safe access routes for support staff were an issue. The use of unqualified drivers was also a problem because support staff was used often as drivers. Participants also discussed the role that Bank, Wal-Mart, and the Disaster Recovery Center (DRC) played in long-term non-emergent transportation.

Corrective Action: A detailed transportation plan must list the locations of Staging Areas for transportation assets, establish contingency contracts, designate safe access routes for the delivery of support and resources, and provide a process to credential drivers. The plan must be coordinated with both the Louisiana State Police (LSP) and the Department of Transportation and Development (DOTD).

Responsible Agencies: DOTD, Parish Offices of Emergency Preparedness (OEPs)

Duration: Short Term (less than 3 months)

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Human Services Improvement Plan

Summary of Issue	Recommendation	Improvement Action	Responsible Party/Agency	Duration
Establish criteria for designating locations as shelters (in-State and out-of-State): <ul style="list-style-type: none"> • Include required resources for each shelter • Disseminate information • Coordinate with parishes • Coordination with American Red Cross and non-governmental organizations (NGOs) Establish pre-designated long-term shelters for general and special-needs at Cowboy Town (Outside Alexandria)	Establish criteria for designating locations (both in-State and out-of-State) as shelters. These criteria should include having access to provisions at each shelter. These criteria should be disseminated to all stakeholders, and the process should be coordinated with parishes, American Red Cross, and other NGOs. Additionally, a long-term shelter for both the general population and special-needs population should be created at Cowboy Town (Outside Alexandria).	Develop a statewide databank outlining shelters, type of care/services, capacity, point of contact (POC), terms of care, and agreement on evacuees to be received.	General Shelters: Department of Social Services (DSS)/Bridget Depland, Special-Needs Shelters: Governor's Office of Homeland Security and Emergency Preparedness (GOHSEP)	Short term
		Designate specific released offenders shelters.	General Shelters: DSS/Bridget Depland, Special-Needs Shelters: GOHSEP	Short term
		Clarify roles and authorities of Shelter Task Forces and the State.	General Shelters: DSS/Bridget Depland Special-Needs Shelters: GOHSEP	Short term
Transportation: <ul style="list-style-type: none"> • Credentialing for vendors/staff providing supplies and support • Identified access routes for support staff • Lack of transportation assets for healthcare facilities and shelters—especially special-needs assets • Support staff to provide transportation (i.e., drivers) 	Develop a transportation plan that includes provisions for credentialing vendors and other staffers who provide supplies and support, identifies access routes for support staff, and addresses the lack of transportation assets for healthcare facilities and shelters. Additionally, the plan should consider employing long-term non-emergency transportation.	Stage transportation assets.	Department of Transportation and Development (DOTD)/Gordon Nelson/Cindy Montz, Parish-level Offices of Emergency Preparedness Public Safety and Security ESF 13	Short term
		Establish contingency contracts.	Department of Transportation and Development/Gordon Nelson/Cindy Montz, Parish-Level Offices of Emergency Preparedness Public Safety and Security ESF 13	Short term
		Coordinate with State DOTD as well as police.	DOTD/ Gordon Nelson/Cindy Montz, Parish-level Offices of Emergency Preparedness Public Safety and Security ESF 13	Short term

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Summary of Issue	Recommendation	Improvement Action	Responsible Party/Agency	Duration
Long-term non-emergent transportation (Bank, Wal-Mart, Disaster Recovery Center)		Draft transportation plan that includes Staging Area.	DOTD/Gordon Nelson/Cindy Montz Parish-level Offices of Emergency Preparedness Public Safety and Security ESF 13	Short term
		Provide credentialing.	DOTD/Gordon Nelson/Cindy Montz Parish-Level Offices of Emergency Preparedness Public Safety and Security ESF 13	Short term
		Provide safe access routes for support and resources.	DOTD/Gordon Nelson/Cindy Montz Parish-Level Offices of Emergency Preparedness Public Safety and Security ESF 13	Short term
Generators for all shelters <ul style="list-style-type: none"> Special-needs shelters must have permanent generators General shelters must have generators before landfall <ul style="list-style-type: none"> Pre-positioned with required equipment (i.e., connectors, and fuel) Support large-scale and long-term 	Create plans to ensure generators are available for all shelters. These plans should ensure special-needs shelters have permanent generators onsite, general population shelters must have generators before landfall, and the shelters must have pre-positioned equipment to run the generators, and the ability to function in a large-scale emergency for a long period of time.	Develop a plan that includes fuel, testing, required equipment, connectors, water bladders, resupply, and cots.	DSS GOHSEP	Planning short term Implementation medium term
		Develop plan to acquire generators (e.g., cost, funding streams, requirements).	DSS GOHSEP	Planning short term Implementation medium term
Identify and track evacuees and support/volunteer staff: <ul style="list-style-type: none"> Develop profiles that can be used from sheltering through placement 	Develop the ability to identify and track evacuees and support/volunteer staff. Develop profiles that can be used from sheltering through placement.	Healthcare facilities need to identify residents before incident for post-incident recovery and identification.	DSS/Art Rumney	Short term
		Develop lists that can be disseminated and searched, while maintaining privacy.	DSS/Art Rumney	Short term

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Summary of Issue	Recommendation	Improvement Action	Responsible Party/Agency	Duration
<ul style="list-style-type: none"> Special needs cannot be tracked on the same lists (privacy issues) Tracking and communication from point of evacuation to shelter 	Special-needs populations must have their own list. The tracking system must cover the entire area from the point of evacuation to the shelter.	Develop identification cards/systems for tracking.	DSS/Art Rumney	Short term
Sheltering is a political decision: <ul style="list-style-type: none"> Set-up of impromptu shelters was irresponsible and uncoordinated 	Educate political decisionmakers on the processes and requirements for sheltering.	Coordinate and educate political decisionmakers and community.	DSS	Medium term—ongoing
Duration of shelters: <ul style="list-style-type: none"> Civic centers/ convention halls/ universities cannot become long-term shelters 	Create plans to ensure shelters are only used for the duration of the emergency, and do not become long-term housing.	Develop definitions of short-term versus long-term (may be dependent on catastrophe).	Department of Social Services/Bridget Depland	Short term
		Develop a plan to transition out of short-term shelters into long-term (sheltering to placement).	Department of Social Services/Bridget Depland	Short term
Lack of relief staff: <ul style="list-style-type: none"> Reimbursement of staff (i.e., hazardous duty pay, overtime, leave) Explore management support teams 	Create plans to ensure sufficient relief staff are available in the event of a major emergency. The plans should include provisions for proper reimbursement (i.e., hazardous duty pay, overtime, leave), and should explore management support teams.	Develop a better understanding of staff requirements for both disaster recovery and normal responsibilities.	GOHSEP/Richard Weiser	Short term
		Take appropriate legislative action.	GOHSEP/Richard Weiser	Short term
Need to segregate and evacuate mental, behavioral, and health patients, and released offenders	Develop plans to segregate and evacuate mental, behavioral, and health patients, and released offenders.	Develop plan for sheltering.	DHH, Louisiana State University (LSU), Department of Corrections (DOC)	Short term
		Cross-reference released offenders with DOC database.	DHH, LSU, DOC	Short term
		Develop plan for managing public perception (unmarked vehicles, no orange jumpsuits).	DHH, LSU, DOC	Short term

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Summary of Issue	Recommendation	Improvement Action	Responsible Party/Agency	Duration
Lack of security at healthcare facilities and shelters	Address the lack of security at healthcare facilities and shelters.	Provide safe access routes for support and resources.	Louisiana State Police (LSP), State Military Department, and Attorney General, and local law enforcement	Short term
		Develop plan that outlines security requirements.	LSP, State Military Department, and Attorney General, and local law enforcement	Short term
Lack of security at healthcare facilities and shelters (continued)	Address the lack of security at healthcare facilities and shelters. (continued)	Coordinate Federal and local resources for security and surge capacity.	LSP, State Military Department, and Attorney General, and local law enforcement	Short term
		Develop rules of engagement for security forces.	LSP, State Military Department, and Attorney General, and local law enforcement	Short term
Establish criteria for evacuating healthcare facilities	Establish criteria for evacuating healthcare facilities.	Identify threats.	DHH/Rosanne Prats	Short term
		Develop plans.	DHH/Rosanne Prats	Short term
		Evaluate and validate plans.	Department of Health and Hospitals/ Rosanne Prats	Short term
Stafford Act: <ul style="list-style-type: none"> • Does not include faith-based, nonprofit, and for-profit entities • Does not reimburse for 8-hour day 	Address the Stafford Act's lack of applicability by creating provisions to include faith-based, nonprofit, and for-profit entities and to reimburse for 8-hour work day.	Review internal policies.	DHH/Rosanne Prats	Long term
		Consider modification of Stafford Act.	Attorney General	Long term
Coordination with Federal responders: <ul style="list-style-type: none"> • Identify agency coordinators/POCs—determine appropriate agency (e.g., U.S. Department of Health and 	Coordinate with Federal responders including Department of Health and Human Services (DHHS), U.S. Department of Homeland Security (DHS), and Federal Emergency Management Agency (FEMA), and differentiate	Develop an increased understanding of command and control issues for National Disaster Medical System (NDMS) assets Disaster Medical Assistance Team ([DMAT]/Disaster Mortuary Operational Response Team [DMORT]).	DHH/Rosanne Prats	Short term

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Summary of Issue	Recommendation	Improvement Action	Responsible Party/Agency	Duration
Human Services [DHHS], U.S. Department of Homeland Security [DHS], Federal Emergency Management Agency [FEMA]) <ul style="list-style-type: none"> • Different funding lines and roles 	funding lines and roles.			

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

THIS PAGE INTENTIONALLY LEFT BLANK

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

**INFRASTRUCTURE (EMERGENCY SUPPORT FUNCTIONS [ESFs]
1 – TRANSPORTATION, # 3 – PUBLIC WORKS AND
ENGINEERING, # 12 – ENERGY)**

The infrastructure group's After-Action Conference discussion included a spectrum of issues and concerns across Emergency Support Function (ESF) #1 – Transportation, ESF #3 – Public Works and Engineering, and ESF #12 – Energy. The group, which included State representatives from multiple agencies as well as Federal representatives from the Department of Transportation (DOT) as well as the U.S. Army Corps of Engineers (USACE), focused on the preparation, response, and recovery dimensions related to the catastrophic impact of Hurricanes Katrina and Rita on the area's infrastructure.

The issues of most concern to the group involved the importance of a resilient communications infrastructure within and surrounding the affected area, as well as issues related to the need for detailed catastrophic planning and enhanced training. Despite these difficult challenges, the group noted several best practices that positively impacted the ability of delivery of services associated with ESFs #1, 3, and 12, including private sector utility response; information sharing and coordination between the State, the U.S. Coast Guard (USCG), and the USACE; breach repair operations by the State Department of Transportation and Development (DOTD), and the value of digitized maps of the breaches; and the speed to which critical transit routes were opened, including the Twin Spans bridge.

Although the communications issue includes technical/infrastructure, people/process, and content dimensions, the group thought there were some short-term, high-value actions that could lessen the impact of catastrophic damage to communications infrastructure, including portable microwave towers for the Internet, voice-over Internet Protocol (IP) and cellular telephone access; portable repeaters and a statewide 700 MHz system with ACU1000 and redundancy satellite and microwave capability, an emergency manager secure telephone system, and an enhanced video camera network for the transportation system. The group also noted that many of the challenges related to the catastrophic impact of the hurricanes on the infrastructure could be addressed by better planning and training, including reviewing/updating the existing plan for vertical and horizontal integration of planning requirements, capabilities, and responsibilities; regularly exercising a fully integrated plan with all key players; and mandating (and funding) 72-hour sustainment capability. The group also thought that resource asset management in terms of visibility and situational awareness, credentialing, National Incident Management System (NIMS) knowledge and execution, Stafford Act modifications to address catastrophic incidents, and a review of the State Mitigation Plan were needed focus areas. Participants also believed that there are some needed infrastructure and facility enhancements, including raising railroad tracks above flood walls, hardening shelters for evacuees and first responders.

Issue 1 – Planning: Hurricane Katrina and its aftermath highlighted the weaknesses of existing emergency preparedness and response plans and the lack of knowledge by many officials of these plans. Failure to horizontally and vertically integrate the plans within and between agencies resulted in critical tasks not being accomplished. Participants thought the inability of some agencies to sustain themselves for the first 72 hours of the crisis also adversely affected operations.

Corrective Action: During future revisions of the State Emergency Operations Plan (EOP), every agency needs to incorporate the lessons learned from Hurricanes Katrina and Rita. Steps must be taken to ensure the plan is vertically and horizontally integrated to guarantee all critical tasks are

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

accomplished. Once the plan has been revised, agency representatives and officials must conduct periodic exercises to revalidate the plan and to educate and train all participants on their duties and responsibilities. All agencies and organizations must develop the ability sustain themselves during the first 3 days of any future crisis using internal assets and capabilities.

Responsible Agency: The governor, GOHSEP, regions, and parishes

Duration: Medium Term (3 months to 1 year)

Issue 2 – Resource Management: Incomplete situational awareness and the lack of a single designated authority for all resource allocation prevented effective management of key resources and assets. Available resources and assets were often misused or overlooked because there is no statewide system for agencies to identify and track them, nor is there one individual or agency tasked to make critical decisions for their use. Consequently, critical resources often languished, were delayed, or diverted by other agencies rather than being properly employed at the place and time they were needed most. The lack of a comprehensive utility outage reporting system also delayed the restoration of services to key areas. E Team, the current information management system, proved to be inadequate for use during major disasters.

Corrective Action: During the coming hurricane season, the State has no choice but to use the E Team system. To improve its ability to provide pertinent information, the State must establish a process to have parishes and municipal governments report utility outages through E Team. At the earliest opportunity, the State needs to develop and deploy a statewide asset visibility system (geographically referenced) to replace E Team. A single agency or individual must be identified and empowered to make decisions and prioritize the use of critical resources and assets and establish and enforce recovery priorities for utility restoration.

Responsible Agency: GOHSEP

Duration: Medium Term (3 months to 1 year)

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Infrastructure Improvement Plan

Summary of Issue	Recommendation	Improvement Action	Responsible Party/Agency	Duration
Catastrophic Planning, Training, and Exercises: <ul style="list-style-type: none"> • Knowledge and details • Vertical and horizontal integration and transparency • 72-hour planning factor 	The State should review and revise existing plans to ensure vertical and horizontal integration of plans and plan transparency. Emergency response plans should also mandate that jurisdictions are self-sustaining for—at minimum—72 hours.	Review and update existing plans to ensure vertical and horizontal integration.	GOHSEP	Short term
		Educate key personnel on planning requirements, emergency response capabilities, and roles and responsibilities.	GOHSEP	Short term
		Conduct exercise to test full integration of plans with all key players.	GOHSEP	Short term
		Mandate 72 hour self-sustainment capability for every jurisdiction’s emergency response personnel.	Governor of Louisiana, GOHSEP, and Parish Presidents	Medium term
Resource/Asset Management: <ul style="list-style-type: none"> • Visibility/ Situational awareness • Comprehensive utility outage reporting and data base • Prioritization, allocation, employment • Utility restoration 	The State should improve its resource/asset management capability to include a resource-tracking system and a comprehensive utility outage reporting system. Resources/assets should also be better allocated to cover high-priority missions.	Deploy and use statewide, geographically referenced asset visibility system to replace E Team.	GOHSEP	Medium term
		Establish process to require parishes and municipals to report utility outages through E Team (or other incident management software).	GOHSEP	Medium term
		Review decision authority and policies for infrastructure recovery priorities and asset allocation for all hazards.	GOHSEP	Short term
		Establish and enforce high priority designation for utility restoration to limit unauthorized confiscation or redirection utility crew assets.	PSC	Short term
Credentialing <ul style="list-style-type: none"> • Myriad of documents hindered access to critical areas (e.g. Levee Board, utility crews) 	Develop a credentialing system to allow efficient—yet secure—access to disaster areas for emergency response and infrastructure recovery personnel.	Establish working group to determine need for appropriate statewide credentialing system with a central point of contact (POC) for all disaster-site access requests.	Lead ESF	Short term
		Publish procedures for credentialing personnel during catastrophic events.	Lead ESF	Short term

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Summary of Issue	Recommendation	Improvement Action	Responsible Party/Agency	Duration
		Before an incident, distribute credentials to key response and recovery personnel (e.g. utility crews).	Lead ESF and Parish Presidents	Short term
National Incident Management System (NIMS) Knowledge and Execution: <ul style="list-style-type: none"> • Roles and responsibilities • Federal agencies need to understand • Lack of continuity (FEMA, JFO, DOE FFC, DoD, etc.) 	Improve Federal and State understanding of roles, responsibilities, and Federal support under NIMS/Incident Command System (ICS).	Execute NIMS training seminar for all key State/local leaders, responders, and emergency management officials.	U.S. Department of Homeland Security (DHS)	Short term
		Institutionalize statewide NIMS training program.	GOHSEP and ESFs	Medium term
		Execute NIMS training for Federal officials/representatives before deployment to affected areas.	U.S. Department of Homeland Security (DHS) and Other Federal Agencies	Short term
		Require all Federal agencies to staff deployment cells with Federal personnel who are willing to commit to a minimum 30 day deployment	DHS and Other Federal Agencies	Short term
Command and Control for Catastrophic Incident: <ul style="list-style-type: none"> • State Emergency Operations Center (EOC) role • Determine who within ICS and Federal, State, and local agencies in control under what conditions 	Clarify command and control structure for Federal and State personnel during catastrophic incidents.	Establish clear roles, responsibilities, and Unified Command within SEOC, under overall control of Governor.	GOHSEP/DHS	Short term
		Clarify command structure through published organization chart, standard operating procedures (SOPs), and EOC personnel training.	GOHSEP/DHS	Short term
Stafford Act Inadequate for Catastrophic Incidents: <ul style="list-style-type: none"> • Understanding of details • Impact on utility industry, overtime, etc. 	Improve Stafford Act to account for the unique circumstances of catastrophic incidents.	Revise legislative language to account for catastrophic incidents (e.g. streamline decisions, account for both public and private utility companies, overtime).	DHS, GOHSEP, and Parish Presidents	Medium term

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Summary of Issue	Recommendation	Improvement Action	Responsible Party/Agency	Duration
Reassess and Validate Critical Assets (State Mitigation Plan): <ul style="list-style-type: none"> Update impact of catastrophic incidents Infrastructure and personnel 	Improve State Mitigation Plan to update impact of catastrophic incidents on State critical infrastructure. Plan should also account for key personnel necessary to infrastructure recovery.	Establish, implement, and enforce statewide continuity of operations (COOP) plans, including mandatory plans for all State agencies and parishes.	Logistics	Medium term
		Update plans to include COOP plans to address key personnel.	Lead ESFs	Short term
		Establish procedures and appropriate contractual arrangements to address the use of contractors and other personnel necessary to support critical functions during catastrophic incidents.	GOHSEP/Lead ESFs	Short term
Clarification of State Roles and Responsibilities: <ul style="list-style-type: none"> State fuel coordinator Office of Conservation roles Regional Coordinator 	Clarify roles and responsibilities of State agencies during catastrophic incidents. This clarification might include the establishment of new, statewide emergency preparedness positions (e.g. State fuel coordinator, and regional director).	Clarify and institutionalize specific roles and responsibilities with memorandums of agreement (MOAs) or in appropriate legislation.	GOHSEP, State Legislature, Affected State Agencies	Medium term
Infrastructure and Facility Enhancements: <ul style="list-style-type: none"> Raise railroad tracks above flood walls Hardened shelters for evacuees Hardened facilities for first responders 	Improve and harden critical infrastructure and critical facilities (e.g. raise railroad tracks above flood walls, harden shelters for evacuees, harden shelter facilities for first responders).	Establish plan to improve facilities.	Department of Transportation, and Other State Agencies	Long term

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

THIS PAGE INTENTIONALLY LEFT BLANK

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

EMERGENCY SUPPORT FUNCTION (ESF) – MILITARY SUPPORT

The discussion during the Military Support Emergency Support Function (ESF) After-Action Conference review encompassed a range of issues. The group initially developed a list of 17 issues and concerns that addressed immediate response challenges as well as post-incident, steady-state operations. The group's review of the issues and continued discussion enabled the consolidation of some issues and deletion of others, leaving a list of eight key issues. One of the primary issues was the need for communications operability, interoperability, redundancy, and infrastructure. The communications issue becomes important to the Military Support ESF because of the criticality of their role to integrate and communicate with elements of the remaining 14 ESFs. Additionally, the group discussed the need for developing, funding, and executing training programs and exercises for senior-level decisionmakers as well as for emergency management staff. Finally, the group believes strongly that fully staffing the Joint Operations Center (JOC) is essential to fully integrate National Guard capabilities into homeland defense requirements.

The group discussed the need for clear chains of command regarding Title 10 and Title 32 military forces in detail. Despite the fact that some tension existed during Hurricanes Katrina and Rita, military forces deployed under both Title 10 and Title 32 were successful in accomplishing assigned missions. All members of the group agreed that following the guidance in the National Response Plan (NRP) and National Incident Management System (NIMS) reduced friction and established clear lines of authority. The entire group agreed that the Title 32 concept of support and funding for supported units worked well, permitting flexibility of tasking supporting units. The group also thought that establishing the regional emergency operations structure would clearly define an effective command and control apparatus that would extend beyond Military Support to include other State and local emergency management activities.

Military Support participants highlighted the need for clearly defined processes that describe reception, staging, onward movement, and integration (RSOI) of elements (both Title 10 and Title 32 forces) that are deployed in a supporting or supported role. The group also commented that the RSOI processes should be linked to the Emergency Management Assistance Compact (EMAC) process and that the processes would have applicability to other State ESFs. Finally, the group highlighted the fact that military liaison teams, regardless of military component or State emergency activities, worked well and that relationships established with local response agencies were essential to successful operations.

Issue 1 – Planning: Participants noted that needs in the planning arena require developing, refining, publishing, and training comprehensive military support plans that are integrated with all other Federal, State, regional, and local plans. Deployment support for elements in disaster regions must be better identified and logistically supplied. “Sending in military forces without supplies just adds to the problems of evacuee populations,” a participant noted. It is necessary to identify specific RSOI processes before deployment. Identifying persons who will interface between the Military Support personnel and State/regional/local point of contacts (POCs) is also recommended.

Corrective Action: Developing, refining, publishing, and disseminating plans to integrate with other Federal, State, and regional agencies was considered achievable in a short-term time frame. It should be encouraged to establish

Lesson Learned:

Relationships established between local response agencies and Military Support worked well. These were often unplanned but the relationships made actions successful.

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

relationships with local response agencies as part of the plan as these relationships facilitated many successful actions during Hurricanes Katrina and Rita. The lead responsible agencies for plan development and fruition should be the Louisiana National Guard and JDOM/J3/J5.

The necessary logistics function of RSOI processes must be adequately planned and carried out. This too was seen as achievable before the next hurricane season and could be led by Louisiana Joint Forces Headquarters and J4 and J5.

Participants noted a need for clarifying the interface between Title 10 and Title 32 forces within these plans. As mentioned, this was not a problem with Hurricane Katrina, but clear guidelines and planning will avert future complications and define interfaces. This can be accomplished in the short term and the responsible agency was recommended to be U.S. Northern Command (USNORTHCOM) and the State's Adjutant General.

An exit strategy must also be planned and identified. State Joint Forces Headquarters supported by the NGB Flyaway Team were suggested as the responsible agencies.

Responsible Agency: Agencies defined according to corrective actions described above

Duration: Short Term (less than 3 months)

Issue 2: Unified Command and command and control tensions between Title 10 and Title 32 Forces is seen as an issue that can be resolved in less than a year. As a strategic problem, this must be addressed at the OST level. A majority of recommendations were to give Title 32 State Forces Dual Hat status and command authority over Title 10 Forces. This avoids the *posse comitatus* issue of Title 10 Forces aiding the law enforcement ESF.

Corrective Action: This issue must be resolved to avoid conflicts before they develop. No problems were actually reported from this tension between Title 10 Federal Forces and Title 32 State Forces, but if addressed, any potential conflicts can be avoided.

Responsible Agency: Office of the Secretary of Defense (OSD), DHS, NGB, USNORTHCOM and State governors. In the short term, it was recommended to follow NRP and NIMS guidelines or to give dual hat status to Title 32 Forces.

Duration: Short to Long Term

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Conference Report and Improvement Plan

Military Support Improvement Plan

Summary of Issue	Recommendation	Improvement Action	Responsible Party/Agency	Duration
Planning: <ul style="list-style-type: none"> Deployment support for elements deploying into disaster region Identify specifics reception, staging, onward movement, and integration (RSOI) when asking other States 	Develop military elements deployment support plans for elements deploying into disaster region and identify specific RSOI when asking other States for support.	Develop, refine, publish, and socialize comprehensive Military Support plans that are integrated with other Federal/State/local/ regional agencies.	Louisiana National Guard JDOM/J3/J5	Short term
		Develop RSOI plans and processes.	Louisiana Joint Forces Headquarters J5/J4	Short term
		Conduct Title 10 Interface planning.	U.S. Northern Command (USNORTHCOM) and State Adjutant General	Short term
		Develop exit strategies for supported and supporting States, and review decision authority for “changes of mission.”	State Joint Forces Headquarters NGB Fly-Away Team	Short term
Title 10/Title 32 Tension: <ul style="list-style-type: none"> Command and control, Unified Command 	Review Title 10/Title 32 command and control and Unified Command procedures.	Continue discourse within and between the Office of the Secretary of Defense (OSD), U.S. Department of Homeland Security (DHS), National Guard Bureau (NGB), USNORTHCOM, and State Governors		Medium term
		Follow National Response Plan (NRP) and National Incident Management System (NIMS) guidelines, or give dual hat status to Title 32.		Short term
Training: <ul style="list-style-type: none"> Senior Decisionmakers require Training Vigilant Guard Exercise: Coordination/integration with Federal and State agencies 	Coordinate and integrate planning and training between senior decisionmakers and other Federal, State, and local agencies.	Develop training plans based on development of new operational plan.	DHS, NGB, Governor’s Office of Homeland Security and Emergency Preparedness (GOHSEP)	Short term
		Secure funding for training plans.	DHS and National Guard Bureau	Short term
		Conduct tabletop exercises (TTXs) and fully functional exercises.	DHS, NGB	Short term

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Conference Report and Improvement Plan

Summary of Issue	Recommendation	Improvement Action	Responsible Party/Agency	Duration
Joint Operations Center (JOC) Funding Joint Force Headquarters Concept	Not enough funding for JOC to support NGB participation.	Obtain increased funding levels for Joint Operations Centers to support National Guard participation in homeland defense.	NGB, DHS	Medium term
NGB's direct interaction with State assets for deployment, outside and within Emergency Management Assistance Compact (EMAC) process	Improve guidelines for interaction between NGB and State assets during deployments—both outside and within the EMAC process.	Coordinate for deployment of units with State JOC.	NGB, State JOC	Medium term
Resource Management: <ul style="list-style-type: none"> Reporting and tracking capabilities Where assets are When to let them go 	Improve resource management and tracking capability.	Link to RSOI processes and planning.	State JOC, NGB	Short term
		Develop common reporting processes.	State JOC, NGB	Short term
Public Affairs: <ul style="list-style-type: none"> At the State and NGB level, were not able to make contact with national media 	Improve public affairs capability for both State and NGB units.	Embed national and regional media into State agencies.	State Agency Directors	Short term
		Capture and implement currently available media training programs.	JOC/Commanders	Short term

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

**LOGISTICS (EMERGENCY SUPPORT FUNCTIONS [ESFs] # 7 –
RESOURCE SUPPORT AND # 11 – AGRICULTURE)**

The logistics group discussion began with an overview of the overarching issues that had been provided by the participants of the three Regional Conferences conducted on March 1, 2, and 3. The group discussed needs within the State to ensure accurate and effective communications among the various agencies and jurisdictions and sharing information. Overall, participants agreed that the State must more aggressively provide education and training on the National Incident Management System (NIMS)/Incident Command System (ICS). The group thought it was essential that each agency should conduct a thorough review to ensure all State agencies and Emergency Support Functions (ESFs) have a complete and accurate understanding of their roles in preparing for and conducting a response to a catastrophic event. To increase and enhance this ability, participants supported organizational changes that would create a formal regional emergency management system and establish a dedicated logistics division in the Governor's Office of Homeland Security and Emergency Preparedness (GOHSEP). Participants acknowledged the need for visibility of assets available within the State as a key issue.

The logistics group cited a number of best practices and successes during the response to Hurricanes Katrina and Rita, including the distribution of commodities and supplies worked well because of the use of a push system when communications failed, the successful search and rescue effort, and animal rescue and evacuation was successful in the largest effort to date.

Having a broader picture of resources available within each parish and agency, both in the public and private sector sources, would help decisionmakers coordinate both the Federal and State response as well as the assistance to both the affected area and supported areas providing support to victims and evacuees. Knowing this information in advance of an incident would help identify shortfalls, complete mutual-aid assistance, and develop precontract agreements. Similarly, participants noted that the management of donations and volunteers needed to be more centralized and coordinated. A formal donations management plan should be developed to assist in receiving, sorting, and distributing donated goods; the focused use of volunteers would also be beneficial.

The following are the significant issues identified by the Logistics participants.

Issue 1 – NIMS/ICS Training: Participants thought the State must institute statewide requirements for NIMS/ICS training and education. Participants in this group thought the lack of general knowledge of NIMS and ICS by leaders at all levels adversely impacted the ability of State and local officials to ensure unity of command in emergency management and unit of effort in the response to the crisis.

Corrective Action: The group recommended that the State conduct train-the-trainer courses to make NIMS/ICS training more accessible at the State and local levels. To train the maximum number of people before the next hurricane season, NIMS/ICS training must be decentralized through the implementation of a training program that certifies instructors to train others within their own organization or agency. Moreover, any changes made to the State Emergency Operations Plan (EOP) must be included in this training program to ensure it is also fully understood before June 1.

Responsible Agency: GOHSEP

Duration: Medium Term (3 to 12 months)

2-39

After-Action Report
Part 2: Analysis of State Issues

State of Louisiana

2006\G&T Exercises\Louisiana AAC Report

For Official Use Only

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Issue 2 – Review and Update State EOP: The group thought that incomplete and outdated plans significantly hindered the ability of agencies to effectively respond to the hurricane.

Corrective Action: As part of a general review of the State EOP, the primary agency for each ESF must coordinate with support agencies to review and update State plans. In particular, a process to credential volunteers, develop plans for food and water distribution and animal management, define a timeline for the integration of Federal and State resources, and clearly delineate the responsibilities of the various agencies is especially important.

Lesson Learned:
Louisiana successfully conducted the largest animal rescue and evacuation mission ever undertaken.

Responsible Agencies: ESF #7, ESF #11, Louisiana Department of Agriculture and Forestry, GOHSEP

Duration: Short Term (less than 3 months)

Issue 3 – Organization: Participants thought that organizational changes needed to be made at both the State and regional levels. The State currently has no single agency that is responsible for overall logistics functions. This lack of logistics complicated the coordination of the various agencies that provide logistics-related support. The group also stated that a formal regional emergency preparedness system must be instituted and should include the provision for dedicated, funded emergency preparedness personnel. To increase efficiency, the regions should be realigned to conform to the other regional breakouts (e.g., Louisiana State Police [LSP], public health, American Red Cross, Department of Agriculture). Regional mutual-aid compacts must also be created.

Corrective Action: Draft legislation proposal for the Governor’s Office to create a permanent, more comprehensive regional emergency management structure and create a permanent logistics division within GOHSEP.

Responsible Agencies: GOHSEP

Duration: Medium Term (3 to 12 months)

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Logistics Improvement Plan

Summary of Issue	Recommendation	Improvement Action	Responsible Party/Agency	Duration
Need for statewide requirements for National Incident Management System (NIMS)/Incident Management System (ICS) training and education	Promote statewide NIMS/ICS training and education.	Hold train-the-trainer courses to make NIMS training more accessible at the State and local level.	Governor’s Office of Homeland Security and Emergency Preparedness (GOHSEP)	Medium term
State Plans: <ul style="list-style-type: none"> • Statewide emergency management plan needs to be reviewed and updated to include: <ul style="list-style-type: none"> – Volunteer credentialing – Food and water distribution – Animal management – Timeline for integration of Federal and State resources – Clear delineation of State agency responsibilities 	Review and update statewide emergency management plan to include volunteer credentialing, food and water distribution, animal management, timeline for integration of Federal and State resources, clear delineation of State agency responsibilities.	Primary agency for each Emergency Support Function (ESF) should coordinate with support agencies to review and update State plans.	ESF #11: Department of Agriculture and Forestry ESF #7: GOHSEP	Medium term

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Summary of Issue	Recommendation	Improvement Action	Responsible Party/Agency	Duration
<p>Organization Changes:</p> <ul style="list-style-type: none"> Need for formal regional emergency preparedness system, that includes: <ul style="list-style-type: none"> Funding for dedicated staff at the regional level Regional mutual-aid compacts Establish formal logistics division within GOHSEP 	Develop formal regional emergency preparedness system that includes funding for dedicated staff at the regional level and regional mutual-aid compacts. A formal logistics division within GOHSEP should also be established.	Draft legislation proposal for the Governor's Office.	GOHSEP/National Guard	Medium term
<ul style="list-style-type: none"> Resource Management: Need for predetermined contracts (push packages) Lack statewide list of available assets at the parish and State agency levels Lack statewide list of local businesses Lack coordinated plan for the request, receipt, and dissemination of supplies and resources Lack of prioritization for the allocation/distribution of resources 	<p>Improve resource management capabilities, including forming predetermined contracts (push packages); developing statewide list of available assets at the parish and State agency levels; developing list of local businesses; developing a coordinated plan for the request, receipt, and dissemination of supplies and resources; and determining prioritization procedures for the allocation/distribution of resources.</p>	State agencies create categorized agency resource lists that address resource availability.	ESF #7: GOHSEP	Short term
		State agencies identify shortfalls and need for precontract agreements, Emergency Management Assistance Compacts (EMACs), and mutual-aid agreements (MAAs).	ESF #7: GOHSEP	Short term
		Develop common database of State, regional, and local resources.	GOHSEP	Long term
<p>Donations Management:</p> <ul style="list-style-type: none"> Statewide donations management plan needs to be reviewed and updated to better coordinate State, parish, and regional donations management activities 	<p>Review and update statewide donations management plan to better coordinate parish, regional, and State donations management activities.</p>	Work with State Emergency Operations Center (EOC) and regional and parish directors to create coordinated State, parish, and regional, donations management plan to address reception, sorting, and distribution of donated goods.	VOAD Coordinator	Short term
		Consider making donations management a separate ESF.	GOHSEP	Medium term

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Summary of Issue	Recommendation	Improvement Action	Responsible Party/Agency	Duration
State and Parish legislation needs to be reviewed to clarify issues related to the authority to act and liability at the agency/individual levels	Review State and Parish legislation to clarify issues related to the authority to act and liability at the agency/individual levels.	Identify issues that need clarification and present issues to the State Attorney General.	Primary Agency for each ESF	Long term
Staffing: <ul style="list-style-type: none"> • Lack of sufficient emergency response personnel 	Increase number of emergency response personnel.	Create staffing augmentation plan to reallocate State agency personnel to emergency response positions and cross-train State agency personnel.	Each State Agency	Medium term
		Secure additional State funds for emergency response personnel.		Long term

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

THIS PAGE INTENTIONALLY LEFT BLANK

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

PART 3: CONCLUSIONS

These after-action conferences were the first step in the U.S. Department of Homeland Security's (DHS's) U.S. Hurricane Preparedness Exercise Series.

DHS, in partnership with the State of Louisiana, has proactively instituted the series of after-action conferences to examine the State of Louisiana's response to Hurricanes Katrina and Rita at all agency levels. Based on the outcomes and lessons learned from these conferences, technical assistance and training will be provided to assist the State in the review and revision of Emergency Support Functions (ESFs) to the State's Emergency Operations Plan (EOP), followed by training of the primary and support ESF agencies on these newly revised plans. In addition, efforts are underway to conduct National Incident Management System (NIMS)/Incident Command System (ICS) training at the State, regional, parish, and local levels of government. To further test and validate these revised ESFs, the State of Louisiana plans participate in a multistate catastrophic hurricane tabletop exercise (TTX) and a statewide functional exercise before the 2006 hurricane season.

Participants in these after-action conferences exhibited a desire to identify and promptly address issues they observed and/or experienced during the response and recovery to Hurricanes Katrina and Rita. This commendable effort marks the initial phase of the broad review and improvement planning necessary to institute immediate changes. However, there is still more work ahead. Interoperable communications, revision of EOPs, better delineation of command and control, familiarity with NIMS/ICS, training, implementation of a regional emergency management structure, and formation of a regional logistics plan were frequently identified as significant issues in the regional and State after-action conferences.

Louisiana's leadership can use the results of these after-action conferences to enhance the efficiency and effectiveness of emergency response plans within the State. State, regional, and parish officials should collaboratively endeavor to improve and enhance existing plans and procedures and continue to develop new plans where needed. These after-action conferences provided an opportunity for policy-makers in the response, emergency management, and government community to come together and discuss what corrective actions should be made within the State of Louisiana to better prepare for future catastrophic incidents that require a long-term response and recovery. Issues presented throughout the after-action conferences and within this report should be further researched and explored to mitigate catastrophic incidents in the State of Louisiana.

Completion of the recommendations from the regional and State after-action conferences will result in the improved planning, coordination, and disaster management capabilities, which will better protect emergency responders and the citizens of the State of Louisiana during future incidents.

These efforts are merely the first steps in a comprehensive evaluation of Louisiana's overall emergency planning and response. Unless the State and parishes remain committed to instituting recommended corrective actions from this After-Action Report (AAR); conducting future training and exercises; and enhancing its preparatory, response, and recovery efforts, the lessons learned from Hurricanes Katrina and Rita will have no sustainable value.

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

THIS PAGE IS INTENTIONALLY LEFT BLANK

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Appendix A: Analysis of After-Action Reports (AARs)

EMERGENCY SUPPORT FUNCTION (ESF) # 1: TRANSPORTATION AND EMERGENCY SUPPORT FUNCTION (ESF) # 2 – PUBLIC WORKS AND ENGINEERING

- ◆ Establish standing contracts for fuel, food, debris removal, equipment rental, and housing requirements to support Department of Transportation and Development (DOTD) emergency operations.
- ◆ Ensure districts have adequate emergency plans for DOTD personnel.
- ◆ Ensure communications of single source agency contacts for DOTD personnel.
- ◆ Expand intelligent transportation system (ITS) capabilities (e.g., increase number of cameras and traffic monitoring devices).
- ◆ Prestage and protect DOTD assets at selected sites before the event.
- ◆ Raise generators above flood stage.
- ◆ Provide all employees with identification badges.
- ◆ Improve DOTD Web site and frequency of updates.
- ◆ Improve communications with the media, especially the radio.
- ◆ Provide accurate and timely information.
- ◆ Preplan DOTD emergency staffing and training on ESF functions/responsibility and E Team software for the State Emergency Operations Center (EOC).
- ◆ Provide additional telephone lines for DOTD staff at the EOC.
- ◆ Provide housing, food, and water for DOTD personnel working in the affected area.
- ◆ Promote better communication between DOTD personnel and other agencies in affected areas.
- ◆ Conduct sessions to review the 2005 Governor's Office of Homeland Security and Emergency Preparedness (GOHSEP) Emergency Operations Plan (EOP) before the 2006 hurricane season.
- ◆ Review DOTD primary responsibility as it relates to ESF #1.
- ◆ Conduct mandatory training exercises for the 2005 GOHSEP EOP for DOTD personnel prior to the 2006 hurricane season.
- ◆ Accelerate full implementation of 2005 GOHSEP EOP by June 2006.

ESF # 2: COMMUNICATIONS

- ◆ Further refine and implement a plan for State and local communication systems, and require all State and local agencies to use this system.

A-1

After-Action Report

State of Louisiana

Appendix A: Analysis of After-Action Reports (AARs)

2006\G&T Exercises\Louisiana AAC Report

For Official Use Only

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

- ◆ Pursue funding to provide a statewide 700 MHz system.
- ◆ Develop plans for additional levels of redundancy and response plans for specific system losses or degradations.
- ◆ Acquire mobile command posts and staff with teams capable of providing incident command and control to support parish emergency management.
- ◆ Mobile command posts should provide redundant communications and situational awareness capabilities and provide interoperability with State and local communication systems.
- ◆ Assign a specific team to provide real-time assessment of telecommunication impacts during disasters and prioritize the response.
- ◆ Reassess State, local, and commercial communication systems, and develop a database on those systems and communication systems that can be brought in-State from other States.
- ◆ Develop response plans for each system.
- ◆ Develop a plan that defines the communications architecture for Louisiana and forces all state agencies to purchase communications equipment that meets these criteria, and consider legislation or incentives that encourage other local agencies to do likewise.
- ◆ Press the GOHSEP to develop and field a common operating system with collaborative capabilities that can be fielded to all local and State agencies.

ESF # 5: EMERGENCY MANAGEMENT

- ◆ Annually fund upgrades to GOHSEP information technology (IT) systems to meet requirements for the hurricane season.
- ◆ Consider legislation providing specific guidance and incentives to encourage local governments to develop and exercise plans, and develop procedures that allow a short-term intervention from the State level to provide continuity of local government and/or operations in the event the local government is unable to execute its continuity plan.
- ◆ Increase the GOHSEP full-time staffing level to 119 persons to meet catastrophic incident emergency management requirements.
- ◆ All parishes should obtain the funding necessary to establish or develop the staffing and infrastructure required to support and execute their local emergency management responsibilities.
- ◆ All parishes should employ at least one full-time emergency manager.
- ◆ The State should establish incentive programs to encourage proper staffing at the parish level.
- ◆ GOHSEP should continue to train parish leadership on the National Incident Management System (NIMS) and the Incident Command System (ICS); consideration should be given to changing State law to require implementation of this process with appropriate incentives to encourage compliance.

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

- ◆ The State should develop mobile incident management teams with experts in various emergency management functions to provide GOHSEP with situational awareness at forward locations and to assist parish emergency managers with implementation of Incident Command.
- ◆ GOHSEP should develop a comprehensive training program to better educate State and local agencies on the Emergency Management Assistance Compact (EMAC) program.
- ◆ The State should take immediate action to ensure the medical community develops viable evacuation plans and have these plans periodically reviewed and validated by the appropriate local or State (ESF primary) agency.
- ◆ State funding should be provided to execute preincident contracts for leasing and rental of emergency equipment, supplies, and real estate as needed.
- ◆ The current situation allows for deficit spending immediately before a storm, but it does not allow for the execution of leases/contracts that require a retainer to ensure that critical emergency equipment, supplies, and real estate will be available.
- ◆ Formalize a statewide mutual-aid plan by amending the existing disaster act and any other legislation that prescribes mutual-aid regions.
- ◆ Louisiana must complete the catastrophic incident planning process in coordination with the Federal Emergency Management Agency (FEMA).
- ◆ Encourage public and private satellite imagery providers to make imagery available to the emergency management community.
- ◆ State agencies assigned as a support agency to a given ESF should develop written plans that detail how they will meet their support requirements.
- ◆ The State should immediately establish specific criteria and deadlines for all primary and supporting State agencies to develop and publish appropriate plans.
- ◆ State agencies assigned as primary ESFs that employ law enforcement and medical personnel should immediately establish procedures for future operations to allow for expedited credentialing of out-of-State personnel.
- ◆ GOHSEP should enhance efforts to educate parish officials about its capabilities.
- ◆ Require initial training in emergency management procedures for all government leaders at the State, parish, and local levels.
- ◆ Establish legislative liaison desk in the State EOC.
- ◆ Each local school system should have a representative working with the parish Office of Emergency Preparedness (OEP) director and should include the superintendent of the local school system (both public and private) or his/her designee to enable the district OEP to mobilize needed transportation, shelters, and so forth.

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

- ◆ The Louisiana Department of Education (DOE) could be responsible for collecting emergency contact information for school superintendents on an annual basis to have as backup in the event the local OEP does not have it.
- ◆ The Louisiana DOE communications office could serve as the central collection point for school closures/openings.
- ◆ The Louisiana DOE could conduct a training session at the 2006 Summer LEADS Conference for the district's Safe and Drug-Free Schools and Communities (SDFSC) program coordinators on emergency crisis plans.

ESF # 6: MASS CARE, HOUSING, AND HUMAN SERVICES

- ◆ Increase levels of coordination and information sharing with the American Red Cross.
- ◆ Outsource staffing of shelters. The Louisiana Department of Social Services (DSS) is unable to sacrifice personnel to staff shelters during community crises.
- ◆ Orient the Louisiana DSS and shelter operations staff on FEMA capabilities, processes, and policies.
- ◆ Provide shelter staff with portable communication devices (e.g., local area radios and cellular telephones).
- ◆ Review, coordinate, and de-conflict shelter and evacuation plans.
- ◆ Review and coordinate donations management and volunteer integration plans.
- ◆ Develop and deploy an automated evacuee registration and tracking method.
- ◆ Review and clarify long-term sheltering and housing roles and responsibilities.
- ◆ Review and improve logistics of shelter operations.
- ◆ Prestage cots and nonperishable supplies.
- ◆ Augment dissemination of sheltering information by establishing a 2-1-1 telecommunication program.
- ◆ Develop a regional plan for providing transportation to shelter residents.
- ◆ Shelter staff need further clarification and training on Louisiana DSS policies and procedures regarding overtime and completion and approval of shelter time sheets.
- ◆ Each Louisiana DSS regional lead shelter manager should establish a team of assistant managers.
- ◆ Each special-needs shelter should schedule daily briefings at shift change to ensure all staff is made aware of concerns, problems, and/or changes in operational procedures.
- ◆ Discharge planning should be addressed at the State level between the Louisiana DSS and emergency preparedness coordinators to establish uniform guidelines for each region, to include documenting where special-needs shelter patients go when they leave the shelters.

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

- ◆ Security at all shelter sites and disaster food stamp distribution sites should be addressed, and the pending memorandum of understanding (MOU) between the Louisiana DSS and the Louisiana National Guard should be reviewed, revised if necessary, and completed.
- ◆ Review the MOU with the Louisiana National Guard to ensure timely delivery of cots that meet requirements of all special-needs patients.
- ◆ All special-needs shelters need generator back-up; many special-needs patients have life-sustaining equipment that requires electricity.
- ◆ Clear outstanding balances charged to the DSS to ensure that vendors are willing to provide services when special-needs shelters are activated.
- ◆ Move special-needs shelter in New Orleans outside of the area of potential impact of hurricanes.
- ◆ Replace special-needs shelter vests with a color other than red to reduce confusion of special-needs shelter staff with American Red Cross volunteers.
- ◆ The special-needs shelter sites at the Heymann Center in Lafayette and the Bossier City Civic Center need to be reviewed and reassessed because of costs related to the use of the Heymann Center and a reported lack of cooperation in Bossier.
- ◆ Corrections Service's ability (via staff and available resources) to provide help to inmates—in many cases civilians in need—by providing meals, first aid, security, transport, and sheltering.
- ◆ Corrections Services successfully evacuated and transported approximately 10,500 inmates with no incident of death or escape.

ESF # 7: RESOURCE SUPPORT

- ◆ Revise EOP to include organizational structure for a robust logistics division that includes a contracting officer, command and control, specialty areas, and administrative staff.
- ◆ Pre-establish contracts for critical resources (e.g., material handling equipment (MHE), fuel, real estate).
- ◆ Educate officials at most local levels of government on emergency guidelines concerning resource allocation.

ESF # 10: OIL AND HAZARDOUS MATERIALS RESPONSE

- ◆ Increase number of Louisiana State Police (LSP) responders trained in Hazardous Materials (HazMat) response.
- ◆ Currently, there are 18 LSP responders trained statewide.
- ◆ Procure additional watercraft and high-water vehicles to facilitate HazMat response.

ESF # 12: ENERGY

- ◆ Collaborate with the GOHSEP to establish clear guidelines on Louisiana Department of Natural Resources activation and staffing requirements at the State EOC.

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

- ◆ Preauthorize oil and gas operators to enter secured areas for the purpose of assessing damage to their infrastructure.
- ◆ Establish a central point of contact (POC) within the State EOC to provide information regarding the ability to enter and exit those areas considered restricted.
- ◆ Coordinate utility restoration operations with FEMA to prevent government confiscation of supplies and equipment required to support emergency utility crews.
- ◆ Collaborate with Federal, State, and local governments to provide security for emergency utility crews before a major incident.

ESF # 13: PUBLIC SAFETY AND SECURITY

- ◆ Improve command coordination with the U.S. military.
- ◆ Increase user capacity of police communication networks.
- ◆ Enhance search and rescue training programs.
- ◆ Procure additional search and rescue equipment.

ESF # 15: EXTERNAL AFFAIRS

- ◆ Increase the number of GOHSEP Public Information Officer (PIO) personnel. (Follow the example of the Joint Information Center [JIC] in the National Response Plan [NRP].)
- ◆ Coordinate State and FEMA PIOs to achieve cohesive Federal and State messaging.
- ◆ Construct permanent facilities to house the JIC in the immediate vicinity of the EOC.
- ◆ Facility must be sizable and properly equipped to accommodate the large contingent of media personnel and PIO support from across the region.
- ◆ Develop a mobile JIC to be deployed alongside mobile Incident Command Posts (ICPs).
- ◆ Be prepared to provide air and ground access to the disaster area for media personnel as soon as practicable.
- ◆ Develop an aggressive public information plan with each individual ESF before deployment.

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Appendix B: Online After-Action Assessment Survey Items

SECTION 1 – BACKGROUND INFORMATION

1. Please indicate the level at which you work/respond:

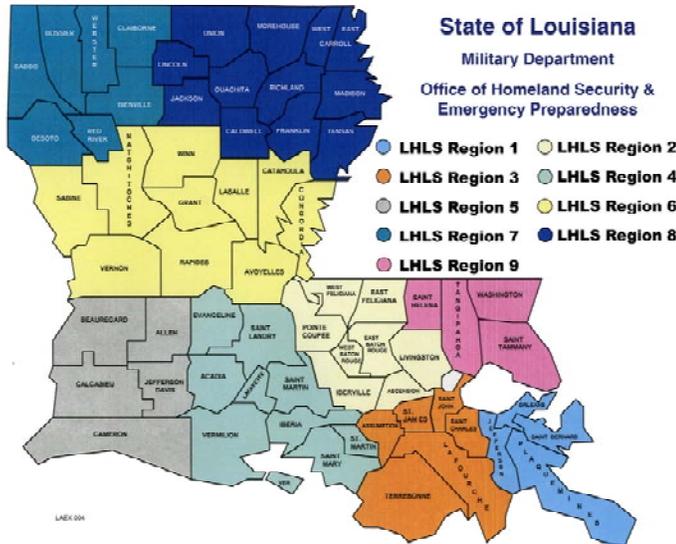
REGIONAL
STATE
FEDERAL

1. Please check the main functional area/areas that you support (or fill in the ‘Other’ category if not on the list):

EMS
EMA
FIRE
GOVT. ADMINISTRATOR
HEALTH CARE
HAZMAT
LAW ENFORCEMENT
PUBLIC HEALTH
PUBLIC SAFETY
COMMUNICATION
PUBLIC WORKS
TRANSPORTATION
PRIVATE SECTOR
OTHER
(PLEASE SPECIFY):

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

2. Please refer to the following diagram and in the table that follows indicate the Louisiana Region that you serve in:



2. How long have you worked in your current position?

- UNDER 2 YEARS
- 2-5 YEARS
- 6-10 YEARS
- MORE THAN 10 YEARS

3. In your opinion, what are the top three areas where changes can be made to make the biggest impact to enhance the State’s ability to prepare for, respond to, mitigate and recover from another catastrophic hurricane?

Please place an X by the top three areas; you also have the option to enter an additional area under “other.” Also indicate a reason why you chose the area and/or any suggested improvements.

Place an X by the top three critical issues	Areas Identified	Why?/Recommended Changes
	Planning (SOPs, ESF plans, etc.)	
	Emergency Management (EOC operations, NIMS, ICS/UCS)	
	Infrastructure/Adding Resources	
	Healthcare (physical and mental health)	
	Resource Management/Logistics	

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Place an X by the top three critical issues	Areas Identified	Why?/Recommended Changes
	(including volunteer agencies)	
	Communications/Cooperation within State & local agencies	
	Communications/Cooperation between State/local agencies & Federal agencies	
	Evacuation	
	Sheltering	
	Transportation	
	Public/Private Partnerships	
	Other:	

SECTION 2 – PREPAREDNESS

2.1 Training and Exercising

3. Prior to Hurricane Katrina, do you feel there was ADEQUATE TRAINING/EXERCISING in your region in the following areas?

	Strongly Agree	Agree	Disagree	Strongly Disagree	NA/ Undecided
NIMS/Unified Incident Command	<input type="radio"/>				
Multi-jurisdictional National Disaster events	<input type="radio"/>				
Education and Understanding of Plans	<input type="radio"/>				
Events involving senior officials/decision- makers	<input type="radio"/>				
Understanding different roles and responsibilities including jurisdictional boundaries	<input type="radio"/>				

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

	Strongly Agree	Agree	Disagree	Strongly Disagree	NA/ Undecided
Training involving National Guard	<input type="radio"/>				
Training involving use of Federal resources	<input type="radio"/>				

4. Please select the option that best describes your perceived effectiveness of these different methods of training:

	Highly effective	Effective	Ineffective	Highly Ineffective	Unsure/NA
Classroom, instructor led emergency preparedness training	<input type="radio"/>				
Web-based emergency preparedness information and training	<input type="radio"/>				
Hard copy plans, reference materials and manuals	<input type="radio"/>				
Tabletop exercises	<input type="radio"/>				
Functional exercises	<input type="radio"/>				
Full-scale exercises	<input type="radio"/>				

7a. Additional comments about current training/exercising:

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

2.2 Planning

5. Prior to Hurricane Katrina, do you feel there was ADEQUATE PLANNING in your region in the following areas?

	Strongly Agree	Agree	Disagree	Strongly Disagree	Unsure/ N/A
Emergency Management Planning	<input type="radio"/>				
Continuity of Operations Planning	<input type="radio"/>				
Public/Private Partnerships	<input type="radio"/>				
Pre-positioning of assets and resources	<input type="radio"/>				
Evacuation protocols	<input type="radio"/>				
Traffic control without electrical power	<input type="radio"/>				
Debris removal and management	<input type="radio"/>				
Clear definitions of responsibilities of selected county emergency support functions	<input type="radio"/>				
Emergency Planning by residential healthcare facilities	<input type="radio"/>				
Distribution of communications materials to disaster victims	<input type="radio"/>				
Flood abatement	<input type="radio"/>				
Long-term disaster recovery	<input type="radio"/>				
Evacuation shelter locations	<input type="radio"/>				
Shelter management	<input type="radio"/>				
Power restoration	<input type="radio"/>				
Providing public information and instruction in a “powerless” environment	<input type="radio"/>				

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

	Strongly Agree	Agree	Disagree	Strongly Disagree	Unsure/ N/A
Communications during power and telephone outage	○	○	○	○	○
Out of area repair contractors	○	○	○	○	○
Post event employee compensation	○	○	○	○	○

SECTION 3 – RESPONSE

6. Was the National Response Plan helpful in your response to the disaster? Circle one:

Yes No Not familiar with it N/A

Comments:

7. Was the National Incident Management System helpful in your response to the disaster? Circle one:

Yes No Not familiar with it N/A

Comments:

8. Did your agency or anyone in your region request resources through the EMAC process? Circle one:

Yes No Not familiar with it N/A

Comments:

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

9. Immediately following Hurricane Katrina, do you feel ADEQUATE ACTION was taken in the following areas?

	Strongly Agree	Agree	Strongly Disagree	Unsure/ NA	Comments
Continuity of operations/government	<input type="radio"/>				
Resource tracking/management	<input type="radio"/>				
Public/Private Partnerships	<input type="radio"/>				
Traffic control without electric power	<input type="radio"/>				
Coordinated and synchronized activities across selected county emergency support functions	<input type="radio"/>				
Coordinated and synchronized activities between state/regional and federal agencies	<input type="radio"/>				
Sustained operations by residential healthcare facilities	<input type="radio"/>				
Continued presence of key personnel	<input type="radio"/>				
Management of evacuation shelters	<input type="radio"/>				
Electrical power restoration	<input type="radio"/>				
Availability of basic household supplies through retail organizations	<input type="radio"/>				
Availability of gas (for cars)	<input type="radio"/>				
Communication to the public about ongoing emergency management operations	<input type="radio"/>				
More reliable communications system and communications plan	<input type="radio"/>				

SECTION 4 – RECOVERY

10. Following Hurricanes Katrina and Rita, what areas should have been federal funding priorities? Check the top three. You may specify an area, not presented here, you feel is critical in the “Other” box.

B-7

After-Action Report

State of Louisiana

Appendix B: Online After-Action Assessment Survey Items

2006\G&T Exercises\Louisiana AAC Report

For Official Use Only

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Pre-storm contracts/expenditures
 Public Health and Mental Health
 Law Enforcement
 Real Time Imagery Technology
 Shelter Activities
 Restoration of Utilities including
 Communication Systems
 Resource/Support Victims
 Urban Search and Rescue
 Other:

SECTION 5 – LESSONS LEARNED

11. Please provide any lessons learned about any of the following topics or create your own topic (next to “Other”).

Potential Areas	Lessons Learned
Planning (SOPs, ESF plans, etc.)	
Continuity of Operations/Government (including use of databases)	
Emergency Management (including EOC operations, NIMS, ICS/UCS)	
Infrastructure/Adding Resources	
Healthcare (includes physical and mental health, quarantine, etc)	
Resource Management/Logistics (including volunteer agencies)	
Communications (includes contact with family, public information, cell phones and other tools, communicating with responders, & communications between state/local/regional & federal agencies)	
Multi-agency cooperation/coordination	
Evacuation (includes residences & hospitals)	
Sheltering (in place or designated locations)	
Transportation	
Public/Private Partnerships	
Other	

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

SECTION 6 – CONCLUSIONS

12. Additional Comments – Please use the space below to provide comments that identify other issues/topics you would like to see addressed at the upcoming State and Regional After-Action Conferences.

13. Contact Information: ****Note this information is not required but would be appreciated should we need to follow up on answers provided.****

Name (First, Last): _____

Title: _____

Position: _____

E-mail: _____

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Online Assessment Survey Data

Summary of Respondents

The survey was completed by 464 individuals. Respondents could enter personal identifying information (e.g., name, title) as an option, but this information was not required to ensure candid responses. An analysis of the survey audience by areas served, regions, tenure, and functional area is shown below.

State vs. Regional Respondents

Responses were split between the State and the regional level. Of the 464 respondents, 49 percent (227 respondents) work or respond at the State level, and 51 percent (237) work or respond at the regional level.

Tenure

The questionnaire asked respondents how long they had worked in their current position. The following table shows how highly experienced the survey audience is; a total of 60 percent have more than 6 years of experience, and only 18 percent are relatively new, having been in their current positions for less than 2 years. This serves to bolster confidence in the validity of the information provided as the majority of respondents are seasoned in their field or expertise.

Years of Experience	% (based on 464 respondents)
More than 10 years	45%
6-10 years	15%
2-5 years	22%
Less than 2 years	18%

Functional Areas

The following table shows the various functional areas represented by the survey audience. The largest group of respondents worked in functional areas outside of those listed in the survey and thus selected the “Other” option. Some of the “Other” responses (32 percent) came from volunteer agencies, the National Guard, the private sector, and the American Red Cross. The second largest group of respondents worked in the functional area of fire (22 percent). The smallest group of respondents worked in public safety communication (3 percent) and transportation (3 percent). Respondents could select more than one functional area, resulting in a total of 625 responses vs. the total number of respondents, which were 464.

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Functional Area	% (based on 625 responses)
Other	32%
Fire	22%
Government Administrator	15%
EMA	11%
EMS	11%
Law Enforcement	10%
Public Health	7%
HazMat	7%
Public Works	4%
Private Sector	4%
Public Safety Communication	3%
Transportation	3%
Healthcare	1%

Survey Data State Responses

This section presents survey results of respondents at the State-level (227 respondents). Those respondents who responded at the regional level were not included in this analysis. Their responses can be seen in the Survey Data Regional Responses section of this report.

Top Three Areas Needing Changes

Respondents were asked to identify the top three issues involving the State’s ability to prepare for, respond to, mitigate, and recover from another catastrophic hurricane. The number one area was communications/cooperation between State/local agencies and Federal agencies (59 percent). The number two identified area was planning (49 percent). The areas of evacuation, sheltering, and communications/cooperation within State and local agencies received an equal number of responses to tie for the number three identified area needing change (28 percent). Respondents could select three areas and thus the percentages do not total 100 percent.

Adequate Training/Exercising

Respondents were asked to rate the adequacy of training/exercising in their region for a number of areas¹. Training involving the use of Federal resources received the lowest average rating (1.8), with training for multijurisdictional national disaster events (1.9) and events involving senior officials/decisionmakers (1.9) falling closely behind. It is important to note that for all of the areas listed below, training was not considered adequate based on the averaged scores of 2.2 (Disagree) or below.

¹ The following scale was used: 0-NA/Undecided 1-Strongly Disagree 2-Disagree 3-Agree 4-Strongly Agree

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Training Areas	Mean
Training involving the National Guard	2.2
NIMS/Unified Command	2.0
Education and understanding of plans	2.0
Understanding different roles, responsibilities, and jurisdictional boundaries	2.0
Multijurisdictional national disaster events	1.9
Events involving senior officials/decisionmakers	1.9
Training involving use of Federal resources	1.8

Effectiveness of Training Methods

Respondents were asked to rate training methods effectiveness. The rating of effectiveness seems to correspond with the degree of opportunity for hands-on training where full-scale exercises (FSEs) and functional exercises were rated to be the most effective.

Training Methods	Mean
Full-scale exercise (FSE)	3.31
Functional exercise	3.18
Tabletop exercise (TTX)	3.07
Classroom	2.97
Hardcopy of plans, reference materials, and manuals	2.74
Web-based	2.51

Adequate Planning

Respondents were asked to rate the adequacy of planning in their region across 19 areas². Power restoration (2.54), emergency management planning (2.43), evacuation shelter locations and shelter management (both 2.38), received the highest scores. It is important to note that for 18 of the 19 areas listed below, planning was not considered adequate based on the averaged scores of 2.43 (Disagree) or below. Planning for power restoration just barely reached the adequate level at an averaged score of 2.5 (when rounded = Agree).

Planning Areas	Mean
Power restoration	2.54
Emergency management planning	2.43
Evacuation shelter locations; Shelter management	2.38
Evacuation protocols	2.34
Traffic control without electrical power; Continuity of Operations	2.26
Debris removal and management	2.15

² The following scale was used: 0-NA/Undecided 1-Strongly Disagree 2-Disagree 3-Agree 4-Strongly Agree

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Planning Areas	Mean
Emergency planning by residential healthcare facilities	2.11
Postevent employee compensation; Clear definitions of responsibilities of selected county emergency support functions (ESFs)	2.05
Out-of-area repair contractors	2.04
Public/private partnerships	2.03
Pre-positioning of assets and resources	2.02
Providing public information and instruction in “powerless” environment	2.01
Distribution of communications materials to disaster victims	1.94
Flood abatement; Communications during power and telephone outage	1.89
Long-term disaster recovery	1.82

Adequate Action

Respondents were asked to rate their level of agreement for adequate action taken after Hurricane Katrina across 14 areas. Electrical power restoration and continued presence of key personnel received the highest averaged scores (1.8). It is important to note that for all of the 14 areas listed below, actions taken after Hurricane Katrina were not deemed adequate, based on all averaged scores falling below 1.8 (Disagree).

Adequate Action	Mean
Electrical power restoration; Continued presence of key personnel	1.8
Traffic control without electrical power; Management of evacuation shelters	1.7
Sustained operations by residential healthcare facilities; Availability of basic household supplies through retail organizations	1.6
Continuity of Operations/Government; Public/private partnerships; Communication to the public about ongoing emergency management operations	1.5
Coordinated and synchronized activities across selected county emergency support functions (ESFs); Availability of gas; More reliable communications system and plan	1.4
Resource tracking/management; Coordinated and synchronized activities between State/Regional and Federal agencies	1.3

Usefulness of the National Response Plan (NRP) and the National Incident Management System (NIMS)

Respondents were also asked to identify whether the NRP and NIMS were helpful during the hurricane response.

Of the 181 responses analyzed (responses of N/A were removed), the majority of total respondents (83 percent) indicated they were either not familiar with the NRP (53 percent) or it was not helpful in their response (30 percent). Only 17 percent of the respondents agreed that the NRP was helpful during their response.

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Of the 176 responses analyzed (responses of N/A were removed), the majority of respondents (76 percent) indicated they were either not familiar with NIMS (48 percent) or it was not helpful in their response (28 percent). Only 24 percent of the respondents agreed that NIMS was helpful during their response.

Resources Requested through the Emergency Management Assistance Compact (EMAC)

Thirty-six percent of the 185 respondents had requested resources through the EMAC process. The majority of total respondents (64 percent) indicated they were either not familiar with the EMAC process (51 percent) or they did not request resources through the EMAC process during their response (13 percent).

Top Areas for Federal Funding

Respondents were asked to identify the top three areas where Federal funds should have been allocated after the hurricanes. The top three Federal funding priorities are presented below by the percentage of survey respondents who selected the specific area. Respondents could select three areas and thus the percentages do not total 100 percent.

- Restoration of utilities including communication systems: 55 percent
- Urban search and rescue (USAR): 43 percent
- Law enforcement: 41 percent

Survey Data Regional Responses

This section presents survey results of respondents at the regional-level (237 respondents).

Top Three Areas Needing Changes

Respondents were asked to identify the top three issues involving the State's ability to prepare for, respond to, mitigate, and recover from another catastrophic hurricane. The number one area was communications/cooperation between State/local agencies and Federal agencies (48 percent). The other two top areas were planning (43 percent) and emergency management (40 percent). Because respondents could select three items, the percentages do not total 100.

Adequate Training/Exercising

Respondents were asked to rate the adequacy of training/exercising in their region for a number of areas³. The two lowest rated areas (meaning training in these areas was inadequate) were training involving use of Federal resources (which had an average answer of 1.65), and training involving the National Guard (1.87). For all the areas listed in the table below, training was not considered adequate based on the average scores being 2.15 (Disagree that there is adequate training) or below (meaning they strongly disagree that training is adequate).

³ The following scale was used: 0-NA/Undecided 1-Strongly Disagree 2-Disagree 3-Agree 4-Strongly Agree

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Training Areas	Mean
NIMS/Unified Command	2.15
Education and Understanding of plans	2.13
Understanding different roles, responsibilities, and jurisdictional boundaries	2.06
Events involving senior officials/decisionmakers	1.91
Multijurisdictional national disaster events	1.88
Training involving the National Guard	1.87
Training involving use of Federal resources	1.65

Effectiveness of Training Methods

Respondents were asked to rate training methods effectiveness. Consistent with the regional preferences, presented above, the rating of effectiveness seems to correspond with the degree of opportunity for hands-on training where FSEs and functional exercises were rated to be the most effective.

Training Methods	Mean
Full-scale exercise (FSE)	3.47
Functional exercise	3.41
Tabletop exercise (TTX)	3.24
Classroom	3.20
Hardcopy of plans, reference materials, and manuals	2.78
Web-based	2.61

Adequate Planning

Respondents were asked to rate the adequacy of planning in their region and the lowest responses, representing the areas with the least adequate planning, were long-term disaster recovery and pre-positioning of assets and resources. Power restoration and emergency management planning received the highest score (meaning they were the areas where the best planning took place). However these areas (with scores of 2.65) were only at the “adequate level” and could still be improved.

Planning Areas	Mean
Emergency management planning; power restoration	2.65
Evacuation shelter locations	2.44
Debris removal and management	2.43
Shelter management	2.42
Evacuation protocols	2.41
Continuity of Operations	2.39
Traffic control without electrical power	2.34
Public/private partnerships	2.29
Emergency planning by residential healthcare facilities	2.27
Out-of-area repair contractors	2.23
Clear definition of responsibilities of selected county emergency support functions (ESFs)	2.21
Flood abatement	2.18

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Planning Areas	Mean
Postevent employee compensation	2.14
Pre-positioning of assets and resources	2.13
Distribution of communications materials to disaster victims	2.11
Providing public information and instruction in a “powerless” environment	2.10
Communications during power and telephone outage	1.99
Long-term disaster recovery	1.89

Adequate Action

Respondents were asked to rate their level of agreement for adequate action taken after Hurricane Katrina across 14 areas⁴. Electrical power restoration and continued presence of key personnel received the highest averaged scores (1.97 and 1.82, respectively). It is important to note that for 11 of the 14 areas listed below, actions taken after Hurricane Katrina were not deemed adequate, based on all averaged scores falling below 1.8 (Disagree that adequate action was taken).

Adequate Action	Mean
Electrical power restoration	1.97
Continued presence of key personnel	1.82
Continuity of Operations/Government	1.73
Availability of basic household supplies through retail organizations	1.70
Public/private partnerships	1.67
Traffic control without electrical power	1.66
Sustained operations by residential healthcare facilities	1.65
Management of evacuation shelters	1.64
Communication to the public about ongoing emergency management operations	1.58
More reliable communications system and plan	1.49
Availability of gas	1.44
Resource tracking/management; Coordinated and synchronized activities across selected county emergency support functions (ESFs)	1.43
Coordinated and synchronized activities between State/regional and Federal agencies	1.18

Usefulness of the National Response Plan (NRP) and the National Incident Management System (NIMS)

Regional respondents were also asked to identify whether the NRP and NIMS were helpful during hurricane response.

One hundred eighty four responses were analyzed. The majority of total respondents indicated they were either not familiar with the NRP (47 percent) or it was not helpful in their response to the hurricanes (36 percent). Only about 17 percent of the respondents agreed the NRP was helpful during their response.

The majority of respondents indicated the NIMS was not helpful in their response (40 percent). The second largest number of respondents (33 percent), however, indicated that NIMS was helpful during their response. Twenty-seven percent indicated they were not familiar with NIMS.

⁴ The following scale was used: 0-NA/Unsure 1-Strongly Disagree 2-Agree 3-Strongly Agree

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Resources Requested through the Emergency Management Assistance Compact (EMAC)

Thirty-three percent of the respondents had requested resources through the EMAC process. The majority of total respondents indicated they were either not familiar with the EMAC process (42 percent) or they did not request resources through the EMAC process during their response (25 percent).

Top Areas for Federal Funding

Respondents were asked to identify the top three areas where Federal funds should have been allocated after the hurricanes. The top three Federal funding priorities are presented below by the percentage of survey respondents who selected the specific area.

- Restoration of utilities including communication systems: 56 percent
- Urban search and rescue (USAR): 41 percent
- Resource/support victims: 37 percent

Survey Data Regional Breakdown Responses

Data from the online survey was analyzed separately for each of the nine Louisiana regions. This section presents the findings from these analyses in a format which allows for inter-regional observations. Note that only respondents at a regional (not State) level were considered in this analysis. This analysis includes 236 respondents.

Regional Breakdown of Respondents

The table below presents the percentage of regional respondents by regional breakdown. The largest number of respondents was from Region 4 (17 percent), and Region 9 had the smallest number of respondents (3 percent).

Region	Percentages*	Actual Sample Size
1	11%	26
2	15%	35
3	10%	23
4	17%	40
5	15%	36
6	8%	18
7	7%	16
8	14%	34
9	3%	8

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

* Note: Percentages are based on 236 respondents, as one respondent was removed from breakdown analyses due to selecting multiple regions.

The following tables break down responses by region. When responses are tied, the table shows the number twice. Because of the small sample size of Region 9 (less variability), there are a larger number of ties for this region than other regions.

Top Three Areas Needing Changes by Region

The top three areas selected regarding the State’s ability to prepare for, respond to, mitigate, and recover from another catastrophic hurricane are shown in the following table. Planning was in the number one spot the most (for four of the nine regions) and the other areas scoring a number one vote from two of the regions included “communication/cooperation within State and local agencies”, “communication/cooperation between State/local agencies and Federal agencies”, and “emergency management.”

	Region 1	Region 2	Region 3	Region 4	Region 5	Region 6	Region 7	Region 8	Region 9
Communication/ cooperation within State and local agencies			2	3		3	1		1
Communication/ cooperation between State/local agencies and Federal agencies	2	1	3	2		3		1	
Emergency management	1		1		2		3	2	
Evacuation					3				
Planning	3	2		1	1	1			1
Resource management/ logistics		3		3			3		
Sheltering						2	2	2	
Healthcare									1

Adequate Training/Exercising by Region

The top two training and exercise deficiencies per region are listed in the following table. By far, the greatest training and exercise deficiency was “training involving use of Federal resources” (voted number one in six of the nine regions.)

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

	Region 1	Region 2	Region 3	Region 4	Region 5	Region 6	Region 7	Region 8	Region 9
Multijurisdictional natural disaster events		2	2	1		2			
Training involving the use of Federal resources	1	1	1		1	1	2	2	1
Training involving the use of the National Guard					2		1	1	
Events involving senior officials/ decisionmakers	2			2					2

Adequate Planning by Region

The two most commonly cited planning deficiencies per region are listed in the following table. The top two areas (with three of the nine regions listing this area as the number one area having planning deficiencies) include “communications during power and telephone outage” and “long-term disaster recovery.”

	Region 1	Region 2	Region 3	Region 4	Region 5	Region 6	Region 7	Region 8	Region 9
Communications during power and telephone outage	1		1				1	2	
Flood abatement	2								
Long-term disaster recovery		1	2	1	1	2			
Pre-positioning of assets and resources						1			
Emergency planning by residential healthcare facilities		2							
Distribution of communications materials to disaster victims				2	2				2
Providing public information in a “powerless” environment							2		2
Postevent employee compensation								1	

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

	Region 1	Region 2	Region 3	Region 4	Region 5	Region 6	Region 7	Region 8	Region 9
Out-of-area repair contractors									1
Public/private partnerships									2

Adequate Action by Region

In terms of adequate action, the two most commonly cited deficiencies per region are listed in the following table. There was unanimous agreement across all of the nine regions that the number one area where adequate action was not taken was in the area of “coordinated and synchronized activities between State/ regional agencies and Federal agencies.”

	Region 1	Region 2	Region 3	Region 4	Region 5	Region 6	Region 7	Region 8	Region 9
Coordinated and synchronized activities between State/regional agencies and Federal agencies	1	1	1	1	1	1	1	1	1
Resource tracking/ management		2							
More reliable communications system and plan	2							2	1
Coordinated and synchronized activities across selected county ESFs				2		2	2		
Communication to the public about ongoing emergency management operations			2						
Availability of gas					2				1

Top Three Federal Funding Priorities by Region

In terms of federal funding priorities, the top three areas per region are presented in the following table. The top-voted area identified as a Federal funding priority area (voted number one from six of the nine regions) was “restoration of utilities.”

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

	Region 1	Region 2	Region 3	Region 4	Region 5	Region 6	Region 7	Region 8	Region 9
Restoration of utilities	1		1	1	1	1		2	1
Urban Search and Rescue (USAR)	2	1	2				2	1	
Law enforcement	3	2			3		2		
Shelter activities		3	3	3		2	1		
Resource/support victims				2	2	3		3	2
Public health and mental health							3		2
Pre-storm contracts/ expenditures									2

Survey Data Supplementary Analyses

Survey Response Sample

- There was under representation of some functional areas in the survey response sample. For example, the healthcare community response totaled 1 percent of the total response sample. The same effect was observed with regional representation (e.g., the Region 9 sample was the smallest, totaling 3 percent of survey respondents). These functional areas (e.g., public works, transportation) and regions should be sought out when conducting further response analyses and improvement activities (e.g., planning, training, and exercises) to ensure an accurate picture of needs.
- State and regional survey respondents were equally represented (about half were State respondents and about half were from the combined regions).

Effectiveness of Training Methods

Respondents were asked to rate the effectiveness of various training methods (FSEs, functional exercises, tabletop exercises (TTXs), classroom instruction, online training, hardcopy of materials). The most popular responses appear to correspond with the level of hands-on activity the training method provides (i.e., FSE being the most preferred, followed by functional exercises, then TTXs). It is important to consider the preference and motivation for alternative methods of instruction as these chosen exercises happen infrequently because the high cost and preparation time.

Critical Issues

- “Communication/coordination between State/local agencies and Federal agencies” was rated as the most problematic area during response by both State and regional respondents.
- “Evacuation” was only rated as a top (given 3 choices) concern for Region 5.

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

- “Healthcare” was only prioritized as top concern (given 3 choices) for Region 9.
- The majority of respondents were either uneducated about the use of the EMAC or did not find it useful. This suggests two possible courses of actions: inspection of the need for education on proper EMAC application and/or inspection of the need to change the EMAC to be useful during this type of large-scale, prolonged disaster. People that need to learn EMAC could be surveyed to choose the best timing and delivery methods.
- Similar to the response profile for the EMAC, the majority of those surveyed indicated they didn’t apply the NIMS or NRP or they did not find these useful. This again points to great needs for training and exercising these systems and plans to measure their ease of use and adequacy.
- Unlike some criminal and terrorist events, this type of natural disaster has a geographic impact predictive quality. When suggesting improvements in planning, response, and recovery for natural disasters, consider the varying roles regions will fill based on their geographic location.

Table B-1 and **Table B-2** present an alternative view of the survey data that illustrates this last point. The data presented in both tables considers the nine regions by geographic location, in this case distance from the coast, and groups them into three clusters. Regions 1, 2, 3, and 4 are the coastal regions; Regions 2, 6, and 9 are the central regions; and Regions 7 and 8 are the inland regions. **Table B-1** focuses on the top two planning deficiencies identified by each region (The numbers “1” and “2” indicate the top two deficiencies).

A pattern emerges, which suggests that priorities vary by geographic location, likely because hurricanes affect each geographical area differently. The coastal regions appeared more concerned with emergency management and infrastructure recovery issues. Although the central regions were concerned with infrastructure recovery issues, this group also began to show concern for supporting roles such as pre-positioning of assets/resources, public communications, and public/private partnerships. The inland regions were concerned with supporting roles issues. Though the “inland” regions indicated concern with the emergency management issue of communications during power and telephone outage, this broad issue directly relates to supporting roles and could be interpreted according to regional priorities.

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Sorted Planning Deficiencies Arranged by Geography

Role Clusters	Areas	Coastal				Central			Inland	
		Region 1	Region 3	Region 4	Region 5	Region 2	Region 6	Region 9	Region 7	Region 8
Emergency management, infrastructure recovery	Communications during power and telephone outage	1	1						1	2
	Long-term disaster recovery		2	1	1	1	2			
	Flood abatement	2								
	Distribution of Comms to victims			2	2			2		
	Out of area repair contractors							1		
	Emergency planning by healthcare					2				
Support roles (sheltering, staging areas etc.)	Pre-positioning of assets/resources						1			
	Communication to the public							2	2	
	Post event employee compensation									1
	Public/private partnerships							2		
Note:										
Largest planning deficiencies										

Table B-1. Planning Deficiencies by Geography

Table B-2 focuses on the top Federal funding areas identified by each region (the numbers “1” and “2” indicate the top two areas). A pattern emerges, which suggests that funding priorities vary by geographic location, again likely because hurricanes affect each geographical area differently. The coastal regions appeared more concerned with emergency management and infrastructure recovery issues. Although the central regions were concerned with restoration of utilities issues, this cluster also showed concern for supporting roles such as resource support and shelter activities. Though maintaining emergency management concerns, the inland regions also indicate concern for supporting roles issues (e.g., shelter activities).

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Sorted Top Areas for Federal Funding Arranged by Geography

Role Clusters	Areas	Coastal				Central			Inland	
		Region 1	Region 3	Region 4	Region 5	Region 2	Region 6	Region 9	Region 7	Region 8
Emergency management, infrastructure recovery	Restoration of Utilities	1	1	1	1		1	1		
	Urban Search and Rescue	2	2			1			2	1
	Law Enforcement					2			2	
Support roles (sheltering, resource support, etc.)	Resource/support for victims			2	2			2		
	Shelter Activities						2		1	
	Public health and mental health							2		
Note: Top areas for Federal funding										

Table B-2: Funding Priorities by Geography

Commonalities Between State and Regional Responses

When the State and regional data were contrasted, more similarities than differences emerged. Both groups identified the same training needs (two out of the top three training needs: “training involving the use of Federal resources” and “training on multijurisdictional national disaster events”). The same pattern emerged when asked which top three areas needed change. “Communication/cooperation between State/regional agencies and Federal agencies” and “planning” were the top areas for both groups. Lastly, for Federal funding priorities posthurricanes, a similar relationship existed where both groups chose “restoration of utilities including communication systems” and “Urban Search and Rescue (USAR)” as the top two priorities.

Recommendations for Future Surveys

Although the online survey served as a good starting point for identifying the needs and issues of Louisiana’s response community, it should be considered just that. Because of the large number of emergency response functional areas, it is critical that each area is equally represented in order to make valid inferences and observations from the data. It is likely that responses to several survey items were driven by functional area differences rather than inter-regional or regional/State differences as functional areas will vary in their prioritization of issues.

The online survey was developed to identify general issues and provide some structure for the Regional and State After-Action Conferences held on March 1, 2, 3, and 6, 2006. It is suggested that issues identified as high priority be further explored in a more detailed analysis.

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

A final recommendation is that future surveys include critical incident questions to generate lessons learned. Critical incident questions ask the respondent to identify courses of action that went both well and poorly. This format of survey questions elicits information in a story-like fashion which retains the critical contextual information surrounding each lesson.

Conclusion

The central finding of this survey was that respondents found all preparations for the hurricanes were inadequate, even when such a storm was predicted for a long time. Although the storms affected regions differently, the similarities in their responses outweighed their differences. The similarities point at “communications/cooperation between State/regional agencies and Federal agencies” as being the most frequently identified problem, closely followed by “planning” and “emergency management.”

The effectiveness of training methods underscores the perception that bigger is better—FSEs are preferred over functional exercises, and functional exercises are preferred over TTXs. Though the preference for FSEs was universal, it is important to accentuate the finding that many of the regions stressed the needed presence of key decisionmakers at these exercises. The preference of classroom training over manuals or web-based training might indicate the preference for the actual presence of parties that are knowledgeable of the plans.

The top areas for federal funding indicate primary funding goals. These were “restoration of utilities including communication systems,” “Search and Rescue (USAR),” and “law enforcement.” To address the inadequacies evident from this survey, investments will be necessary in a similarly large-scale fashion.

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

THIS PAGE INTENTIONALLY LEFT BLANK

B-26

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Appendix C: Analysis of Lessons Learned and Best Practices

This section of the After-Action Report (AAR) presents the lessons learned and best practices from both the Online Assessment Survey and the Regional and State After-Action Conferences.

Lessons Learned and Best Practices from Online Survey	
Planning	“The Hurricane Pam preparations, funded by FEMA, were a perfect match for Katrina. Much of our operations, such as search and rescue, TMOSA operations, etc. were conceptually worked out in this planning. We would have been in much worse shape without the planning. This planning should be completed. New Orleans remains below sea level and the storms will keep coming.”
	“Think on a larger scale.”
	“Planning without buy-in of all partners, and without practice, is useless.”
Continuity of Operations (COOP)/ Government (COG)	“Must be standardized (one set of rules for everyone).”
	“Data capturing related to shelters, evacuees, and employees is critical.”
	“Continuity depends on having resilient lines of communication and predesignated backup plans in case communications are lost. It also means all officials should be centrally located to facilitate joint decisionmaking and support for operations needs to be consistent at Federal, State, and local levels.”
Emergency Operations	“The power struggles were rampant and created hindrances. Politics played too much of a role and wasted resources.”
	“EOCs need to function according to the ESFs, and not on an agency area. NIMS/ICS training is needed for everyone involved, especially the upper management and elected officials.”
	“Must display a degree of flexibility so as to be able to accommodate extraordinary circumstances...paralysis in decisionmaking MUST be avoided.”
Infrastructure/ Adding Resources	“Each parish needs a self-contained facility for essential personnel with protected generators, communications equipment, water and sewer capacity, and enough food for a week.”
	“Ability to communicate is essential. Also, there should be one central place for family and friends to post their whereabouts and who is lost. Additionally, a list of evacuees should be officially established and posted.”
	“Lack of action on this level caused a great deal of problems. In the future - prepare contracts prior to an incident - not after.”

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Healthcare	“Additional mental health resources are greatly needed.”
	“Special-needs shelters need to be opened sooner. Home healthcare agencies need to participate in helping their patients to evacuate. Nursing homes need to have their plans approved by a state agency (DHH).”
	“During Katrina, many people depended on medications and/or equipment that were lost or destroyed. Addressing these medical needs should be better coordinated and planned in the future.”
Resource Management/ Logistics	“Better interoperability of public service communication systems though common frequencies and radio systems, and to establish on a statewide level, a working relationship with all available amateur radio (ARES/RACES) teams and provide that such support teams are allowed to enter affected areas to provide temporary backup communications when other systems are compromised.”
	“We now own two satellite phones. We plan to buy more.”
	“Ham radio operators are the way to go at times like these.”
Multi-agency Cooperation/ Coordination	“The will is there—but a strong leader is necessary.”
	“Interagency agreements should be in place before hurricane season AND there should be emphasis on the possibility of disasters other than hurricanes.”
	“Any declared emergency should automatically trigger mutual aid between every State and locally public service agency. We must bite the bullet and get past the politics and perceived liability issue.”
Evacuation	“Need more than two days to evacuate the Region 1 area. Contra flow was great but it was just Step 1. Step 2 is an effective plan for people without transportation concurrent with evacuation of nursing homes and hospitals. Need master plan of assets that will provide the assistance and transportation with identified designations.”
	“Most people will not leave for a hurricane in our community.”
	“Need a plan and place to relocate the most vulnerable of our population without fail. Even if it is a dry run next hurricane season. Practice makes perfect. “
	“More shelters out of the city should have been in place, and the evacuated population should be moved to those shelters before the incident.”
Sheltering	“Don't buy mobile housing until you know what is needed. Most areas of a city don't have a place to put a travel trailer or mobile home. Use common sense in providing shelter and living quarters after the storm.”

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

	“As Hurricane Katrina has shown, the shelter of last resort in the Superdome was completely inadequate. Staging of supplies needs to be available before a shelter becomes active.”
Transportation	“School buses must be used for two reasons, they are available and the need to get them to higher ground.”
	“There were insufficient transportation assets for this incident, before, during, and after. Not every request needs a bus. You need vans or cars in the inventory to move people as needed.”
	“Fuel should be a priority. The gas companies should not be allowed to profit from disaster as they did this past year. Prices increased and fuel was in short supply, causing general panic.”
Public/Private Partnerships	“Some local food markets will loose refrigeration and could donate resources to emergency groups to feed workers.”
	“Need to continue to formalize partnerships with community entities because of immediate availability and access.”
	“Wal-Mart/Sams, Coke, and some food chains proved that private/public partnering works.....CEOs of major companies should be given means to give advice on how to mobilize certain efforts.”

Lessons Learned and Best Practices from the Regional After-Action Conferences

LA Region 1

ESF/ICS Area	Summary of Lessons Learned and Best Practices
1	“The Region Contra Flow Plan was timely executed and was effective during evacuations of the residents from the affected area.”
2	“Text messaging worked to communicate, even when they were delayed, because it takes less bandwidth. OnStar Communications was also used successfully.”
5	“Mutual-aid requests were expedited, but the logistics to support the requests were hard to get into place.”

LA Region 2

ESF/ICS Area	Summary of Lessons Learned and Best Practices
1	“The Region Contra Flow Plan was timely executed and was effective during evacuations of the residents from the affected area.”
3	“Lack of documentation delay processing and receiving reimbursement for debris removal.”
5, 13	“There are no procedures for providing funds to the evacuees that were in shelters during the hurricanes which resulted in additional law enforcement needed to maintain law and order.”

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

6	“Hardship variances are now required to occupy some temporary facilities (i.e., trailers) when given permission to conduct background checks and head of household needs to be notified.”
13	“Law enforcement took over private radio frequencies and they were able to effectively communicate.”
Volunteer Management	“Community and Louisiana State University students and faculty volunteering was beneficial—need to develop a Donations and Volunteer Emergency Support Function for the Emergency Operations Plan.”

LA Region 3

ESF/ICS Area	Summary of Lessons Learned and Best Practices
2	“The Region 3 parishes returned all CB radios to the emergency response vehicles which provided for additional and redundant communications systems.” “Interagency coordination and communications was effective for all parishes and the region because of prior training to the incident.”
ICS	“The need for additional Incident Command and NIMS training is needed for the region because not all response agencies operate under the Incident Command System.”
5	“Governor’s Declaration allowed the volunteer medical personnel from other States and local jurisdictions to provide the appropriate medical care.” “Regional plan was activated and was effective allowing for the appropriate decisions to be made in a timely manner.”
7	The regional mutual-aid agreement allowed for the identification, prioritization, and allocation of needed resources.”

LA Region 4

ESF/ICS Area	Summary of Lessons Learned and Best Practices
ICS	“The elected and appointed officials who are responsible for making critical decisions have not taken the Incident Command System courses and participated in exercises.”
1	“The Region Contra Flow Plan was timely executed and was effective allowing timely evacuations of the residents from the affected area.”
5	“The regional and parish Emergency Response Plans worked well and allowed decisionmakers the ability to make timely and accurate decisions and allocate necessary resources to Incident Commanders for stabilization.”

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

7	“The region formed an organization called ‘unmet needs’ in which every agency can contribute. The organization allows everyone to know what resources are available.”
6	“The Lafayette, Louisiana Cajundome served as the primary shelter and mass care facility for the displaced victims.”
8	“Prior medical planning allowed for the predetermined and identification of medical facility operations for the shelters.”
15	“Coordination and dissemination of emergency public information provided the residents and victims with timely and appropriate protective actions to be taken.”

LA Region 5

ESF/ICS Area	Summary of Lessons Learned and Best Practices
All	“Prior emphasis of weapons of mass destruction has deterred the parishes and region from being prepared for natural catastrophic incidents.”
5	“Preincident networking and relationship building greatly improved coordination.” “The FEMA strike teams performed well, especially when in place prior to the hurricanes making landfall and for the duration of the response.”
6	“The cross-jurisdictional Shelter Task Force allows for increased coordination of sheltering activities for all parishes.” “Pre-evacuation shelter plan was activated, followed, and was effective providing for detailed information and guidance for evacuees.” “Joint-jurisdictional Shelter Task Force allowed for increased coordination of shelter and mass care activities.”
8	“Pre-evacuation shelter plan was activated and was effective and was used by all decisionmakers during evacuations and sheltering.”
15	“Public information efforts continued prior to, during, and after the hurricanes, keeping the public informed of protective actions to take.”

LA Region 6

ESF/ICS Area	Summary of Lessons Learned and Best Practices
2	“Need to include telecommunications emergency response teams as part of the Emergency Management Assistance Compact and recognized under Emergency Support Function 2.”
5	“Support of nontraditional volunteer organizations aided in the shelter and mass care operations allowing for added staffing.”
6	“Faith-based, nonprofit, and nontraditional organizations were effective in supporting shelter operations.”

C-5

After-Action Report

State of Louisiana

Appendix C: Analysis of Lessons Learned and Best Practices

2006\G&T Exercises\Louisiana AAC Report

For Official Use Only

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

7	“Proactive sharing of resources between parishes and regions with pre-existing mutual-aid agreements allowed for identification, prioritization, and dissemination of limited resources throughout the region.”
8	“The Pharmacy Board was involved prior to, during, and after the hurricanes to provide the needed medications to the sheltered.” “Need early engagement of mental health resources for more in-depth triage and support of all affected populations.” “Need for additional Critical Incident Stress Management Teams.”

LA Region 7

ESF/ICS Area	Summary of Lessons Learned and Best Practices
All	“Each agency should be prepared to be self-sufficient for a minimum of 72 hours and should be part of the planning team when revising the Regional Response Plan and parish Emergency Operations Plans.” “Pre-existing relationships in the region either reduced or eliminated turf issues, allowing for an integrated emergency response system.”
2	“Amateur Radio augmented current communications systems when overwhelmed and inoperable.”
5	“The Emergency Management Assistance Compact and E Team were effective for additional resources and requesting and tracking resource requests.”
7	“The region did not have the resources needed to perform their functions, but because of community support and EMAC, they were able to provide needed resources in a timely manner.”
ICS	“Not all emergency response agencies have been trained on the Incident Command System and NIMS.”

LA Region 8

ESF/ICS Area	Summary of Lessons Learned and Best Practices
ICS	“Implementation of Unified Command was a mandatory prerequisite at the onset of the incident to the end of stabilization.”
2	“Amateur Radio Emergency System (ARES) is the ultimate redundant communications system.”
5	“Need to document and track all incidents of the incident for the purpose of reimbursement.” “Need for the early integration of the Parish Legal Counsel during a catastrophic incident.”
9	“Deployed search and rescue resources must demonstrate a means of sustainability for a minimum of 72 hours.”

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

LA Region 9

ESF/ICS Area	Summary of Lessons Learned and Best Practices
1	“Contra flow evacuation plans worked well (especially on the week-end)—information was widely distributed through multiple communications channels (handouts were available at churches, stores, etc.).”
2	“Use of multiple channels for communications with the public should be encouraged as learned with the successful implementation of contra flow.”
5	“EMAC requests for police, fire, USAR, and medical worked well in accordance with the program.” “FEMA personnel and other Federal officials were effective and cooperative when working directly at the local level.” “Many local agencies did an great job of proactively managing response activities and making decisions at the local level.”
6	“The Covington special-needs shelter provided tremendous support that limited loss of life.”
7	“Daily coordination meetings of all parish response agencies to prioritize and coordinate resources.”
8	“Department of Health and Human Services and Office of Public Health representative at each parish EOC provided a single point of contact (POC) for access to public health resources.”
Military	“National Guard/DoD resources provided a great amount of valuable support and resources (aviation, fuel, security, etc.).” “National Guard liaisons should continue to be assigned to parish EOCs.”

Lessons Learned and Best Practices from the State of Louisiana
After-Action Conference

Unified Command/Administration/Public Information

ESF Area	Summary of Lessons Learned and Best Practices
5	“Working with the Legislative Auditor’s Office worked well for the reimbursement of funds.”
15	“Used the local media for dissemination of insurance information to the public.” “Spent more time with the local media, but did not spend enough time with the national media to coordinate emergency public information.”

EOC Operations/Communications

C-7

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

ESF Area	Summary of Lessons Learned and Best Practices
1, 5, and 15	“The Contra Flow Plan for the State of Louisiana was effective in evacuating people from the coastal regions of Louisiana.”
2,5	“EOC operations overcame information technology saturation through the use of redundant computer technology.”
5	“GOHSEP Planning Division has requested and is receiving technical assistance from the U.S. Department of Homeland Security (DHS) for the revision of the EOP and procedures.” “Conference calls with local parishes regarding evacuation process and the National Weather Service intelligence worked well.” “The development of the commodities distribution plan prior to the incident established prestocked staging areas for rescued victims.”
9	“The use of the Geographical Information and Intelligence System for access and prioritization of search and rescue assets was extremely beneficial when conducting search and rescue activities, which resulted in the saving of numerous lives.”

Emergency Services

ESF Area	Summary of Lessons Learned and Best Practices
1	“The Contra Flow and Evacuation Plan was used and was effective.”
5	“Emergency Management Assistance Compact support for State agencies was effective allowing for the acquisition and support of additional personnel, supplies, and equipment.” “Preincident training of State agency personnel in reimbursement procedures and processes is needed to expedite the reimbursement process for personnel, supplies, and equipment.” “Emergency Support Function staff at the Joint Field Office assisted in coordinating FEMA activities.”

Human Services

ESF Area	Summary of Lessons Learned and Best Practices
5	“The Emergency Management Assistance Compact provided for the additional support for the emergency shelters.” “Need to become a member of the planning team for the revision of the State EOP.”

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

6	<p>“Key decisionmakers are not educated in shelter and mass care procedures and need to be a part of the planning process.”</p> <p>“Citizens are not educated on family disaster plans, self-sustainability, and postincident communications with family members.”</p> <p>“Evacuees are not properly tracked from and to the emergency shelters.”</p>
7	<p>“Louisiana State University students are valuable during catastrophic incidents for additional manpower.”</p>

Infrastructure

ESF Area	Summary of Lessons Learned and Best Practices
All	<p>“Interpersonal relationships that were established prior to the incident provided for continuity and consistent operations.”</p>
1	<p>“Creation of the air operations cell in the EOC provided for advance and expedient movement of personnel, supplies, and equipment to the affected areas.”</p> <p>“Critical ingress and egress routes were cleared immediately providing for access for responding vehicles to the effected areas.”</p>
9	<p>“Louisiana Wildlife and Fisheries Enforcement Division” were a valuable resource when conducting search and rescue operations.”</p>

Military Support

ESF Area	Summary of Lesson Learned and Best Practices
5	<p>“Title 32 concept of support and funding for supported units worked well and permitted flexibility when tasking supporting units and facilitated rapid response across State lines.”</p> <p>“Matching Title 32 Guardsmen with local law enforcement was effective, which provided for additional manpower.”</p>

Logistics

ESF Area	Summary of Lessons Learned and Best Practices
7	<p>“Due to complete communications failure, the push system was initiated rather than the pull system. Distribution of commodities and supplies was effective and worked well.”</p>
11	<p>“Largest animal rescue and evacuation mission ever.”</p>

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

THIS PAGE INTENTIONALLY LEFT BLANK

C-10

After-Action Report
Appendix C: Analysis of Lessons Learned and Best Practices
2006\G&T Exercises\Louisiana AAC Report

State of Louisiana

For Official Use Only

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Appendix D: List of Participants

STATE OF LOUISIANA REGIONAL MAP



For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

REGIONAL CONFERENCE 1 (REGIONS 6,7,8)
MARCH 1, 2006

Berry	Dennis	American Medical Response
Strohm	Terry	American Red Cross – Central Louisiana
Murphy	Leann	American Red Cross – Central Louisiana
LeBlanc	LaVonne	American Red Cross – Northeast Louisiana Chapter
Brau	Reid	American Red Cross – Northwest Louisiana
Davison	Michelle	American Red Cross – Northwest Louisiana
Caskey	Buddy	Bossier City Fire Department
Halphen	Sammy	Bossier City Fire Department
Chapman	RB	Bossier City Police Department
Fain	Harry	Bossier City Police Department
Barattini	Gene	Caddo Bossier Office of Emergency Preparedness (OEP)
Davis	Sandy	Caddo Bossier OEP
Briery	John	Caddo Parish Sheriff's Office
Powell	Jan	Caldwell Parish Fire Board
Powell	Dale	Caldwell Parish OEP
Riley	Johnny	City of Monroe
Golden	Kim	City of Monroe Ouachita Parish Police Jury
Simmons	Jimmie	City of Monroe Trash
Bounds	Alan	DeSoto Parish OEP
Goldsby	James	Farmerville Recreation Department
King	Richard	Food Bank of Northeast Louisiana
Gwin	Shannon	Franklin Parish OEP
Mulkey	William	Franklin Parish OEP
Ballow	Jim	Governor's Office of Homeland Security and Emergency Preparedness (GOHSEP)
Coffman	Tiffany	GOHSEP
Smith	Melvin	GOHSEP
Stevens	Joe	GOHSEP
Meeiler	Bob	Grant Parish OEP
Hutto	Danielle	Haven Management
Fulco	John	Caddo Bossier OHSEP
Phillips	Cristy	LaSalle Parish OEP
Bryan	Bill	Louisiana Attorney General's Office
Elkins	Diane	Louisiana Attorney General's Office
McAdams	Steve	Louisiana Department of Health and Hospitals (DHH)
Dew	Melanie	Louisiana DHH – Office of Public Health (OPH)
Jones, MD	Shelly	Louisiana DHH – OPH
Morris	Jim	Louisiana DHH – OPH
Goudeau	Ronald	Louisiana DHH – OPH, Region 6
Naponick	J	Louisiana DHH – OPH, Region 6
Cowart	Donald	Louisiana DHH – OPH, Region 7
Price	Gina	Louisiana Department of Social Services (DSS)
Rambin	Cheryl	Louisiana DSS – Natchitoches SES

D-2

After-Action Report
Appendix D: List of Participants

State of Louisiana

2006\G&T Exercises\Louisiana AAC Report

For Official Use Only

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Spencer	Terri	Louisiana DSS – Office of Community Services (OCS)
Davidson	Kathy	Louisiana DSS – Office of Family Support (OFS)
Edwards	Nancy	Louisiana DSS – OFS
Miller	Jim	Louisiana DSS – OFS
Sanders	Sandra	Louisiana DSS – OFS
Sledge	Danny	Louisiana DSS – OFS
Tradewell	Moody	Louisiana DSS – OFS
Hooper	Ronnie	Louisiana DSS – Shreveport Region
Owens	Lt Rick	Louisiana Department of Wildlife and Fisheries Enforcement Division
Baldwin	Larry	Louisiana Department of Environmental Quality (DEQ)
Sweeney	Kevin	Louisiana DEQ
Nugent, RN	Kathy	Louisiana State University Health Sciences Center (LSUHSC)-Huey P. Long, Region 6
Bryant	Jimmie	Monroe Fire Department
Ezell	Ray	Monroe Fire Department
Hill	Greg	Monroe Fire Department
Overturf	Daniel	Monroe Fire Department
Robinson	Evelyn	Monroe Police Department
Torregrossa	Tom	Monroe Police Department
Jones	Gail	Natchitoches Parish Sheriff's Office
Dozier	Dean	Ouachita Parish OEP
Sparks	Flo	Ouachita Parish OEP
Hemphill	Pat	Ouachita Parish Fire Department
Howard	Randal	Ouachita Parish Fire Department
Cupit	Karen	Ouachita Parish Police Jury
Murray	John Tom	Ouachita Parish Police Jury
Cobb	David	Ouachita Parish Public Works
Lenard	Dewaine	Ouachita Parish Sheriff's Office
Wiley-Gremillion	Sonya	Rapides Parish OEP, Region 6
Brame	Mike	Region 8 Hospitals
Burgess	Dolly	Richland Parish OEP
Burgess	Tommy	Richland Parish OEP
Seymour	Joe	Richland Parish Sheriff's Office
Tornobene	James	Ruston Fire Department
Crawford	Brian	Shreveport Fire Department
Hawthorne	Patrick	Shreveport Fire Department
Nezat	Steve	Shreveport Fire Department
Simons	Henry	Shreveport Fire Department
VanSant	Mike	Shreveport Police Department
Stewart	Roxie	University of Louisiana System (ULS) - Office of Public Health
Halley	Brian	Union Parish OEP
Morgan	Dan	Union Parish Policy Jury
Robinson	Michele	United Way 2-1-1
Wawrzyniak	Jan	United Way 2-1-1
Noble	Kenneth	Vernon Parish OEP
Parkerson	James	Webster Parish
Stanley	John	Webster Parish OEP

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Stanley	Sharyn	Webster Parish OEP
Robinson	Peggy	West Carroll Parish OEP
Fowler	Rob	West Monroe Police

REGIONAL CONFERENCE 2 (REGIONS 2,4,5)
MARCH 2, 2006

Guidry	Lucile	232 Help/2-1-1
Herbert	Lee	Acadia Parish Office of Emergency Preparedness (OEP)
Burney	Mike	Acadian Ambulance Service
Guidry	Troy	Acadian Ambulance Service
Gunter	Ashlee	American Red Cross
Credeur	Tony	American Red Cross – Acadia Area
Pierce	Margaret	American Red Cross – Louisiana Capital Area Emergency Services
Howard	Eddie	Ascension Parish OEP
Pourcian	Wayne	Ascension Parish Sheriff's Department
Stone	Larry	Beauregard Area Ministerial Alliance (BAMA)
Murphy	Michael	Baton Rouge Police Department
Southard	Lynda	Cajun Area Agency on Aging – Aging and Disabled Adults Resource Center
Gremillion	Dick	Calcasieu Parish OEP Director
Brasseaux	Glenn	City of Carencro, Mayor
Mills	Tuesday	East Baton Rouge Parish OEP
LaMotte	Mia	East Baton Rouge Parish Juvenile Court
Moreau	Jolene	East Baton Rouge Parish OEP
Murphy	Yvonne	East Baton Rouge Parish OEP
Guillory	David	East Baton Rouge Parish Department of Public Works
Santos	Pat	Governor's Office of Homeland Security and Emergency Preparedness (GOHSEP)
Herbert	Carl	GOHSEP – Critical Infrastructure
Jensen	DC	GOHSEP - Operations
Breaux	Kevin	GOHSEP - Plans
Valloy	Jesse	Hurricane Preparedness – Youngsville, LA
Mitchell	Zack	Iberia Parish
Anderson	James	Iberia Parish OEP
Blalock, MD	Andy	Lafayette Parish Medical Society
Lavergne	Linda	Lafayette Parish OEP
LeBreton	Art	Lafayette Parish Sheriff's Office – Enforcement Division
Stelly	Mike	Lafayette Police Department
Broussard	Don	Lafayette Utilities System
Marceano	Capt Jubal	LDWF Enforcement Division
Eaken	Billy	Louisiana Department of Environmental Quality (DEQ)
Freeman	Robert	Louisiana DEQ – Lafayette Region
Aguillard	LaVerne	Louisiana Department of Health and Hospitals (DHH) – Office of Public Health (OPH)

D-4

After-Action Report
Appendix D: List of Participants

State of Louisiana

2006\G&T Exercises\Louisiana AAC Report

For Official Use Only

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Griggs	Joy	Louisiana DHH – OPH
Reynaud	Marilyn	Louisiana DHH – OPH, Region 2
Roques	Jamie	Louisiana DHH – OPH, Region 2
McQuillin	Stacy	Louisiana Department of Social Services (DSS)
Alford	Greg	Louisiana DSS – Office of Community Services (OCS)
Fonseca	Marilyn	Louisiana DSS – OCS
Hessick	Ray	Louisiana DSS – OCS
Pooley	Michael	Louisiana DSS – OCS
Villemarette	Brent	Louisiana DSS – OCS
Denham	Gail	Louisiana DSS – Office of Family Support (OFS)
Long	Susan	Louisiana DSS – OFS
Andry	Lisa	Louisiana DSS – Support Enforcement
Mashek, MD	Charles	Louisiana Emergency Medical Unit
Prejean	Wayne	Louisiana Fire Chiefs
Hudson	Dan	LSP-I
Landry	Ray	Medical Emergency Operations Center (EOC) – Vermilion, Abbeville General
Bourque	Ronald	New Iberia Fire Department
Delaune	Martin	New Iberia Fire Department
Smith	Buddy	New Iberia Fire Department
LeBlanc	Mark	Opelousas Police Department
Herbert	Anjanette	Region 4 Hospitals
Vidrine	Lisa	St. Landry Parish OEP
Alexander, Jr	Cassie	St. Martin Parish Government
Tucker	Fabian	St. Martin Parish Government
Guilbeaux	Chris	St. Martin Parish OEP
Arthur, Jr.	Duval	St. Mary Parish OEP
Williams	Shirley	SWLAHEC/Coordinator
Pons	Joey	UL Lafayette Safety Director
Pratt	Edward	University of Lafayette
LeBlanc	Robert	VPOEP
Edwards	Sharlot	West Baton Rouge OHS/EP and 9-1-1
Younger	Floyd	West Feliciana Parish Police Jury
Cormier	Lastie	Wildlife and Fisheries Enforcement
Bernard, Jr.	AJ	Youngsville Alderman

REGIONAL CONFERENCE 3 (REGIONS 1, 3, 9)
MARCH 3, 2006

Salmeron	Bill	American Red Cross – Southeast Louisiana Region
Landry	Kayte	Assumption Parish – Office of Emergency Preparedness (OEP)
Boudreaux	John	Assumption Parish – Office of Homeland Security and Emergency Preparedness (OHSEP)
Blanchard	Faye	Assumption Parish Police Jury

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Girard	Gary	Bridge City Volunteer Fire County #1
Moise	Karin	DRC Region 9
Matherne	Cynthia	ESF-8 Region 1 Metropolitan Hospital Council
Doran	William	Governor's Office of Homeland Security and Emergency Preparedness (GOHSEP)
Dunn	Alan	GOHSEP
Fudge	Robert Neal	GOHSEP
Keyser	Gary	GOHSEP
Vallarautto	Terry	GOHSEP
Thiebaud	Tim	Harvey Fire Department
Graff	Frank	Jefferson Parish Sheriff's Office (JPSO)
Taffaro	Craig	JPSO
Woods	Robert	JPSO
Baudier	Clay	JPSO
Boudreaux	Chris	Lafourche Parish Office of Homeland Security and Emergency Preparedness
Madona	Rickey	Lakeview Regional
Bradshaw	Dwight	Louisiana Department of Environmental Quality (DEQ)
Dauzat	Jeff	Louisiana DEQ
Davis	Takeisha	Louisiana Department of Health and Hospitals (DHH) – Office of Public Health (OPH), Region 9
Guerrero	Kayla	Louisiana DHH – OPH, Region 3
Landry	Paul	Louisiana DHH – OPH
Michalik	Michael	Louisiana DHH – OPH
Thomas	David	Louisiana DHH – OPH, Region 9
Lambert	Jennifer	Louisiana Department of Justice
Couch	David	Louisiana Department of Social Services (DSS)
Pace	Dave	Louisiana DSS
Perdue	Clarice	Louisiana DSS
Couvillon	Robert	Louisiana DSS Office of Community Services (OCS)
Francois III	Benjamin	Louisiana DSS – Office of Family Support (OFS)
Martin	Diane	Louisiana DSS – OFS
Koen	Anna	Louisiana DSS – OFS
Martin	Robyn	Louisiana DSS – OFS
Nacentelli	Wanda	Louisiana DSS – OFS
Reynolds	Jann	Louisiana DSS – OFS
Thomas	Sybil	Louisiana DSS – OFS
Williams	Bernice	Louisiana DSS – OFS
Williams	Julie	Louisiana DSS – OFS
Wilson	Kathryn	Louisiana DSS – OFS
Martin	Capt Samuel	Louisiana Department of Wildlife and Fisheries – Enforcement
Clark	Brian	Louisiana Wildlife and Fisheries – Enforcement
Robertson	Don	Marrero-Harvey Fire Company #2
Kallmyer	Matthew	New Orleans Department of Homeland Security
Michel	Christopher	New Orleans Fire Department
Savelle	Gary	New Orleans Fire Department
Tate	Jerry	New Orleans Homeland Security

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Matthews	Joeseeph	New Orleans OEP
Garza	Jonathan	New Orleans Office of Homeland Security
Sneed	Jerry	New Orleans Office of Homeland Security
Rigney	Heather	New Orleans OHS
Norton	Robert	New Orleans Police Department
Collura	Sherry	North Oaks Hammond
Meyer	Gina	Plaquemines Emergency Medical Services (EMS)
St. Amand	Jesse	Plaquemines OHSEP
Roussel	Pam	SCPDC
Ingargiola	Larry	St. Bernard OHSEP
Zoerner	Darlene	St. Bernard OHSEP
Ellis	Glenn	St. Bernard Parish Fire Department
Troxler	Tab	St. Charles Parish – Department of Emergency Preparedness
Falgoust	Gerald	St. James Parish Department of Emergency Preparedness
Gilmore	Kathy	St. John Parish Homeland Security and Emergency Management
Cox	Anna	St. John Sheriff Department and 9-1-1
Lumar	Helmond	St. John Westside V.F.D.
Accardo	Dexter	St. Tammany Parish
Deroche	Mike	Terrebonne OHSEP
Dupre	Barbara	Terrebonne OHSEP
Denley	Eric	U.S. Coast Guard (USCG) – Sector New Orleans
Depinet	Gregory	USCG – Sector New Orleans
McKean	Michael	USCG – Sector New Orleans
Tobiasz	Tim	USCG – Sector New Orleans
Wolfe	Michael	USCG – Sector New Orleans
Perry	Cornell	USCG – Sector New Orleans, Electronic Systems Support Unit
Thiebaud	Thomas	Washington Parish OHSEP

STATE CONFERENCE
MARCH 6, 2006

Vann	Tod, LTC	31st CM BDE, AL-ARNG, JFHQ AL
Pilkington	LTC Mark	45th INF BDE, OK
Butters	Dennis	Alabama National Guard, DOMS
Boreffard	Maria	American Red Cross
Pierce	Margaret	American Red Cross
Wortman	Bob	American Red Cross
Gann	Larry	Arkansas National Guard
Cronkhite	Don, Col	Arkansas National Guard, DOMS
Cluck	Jennifer	Attorney General's Office
Enright	Thomas	Attorney General's Office
Severances	Susan	Attorney General's Office
Behoist	Virginia	Attorney General's Office – Insurance Department

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Abbiattio	Mike	Board of Regents
Broussard	Shannon	Cajun Area Agency on Aging
Southard	Lynda	Cajun Area Agency on Aging
Jones	Bruce	Coast Guard Air Station NOLA
Clair	Terry	Corrections Services
Bendily	Jody	Department of Corrections
Coody	Shirley	Department of Corrections
Desport	Thomas	Department of Corrections
Laborde	Pam	Department of Corrections
Sivula	Eric	Department of Corrections
Ganey	Gerald	Department of Culture, Recreation, and Tourism
Arnold	Wayne	Department of Education
Weaver	Patrick	Department of Education
Elder	Dave	Department of Education
Fulcher	Stan	Department of Education
Prats	Rosanne	Department of Health and Hospitals
Brown	Doris	Department of Health and Hospitals / Office of Public Health
Ostwind	David	Department of Homeland Security, Department of Grants and Training
Jones	Alison	Department of Insurance
Riviere	Cindy	Department of Insurance
Ellis	Sandi	Department of Insurance
Sommers	Greta	Department of Insurance
Henderson	Ron	Department of Insurance
White	Barry	Department of Insurance
Hernandez	Jennifer	Department of Insurance
Wartelle	Kris	Department of Justice
Elkins	Diane	Department of Justice
Byan	Bill	Department of Justice
Landreyt	Roland	Department of Justice
Lambert	Jennifer	Department of Justice
Schiro	Thomas	Department of Justice
Terrell	Megan	Department of Justice
Pratt	Ed	Department of Labor
Denet	Terry	Department of Labor
Benson	Bill	Department of Labor
Smith	John	Department of Labor
Morgan	Angelin	Department of Natural Resources
Bridges	Cynthia	Department of Revenue
Comeaux	Kenneth	Department of Revenue
Fontenot	Duane	Department of Social Services
Lord	Karen	Department of Social Services
Depland	Bridget	Department of Social Services
Smith	Sylvia	Department of Social Services
Grantham	Janice	Department of Social Services
McQuillin	Stacy	Department of Social Services
Rumnex	Art	Department of Social Services

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Fletcher	Verna	Department of Social Services
Stewart	Yvonne	Department of Social Services – Licensing
Demars	Cynthia	Department of Social Services – Licensing
Michiels	Catherine	Department of Social Services – Office of Family Services
Bartley	Janice	Department of Social Services – Office of the Secretary JPO
Montz	Cindy	Department of Transportation and Development
Cranshaw	Carol	Department of Transportation and Development
Nelson	Gordon	Department of Transportation and Development
Latino	Vincent	Department of Transportation and Development – Bridge Maintenance
Balfour	Sharon	Department of Transportation and Development – Intermodal Transportation
Bolourchi	Bo	Department of Transportation and Development – Public Works & Inter Modal
Bradberry	Johnny	Department of Transportation and Development – Secretary
Hanson	Brad	Department of Transportation and Development – Water Resources
Mack	Lynette	Department of Treasury
Stagg	Jason	Department of Treasury
Thompson	Alexis	Department of Treasury
Morton	Ben	Department of Treasury
Harden	Michael	Department of Wildlife and Fisheries
Thomas	Rex	Department of Education
Lavigne	Donna	Dept of Transportation & Development Public Transportation
Lacaze	Keith	Dept of Wildlife & Fisheries Enforcement
Gibbs	Whalen	DPSK C ESF-6
Neal	Patrick	Eighth Coast Guard District-NOLA
Twiss	Patrick	Federal Emergency Management Agency
Roberts	John	Federal Emergency Management Agency
Wainwright	Sherry	Federal Emergency Management Agency
McFarity	Margaret	Governor's Office of Elderly Affairs
Ryder	Karen	Governor's Office of Elderly Affairs
Smith	Jeff	Governor's Office of Homeland Security and Emergency Preparedness
Davidson	Alicia	Governor's Office of Homeland Security and Emergency Preparedness
Bossom	Shelly	Governor's Office of Homeland Security and Emergency Preparedness
Santos	Col. (retired) Pat	Governor's Office of Homeland Security and Emergency Preparedness
Weiser	Richard	Governor's Office of Homeland Security and Emergency Preparedness
Smith	Mark	Governor's Office of Homeland Security and Emergency Preparedness
Ballow	Jim	Governor's Office of Homeland Security and Emergency Preparedness
Doran	William	Governor's Office of Homeland Security and Emergency Preparedness
Dabadic	Col Steve	Governor's Office of Homeland Security and Emergency Preparedness
Smith	Debby	Governor's Office of Homeland Security and Emergency Preparedness
King	Shelly	Governor's Office of Homeland Security and Emergency Preparedness
Bel	Megan	Governor's Office of Homeland Security and Emergency Preparedness
Guidry	Roland	Governor's Office of Homeland Security and Emergency Preparedness
Mincey	Connie	Governor's Office of Homeland Security and Emergency Preparedness
Walker	Chris	Governor's Office of Homeland Security and Emergency Preparedness
Coffman	Tiffany	Governor's Office of Homeland Security and Emergency Preparedness

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Breaux	Kevin	Governor's Office of Homeland Security and Emergency Preparedness
McDaniel	Mike	Governor's Office of Homeland Security and Emergency Preparedness
Jones	Alt	Governor's Office of Homeland Security and Emergency Preparedness
Jensen	DC	Governor's Office of Homeland Security and Emergency Preparedness
Keyser	Gary	Governor's Office of Homeland Security and Emergency Preparedness
Smith	J. Perry	House Appropriations Committee – Security and Investigations
Bigden	Fred	House Appropriations Committee – Security and Investigations
Beaty	Gary	JT Force HQ Texas, National Guard
LeJeune	Cyril	Louisiana Dept of Agriculture and Forestry
Myer	Malcolm	Louisiana Dept of Agriculture and Forestry
Debusschero	Karolien	Louisiana Oil Spill Coordinator's Office
Moore	David "Joey"	Louisiana Oil Spill Coordinator's Office
Magee	Cameron	Louisiana Army National Guard
Gaytreaux	Karen	Louisiana Department of Environmental Quality
Luke	Phyllis	Louisiana Department of Environmental Quality
Algero	Mike	Louisiana Department of Environmental Quality
Sweeney	Kevin	Louisiana Department of Environmental Quality
McDaniel	Mike	Louisiana Department of Environmental Quality
Stepter	Dwayne	Louisiana Department of Environmental Quality
Troxler	Ann	Louisiana Department of Environmental Quality
Price	Karen	Louisiana Department of Environmental Quality
Leggett	Harold	Louisiana Department of Environmental Quality/OEC
Meyers	Jeffrey	Louisiana Department of Environmental Quality/OEC
Broussard	Joseph	Louisiana Department of Wildlife and Fisheries
Spillman	Brian	Louisiana Department of Wildlife and Fisheries
Vidaine	Winton	Louisiana Department of Wildlife and Fisheries
Romaire	Terry	Louisiana Department of Wildlife and Fisheries
Mayne	Major Jeff	Louisiana Department of Wildlife and Fisheries
Landrineau	Dwight	Louisiana Department of Wildlife and Fisheries
Morris	Capt. R.	Louisiana Department of Wildlife and Fisheries
Littlefield	Martha	Louisiana Department of Agriculture and Forestry
Gill	Josh	Louisiana Department of Agriculture and Forestry
Broussard	Rick	Louisiana Economic Development
Burch	William	Louisiana Economic Development
Veillon	Randy	Louisiana Economic Development
Boudreaux	Richard	Louisiana Fire Chief's Association
Landreau	Bennett	Louisiana National Guard
Fink	Robert	Louisiana National Guard
Thibodeaux	Jacques	Louisiana National Guard
Knotts	James	Louisiana National Guard
Dancer	Dave	Louisiana National Guard
Stricker	Owen	Louisiana Public Service Commission
Bradshaw	Dwight	Louisiana Public Service Commission
Marks	Donnie	Louisiana Public Service Commission
Clanuvirts	Arnold	Louisiana Public Service Commission
Snellgrove	Johnny	Louisiana Public Service Commission

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

Reech	Marc	Louisiana State Fire Marshall
McMorris	Mickey	Louisiana State Police
LeBlanc	Gary	Louisiana State Police
Oxley	Mark	Louisiana State Police
Kilgore	Nicole	Louisiana State Police – Crisis Response
Politz	Kate	Louisiana State University – Agriculture Center
Skinner	Pat	Louisiana State University – Agriculture Center
Barnett	Joy	Louisiana State University – Health Care Services Division
Rainey	Pat	Louisiana State University – Health Care Services Division
Daigle	Marcia	Louisiana State University – Health Care Services Division
Washburn	Bill	National Guard Bureau, J7– Joint Lessons Learned
McGuyer	J. Clay	National Guard Bureau, Washington DC
Petty	Boyd	Office of the State Fire Marshall
Chasant	Paul	Office of Youth Development
Robinson	Sharon	State Inspector General
Walters	James	U.S. Army Corps of Engineers
Castillo	Joe, Capt.	U.S. Coast Guard (USCG)
Paskewich	Frank	USCG
Lumpkins	Don	U.S. Department of Homeland Security
Diemont	Dolph	U.S. Department of Transportation

For Official Use Only
State of Louisiana – Hurricanes Katrina and Rita
After-Action Report and Improvement Plan

THIS PAGE INTENTIONALLY LEFT BLANK

D-12

After-Action Report
Appendix D: List of Participants
2006\G&T Exercises\Louisiana AAC Report

State of Louisiana

For Official Use Only



This After-Action Report was produced by the L-3 Communications Titan Group under Contract No. N65236-03-D-7849 for the U.S. Department of Homeland Security Preparedness Directorate's Office of Grants and Training. Statements in this document do not necessarily represent the official position of the U.S. Department of Homeland Security, or the U.S. Government.