

# ANNEX C

## ESF 3: PUBLIC WORKS

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### **PROMULGATION STATEMENT**

Transmitted herewith is the ESF – 3: Public Works Annex to the Caddo Parish Emergency Operations Plan (EOP). This annex supersedes any previous Annex promulgated for this purpose. It provides a framework in which Caddo Parish and its political subdivisions can plan and perform their respective functions during an emergency when EOC activation is necessary.

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

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

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# ESF-3: Public Works and Engineering

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## **I. PURPOSE AND SCOPE**

The purpose of this annex is to establish for Caddo Parish and the City of Shreveport an effective and workable plan for the direction and control of public works services, engineering and construction resources and expertise during an emergency or disaster when extra measures must be taken to protect lives, property and the environment.

## **II. SITUATIONS AND ASSUMPTIONS**

This section of the public works and engineering annex identifies broad considerations that the ESF-3 planning team addressed before developing this annex. The situation identifies disaster circumstances that could occur locally and would create a need for public works and engineering services. Assumptions, in turn, compensate for the lack of facts or probabilities and are assumed to be true for the purposes of this annex.

### **A. Situation**

1. The requirement for emergency public works and engineering services expands directly in proportion to the magnitude of the disaster.
2. In all major emergencies the public works function requirement will include, but not be limited to, providing water, sewerage, street maintenance/repair, drainage and debris removal.
3. The city and parish governments in Caddo Parish have public works/utilities capabilities and trained staff employees in their departments.

### **B. Assumptions**

1. The assumption is made that local government and private utilities can handle the emergency structure. If local capabilities are exceeded, support will be requested from state and federal agencies and private industry.
2. Public Works personnel should receive hazardous materials training to at least the Awareness Level.

## **III. CONCEPT OF OPERATIONS**

This section of the annex lists general responsibilities and then details specific operational activities. These considerations are organized according to the four phases of emergency management - mitigation, preparedness, response and recovery.

### **A. General**

1. The day-to-day public works organizational structures will remain intact during a major emergency.
2. The city and parish governments in Caddo Parish will use all local manpower, equipment and material available to carry out their tasks.

3. The public works activities will be coordinated from the Caddo Emergency Operations Centers (EOC) during disasters.

## **B. Phases of Emergency Management**

### **1. Mitigation (Prevention)**

- a. Keep roster of key personnel updated. Train personnel in emergency procedures.
- b. Identify resources and keep resource list updated.
- c. Work with legislative body to ensure that ordinances are created to protect public works systems.
- d. Participate in hazard analysis and identify vulnerabilities in public works.
- e. Initiate mutual aid agreements with neighboring jurisdictions.
- f. Identify local contractors who can provide support during emergencies. Acquaint them with emergency plans and procedures.
- g. Review and update emergency public works plans.
- h. Review other annexes to comprehensive emergency management plan and clarify public works role.
- i. Participate in design and execution of emergency preparedness exercises.
- j. Provide input into after-action reviews to improve preparedness, response, and recovery capabilities.
- k. Work with planning commission to ensure that new constructions do not increase hazard or vulnerability threat.
- l. Work with legislative body to improve building codes.

### **2. Preparedness**

- a. Ensure that storm sewers are in good repair.
- b. Ensure that debris removal equipment is in good repair.
- c. Ensure that adequate barrier and roadblock materials and equipment are available.
- d. Review and update all utility and public works maps of jurisdiction.
- e. Review emergency staffing plans.
- f. Secure all equipment against damage.
- g. Organize damage survey teams.
- h. Place standby equipment in operational readiness.
- i. Coordinate communications procedures with EOC.
- j. Review contingency plans and coordinate task assignments with other agencies and volunteer groups.
- k. Develop procedures to support accomplishment of tasks outlined in this annex.
- l. Provide direction and assistance in readying public shelters located in public buildings for occupancy.

### **3. Response**

- a. Survey disaster areas and evaluate in terms of engineering estimates.
- b. Develop and make recommendations to alleviate problems. Implement efforts to contain or limit the spread of hazardous materials contamination.
- c. Maintain contact with Emergency Operations Center (EOC).
- d. Repair EOC facilities and equipment, as necessary.
- e. Assess damage.
- f. Clear roads; effect emergency repair of water and sewer systems, as necessary.
- g. Barricade damage areas, as directed.
- h. Call out private contractors and other assistance, as necessary.
- i. Assist in search and rescue operations, as directed.

### **4. Recovery**

- a. Continue damage assessment.
- b. Conduct cleanup operations.
- c. Repair public works and buildings.
- d. Provide potable water and temporary sanitary facilities, as needed.
- e. Support decontamination work, as necessary.
- f. Coordinate private and volunteer repair of utilities.
- g. Participate in compiling after-action report and critiques. Make necessary changes and improvements in disaster operations plans.
- h. Provide support for return to normal operations.
- i. Make recommendations to legislative body about changes in planning, zoning, and building code ordinances to mitigate impact of future disasters.

## **IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES**

This section of the public works/utilities annex takes the operational considerations and recasts them as specific duties and responsibilities for city/parish departments and support agencies.

Fulfilling these assignments is the most important function that the public works departments perform because without them, confusion during a disaster could result in injury and death. The task assignments below are extensive but not exhaustive. Public works may modify the items on a periodic basis depending on the situation at hand.

### **A. Organization**

1. The public works organizational chart is shown as Appendix 1 of this annex.
2. The head of each department and the Parish President or Mayor of municipalities will retain control of their assigned personnel and

equipment.

**B. Responsibilities**

Local government is responsible for developing an emergency public works plan. Authority to execute the plan rests with the public works director for the affected jurisdiction. All disaster related activities should be coordinated through the Emergency Operations Center (EOC).

**1. Caddo OHSEP is responsible for:**

- a. Assemble a team of representatives from involved organizations to develop the public works annex.
- b. Coordinate emergency activities with the public works director(s) and Emergency Operations Center (EOC) staff.
- c. Develop EOC resource list and mutual-aid agreements.
- d. Review and update of emergency plans.
- e. Develop emergency preparedness drills and exercises.

**2. City and Parish Public Works Departments are responsible for:**

- a. Coordinate emergency public works activities.
- b. Train personnel in emergency preparedness.
- c. Provide public works representative, radio operator and the necessary radio equipment at the Emergency Operations Center (EOC).
- d. Identify local private contractors who can provide backup support.
- e. Assistance in providing barricades as required. To the extent possible, assist in hazardous materials containment measures.
- f. Review and update emergency public works plans and standard operating guidelines (SOGs), accounting for key personnel and their assignments.
- g. Participate in development and execution of emergency preparedness exercises.
- h. Provide assistance with emergency cleanup operations.
- i. Maintain a detailed log of all department operations.
- j. Assist with damage assessment and development of a complete log for Damage Assessment Officer. (See Annex K, Damage Assessment)
- k. Maintenance of emergency equipment and assistance to ensure that all equipment is in good repair.
- l. Assistance in providing shelter and food for key public works employees if needed during an emergency.
- m. Maintenance of essential departmental facilities and assistance in securing them against damage.
- n. Maintain an adequate supply of sand and sandbags.

**3. Traffic Engineering and Road Maintenance Departments are responsible for:**

- a. Emergency engineering and maintenance of roads and bridges.
- b. Maintain traffic movement and control through coordination with EOC personnel.
- c. Assist with damage assessment operations.
- d. Provide equipment, as needed.
- e. Maintain contact with Emergency Operations Center (EOC).

**4. Water and Sewer Departments are responsible for:**

- a. Maintain emergency plan for all public utilities departments, accounting for key personnel and their assignments.
- b. Maintain essential facilities of sewer-water-drainage, and securing against damage.
- c. Maintain water pressure.
- d. Provide potable water, as needed.
- e. Maintain sewerage system.
- f. Provide temporary sanitary facilities, as necessary.
- g. Coordinate with health department on water testing.
- h. Decontaminate water system, if necessary.
- i. Providing public utilities representative, radio operators and the necessary radio equipment at the EOC.
- j. Maintain emergency equipment and ensuring that all equipment is in good repair.
- k. Assist other departments with emergency cleanup operations.
- l. Situation reporting to the EOC.
- m. Maintain detailed log for all department activities during duration of emergency.
- n. Assist with damage assessment and development of a complete log for the Damage Assessment Officer.
- o. Assist in providing shelter and food for key public utility workers if needed during the emergency.

**5. City/Parish Engineering Departments are responsible for:**

- a. Provide engineering services and advice.
- b. Oversee flood control.
- c. Assist with damage assessment.
- d. Maintain contact with EOC.
- e. Safeguard vital engineering records.

**6. Code Enforcement is responsible for:**

- a. Enforce building codes.
- b. Inspect shelter sites for structural capabilities/
- c. Assist with damage assessment.
- d. Maintain contact with EOC.

**7. Damage Assessment Officer is responsible for:**

- a. Coordinate damage assessment activities with the public works and public utilities functions in the recovery phase.

**8. Solid Waste Departments and Private Solid Waster Handlers will:**

Coordinate debris and garbage clearance with private contractors and public works and public utilities departments.

9. Other governmental agencies and private companies may provide assistance, as needed, in their respective fields.

**V. DIRECTION AND CONTROL**

The usual supervisors will exercise operational control of public works forces; however, the public works coordinator shall set priorities for resources and coordinate activities of the various forces.

**A. Mutual Aid Forces**

Mutual aid forces will operate under the direct supervision of their own supervisors. The public works coordinator will coordinate the call-up and deployment of mutual aid forces.

**B. Volunteer & Auxiliary Forces**

Volunteer and auxiliary forces will work under the supervision of the senior public works official in the jurisdiction where they are deployed. The public works coordinator will handle the call-up and deployment of all volunteer forces.

**C. Assisting Military Forces**

Assisting military forces will work under the direct supervision of their own superiors; but will serve under the direction of the senior public works official where they are deployed. The public works coordinator, through the Emergency Operations Center, will request the call-up and deployment of military forces.

**VI. CONTINUITY OF GOVERNMENT**

In the event that an official or agency charged with participating in public works operations is unable to perform, lines of succession must be drawn to ensure that public works services are provided as needed. Public works activities during times of disasters should be coordinated through the EOC. (See Basic Plan.)

**VII. ADMINISTRATION AND LOGISTICS**

**A. Administration**

1. There is a tremendous need for public works/public utility services during emergencies. The public works coordinators will ensure that their activities are administered in an orderly and efficient manner. The Caddo OHSEP Director will give priority to requests by the public works and



- public utilities directors for additional resources and personnel to support their activities.
2. The public works and public utilities directors will ensure that procedures for the emergency hiring of private contractors and individuals to assist in response and recovery efforts are developed.

**B. Logistics**

1. Obtaining emergency supplies will be coordinated with the resource manager in the EOC.
2. Logs of all activities and records of all purchases will be maintained by each department.

**VIII. AUTHORITIES AND REFERENCES**

**A. Authority**

See basic plan.

**B. References**

Standards for Local Civil Preparedness. CPG 1-5. Washington: FEMA, 1980.

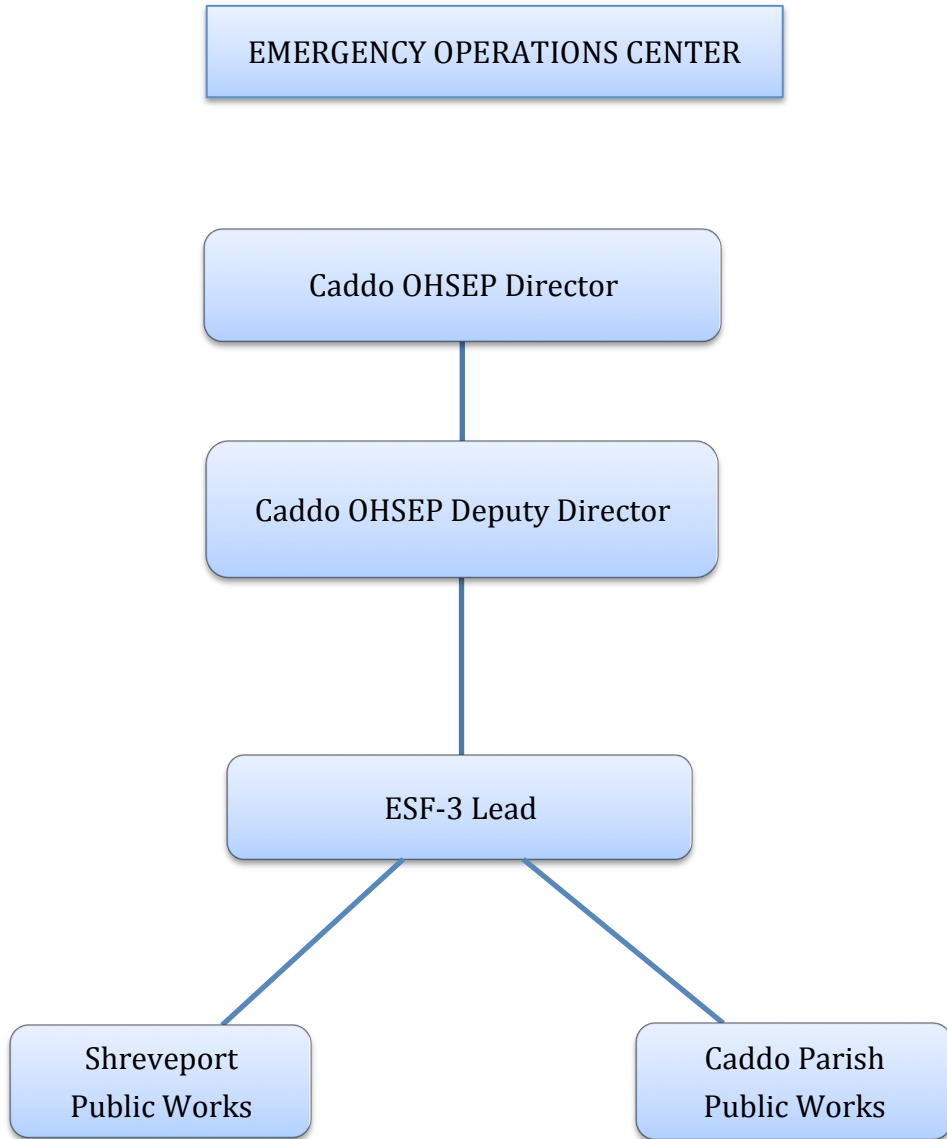
Disaster Operations: A Handbook for Local Governments.  
CPG 1-6. Washington: FEMA, 1981.

**IX. APPENDICES TO ESF 3**

1. Organization Chart
2. Public Works and Engineering Departments
3. Damage Assessment
4. Debris Management Plan
5. Public Works and Engineering Resources
6. Standard Operating Guidelines

# Appendix 1 – Organizational Chart

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## Appendix 2 – Public Works and Engineering Departments

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The following is a partial list of public works and related departments in Shreveport and Caddo Parish.

Shreveport Public Works  
Director  
P.O. Box 31109  
Shreveport, LA 71130  
673-6300

Shreveport Streets & Drainage  
Director  
P.O. Box 31109  
Shreveport, LA 71130  
673-6330

Caddo Parish Fleet Services  
Director  
P.O. Box 1127  
Shreveport, LA 71163  
226-6936

Shreveport Fleet Services  
Director  
P.O. Box 31109  
Shreveport, LA 71130  
673-6368

Shreveport City Engineer's Office  
Director  
P.O. Box 31109  
Shreveport, LA 71130  
673-6000

LA DOTD - NW Louisiana  
Regional Director  
P.O. Box 38  
Shreveport, LA 71161  
746-6100

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## Appendix 3 – Damage Assessment

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### **I. PURPOSE**

This appendix describes procedures for the accurate assessment and reporting of damage to public and private property resulting from a disaster in order to restore the affected community to its natural order. It follows procedures outlined in the Disaster Recovery Manual as recommended by the Louisiana Governor’s Office of Homeland Security and Emergency Preparedness - Disaster Recovery Division.

### **II. SITUATION AND ASSUMPTIONS**

This section of the damage assessment appendix identifies broad considerations that planning team members must address and agree upon before developing any specific details of damage assessment planning for the community. These issues must be addressed first because they form a foundation for the damage assessment planning effort. The situation issues identify the disaster circumstances that the community might expect to experience. Relatedly, the assumptions define the scope of the resource base that a community must be prepared to provide to meet its anticipated damage assessment responsibilities.

#### **A. SITUATION**

1. Most hazardous events have the potential for causing extensive property damage. In the event that such damage occurs, a planned damage assessment procedure is essential for response and recovery operations.
2. During the recovery phase of a disaster, the affected jurisdiction(s) will conduct a systematic analysis of the nature of the damage to public and private property which estimates the extent of such damage based upon actual observation and inspection. Damage assessment will be performed on an urgent basis to provide an initial estimate of damage.
3. When a disaster occurs of such magnitude that it could result in a Presidential Declaration, a damage assessment of public and private property is required for the parish and all of its political subdivisions to determine the extent of damage. This information will provide a basis for the determination of actions needed, the establishment of priorities, the allocation of local government resources in the disaster area during the early stages of the recovery effort, and what, if any, outside assistance will be required.

#### **B. ASSUMPTIONS**

1. The timely and accurate assessment of damage to public and private property will be of vital concern to local officials following a disaster. This will have great bearing upon the manner in which recovery is affected in the community.

2. Pre-arranged teams of local resource personnel will assess damage.
3. If promptly implemented, this plan can expedite relief and assistance for those adversely affected.

### **III. CONCEPT OF OPERATIONS**

This section of the appendix lists some general responsibilities and then details some very specific operational requirements that are typical of damage assessment planning concerns. In order to give some context to these operational considerations, they are organized according to the flow of the four phases of emergency management— mitigation, preparedness, response and recovery.

#### **A. GENERAL**

1. The ultimate responsibility for damage assessment lies with local government.
2. Extensive damage assessment is a necessary part of most recovery grant and aid programs at the state and federal levels.
3. Local government will have to identify and train damage assessment personnel.
4. Qualified, trained local teams will conduct damage assessment.

#### **B. PHASES OF EMERGENCY MANAGEMENT**

##### **1. Mitigation (Prevention)**

- a. Establish a damage assessment program.
- b. Designate a Damage Assessment Officer.
- c. Develop a damage assessment-training program.
- d. Develop and enforce adequate building codes.
- e. Develop and enforce adequate land-use regulations.
- f. Participate in hazard mitigation survey and identify potential hazard zones.
- g. Discourage development in hazard zones.
- h. Identify agencies, personnel, and resources to assist and support damage assessment activities.
- i. Develop a public information program to alert citizens to the need for flood insurance.

##### **2. Preparedness**

- a. Select and train personnel in damage assessment techniques.
- b. Train support personnel, including shelter managers and EOC damage assessment staff.
- c. Maintain pre-disaster maps, photos, and other documents.
- d. Conduct damage assessment exercises.
- e. List critical facilities requiring priority repairs, if damaged.
- f. Review procedures and forms for reporting damage to higher levels of government.
- g. Identify nonprofit organizations, trade organizations, and

- professional people who can provide assistance.
- h. Determine the types of available assistance and procedures for obtaining them.

**3. Response**

- a. Activate damage assessment staff in EOC.
- b. Deploy damage assessment teams to disaster locations.
- c. Designate a local disaster recovery coordinator.
- d. Collect damage information.
- e. Maintain records of damage reports.
- f. Compile damage assessment reports.
- g. Make initial disaster report to Louisiana Governor's Office of Homeland Security and Emergency Preparedness (GOHSEP).
- h. Determine unsafe facilities.
- i. Keep public informed about hazardous buildings, bridges, roads, drinking water, etc.
- j. Make arrangements to relocate building occupants from hazardous structures.
- k. Document emergency work performed.

**4. Recovery**

- a. Continue damage assessment surveys. Submit Preliminary Damage Assessments (PDA) to GOHSEP.
- b. Advise on establishing priorities for emergency repairs to buildings, roads and/or bridges.
- c. Monitor restoration activities.
- d. Review building codes and land use regulations for possible improvements.

**5. Prepare documents for submission to state and federal government:**

- a. Attend public assistance briefing.
- b. Submit Request for Public Assistance (FEMA Form 90-49) – available on the GOHSEP Web site: <http://199.188.3.91>
- c. Designate applicant's authorized agent.
- d. Read FEMA handbooks distributed at briefing.
- e. Prepare maps showing disaster damage locations and document with photographs (and video tapes, if possible).
- f. Sign and forward Project Worksheet, FEMA Form 90-91 and retain a copy. NOTE: Applicant should keep ALL original paperwork.
- g. Follow up with governor's authorized representative to obtain DSR copy after FEMA action.
- h. Submit Insurance Commitment (FEMA 90-44), if required.
- i. Review FEMA Handbook for Applicants (DR&R-1).
- j. Select funding options if other than small project grants.
- k. Submit Preliminary Damage Assessment (PDA) information, as



- requested.
- l. Submit affected jurisdiction's budget information.
- m. Review FEMA Documenting Disaster Damage Handbook (DR&R-7).
- n. Submit project listing if small project grant.
- o. Follow eligibility regarding categorical or flexibly funded grant.
- p. Maintain adequate documentation for costs on each project.
- q. Observe FEMA time limitations for project completions.
- r. Review final inspection of completed work or provide appropriate certificates.
- s. Submit final claim for reimbursement.
- t. Assist in required state audit.
- u. Consult with governor's authorized representative for assistance.

#### **IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES**

This section of the damage assessment appendix takes the operational considerations detailed above and recasts them as specific duties and responsibilities for designated local government departments and supporting agencies.

NOTE: Submit copies of all forms, photos and other documentation to state and federal inspectors. Keep original documentation on file at local jurisdiction for at least 3 years.

The task assignments detailed below are extensive but certainly not exhaustive. Items may be added or deleted depending on the nature of the emergency.

##### **A. Caddo Office Of Homeland Security and Emergency Preparedness**

1. Caddo OHSEP is responsible for the development of a damage assessment appendix and should receive support from city and parish governmental units, non-profit organizations and disaster support services (i.e., American Red Cross). Caddo OHSEP has overall direction and control of damage assessment for Caddo Parish and its municipalities, to include:
  - a. Assembling a team for developing a damage assessment plan.
  - b. Develop an analysis and damage assessment capability.
  - c. Discourage development in hazard zones.
  - d. Develop public information and education programs.
  - e. Train personnel in damage assessment techniques.
  - f. Maintain pre-disaster maps, blueprints, photos and other documents.
  - g. Make a list of critical locations requiring priority repairs, if damaged.
  - h. Perform damage assessment activities, as necessary, during emergency conditions.
  - i. Identify non-governmental groups that could assist.

## **B. Damage Assessment Officer (DAO)**

The DAO will locate in the EOC and direct damage assessment operations. He will be responsible to the Caddo OHSEP Director for the operation of the damage assessment teams, collection of data, and reporting. He will also:

1. Assist the OHSEP Director and those from other agencies that are involved in recovery operations in establishing a sequence of repairs and priorities for restoration of affected area.
2. Coordinate disaster teams conducting field surveys.
3. Maintain sufficient quantities of needed forms for damage assessment teams and other departments and agencies assisting with assessment and recovery operations.
4. Collect and compile incoming damage reports from teams in the field, and from other operations directors such as department directors, the health and medical coordinator, and others with outside agencies such as Red Cross, school systems, utility companies, etc.
5. Collect, report, and maintain estimates of expenditures and obligations as required.
6. Correlate and consolidate all expenditures and damage assessment for submission to GOHSEP.
7. Be available to escort State and FEMA Damage Survey Officials on inspections of damaged areas and have damaged sites located on area maps before State and Federal inspectors arrive.
8. Solicit cooperation from local companies (appraisers, contractors, utilities, etc.), and local representatives of support agencies such as Red Cross, fire departments, etc. to serve as members of damage assessment teams.
9. Conduct damage assessment training programs.
10. Maintain a list of critical facilities (public buildings, streets, bridges, etc.) requiring priority repairs, if damaged.

## **C. Parishes And Municipalities**

1. Conduct damage assessment survey of public facilities and private property within your political subdivision with assistance as required from parish resources.
2. Maintain accurate records of funds, materials, and man-hours expended as a direct result of the disaster.
3. Receive, record and consolidate all damage reports made by private citizens within the political subdivision.
4. Provide Caddo OHSEP with a consolidated report of all public and private damages incurred within 24 hours of the disaster.
5. Periodic radio and/or telephone reports should be made as information becomes available or is requested from the EOC. Telephone reports are acceptable to meet the time requirements; however, confirmation in writing must be furnished within 72 hours.

## **D. Damage Assessment Teams**

During the post-emergency phase of a disaster, it will be of utmost importance to have organized sufficient numbers of damage assessment teams. Teams will be made up from any of the following representatives of city/parish departments, support agencies, and/or private sector:

1. Inspection & Code Enforcement (Inspectors)
2. Maintenance Departments (Engineering, Traffic, Streets Division, etc.)
3. Public Works & Public Utilities
4. Photographers/Video Technicians
5. Office of Homeland Security and Emergency Preparedness
6. Animal & Pest Control
7. Red Cross/Salvation Army
8. County Agent
9. Private Utility Companies
10. Tax Assessment Offices
11. Contractors
12. Real Estate Agents
13. Insurance Agents
14. Volunteer Teams

**E. City/Parish Engineer's Office**

1. Provide maps, blueprints, etc., as requested.
2. Provide technical assistance in planning and operations, as required.

**F. Tax Assessor's Office**

1. Maintain pre-disaster maps, blueprints, photos and other documents for structural damage.
2. Make a list of critical structures requiring priority repairs, if damaged.
3. Collect information about structural damage.
4. Use damage information to revise property records.

**G. Code Enforcement Offices**

1. Analyze hazardous zones.
2. Develop and enforce building codes and land-use regulations.
3. Determine unsafe structures.
4. Review building codes and land-use regulations for possible improvements.

**H. Public Works/Utilities**

1. Maintain maps and other documents relating to water and sewerage lines and other utilities.
2. Make a list of critical facilities under the jurisdiction of this department requiring priority repair(s), if damaged.
3. Assist in damage assessment operations, as directed.
4. Post unsafe and/or unusable buildings, road or bridges.
5. Monitor restoration activities.

**I. Community Nonprofit Agencies**

1. Advise and assist in casualty information.
2. Advise about shelter, housing and meeting other human needs.

**J. Private Utilities**

1. Provide information about locations of power, natural gas, telephone facilities and lines.
2. Provide information about damage to facilities and lines.

**K. Other Agencies**

1. The state and parish health units and county agents can assess the extent to which radiological and other conditions directly affect the population, water supplies, sewerage treatment, and food supplies.
2. The county agent can assess conditions involving raw food in the fields, as appropriate.
3. The Governor's Office of Homeland Security and Emergency Preparedness can assist in preparing disaster assistance requests and in coordinating outside assistance.

**V. DIRECTION AND CONTROL**

This section provides guidance to the Caddo OHSEP Director for the overall management of the plan. The direction and control section should be viewed as the source of command responsibilities within specific levels of government, detailing use of the Emergency Operations Center (EOC), and the communication and coordination of decisions with all concerned elements of operation.

**A. Caddo OHSEP**

Caddo OHSEP is responsible for developing a damage assessment program.

**B. Damage Assessment Officer (DAO)**

The Damage Assessment Officer (DAO) is a member of the EOC team and is responsible for overseeing the training of personnel and maintenance of corresponding equipment.

**C. Direction & Control**

The direction and control of the entire damage assessment effort will originate in the EOC.

**D. All Departments**

All departments will provide resources and personnel to support damage assessment operations, as requested.

**E. Personnel**

Personnel from operating departments assigned damage assessment responsibilities will remain under the control of their own departments but will

function under the technical supervision of the damage assessment officer under disaster conditions.

## **VI. CONTINUITY OF GOVERNMENT**

In the event that an official charged with participating in damage assessment is unable to perform, the lines of succession to each department or agency will be followed in accordance with the standard operating guideline (SOG) of same.

## **VII. ADMINISTRATION AND LOGISTICS**

This section specifically addresses management of resources, general support requirements, and availability of services and support. Statements made establish policy for obtaining and using facilities, material, services and other requirements for damage assessment. Specific areas addressed are described below:

### **A. Forms and Record Retention**

Field reporting forms and all necessary federal disaster reporting forms and guidance are located in the Caddo EOC and distributed when necessary. Copies of all documentation must be retained for record keeping purposes.

### **B. Survey Teams**

In general, damage survey teams will consist primarily of local government employees and members of nonprofit organizations, such as the American Red Cross. When necessary, non-government personnel from the fields of engineering, construction, property evaluation, and related fields can supplement the team. Each team will have a designated leader who will report to the damage assessment officer in the EOC.

### **C. Communication Needs And Systems**

The communications coordinator in the EOC will provide mobile communications equipment for damage survey teams, if possible. All local government units with mobile communications capabilities will provide backup communications for damage survey teams.

### **D. Agreements and Understandings between Local Government and Private Organizations**

Records will be kept of all arrangements to use non-government personnel to perform damage assessment functions.

### **E. Release of Information**

All damage reports and assessments are public documents. Copies should be made available to citizens who request them. Procedures should be specified for enabling review of these documents by private citizens.

### **F. Preservation of Historical Documents**

Recovery operations in and around designated historical sites must conform to existing FEMA guidelines.

**G. Environmental Protection**

Recovery operations will conform to all existing state and federal laws and regulations concerning environmental impact.

**VIII. PLAN DEVELOPMENT AND MAINTENANCE**

The Caddo OHSEP Damage Assessment Officer will be responsible for the development and maintenance of the damage assessment appendix and programs.

**IX. AUTHORITY AND REFERENCES**

**A. Authority**

See Basic Plan.

**B. Resources**

Federal Emergency Management Agency. Community Disaster Loan Handbook Pursuant to P.L. 93-288. DR & R-5, Washington: FEMA, January 1981.

Federal Emergency Management Agency. Digest of Federal Disaster Assistance Programs. DR & R-9, Washington: FEMA, June 1980.

Federal Emergency Management Agency. Eligibility Handbook Pursuant to P.L. 93-288. DR & R-2, Washington: FEMA, July 1981.

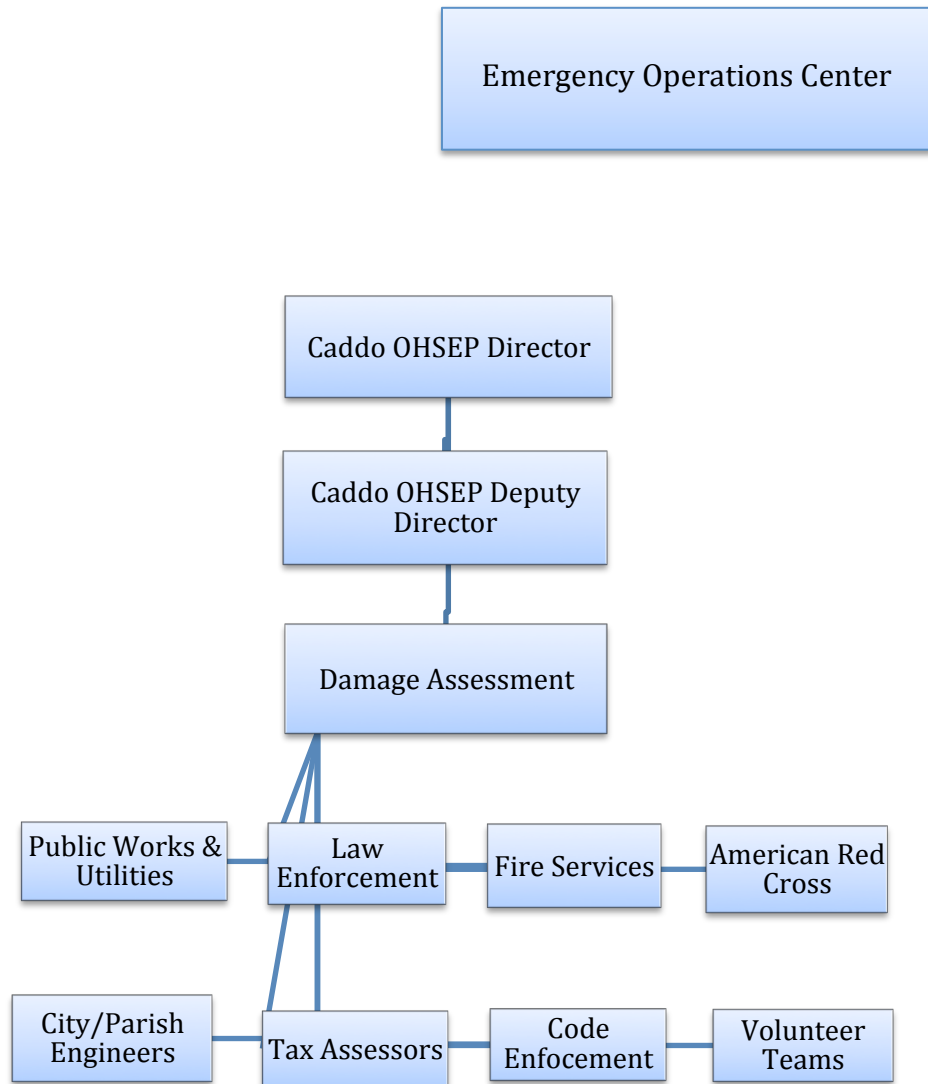
Louisiana Office of Homeland Security and Emergency Preparedness. Disaster Recovery Manual. Disaster Recovery Division, Baton Rouge: LOEP, June 3, 1992. Revised January 1, 1999.

**X. ATTACHEMENTS TO APPENDIX 3**

1. Organization Chart
2. Reports and Forms
3. Disaster Recovery Process for Public Assistance
4. Storm Debris Disposal
5. Glossary of Terms

# Appendix 3 – Attachment 1 – Organization Chart

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## Appendix 3 – Attachment 2 – Reports and Forms

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### ***Appendix 3: Attachment 2 – Reports and Forms***

Damage assessment forms and reports are contained in the Disaster Recovery Manual located in the Caddo Emergency Operations Centers (EOC). This document contains a step-by-step process for documenting damage from disasters and requesting state and federal assistance for the general public (individual assistance) and local governments (public assistance). The Disaster Recovery Manual is divided into 5 sections to include the following information:

#### **PART I – DAMAGE ASSESSMENT AND REQUESTING ASSISTANCE**

#### **PART II – PROGRAMS**

- A. Small Business Administration (SBA)**
- B. U.S. Department of Agriculture (USDA)**
- C. Federal Disaster Assistance (PL 93-288)**
- D. Individual Assistance (IA)**
- E. Public Assistance (PA)**

#### **PART III – PUBLIC INFORMATION**

#### **PART IV – HAZARD MITIGATION**

#### **PART V – CHECKLISTS**

(See “PDA Survey” under separate cover in EOC manual.)

For more information contact:

Disaster Recovery Division  
Louisiana GOHSEP  
1-800-256-7036 (24 Hours)



# Appendix 3 – Attachment 3 – Disaster Recovery Process for Public Assistance

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## **I. GENERAL**

This handbook (appendix) was developed to provide easy to follow instructions on how to apply for Public Assistance (Government Response & Recovery) grants. Numerous applicants, state emergency managers and federal public assistance staff requested a handbook to help walk applicants through the procedures and forms necessary to receive money for damages sustained as a result of a Presidential declared disaster. The intent of this handbook (appendix) is to do just that.

The applicant must play an active role throughout the disaster recovery process. It is the federal government's belief that local governments are in the best position to identify and prioritize local needs and that the federal government, in concert with state partners, can better serve local governments by providing technical and financial assistance to meet those needs.

To participate fully, local governments must be able to develop accurate and complete scopes of work and cost estimates. This handbook (appendix) is a tool to help accomplish this task. It will also help applicants understand what technical assistance is available and how it may be obtained.

Applicants are responsible for maintaining their project records according to the program requirements. Only minimal documentation is required to be collected and retained by FEMA. Guidelines for organizing and maintaining documentation are provided in this appendix.

Recovering from disaster can be a long and arduous road for any community. It is hoped that this handbook (appendix) will help make the path a little easier and the recovery effort a little faster.

## **II. STATE & FEDERAL INVOLVEMENT**

Once a disaster has occurred, and the state has declared a state of emergency, the state will evaluate the recovery capabilities of the state and local governments. If it is determined that the damage is beyond their recovery capability, the Governor will send a request letter to the President, directed through the Federal Emergency Management Agency (FEMA) Regional Director (Denton, Texas for our region). The President then makes the decision whether or not to declare a major disaster or emergency.

After a presidential declaration has been made, FEMA will designate the area eligible for assistance and announce the types of assistance available. FEMA provides supplemental assistance for state and local government recovery expenses, with the Federal share always being at least 75 percent of the eligible costs.

## **A. PRELIMINARY DAMAGE ASSESSMENT**

A Preliminary Damage Assessment (PDA) is the process used to determine the magnitude and impact of the state's damage. A FEMA/State team will usually visit local applicants and view their damage first hand to assess the scope of damage and estimate repair costs. The results of this survey are used to help determine the need for Federal involvement in the recovery process.

### **1. PDA Checklist**

- a. Besides showing the FEMA/State team the damaged sites, be sure and bring to their attention any environmental or historical issues that may be present.
- b. Also explain what immediate costs might be associated with any emergency work that has been identified. This information may be used at a later date to provide local governments expedited funding.

## **B. IMMEDIATE NEEDS FUNDING (INF)**

Immediate Needs Funding (INF) is money earmarked for the most urgent work in the initial aftermath of a disaster. The funds are provided for work that must be performed immediately and paid for within the first 60 days following the declaration. Eligible work typically includes debris removal, emergency protective measures, and removal of health and safety hazards. Immediate needs funds can be used for such expenses as temporary labor costs, overtime, payroll, equipment and material fees.

### **1. INF Process**

During the PDA immediate needs are noted for each area surveyed. If a disaster is declared, and the state thinks damage costs warrant the need for immediate cash flow, the state may request INF funding on behalf of the applicant. Up to 50% of the federal share of emergency monies will then be placed in the state's account. Because this money can be made available in advance of normal procedures, paperwork and processing times are reduced and local applicants can receive emergency funds sooner.

### **2. INF Checklist**

- a. If the damaged sites have been surveyed in the PDA, local applicants may be eligible for INF. If eligible, the choice of whether to apply for these funds is up to the local applicant.
- b. INF funding is based on a percentage of the emergency work identified during the PDA. Local applicants can assist the PDA team by alerting them to emergency work needs and helping to estimate the costs.

- c. The state (GOHSEP) will notify local applicants on how to apply for INF; typically they will have local applicants send a letter of request to a designated state official.
- d. A completed request for public assistance form must be submitted before the state will release any INF monies.
- e. Local applicants may use INF money for any eligible work that requires payment within the first 60 days. No INF will be allocated for work with environmental or historic considerations or for hazard mitigation projects.
- f. Any up-front INF money received will be offset against actual emergency work projects as they are received.
- g. If the damages are not identified during the PDA or if no immediate needs are noted, local applicants will have the opportunity to request expedited handling of emergency work when the Request of Public Assistance is officially filed.

### **C. REQUEST FOR PUBLIC ASSISTANCE**

The Request for Public Assistance (Request) is FEMA's official application form. It is simple, short form with self-contained instructions. The request asks for general information which identifies the applicant, starts the PA process and opens a Case Management File.

#### **1. Request Procedure**

Local applicants have 30 days from the date of declaration or designation of disaster in which to submit the Request form to the State Public Assistance Officer. The form may be delivered in person at the Applicant's Briefing or by mail, fax or eventually, the Internet. The sooner the request is submitted, the faster the system will begin to work for the applicant.

#### **2. Request Checklist**

- a. Review the request form so as to be familiar with the information needed.
- b. Fill out the form completely providing accurate phone numbers and contact information.
- c. Submit the form to the GOHSEP representative at the Applicant's Briefing. The form may also be faxed or mailed in.
- d. The Request Form establishes you as an applicant and initiates the PA process on your behalf. Even if you requested INF monies, you must submit a Request before the actual funds are released by the state.
- e. Do not delay in submitting the request form because of an

incomplete assessment of damages. As soon as FEMA receives the request, you can receive assistance in assessing damages and help in completing additional paperwork.

**3. Deadline**

The request must be submitted within 30 days of the declaration/area designation date.

**D. PUBLIC ASSISTANCE COORDINATOR (PAC)**

The Public Assistance Coordinator (PAC) is a customer service representative assigned to work with local applicants from declaration to funding approval. The PAC is trained in public assistance policies and procedures and will guide you through the steps necessary to receive funding. This individual is the manager of the Case Management File (CMF) that contains local applicant's general claim information as well as records of meetings, conversations, phone messages and any special issues or concerns that may affect your funding.

**1. PAC Responsibilities**

Working in partnership with local applicants, a PAC is assigned to manage case files from beginning to end, providing comprehensive information, explanation and technical assistance. As needed, the PAC can help local applicant's document damage, determine eligible work, estimate costs, develop work projects, and identify issues such as insurance coverage, environmental hazards, and historic buildings, which require special attention. The earlier these considerations are identified, the sooner they can be resolved and public assistance funding made available.

**2. Local Applicant/PAC Coordination**

- a. You should expect to meet with your PAC in person and talk to him or her by phone as often as needed.
- b. Local applicants can expect to be contacted by the PAC within one week from the time the request form is submitted. If you have not heard back from your PAC by the end of (2) weeks then notify your State Public Assistance Officer.
- c. The first meeting with your PAC is called the Kickoff Meeting, at which time, comprehensive information and assistance tailored to your damage claims will be reviewed.
- d. If at all possible, attend the Applicant's Briefing for your area, obtain a Disaster Fact Sheet, create a list of all your damages and review the Applicant Handbook before meeting with the PAC.

**E. APPLICANT'S BRIEFING**

The Applicant's Briefing is a meeting conducted by the state to inform prospective applicants of available assistance and eligibility requirements for obtaining federal assistance under the declared event. These meetings are conducted within a few days after the declaration and the Request for Public

Assistance forms are usually distributed and collected at this time.

**1. Applicant’s Briefing Checklist**

- a. Ensure that your Agent’s Authorized Representative, or an appointee who will actually be using the information, attends the meeting.
- b. Complete and submit the Request form at the meeting to avoid delay in getting the process started. Once the Request form is turned in, a PAC will be assigned to each applicant.
- c. If there is an Immediate Needs Funding (INF) request, be sure and bring it to the attention of the state representative.

**F. “KICKOFF” MEETING**

The first meeting with the Public Assistance Coordinator (PAC) is called the “Kickoff” meeting. It is at this meeting that damages will be discussed, needs assessed, and a plan of action put in place.

The PAC will go over what will be expected of the applicant and will provide detailed instructions on what to do and how to do it. The PAC will contact the applicants to set up this meeting. The PAC will go over the list of damages with the applicant and determine what technical assistance may be needed to develop the projects. This meeting is also the place to discuss any questions or concerns you may have about how the public assistance process works and what is expected of each applicant.

**1. Who Should Attend The “Kickoff” Meeting?**

- a. When the PAC contacts the applicant to schedule a “Kickoff” meeting, make sure to discuss who else should attend.
- b. It may be helpful to have the authorized agent, record keeper, insurance adjuster, public works officials, and/or others with working knowledge of the repairs needed, in attendance.

**2. “Kickoff” Meeting Checklist**

- a. You can expect to be contacted by the PAC within one week after submission of your Request for Public Assistance. If you have not heard from you PAC within two weeks, contact your state representative.
- b. Compile a list of all damages. Take this list with you to the “Kickoff” meeting.

**SUMMARY**

It is essential to accurately document the expenses incurred in disaster response and recovery. Accurate documentation will help to:

- Recover all eligible costs.
- Have the information necessary to develop the disaster projects.
- Have the information available, which the state and FEMA will need to see, to

- validate the accuracy of small projects.
- Be ready for any state or federal audits or other program or financial reviews.

There are many ways to maintain documentation of records. What is important is that the information be readily available and that all information is in a useable format. All records must be compiled under the Project Number as shown on FEMA's Project Worksheet. The PAC will give the Project Number to you.

A set of five summary records has been developed to assist and organize the project documentation. If an applicant already has a system they want to use, they may do so, as long as it shows the information indicated above.

The summary records are as follows:

- Force Account Labor Summary Record – Used to record personnel costs.
- Forced Account Equipment Summary Record – Used to record equipment use costs.
- Material Summary Record – Used to record the supplies and materials that you take out of stock or purchase.
- Rented Equipment Summary Record – Used to record the costs of rented or leased equipment.
- Contract Work Summary Record – Used to record the costs or work that has already been done by contract.

FEMA and the State work together as partners to deliver the Public Assistance Program. The applicant (local government) is accountable for the use of funds provided by FEMA. The applicant should attend the Applicant's Briefing to learn about the necessary paperwork to apply for Federal assistance and documentation required for the damage assessment process. In addition, the applicant is responsible for providing documentation and personnel to work with FEMA and the State in the damage assessment and project applicant processes. Local government is responsible for completing its recovery actions. Assistance from the Federal government, following a presidential declared (PA) disaster, will provide local governments the means to offset short and long-term recovery financial burdens.

NOTE: All the necessary PA applicant forms, supplemental documentation and technical assistance are available at Caddo OHSEP, 1144 Texas Avenue in Shreveport. Telephone 675-2255 for more information.

## Appendix 3 – Attachment 4 – Storm Debris Disposal

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The following guidelines are made available by the Permits Division of the Louisiana Department of Environmental Quality (LDEQ) to provide viable, environmentally sound options for the staging, processing and disposal of debris from hurricanes, tornadoes, ice storms or other natural disasters:

- Each individual government entity should have a site selected prior to a storm event. This predetermined site should be used by the parish as a staging area for construction/demolition debris (C&D waste), appliances (white goods) and yard trash or other woodwaste until such time as proper disposal can take place. Woodwaste, household furnishings and white goods must be separated from C&D waste at this site. Location of wetlands, historic sites, endangered species, and other environmentally sensitive issues must be taken into consideration.
- Separate approval must be obtained from the Enforcement Division to burn yard trash or to bury the woodwaste. However, white goods, furniture, and other household contents must be managed properly or disposed of in a landfill permitted to receive such waste.
- After the disaster has occurred, if an emergency storm debris site is required, approval for this site must be obtained from the Department prior to disposal. Construction/demolition debris should be disposed of either in an emergency disposal site or in a permitted Type III Landfill. If the decision is made to dispose in a permitted landfill, care should be taken to ensure that the annual permitted disposal rate and total capacity for the landfill is not exceeded. Disposal of storm debris in permitted sites frequently leads to a crisis situation for the landfill in that sufficient capacity is not available for disposal of such materials once the storm cleanup is completed.
- An Emergency Disaster Cleanup Site Request must be completed for each site that a parish or other government entity may wish to use to temporarily store storm debris. This form should be completed and returned to the Permits Division as soon as suitable sites are selected. These forms may be faxed to (225) 219-3708 so that potential sites can be reviewed.
- Once a disaster has occurred and GOHSEP has been activated, the affected government entities within the parishes that have been declared disaster areas, must submit a written request for authorization to operate any emergency storm debris processing or disposal site from the Enforcement Division. A single point of contact will be provided for this in order to facilitate the timely approval of these plans.

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## Appendix 3 – Attachment 5 – Glossary

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**APPLICANT** – A state agency, local government, or eligible private nonprofit organization that submits a request to the Grantee (federal government) for disaster assistance under the state’s grant.

**CASE MANAGEMENT** – A systems approach to provision of equitable and fast service to applicants for disaster assistance. Organized around the needs of the applicant, the system consists of a single point of coordination, a team of on-site specialists and a centralized, automated filing system.

**COST ESTIMATING FORMAT (CEF)** – A forward pricing methodology for estimating the total cost of repair for large permanent projects by use of construction industry standards. The format uses a base cost estimate and design and construction contingency factor, applied as a percentage of the base cost.

**DECLARATION** – The President’s decision that a major disaster qualifies for federal assistance under the Stafford Act.

**EMERGENCY WORK**- That work which must be done immediately to save lives and to protect improved property, public health and safety, or to avert or lessen the threat of a major disaster. Emergency work frequently includes clearance and removal of debris and temporary restoration of essential public facilities and services (Category A-B).

**FACILITY** – Any public or privately owned building, works, system, or equipment, built or manufactured, or an improved and maintained natural feature. Land used for agricultural purposes is not a facility.

**FORCE ACCOUNT** – An applicant’s own labor forces and equipment.

**HAZARD MITIGATION**- Any cost-effective measures that will reduce the potential for damage to a facility from a disaster event.

**IMMEDIATE NEEDS FUNDING (INF)** – An advance of grant funds to assist with payment of emergency work within the first 60 days after a disaster strikes. The amount of funding is normally 50% of the federal share of emergency costs as identified during the preliminary damage assessment.

**IMPROVED PROPERTY** – A structure, facility, or item of equipment that was built, constructed, or manufactured. Land used for agricultural purposes is not improved property.

**KICKOFF MEETING** – The initial meeting between an applicant and the Public Assistance Coordinator. At this working session, the applicant turns in a list of damages

and receives comprehensive information about the Public Assistance program and detailed guidance for their specific circumstances.

**LARGE PROJECT** – Eligible project, either emergency or permanent work, with a damage dollar value of \$52,000 or greater (according to the Consumer Price Index of 10/1/01).

**PERMANENT WORK** – That work that must be performed through repairs or replacement to restore an eligible facility on the basis of its pre-disaster design, use and current applicable standards. (Category C)

**PRELIMINARY DAMAGE ASSESSMENT (PDA)** – A survey to determine the impact and magnitude of damage caused by the disaster and the resulting unmet needs of the public sector and community at large. The PDA is the basis for estimating total disaster-related damage and evaluating the need to request a Presidential Declaration of disaster.

**PROJECT FORMULATION** – A technique for determining small projects by consolidating like work items into one project to expedite approval and funding and to facilitate project management.

**PROJECT WORKSHEET (PW)** – The form used to document the damage and develop the scope of work for repair of a damage site.

**PROJECT OFFICER (PO)** – An emergency management employee with demonstrated experience and training in the management of large and complex repair projects.

**PRIVATE NONPROFIT ORGANIZATION (PNP)** – Any non-governmental agency or entity that currently has either an effective ruling letter from the U.S. Internal Revenue Service granting tax exemption or satisfactory evidence from the state that the non-revenue producing organization or entity is a nonprofit one organized or operating under state law.

**PUBLIC ASSISTANCE (PA)** – Supplementary federal assistance provided under the Stafford Act to state and local governments or certain private, nonprofit organizations other than assistance for the direct benefit of individuals and families.

**PUBLIC ASSISTANCE COORDINATOR (PAC)** – An emergency management employee who is responsible for providing continuity of service to an applicant in the Public Assistance program.

**REQUEST FOR PUBLIC ASSISTANCE (REQUEST)** – The official notification of intent to apply for public assistance monies following declaration of disaster. It is a short form that asks for general identifying information about an applicant.

**SMALL PROJECT** – Eligible project, either emergency or permanent work, with a

damage dollar value of less than \$52,000 (according to the Consumer Price Index of 10/1/01).

**SPECIAL CONSIDERATIONS** – Factors that must be addressed before federal grant money can be obligated to repair or restore damaged facilities. These factors include, but are not limited to, general and flood insurance, historic preservation, environmental protection, and hazard mitigation.

**STAFFORD ACT** – The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended.

**SPECIALIST** – An emergency management employee with demonstrated technical expertise in a defined specialty.

**VALIDATION** – The pre-funding verification that proposed or completed work projects meet statutory and regulatory compliance.

## Appendix 4 – Debris Management Plan

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### **I. MISSION**

To facilitate and coordinate the removal, collection, and disposal of debris following a disaster, to mitigate against any potential threat to the health, safety, and welfare of the impacted citizens, and expedite recovery efforts in the impacted area, and address any threat of significant damage to improved public or private property.

### **II. SITUATION**

Natural and man-made disasters precipitate a variety of debris that includes, but is not limited to, such things as trees, sand, gravel, building/construction materials, vehicles, personal property, etc.

The quantity and type of debris generated from any particular disaster is a function of the location and kind of event experienced, as well as its magnitude, duration, and intensity. The quantity and type of debris generated, its location, and the size of the area over which it is dispersed directly impacts the type of collection and disposal methods used to address the debris problem, associated costs incurred, and the speed with which the problem can be addressed.

In a major or catastrophic disaster, local government may have difficulty in locating staff, equipment, and funds to devote to debris removal, in the short as well as long term.

Private contractors play a significant role in the debris removal, collection, reduction, and disposal process.

The debris management program implemented by local government will be based on the waste management approach of reduction, reuse, reclamation, resources recovery, incineration, and land filling, respectively.

### **III. ORGANIZATION AND CONCEPT OF OPERATIONS**

The Shreveport Department of Operational Services and Caddo Parish Public Works Department are responsible for the debris removal function for their respective jurisdiction. The Public Works Departments will work in conjunction with designated support agencies, utility companies, waste management firms, and trucking companies, to facilitate the debris clearance, collection, reduction, and disposal needs following a disaster. Public Works will be responsible for removing debris from the public right-of-way. Only when it is deemed in the public interest will Public Works remove debris from private property. Public Works will further stage equipment in strategic locations locally as well as regionally, if necessary, to protect the equipment from damage, preserve the decision maker's flexibility for

employment of the equipment, and allow for the clearing crews to begin work immediately after the disaster.

Because of the limited quantity of resources and service commitments following the disaster, Public Works will rely heavily on private contractors to remove, collect, and manage debris for reuse, resource recovery, reduction, and disposal. Using private contractors instead of government workers in debris removal activities has a number of benefits.

It shifts the burden of conducting the work from Public Works to the private sector, freeing up government personnel to devote more time to their regularly assigned duties. Private contracting also stimulates local, regional, and state economies impacted by the storm, as well as maximizes state and local governments' level of financial assistance from the federal government. Private contracting allows the state and its political subdivisions to more closely tailor their contract services to their specific needs. The entire process (i.e., clearance, collection, transportation, reduction, and disposal, etc.) or segments of the process can be contracted out.

The Shreveport Department of Operational Services and Caddo Parish Public Works Department will also develop and maintain a list of approved contractors who have the capability to provide debris removal, collection, and disposal in a cost effective, expeditious, and environmentally sound manner following a disaster.

#### **IV. STAFF DEVELOPMENT & RESPONSIBILITIES**

The Shreveport Department of Operational Services and Caddo Parish Public Works Department are responsible for developing a debris management plan and shall select a “Debris Manager” to supervise a “Debris Management Staff”. The staff shall be comprised of personnel to perform the following functions:

##### **A. Administration**

Function: Housekeeping, supplies, equipment, funding, accounting.

##### **B. Contracting and Procurement**

Function: Bidding requirements, forms, advertisements for bids, instructions to bidders, contract development.

##### **C. Legal**

Function: Contract review, right of entry permits, community liability, condemnation of buildings, land acquisition for temporary staging and reduction sites, land acquisition for disposal sites, insurance.

##### **D. Operations**

Function: Supervision of government and contract resources and project management.

##### **E. Engineering**

Function: Detailed damage assessment, identification of project tasks, assignments of tasks, preparation of estimates, plans, specifications, and recommendation of contract award.

**F. Public Information Specialist**

Function: Coordinate press releases, contacts with local organizations, individuals, and media, and public notices for debris removal and disposal contracts.

The staff shall coordinate with all state and federal agencies responsible for disaster response and recovery operations. The staff will be assigned the task of:

1. Develop a Debris Management Plan.
2. Develop an analysis and debris management capability.
3. Discourage development in hazardous zones.
4. Develop public information and education programs.
5. Train personnel in debris management techniques.
6. Maintain pre-disaster maps, blueprints, photos and other documents.
7. Make a list of critical facilities (streets, roads, and bridges) requiring debris clearance.
8. Identify non-government groups that could assist.

**V. CONTRACT AND COOPERATIVE AGREEMENTS**

Sample contracts with a menu of services and generic scopes of work will be developed by the City and Parish Attorney’s Offices prior to the disaster to allow the City and Parish Public Works Departments to more closely tailor its contracts to its needs, as well as expedite their implementation in a prompt and effective manner.

The City and Parish Public Works Departments are responsible for managing the debris contract from project inception to completion. Managing the debris contract includes such things as monitoring performance, contract modifications, inspections, acceptance, payment, and closing out of activities. Shreveport and Caddo Parish Public Works Departments are encouraged to enter into cooperative agreements with other state agencies and local governments to maximize public assets. The development of such agreements must comply with the guidelines established in their agency procurement manual. All state agencies and local governments that wish to participate in such agreements should be identified prior to the development and implementation of the agreement.

The three types of contracts required are:

**A. Time and Materials Contract**

Will be limited to the first 100 hours of operation and only after all state and local equipment has been committed. The price for equipment applies only when the equipment is operating, the Shreveport and Caddo Parish Public

Works Departments can terminate the contract at its convenience for their particular jurisdiction, and do not guarantee a minimum number of hours.

**B. Lump Sum Contract**

The price of the work is fixed unless there is a change in the scope of work to be performed. Lump sum contracts will be calculated on either the “area” method or the “pass” method. The lump sum contract shall only be used when the scope of work is clearly defined and the areas of work can be specifically quantified.

**C. Unit Price Contract**

The Unit Price Contract is the most accurate account of actual quantities removed. It requires field inspectors to eliminate contractor fraud. All contractor trucks must be measured. It requires load tickets identifying truck number, contract number, contractor’s name, date, time-departed site, and estimated volume.

The City and Parish Attorney’s Offices should draw up sample contracts and these contracts should be attached to this plan as an appendix.

The Caddo Emergency Operations Plan (EOP) has established Mutual-Aid Agreements with the four local jurisdictions to provide assistance with debris removal in the event of a disaster resulting in copious amounts of debris:

1. City of Shreveport
2. Caddo Parish

These agreements include utilization of personnel, equipment, temporary landfill sites, emergency services, and law enforcement.

The Caddo Office of Emergency Preparedness has further identified certain Volunteer Organizations Active in Disasters (VOAD), state and federal agencies ready to assist. These agencies include Civic Clubs, Church organizations, Salvation Army, State Department of Transportation, National Guard, scrap dealers, and U.S. Department of Labor. These VOAD organizations will be coordinated by the state.

**VI. SITE SELECTION**

Debris storage and reduction sites will be identified and evaluated by interagency site selection teams comprised of a multi-disciplinary staff who are familiar with the area. A listing of appropriate local, state, and federal contacts will be developed by the appropriate agencies to expedite the formation of the interagency, multi-disciplinary site selection teams.

Initially, debris will be placed in temporary holding areas, determined before the onset of the disaster, until such time as a detailed plan of debris collection and disposal is prepared. This is not anticipated until after the local traffic has been

restored. Temporary debris collection sites should be readily accessible by recovery equipment and should not require extensive preparation or coordination for use. Collection sites will be on public property when feasible to facilitate the implementation of the mission and mitigate against any potential liability requirements. Activation of sites will be under the control of the Director of Public Works, and will be coordinated with other recovery efforts through the Caddo Emergency Operations Center (EOC).

Site selection criteria will be developed into a checklist format for use by these teams to facilitate identification and assessment of potential sites. Criteria will include such factors of ownership of property, size of parcel, surrounding land uses and environmental conditions, and transportation facilities that serve the site.

The following is a list of temporary holding sites:

- Louisiana State Fairgrounds - Shreveport
- Cargill Park – Shreveport
- Southern Hills Park – Shreveport
- Ford Park – Shreveport
- LSU-Shreveport
- Newton Smith Elementary School – Shreveport
- Reserve Drive Right-of-Way (east of Airport Drive and west of Red River Levee) – Shreveport

## **VII. DEBRIS REMOVAL PRIORITIES**

The debris removal process must be initiated promptly and conducted in an orderly, effective manner in order to protect public health and safety following a major or catastrophic event. To achieve this objective, the first priority will be to clear debris from key roads in order to provide access for emergency vehicles and resources into the impacted area. Key roads in Shreveport and Caddo Parish are identified as follows:

1. Interstate 20
2. Interstate 49
3. Interstate 220
4. LA Hwy 3132 (Inner Loop)
5. LA Hwy 526 (Bert Kouns Industrial Loop)
6. US Hwy 171 (Mansfield Road)
7. LA Hwy 1 (Youree Drive)
8. US Hwy 71 (Barksdale Blvd.)
9. LA Hwy 3 (Benton Road)
10. LA Hwy 3105 (Airline Drive)
11. US Hwy 79/80

The need and demand for critical services will be increased significantly following a disaster. Therefore, the second priority that debris removal resources will be assigned is providing access to critical facilities pre-identified by State and local



governments. Critical facilities in Shreveport and Caddo Parish have been identified as:

1. Hospital/Medical Facilities/Dialysis Centers
2. Key Local, State and Federal Government Facilities (Fire, Police, etc.)
3. Communications Centers (Caddo and Bossier 9-1-1/BellSouth/Etc.)
4. Transportation Centers (SporTran, Railroads)
5. Utilities Centers (Water & Wastewater Plants, Electric, Natural Gas)
6. Nursing Homes/Retirement Centers
7. Nursery/Daycare Centers
8. Educational Facilities

The third priority for the debris removal teams to address will be the elimination of debris related threats to public health and safety. This will include such things as the repair, demolition, or barricading of heavily damaged and structurally unstable buildings, systems, or facilities that pose a danger to the public. Any actions taken to mitigate or eliminate the threat to the public health and safety must be closely coordinated with the owner or responsible party. If access to the area can be controlled, the necessary actions can be deferred.

## **VIII. DEBRIS CLASSIFICATION**

To facilitate the debris management process, debris will be segregated by type. It is recommended that the categories of debris established for recovery operations be standardized. Local governments will adopt the categories established for recovery operations by the U.S. Army Corps of Engineers following Hurricane Andrew. Debris removed will consist of two broad categories (clean wood debris and construction and demolition debris).

Most common hurricane-generated debris will consist of 30% clean wood material and 70% C&D. Of the 70% mixed C&D it is estimated 42% will be burnable but require sorting, 5% will be soil, 15% will be metals, and 38% landfill.

Definitions of classifications of debris are as follows:

### **A. Burnable Materials**

Burnable materials will be of two types with separate burn locations:

#### **1. Burnable Debris**

Burnable debris includes, but is not limited to, damaged and disturbed trees; bushes and shrubs; broken, partially broken and severed tree limbs; and bushes. Burnable debris consists predominately of trees and vegetation. Burnable debris does not include garbage or construction and demolition material debris.

#### **2. Burnable Construction Debris**

Burnable construction and demolition debris consists of non-creosote

structural timber, wood products, and other materials designated by the coordinating agency representative.

**B. Non-Burnable Debris**

Non-burnable construction and demolition debris includes, but is not limited to, creosote timber, plastic, glass, rubber and metal products, sheet rock, roofing shingles, carpet, tires, and other materials as designated by the coordinating agency. Garbage will be considered non-burnable debris.

**C. Stumps**

Stumps will be considered tree remnants exceeding 24 inches in diameter, but no taller than 18 inches above grade, to include the stump ball. Any questionable stumps shall be referred to the designated coordinating agency representative for determination of its disposition.

**D. Ineligible Debris**

Ineligible debris to remain in place includes, but is not limited to, chemicals, petroleum products, paint products, asbestos, and power transformers.

Any material that is found to be classified as hazardous or toxic waste (HTW) shall be reported immediately to the designated coordinating agency representative. At the coordinating agency representative's direction, this material shall be segregated from the remaining debris in such a way as to allow the remaining debris to be loaded and transported. Standing broken utility poles, damaged and downed utility poles and appurtenances, transformers and other electrical material will be reported to the coordinating agency representative.

Emergency workers shall exercise due caution with existing overhead and underground utilities and above ground appurtenances, and advise the appropriate authorities of any situation that poses a health or safety risk to workers on site or to the general population.

Debris classifications developed and used by the Corps of Engineers in Hurricane Andrew recovery.

**IX. ESTIMATING DEBRIS QUANTITIES**

The formula for estimating debris quantity is:  $Q=H(C)(V)(B)(S)$

H (Households)=Population/3 (3 persons per household)

C (Category of Storm)=Factor (See table below)

V (Vegetation Multiplier)= Factor (See table below)

B (Commercial Density Multiplier)= Factor (See table below) S (Precipitation Multiplier)= Factor (See table below)

<b>Hurricane Category</b>	<b>Value of “C” Factor</b>
<b>1</b>	2 CY
<b>2</b>	8 CY
<b>3</b>	26 CY
<b>4</b>	50 CY
<b>5</b>	80 CY
<b>Vegetative Cover</b>	<b>Value of “V” Multiplier</b>
<b>Light</b>	1.1
<b>Medium</b>	1.3
<b>Heavy</b>	1.5
<b>Commercial Density</b>	<b>Value of “B” Multiplier</b>
<b>Light</b>	1.0
<b>Medium</b>	1.2
<b>Heavy</b>	1.3
<b>Precipitation</b>	<b>Value of “S” Multiplier</b>
<b>None to Light</b>	1.0
<b>Medium to Heavy</b>	1.3

Once the amount of debris has been estimated, the local government will require temporary storage sites the size of which can be determined by taking the following factors into consideration:

1. The debris pile shall be stacked to a height of no more than 10 feet.
2. 60% usage of the land area will be devoted to roads, safety buffers, burn
3. 10 foot stack height = 3.33 yards
4. 1 acre = 4,840 square yards (sy)
5. Total volume per acre = 4,840 sy/ac x 3.33y = 16,133 cy/ac.

Using the above assumptions, the estimate of total debris from any hurricane will be within 30% plus or minus of the actual amount of debris accumulated.

GOHSEP has estimated that under the worst scenario (e. g., a Category 5 hurricane, heavy vegetation cover, heavy commercial density, and heavy precipitation), the amount of acres needed for a temporary landfill is 3,352 acres. The calculation (assuming a population of 500,000) is as follows:

$$Q = H(C)(V)(B)(S)$$

$$Q = 166,667 \times 80 \times 1.5 \times 1.3 \times 1.3$$

$$Q = 33,800,068 \text{ cy of debris.}$$

$$33,800,068 \text{ (cy of debris / 16,133 (cy/ac))} = 2,095 \text{ acres of debris.}$$

$$2,095 \text{ acres} \times 1.66 \text{ (60\% more area needed for roads, etc..)} = 3,352 \text{ acres.}$$

NOTE: To help visualize what 33,800,068 cy of debris looks like, picture a building occupying one acre. 1,000,000 cy of debris would create a stack 62’ high on one acre. That building would be 2,046 feet high or approximately 200 stories high.

## **X. DEBRIS DISPOSAL AND REDUCTION**

Once the debris is removed from the damage sites, it will be taken to the temporary landfills. The three methods of disposal are burning, recycling, grinding/chipping. In certain instances material may not be suitable (or legal) for the disposal methods listed above. In these cases, land filling may be the only alternative for disposal.

Grinding and chipping will be utilized as a viable reduction method. Grinding and chipping reduces the volume on a 4 to 1 ratio. For grinding and chipping to be feasible, 25% of volume remaining must have some benefit or use.

The three primary burning methods are open burning, air curtain pit burning, and incineration. Controlled open burning is a cost-effective method for reducing clean woody debris in rural areas. Burning reduces the volume by 95%, leaving only ash residue for disposal. Air curtain pit burning substantially reduces environmental concerns. The blower unit must have adequate air velocity to provide a “curtain effect” to hold smoke in and to feed air to the fire below. Portable incinerators use the same methods as air curtain pit systems. The only difference is that portable incinerators utilize a pre-manufactured pit in lieu of an onsite constructed earth/limestone pit.

Metals, wood, and soils are prime candidates for recycling. Most of the non-ferrous metals are suitable for recycling. Specialized contractors are available to bid on recycling of debris if it is well sorted.

## **XI. SITE CLOSEOUT PROCEDURES**

Each temporary debris staging and reduction site will eventually be cleared of all material and be restored to its previous condition and use.

Before activities begin, ground and aerial photos will be taken. Important features such as structures, fences, culverts, and landscaping will be noted. Random soil samples will be taken as well as water samples from existing wells. The site will be checked for volatile organic compounds.

After activities begin, constant monitoring of air quality and soil and water samples will take place. Photo, maps, and sketches of the site will be updated and fuel spills will be noted.

At closeout, a final testing of soil, water, and air quality will be compared to original conditions. All ash will be removed and any remediation actions taken.

## **XII. DEBRIS MANAGEMENT ACTIONS**

The Debris Management Plan is separated into four stages:

### **A. NORMAL OPERATIONS**

1. Develop local and regional resource list of contractors who can assist local governments in all phases of debris management.

2. Develop sample contracts with generic scopes of work to expedite the implementation of debris management strategies.
3. Develop mutual aid agreements with other state agencies and local governments, as appropriate, following guidelines established in agency procurement manual.
4. Identify and pre-designate potential debris storage sites for the type and quantity of debris anticipated following a catastrophic event.
5. Pre-identify local and regional critical routes in cooperation with contiguous and regional jurisdictions.
6. Develop site selection criteria checklists to assist in identifying potential debris storage sites.
7. Identify and coordinate with appropriate regulatory agencies regarding potential regulatory issues and emergency response needs.
8. Develop the necessary right of entry and hold harmless agreements indemnifying all levels of government against any potential claims.
9. Establish debris assessment process to define scope of problem.
10. Develop and coordinate pre-scripted announcements with the Public Information Office (PIO) regarding debris removal process, collection times, temporary storage sites, use of private contractors, environmental and health issues, etc.

**B. INCREASED READINESS**

(A natural or man-made disaster is threatening the local area)

1. Review and update plans, standard operating procedures, generic contracts, and checklists relating to debris removal, storage, reduction, and disposal process.
2. Alert local departments that have debris removal responsibilities ensuring that personnel, facilities, and equipment are ready and available for emergency use.
3. Relocate personnel and resources out of harm's way and stage in areas where they can be effectively mobilized.
4. Review potential local, regional, and debris staging and reduction sites that may be used in the response and recovery phases in the context of the impending threat.
5. Review resource listing of private contractors who may assist in debris removal process. Make necessary arrangements to ensure their availability in the event of disaster.

**C. RESPONSE**

1. Activate debris management plan, coordinate with needs assessment team.
2. Begin documenting costs.
3. Coordinate and track resources (public and private).
4. Establish priorities regarding allocation and use of available resources.
5. Identify and establish debris temporary storage and disposal sites (local, regional).

6. Address any legal, environmental, and health issues relating to the debris removal process.
7. Continue to keep public informed through the PIO.

D. **RECOVERY**

1. Continue to collect, store, reduce, and dispose of debris generated from the event in a Cost-effective and environmentally responsible manner.
2. Continue to document costs.
3. Upon completion of debris removal mission, close out debris storage and reduction sites by developing and implementing the necessary site restoration actions.
4. Perform necessary audits of operation and submit claim for federal assistance.

**XIII. PLAN DEVELOPMENT AND MAINTENANCE**

The Directors for Shreveport Department of Operational Services and Caddo Parish Public Works Department will review and update this appendix periodically. The Public Works Directors shall develop and maintain Standard Operating Guidelines (SOGs) for their respective departments to include such items as the following Standard Operating Guideline recommendations:

- A. Notice to the public
- B. Mutual-aid agreements
- C. Intergovernmental emergency mutual-aid agreements
- D. Time and material contract
- E. Lump sum contract
- F. Unit price contract
- G. Right-of-Entry agreement
- H. Site selection priority list

NOTE: During the initial response to a disaster involving large quantities of debris, the atmosphere can be one of mass confusion. This confusion can be drastically offset if first responders begin immediately to utilize standard FEMA forms for accumulation of time, materials used, loads hauled, etc. Having to go back after the fact and try to accumulate information, receipts, etc. has proven nearly impossible for past events. By making the FEMA forms part of departmental Standard Operating Guidelines (SOGs) for use even before a disaster declaration is made, the likelihood of having the required information for federal reimbursement following a disaster is greatly enhanced. The necessary forms for requesting reimbursement following a federally declared disaster are located at the Caddo Emergency Operations Center or by contacting Caddo OHSEP at 675-2255.

## Appendix 5 – Public Works and Engineering Resources

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The resource lists of each public works and engineering department is maintained at the Caddo Emergency Operations Center. Also maintained at the EOC are mutual-aid agreements, lists of contractors, lists of equipment suppliers and lists of material suppliers.

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## Appendix 6 – Standard Operating Guidelines

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Each department/agency/organization listed in this annex will develop their own specific in-house Standard Operating Guidelines for dealing with Public Works/Utilities emergencies. A copy of these procedures will be kept on file in the Caddo EOC. Updates should be forwarded to Caddo OHSEP on a routine basis.

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