

# Emergency Sheltering Plan

*City of New Orleans, Louisiana*



2022

Office of Homeland Security & Emergency Preparedness  
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# Emergency Sheltering Plan

The Comprehensive All-Hazards Sheltering Plan for  
the City of New Orleans



2022

New Orleans Office of Homeland Security & Emergency Preparedness

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## EXECUTIVE SUMMARY

Globally, emergencies and disasters occur on a daily basis. The formulation, development and implementation of crisis management framework prior to incidents can help improve community resiliency, ensure effective response and support timely recovery. Certain types of incidents may require individuals, families and entire communities to temporarily or permanently vacate their current residence due to unsafe environmental conditions. Jurisdictions at the municipal, state and federal levels must have plans implemented to activate, manage and demobilize shelter facilities which can accommodate evacuees during both localized and citywide incidents. For the City of New Orleans, the Emergency Sheltering Plan describes the primary coordination framework by which mass care, specifically sheltering, is accomplished.

This plan is designed to seamlessly integrate with the City of New Orleans Comprehensive Emergency Operations Plan (CEOP), particularly the Emergency Support Function Six (ESF #6) annex, and other local, state and federal frameworks. The planning process itself is continuous and living. Recipients of this plan are expected to develop detailed internal plans, procedures, arrangements, and agreements for their agencies, train their personnel to implement those plans, procedures, arrangements, and agreements regularly, and make changes as needed. NOHSEP will issue changes and updates to this plan periodically; however, other agencies or organizations which find areas of the plan that need improvement should advise NOHSEP immediately so that changes may be incorporated both effectively and efficiently. Although numerous agencies and organizations are involved in crisis management, a core primary group provides direct support to sheltering activities.

**Table 1:** List of lead and support agencies for sheltering in the City of New Orleans

Lead Agencies	Support Agencies (cont.)
New Orleans Recreation Development Commission (NORDC) New Orleans Office of Homeland Security Emergency Preparedness (NOHSEP)	<b>State:</b> Governor’s Office of Homeland Security & Emergency Preparedness (GOHSEP) LA Dept. of Health (LDH) LA Dept. of Child and Family Services (DCFS) Metropolitan Human Services District (MHSD)
<b>Support Agencies</b>	
<b>City/Municipal:</b> New Orleans Health Department (NOHD) New Orleans Fire Department (NOFD) New Orleans Police Department (NOPD) New Orleans Emergency Medical Services (NOEMS) NOLA Public Schools (NOLA-PS) New Orleans Regional Transportation Authority (NORTA)	<b>NGO/Non-Profit:</b> American Red Cross (ARC) NOLA Ready Volunteer Corps Medical Reserve Corps (MRC) Second Harvest food Bank Louisiana Society for the Prevention of Cruelty to Animals (LASPCA) Additional VOAD Organizations

## RECORD OF CHANGES

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The New Orleans Office of Homeland Security and Emergency Preparedness are responsible for making updates and changes to this plan. Inquiries should be forwarded to the NOHSEP Planning Section. Changes and revisions will be documented in the table below.

<b>Date</b>	<b>Page #</b>	<b>Changes Made</b>	<b>Author</b>
05/2015	All	Initial Version	D. Jani
01/2017	All	Comprehensive Update	T. Schrilla
10/2019	All	Comprehensive Update	T. Schrilla
04/2022	All	Comprehensive Update	T. Schrilla

## SECTION 1 - INTRODUCTION

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### Purpose

The purpose of the Emergency Sheltering Plan is to provide the necessary framework on which to operate emergency shelters when required in anticipation of or response to a crisis situation.

Particularly, it offers:

- Guidance in all phases of emergency management (mitigation, prevention, preparedness, response, recovery) for emergencies which require public sheltering as a result of threats to life and property within the City.
- An organizational framework that will guide the activation, operation and demobilization of emergency shelters within the City.
- A mechanism for interagency and community-wide cooperation and coordination of sheltering operations.

### Scope

This plan does not describe the overall emergency management framework by which the City of New Orleans responds to crises. For this, NOHSEP maintains the Comprehensive Emergency Operations Plan (CEOP). The ESP specifically provides guidance on how to establish and operate emergency shelters within the City. The ESP:

1. Establishes fundamental policies, program strategies, and assumptions for a citywide comprehensive sheltering program.
2. Establishes a method of operations that spans the direction and control of emergency sheltering from initial activation to post-disaster demobilization.
3. Assigns specific functions to appropriate City departments, agencies and organizations, as well as outlines methods to coordinate with the private sector and voluntary organizations.
4. Defines the emergency roles and functions of City departments and agencies, private industry, and volunteer and civic organizations.
5. Addresses the various types of crises during which emergency sheltering would be required, from local emergencies to minor, major, or catastrophic disasters.
6. Identifies the actions that the Director of Homeland Security and Emergency Preparedness or designee will initiate, in coordination with state, federal and other counterparts as appropriate, depending on the magnitude of the disaster.
7. Establishes the operational sheltering goals and objectives for the preparedness, response, recovery, and mitigation phases of the City's emergency management process.
8. Establishes a concept of operations spanning the direction and control of an emergency requiring sheltering from initial monitoring through post-disaster response and recovery, integrating the direct response activities that occur using the Incident Command System (ICS) and the support provided by the overall Multiagency Coordination System (MACS).

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### Assumptions

1. Mass care and sheltering will require coordination among non-governmental organizations, local, state, and possibly federal government. Other methods of assistance provided by agencies and organizations may include, but are not limited to, the following:
  - a. Bulk distribution of commodities.
  - b. Mobile feeding.
  - c. Provision of translation services.
  - d. Delivery of health, mental health, and medical services to both emergency workers and the affected population.
  - e. Support of spontaneous, independently-operated shelters that are likely to be established at local community sites.
  - f. Social service centers with multiple agencies co-located to provide a range of resources for recovery.
  - g. Mass care and shelter support for large numbers of disaster workers that will come into the region.
  - h. Establishment of long-term shelters or temporary housing.
  - i. Evacuation of people to areas outside of the incident area.
2. Shelter operations in the City of New Orleans (City) may exceed the capacity of local resources, particularly during pre- or post-landfall hurricane sheltering and in Medical Special Needs Shelters (MSNS). The City anticipates the need to request support from the State for these operations.
3. An emergency within the City may exceed the response capabilities of individual operational areas and may require resource support from both within and outside the region. In rare cases, federal resources may be “pushed” or automatically sent to the region following a catastrophic incident.
4. Public use buildings such as New Orleans Recreational Development Commission (NORDC) recreation centers and NOLA Public Schools (NOLA-PS) facilities need to return to regular operations as soon as possible following a disaster and may not be available for extended or long-term sheltering use.
5. When anticipated demand exceeds available shelter space, spontaneous, nontraditional shelters, including those managed by volunteer groups such as churches and various charity organizations, may be established following an emergency. These shelters may not have all the necessary equipment, personnel, and supplies to support mass care operations and may subsequently request support and resources through the City Emergency Operations Center (CEOC). The CEOC may not have immediate access to resources for spontaneous shelters. Such requests will be addressed in coordination with local organizations and/or the Governor’s Office of Homeland Security and Emergency Preparedness (GOHSEP).
6. Mass Care services may be requested with little notice and some immediacy in an emergency or disaster situation. In events that are highly visible or extensively covered in the media, people may spontaneously evacuate prior to an official recommendation to do

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so, arriving at shelter locations before completion of set-up.

7. An emergency or disaster may damage government facilities and/or disrupt communications, transportation and utilities. This could result in the loss of or inaccessibility to critical operating resources, including critical records.
8. Emergencies or disasters caused by bioterrorism or Weapons of Mass Destruction (WMD) will generate greater needs for health, mental health and security resources in shelters and other mass care facilities. There may be requests for non-traditional Mass Care services.
9. No public shelters will be operational within Orleans Parish during a citywide mandatory evacuation. Evacuees will shelter in locations outside of the Parish, a safe distance from the impacted area. **Shelters located outside of Orleans Parish, including hurricane evacuation shelters, will be managed by the State of Louisiana and/or the American Red Cross and do not fall under the scope of this Plan.**

### Legal Basis

1. RS 29:726; Governor’s Office of Homeland Security and Emergency Preparedness; Authority and Responsibilities
2. RS 29:729; Parish Homeland Security and Emergency Preparedness Agency authorities and responsibilities

### References

1. National Response Framework
2. National Incident Management System
3. Americans with Disabilities Act
4. RS 15:543.2; Louisiana Revised Statute Sex offenders; emergency situations
5. Louisiana Unified Shelter Plan, Governor’s Office of Homeland Security and Emergency Preparedness
6. State of Louisiana Emergency Operations Plan, Governor’s Office of Homeland Security and Emergency Preparedness
7. State of Louisiana, Medical Special Needs Shelter Plan
8. City of New Orleans, City Assisted Evacuation Plan
9. American Red Cross Standard ARC 4496, Guidelines for Hurricane Evacuation Shelter Selection
10. See Annexes A, B, and C for key plans this document relates to.



## SECTION 2 - CONCEPT OF OPERATIONS

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### General

The Emergency Sheltering Plan is developed around two major scenarios: a localized emergency and a citywide emergency. Each situation is unique in terms of which agency has primary responsibility for the management and support of a city general population shelter and the scope of activation. A structure fire which displaces the residents of a housing complex is a localized emergency in that only those who are displaced will need to be sheltered. In general, a limited amount of shelters proximal to the incident site will be required to accommodate this population. In contrast, a citywide emergency, such as that during a low-level hurricane (category one or two), will require both general population shelters and medical special needs shelters (MSNS) to be opened across the City in order to accommodate potentially large populations of residents who cannot stay in their home, or to shelter evacuees who are returning to the City after a major storm (mandatory evacuation) and are unable to return directly to their home due to hazardous conditions. It is important to note that while the hurricane example is likely the most common event which would require citywide activation of multiple shelters, this plan is designed to encompass an all-hazards approach. Further, this document does not discuss MSNS in-detail. MSNS sites are primarily managed by the New Orleans Health Department (NOHD) and discussed further in the Medical Special Needs Shelter Plan (Annex C).

This section covers the framework from activation, mobilization and operation to demobilization of City shelter sites. A comprehensive listing of shelter sites is located within Annex E. Associated site surveys and floor plans, where available, are kept on file by NOHSEP.

### Activation and Notification

#### 1. Leaning Forward

Prior to activation of shelters, the CEOC designee and/or ESF #6 Lead will:

- Notify NORDC and NOHD that the City is leaning forward and that shelter operations may be required.
- Place staff on alert for a possible shelter activation.
- Notify public safety departments, service providers, and other supporting organizations.
- Ensure resource vendors are placed on stand-by to provide support.
- If applicable, notify ARC that the City is leaning forward and may request sheltering assistance.

#### 2. Activation

This plan can be activated upon request from the Mayor, the Director of Homeland Security and Emergency Preparedness, or his/her designee. Formal declaration of an emergency is not required to activate a shelter.

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Activation of the ESP will typically coincide with activation of the City Emergency Operations Center (CEOC) as defined in the Comprehensive Emergency Operations Plan (CEOP).

NOHSEP CEOC ACTIVATION LEVELS		
Normal Operations	Level IV	No potential or actual threats are identified.
Crisis Action Team (CAT)	Level III	Events involving potential or actual threat to the safety and welfare of the people in the threatened area(s).
Partial	Level II	Events are in progress or have occurred which involve an imminent or actual major impact on the safety of the citizens and/or infrastructure of New Orleans.
Full	Level I	Events are in progress which continue previously declared action levels and require response activities.

During an event requiring sheltering operations, the New Orleans CEOC will typically operate at Partial (Level II) or Full (Level I) activation, depending on the severity and duration of the incident.

### 3. Notification

NOHSEP currently utilizes the automated system, NOLA Ready EAS, for notification of NOHSEP staff and CEOC agencies. If necessary, NOLA Ready EAS can be used for notification of shelter activation. The NOLA Ready EAS is managed by the Public Engagement Branch of NOHSEP.

In most cases, traditional email and telephone/cell phone communication will be utilized. Agency contact information (ICS-205T) is kept on file and maintained by the NOHSEP Planning Section.

If appropriate, incident-specific public messaging will be broadcast using various media outlets. PSAs will begin upon approval by the Director of NOHSEP and the Mayor's Office of Communications. Announcements may include information for the public such as:

- Information hotlines and websites
- Shelter locations
- Pet shelter locations (if applicable)
- Personal preparedness and items to bring to a shelter
- Additional incident-specific information

## Shelter Management

### 1. Staff Assignments

Shelter Staff Assignments will be determined and coordinated by the agencies assuming responsibility for staffing the shelter (NORDC/NOHD/NOFD or American Red Cross).

City-operated shelters will be staffed primarily by NORDC, with support from NOHD and/or NOFD. Trained volunteers from the NOLA Ready Volunteer Corps or Medical Reserve Corps (MRC) may also be brought in to assist. Shelters with larger numbers of residents will require more staff.

Staff shifts and assignments are under the discretion of the Shelter Manager and may be adjusted as they deem necessary. For example, depending on circumstances it may make sense to dedicate more staff to the daytime hours with fewer on the overnight shift.

Requests for additional shelter staff will be directed to the ESF #6 Lead, who will work with city departments or volunteer groups to identify any additional staffing resources available.

In addition to general shelter staff, specialized security, medical, and facilities personnel will be assigned to the shelter. These personnel will typically be provided by NOPD, NOEMS, and the facility hosting the shelter, respectively.

### 2. Site Setup

Upon activation of a shelter, a facility representative or property manager and the designated shelter manager will complete the *Shelter Opening Form* including an assessment of the general condition of the facility, citing pre-existing damage. If needed, photographs of pre-existing damages may be taken.

For pre-identified shelter locations, a shelter survey and (for non-city owned facilities) a Memorandum of Understanding (MOU) should already have been completed for these shelters and will be located within the shelter manager binder. Documents should be completed prior to shelter opening, if these documents have not been completed previously. Any special instructions or restrictions on facility use may also be discussed at this time, including ADA requirements.

American Red Cross operated shelters will use a similar opening process, with agency-specific forms.

Shelters will be surveyed by the NOFD Fire Prevention Team and LDH Sanitarians in order to determine any fire, environmental or sanitary hazards. Sanitarian assessments will be completed once a day during the operation of the shelter and provided to LDH.

All shelters (City or Red Cross) will be set up in a similar manner. Detailed set up instructions are provided to Shelter Managers in Shelter Binders and additional training materials.

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Following the completion of site setup, the ESF #6 lead will coordinate with ESF #13 to ensure that security is in place in preparation for shelteree arrival, and that traffic flow patterns have been established with cones and signs if necessary.

### **3. Movement of Shelter Residents**

Upon arriving at the shelter, shelterees will enter through security and triage. Shelterees will then proceed through registration and receive sleeping assignments. Movement of shelterees will be under the discretion of the Shelter Manager and may be limited in cases where conditions outside are hazardous.

To maintain accountability and an accurate population count, all shelterees, staff, and visitors will be required to sign in and out upon leaving or returning to the facility.

#### **Weapons, Alcohol, and Contraband Policy**

In order to ensure the safety of shelterees and shelter staff, certain items such as weapons, alcohol, and illegal drugs of any kind will be not be allowed in shelters. Public notifications provided by the City relating to the activation of shelters should explicitly state that these items are prohibited. Any person that is determined to be in legal possession of a firearm may retain it; however, that person will be not allowed on the property while the firearm remains in their possession.

Some shelters may use OPSB school facilities, and it is a felony to bring weapons, alcohol, or contraband onto school property. Any person that is discovered to be in violation of any state or federal statute is subject to having the firearm, alcohol, or contraband retained as evidence and may be arrested by law enforcement.

### **4. Security**

In rare circumstances, shelterees may be required to enter through a security checkpoint or metal detectors, if they are available. Signage will be clearly posted around the facility stating the rules and regulations of the shelter. The law enforcement agency on site will be responsible for ensuring that the prohibition of weapons, alcohol, and illegal drugs is enforced. Contraband items will be confiscated.

Additionally, Louisiana state law prohibits sex offenders from residing in shelters with the general population. Shelterees who must register with state or local government officials are required to self-identify upon arrival at the shelter, and will be directed to law enforcement personnel to be transferred to a sex offender shelter or other alternative location.

### **5. Registration**

Registration tables will be set up near the building entrance prior to the opening of shelters. The registration process is required for all shelter residents. Registration information will be kept confidential. It is extremely important for each individual or family unit to complete and sign the following forms:

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- *Shelter Registration Form*: Family names, address, language, registration requirements, confidentiality statement.
- *Shelter Intake and Assessment Form*: Name, address, language, and intake assessment questions to appropriately triage patients.

Those who have completed the required forms and do not need a referral will be given WHITE wrist bands and directed to the general population dormitory area.

If shelters are opened during a chemical or radiological incident, NOFD will screen and provide decontamination services prior to registration of shelterees.

If necessary, shelter staff will assist individuals who have difficulty reading or writing to complete the form. For Individuals who do not speak English, family members, shelter staff, or other shelterees may interpret. If no interpreters are present on site, the Shelter Manager should notify the ESF #6 Lead at the CEOC, who will work to secure translation services.

### **6. Triage for Medical Special Needs**

Individuals who have been referred for further health or mental health assessment, require special assistance, or are required to register with a state or local government medical officials may be directed Medical Special Needs Shelter (MSNS). The MSNS may be co-located with a general population shelter, or housed at a separate pre-designated facility. See the NOHD MSNS Plan (Annex C) for further information.

### **7. Health Services and Medical Care**

Basic health services will be available for shelter residents during their time in the shelter. Limited medical personnel will be present to provide basic medical services, however serious medical emergencies may warrant calling 911 for EMS assistance.

If needed, a separate area may be made available to seclude sick individuals from other residents.

If the shelter is open for more than 5 days, the Infectious Disease Epidemiology Section of the LDH Office of Public Health will conduct surveillance by collecting faxed forms daily. These forms will be completed by NOHD staff.

### **8. Feeding**

General population non-hurricane shelters will generally receive meals through local organizations such as the Second Harvest Food Bank or the Salvation Army. If these organizations are unable to provide feeding service, contract vendors, donations from local restaurants, or pre-packaged meals such as MREs may be used.

Feeding for any pre-landfall hurricane shelters will consist of pre-packaged meals and water. Pre-packaged meals are available under several different names and descriptions of use

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(MRE, Heater Meal, etc). Residents may continue to receive pre-packaged meals in the first few days following a hurricane. Long term post-landfall hurricane shelters will receive meals in the same manner as non-hurricane shelters once resources become available.

Meal times will be at the discretion of the Shelter Manager.

### 9. Pets and Service Animals

Sheltering of pets will be a partnership between the City and the LASPCA. In some cases, pets may be sheltered at the same facility as humans (in a separate area), or housed at a location close to the shelter where owners can visit and take care of their pets. In other cases, the LASPCA may temporarily house pets of shelterees at their facility until their owners are able to retrieve them. These determinations will depend upon several factors, including the shelter facility and location, number of animals, and LASPCA capacity.

In accordance with the Americans with Disabilities Act (ADA), service animals must be permitted in all public emergency shelters. The ADA defines a service animal as “any dog that has been individually trained to perform tasks for an individual with a disability”. The task(s) performed by the dog must be directly related to the person’s disability.

Under the ADA, certification proving the individual’s disability or the animal’s training are not required. However, shelter staff may ask the following questions:

- *“Do you need this animal because of a disability?”*
- *“What tasks or work has the animal been trained to perform?”*

If the answers to the questions above indicate that the animal is trained to perform a specific task relative to the person’s disability, the animal must generally be allowed to accompany their owner throughout public areas of the shelter, including food service and medical areas. The owner is responsible for the animal’s care and supervision.

Animals other than dogs (or rarely, miniature horses), and “emotional support”, “comfort”, or “therapy” animals are not considered to be service animals under the ADA.

### Alternate Care Sites

In the event of a healthcare surge, the New Orleans Health Department (NOHD) may establish an alternate care site to absorb patient load until demands can be met by the local medical infrastructure. The alternate care site will be co-located with a general population shelter and will not provide all services found in a hospital setting. Medical care will be event-specific and may be determined by resource availability, patient types, and patient needs. Services will consist of non-complex care and may include decontamination and/or pharmaceutical dispensing.

Upon opening, the alternate care site location will be included in emergency communications delivered by NOLA Ready and/or the Mayor’s Office of Communications. Individuals in need of medical care must complete the registration process described above. Those with severe medical needs or unstable conditions (requiring emergency medical or

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surgical interventions) will be transported to a hospital or MSNS. Patients with stable vital signs who are not dependent on advanced medical technology (dialysis, ventilators, etc.) and do not require one-on-one supervision will be admitted into the alternate care site. These patients may require simple wound management, prescription refills, and other non-complex medical care.

The alternate care site will be staffed by NOHD and Medical Reserve Corps, with support from EMS. Other requests for resources will be directed to the NOHD EOC representative who will submit a resource request in WebEOC.

### Shelter Demobilization

Upon direction of the Incident Commander (IC), the transition process will begin based on the reported population counts within the shelter. If long-term sheltering is needed, a transition of command will occur and the American Red Cross will become the primary mass care and shelter agency. NOHSEP will not open additional shelters until ARC is fully operational and has taken the lead.

In a post-evacuation scenario, ARC will begin moving resources to New Orleans once the storm has passed and access is available. The time frame for this transition may be up to five days, dependent on road and infrastructure conditions. Communications will be maintained with an ARC liaison to coordinate this transition as the disaster/emergency progresses. If necessary, agencies will then transition into their supporting roles once the transfer is complete.

When mass care and shelter operations have concluded, shelter resources will be demobilized and returned to their original owners or locations.

## SECTION 3 - ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

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Emergency sheltering is a comprehensive effort which requires numerous entities to work together seamlessly. Each department, agency, and non-governmental organization with a role of responsibility in the implementation of the ESP must become familiar with this plan to ensure efficient and effective execution of emergency responsibilities. Each participating department and agency must develop internal operating plans as necessary to govern their individual mission area within the Plan. By being comprehensively prepared, the City can better serve its citizens and visitors who require sheltering during crises.

### Organization

Shelter management and support will operate in compliance with the National Incident Management System (NIMS) and Incident Command System (ICS).

The **ESF #6 Lead** will work within the Human Services Branch of the Operations Section of the CEOC to coordinate and provide oversight for all shelter activities.

A **Staffing Coordinator** may be designated to assist the ESF #6 Lead with human resource management. The Staffing Coordinator will be responsible for ensuring all shelters are adequately staffed and will handle any personnel issues that arise. Additionally, the Coordinator may assist with Volunteer Management if necessary.

Each site will be assigned a **Shelter Manager** with overall responsibility for the shelter site. The Shelter Manager will report directly to the ESF #6 Lead.

### Responsibilities

#### 1. Primary Agencies

##### ***New Orleans Office of Homeland Security and Emergency Preparedness (NOHSEP)***

Under the City of New Orleans Emergency Operations Plan, NOHSEP serves as a primary agency for ESF #6 and will be the lead agency to coordinate CASP operations. As such, NOHSEP will:

- Request the use of public facilities and coordinate with the appropriate entity when requesting the use of such facilities as public shelters.
- Activate and maintain the CEOC to provide coordination for sheltering operations.
- Manage resource requests in support of sheltering operations.
- Serves as a lead agency in coordinating shelter response to support local operations.
- Coordinate with health and human services agencies.



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- Formulate emergency operations plans for humane evacuation, transport, and temporary sheltering of service animals and household pets in times of emergency or disaster.

### ***New Orleans Recreation Development Commission (NORDC)***

While NOHSEP takes the lead on resources and coordination, NORDC will be the primary agency responsible for directly staffing and managing City shelters. NORDC will:

- Provide personnel for management and staffing of City shelters.
- Provide facilities and facility maintenance/support for designated shelters.
- Coordinate with NOHSEP, NOHD, NOFD and other departments to address shelter needs.

## **2. Support Agencies**

### ***New Orleans Health Department (NOHD)***

Under the City of New Orleans Emergency Operations Plan, NOHD is a primary agency for ESF #6. NOHD will be a supporting agency for General Population shelters and the lead agency to manage MSNS operations. NOHD will:

- Provide personnel to support staffing of City shelters.
- Provide personnel and resources to offer specialized assistance at shelters, including Disaster Health and Mental Health services.
- Recommend transfer of evacuees or resources as needed based on triage and shortages.
- Maintain primary responsibility for coordination and management of MSNS shelters.

### ***New Orleans Fire Department (NOFD)***

Under the CEOP, NOFD is a support agency to ESF #6. NOFD will support shelter operations through the following:

- Assign personnel to support City shelters.
- Assist with functions such as shelter setup, logistical support, and patient lifts if necessary.
- Ensure an adequate number of NOFD personnel are trained in shelter operations and management.
- Provide supplemental personnel for ARC-managed general population and/or post-landfall hurricane shelters, if available.

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### ***American Red Cross, Southeast Louisiana Chapter (ARC SELA)***

This plan primarily covers situations in which City agencies manage shelter operations. However, under some circumstances, the American Red Cross may take primary responsibility for sheltering. In these cases, ARC will:

- Coordinate, staff, manage, and support all-hazards (non-hurricane) and post-landfall hurricane shelters.
- Provide resource support for shelters, to include: Food, water, snacks, cots, blankets, comfort kits, etc.
- Provide subject-matter expertise on general mass care planning, preparedness, and response activities during the planning period.
- Assist in shelter facility surveys and maintain shelter information in NSS.

Other support agencies include state agencies listed in Table 1. State agencies' responsibilities, particularly during emergency declarations, include:

- Governor's Office of Homeland Security & Emergency Preparedness (GOHSEP) will establish strategies to ensure the availability of adequate public shelter space in each area of the state.
- Establish strategy for refuge-of-last-resort programs.
- Assist local emergency management efforts to ensure that adequate staffing plans exist for all shelters, including medical and security personnel.
- Make provisions for post-disaster communications systems for public sector.
- Establish model shelter guidelines for sheltering people with special needs.
- Support material and human resource requests if/when CNO resources become exhausted and additional support is needed.
- Communicate with FEMA and other federal agencies if/when a disaster is so great that federal resources are necessary to support the response.

Non-Government Organizations' responsibilities include:

- Staff the CEOC with liaisons/representatives when requested by NOHSEP.
- Collect and share shelter information from their respective agencies with other agencies involved in shelter coordination and support.
- Assist the ESF #6 Lead with advance planning, projecting mass care resource support requirements, and anticipating/addressing potential shortfalls.
- Develop and maintain communication with the primary and support agencies, applicable government representatives, and private providers.
- Provide mass care and shelter resources for operational areas upon request.

### 3. Operational Areas

#### ***Command (ESF #6 Lead)***

The ESF #6 Lead is part of the Operations Section, Human Services Branch and reports to the CEOC Operations Section Chief. The ESF #6 Lead supports the actions of local agencies responsible for the care and shelter of people displaced by an emergency or disaster.

The ESF #6 Lead:

- Coordinates local support of mass care and shelter operations.
- Coordinates information regarding mass care resources and monitors, prioritizes, and distributes resources to affected shelter locations.
- Determines the appropriate staffing level for the mass care and shelter activities and requests resources accordingly.
- Determines the need to activate a mass care and shelter resource unit.
- Establishes ongoing communications with the shelter managers located on site at shelter locations.
- Assists with obtaining mass care and shelter resources using the mutual aid system.
- Provides situational updates as needed or at the request of the Operation Section Chief.
- Maintains liaison and coordination with partner agencies within the CEOC.

***Shelter Operations (New Orleans Recreation Development Commission, New Orleans Office of Homeland Security and Emergency Preparedness, New Orleans Fire Department, New Orleans Health Department, American Red Cross, other support agencies as needed)***

Shelter Operations include:

- Shelter management and administration.
- Food and water distribution in shelters.
- Resource management.
- Translation services for residents who cannot speak English (this area may be filled by multilingual volunteers or other shelter residents).
- Ensuring child-friendly spaces to provide for special needs of children.
- Case management.

***Disaster Health, Mental Health, and Medical Services (New Orleans Health Department, Metropolitan Human Services District, New Orleans Emergency Medical Services, Louisiana Department of Health Office of Public Health)***

Disaster Health Services provides:

- Assessment and evaluation of health care needs in individuals and communities.
- First aid to evacuees and relief workers.
- Emotional support to persons who have disaster-related health needs.

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- Assistance with identification of resources to help individuals replace medications, lost or damaged medical equipment and supplies, or meet other health-related needs.
- Disaster-specific health promotion and disease prevention education.
- Collaboration with public health authorities and medical/nursing communities to:
  - Support special needs clients.
  - Identify symptoms of infection or illness.
  - Monitor environmental concerns.
- A supplement to the existing service delivery system for community health care.

Disaster Mental Health Services provides:

- Psychological triage, crisis intervention, emotional support.
- Collaboration with public health entities and mental health providers to:
  - Support special needs clients.
  - Coordinate service delivery and provide technical assistance.
- Support services for individuals with mental health needs, including:
  - Advocacy.
  - Problem solving.
  - Education.
  - Referrals.
- Supervision and support to shelter staff providing psychological first aid.
- Assistance monitoring and alleviating organizational stress.
- Casualty support.

Emergency Medical Services provide:

- Ambulance and crew with emergency Advanced Life Support (ALS) capabilities for emergency treatment and transport to a medical center that can provide definitive care.
- ALS crew stationed on-site during “hunker down” phase, if applicable.

### ***Security (New Orleans Police Department)***

Security provides:

- Law enforcement and general safety and security for all staff, volunteers, and shelterees.
- Enforcement of Shelter Rules and Regulations, to include prohibition of drugs and weapons, self-identification of sex offenders.
- Law enforcement presence to deter criminal activity.
- Exterior traffic control, if necessary.

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### ***Animal Services (Louisiana Society for the Prevention of Cruelty to Animals)***

Animal Services provide:

- Shelter and separate containment of pets from their owners if owners must shelter in sites that cannot accommodate pets.
- Coordination for the opening and running of disaster shelters for animals.
- Temporary shelter for displaced pets and livestock, if necessary.
- Support for reunification of lost pets with their owners.
- Assistance with needs of service animals attending their owners in mass care shelters.

## SECTION 4 - ADMINISTRATION AND LOGISTICS

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### Resource Management and Movement

NOHSEP and NOHD maintain contracts and agreements with vendors and organizations to support sheltering in the CNO. Requests for additional resources will be directed to the CEOC. All requests will be entered in WebEOC for documentation purposes and assets will be deployed as available. Requests exceeding the capacity of the City will be filtered to the State through WebEOC.

Pre-landfall hurricane shelters will be supplied with three to five days' (storm dependent) food supply prior to the onset of tropical storm winds. Meals will be stored in parked box trucks at shelter sites. The Shelter Manager will be responsible for ensuring food is distributed according to schedule.

The American Red Cross will be responsible for providing resources and logistical support to shelters under their management. City agencies will provide additional resources and assistance where possible.

### Records and Reports

#### Records

It is essential that the personnel, supplies, and pieces of equipment used in sheltering activities are recorded. These records should document the number of hours worked at the shelter (by paid staff and volunteers), as well as any direct costs of materials, supplies, or rental/contracted work.

#### Reporting

The Shelter Manager will relay shelter information to the ESF #6 Lead and DCFS/American Red Cross to ensure shelter information is entered into WebEOC and/or the National Shelter System (NSS). The ESF #6 Lead will submit a status update/situation report for shelter resources and capacity, a pre-scripted form, into WebEOC at the end of each operational shift.

CEOC agency liaisons should post updates regarding sheltering-related operations and any significant events on WebEOC as they arise.

Shelter managers will ensure all other State or other agency reporting requirements are fulfilled in accordance with the requested timeframes.

## SECTION 5 - PLAN DEVELOPMENT AND MAINTENANCE

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### Plan Development

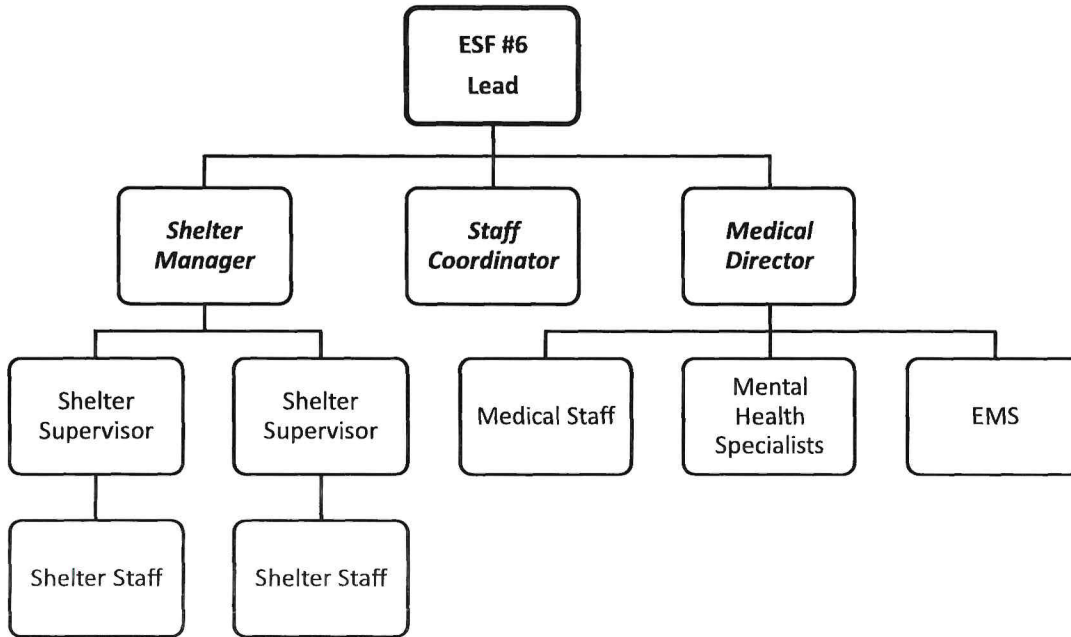
NOHSEP and support agencies will coordinate to develop plans and procedures pertinent to emergency sheltering and the ESP. Agencies will also ensure arrangements and agreements are secured to acquire and mobilize resources necessary for shelter operations.

NOHSEP and support agencies will develop and maintain information and liaison with organizations and individuals including local, state, and federal government, private industry and volunteer organizations, who can play supportive roles in emergencies and disasters. The ESF #6 Lead will give particular emphasis to maintaining and updating the City of New Orleans shelter inventory.

### Maintenance

NOHSEP and support agencies will review and update this Plan no less than once every two years. Regular maintenance and review of the plan and all appendices should occur as needed, and any changes should be documented in the 'Record of Changes' portion of this plan.

Appendix I - Organization Chart





## Appendix II - What to Bring to a Shelter

### *To be included in PSAs*

#### **Food:**

If you have a need for special foods (Ensure, etc.) you may bring them with you. High energy foods such as peanut butter, jelly, crackers, granola bars, trail mix, and other snack foods may be a good idea if you get hungry in between meals. If necessary, bring special dietary foods such as diabetic, low sodium, liquid diet, baby food, and formula. Don't forget a manual can opener.

#### **Clothing and Bedding:**

- One complete change of clothing, including footwear.
- A sleeping bag, blanket and pillow.
- Rain gear and sturdy shoes.

#### **Personal Items:**

- Washcloth, small towel.
- Soap, toothbrush, toothpaste.
- Sanitary napkins.
- Paper towels, toilet paper, towelettes, etc.

#### **Medications, First-Aid Supplies:**

- Medications clearly marked with your name, type of medication, dosage, and prescribing physician.
- You must be able to take all medications by yourself.
- Any dressing changes needed.

#### **Important Papers:**

- Identification and valuable papers (insurance documents, etc.).
- Name and address of doctors.
- Name and address of nearest relative not living in area.

#### **Miscellaneous:**

Bring a cell phone if you have one. Games, cards, toys, battery-powered radios, flashlights (no candles or lanterns), batteries, or other reasonable items you may need are welcome too. It is strongly recommended that you bathe and eat before you leave home.

**NOT PERMITTED:** Weapons, drugs, and alcohol.

**Appendix III - Shelter Kit Supply List**

Qty.	Unit	Item Description	✓ #1	Need	✓ #2	Need	✓ #3	Need
1	EA	30-Quart Plastic Storage Tub						
<b>Documents &amp; Information</b>								
1	EA	Contact List						
1	EA	Local Map						
1	EA	Phone Book						
1	EA	Poster/Signage Kit						
500	EA	Resident Wristbands						
1	PK	Name Badge Labels						
1	EA	USB Drive w/ Digital Forms						
6	EA	Shelter Opening/Closing Inspection Form						
100	EA	Shelter Registration Form						
100	EA	Shelter Intake/Assessment Form						
10	EA	Shelter Daily Report Form						
10	EA	ICS-214 Unit Log						
<b>Office Supplies</b>								
5	EA	Mechanical Pencils						
1	BX	Pens, Black						
1	BX	Pens, Blue						
1	BX	Pens, Red						
2	EA	Permanent Markers						
1	BX	Markers, Assorted Color						
5	EA	Highlighters						
1	BX	Thumbtacks						
1	BX	Safety Pins						
2	RL	Painter's Tape						
2	RL	Clear Tape						
1	BX	Rubber Bands						
1	EA	3-Hole Punch						
1	EA	Scissors						
2	EA	Staplers						
2	BX	Staples						
2	EA	Staple Remover						
1	EA	Calculator						
1	PK	Post-It Notes, Large						
1	PK	Post-It Notes, Medium						
1	PK	Writing Pads						
1	EA	Easel Paper/Newsprint Pad						
1	PK	Index Cards						
5	EA	Clipboards						
2	BX	Paperclips						
2	EA	Accordion Folder (A-Z)						
1	EA	3-Ring Binder, Red						
<b>Sanitary Supplies</b>								
2	RL	Toilet Paper						

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1	RL	Paper Towels							
5	BT	Hand Sanitizer							
1	PK	Cleaning Wipes							
1	BX	Facial Tissues							
1	BX	Trash Bags, Large							
1	BX	Gloves, Rubber (Non-Latex)							
1	BX	Gloves, Plastic							
1	PK	Baby Diapers, Large							
1	PK	Baby Diapers, Small							
1	BX	Baby Wipes							
6	EA	Baby Bottles w/ Nipples							
5	EA	Sip Cups							
<b>Tools &amp; Safety Supplies</b>									
3	EA	Extension Cords							
1	EA	Power Strip							
1	PK	Electrical Outlet Covers							
1	RL	Tape, Caution							
1	RL	Tape, Duct (Red)							
1	RL	Tape, Packaging							
1	EA	AM/FM NOAA Weather Radio							
2	EA	Whistle							
2	EA	Bell							
1	EA	100-Person First Aid Kit							
1	EA	Flashlight, LED							
1	EA	Flashlight, Red Light							
1	PK	Replacement Batteries							
1	PK	Glow Sticks							
1	EA	Tool Box							
1	EA	Screwdriver, Flat							
1	EA	Screwdriver, Phillips							
1	EA	Pliers							
1	EA	Wrench							
1	EA	Tape Measure							

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Appendix IV - Hurricane Logistics Support

Resource	Quantity	Location/Source	Contact
Box Trucks	Six available	Rental	Enterprise
Cots	10% of expected shelter population	NOHSEP Warehouse	Logistics Section Chief
Blankets	10% of expected shelter population	NOHSEP Warehouse	Logistics Section Chief
Meals	3 meals +snacks/person/3-5 days	NOHSEP Warehouse (MREs), VOAD Partners	Logistics Section Chief or Second Harvest, Salvation Army
Water/Juice	3 bottle/person/day	NOHSEP Warehouse	Logistics Section Chief
Comfort Kits/Hygiene Supplies	10% of expected shelter population	NOHSEP Warehouse	Logistics Section Chief
Ice Chest	3/shelter	NOHSEP Warehouse	Logistics Section Chief
Trash Bags (32 oz)	1-2 large boxes/shelter	NOSHEP Warehouse	Logistics Section Chief
Baby Formula			NOHD (HSNO)
Baby Formula, Soy			NOHD (HSNO)
Diapers Adult Small			NOHD (HSNO)
Diapers Adult Large			NOHD (HSNO)
Diapers Size 1			NOHD (HSNO)
Diapers Size 2			NOHD (HSNO)
Diapers Size 3			NOHD (HSNO)
Diapers Size 4			NOHD (HSNO)
Baby Wipes			NOHD (HSNO)
Feminine Hygiene, Pads			NOHD
Feminine Hygiene, Tampons			NOHD
Toilet Paper			
Paper Towels			
Napkins			
Paper plates/utensils/cups			
Plastic Utensils			
Paper Cups			
Coffee Pot			
Coffee			
Coffee Cream			
Sugar			

## Appendix V - Records and Forms

- **Shelter Facility Survey** – Completed during the planning phase. Detailed survey of shelter site.
- **Shelter Agreement/MOU** – Completed during the planning phase. Signed agreement with facility owner/manager for use of site as a shelter during an emergency or disaster.
- **Shelter Opening/Closing Form** – Documents pre-existing damage and post use damage. Releases the facility to City of New Orleans upon opening. Used to show turn over back to facility manager upon closure of the shelter.
- **Shelter Registration Form** – family names, address, language, registration requirements, confidentiality statement.
- **Shelter Intake and Assessment Form** – name, address, language, and intake assessment questions to appropriately triage the patients.
- **ICS 214 Unit Log** – To be used during shelter operations for tracking activity, requests, and major events

## Appendix VI - Definitions

### **Mass Care**

Mass care is the provision of shelter, food, and other resources to persons affected by a disaster. Mass care efforts provide for emergency shelter and are not intended for prolonged periods of occupancy, due to the emergency nature of the activity and the requirements for mass feeding, bedding, and adequate sanitary facilities. Mass Care includes the mass feeding of victims and emergency workers through a combination of fixed sites, mobile feeding units, and bulk distribution of food and such commodities as water, ice and other basic needs.

### **Mass Care Branch**

In ICS, the Mass Care Branch falls under the Operations section. The Branch is under the direction of the Director of Mass Care/ESF #6 Lead and is responsible for all activities related to Mass Care and Sheltering.

### **Mass Care Taskforce**

Manager and Supervisor-level shelter workers from various local, regional, and state entities deployed to each shelter location. Each taskforce consists of a Shelter Operations Unit, a Medical Unit, and a Security Unit.

### **Pickup Points**

Pickup Points are the seventeen (17) pre-determined geographically distributed gathering locations for citizens and the four (4) senior center pickup locations for those without the means to travel to a shelter location, where they will be picked up and incorporated into the ESP.

### **Shelters**

Short-term congregate housing which may be established before, during and/or immediately after an emergency or disaster. Shelters remain operational until all persons using the shelter are able to return to their homes or make other arrangements for their housing.

- **Hurricane Evacuation Shelter** – Short-term shelter providing displaced people a temporary place to stay during tropical storms or Category 1-2 hurricane events, until it is safe for people to return home or other housing arrangements can be made.
- **All-Hazards Emergency Shelter (Non-Hurricane)** – Short-term shelter providing displaced people a temporary place to stay, until it is safe to return home or other housing arrangements can be made.
- **Long Term Shelter** – Longer duration shelters depending on the time it takes to move shelter residents into interim housing.
- **Medical Special Needs Shelter** – Shelter specified for individuals in need of medical care during an emergency or disaster.
- **Pet Shelter** – Designated for pets of individuals residing in shelters.

## Appendix VII - Acronyms

**ADA:** Americans with Disabilities Act  
**ALS:** Advanced Life Support  
**ARC:** American Red Cross  
**ARNO:** Animal Rescue New Orleans  
**CAEP:** City Assisted Evacuation Plan  
**CAT:** Crisis Action Team (referencing CEOC activation)  
**CAT:** Category of hurricane  
**CERT:** Community Emergency Response Team  
**CNO:** City of New Orleans  
**CTN:** Critical Transportation Needs  
**DCFS:** Department of Children and Family Services  
**EMS:** New Orleans Emergency Medical Services  
**ESP:** Emergency Sheltering Plan  
**CEOC:** Emergency Operations Center  
**EOP:** Emergency Operations Plan  
**ESF:** Emergency Support Function  
**ESP:** Emergency Sheltering Plan  
**FEMA:** Federal Emergency Management Agency  
**GOHSEP:** Governor’s Office of Homeland Security and Emergency Preparedness  
**HSNO:** Healthy Start New Orleans  
**IC:** Incident Command(er)  
**LASPCA:** Louisiana Society for the Prevention of Cruelty to Animals  
**LDH:** Louisiana Department of Health  
**MSNS:** Medical Special Needs Shelters  
**MHSD:** Metropolitan Human Services District  
**NIMS:** National Incident Management System  
**NRF:** National Response Framework  
**NOFD:** New Orleans Fire Department  
**NOHD:** New Orleans Health Department  
**NOHSEP:** New Orleans Office of Homeland Security and Emergency Preparedness  
**NOPD:** New Orleans Police Department  
**NORDC:** New Orleans Recreation Development Commission  
**NSS:** National Shelter System  
**OPSB:** Orleans Parish School Board  
**PSA:** Public Service Announcement  
**PUP:** Pick Up Points  
**RTA:** Regional Transit Authority  
**SIAT:** Shelter Intake Assessment Tool  
**WMD:** Weapons of Mass Destruction

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**Annex A – City of New Orleans Comprehensive Emergency Operations Plan**

**Annex B – State of Louisiana Unified Shelter Plan**

**Annex C – New Orleans Health Department Medical Special Needs Shelter Plan**

**Annex D – New Orleans Citywide Freeze Plan**

**Annex E – Comprehensive List of Shelter Sites**