



STATE OF LOUISIANA

STANDARD OPERATING PROCEDURE

**Statewide
Credentialing/Access Program**

2006 All Hazards Access

June, 2006

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**Critical Infrastructure Owners/Operators
Pilot Access Program**

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SUMMARY

Hurricane Katrina revealed a need for uniform reentry criteria for essential personnel entering a closed emergency area post disaster event. Lack of uniform access guidelines resulted in delays and loss of critical utilities and services, as well as delays in reestablishing security and communications systems following Katrina.

This document outlines a model Standard Operating Procedure (SOP) for emergency response and management personnel at the State and local level in conjunction with critical infrastructure owners and operators (CI/OO) and their contractors, and other personnel. This SOP seeks to clarify the roles, responsibilities, and processes that will be followed to ensure that critical infrastructure providers are given timely and efficient access to hurricane or other disaster-affected areas for the purpose of repairing the infrastructure. This document is a product of a joint Federal, State, Parish, local and private sector effort to ensure the timely functionality of critical infrastructure for citizens. This SOP was developed by the Louisiana State Police in partnership with the State of Louisiana Governor's Office of Homeland Security and Emergency Preparedness (GOHSEP), the National Department of Homeland Security, and the Louisiana Sheriffs and Chiefs of Police Associations.

Homeland Security Presidential Directive 12 (HSPD 12), dated August 27, 2004, entitled "Policy for a Common Identification Standard for Federal Employees and Contractors," directed the promulgation of a Federal standard for secure and reliable forms of identification for Federal employees and contractors. It further specified secure and reliable identification that, among other things:

1. Is strongly resistant to identity fraud, tampering, counterfeiting, and terrorist exploitation
2. Can be rapidly authenticated electronically
3. Is issued only by providers whose reliability has been established by an official accreditation process.

The "Federal standard" referenced above is the Federal Information Processing Standard 201(FIPS 201). FIPS 201 technology uses a card with an Integrated Circuit Chip (ICC) (commonly called a smart card) which uses Public Key Infrastructure (PKI) for identity and attribute (qualification, certification, authorization, and/or privilege) authentication ensuring that the responder is who s/he says s/he is and that they truly possess the attribute(s) they say they do. Although this is a Federal standard, many State and local governments in the National Capital

Region (NCR) and throughout the country are adopting this standard to enable nation-wide interoperability. FIPS 201 standard compliance will be an ongoing project with full implementation of standardized credentials by 2008 and will be incorporated in the next version of this SOP.

It is anticipated that reentry will occur in a tiered approach, based on key roles, in restoring normal operations after a disaster. Admittance will be granted based on the immediate needs and requirements of the locally affected area through the local EOC and Parish and State Governments. Tier 1 will include Search and Rescue Personnel, Infrastructure and Utilities Repair Personnel, Official Damage Assessment Teams, and other personnel at the discretion of the State, Parish, and local jurisdictions; Tier 2 will include Relief Workers (e.g. Red Cross Volunteers), Healthcare Agencies (to include Volunteer Health Professionals (VHPs), Banking Organizations, Insurance Agencies, and Businesses deemed to be essential to the recovery effort; and Tier 3 will include Businesses not included in Tier 2 and residents.

PROCESS OVERVIEW

All participants agree that the following criteria are essential elements for access into a restricted area during a hurricane or other natural disaster and will be administered ONLY in the event of a Declaration/State of Emergency from the Governor or affected Parish President/Mayor when a mandatory evacuation order has been issued. It is imperative that local governments are familiar with utility and critical infrastructure needs and are aware of, based on the disaster, which critical infrastructure agencies (to include the Louisiana National Guard and the United States Coast Guard) will need immediate access to the affected area.

The following is a listing of identification that will be required to gain access at checkpoints:

Critical Infrastructure Owners and Operators, to include Contractors, Subcontractors, and Personnel of the CI/OO, must have the following identification:

1. A valid State Drivers License and company-issued photo ID
2. Marked Company vehicles (companies should have standardized markings)
3. Letter of Access (LOA) issued by the company (with verified phone number) stating that the bearer and vehicle is an authorized responder to the event.

Federal Bureau of Investigation (FBI)-issued INFRAGARD credentials, the Department of Defense (DOD) Common Access Cards (CACs), and FIPS 201 compliant identification credentials issued by Federal government agencies will be acceptable forms of identification.

SECTION I—INTRODUCTION

PURPOSE

The purpose of this CI/OO Access SOP document is to describe in concept the joint Federal, State, Parish and local infrastructure strategy to permit access into restricted areas during the 2006 Hurricane Season. This SOP is intended for Federal, State, local representatives and private sector companies (critical infrastructure owners/operators) in Louisiana and to serve as an operational model for other States and municipalities.

SECTION II—CONCEPT OF OPERATIONS

A. REENTRY PROTOCOL

It is anticipated that reentry will occur in a tiered approach based on key roles in restoring normal operations after a disaster. It is understood that events that may occur within specific jurisdictions will dictate, based on local needs and factors, what personnel will need access into the affected area. Safety, with regard to public health, travel accessibility and rescue operations will be paramount and of crucial importance in determining any access.

- **(Immediate and unrestricted access) will be granted to Search and Rescue Agents, including agents from Parish and Municipal Fire-Rescue Departments, State, Local and Federal Law Enforcement, Fire/EMS, National Guard (Military), and Emergency Response Agencies in support of efforts in the affected area.**

Tier I

- Infrastructure and Utilities Repair Personnel: These agencies must be permitted immediate access to ensure that essential services such as water, lighting, and communications are restored and infrastructure is intact. Municipal utilities and public works personnel also are included.
- Official Damage Assessment Teams: These may include FEMA, State, and local officials.
- Other personnel at the discretion of the Parish Department of Homeland Security and Emergency Preparedness or applicable municipal Emergency Operations Center (EOC).

Tier 2

- Relief Workers: These groups will be needed to provide food and other supplies for people in impacted areas who did not evacuate.
- Healthcare Agencies: These include hospitals, nursing homes, assisted living facilities, and dialysis centers. Additionally, includes Volunteer Health Professionals (VHPs) with valid, approved identification documentation.

- Insurance Agents.
- Banking Organizations.
- Business operators considered critical to the recovery effort. Parish and municipal officials will make the decision to permit key business operators to return to impacted areas based on an overall evaluation of the situation. Key business operators will be allowed to reenter their communities when the governing jurisdictions, in consultation with the Parish Department of Emergency Management, agree that the following factors are resolved:
 - a. Access: Major routes are intact and passable.
 - b. Public Health: There is no threat to public safety.
 - c. Rescue: All search and rescue operations have been completed.
- Other personnel at the discretion of the Parish Department of Homeland Security and Emergency Preparedness or applicable municipal Emergency Operations Center (EOC).

Tier 3

Business operators not allowed in under Tier 2, and residents will be allowed to return as areas are deemed safe.

B. IDENTIFICATION PROCEDURES

Federal, State, and local government agencies and law enforcement officials agree to recognize specific identification from critical infrastructure owners and operators, and their contractors, subcontractors and assigns as they seek access into a restricted disaster area. Relying parties (e.g. law enforcement, National Guard) will require constant communications with local and State EOCs so that proper admittance is granted. Once identity and attributes are authenticated, access is granted at the discretion of the relying parties. In furtherance of this access program, Federal, State, and private sector partners all agree to take action in support of this SOP. The following actions are required:

Critical Infrastructure Owner/Operators (for Employees and Contractors, Subcontractors, and affected Personnel):

- Ensure possession of valid identification card to include attributes
- Ensure Company vehicles utilize standard markings and LOA
- Promote the use of this SOP at the State and local level

Emergency Response/Emergency Medical/Law Enforcement/Fire/Military Personnel:

- A uniformed Law Enforcement/EMS/Emergency Response/Fire/Military personnel with valid identification card to include attributes

- A properly marked or identified Law Enforcement/EMS/Emergency Response/Fire/Military vehicle with commissioned or credentialed occupant
- Unmarked Agency vehicle with proper identification as stated above

State:

- Provide this SOP to State response personnel, and where appropriate, local response personnel
- Ensure that local EOCs are aware of and maintain an updated, current list of critical infrastructure personnel, to include attribute(s), within their Parish
- Make every effort to expedite the movement of critical infrastructure personnel into an affected area

Local:

- Educate local response personnel on the existence and requirements of the SOP
- Maintain an updated, current list of critical infrastructure personnel, to include attribute(s), and contact person within the Parish
- Communicate with State on non-acceptance or special requirements for access by critical infrastructure within the local Parishes
- Facilitate adjoining Parishes, absent an emergency, with the movement of critical infrastructure personnel into an affected area

Federal:

- Educate Federal response personnel on the existence of the SOP
- FBI will administer INFRAGARD program

C. OUTREACH

This program is part of the public-private partnership. As such, outreach obligations exist for all parties involved. Critical infrastructure owners and operators are responsible for training their employees, contractors, subcontractors and assigns. Contractors, as well as owner operators, should take measures to ease entrance into affected area by prior coordination with Emergency Officials from the affected area and the Louisiana State Police. As disasters are local in nature, CI/OO entities are also responsible for outreach to local responders, to make them aware of this process. At the State level, Louisiana GOHSEP and the Louisiana State Police will ensure that required State officials and responders are made aware of this SOP and will disseminate this information to the local level. Parish, local and municipal persons are responsible for partnering with CI/OO and State representatives in support of this initiative.

D. FBI INFRAGARD

The FBI INFRAGARD program qualifies membership through a State and Federal criminal record check and most importantly, an FBI record check for associations with threat organizations. Once vetted, INFRAGARD members are granted a membership identification card. The State and regional critical industry representatives have asked for this identification to facilitate a private credentialing plan for non-FBI and non-utility vehicle access.

The Louisiana INFRAGARD credentials are to be honored and utilized only after disasters where local and/or State authorities have declared a State of Emergency thereby restricting access into an affected area. These credentials are carried by State and Federal verified non-law enforcement personnel who are essential to maintaining operations of critical infrastructure such as medical, power, gas, chemical, communication (wireless and landline), transportation and financial facilities.

Each INFRAGARD member requesting entry into an affected area must present an INFRAGARD membership identification card along with a verbal explanation of the reason for reentry.

For Additional information on INFRAGARD and how to join go to:

<http://homelandsecurity.tamu.edu/framework/criticalinfra/criticalinfr/telecom/infraguardwebsit/>