



INTERNATIONAL ASSOCIATION OF ASSEMBLY MANAGERS, INC.



# Mega-Shelter

## A Best Practices



FOR  
PLANNING • ACTIVATION • OPERATIONS

*A Product of the IAAM Life Safety Council  
A Curriculum of the Academy for Venue Safety & Security*

July 15, 2006





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**July 15, 2006**

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—From a *Declaration of Principles* jointly adopted by a Committee of the American Bar Association and a Committee of Publishers and Associations.

## ACKNOWLEDGEMENTS

### Creation of Shelter Management Task Force

**David B. Ross, CFE, IAAM President, 2005-2006**

**Show Me Center, Southeast Missouri State University, Cape Girardeau, MO**

**Dexter King, CFE, IAAM Executive Director, Coppell, TX**

#### *Shelter Management Task Force Mission*

*The task force is charged to develop shelter management Planning Guides and Best Practice Protocols for places of public assembly serving as places of care and shelter in the event of a disaster, requiring emergency shelter for the general public. The task force will work under the umbrella of the IAAM Life Safety Council (LSC) to ensure proper coordination with the IAAM Academy for Venue Safety and Security (AVSS) and other IAAM partners to include representatives of the Public Assembly sub-sector council of the Department of Homeland Security (DHS).*

### Acceptance of Charges for Shelter Management Task Force

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## Forward

Devastating, furious hurricanes lashed at the United States in 2005 like during no other year in recorded history. It is safe to say that the images left by Katrina, Rita, and Wilma—images of heroes, survival, carnage, and death—will stay with us for many years to come.

As the waters rose and the winds whipped, thousands of people sought shelter at various public assembly facilities, buildings themselves vulnerable to the onslaught of Mother Nature at her angriest. Still, as boxers standing on their feet after being beaten, bloodied and bowed, the managers and staffs of these venues did more than remain upright—they created a new discipline: “mega-shelter management.”

Managers and staffs learned many lessons as they housed displaced and distressed people who turned to the facilities for survival. It is safe to say that out of a truly desperate situation, many shelter management practices have been created—and will continue to be developed—to help other facility professionals who may some day find themselves saving lives.

The International Association of Assembly Managers wasted no time after the hurricanes creating a Shelter Management Task Force. The group was chaired by Greg Davis of the CAJUNDOME in Lafayette, La., which became one of the first refuges for evacuees transported from New Orleans following Hurricane Katrina. Frank Poe, chair of IAAM’s Life Safety Council, also has been instrumental in guiding the direction of the task force as it developed best practices for facilities.

“There were so many decisions that had to be made,” recalls Davis of the harrowing first days that evacuees—“residents,” as he prefers to call them—streamed into his facility. “You can’t prepare yourself for this. I know I wasn’t prepared for anything like this. I had no idea it was going to be what it was. It was intense, non-stop, and continuous; there was one thing after another. Decisions had to be made on the fly. You have all kinds of choices coming at you, so you have to try to make the right call. If you are driven by your heart and compassion for the people...it’s all gut instinct. It happens so fast, I would say it’s more gut than intellect. If you feel confident in your ability to act in those circumstances, you will make the right decisions.”

Without the efforts and leadership of Greg Davis, the CAJUNDOME Commission, the Shelter Management Task Force and the many others who have contributed to this effort, the practices and guidelines contained within these pages would never have come to exist. At the time, IAAM was under the leadership of President David B. Ross, CFE, whose theme for the year was “Making A Difference.” Little did he know that less than a month into his presidency, that theme would lead us to action in a most dramatic fashion.





*As the disaster unfolds, the facility manager will be called to strong leadership. Many false rumors will circulate in the local population. As bus loads of evacuees arrive, thousands at a time, as CNN, MSNBC, and Fox News are depicting storm victims as looters, rapists, thugs and criminals, the Facility Manager must be the stabilizing force who is grounded in truth and reality. This leadership will enable staff and volunteers to overcome their fears, helping them to provide compassionate care to storm people who have been twice victimized, first by a major storm and then by a sensationalized media.*



# IAAM MEGA-SHELTER BEST PRACTICES

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## **PART ONE**

# **PLANNING AND ACTIVATION**



## IAAM RESPONDS

The International Association of Assembly Managers (IAAM) recognizes the vulnerability of facility managers when they respond to major disasters with inadequate emergency preparedness guidelines and poor planning—conditions that undermine their ability to provide safe, secure shelter to citizens who need their help. In the storms of 2005, major facilities were integral in saving lives and sheltering thousands of displaced hurricane evacuees who, having lost everything, were forced to rely on fellow citizens for life-saving aid. Facility managers and their staffs responded to the call for help. For the first time in American history, they were called to operate “mega-shelters.”

Arenas, stadiums, convention centers, and performing arts theaters became temporary homes and medical facilities for extended periods. There were no precedents for such operations. This new territory of facility management required the resourcefulness and skill of professional facility managers and their staffs to respond to the needs of evacuees. IAAM facility managers demonstrated an ability to perform admirably under the most difficult circumstances.

IAAM responded to the need for best practice guidelines for mega-shelter operations. Soon after the storms of 2005, the organization reached out to its members who were affected by Hurricanes Katrina and Rita. IAAM quickly discovered the need for an industry task force to establish nationally recognized guidelines for major facilities that are converted to mega-shelters to shelter thousands victimized by major disasters. IAAM reached out to its partners, the Department of Homeland Security (DHS) and the American Red Cross (ARC). Effective mega-shelter operations require well-coordinated partnerships. Our partners embraced the IAAM’s mission to establish new mega-shelter guidelines.

Part One of the *IAAM Mega-Shelter Best Practices* is “*Planning and Activation.*” This section provides information helpful in deliberations with government authorities regarding the use of facilities following major disasters caused by powerful hurricanes. These guidelines will help the facility manager understand the activation process, shelter standards, contracting, liability exposure, and planning for the next storm season. IAAM encourages its members to examine these guidelines carefully. Because inadequate emergency response plans may undermine a facility manager’s professional capabilities, these guidelines should be consulted in preparation for each upcoming hurricane season.

Part Two of the *IAAM Mega-Shelter Best Practices* is *Guidelines for Operating a Mega-Shelter*. This section provides valuable information about operating the mega-shelter with guidelines concerning command and control systems, security, compassionate care, food service, resident services, medical care, and interaction with mega-shelter partners. IAAM continues to meet with its national partners to develop a consensus on shelter standards, shelter selection, and shelter operations. These guidelines are a living document, and updates will be released as revisions are made.

Appendices F and G provide valuable contacts and references. The contacts are industry professionals who operated many of the mega-shelters in service during Hurricanes Katrina and

Rita. These professionals are available to answer questions or to provide additional information as needed.

IAAM is pleased to provide this service to its members. We encourage you to study and use these guidelines, especially if you are in hurricane-prone areas. We also encourage you to reach out and share information with fellow IAAM members.

## DEFINITIONS

**ARC 4496 Shelter Selection Guidelines:** The American Red Cross has established guidelines for the selection of shelters in hurricane-prone areas. A file providing all ARC guidelines is at <http://floridadisaster.org/bpr/Response/engineers/documents/newarc4496.pdf>.

**FEMA Disaster Assistance Guidelines:** The Federal Emergency Management Agency (FEMA) has established general guidelines for expense reimbursements that are subject to the Stafford Act. These guidelines are supplemented by disaster-specific guidelines that apply when the president declares major disaster. An explanation of the guidelines is at [http://www.fema.gov/pdf/rrr/dec\\_proc.pdf](http://www.fema.gov/pdf/rrr/dec_proc.pdf).

**Florida LRDM Shelter Selection Guidelines:** Least-Risk Decision Making Shelter Selection Guidelines established by the state of Florida are at <http://floridadisaster.org/bpr/Response/engineers/documents/CheatSheet.pdf>.

**Hyper-cleaning:** Hyper-cleaning is required in a mega-shelter to prevent the spread of infectious diseases. It involves cleaning areas several times each day, even when surfaces appear to be clean, and using cleaning solutions that are used to sanitize hospitals. Bathrooms, for example, are cleaned throughout the day and receive a thorough cleaning each work shift, day and night.

**Infectious Diarrhea/Bacterial Gastroenteritis:** A diarrhea related to an infection secondary to bacteria, viruses or parasites. Bacterial gastroenteritis is an inflammation of the stomach and intestines caused by bacteria or bacterial toxins. The infection is usually acquired by eating or drinking contaminated food or water, often raw poultry, fresh produce, or unpasteurized milk. Infectious diarrhea was common in mega-shelters during Hurricanes Katrina and Rita, and hyper-cleaning was a significant component of the program to prevent the spread of infections.

**Infectious Disease:** Shelter residents and workers are vulnerable to bacteria and viruses that circulate in the air and are in bodily fluids such as blood, human waste, and vomit.

**Isolation Area:** Isolation refers to an area in the mega-shelter where evacuees can be placed temporarily if they have infectious diseases and are dangerous to others. The isolation area should have independent ventilation and air conditioning that is separate from the main system, separate toilet facilities, and access that is limited to medical personnel. The isolation area may require security personnel to control access.

**Major Disaster:** A disaster is designated as major when it causes widespread devastation that displaces thousands of people who must be evacuated to major facilities that serve as mega-shelters over an extended period.

**Major Facility:** In the context of *IAAM Mega-Shelter Best Practices*, a major facility is an arena, stadium, convention center, or performing arts theater.

**Medical Waste:** Any solid or liquid waste generated in the diagnosis, treatment or immunization of human beings or animals. These products generally fall under the guidelines of infectious agents such as human wastes, human blood and blood products, needles, syringes, and blades. In a mega-shelter operation, medical waste must be handled properly by medical staff and then by maintenance personnel for proper disposal and disease prevention.

**Mega-Shelter:** A mega-shelter is a major facility that is used to house evacuees from a major disaster area.

**NIMS Incident Command System:** The NIMS Incident Command System is a system used by local, state, and federal governments to provide a unified approach to incident management in emergencies that require the help of multiple jurisdictions. More information is at <http://www.fema.gov/emergency/nims/index.shtm>.

**Norwalk Virus:** A human calicivirus that is a common cause of epidemics of acute gastroenteritis, with diarrhea, stomach pain, nausea, and vomiting lasting 24 to 48 hours. It spreads by person-to-person contact or through contaminated food and water. This virus was common in some of the mega-shelters.

**Post-Traumatic Stress:** Post-traumatic stress is a medical condition that can be caused by major disasters due to their scale and the length of time that people require to recover from them. Post-traumatic stress also can be experienced by the staff and volunteers who are working in mega-shelters. This psychological condition is marked by intense fear, helplessness, or horror because of exposure to a catastrophic event. It is occasionally called post-traumatic stress reaction to emphasize that it is a routine result of traumatic experience rather than a manifestation of a pre-existing psychological weakness on the part of the patient. In mega-shelter operations, shelter residents as well as the facility staff and volunteers are susceptible to post-traumatic stress. During and after the mega-shelter operation, facility managers should be cognizant of this psychological condition in their staffs.

**Recovery Period:** The recovery period follows the closure of the mega-shelter. It is the period of time that is required to sanitize the facility, repair any damage, do equipment maintenance, and make other general repairs that are a consequence of the mega-shelter operation. Included in the recovery period is the time needed to develop the recovery program and present it to FEMA for review and approval.

**Resident Capacity:** Once evacuees have registered at the mega-shelter, they assume the title of shelter residents. Resident capacity refers to the number of shelter residents that the mega-shelter can accommodate.

**Sharps Container:** These waste-disposal units are used by mega-shelter maintenance department and by medical personnel to dispose of instruments that can cause punctures or cuts to solid-waste handlers or the public. A sharps container is a leak-proof, rigid, puncture-resistant, and durable plastic container. It is red in color and equipped with a tight-fitting lid for use during handling or transport.

**Shelter Classifications:** IAAM *Mega-Shelter Best Practices* provides several classifications for shelters used before, during, or after a hurricane. Each shelter classification provides guidelines and standards that will help facility managers select the appropriate shelter type.

**Stafford Act:** A federal statute enacted in 1988 to support state and local governments when disasters are overwhelming. The Stafford Act and its accompanying FEMA Disaster Assistance Guidelines govern the reimbursement of mega-shelter expenses. The Stafford Act is at <http://www.fema.gov/library/stafact.shtm#sec101>.

**Strike Zone:** The forecast path and the associated error cone of an approaching hurricane.

**Unified Command:** Unified Command is a structure that brings together the incident commanders of all major organizations involved in a major disaster. This approach makes it possible to coordinate an effective response while each organization carries out its jurisdictional responsibilities. Information about the Incident Command System and Unified Command is at [http://www.nrt.org/Production/NRT/NRTWeb.nsf/AllAttachmentsByTitle/SA-52ICSUCTA/\\$File/ICSUCTA.pdf?OpenElement](http://www.nrt.org/Production/NRT/NRTWeb.nsf/AllAttachmentsByTitle/SA-52ICSUCTA/$File/ICSUCTA.pdf?OpenElement).



## ACRONYMS and INITIALISMS

AED - Automated External Defibrillator  
ARC - American Red Cross  
AVSS - IAAM Academy for Venue Safety and Security  
BT - Building Superintendent  
CBI - Contingent Business Interruption Insurance  
CDC - Centers for Disease Control and Prevention  
CM - Custodial Manager  
DC - Distribution Coordinator  
EPR - Emergency Preparedness Response  
HHS - Department of Health and Human Services  
DHS - Department of Homeland Security  
DOD - Department of Defense  
DSG - Disaster Specific Guidelines  
EMT - Emergency Medical Technician  
EOC - Emergency Operation Center  
FEMA - Federal Emergency Management Agency  
FM - Facility Manager  
HVAC - Heating, Ventilation, And Air Conditioning  
IAAM - International Association of Assembly Managers, Inc.  
ICS - Incident Command System  
JIC - Joint Information Center  
JOC - Joint Operations Center  
LM - Logistics Manager  
LPN - Licensed Practical Nurse  
LSC - IAAM Life Safety Council  
NIMS - National Incident Management System  
OEM - Office of Emergency Management  
OEP - Office of Emergency Preparedness  
PDA - Preliminary Damage Assessment  
PIO - Public Information Officer  
PW - Project Worksheet  
QO - Quality Control Officers  
RN - Registered Nurse  
SC - Storage Coordinator  
SDL - State Department of Labor  
SM - Shelter Manager  
SpNS - Special Needs Shelter  
SPR - Shelter Partner Relations  
TD - Technology Director



## **MEGA-SHELTER CLASSIFICATIONS, DEFINITIONS, and STANDARDS**

Hurricane Katrina exposed several weaknesses in our nation's ability to respond to major disasters involving the displacement of hundreds of thousands of people in a major metropolitan area enduring almost total devastation. One of these weaknesses involved the sheltering of evacuees before, during, and after Hurricane Katrina. For the first time in our nation's history, the term mega-shelter was used to describe the use of major facilities like the Superdome, Reliant Park, Reunion Arena, CAJUNDOME, New Orleans Convention Center, and the Dallas Convention Center to house Hurricane Katrina evacuees. In many cases these facilities were able to care sufficiently for thousands of evacuees who arrived all at once. In other cases, the facilities were not prepared. The Hurricane Katrina disaster exposed a vital need for nationally recognized mega-shelter classifications, definitions, and standards.

A mega-shelter is an arena, stadium, convention center, or performing arts theater that is used to house evacuees before, during, or after a major disaster. Before Hurricane Katrina, most shelters consisted of schools, churches, and recreation centers. They were small facilities accommodating up to 300 persons, on average. For the first time in our nation's history, in response to Hurricanes Katrina and Rita, arenas, convention centers, and stadiums were used to accommodate tens of thousands of evacuees over eight weeks. The CAJUNDOME, which served as a mega-shelter in Lafayette, La., accommodated 18,500 evacuees during both hurricanes over 58 days and served 409,000 meals to evacuees and first responders. Houston's Reliant Park sheltered 27,100 evacuees over 22 days for Hurricane Katrina and over 15 days for Hurricane Rita. The Reliant Park staff processed another 65,000 evacuees for the state. Shelters in Dallas, including the Dallas Convention Center and Reunion Arena, provided shelter for 25,000, processed another 27,000 for ARC benefits over 39 days, and served 114,200 meals. These disasters also demonstrated the need to expand the American Red Cross Shelter Operation Guidelines, which proved inadequate for mega-shelter operations.

Establishing best practice guidelines begins with shelter classifications, definitions, and standards. IAAM has established shelter classifications so that its members can approach, with consistency, discussions with officials at local and state offices of emergency management (OEMs) about the use of their facilities before, during, or after a hurricane. IAAM members now will be able to inform government officials of nationally recognized best practices that should be considered when designating arenas, stadiums, convention centers, and performing arts theaters as mega-shelters. These IAAM-established best practices will bolster facility managers' interests in maintaining life, safety, and security practices in mega-shelter operations.

Each shelter classification has definitions and standards that are intended to inform government officials of what is involved in the operation of various shelter types, the level of expectations that each can realistically meet, and the physical and operational conditions that are necessary to meet them. Hurricane Katrina exposed the need for nationally recognized shelter standards when the Superdome was classified as a Refuge of Last Resort rather than a Risk Shelter.

The state of Florida has performed comprehensive research over several years to establish guidelines for shelter use and the selection of buildings to serve as shelters under various circumstances. The reference section (Appendix G) lists several websites where extensive information is available. In January 2001, Florida established shelter selection guidelines for hurricane evacuations. The state subsequently condensed these guidelines into a Least-Risk Decision Making (LRDM) Table that provides prescriptive ranking definitions. IAAM has embraced the LRDM and the American Red Cross 4496 Standards for Hurricane Evacuation Shelter Selection (ARC 4496) as the standards for hurricane mega-shelter selection.

The most critical aspect of the selection process involves the deliberate determination by government authorities of the use of a mega-shelter in the strike zone—the forecast path and the associated error cone of an approaching hurricane. The facility manager faced with operating a mega-shelter in a hurricane strike zone will face very difficult challenges to provide for the safety of evacuees and protect their lives. These challenges concern both operational activities and the physical building structure. ARC 4496 and LRDM will help facility managers in their meetings with local and state OEMs to make good choices when determining the intended use of their facilities as mega-shelters.

*IAAM Mega-Shelter Best Practices* will help facility managers provide sufficient operational support once government authorities determine a facility's intended use. Each shelter classification lists essential equipment and supplies that must be available to provide the level of support services required to sustain life and safety. Sanitation services are critical to prevent the spread of infectious diseases. Sanitation services must rise to the level of hyper-cleaning, which goes beyond the standard and customary custodial services that provided during typical assembly events.

## Mega-Shelter Classifications

This document describes in detail six primary shelter types:

- Refuge of Last Resort
- Risk Shelter
- Host Shelter
- Recovery Shelter
- Special Needs Shelter (SpNS)
- Recovery Center

**Refuge of Last Resort.** A Refuge of Last Resort serves as the *last* possible escape from real and immediate danger of loss of lives. It is not a shelter, it is not included in the publicly recognized emergency evacuation plan, and it is pre-identified by emergency officials only in internal deliberations. A Refuge of Last Resort is not publicly advertised; it is a last resort to save lives after the emergency evacuation plan has been fully executed. It is not to be used during evacuation but is selected by emergency officials only after the evacuation plan has been *fully* executed. During the evacuation phase of the emergency plan, everyone is directed to evacuation

routes but *not* to the Refuge of Last Resort. A Refuge of Last Resort is a last alternative for people trapped in low-lying homes, in weak structures, or in vehicles.

*Forecast Path:* The Refuge of Last Resort lies in the forecast path and the associated error cone of an approaching hurricane.

*Shelter Selection Guidelines:* ARC 4496 shelter selection guidelines and Florida LRDM shelter selection guidelines are not necessarily considered. The facility may not afford complete protection or may not be free from hazards. It is a last resort to save the lives of those who are unable to remove themselves from the path of a hurricane once the emergency evacuation plan has been completed. It provides some protection from wind and possibly some elevation above potential storm surge and wave action.

*Space Allocation:* There are no minimum standards for square footage per person. However, allocations of 10 to 15 square feet per person can be used for planning purposes.

*Operational Period:* The facility will serve as a shelter through the end of the hurricane only. After the hurricane has passed, residents will be removed from the Refuge of Last Resort to a recovery shelter, if necessary.

*Essential Support Services:* Food, water, medical attention, sanitation, security, communication, and dormitory services are not necessarily provided.

*Essential Equipment:* Equipment that is included in a risk shelter is not necessarily available in a Refuge of Last Resort. Evacuees may have only the benefit of the physical structure to protect them against wind and surge hazards, and there may be no amenities within the facility to contribute to physical comfort.

*Essential Supplies:* Supplies that are included in a Risk Shelter are not necessarily available.

**Risk Shelter.** Risk Shelters provide refuge during a hurricane in the projected hurricane strike zone and are critical parts of the hurricane emergency response and evacuation plan. Emergency planners deliberately plan for risk shelters to be used as evacuation shelters that will accommodate evacuees during a hurricane. Their intended use is established during the planning process, in advance of a hurricane. Unlike a refuge of last resort, the use of a Risk Shelter is deliberate, announced to the public and integral to the emergency evacuation process.

*Forecast Path:* The facility lies in the forecast path and associated error cone of an approaching hurricane.

*Shelter Selection Guidelines:* Facility conforms to ARC 4496 shelter selection guidelines and the Florida LRDM shelter selection guidelines. Said designation does not imply that the facility is capable of affording complete protection or is free from hazards but only that it meets established minimum safety criteria (Appendix G has website references).

*Space Allocation:* A total of 20 square feet of usable floor space per person is recommended in the calculation of shelter capacity, but if necessary, this can be reduced to 15 square feet in lieu of turning someone away. Although local officials will attempt to direct evacuees away from a facility that is approaching its basic capacity, no one is to be turned away if peril is imminent.

*Operational Period:* The facility serves as a Risk Shelter starting 24 hours prior to landfall and 72 hours after landfall of a hurricane. It can convert to a Recovery Shelter if it does not sustain damage that inhibits its compliance with Recovery Shelter standards.

*Essential Support Services:* Essential support services are available to sustain life and safety for a minimum of 72 hours after landfall. Essential support services include but are not limited to food, water, first aid, sanitation, security, communication, and dormitory services to sustain life and safety.

*Essential Equipment:* Essential equipment is available to sustain life and safety for a minimum 72 hours after landfall. Generators are available to sustain emergency power in the event of a power outage. The generator must be independent of off-site utilities/infrastructure, e.g., water and fuel. Prepositioning of a portable generator and fuel supply may be required to supplement the load capacity of the facility's generator. Essential equipment includes but is not limited to:

- Medical equipment such as automated external defibrillators (AEDs) and wheel chairs
- External communication system
- Forklift with 72-hour independent fuel source
- Sanitation equipment (extra trash receptacles, Dumpsters)
- Independent source for generator fuel for minimum 72 hours of use
- Generator power for:
  - Emergency lighting, adequate for resident circulation
  - Emergency electrical outlets with extension cords
  - Emergency paging/internal communication system
  - Battery chargers for cell phones and radios
  - Television sets for news reports, including residents' televisions
  - Radios for news reports, including residents' radios
  - Limited ventilation to maintain minimum air quality
  - Water pressure to sustain restroom facilities
  - Refrigeration for medical supplies
  - Ice machines for medical use

Facilities that have electrically powered automatic toilet and urinal flushers will have a unique problem in a power failure. Toilets must be operational to sustain sanitary conditions. If the toilets are not connected to the generator system or if they cannot be redesigned to be powered by batteries, facility management should arrange for portable toilets in advance.

*Essential Supplies:* Essential supplies are those needed to sustain life and safety for a minimum 72 hours after landfall. Recovery Shelter-type supplies such as pillows, blankets, air mattresses, and personal care products are not necessarily available. Evacuees should be encouraged to bring these supplies if they are not available. The following essential supplies are on hand:

- MREs (Meals Ready to Eat)
- Water
- Infant formula
- Disposable bottles
- Baby food
- Diapers
- Medical supplies
- Toilet paper
- First aid supplies
- Sanitation supplies
- Hand towels
- Hand soap, antibacterial
- Caution tape
- Extension cords
- Extra keys for user agencies
- Facility maps

Sanitation supplies will be needed in numbers that are several times the norm so that thorough sanitary conditions can be maintained to prevent the spread of infections. Most facilities store supplies for events that last three to four hours. The Risk Shelter will operate 24 hours per day for as long as four days. Caution tape is needed to discourage residents from entering prohibited areas. Extension cords are needed to access emergency outlets in the event of power loss.

**Host Shelter.** Host Shelters provide temporary refuge for evacuees who leave the projected path of an approaching hurricane. Host Shelters are not projected to be in the hurricane strike zone. Local conditions are not expected to present hazards such as surge inundation, rainfall flooding, high winds, or hazardous materials that exceed the building codes of the facilities. Host Shelters are facilities that are relatively safe and provide essential support services.

*Forecast Path:* The facility lies outside the forecast path and associated error cone of an approaching hurricane.

*Shelter Selection Guidelines:* Shelter selection guidelines do not necessarily conform to all ARC 4496 shelter selection guidelines and the Florida LRDM shelter selection guidelines but should conform to those related to storm surge and rainfall flooding.

*Space Allocation:* A total of 40 square feet of usable floor space per person is recommended in the calculation of shelter capacity.

*Operational Period:* The facility serves as a Host Shelter starting 24 hours prior to landfall and 72 hours after landfall of a hurricane. It may convert to a Recovery Shelter 72 hours after landfall.

*Essential Support Services:* Essential support services are available to sustain life and safety for a minimum 72 hours after landfall. Essential support services include but are not limited

to food, water, first aid, sanitation, security, communication, and dormitory services to sustain life and safety for at least 72 hours after landfall.

*Essential Equipment:* Essential equipment is available to sustain life and safety for a minimum 72 hours after landfall. Generators are available to sustain emergency power in the event of a power outage. The generator must be independent of off-site utilities/infrastructure, e.g., water and fuel. Prepositioning of a portable generator and fuel supply may be required to supplement the load capability of the facility's generator. Essential equipment includes but is not limited to the following:

- Medical equipment such as AEDs and wheel chairs
- External communication system
- Forklift with 72-hour independent fuel source
- Sanitation equipment (extra trash receptacles, Dumpsters)
- Independent source for generator fuel, for a minimum 72 hours of use
- Generator power for:
  - Emergency lighting, adequate for resident circulation
  - Emergency electrical outlets with extension cords
  - Emergency paging/internal communication system
  - Battery chargers for cell phones and radios
  - Television sets for news reports, including residents' televisions
  - Radios for news reports, including residents' radios
  - Limited ventilation to maintain minimal air quality
  - Water pressure to sustain restroom facilities
  - Refrigeration for medical supplies
  - Ice machines for medical use

Facilities that have electrically powered automatic toilet and urinal flushers will have a unique problem in a power failure. Toilets must be operational to sustain sanitary conditions. If the toilets are not connected to the generator system or if they cannot be redesigned to be powered by batteries, facility management should arrange for portable toilets in advance.

*Essential Supplies:* Essential supplies are available to sustain life and safety for a minimum 72 hours. Supplies that are provided at a Recovery Shelter, such as pillows, blankets, air mattresses, and personal care products, are not necessarily available. Evacuees should be encouraged to bring these supplies if they are not available. The following essential supplies should be on hand:

- MREs (Meals Ready to Eat)
- Water
- Infant formula
- Disposable bottles
- Baby food
- Diapers
- Medical supplies
- Toilet paper
- First aid supplies
- Sanitation supplies

- Hand soap, antibacterial
- Hand towels
- Caution tape
- Extra keys for user agencies
- Facility maps

Sanitation supplies will be needed in numbers that are several times the norm so that thorough sanitary conditions can be maintained to prevent the spread of infections. Most facilities store supplies for events that last three to four hours. The Risk Shelter will operate 24 hours per day for as long as four days. Caution tape is needed to discourage residents from entering prohibited areas. Extension cords are needed to access emergency outlets in the event of power loss.

**Recovery Shelter.** A Recovery Shelter provides shelter for evacuees after a hurricane. The shelter population may include evacuees who have been rescued from the area devastated by the hurricane and may require medical services that exceed basic first aid. Recovery shelters are relatively safe and provide essential support services. Facilities that are designated as Recovery Shelters are used where there is no threat of a hurricane or in areas where a hurricane has passed. Host Shelters and Risk Shelters that meet the conditions of a Recovery Shelter may be converted to Recovery Shelters.

*Forecast Path:* The facility lies outside the forecast path and associated error cone of an approaching hurricane or lies in the area where a hurricane has passed.

*Shelter Selection Guidelines:* As local conditions are not expected to present hazards that exceed building codes of the facility in use (such as surge inundation, rainfall flooding, high winds, or hazardous materials), shelter selection guidelines in ARC 4496 and the Florida LRDM do not have to be considered.

*Space Allocation:* A total of 40 to 60 square feet of usable floor space per person is recommended in the calculation of shelter capacity. Unlike Risk and Host Shelters, recovery shelters may be required to accommodate evacuees for several weeks. Forty square feet is necessary to provide the living space that evacuees will need for long-term sheltering.

*Operational Period:* From 72 hours after landfall and beyond.

*Essential Support Services:* Essential support services are available to sustain life and safety for several weeks if necessary. They include but are not limited to food, water, first aid, medical services, sanitation, security, communication, and dormitory services.

*Essential Equipment:* Essential equipment is available to sustain life and safety for several weeks including kitchen equipment, medical equipment, communications equipment, sanitation equipment, showers, forklifts, extra trashcans, Dumpsters, television sets, recreational equipment, childcare equipment, technology equipment, etc.

*Essential Supplies:* Essential supplies are available to sustain life and safety for several weeks. The following essential supplies are on hand:

- Nutritious meals
- Water, ice, soda, and snacks
- Infant formula
- Disposable bottles
- Baby food
- Diapers
- Pillows
- Blankets
- Air mattresses
- Cots
- Personal care products
- Infant care products
- Medical supplies
- Toilet paper
- First aid supplies
- Sanitation supplies
- Hand/bath towels
- Hand soap, antibacterial
- Caution tape
- Extra keys for user agencies

Sanitation supplies will be needed in numbers that are several times the norm so that thorough sanitary conditions can be maintained to prevent the spread of infections. Most facilities store supplies for events that last three to four hours. The Recovery Shelter will operate 24 hours per day for several weeks. Caution tape is needed to discourage residents from entering prohibited areas.

**Special Needs Shelter (SpNS).** A Special Needs Shelter is a facility that shelters evacuees who are medically dependent with a physical or mental condition that requires management and supervision by a health-care professional during a disaster. The facility’s intended use is established well in advance of the hurricane season. A Special Needs Shelter (SpNS) could be required inside a Risk Shelter, Host Shelter, or Recovery Shelter. The medical services are provided, when practical, in an environment that can help to sustain predisaster levels of health.

*Forecast Path:* The facility may lie inside or outside the forecast path and associated error cone of an approaching hurricane, depending on whether it is a SpNS within a Risk Shelter, Host Shelter, or Recovery Shelter

**SpNS as Risk Shelter.** An SpNS Risk Shelter is a facility that shelters medically dependent evacuees who cannot provide for or arrange their own transportation due to their limited ability to function and those who are not able to be evacuated.

*Shelter Selection Guidelines:* The facility conforms to ARC 4496 shelter selection guidelines and the Florida LRDM shelter selection guidelines. Said designation does not imply that the facility is capable of affording complete protection or is free from hazards but only that it meets established minimum safety criteria.

*Space Allocation:* A total of 60 square feet of usable floor space per client is recommended in the calculation of shelter capacity. This allocation provides an allowance for caregivers.

*Operational Period:* The facility serves as a SpNS Risk Shelter starting 24 hours prior to landfall and 72 hours after landfall of a hurricane. It can convert to a SpNS Recovery Shelter if it does not sustain damage that inhibits its compliance with SpNS Recovery Shelter standards.

*Essential Support and Medical Services:* Essential support and medical services are available to sustain life and safety for a minimum of 72 hours after landfall. Essential support and medical services include but are not limited to food, water, sanitation, security, communication, and dormitory services to sustain life and safety and SpNS medical services to properly manage and supervise various physical and mental health conditions.

*Essential Equipment:* Essential equipment is available to sustain life and safety and to properly manage and supervise various SpNS health conditions for a minimum of 72 hours after landfall. Generator auxiliary power is available in an amount sufficient to sustain life, safety, and medical care. The generator must be independent of off-site utilities/infrastructure, e.g., water and fuel. Prepositioning of a portable generator and fuel supply may be required to supplement the load capability of the facility's generator. Essential equipment includes but is not limited to:

- AEDs and wheel chairs
- External communication system
- SpNS medical equipment
- Forklift with 72-hour independent fuel source
- Sanitation equipment (extra trash receptacles, Dumpsters)
- Independent source for generator fuel, for minimum 72 hours of use
- Generator power for:
  - Emergency lighting, adequate for proper medical care
  - Emergency electrical outlets with extension cords
  - Emergency paging/internal communications
  - Battery chargers for cell phones and radios
  - Television sets for news reports, including residents' televisions
  - Radios for news reports, including residents' radios
  - Limited ventilation to maintain SpNS air quality
  - Water pressure to sustain restroom facilities
  - Essential SpNS medical equipment
  - Refrigeration for essential medical supplies
  - Ice machines for medical use

Facilities that have electrically powered automatic toilet and urinal flushers will have a unique problem in a power failure. Toilets must be operational to sustain sanitary conditions. If the toilets are not connected to the generator system or if they cannot be redesigned to be powered by batteries, facility management should arrange for portable toilets in advance.

*Essential Supplies:* Essential supplies are available to sustain life, safety and medical care for a minimum of 72 hours after landfall. Supplies such as pillows, blankets, air

mattresses, and personal care products are available for the special needs population. The following essential supplies should be on hand:

- MREs (Meals Ready to Eat)
- Water
- Infant formula
- Disposable bottles
- Baby food
- Diapers
- Pillows
- Blankets
- Air mattresses
- Cots
- Personal care products
- Infant care products
- SpNS medical supplies
- Toilet paper
- First aid supplies
- Sanitation supplies
- Hand towels
- Hand soap, antibacterial
- Caution tape
- Extension cords
- Extra keys for user agencies

Sanitation supplies will be needed in numbers that are several times the norm so that thorough sanitary conditions can be maintained to prevent the spread of infections. Most facilities store supplies for events that last three to four hours. The SpNS Risk Shelter will operate 24 hours per day for as long as four days. Caution tape is needed to discourage residents from entering prohibited areas. Extension cords are needed to access emergency outlets in the event of power loss.

**SpNS as Host Shelter.** An SpNS Host Shelter is a facility that shelters medically dependent evacuees outside of a hurricane strike zone who are able to arrange their own transportation or are able to be evacuated by emergency officials.

*Shelter Selection Guidelines:* Shelter selection guidelines do not necessarily conform to all ARC 4496 shelter selection guidelines and the Florida LRDM shelter selection guidelines but should conform to those related to storm surge and rainfall flooding.

*Space Allocation:* A total of 60 to 100 square feet of usable floor space per person is recommended in the calculation of shelter capacity. Circumstances may require different space allowances for a SpNS Host Shelter.

*Operational Period:* The facility serves as a SpNS Host Shelter starting 24 hours prior to landfall and until 72 hours after landfall of a hurricane. It may be converted to a SpNS Recovery Shelter after 72 hours.

*Essential Support and Medical Services:* Essential support and medical services are available to sustain life and safety for a minimum of 72 hours after landfall. Essential support and medical services include but are not limited to food, water, sanitation, security, communication and dormitory services to sustain life and safety and SpNS medical services to properly manage and supervise various health conditions.

*Essential Equipment:* Essential equipment is available to sustain life and safety and to properly manage and supervise various SpNS health conditions for a minimum of 72 hours after landfall. Generator auxiliary power is available in an amount sufficient to sustain life, safety and medical care. The generator must be independent of off-site utilities/infrastructure, e.g., water and fuel. Prepositioning of a portable generator and fuel supply may be required to supplement the load capability of the facility's generator. Essential equipment includes but is not limited to the following:

- AEDs and wheel chairs
- External communication system
- SpNS medical equipment
- Forklift with 72-hour independent fuel source
- Sanitation equipment (extra trash receptacles, Dumpsters)
- Independent source for generator fuel, for minimum of 72 hours of use
- Generator power for:
  - Emergency lighting, adequate for proper medical care
  - Emergency electrical outlets with extension cords
  - Battery chargers for cell phones and radios
  - Television sets for news reports, including residents' televisions
  - Radios for news reports, including residents' radios
  - Limited ventilation to maintain SpNS air quality
  - Water pressure to sustain restroom facilities
  - Essential SpNS medical equipment
  - Refrigeration for essential medical supplies
  - Ice machines for medical use

Facilities that have electrically powered automatic toilet and urinal flushers will have a unique problem in a power failure. Toilets must be operational to sustain sanitary conditions. If the toilets are not connected to the generator system or if they cannot be redesigned to be powered by batteries, facility management should arrange for portable toilets in advance.

*Essential Supplies:* Essential supplies are available to sustain life, safety and medical care for a minimum of 72 hours after landfall. Supplies such as pillows, blankets, air mattresses, and personal care products are available for the special needs population. The following essential supplies are on hand:

- MREs (Meals Ready to Eat)
- Water
- Infant formula
- Disposable bottles
  - Baby food
  - Diapers
- Pillows
- Blankets
- Air mattresses
- Cots
- Personal care products
- Infant care products

- SpNS medical supplies
- Toilet paper
- First aid supplies
- Sanitation supplies
- Hand towels
- Hand soap, antibacterial
- Caution tape
- Extension cords
- Extra keys for user agencies
- Facility maps

Sanitation supplies will be needed in numbers that are several times the norm so that thorough sanitary conditions can be maintained to prevent the spread of infections. Most facilities store supplies for events that last three to four hours. The SpNS Host Shelter will operate 24 hours per day for as long as four days. Caution tape is needed to discourage residents from entering prohibited areas. Extension cords are needed to access emergency outlets in the event of power loss.

**SpNS as Recovery Shelter.** An SpNS Recovery Shelter is a facility that shelters medically dependent evacuees for an extended period outside of a hurricane strike zone or in the strike zone once the hurricane has passed. Medically dependent evacuees are able to arrange their own transportation or are able to be evacuated by emergency officials.

*Shelter Selection Guidelines:* As local conditions are not expected to present hazards that exceed building codes of the facility in use (such as surge inundation, rainfall flooding, high winds or hazardous materials), shelter selection guidelines in ARC 4496 and the Florida LRDM do not have to be considered.

*Space Allocation:* The space allowance should be similar to that required for nursing homes and other medical residential facilities: 100 to 120 square feet per client (i.e., s. 420.3.2.2, FBC–Building).

*Operational Period:* It will be in operation from 72 hours after landfall and beyond.

*Essential Support and Medical Services:* Essential support and medical services are available to sustain life and safety for several weeks if necessary. Essential support and medical services include but are not limited to food, water, first aid, sanitation, security, communication and dormitory services to sustain life and safety and SpNS medical services to properly manage and supervise various medical conditions for several weeks.

*Essential Equipment:* Essential equipment is available to sustain life and safety and to properly manage and supervise various health conditions for several weeks. Essential equipment includes kitchen equipment, SpNS medical equipment, communications equipment, sanitation equipment, forklifts, extra trashcans, Dumpsters, television sets, recreational equipment, childcare equipment, medical equipment, etc.

*Essential Supplies:* Essential supplies are available to sustain life, safety, and medical care for several weeks. The following essential supplies are on hand:

- Nutritious meals
- Water, soda and snacks

- Infant formula
- Disposable bottles
- Baby food
- Diapers
- Pillows
- Blankets
- Air mattresses
- Cots
- Personal care products
- Infant care products
- SpNS Medical supplies
- Toilet paper
- First aid supplies
- Sanitation supplies
- Hand towels
- Hand soap, antibacterial
- Caution tape
- Extra keys for user agencies

Sanitation supplies will be needed in numbers that are several times the norm so that thorough sanitary conditions can be maintained to prevent the spread of infections. Most facilities store supplies for events that last three to four hours. The Recovery Shelter will operate 24 hours per day for several weeks. Caution tape is needed to discourage residents from entering prohibited areas.

**Recovery Center.** A Recovery Center accommodates disaster responders such as the National Guard, American Red Cross, utility workers, police officers, military personnel, etc. It also can serve as a distribution center for emergency supplies, medicine, etc. The Recovery Center does not include evacuees. Some facilities, however, may be large enough to serve as a Recovery Center while accommodating evacuees as a Host Shelter or Recovery Shelter.

*Forecast Path:* The facility lies outside the forecast path and associated error cone of an approaching hurricane.

*Shelter Selection Guidelines:* As local conditions are not expected to present hazards that exceed building codes of the facility in use (such as surge inundation, rainfall flooding, high winds, or hazardous materials), shelter selection guidelines in ARC 4496 and the Florida LRDM do not have to be considered.

*Space Allocation:* A total of 40 square feet of usable floor space per responder is recommended in the calculation of shelter capacity. Additional square footage is required for emergency supplies that are stored for distribution in the impact area.

*Operational Period:* It will operate from 24 hours before landfall and beyond.

*Essential Support Services:* Essential support services are available to sustain responder services for several weeks if necessary. Essential support services include but are not limited to food, water, first aid, sanitation, communication, and dormitory services to sustain life and safety for several weeks.

*Essential Equipment:* Essential equipment is available to sustain responder services for several weeks including kitchen equipment, medical equipment, communications equipment, sanitation equipment, forklifts, extra trashcans, Dumpsters, television sets, recreational equipment, etc.

*Essential Supplies:* Essential supplies are available to sustain responder services for several weeks. The following essential supplies are on hand:

- Nutritious meals
- Water, soda and snacks
- Infant formula
- Disposable bottles
- Baby food
- Diapers
- Pillows
- Blankets
- Air mattresses
- Cots
- Personal care products
- Toilet paper
- First aid supplies
- Sanitation supplies
- Hand towels
- Hand soap, antibacterial
- Caution tape
- Extra keys for user agencies

Sanitation supplies will be needed in numbers that are several times the norm so that thorough sanitary conditions can be maintained to prevent the spread of infections. Most facilities store supplies for events that last three to four hours. The Recovery Center will operate 24 hours per day for several weeks.

## Conclusion

Proper sheltering starts with facility managers who are based in hurricane-prone areas consulting with their local and state OEMs to discuss government's intended use of their facilities before, during or after a hurricane. Advanced notice is required for the planning and preparation that must accompany each intended use. Essential equipment and supplies must be purchased or pre-arranged with the local and state OEMs. The facility manager also needs time to coordinate with the American Red Cross, nonprofit agencies, and faith-based organizations that will provide many of the essential support services.

Mega-shelters must exceed the expectations of their residents. The closer the mega-shelter is to the hurricane strike zone, the more difficult it will be to amass essential security resources. Facility managers must start preparations far in advance of the hurricane season to prepare adequately for a major disaster that leads to their facilities being activated as mega-shelters. When necessary, they should aggressively pursue government officials and insist that the intended use of their facilities be determined before the disaster occurs.

Exceeding resident expectations is crucial to the security program that is likely to be understaffed in the first week of a major disaster. Efforts to control crowds, protect lives, and provide safety are more effective when residents' expectations are exceeded.

## MEGA-SHELTER ACTIVATION

The activation of arenas, stadiums, convention centers, and performing arts theaters as mega-shelters is critical to saving lives and protecting large numbers of citizens who are displaced by a major disaster. Major facilities will be activated when disasters are large in scope and require more than church halls or school gymnasiums to adequately shelter evacuees. Major disasters require enormous government resources, substantial public and private infrastructure, and highly trained, experienced professionals to serve large numbers of citizens in a short period. Arenas, stadiums, convention centers, and performing arts theaters are facilities that have the personnel and the expertise to meet such challenges. They are staffed with highly trained professionals who know how to manage large numbers of people in a controlled, safe, and secure environment.

Facility managers must know how government will activate their facility as a mega-shelter in response to a major disaster. They should study *IAAM Mega-Shelter Best Practices*, meet with the appropriate government authorities, and if necessary insist that their intended use be determined far enough in advance of the hurricane season to allow for proper planning. They also should insist that government's intended use be rational and realistic.

Hurricanes Katrina and Rita exposed the need for well-defined command and control systems. Many mega-shelters did not have clear lines of authority, and some facility managers lacked the control that is customary in the industry. In general, their expertise was underutilized. *IAAM Mega-Shelter Best Practices* specifies that facility managers will control mega-shelter operations. Non-profit relief agencies like the American Red Cross will only have the same level of control as other major events in the assembly management industry.

Major facilities are a critical part of the disaster response infrastructure. In a major disaster, their professional staffs provide critical support in the first response as operators of mega-shelters. Facility managers must prepare their staffs to operate mega-shelters while coping with the emotional and personal strain that major disasters will have on individual staff members. Facilities that operate as mega-shelters in a hurricane strike zone should require their staff to develop prearranged evacuation plans for family members. They will not have time to do so as the major disaster unfolds.

The storms of 2005 demonstrated the need for nationally recognized mega-shelter classifications, definitions, and standards. Government authorities need them to guide their use of major facilities as mega-shelters. The Louisiana Superdome, for example, was used as a Refuge of Last Resort but functioned more like a Risk Shelter. If nationally recognized mega-shelter standards had been established before Katrina, facility managers at major facilities like the Superdome and the New Orleans Convention Center could have made the appropriate preparations and changes to provide safe, secure shelters for evacuees.

IAAM is collaborating with DHS, FEMA, and ARC to establish nationally recognized mega-shelter guidelines. When major facilities are activated, facility managers must know whom to contract with, how to be reimbursed for expenses, who has liability, and how to recover from

shelter operations. In response to the call to shelter evacuees of Hurricanes Katrina and Rita, several major facilities stopped their business operations and canceled events. Many did not have a tax base and were unable to generate revenues to make payroll and to pay the expenses of operating the shelter. In secondary and tertiary markets, this was especially problematic due to the inability of local government to fund the operation. Cleaning and custodial costs ran several thousand dollars per day when hospital sanitation standards were required to prevent the spread of infectious diseases. In many cases, cash reserves were not sufficient to sustain the shelter operation beyond the immediate response. Through its partnerships with DHS, FEMA and ARC, IAAM hopes to establish nationally recognized guidelines in time for the next hurricane season that will guide facility managers in future disasters.

## The Process

Actions Prior to Activation: The Superdome was designated a Shelter of Last Resort by government officials but actually served as a Risk Shelter when a Category 5 hurricane was approaching. The facility was built to withstand no more than a Category 3 storm and was vulnerable to flooding in the event of a direct strike. The facility manager's vulnerability occurs the moment government decides how to use a major facility during a hurricane disaster. Facility managers (FMs) should play an active role in the decision making process. The following steps can guide FMs as the decision making process evolves:

- Determine the structural capabilities of the facility in a Category 1–5 hurricane. FM should obtain a copy of the facility's plans and specifications and consult with a structural engineer to determine the hurricane rating of each facility prior to the hurricane season, especially if the facility is located in a hurricane-prone area.
- Determine the resident capacity of the facility when operating as a mega-shelter. FM should consult with the fire marshal when developing mega-shelter configurations. Configurations should be designed for the comfort of shelter residents and for the efficient flow of multiple services.
- Assess the liability of mega-shelter operations and the insurance that is required. FM should consult with an insurance agent to determine if the facility is covered when operating as a mega-shelter during a major disaster that has been declared a "state of emergency."
- Establish the command and control system that will be used to operate the mega-shelter. FM should study Part Two of the *IAAM Mega-Shelter Best Practices, Guidelines for Operating a Mega-Shelter*, to determine how the mega-shelter command and control system works. FM should understand how this system is integrated into the city/county OEM command and control system. FM should meet with the regional Red Cross representative to discuss the ARC's role in the mega-shelter operation.

- Identify the materials and personnel resources that are necessary to operate the shelter. Learn how the office of emergency management (OEM) will secure pillows, blankets, cots and other items for shelter residents. Determine the resources that will be available through the regional Red Cross office and other nonprofit agencies.
- Establish who is responsible for reimbursing the facility for the cost to operate the shelter and the cost to recover from shelter operations. Determine the role of the government authority that activates the mega-shelter in collecting operating and recovery costs and in funding the operation over an extended period.
- Identify the shelter partners that will assist in the response. Meet with their point people and discuss their roles and how they will be integrated into the command and control system.
- Determine whom the facility will contract with for mega-shelter operations once ordered to do so by government. Prepare a sample contract to present to the contracting party for review and discussion. If possible, initiate the contract and have it executed upon the facility's declaration as a mega-shelter.
- If necessary, negotiate contractual terms with the appropriate contracting party that protects the facility's interest in recovering all cost and in protecting against liability.
- Consider event-specific insurance for the mega-shelter operation in the event the contracting party is not able or is unwilling to provide it. Given the uncertain timing of natural and man-made disasters, the contracting party may not be able to provide event-specific insurance when residents start arriving.
- Determine the governmental entity that is likely to order the conversion to mega-shelter operations.

Addressing these issues early in the activation process will avoid many complications. It will be impossible to address these as the major disaster unfolds and activation orders are received.

If a major facility is in a potential hurricane strike zone, the facility manager should be assertive in learning local and state government's intended use. If government officials require a major facility to be a Risk Shelter, the FM should determine if it meets ARC 4496 Hurricane Shelter Guidelines and the Florida LRDM Criteria (see the section on shelter classifications). If the facility does not meet these guidelines, the facility manager should report this determination to local and state OEM immediately in writing. The communication should clearly state the risk to evacuees and staff. A face-to-face meeting with the appropriate authorities is strongly recommended to avoid the improper use of the facility.

Who Activates a Major Facility? The office of emergency management (OEM), in coordination with local government, will activate a major facility as a mega-shelter in response to a major disaster. The Department of Homeland Security (DHS) works closely with local and state agencies in a major disaster.

If the disaster is not major, DHS may not be involved, and the response will be limited to local and state OEMs. If the disaster is major, the governor will request the services of DHS/FEMA through the office of the president using the following disaster declaration process:

1. The governor of a state makes a request for the president to declare a major disaster through a regional FEMA/Emergency Preparedness Response (EPR) office.
2. The state submits a Preliminary Damage Assessment (PDA).
3. In an obviously severe or catastrophic event, the governor's request may be considered before the PDA is submitted.
4. The governor executes the state's emergency plan.
5. The governor must certify that disaster expenditures will comply with all applicable state/federal cost-sharing requirements.
6. The president declares a major disaster to have occurred or a state of emergency to be in effect.
7. FEMA Disaster Assistance Guidelines must be followed for federal reimbursements to occur. Disaster-specific guidelines will follow the presidential declaration.
8. FEMA reimburses a minimum 75 percent federal share of eligible cost unless the president, in his declaration, authorizes a higher percentage, as he did for Hurricanes Katrina and Rita, which were reimbursed 100 percent through June 30, 2006. This was the first time that the reimbursement rate was placed at 100 percent.

The American Red Cross (ARC) may approach a facility directly when it needs to use a major facility as a shelter. ARC works through its regional chapters and the county offices of emergency management (OEMs). The organization is guided by its congressional charter but functions independently of government. The ARC works closely with DHS and state and local government agencies when responding to disasters.

The Activation Process. Major facilities can become shelters when government directs them to do so or when the American Red Cross makes a request. State government has the authority to commandeer a major facility for conversion to a mega-shelter. Local government may have similar authority under the appropriate emergency proclamation. When facilities are commandeered by government, the responsibility for liability and reimbursement is placed on government. Most states have an office of emergency management (OEM) that oversees other OEMs at the county level. County OEMs are required to develop and execute emergency preparedness plans that include a shelter strategy. When the governor declares a state of emergency, state OEMs direct county OEMs to execute their plans. This is the point at which facility managers could be required to activate their facilities as mega-shelters.

A major facility also may be asked to become a shelter voluntarily in response to a request from a city or state governmental unit or the ARC. Depending on the magnitude of the emergency, the pressure to accede to such a request could be overwhelming. Once the order is given or the voluntary action is made, the facility will be required to contract for mega-shelter operations. The ownership of the facility is a determining factor as to the contracting party.

A facility that is an independent government entity will contract as follows:

- With the governmental entity that is ordering the mega-shelter conversion, most likely the city/county. The facility can use the Intergovernmental Agreement or Cooperative Endeavor Agreement in Appendices A and B as guides. FEMA Disaster Assistance Guidelines for the storms of 2005 were more favorable to facilities when they were classified as contractors of city/county government.
- With the ARC after it approaches city/county government and OEM about mega-shelter operations. Facility managers should use their standard facility agreement. (Appendix C is a guide.) This agreement places ultimate control of the facility under the authority of the facility manager, and it uses contract terms that are standard in the industry. IAAM is negotiating with ARC to use contracts that are standard in the industry and not the ARC Facility Use Agreement (Appendix D) that is intended for small shelters like churches and schools.

A facility that is a department of state, county, or city government will contract as follows:

- The governmental unit in which the facility is a department may contract directly with the authority that ordered the conversion to mega-shelter operations. (The contracts that are in Appendices A and B are guides.) During Katrina and Rita, some local governments activated mega-shelters without contracts and approached FEMA directly for reimbursements.
- The governmental unit should use Appendix C as a guide for contracting with nonprofit agencies such as the American Red Cross.

A facility that is a private-sector entity will contract as follows:

- The private-sector facility should use its standard facility contract in Appendix C as a guide.
- The contract should incorporate the FEMA Disaster Assistance Guidelines that govern private-sector facilities, which are more favorable. They provide more latitude for the private-sector facility in the recovery of expenses.

IAAM will attempt to establish national ARC contract standards to address the needs and concerns of its members. FMs should begin contract discussions with their local and state governments well before hurricane season arrives. If FEMA is ultimately responsible for reimbursements, a contract will improve the facility's ability to recover its mega-shelter costs. In

the storms of 2005, many facilities were not provided contracts when activation orders were given.

IAAM will meet with FEMA to negotiate a national standard for mega-shelter reimbursements. All parties must consider the classes of expenses to be reimbursed so that a fair return to the facility can be achieved at a reasonable cost to the government. Facilities generally have no tax bases and must self-generate their operating revenues through event activity. At a minimum, mega-shelter costs should be covered to the extent necessary for the ongoing economic viability of the facility. Contracting parties also should provide the facility with the cash flow that is needed to operate over an extended period.

## Conclusion

Planning the disaster response will help create a seamless operation when a major facility is converted to a mega-shelter. Facility managers can facilitate such planning by using the *IAAM Mega-Shelter Best Practices* as the basis for interacting with the appropriate government authorities. Don't be shy. Be determined. Be direct. Be assertive. The lives that come to the facility managers' doorsteps will depend on it.

IAAM is working to protect the interests of its members in the activation and operation of mega-shelters. Updates to the *Best Practices* will be released as progress is made in deliberations with the Department of Homeland Security, Federal Emergency Management Agency, Department of Health and Human Services, and the American Red Cross.

## MEGA-SHELTER CONTRACTS LIABILITY AND REIMBURSEMENTS

Prior to Hurricanes Katrina and Rita, evacuation shelters were mostly limited to small facilities such as churches and schools. The ARC Facility Use Agreement that was in effect during the 2005 storms, an agreement that had been designed for churches and schools, proved to be inadequate for mega-shelter facilities. Some major facilities were not given written contracts when government mandated their conversion. There were no national contract standards for the reimbursement of mega-shelter expenses. The American Red Cross and FEMA did not have established mega-shelter guidelines for reimbursement of usage fees, food operations, custodial services requiring hospital sanitation standards, extensive security and medical programs, utilities, and recovery costs.

Additionally, ARC and FEMA were not prepared for the tremendous burden placed on major facilities when several months of events had to be canceled. They did not anticipate paying usage fees or rent in the amounts required for mega-shelter usage. Although IAAM is working diligently to resolve reimbursement issues, many facilities are still waiting for the outcome of usage-fee reimbursement appeals. They need these reimbursements to cover expenses that are usually compensated by the numerous events that were canceled because of mega-shelter operations.

Oral activation orders that were not supported by written contracts exposed facilities to significant liability. Some facilities were able to cover their exposure using existing liability coverage. Others were not able to do so and were vulnerable. It was not known if FEMA, state, or local governments would protect these facilities from their exposure. As the next hurricane season approaches, facility managers should prepare appropriate mega-shelter contracts and negotiate their use with the governing authority that will activate mega-shelter operations. The shelter contract, the facility's insurance, and the additional insurance requirements of the user should protect the facility from financial loss and liability exposure.

### Shelter Contracts

The Katrina-Rita disasters demonstrated the importance of negotiating contracts before disasters occur so that mega-shelter operations run smoothly, expenses are reimbursed, and liability is addressed. Facilities will not be able to do this as the disaster unfolds. Therefore, mega-shelter contracts should be entered into and signed prior to evacuees being permitted into facilities. Start contract discussions before the hurricane season, and try to have contracts executed in advance so that they are activated upon shelter declaration.

IAAM is negotiating with ARC and FEMA and is pushing for mega-shelter operating costs to be fully reimbursed. The entity that contracts with the facility should arrange for FEMA to advance shelter-operation funds to the facility as needed. The disbursement of funds to the facility should be in accordance with the reimbursement guidelines in the contract and the FEMA Disaster Assistance Guidelines currently being negotiated by IAAM.

The following mega-shelter sample contracts are benchmarks for contracting with the government entity that orders the conversion of a facility to a mega-shelter or with nonprofit agencies such as the American Red Cross. These contracts serve as examples only. Facility managers should review their own facility contracts and negotiate provisions that may be unique to their situations or states. They should further negotiate any applicable provisions that are normally in their event contracts. They should treat the timely negotiation of the mega-shelter contract as the highest priority.

- Appendix A is a sample Intergovernmental Agreement between a city/county and the state when the city/county is owner and operator of the facility and the facility is a department of city/county government. This contract can place the responsibility for liability of the mega-shelter operation with the state. City/county government should require liability insurance that names it an additional insured.
- Appendix A also can serve as an Intergovernmental Agreement between the facility and the city/county when the facility operates as a separate entity and when the city/county pays the cost of additional event insurance coverage. FEMA Disaster Assistance Guidelines are more favorable to publicly owned facilities that are separate from local or state government.
- Appendix B is a sample Cooperative Endeavor Agreement between the facility and the city/county when the facility operates as a separate entity and when the city does not assume liability for the mega-shelter operations. The Cooperative Endeavor Agreement provides for a joint agreement to operate the mega-shelter. Under such circumstances, the facility should purchase event insurance and name the city as an additional insured.
- Appendix C is a sample Facility Lease Agreement that should be used to contract with a nonprofit entity such as the American Red Cross. This contract is not the standard ARC shelter agreement (Appendix D), but it is consistent with the standard Facility Lease Agreement that is customarily used in assembly management. IAAM is advocating that Red Cross use the standard industry Facility Lease Agreement when contracting with major facilities for mega-shelter operations.
- If the facility is privately owned, then a standard industry contract should be done directly with FEMA, the state or the city/county. FEMA Guidelines are more lenient when the contract is with a privately owned facility. Some of the provisions that are included in Appendices A, B, and C should be included in the private-sector contract. The Stafford Act permits more favorable contracts with a private party and will consider revenues lost from event cancellations. Privately owned facilities should study the Stafford Act and the FEMA Disaster Assistance Guidelines and adjust the standard industry contract to incorporate more favorable reimbursement guidelines for private-sector facilities.

Note that the contracts in the appendices have provisions preserving the control of the facility manager in the operation of the mega-shelter. They also provide for employment of the regular full-time staff and the recovery of all shelter expenses. IAAM will continue negotiations with FEMA to classify usage fees, full-time staff who are involved in the operation, utility costs, recovery costs, and all other reasonable costs of operating the mega-shelter as reimbursable in the FEMA Disaster Assistance Guidelines. Facility managers should add any necessary additional provisions to address adequately items specific to their states, such as liability insurance.

## Shelter Liability

If the state or city commandeers a major facility, then the liability of the state or city is clear, and the facility will be released from exposure, probably including a defective condition of the facility that is often a non-delegable duty of the “landowner.” The FM should advocate a contract that clearly passes liability to the governmental entity that is commandeering the facility and that employs the normal and usual facility staff.

If the facility manager remains in control of the facility while it is under contract as a mega-shelter, the facility will be included in any lawsuit filed for injury to a person living in the shelter or working in the shelter. Additionally, several groups will be on-site over which the facility manager will have only limited control. For example, it is likely the Red Cross or faith-based organizations will be partially operating the shelter in the facility and the National Guard is likely to support the security operation. Local nonprofits also may provide volunteers. Social Security or social services administrators will take offices within the facility. Any of these groups might negligently cause an accident resulting in a suit in which the facility will be included. This is particularly true if the facility’s “continued area” of control can in some way be associated with the accident. As a result, the facility should evaluate the adequacy of the limits of its insurance coverage. If needed, additional event-specific limits should be purchased and treated as a cost of the shelter operation, especially if the contracting party does not provide insurance coverage.

Organizations and other groups providing shelter related activities, like the Red Cross, faith-based organizations, and National Guard, will have their own liability but also will expose the facility, since the facility manager remains in overall control. Normally, the appropriate vendor contract with each of these groups would be appropriate. However, the facility will probably be unable to negotiate contracts with such shelter groups due to the enormity of a major disaster. Each group is necessary to provide the essential services in a mega-shelter. The facility manager should acquire insurance coverage sufficient to protect the facility.

In response to a major disaster, many volunteers will come to the mega-shelter to give assistance. Most will be local, and others could be from out of state or outside the country. Some medical responders came from Hawaii to assist evacuees after Katrina and Rita. Good Samaritan laws prevent rescuers who voluntarily help victims from being successfully sued for wrongdoing. Every state has its own version. While such laws may protect the individual volunteer, it is not clear that such laws will protect the facility from liability exposure. Facility

managers should always exercise due diligence when relying on professional volunteers. The local medical community, for example, should be asked to assist facility management in credentialing volunteers who present themselves as health-care professionals so that qualifications can be verified.

## Shelter Reimbursements

Eligible reimbursements are determined by the FEMA Disaster Assistance Guidelines, which are subject to the Stafford Act of 1988. The Stafford Act was enacted to help state and local governments respond to major disasters that are beyond the capabilities of their resources. The Federal Emergency Management Agency (FEMA), which is now part of the Emergency Preparedness and Response Directorate of the Department of Homeland Security, is responsible for administering the Disaster Assistance Guidelines.

FEMA Disaster Assistance Guidelines fall under three general categories: individual assistance, public assistance, and hazard mitigation. Public assistance and hazard mitigation guidelines affect mega-shelter reimbursements. Public assistance reimbursements under Category B (emergency protective measures) and Category E (public buildings and contents) cover mega-shelter operating costs and recovery costs. Eligible applicants include state governments, local governments, and sub-divisions of the state as well as private-sector facilities that provide services pursuant to a governmental request. Hazard mitigation provides the facility an opportunity to abate future losses by addressing vulnerabilities that are discovered in current disasters.

Federal, state, and local personnel will work as a team to document eligible costs of the mega-shelter. They will prepare a Project Worksheet (PW) to submit to FEMA for reimbursement. Facility managers play an integral part in assisting the team in its preparation and submission of PWs during the sheltering operation and recovery period. They will assist the PW team in:

- Preparing a comprehensive cost estimate of the mega-shelter operation in sufficient detail to allow the PW Team to determine eligibility.
- Preparing written validation when eligibility has been granted. During a major disaster, it will be almost impossible to secure written approvals from government officials and agencies. When verbal approvals are provided, the FM should send written correspondence recounting the meeting, the attendees, and the person granting eligibility.
- Regularly interacting with the PW Team to keep abreast of government's intentions as to the length of time it expects the mega-shelter to operate.
- Providing the PW Team a list of events that must be canceled while the mega-shelter is in operation and while the recovery period takes place. Recovery time will be required for repairs, wall-to-wall sanitizing, and maintenance.

- Submitting weekly reimbursement requests to the PW Team, which will then submit them to FEMA. The agency reviews and approves the PW and commits the federal share of the costs, which cannot be less than 75 percent. The federal share for Hurricane Katrina and Rita is 100 percent through June 2006 due to the president's unprecedented declaration. FEMA commits funds to the state, which then disburses to sub-grantees such as city/county government, which then disburses to the mega-shelter facility if it is a separate entity.
- Documenting any damage with photographs or video and developing the recovery program as the mega-shelter operation is occurring. Pre-mega-shelter video and documents should be on hand to validate conditions before shelter operations began. The FM should provide regular updates to the PW Team to keep it aware of developments, especially event cancellations and recovery program details and timelines. The FM should regularly update the PW Team as to the period of time the facility is expected to be out of normal operations. The FM should send written correspondence to the PW Team to document the updates.

The PW Team should include a representative of the entity that the facility contracts with. For example, if the facility contracts with the American Red Cross, the ARC representative should be included in all meetings and all correspondence. In a major disaster, the American Red Cross may not have the capacity to reimburse all mega-shelter operating and recovery costs. FEMA could still be the entity that reimburses most costs. All those who may be responsible for cost reimbursements should be included in written correspondence and updates.

The Disaster Assistance Guidelines are broadly written and are not disaster specific. However, when a disaster occurs and the president provides a declaration, FEMA will issue a Disaster Specific Guide for eligible emergency sheltering costs. These guidelines may not necessarily be consistent with the guidelines of any previous disaster. Members of the PW Team should be informed immediately of newly released Disaster Specific Guidelines (DSGs). In the case of Hurricane Katrina, the DSG was not submitted until September 9, 2005, 11 days after the disaster. Some of the mega-shelter facilities had already incurred over \$1 million in operating costs. The first 10 days of the disaster are the most intense and the most costly. Custodial expenses, for example, can run \$22,000 to \$25,000 per day when hospital sanitation standards are required throughout the mega-shelter to prevent the spread of infectious diseases. In the first 11 days of the Katrina disaster, FM were completely exposed and did not have a clear understanding of how or whether their mega-shelter expenses would be reimbursed.

FEMA authorized the following Category B sheltering costs for Hurricanes Katrina and Rita in its Disaster Specific Guidelines and in reimbursements that have been approved to date (these authorizations, however, may not apply to future disasters):

- Facility modifications to provide the necessary sheltering services such as showers, food preparation, health care, etc.

- Additional equipment needed for such services. FEMA prefers that additional equipment be rented if available. If it is purchased, FEMA may reimburse only a portion of the cost.
- Facility lease or rental cost during the sheltering phase. FEMA has rejected the payment of rental costs during the recovery phase. This is currently on appeal. Facilities should use their standard rental rates based on a 24/7 usage to calculate rental cost. The standard rental rate sheet must be provided as source documentation to the PW Team. Payment of usage fees is critical to the ongoing economic viability of a major facility in light of the numerous events that are canceled to convert to mega-shelter operations. IAAM urges FEMA to classify usage and rental fees as reimbursable.
- Site security and safety, including equipment that is needed to provide such services.
- Essential transportation to shuttle evacuees to and from medical clinics, post offices, banks, shops, and schools and make other essential trips.
- Phone banks for evacuees.
- Internet service to aid in disaster assistance.
- Technology services for evacuee registration, identification cards, etc.
- Supplies and commodities for items such as cots, towels, washcloths, linens, blankets, pillows, personal comfort items, food, water, generators, television sets, radios, washer, dryer, etc.
- Laundry services for evacuees.
- Equipment fees for facility owned equipment. FEMA issues rental rate guides that can be accessed on its website.
- Meal preparation cost or catering cost.
- Security and fire protection costs for 24/7 operation.
- Custodial cost including cost to maintain hospital sanitation standards to prevent the spread of diseases.
- Waste disposal costs.
- Shelter management costs inclusive of administration and logistical coordination.

- Other essential services such as medical staff for emergency care, including mental health, and the cost of a public information officer. Also nursing services for first aid assessment, medical referral, health information, individuals with chronic care needs, shelter sanitation, and monitoring of abusive conditions. Reimbursement also is available for the cost of supervising volunteers and paid medical staff
- Special needs health care such as transportation, triage, tests, and medications to stabilize patients.
- Vaccinations when administered to protect the health and safety of the shelter population and emergency workers.
- Cleaning and restoration to maintain the facility, minor repairs to return it to its pre-shelter condition, and major repairs to repair damage that was caused by the shelter operation.
- Transportation to transfer shelter residents to temporary housing, back to their point of origin when shelter becomes available there, or to another location.
- Activities of the emergency operation center (EOC) that is associated with the sheltering operation.
- Shelter related travel costs for employees.
- Utilities during the sheltering operation but not during the recovery period. FEMA has rejected utility costs during the recovery period. IAAM urges FEMA to classify utility cost during the recovery as eligible.

Personnel costs will make up a substantial portion of the shelter's operating budget. For some facilities, personnel costs accounted for 40 to 50 percent of overall shelter cost for Katrina and Rita. Personnel costs will include full time, part time, salaried, hourly, and overtime cost in these major departments:

- Administration
- Food and beverage
- Maintenance
- Production
- Facility services
- Security

- Engineering

Mega-shelter operations require the use of full-time staff to respond to the tremendous needs of evacuees. As the disaster unfolds, facility managers can expect normal operations to be shut down and for full-time staff to be reassigned to shelter responsibilities to address the critical needs of shelter residents. For Katrina and Rita, FEMA reimbursed the cost of regular full-time payroll only when the mega-shelter was a separate entity from city or county government, the sub-grantee of the state. FEMA did not reimburse for regular full time payroll costs when the mega-shelter facility was a department of city/county government.

FEMA classified the overtime cost of full-time employees as eligible for reimbursement. Overtime costs for salaried full-time employees were approved in two cases: (1) if the facility's policy was to pay overtime to salaried employees or (2) if a resolution of the governing body was established in advance of a hurricane that required payment of overtime to salaried employees in the event of an emergency operation. Full-time hourly employees did not require such a resolution.

FEMA also did not treat rental fees and utility costs as eligible for reimbursement when incurred during the recovery period. This decision is currently on appeal. When FEMA declares certain costs ineligible, the facility manager can appeal. Some facilities also are appealing the 3 percent cap on professional fees of the recovery program.

## Business Interruption Insurance

When a disaster like Hurricane Katrina strikes, the survival of many businesses including public assembly facilities is contingent on receiving timely payments from their business interruption carrier. In general, "business interruption coverage operates to compensate the business for losses stemming from the business interruption: lost profits, loss of earnings, and continuing expenses during the period of repair or restoration of property damaged or destroyed by reason of a covered peril."<sup>1</sup> Coverage may extend for a reasonable period of time required to repair the facility.<sup>2</sup> An insured "is entitled to recover the actual loss of business income during the period of time necessary to restore the business premises."<sup>3</sup> Business interruption insurance is intended to return to the insured's business the amount of profit it would have earned had there been no interruption of the business or suspension of operations. In addition to business interruption insurance, related insurance provisions such as contingent business interruption coverage, civil authority coverage, and leader property coverage should be considered. It is important to note under what category of rights the courts may construe insurance policies. Insurance policies are construed under the well-settled law of contract claims. Whether the contract language in the policy is ambiguous is a question of law that a court may examine in the context of the entire agreement.

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<sup>1</sup> 11 Couch on Insurance (3d ed.1998) ¶ 167:9, p.167-14.

<sup>2</sup> Id., ¶ 167:18, p.167-23; see Annot., Business Interruption Insurance (1996) 37A.L.R. 5th 41, 213-217, ¶¶ 46-48

<sup>3</sup> *Dictiomatic, Inc. v. U.S. Ftd. and Guar. Co* (S.D. Fla. 1997) 958 F. Supp. 594, 602.

Under the general interpretation of business interruption insurance, the business usually is protected against losing “net profits.” In other words, the facility or business must actually make a profit to collect on the policy. In many cases where the business did not produce actual “profits,” including fixed charges and expenses, the courts will not put the business or insured in a better economic position from having its business interrupted than if no interruption had taken place.<sup>4</sup> Thus, managers whose facilities receive appropriated funds (tax dollars), private contributions, or donations from other sources may want to define specifically what income stream they want to insure. For instance, instead of “net profits” for a business interruption policy, a convention center may want to protect or insure “gross revenues generated from leased space and utilities” or other revenues.

Another required element of business interruption insurance is that there must be a suspension of business operations in order for the policy to cover the loss of profits. Some policies may cover the insured for a partial loss of business facilities, but facility managers should check the policy language before paying the premium. Know what is covered under the policy. For instance, if the business remains open even though there is water damage or theft of major equipment, most courts will rule that the language in the policy requires the business to cease all operations.

In a recent business interruption insurance case involving the terrorist attack on the World Trade Center (“WTC”) on September 11, 2001, ABM Industries (“ABM”), an engineering, lighting and janitorial service contractor for the entire WTC, was insured against business interruption by Zurich American Insurance (“Zurich”).<sup>5</sup> ABM claimed that it lost all income from WTC and 34 buildings in lower Manhattan. ABM essentially operated the HVAC systems, an on-site call center, common areas, and the physical WTC buildings. ABM had 800 employees at the WTC and had contracts with the Port Authority, Silverstein Properties, and nearly all of the WTC tenants. The policy covered “real and personal property, including but not limited to property owned, controlled, used, leased, or intended for use by the insured” with a blanket limit of \$127,396,375.00 and sub limits for other clauses. ABM appealed the case after the District Court ruled that ABM’s claim arose under the “contingent business interruption” clause, which had a limit of \$10 million dollars. The District Court ruled that the contingent business interruption clause applied because the damage was to the property not operated by ABM.

On appeal, the United States Court of Appeals for the Second Circuit reversed the lower court and held that the clause “real and personal property, including but not limited to property owned, controlled, used, leased, or intended for use by the insured” was broad enough to cover an “insurable interest” under New York insurance law and that ABM did not need a “property interest” in the WTC by owning or leasing the WTC to have coverage, but that the words *controlled* and *used* name what ABM actually did at the WTC. The Court of Appeals stated, “The terms of the insurance policy, however, do not limit coverage to property owned or leased by the insured. To the contrary, the policy’s scope expressly includes real or personal property that the insured ‘used,’ ‘controlled’ or ‘intended for use.’” Therefore, the larger blanket limit of \$127,396,375.00 was available to ABM.

<sup>4</sup> *Hotel Properties, Ltd. v. Heritage Ins. Of America*, 456 So.2<sup>nd</sup> 1249 (Fla. App. 3 Dist., 1984).

<sup>5</sup> *Zurich American Insurance Co. v. ABM Industries, Inc.* No. 04-0445-cv (Fed. 2<sup>nd</sup> Cir. Feb. 9, 2005).

Contingent business interruption (CBI) insurance protects the earnings of a facility following the physical loss or damage to the property of a third party. This usually includes an insured's suppliers, customers, or related property. This type of clause does not cover the lost profits from the damage to the insured's own property or property operated by the insured. Usually, the physical damage takes place at some location other than the insured's property. CBI coverage is a relatively new development in insurance law, and its scope has not been fully delineated by the courts. For example, in the ABM case, the Court of Appeals ruled that the CBI clause did not apply to ABM because ABM "controlled" the property and the business interruption clause applied to the loss. Of course, this ruling was better for ABM because there was a limit of \$10 million on the CBI coverage.

In addition to the above, there are other related clauses to the business interruption clause. For example, there is the civil authority clause where a "civil or military authority" issues an order or action that prohibits or prevents a facility from operating its business. The insured may claim under this type of clause that it lost business income from the actions of the civil authority. Also, there is a "leader property" clause where the insured attracts business from another business in its same area. For example, a small retail store may purchase this insurance to cover losses if a major retail tenant (Macy's, for example) closes its doors because of a fire or some other cause. Facility managers should review their business interruption policies to make sure they are properly insured.

## Conclusion

Major facilities like arenas, convention centers, stadiums, and performing arts theaters self-generate their operating revenues. Most of these facilities do not have tax bases to sustain their operations when mandated to convert to mega-shelter operations. The FEMA Disaster Assistance Guidelines provide valuable information to facility managers. FMs must know how to fund their operations when they are required to convert to shelter operations. Mega-shelter operations cost several thousand dollars per day in the initial phase of a disaster. Hurricanes Katrina and Rita exposed the need for national reimbursement standards. Facility managers must know how to sustain their operations over an extended period of sheltering and recovery.

Facility managers should remain in close contact with their local office of emergency management to learn of any new guidelines for mega-shelter cost reimbursement. Currently, FEMA is requiring the completion of the NIMS Certification training program to be eligible for shelter cost reimbursement in FY 2007. All mega-shelter personnel with a direct role in shelter operations must complete the NIMS training in FY 2006.

Managers also should communicate with one another to share information. During Hurricanes Katrina and Rita many facility managers were given different interpretations of the FEMA Disaster Assistance Guidelines by FEMA field representatives whose decisions varied by region. By communicating with each other, facility managers were able to recover costs that had previously been denied by their respective field representatives.

Many problems can be avoided by making decisions and resolving problems well in advance of the hurricane season. Using the proper contract, contracting with the right party, and fully understanding the FEMA Disaster Assistance Guidelines are important steps in recovering the cost of mega-shelter operations.



## MEGA-SHELTER IMPACT

Residents of hurricane-prone areas have learned to live with storms of mixed intensity, but not with those that cause total and complete destruction like that inflicted on New Orleans by Hurricane Katrina. Unlike previous storms that did not require the conversion of major facilities to shelters for extended periods, Hurricanes Katrina and Rita required such use and consequently had substantial impact on the fiscal affairs and physical plants of those facilities. Facility managers were accustomed to accommodating small numbers of people for short periods of time, but in 2005 some major facilities had normal operations interrupted for extended periods of time, some for as long as four months.

Mega-shelter operations have a devastating impact on the fiscal affairs of a major facility. The impact is even more devastating on small market facilities that can be required to terminate all normal operations. They are not able to rely on local government for financial support due to the impact of major disasters on local economies. During Katrina and Rita, many small market facilities responded immediately to the call for mega-shelter operations, expending large sums of money without any knowledge of how the operation would be sustained financially.

Tax revenues do not sustain most major facilities. They self-generate operating revenues to cover their cost of operations. Operating revenues are driven by event activity that requires the use of space, both inside and outside the facility, and the allocation of human and capital resources. This capability is compromised when mega-shelter operations are required.

### Event Cancellations

Facility managers should ensure that their facility-use agreements do have termination clauses that give them the ability to cancel events without penalty in time of emergency. Facilities may use the force majeure clause in their standard contract to cancel events without liability to the user of the facility. Note that in order to be reimbursed from an insurance company for loss of revenues; one should have an attorney review the force majeure clause and the business interruption insurance that includes “a civil or military authority” provision that states the mega-shelter is interrupting facility business. Hurricanes Katrina and Rita required the cancellation of several months of events at many facilities like the Superdome, the New Orleans Convention Centers, and Mississippi Coast Coliseum. At the CAJUNDOME in Lafayette, La., four months of event activity were canceled due to mega-shelter operations.

When major facilities are required to convert to mega-shelter operations, a tremendous hardship is placed on the promoters of events that are canceled. Major touring spectator events suffer losses but can recover as other dates on the tour occur. Conventions and local/regional events that occur annually suffer the most. They lose all of their event revenues for the year, and they cannot be recovered until the following year.

When government declares an emergency and requires the conversion of major facilities to mega-shelters, facility managers (FMs) will face uncertainty as to the length of time that they

will be required to cease normal operations. FMs will need to reflect continuously on the following issues that will confront them as they face uncertainty and emergency management officials who are overwhelmed and unable to provide adequate information:

- Cash reserves can be depleted very quickly. Government officials may not be available to help in the early stages of the disaster due to rescue and recovery operations. Facility managers may have to fund mega-shelter operations by using cash reserves that are appropriated for other purposes. FMs may be forced to do so on their own authority. FMs also will incur expenses that are not budgeted, and they may be required to cover them on their own authority. FMs should do all that they can to keep appropriate authorities informed at all times.
- FMs will constantly struggle for current and accurate information to report to clients who are contracted for events. Clients will want to have an accurate forecast of what to expect so that they can properly plan, but FMs will not be able to provide forecasts due to the uncertainties that exist as the disaster unfolds. FMs will be required to make judgments about future events using insufficient data. They will have to use their discretion as to when to inform clients that their events must be canceled. FMs must stay in close contact with their clients and include them in deliberations regarding cancellations. The timing of cancellations will vary by event. The opinions of the client will be an integral part in the timing of the cancellation decision.
- Uncertainty will involve not only shelter operations and event cancellations but also recovery time from the sheltering operations. FMs must remain aware of the impact of shelter operations on their facilities. Disease-control specialists, for example, need to be consulted during the sheltering operation to learn how the facility will be decontaminated in the recovery phase. Such information will help FMs develop timelines for recovery.

As FMs reflect on these issues each day, they can develop a sense of how long their normal operations will be terminated. Government officials will not be able to provide definitive answers. Clients should be contacted daily with updates and the latest projection. As promoters of new events call for avails, they also should be included in these updates. As the disaster unfolds in its early stages, FMs will be required to use their best judgment as to when their clients are required to cancel their events and when they are allowed to book new events.

## Facility Staff

Arenas, convention centers, stadiums, and performing arts centers are now considered critical parts of the emergency response infrastructure when major disasters occur. In hurricane-prone areas, facility managers and their staffs now will be viewed as critical human resources in emergency response. Some facilities may be required to serve the public's need for shelter during hurricanes. FMs should consider the impact of these emergency response requirements on their staffs.

Before each hurricane season, FMs should ask their staffs for volunteers to operate the facility as required by emergency management officials. Mega-shelter operations will need to be covered with appropriate personnel in the following departments:

- Engineering (24/7 operation)
- Event services (shelter management)
- Security (24/7 operation)
- Maintenance (24/7 hospital standards)
- Food operations (three meals per day for many weeks)
- Production (dorm set ups, dock management, etc.)

When facilities are designated as Recovery Shelters in a hurricane strike zone and the facility is not engineered to withstand the expected hurricane force winds or tidal surge, FMs should have predetermined evacuation plans that include temporary sheltering outside of the strike zone. FMs should prepare evacuation kits for personnel who volunteer to return to the facility after the hurricane has passed. Facility managers should make the following preparations:

- Designate a facility where staff can be evacuated outside of the strike zone but not so far away that too much time is required to return to the facility once the hurricane has passed. Sheltering at other major facilities is a possibility. Hotels may be completely booked by evacuees leaving the strike zone.
- Locate cots and air mattresses
- Locate pillows and blankets
- Have radios with extra batteries
- Prepare first aid kits
- Stock personal medications
- Have MREs
- Have hydration fluids (water, Gatorade®, etc.)
- Have snacks

- Have cell phones (including extra prepaid cell phones with area codes that are outside of the strike zone. Regular cell phones should have text messaging capabilities.)

FMs should remain with emergency response officials if there is safe haven in the strike zone. Once the hurricane has passed, FMs will be the first official to return to the facility to assess damages. When emergency officials give their approval, FMs can direct their personnel to return to the facility to start sheltering or recovery operations.

Mega-shelter operations will take their toll on facility personnel. FMs should pay close attention to the needs of facility staff, as physical and emotional demands will be a significant drain on them. Mental health counselors and medical professionals should be available to respond to their emotional and physical ailments. Staff members should be immunized for the following:

- Influenza
- Hepatitis A
- Hepatitis B
- Tetanus

Hurricanes Katrina and Rita have elevated the role of major facilities during disasters. The staffs that operate these facilities will provide essential support in the first response to save lives. They will now be called upon to fulfill a public service that will require their sacrifices and their families'. Facility managers and their staffs will be steadfast and will answer the call to serve.

## Facility Recovery

Mega-shelter operations will be hard on a facility's physical plant, furniture, and equipment. The operation will run 24/7, for several weeks. Arenas, convention centers, stadiums, and performing arts theaters are not designed for such operations. Several weeks of shelter use can equate to several years of normal and customary use. When the shelter operation is over, the facility will need time to recover.

The first step in the recovery process starts before the facility is required to convert to shelter operations. Facility managers must prove how shelter operations cause excessive wear and tear and prove damage that was not present before the disaster. To do so, maintenance records will need to be current and must reflect all of the normal and customary maintenance that is done on an annual basis. Shelter operations that are 24/7 for several weeks may require another round of annual maintenance during the recovery period. FEMA will want to substantiate the need for more maintenance by reviewing previous maintenance records. The "Condition of Facility" clause in the standard facility contract may help in recovering costs for specific property damage and excessive wear and tear by referring to a checklist to identify such

damage and costs. It will help to have photos and video of the facility prior to the shelter operation. Additional photos and video should be used with the signed checklist to document damage and the wear and tear during the shelter operation. Be prepared to demonstrate the hours of use the facility incurs in a normal year. This information will help FEMA understand the impact of a 24/7 shelter operation on major pieces of equipment and the physical plant.

FEMA will require source documentation to justify the items that are included in the recovery program. The recovery program will include the following categories:

- Repairs (to doors, partitions, and other damages)
- Replacements (such as carpet)
- Equipment maintenance (due to 24/7 operation)
- Painting
- Sanitation (cleaning to decontaminate)
- Testing (testing for contaminants)
- Professional services (architects, engineers, and administration)

## **Shelter Historian, Photographer/Videographer**

As the disaster unfolds, it is important to document everything that occurs. When meetings are held, they will happen quickly, and in many cases decisions will be made that are not committed to writing. The shelter historian records the minutes of such meetings. These minutes should list all participants, especially any FEMA, local or state government officials. When approvals are given to do certain things or to spend money, they should be documented in the minutes with the name of the government official authorizing the action or expenditure. When the meeting is over, the shelter historian should follow up with written correspondence, under the signature of the facility manager, documenting any oral approvals or authorizations.

During the shelter operation and recovery period for Katrina and Rita, there were times when officials contradicted previous approvals or authorizations. The follow-up correspondence proved to be valuable support for the actions of facility management.

The shelter historian also should document the daily events and daily activities of the shelter. FEMA may need to understand the circumstances that cause certain shelter expenditures or actions. Without this historical data FEMA may not allow reimbursement of certain expenses.

The shelter photographer/videographer also helps the facility manager document the shelter experience for future reference in meetings with FEMA, the American Red Cross and local and state government. A photo can be far more convincing than a written report. Facility

management should coordinate with ARC regarding photographs and videos that are taken inside the shelter.

## **Conclusion**

The clients of major facilities that are required to convert to mega-shelter operations will suffer heavy losses when their events are canceled. They will be called upon to sacrifice their financial interest for the good of the community. Numerous clients did so and with no complaints during Hurricanes Katrina and Rita. They were magnificent.

Uncertainty will prevail during most of the shelter operation. Accurate information will be hard to come by. Difficult decisions will be made without adequate data. Facility managers will be acting outside of normal and customary guidelines.

Facility staffs are now seen as strategically important responders in major disaster operations that require thousands of evacuees to be accommodated in major facilities. Those who volunteer to serve in the strike zone must develop evacuation plans for their families in advance of the hurricane season. Facility managers and their staffs will be called upon to serve the public interest under circumstances that will require enormous personal sacrifice and special dedication.

## MEGA-SHELTER PARTNERS

In the first few days of mega-shelter operations, the disaster that unfolds on the doorsteps of a major facility is overwhelming. It takes the efforts of hundreds of people to meet the challenges that constantly emerge. The closer the mega-shelter is to the hurricane strike zone, the more difficult it will be to secure adequate human resources to respond effectively. The traditional support services that major facilities are accustomed to receiving from city police departments, sheriffs' departments, fire departments, emergency medical personnel, ambulance services, and human resource companies are diverted to the disaster area for rescue, security, and recovery operations. Facility managers face difficult challenges finding personnel to assist in the mega-shelter operation.

The alternative to the traditional worker is the mega-shelter partner. Mega-shelter partners come from a variety of groups, agencies, and organizations. They include nonprofits, faith-based organizations, individual volunteers, schools, businesses, and the American Red Cross. Every one of them is critical to the initial response, and each should be welcomed.

Such partners are pivotal to the successful operation of a shelter. Without effective partners a mega-shelter will not be able to meet the needs of its evacuees, and keeping residents as comfortable as possible is critical to avoiding crowd control problems.

Treating evacuees with compassion is important. They must believe that the personnel in the mega-shelter, the professional staff and volunteers, sincerely care about their well-being and truly want to help. Such attitudes lead to an environment that is friendly for everyone involved, including the staff, volunteers, and evacuees, thereby reducing the possibility of unrest. A positive environment requires sufficient numbers of workers and volunteers to deliver compassionate care. Seriously understaffed mega-shelters place too much pressure on workers and volunteers, compromising their ability to remain compassionate over an extended period.

The health needs of the resident population will require a substantially organized response from local medical professionals. As a significant number of the evacuees in a major disaster will require immediate medical services that can be provided only by nurses and doctors, the medical response will far exceed the basic first aid services that are normally provided at major facilities. Volunteers from the local medical community can serve such needs.

After Hurricane Katrina passed New Orleans, thousands of people remained stranded on rooftops, at the Superdome, on streets, and at the convention center with inadequate food and hydration and without medicine. They were exposed to harsh conditions that were physically draining. Senior citizens and young children were especially hurt. Once these survivors were rescued, they were evacuated to nearby shelters that were expected to meet all of their physical, emotional, spiritual, and medical needs. Overrun shelters needed the support of hundreds of volunteers. Establishing key partnerships in advance of the hurricane season will give the facility manager an advantage before a catastrophe occurs.

## Partner Responsibilities

American Red Cross (ARC). Partner agencies are critical to the ability of a mega-shelter to respond to the needs of its residents. The ARC, a major provider of key resident services in a mega-shelter operation, was overwhelmed by Hurricanes Katrina and Rita, as were many other institutions. ARC's best practice guidelines for shelter operations were geared toward small facilities like schools and churches, but its workers were confronted with Katrina, the greatest natural disaster in American history. For the first time they were called upon to respond to thousands of evacuees who, in desperate need of help, were evacuated to major facilities like arenas, stadiums, and convention centers. For the first time in ARC's history, the term "mega-shelter" was being used to describe many evacuation centers.

Another new phenomenon was the length of time that shelters had to remain open. In years past many shelters operated for only a few days. Katrina shelter operations extended to two months, stretching ARC's resources and those of other agencies. As a result, IAAM is meeting with ARC to discuss future mega-shelter operations, and ARC is reviewing its shelter best practices. IAAM is advocating that the facility manager have ultimate authority in the operation of the mega-shelter. ARC is accustomed to controlling shelter operations.

*Mega-Shelter Best Practices* places the facility manager (FM) in control of the mega-shelter while working in close coordination with ARC. The mega-shelter relationship between ARC and the facility manager is similar to the FM's working relationship with promoters, artists, and major tenants like the NBA, NFL, NHL, and MLB.

The facility manager's mega-shelter responsibilities include the following:

- Ultimate authority over all matters pertaining to crowd control and the safety and security of the mega-shelter residents, including day-to-day operations and issues involving external agencies.
- Control of these areas of mega-shelter operations.
  - Shelter management
  - Shelter meetings, relating to
    - Command and control
    - Operations
    - Security
    - Coordination with outside agencies
    - Coordination with government leaders
      - Logistics
      - Security
      - Fire safety and codes
      - Space allocation and configurations
      - Set ups and tear downs, including cots for residents

- Food preparation and service
- Receiving and dock management
- Sanitation program and services
- Communications (phone banks, Internet access, computer services, etc.)
- Technology
- Resident services involving
  - Employment
  - Background checks
  - Laundry
  - Sanitation of sleeping areas
  - Pet and animal control
  - Coordination with outside service agencies
  - Travel services for relocation
  - Recreation
    - Lodging services for first responders
    - Traffic control
    - Parking
    - Interfacing with local medical community for medical disaster services that are required beyond basic first aid
    - Coordination of faith-based organizations
    - Coordination of local nonprofits
    - Media relations, in coordination with ARC

ARC will have responsibilities for and control of the following:

- Registration of evacuees and volunteers
- Credentialing of volunteers
- Volunteer supervision
- Missing persons
- Shelter resident inquiries
- Distribution of items to evacuees
- Communications
- Information desk
  - Shelter newsletter
  - Announcements
  - Press conferences

- Media relations, in coordination with facility management
- Resident services involving
  - Childcare
  - Dormitory management
  - Head counts
  - House rules
  - Information dissemination, i.e. resident information packets
  - First aid disaster services
- Shelter meetings, relating to dormitory management

Facility managers need a substantial partner like the ARC, and, in turn, the ARC needs the crowd control and management expertise of the facility staff. Mega-shelter residents need FMs and the ARC to work as a team to respond adequately to their needs. When Americans are devastated by natural or man-made major disasters, the ARC and IAAM must function as partners at the national level to support local field operations that serve thousands of dislocated and misplaced people who, because of age or poverty, do not have alternatives to shelter residency.

Department of Homeland Security (FEMA). The Department of Homeland Security and the Federal Emergency Management Agency (FEMA), one of its major agencies, did not have a direct role in mega-shelter operations for Hurricanes Katrina and Rita. FEMA did work closely with local and state OEMs to assist mega-shelters. Their help is available in the following areas:

- Finding adequate supplies for mega-shelter residents. FEMA and OEM have sources that can provide items such as MREs, pillows, blankets, cots, and air mattresses. ARC also has sources for pillows, blankets, cots, air mattresses, and personal items such as toothpaste, soap, deodorant, and diapers. Facility managers should work through their local OEM office when supplies are needed.
- Reimbursing facilities for mega-shelter operating and recovery expenses and funding the operation when local and state government cannot do so.
- Playing a critical role in finding temporary housing for mega-shelter residents.

Department of Health and Human Services (HHS). HHS, especially its Centers for Disease Control and Prevention (CDC), works closely with local and state public health administrators, the local medical community, and the ARC to observe and advise staff, volunteers, and other health service agencies regarding proper health practices within the mega-shelter. This federal agency, with specialists in public health nursing, sanitation, and environmental health and disease surveillance, advises medical professionals who are working in the mega-shelter on strategies to minimize the spread of infectious diseases. They also assist in providing immunizations to the resident population and to the staff and workers in the mega-shelter.

Another HHS public service agency that should be highly visible in the shelter is the Health Resources and Services Administration, which maintains the National Health Service

Corps. The NHSC is a uniformed service of health professionals who work with local health-care systems and service providers during public health emergencies like Hurricanes Katrina and Rita.

The threat of major infectious diseases and the need for adequate health-care response and mental health services are of great concern in the mega-shelter operation. The facility manager must rely heavily on the expertise of the local medical community supported by CDC professionals to use proper sanitation methods, an important step in controlling the spread of infectious diseases.

State Department of Public Health. Many evacuees who have been rescued from a disaster area and transported to the mega-shelter will have medical problems from exposure to contaminated floodwaters, traumatic injuries, and a lack of food, water, and medicine. Evacuees also will be at risk due to crowded living conditions in the shelter. The state department of public health must work closely with HHS, the Office of Community Services and the local medical community to address the various health concerns of the resident population. They also will work with facility management to protect the staff from contracting diseases and to give advice regarding shelter sanitation.

Salvation Army. The Salvation Army does not have a direct role in the delivery of services to shelter residents. Its personnel support the efforts of service agencies and facility management to provide evacuees with clothing and other personal items needed for their comfort while in the shelter. FEMA recognizes the Salvation Army as a relief and disaster assistance organization that plays an important role in donations management.

USA Freedom Corps. President Bush created the USA Freedom Corps in response to the terrorist attacks of September 11, 2001. As an office of the White House, it is a vehicle for private citizens to volunteer their services in times of emergencies or disasters. USA Freedom Corps connects individuals with volunteer opportunities. Citizen Corps, a component of USA Freedom Corps that helps coordinate volunteer activities, is administered nationally by the Department of Homeland Security. While the Citizen Corps did not play a significant role in mega-shelter operations for Katrina and Rita, as this agency matures and grows in membership, it could provide the facility manager valuable human resources in future disasters.

Local Medical Community. The health needs of evacuees coming from a disaster area can be substantial enough to overwhelm local hospitals that are near the disaster area. Because they also are beyond the capacity of the American Red Cross, facility management must rely on its local medical professionals to meet this need. The mega-shelter will be required to accommodate evacuees with special medical needs and to provide immediate care to evacuees as they arrive at the shelter. To do so, facility managers should ask their local medical community to designate a point person who is responsible for working directly with the facility and coordinating the medical response. The command structure for medical services should flow through this person.

Local/State Offices of Emergency Management (OEMs). Every state has offices of emergency management at the city/county and state level. OEMs activate major facilities as mega-shelters. They also support the efforts of the mega-shelter in close coordination with DHS and FEMA.

Facility managers should work closely with their OEMs to learn government's intended use of their facility as a mega-shelter.

Local Government. Local governmental leaders also should work closely with the American Red Cross, nonprofits, and the local media to respond to supply needs at the mega-shelter. FEMA works through city/county government to provide financial help and resources to the mega-shelter. In most cases, reimbursements for shelter expenses flow through city/county government. If FEMA advances funds to help the mega-shelter fund its operation, such funds will usually be disbursed to the state and then to city/county government. The facility manager plays a key role in coordinating these government units to respond to the needs of the mega-shelter.

Local Media. As the disaster unfolds, rumors will circulate throughout the community about shelter residents. Many of these rumors will be false, but they will cause public relations problems for facility managers. FMs, who have to rely on local media to provide the public with accurate information about shelter residents, must be sources of accurate and reliable facts. The local media also will be valuable when FMs and authorities ask the community to provide shelter residents with basic supplies such as cots, air mattresses, pillows, blankets, and infant care products. In the early stages of the disaster, ARC, FEMA, and the OEM may not be able to provide these supplies.

Local Cooking Teams. Many local corporations, nonprofits, faith-based organizations, and community service organizations have cooking teams that participate in community events throughout the year. These teams have portable equipment that can prepare large quantities of food at off-site locations. The first 72 hours of the disaster are so overwhelming that resources for in-house food preparation often are stretched; making local cooking teams important resources for facility management during the early stages of a major disaster.

Local Non-Profits. Local nonprofits and other community outreach organizations can provide important services involving public solicitation of supplies, a work force for receiving, sorting, and distributing donations, and resident support at the personal and family level. For example, local United Way organizations can play a critical role in reaching out to the community for contributions of pillows, blankets, air mattresses, and personal care items. These organizations will manage the receipt of donations at off-site locations and transport items to the mega-shelter for on-site distribution.

Security Agencies. In the initial response, about seven to 10 days, all available security resources will be needed. The closer the mega-shelter is to the disaster area, the more difficult it will be for facility management to secure adequate security personnel, but city police, sheriffs' deputies, contract guards, and the National Guard all will be involved in security operations at the mega-shelter. National Guard units could come from other states. Security operations run 24/7 and are coordinated through a central command center.

U. S. Postal Service. Shelter residents will need postal services for such things as Social Security checks, unemployment checks, and FEMA checks. Consequently, many shelter residents will

need access to postal services to redirect their mail to the mega-shelter, which may be given its own ZIP code.

The Humane Society and Other Animal Care and Control Resources. To avoid compromising sanitation standards, pets and evacuees should not be housed in the same shelter. A separate pet shelter should be established. Service dogs are the exception. The Humane Society, local animal shelters, veterinary medical associations, and Emergency Animal Rescue Service can help provide alternative shelters for pets.

Family Service. State offices of family support will provide shelter residents the support services they require to receive food stamps, childcare and disability assistance.

U.S. Department of Housing and Urban Development. The local office of HUD is a significant partner in the mega-shelter's efforts to find temporary housing alternatives for its residents.

National Voluntary Organizations Active in Disaster. NVOAD coordinates planning efforts by many voluntary organizations that respond to disasters so that services are not duplicated. NVOAD may coordinate the efforts of volunteer organizations at the mega-shelter. Not all volunteer organizations that are involved in the mega-shelter operation may be members of NVOAD.

Faith-Based Organizations. Faith-based organizations can play a critically significant role in a mega-shelter. When labor shortages exist, faith-based organizations can provide labor-intensive services in many areas:

- Resident laundry cleaning
- Sanitizing the personal living areas of residents
- Assisting in relocations within the shelter
- Providing assistance to new arrivals
- Sanitizing buses that are used to transport evacuees to other shelters
- Serving as compassionate resident liaisons
- Finding temporary housing
- Providing relocation services for temporary housing

As the disaster unfolds, leaders of various faith-based organizations are likely to approach the facility manager offering their services. Facility managers should coordinate with the faith-based community prior to a disaster so that services required in the shelter can be discussed, preassigned, and coordinated in advance. Some faith-based organizations will act independently of other service groups.

State Department of Labor. State departments of labor (SDLs) provide employment services to shelter residents inside and outside the shelter. In response to Katrina and Rita, facility managers received funding to hire evacuees to work alongside facility staff to help maintain the facility. Some evacuees were hired as quality assurance workers to inspect the shelter, interact with

residents, and provide regular reports to management. The state department of labor also provided residents on-site services to apply for unemployment compensation.

Legal Services. Non-profit legal service organizations provide free legal advice to shelter residents.

## Conclusion

Major disasters require massive responses that can overwhelm facility management and staff who operate arenas, convention centers, stadiums, and performing arts centers as mega-shelters. They require the cooperation of various organizations that can help facility management respond to the needs of evacuees who need sheltering. The volume and diversity of services required in a mega-shelter is complicated by the speed with which these services must be provided. Labor shortages, especially in areas near the disaster, will heighten the need for shelter partners.

Facility managers should establish contact with shelter partners well in advance of the hurricane season. The services each partner will provide should be specified and coordinated with those supplied by other agencies. Each partner will need to be informed of the command structure in the mega-shelter and explained how it will operate.

## MEGA-SHELTER PLANNING

When a major disaster occurs, there is no time for planning. The physical destruction and the human suffering from major disasters are so immense that facility management will be consumed with servicing evacuees from the strike zone. The evacuees will require management's immediate and total attention. Consequently, the time for planning comes well before the event. Facilities that are in hurricane-prone areas are especially in need of plans for disaster response.

In the 2005 storms, many facility managers were placed in impossible situations. Because government authorities often did not value their experience and expertise in crowd management, facility managers were not given opportunities to participate in emergency response planning. Thousands of evacuees would have benefited from their skills and knowledge had the authorities included professional assembly managers in shelter planning.

### Planning and Meetings

Every county has an office of emergency management that is responsible for developing and executing emergency preparedness plans. City governments also have emergency preparedness professionals. Facility managers should contact city and county emergency management directors to establish working relationships with them including cooperative development of emergency plans for the sheltering of evacuees. FMs also should be included in annual reviews of the plans that take place well in advance of the hurricane season.

Security operations in the mega-shelter will be more extensive than those in place at the customary event. City police and sheriffs' departments need to understand the security needs of the mega-shelter and the ways their resources can help facility managers maintain safety and security. Law-enforcement authorities also will need to understand the mega-shelter command and control system because their command center will be an integral part of the mega-shelter system. Representatives of the police and sheriffs' departments will coordinate with the county office of emergency management, which can help facility managers understand how the mega-shelter command and control system will be integrated with the OEM command center.

The American Red Cross has regional offices that are headed by professional staff members who are responsible for supporting sheltering operations in one or more counties. These ARC staffers are responsible for recruiting volunteers and part-time staff and for training personnel in disaster response. Facility managers should contact their Red Cross regional director to establish a working relationship and to discuss their respective roles in the mega-shelter. Facility managers and the Red Cross regional director should review *IAAM Mega-Shelter Best Practices*, especially the sections that address the roles of facility management and the Red Cross. The Red Cross regional director should be included in facility meetings involving mega-shelter planning.

Faith-based organizations, local nonprofits, and community outreach organizations that are likely to play roles in mega-shelter operation should be identified in advance of the hurricane

season to discuss their duties and responsibilities. They should learn the command and control system and their roles in it. Their lead persons should be included in the facility mega-shelter planning meetings, and they should be given instructions about *IAAM Mega-Shelter Best Practices*.

The local medical community provides life-saving support services in the mega-shelter. Its involvement has to be coordinated among several individual health-care professionals, health service organizations, government agencies, hospitals, and universities that have health education programs. This health-care community should select a person to serve as the mega-shelter director of medical services, who will work directly with the facility manager and serve as the person that the command and control system will flow through for medical services. The medical services director also will coordinate with the Red Cross regarding medical services that it provides in the mega-shelter.

Communicating accurate and reliable information about the mega-shelter to the public is essential, and the local media are the means for doing so. However, mega-shelters must limit public access to protect the privacy of shelter residents. The shelter is the residents' home away from home, and they will expect facility management to respect their privacy. Therefore, facility managers should meet with the local media to discuss their access to shelter residents. The Red Cross regional director should be included in this meeting so that Red Cross regulations involving media access can be discussed. The local media should be viewed as key partners in providing the public with the accurate and reliable information it requires to offset false rumors about shelter residents.

Any major disaster that requires the conversion of a facility to a mega-shelter will affect all of its elements. Facility managers must have appropriate planning meetings with management and staff so that they understand their roles and responsibilities as well as the potential effects of mega-shelter operations on family and personal life. Every staff member should have a personal response plan that addresses family matters and other individual concerns.

## Training

The American Red Cross has established training programs for personnel that are involved in shelter operations, primarily at small shelters. IAAM will work with Red Cross to establish a training program for mega-shelter operators. IAAM's Academy for Venue Safety and Security is developing a training curriculum for its first and second year students who attend the Academy in August of each year.

Facility managers can develop training programs for their own staff using *IAAM Mega-Shelter Best Practices*. Mega-shelter operations are unique and require special training of facility professionals.

## Conclusion

IAAM will continue meeting with the Department of Homeland Security and the American Red Cross on behalf of professional assembly managers who will respond to major disasters. IAAM is addressing many issues that surfaced during the 2005 storms. These meetings will continue on a regular basis and will involve a constant review of policies and best practices.

IAAM recognizes its role in working with national partners on behalf of its members. Many occurrences at the facility level are the result of national policy. Mega-shelter operation procedures, command systems, reimbursements, activation processes, etc., all are affected by decisions that are made at the national level. IAAM will be the facility managers' advocate in meetings with national partners.



## MEGA-SHELTER CONFIGURATIONS

Managers of major facilities that could be converted to mega-shelters should consider *IAAM Mega-Shelter Best Practices* to decide how thousands of evacuees, numerous service organizations, and hundreds of volunteers will be positioned in their facilities over an extended period. The mega-shelter configuration, when properly designed, can make the operation flow smoothly. It also can provide a comfortable living experience for shelter residents.

Fire marshals need to be consulted when the configuration is being designed. Sheltering requires space allocations that are different from the normal and customary considerations that fire marshals are accustomed to in assemblies. Facility managers should request that their fire marshal approve two types of mega-shelter configurations. One would be designed so that it meets all codes. The other would be designed to maximize capacity by utilizing all available space, which may require a broader interpretation of the code. In major disasters, facility managers and fire marshals who are near the strike zone may confront the choice of saving lives at any cost or compromising lives by showing no flexibility. In many cases, the facility manager and the fire marshal will need to balance the two alternatives.

### Needs and Uses for Space

Religious services. Some evacuees will require religious services. Many groups from the faith community will approach the mega-shelter for permission to provide worship services. Facility management should identify a room that is separate from the resident living area that can be configured for multi-religious and multi-denominational services.

Communication centers. Evacuees will need to communicate with family members and service organizations that support evacuees. Phone banks, computer centers, and access to the Internet are services that shelter residents will require. Phone banks can be established in open areas while computer banks should be in a separate room for privacy and for the security of the equipment.

Evacuee registration. Thousands of evacuees will be transported to mega-shelters at the same time. The American Red Cross, which is responsible for their registration, plans to computerize the process, but in the meantime multiple registration points need to be set up directly behind the security personnel who are responsible for screening. The space that is allocated should provide evacuees protection from the elements as they line up for screening and registration.

Unloading Buses. Evacuees who are transported by bus could need immediate medical attention, food, and water. Therefore, triage will have to take place outside the mega-shelter where the buses are unloaded, and in many cases the evacuees will not be able to complete screening and registration before receiving medical help, food, and water. Facility management should coordinate with the appropriate support services to make sure the evacuees' needs are met as soon as the buses are unloaded. The area where buses are unloaded must be large enough to

accommodate large numbers of evacuees, medical personnel, food personnel, volunteers, and security. The area also needs protection from sun and inclement weather.

Federal Emergency Management Agency. FEMA may set up a processing center for evacuees to establish FEMA accounts. If so, the agency will require a separate room that has been wired for computer technology and access to the Internet.

First aid disaster services: Once evacuees have been processed through screening and registration, they will be able to access basic first aid services. The first aid station will be staffed by the American Red Cross, which requires space for nurses, private examination of patients, and staff meetings.

Food service. Food service operations will require enough space to serve evacuees and workers three meals a day. Workers should be served in a separate area so that they do not interfere with the ability of food service personnel to feed shelter residents efficiently. Workers should not cause shelter residents to wait any longer than necessary for food service. The food service areas should be neat, clean, and decorated. Hand sanitation should be available. Tables can be set up for eating. Many evacuees, however, will return to their sheltering area to eat. Food and hydration areas should be established to provide 24-hour access to snacks, drinks, and water.

Photo IDs. Photo IDs may be provided for staff, volunteers, and residents. The area where they are made and distributed should be set up near the registration area. It needs to include space for a small waiting area.

Legal services. Non-profit legal service organizations will ask for space to meet with shelter residents who require legal help. They will need only a few tables and chairs where forms can be completed.

Disaster responders. Major facilities will be asked to provide lodging for various responders. Utility companies, various security agencies such as the state department of wildlife and fisheries, and medical personnel may need sleeping quarters. To protect the privacy of shelter residents, non-residents should be placed in areas that do not interfere with them.

Medical Clinic. Major disasters create such high demands on hospitals that mega-shelters require medical clinics to service their resident populations. Patients with medical conditions that would normally be transported to hospitals must be addressed inside the shelter at the medical clinic. The mega-shelter medical services director needs to be consulted to determine the space requirements, but the clinic probably will need separate rooms for a pharmacy, examinations, and mental health counseling. The space needs to be handicapped accessible, and space should be allocated for clinic registration and screening. Under ideal circumstances, the medical clinic will be positioned for access by evacuees who are living outside of the mega-shelter in local homes, hotels, and smaller shelters.

Military. National Guard units and other military units may need sleeping quarters. Some mega-shelters in the 2005 storms provided sleeping quarters for the 82<sup>nd</sup> Airborne and military units from Fort Hood, Texas. These space allocations cannot be planned. Many of these units will be

accommodated as needed. Resident military personnel should be isolated from shelter residents so that their security equipment is not compromised.

Nursery and child care. As residents work their way through the many steps toward recovery, some will need childcare or nursery services. The Red Cross will provide these services.

Post office. Most Katrina and Rita mega-shelters were given their own ZIP codes. Shelter residents need postal services to redirect their mail to the shelter so that they can access services from Red Cross and FEMA. The U.S. Postal Service will need ample space to receive, sort and distribute mail to shelter residents. Lines at this service area can become very long if the Postal Service is not given sufficient service points.

American Red Cross. The American Red Cross may require sleeping quarters for its regional and national staff and volunteers. Their sleeping area should be separate from shelter residents to preserve the privacy of the residential area.

Credentialing. Near the registration area, Red Cross will need an area for credentialing volunteers. As volunteers and health-care providers come to the mega-shelter to volunteer their services, their credentials will need to be authenticated.

Residents (evacuees). Evacuees who come to the shelter with family members will require sleeping areas that are close to each other. Large families will require large space allocations. As the sheltering experience matures, residents will reach out to help each other, forming small neighborhoods within the mega-shelter. As configurations are changed, facility managers must respect the family and neighborhood areas that have been formed and execute space changes with compassion. Faith-based volunteers are excellent sources of compassionate interaction.

Security. Large areas secured by barricades need to be established in front of the facility where the buses unload evacuees. Many evacuees will have luggage and personal items that need to be carried through screening to their assigned sleeping areas. Security will need ample room at the screening location to search through all of these items. Metal detectors will be required.

Social Security Administration. The Social Security Administration, which will provide Social Security checks, food stamps and other social services to shelter residents, will need enough space for an adequate number of service points and for large numbers of shelter residents to line up for service.

Special Needs. The mega-shelter may be required to provide a special needs area for evacuees who have medical conditions that need to be managed by professional health-care providers. The medical service director should be consulted to establish an adequate configuration.

Suites. Facilities that are near the strike zone of a major disaster may be challenged with sheltering such large numbers of evacuees that they need to use suites to accommodate the residents, volunteers, workers, first responders, and the military. Doing so may be necessary to save lives.

## **Conclusion**

Facility managers should develop mega-shelter space configurations and provide hard copies for shelter residents, workers, and volunteers. Most people in the mega-shelter will be in the facility for the first time and will be living there 24/7. At a time when evacuees are suffering great emotional stress and physical hardship, a well-organized shelter configuration will give service providers the opportunity to serve them better. Be sure to include discussions about space requirements in meetings with shelter partners.

**PART TWO**

**GUIDELINES FOR**

**OPERATING A MEGA-SHELTER**



## NATIONAL INCIDENT MANAGEMENT SYSTEM

In 2003 the secretary of Homeland Security was directed to establish a nationwide command system that networks all levels of government and the private sector in the preparing for domestic incidents and responding to them. The federal government in FY 2006 made the local and state adoption of the National Incident Management System (NIMS) a condition for federal preparedness assistance.

NIMS provides a comprehensive approach to incident management. It applies to all jurisdictional levels and establishes coordination of public- and private-sector planning and response. Most incidents require that mega-shelters fall under the county office of emergency management that is integrated into the Incident Command System. Facility managers also will interact with local and state police, the National Guard, the American Red Cross, and other government agencies that are networked into the Incident Command System. NIMS includes a broad base of public and private entities that interoperate using flexibility and nationally recognized standards.

In preparation for hurricane responses, facility managers will participate in various training exercises that involve multi-agencies at the local, state, and federal level. To achieve effective incident management, NIMS operations are based on preparedness activities held throughout the year. Because sheltering evacuees is a major component of the NIMS response to major disasters, facility managers must play an integral role in emergency response planning, training, and activation.

NIMS now requires all emergency responder personnel to participate in training exercises to ensure that they are appropriately qualified and certified to perform NIMS-related functions. The following training exercises are being offered in classrooms across America or over the Internet ([www.training.fema.gov/EMIWeb/IS/crslist.asp](http://www.training.fema.gov/EMIWeb/IS/crslist.asp)) for individuals to achieve NIMS certification at various emergency responder levels:

- IS-700 NIMS Introduction
- IS-800 NRP (National Response Plan) Introduction
- ICS-100 Introduction to ICS (Incident Command System)
- ICS-200 Basic ICS for federal disaster workers

County offices of emergency management are sources of classroom schedules.

NIMS has identified standards for communication that require interoperability across multiple agencies and jurisdictions. Mega-shelters should coordinate with their local OEMs to evaluate their communication technology to ensure that communication resources are compatible.

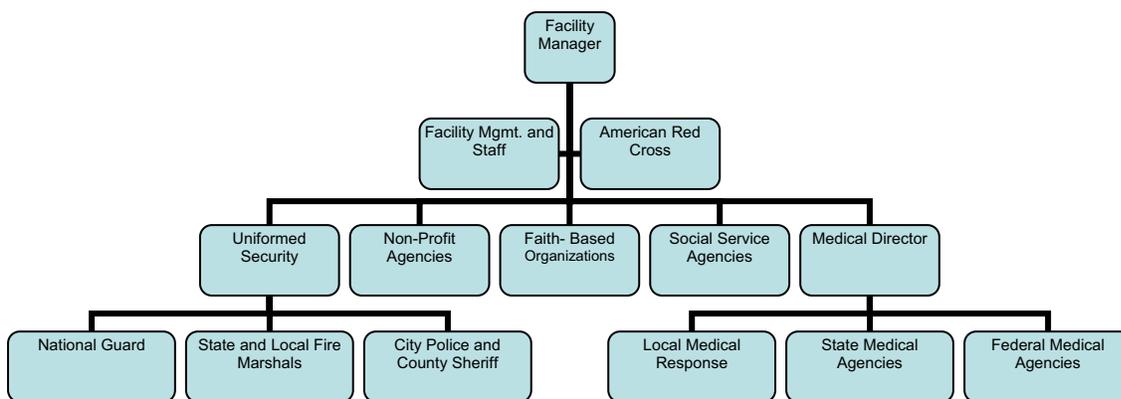
NIMS provides guidelines for a Unified Command structure when incidents involve multiple agencies and jurisdictions. All agencies that have functional responsibility for any aspect of an incident or provide specific resources in response to the incident participate in the Unified Command structure. Facility managers are responsible for a major disaster response resource when their facilities are activated as mega-shelters. They are required to operate within the Unified Command structure. The exact command structure will depend on the location of the incident and the jurisdictions that are affected. Some incidents may be placed under a single Incident Command System to achieve more unity and response efficiency. The county OEM will be an important resource for helping the facility manager learn the command structure as it develops in response to the incident.

When disasters are large-scale, mega-shelters may be required to collaborate with a joint information center (JIC). The JIC serves public affairs professionals from various organizations that are involved in an incident, ensuring that accurate information is disseminated in a coordinated fashion. Some incidents may require multiple JIC locations.

The county office of emergency management will direct the facility manager regarding command and control procedures and information protocols.

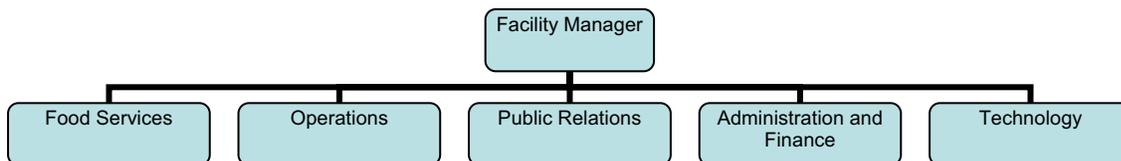
## MEGA-SHELTER COMMAND and CONTROL

Chain of command refers to the orderly line of authority within the ranks of the mega-shelter management organization. Mega-shelter operations include the following areas of command and control that must operate in synergy to be effective in serving the needs of evacuees. The Hurricane Katrina disaster response revealed that the areas of mega-shelter operations shown below must be better organized and must function within an established command and control structure that is clear to everyone.



The multiple sections of a mega-shelter operation must work as a team if it is to perform at a high standard. Such a complex operation must utilize a command and control structure that everyone knows, understands, and embraces.

Arenas, convention centers, stadiums, and theaters, when they are activated as mega-shelters, are under the ultimate control of facility managers. These FMs rely on their existing staffs to work as mega-shelter operators fulfilling these functions in cooperation with the American Red Cross:



Operations has multiple responsibilities:

- Logistics
- Shelter management

- Safety and security
- Resident services
  - Faith-based organizations
  - Social service agencies
  - Non-profits
- Pet management
- Inventory management, receiving and storage
- Building maintenance, custodial tasks, and repairs
- Production, set-ups/tear downs, sound, and lighting
- Engineering

In addition to overseeing the work of the existing facility staff, the facility manager also will supervise the medical clinic, whose staff reports directly to him or her.

The American Red Cross is a primary partner that plays a major role in shelter operations. As the principal provider of resident services, it exercises authority in the following areas of mega-shelter operations in an arena, stadium, convention center, or theater:

- Shelter access and rules
- Resident management and services
- First aid medical services
- Logistics, distribution
- Media access/relations
- Volunteer management

Facility management will provide a security and safety director (SSD) who reports to the shelter manager. The uniformed security officers, the National Guard, and the local and state fire marshals report directly to the SSD, who works closely with the Red Cross security director to make sure their concerns and policies are considered in the daily activities of the security program.

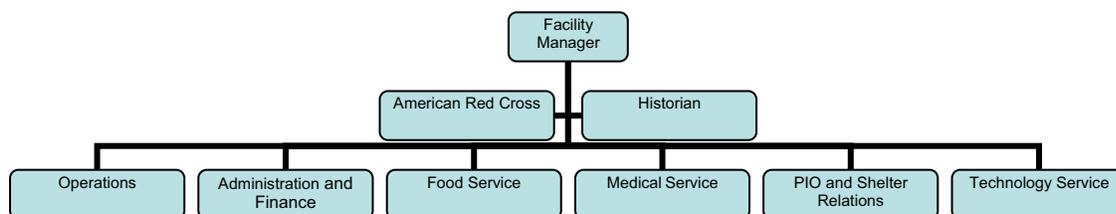
The facility manager's public information officer (PIO) will work closely with the Red Cross PIO to coordinate press releases and to provide spokespersons to the media and the public. Red Cross will be primarily responsible for maintaining relations with the national media, and the facility's PIO will have primary responsibility for the local media.

## MEGA-SHELTER OPERATIONS

Mega-Shelter operations require organization, coordination and an orderly line of authority within the ranks of the shelter management organization. When arenas, stadiums, and convention centers are used as mega-shelters, the facility manager has to re-form his or her staff into an organization that assumes responsibilities that are peculiar to large disaster response. All of the members must operate as a team. The facility manager is responsible for bringing them together so that they function effectively to provide services to evacuees arriving from a devastated strike zone.

### Primary Functions of Mega-Shelter Operations

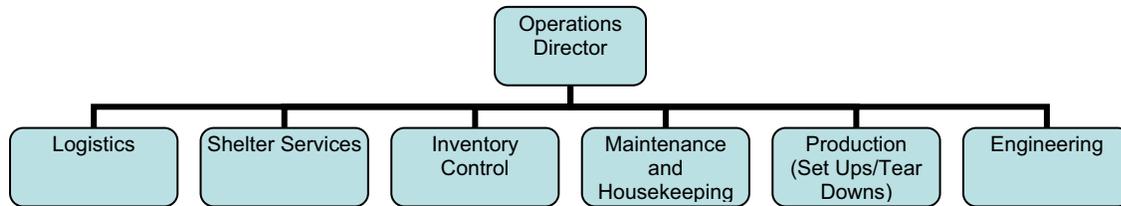
Because the facility manager has ultimate responsibility for mega-shelter operations, the line of authority moves up the chain of command to him or her. The FM is directly responsible for coordinating the management areas and organizations that operate within the mega-shelter:



Mega-shelter operations require hundreds of facility staff and volunteers. When a major disaster occurs, they are expected to activate their areas quickly for an organized response. To do so, it is important for each sector to understand the overall mega-shelter organization and functions so it can effectively respond to the needs of evacuees. Mega-shelter managers, department heads, and service organizations must embrace the chain-of-command to minimize control conflicts.

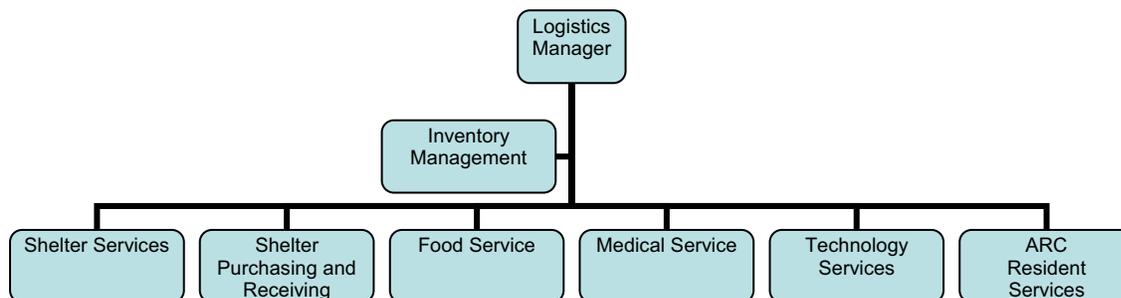
## Operations

The mega-shelter operations division provides several key service components that other shelter operation areas rely on. The operations director, who reports directly to the facility manager, is responsible for six areas of shelter operations shown in the organization chart that follows:



Maintenance and Housekeeping, Production, and Engineering are mega-shelter operation areas that are well known to IAAM member facilities. Shelter services are more commonly referred to as event services, but inventory control and logistics involve elements that are unique to the mega-shelter operation.

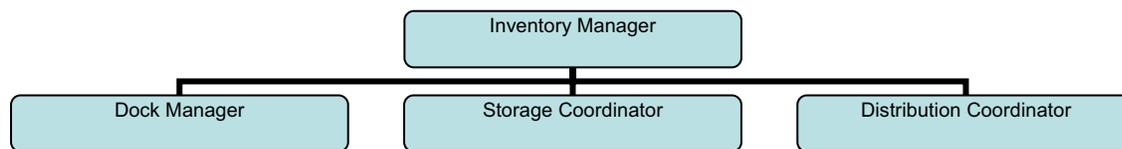
Logistics Manager (LM) and Inventory Manager. As a major disaster unfolds and thousands of evacuees are transported to mega-shelters, facility managers face the daunting task of procuring sufficient numbers of resource units for shelter residents in extremely short time frames. Resource units will continue to be required throughout the mega-shelter operation. Consequently, resources need to be replenished as quickly as they are used. Shelter management will rely on the logistics manager to anticipate the evolving needs of the shelter and to provide updates regarding available resources. The logistics manager coordinates resources in the following areas of the mega-shelter.



The logistics manager and inventory manager must perform their duties in close coordination. Together they keep running totals of resources received, resources distributed, and resources that are in the process of being shipped. In the initial phases of a major disaster, many

resources will be shipped to the mega-shelter by government and private agencies without the knowledge of shelter management. As resources are received, inventory management has to communicate with the logistics manager to determine where they are needed in the mega-shelter. If the resources are not needed, the logistics manager can redirect them to other areas within the community where they are needed.

During the shelter operation, thousands of items are delivered for distribution in the mega-shelter and for distribution to evacuees who are located outside the mega-shelter. The inventory manager, who is responsible for inventory control, will use the following personnel for receiving, storing, and distributing items.



*Dock Manager:* The dock manager is responsible for receiving items and either placing them in storage or providing for their immediate distribution within the shelter.

*Storage Coordinator (SC):* The storage coordinator is responsible for the execution of internal control procedures that provide for an accounting of the inventory as it is received and distributed in the mega-shelter or sent to off-site agencies. The SC uses well-documented inventory procedures that provide clear lines of accountability.

*Distribution Coordinator (DC):* The Distribution Coordinator is responsible for removing items from storage for distribution within the mega-shelter or to off-site agencies. The DC works closely with shelter management, logistics management, and service agencies like the American Red Cross, United Way, and Salvation Army to distribute items where they are needed.

Shelter Manager (SM). Although operating a major facility as a mega-shelter is not the normal and customary industry event, many elements are the same. For example, the event services director, who will serve as the shelter manager, is responsible for the day-to-day activities of the mega-shelter. As such, he or she has responsibility for servicing the needs of shelter residents and supporting the American Red Cross.

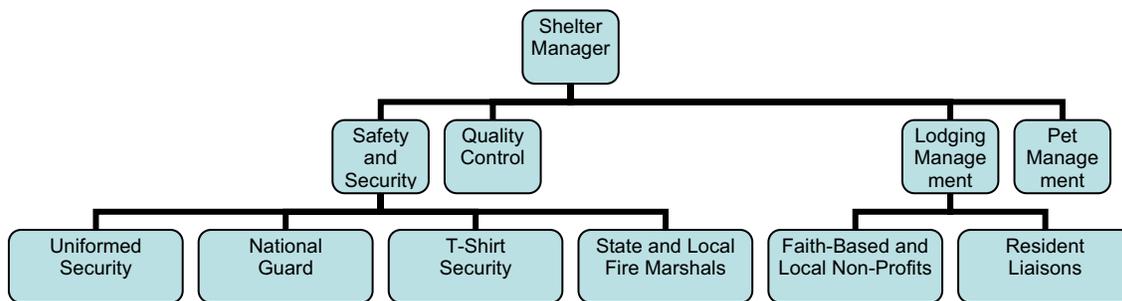
The shelter manager will need to meet frequently with other shelter service organizations to discuss operations. They will create a document with a detailed map of security locations, dormitory space, the safest and most secure entrances, and partnership information. The goal is to prepare everyone to treat the residents as if they are the facility's best customers.

The shelter management staff will review the facility's plan to service the evacuees with the IT/phone managers, security managers, housekeeping managers, food service managers, and all other staff. Night and day shelter managers appointed by the shelter manager will oversee services, all of which are to be rendered with compassion and sensitivity.

Daytime activities will be complicated by the fact that, in contrast to an organized event, the mega-shelter operations will have daily changes made by government agencies. Deliveries, which occur throughout the day, should be governed by set times when the dock will be opened and closed. To maintain efficient daily operations, as well as for security reasons, all affected agencies and volunteer organizations should be informed of the hours the dock is in operation. Coordinating the set up for resident services will be an ongoing process throughout the first and second weeks. Volunteers are likely to require a table and chair set up as well as phone and power drops.

Coordination of a mega-shelter operation requires knowing how government agencies operate, how a mega-shelter is activated, how evacuees arrive, and how staff is most effectively organized. The facility manager can use *IAAM Mega-Shelter Best Practices* to promote discussion and understanding of these topics among all groups working in the facility, including the shelter staff. The responsibilities, policies, and procedures of the American Red Cross are outlined in its own publications, *Shelter Operations Management Toolkit* and *Shelter Operations: Participant's Workbook*. They are recommended reading for Shelter Management and staff because understanding what the ARC does and why its workers operate as they do can go far towards preventing conflict among various agencies working in the mega-shelter.

The shelter manager oversees the following areas of shelter operations.



*Safety and Security Director (SSD):* The safety and security director serves a critical role in maintaining order and safety within the mega-shelter. The SSD works closely with law enforcement, the National Guard, private and in-house security, and local and state fire marshals. The local police force will be part of the Unified Command structure and will have an on-site commander (SC) to work closely with the SSD. The safety and security director, on-site commander, and facility manager will work closely to adapt the security plan and the mega-shelter configuration to the needs of the disaster response as it unfolds.

*Quality Control Officers (QO):* The mega-shelter will be crowded with people from various cultures, nationalities, income groups, and races. The shelter manager needs to have a direct link to shelter residents that can provide current and accurate information as to whether their needs and expectations are being met. The best people to do this are shelter residents. They

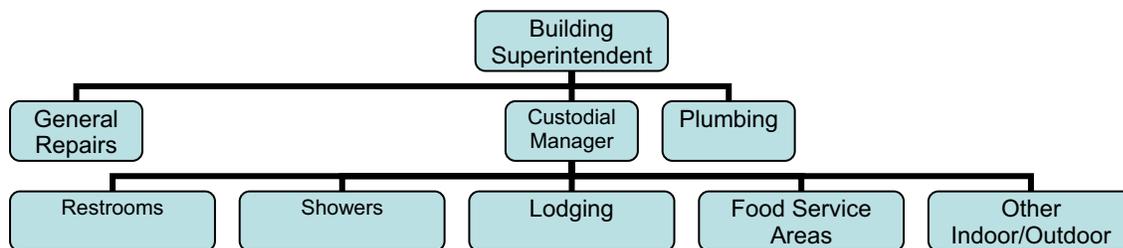
should be hired to serve in the capacity of QOs responsible for interacting with other residents and performing facility inspections. They report to shelter management regarding the quality of shelter services and any issues or complaints that need immediate attention.

*Lodging Manager:* The lodging manager works with the nonprofit and faith-based organizations that provide services directly to shelter residents. He or she coordinates these services with those of the American Red Cross. The lodging manager also uses the services of resident liaisons, who interact directly with shelter residents on the lodging manager’s behalf. The lodging manager will coordinate the following services with the help of the nonprofit and faith-based organizations and resident liaisons:

- Spiritual counseling/services
- Personal laundry services
- Sanitation within the dormitory areas
- Mega-shelter familiarization/escort
- Community familiarization/transportation
- Social services

*Pet Manager:* The shelter manager will need the services of local animal advocates/organizations to manage the many pets that evacuees bring with them to the mega-shelter. A separate area/facility should be established to house, feed, and manage pets. It needs to be nearby so that shelter residents can have daily access to their pets. The pet manager is responsible for servicing the needs of pets.

**Building Superintendent (BT).** The building superintendent plays a critical role in providing shelter residents with a facility that is properly sanitized and in good repair. The building superintendent relies on the following organization plan:

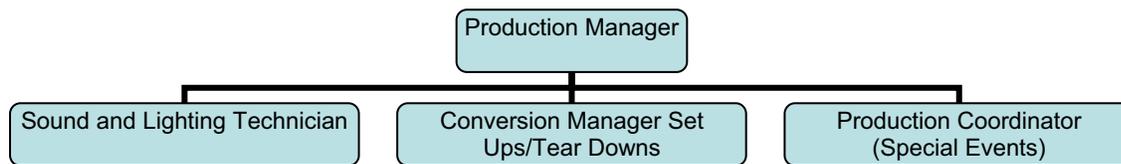


*General repairs and plumbing:* A mega-shelter operation will strain the physical plant far more than the typical events that occur in arenas, stadiums, and convention centers. The mega-shelter operation is continuous, running 24/7 for several weeks. Due to the wear and tear on the physical plant, the building superintendent will need the services of repair and plumbing technicians to keep the facility maintained and positioned for continued use.

*Custodial Manager (CM):* Medical services will require the mega-shelter to be cleaned using hospital standards to prevent the spread of infectious diseases. The custodial manager and his or her staff play a critical role in preventing health problems and in meeting the

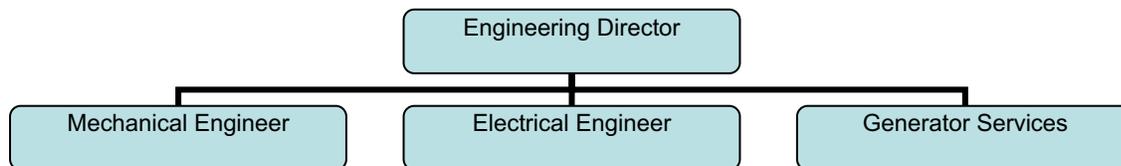
expectations of shelter residents. During Hurricane Katrina sheltering, residents were particularly concerned about the sanitation of restrooms, showers, and their living areas. Keeping these areas sanitized involves a continuous effort on the part of the custodial staff, who will work 24/7 as long as the shelter is open. The custodial manager is responsible for training the custodial staff to maintain hospital cleaning standards and to follow safety procedures to prevent staff members from contracting infections.

Production Manager. During the shelter operation, the production department will be called upon to perform various set ups and tear-downs for shelter residents and for the multitude of government and private-sector service agencies. The production manager will use the following organization plan:



Sound and lighting technicians will assist in the use of in-house sound and lighting equipment that for normal shelter operations and special events. A production coordinator will support special events such as live entertainment, worship services, and press conferences involving a substantial media presence.

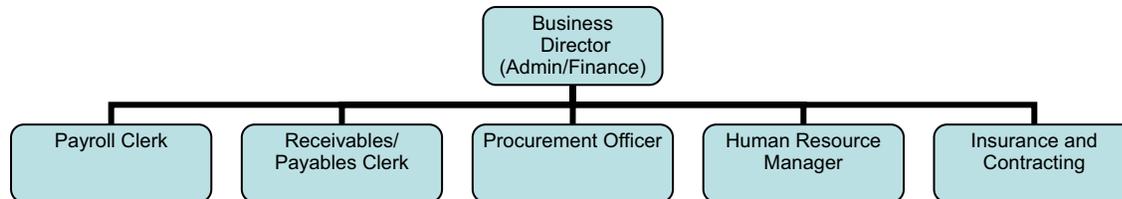
Engineering. The mechanical and electrical systems of arenas, stadiums, and convention centers used a mega-shelters will be required to carry extreme loads that exceed the normal and customary industry operations. While most events in major facilities last only a few hours per day, shelter operations will run 24 hours per day and seven days per week. In many cases, the mechanical and electrical systems will provide services that medical teams rely on to operate lifesaving equipment, that custodial personnel need to maintain sanitation, and that security personnel use to sustain a safe and secure environment. The experiences at the Louisiana Superdome provide a good example of the critical importance of having functional mechanical and electrical systems during shelter operations. The engineering director will oversee these systems using the following organization plan:



Mechanical and electrical engineers will service the equipment that is vital to the operation of the shelter. The facility may require the use of generators. The engineering director should identify this service in advance if the shelter does not have sufficient in-house generator capacity.

## Administration and Finance

The complexity of mega-shelter operations requires substantial administrative capacity to service payroll, receivables, payables, procurement, and human resource management. The business director will use the following organization plan to provide these services.



**Receivables Clerk.** As mega-shelter expenses are incurred, the receivables clerk will be busy accumulating the proper documentation for reimbursement requests to the appropriate government agencies. Such requests must be made weekly and submitted according to FEMA guidelines. The receivables clerk must know the FEMA guidelines and must be included in meetings with FEMA and other government agencies when costs are discussed.

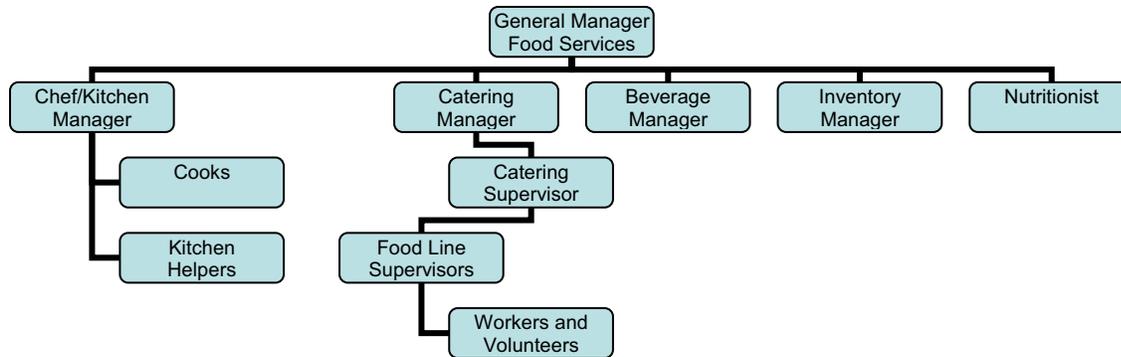
**Procurement Officer.** The procurement officer stays in close contact with the logistics manager, who will be the most knowledgeable person regarding resource needs within the shelter. The logistics manager will assist the procurement officer in purchasing the proper resources in adequate numbers.

**Human Resource Manager.** Human resources will utilize shelter residents to fill personnel gaps, especially in the custodial department. Mega-shelter operations require substantial personnel over long periods to meet the needs of shelter residents. The closer the mega-shelter is to the strike zone, the more challenging it will be to find adequate personnel in the general population. Utilizing shelter residents is a viable alternative that also provides shelter residents with desperately needed income.

**Insurance Agent.** The mega-shelter operation also will involve the facility's insurance agent, especially when the facility is not provided insurance or indemnification by the contracting governmental authority. Insurance and contracting also will be involved in developing and executing the mega-shelter contract and contracts with other service providers. FEMA, for example, may establish a service center within the shelter requiring substantial technical support from shelter management and staff. The cost of these services must be understood clearly by all parties and must be documented. The American Red Cross also will require substantial support, the cost of which also must be clearly defined and well documented.

## Food Services

Thousands of evacuees descending upon an arena, stadium, or convention center that has been activated as a mega-shelter will place tremendous demands on the food service personnel and equipment. The food service general manager will use the following organization plan to provide evacuees three nutritious meals per day and snacks and beverages in between:



Security personnel are able to sustain a safe, secure environment with greater ease when shelter residents are satisfied with the services they receive. Food service is a critical component to achieving satisfied customers within the shelter. Meals should be not only nutritious but also interesting and tasteful. They should be prepared according to the cultural tastes of the area. During Hurricanes Katrina and Rita, mega-shelter chefs were challenged to provide satisfying meals three times a day, seven days a week, for as long as two months.

Catering Manager. The catering manager is responsible for serving quality foods and beverages that satisfy their customers. Serving lines must be efficient, service areas clean, food presentations interesting, and equipment adequate to maintain food quality throughout the meal service time.

Beverage Manager. The beverage manager will provide beverages throughout the facility to shelter residents, volunteers, and staff. Beverage service will be available 24/7.

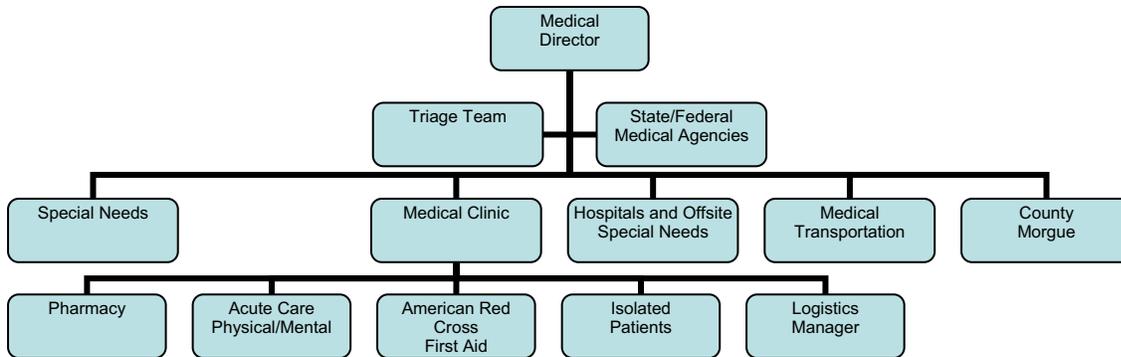
Food Service Inventory Manager. The inventory manager will be busy keeping up with the demands of the chef. For Katrina and Rita, some mega-shelters had to provide meals three times a day to 25,000 or more shelter residents. Some facilities also were called upon to feed first responder personnel outside of the shelter. Keeping an adequate supply of food and beverages for shelter food services is challenging.

Nutritionist. The general manager and the chef will need the services of a nutritionist to develop menus that provide for the health of the shelter residents. Many residents will come to the shelter

weak and with diminished immune systems. Proper nutrition will help these residents reestablish and maintain their health.

## Medical Services

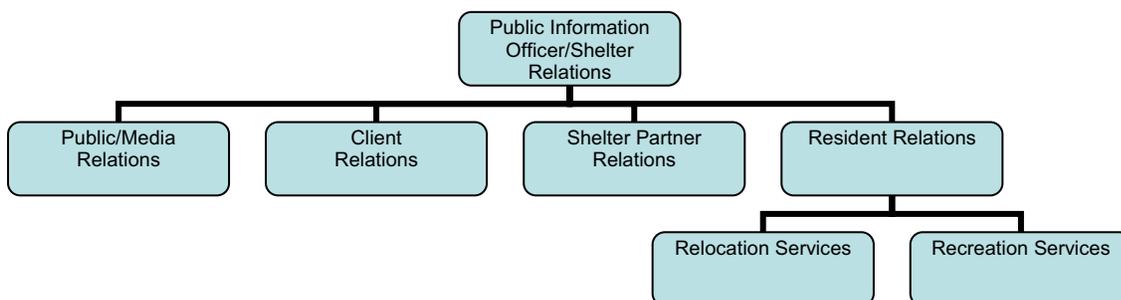
The medical director will use the following organization plan to provide medical services to evacuees when they arrive during the day and night:



The medical services section of *Mega-Shelter Best Practices* provides a detailed description of the roles and responsibilities of each medical service area.

## Public Information/Shelter Relations

Public Information Officer (PIO). The PIO has to establish and maintain effective relations with the public, the media, facility clients, shelter partners, and shelter residents. The PIO will use the following organization plan to meet these challenges:



Public/Media Relations. The PIO will use the services of a public/media relations professional to coordinate press conferences, to schedule media appearances for shelter spokespersons and to stay current with shelter information that is required by the media and the public.

**Client Relations.** During the sheltering operation, clients who are contracted to use the facility will require frequent updates on the sheltering operation to assess the impact on events they have scheduled. Client relations is important to the facility’s long-term partners, who provide for the venue’s economic viability. This function keeps clients fully informed and coordinates its work with the PIO and facility manager when events must be canceled or postponed due to shelter operations.

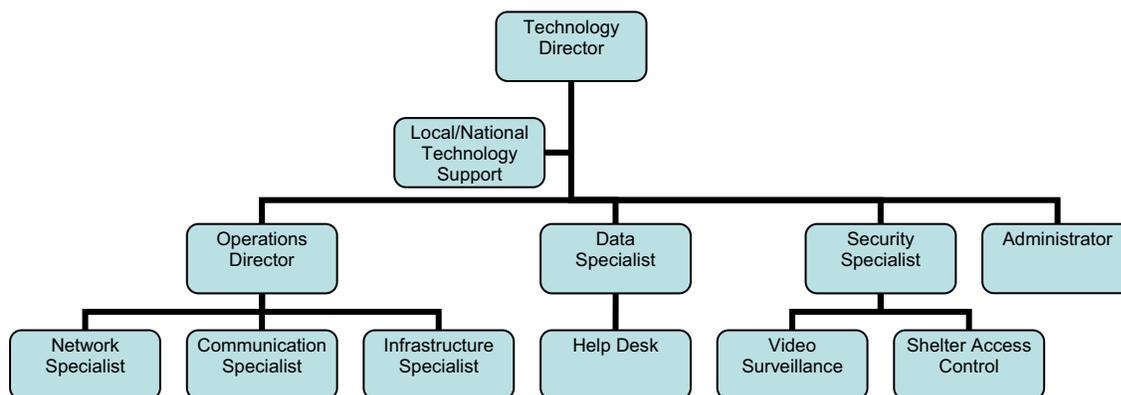
**Shelter Partner Relations (SPR).** The mega-shelter will need the help of many nonprofit agencies and faith-based organizations. SPR is the first contact for these groups, assisting shelter partners to establish services within the shelter in coordination with the American Red Cross and the appropriate mega-shelter staff.

**Resident Relocation Services.** The purpose of mega-shelter operations is to provide for evacuees until they are able to make the transition into temporary housing. Resident relocation services will assist shelter partners, the Red Cross, and FEMA in providing residents with the means to relocate to temporary housing, which could be local, in-state or in other states around the country.

**Recreational Services.** Opportunities for recreation are provided to give shelter residents entertainment and recreational outlets.

## Technology Services

The mega-shelter will have many demands for technology involving communications and computer services. The technology director will use the following organization plan to provide technology services to shelter residents, American Red Cross, shelter workers, and numerous shelter partners.



Technology services start at the shelter entrance where computer hardware and software are used to register and provide identification to shelter residents. Communication centers are established throughout the shelter where residents can make phone calls and access the Internet to search for family members and contact government agencies for assistance.

Network Specialist. Technology demands may be so great that they exceed the in-house capacity of the technology department. Many local and national organizations and businesses will offer their support. A network specialist will be needed to expand existing systems to accommodate numerous new users.

Infrastructure Specialist. An infrastructure specialist will be needed to run cable and set up new pieces of equipment to establish technology services throughout the shelter. The medical clinic and security in particular will have significant technology demands. Note: The Technology Services section of *Mega-Shelter Best Practices* provides a detailed description of the roles and responsibilities of each technology service area.

## Conclusion

Mega-shelter operations require a complex organization of specialized skills and strong leadership to respond to the critical needs of evacuees during a major disaster. When mega-shelter operation runs effectively, shelter residents will have their expectations met, which will lead to a safer and more secure shelter environment.

Shelter residents should be served with the same regard and concern as facility patrons who attend the normal, customary facility events. Their needs are much more critical than those of the NBA, NFL, or MLB season ticket holder. Shelter resident services should meet or exceed the industry standards for such events.

The shelter organization plan must integrate support services from individual volunteers and external agencies, nonprofits and faith-based organizations. Facility management and staff must adjust their normal job responsibilities and assume new roles as mega-shelter managers and staff. Facility managers must educate their staffs, volunteers, and shelter partners regarding the new organization strategy. Effective mega-shelter teamwork requires a comprehensive, strategic organization structure.



## MEGA-SHELTER SAFETY and SECURITY

Maintaining a safe, secure environment in a mega-shelter is one of the most challenging jobs that an arena, stadium, convention center, or performing arts theater faces when called upon to house evacuees before, during, or after a major disaster. Providing a safe, secure environment is also one of the most important responsibilities because none of the other service areas of a mega-shelter can operate if there is a breakdown in law and order. Security personnel are responsible for making sure that all follow established rules, policies, and laws. Security personnel are expected to exercise stern yet compassionate law enforcement that is appropriate to the circumstances in which they are working, so that a civil ambience is maintained.

Security personnel have fewer problems to deal with when resident expectations are met. Thus, they rely on facility management and organizations like the American Red Cross to meet or exceed the expectations of mega-shelter residents. In some Katrina mega-shelters where expectations were not met, dangerous situations developed that made the work of security personnel very difficult if not impossible.

The closer the mega-shelter is located to the hurricane strike zone, the more difficult it is to find adequate personnel to work security in the mega-shelter. Large numbers of firefighters, police officers, and National Guard troops will be diverted to the strike zone for first response. Security personnel at mega-shelters that are in or near the strike zone must rely heavily on management's ability to provide adequate services to shelter residents.

As the disaster unfolds, false information will circulate in the media regarding the people who are being evacuated from the disaster area. Hurricane Katrina evacuees were depicted as looters, rapists, and murderers. Many communities that were driven by their fears would not accept evacuees from New Orleans because they believed what was reported. As evacuees are transported to mega-shelters, security personnel should follow the example of the City of Lafayette police captain in charge of security at the CAJUNDOME, who instructed his officers to assume that everyone on the buses was a friend until proven otherwise. The professionalism of those responsible for security allowed them to be driven by compassion and not by false rumors.

As it turned out, almost all of the evacuees were simply trying to survive a horrendous situation. Most were senior citizens, children, mothers, and fathers. Many were sick, frail, and desperate for help. As the relationship between security and shelter residents developed, the residents provided intelligence to law enforcement that helped them to identify criminal elements and gang members. "Knuckleheads" ended up being a small percentage of the mega-shelter resident population. The vast majority were law-abiding citizens who strongly desired a peaceful, secure, and safe shelter for themselves and family members.

Mega-shelter safety and security best practice guidelines are intended to fulfill the following purposes:

- To present a policy that provides for the safety of persons who utilize the services of a mega-shelter. Developing a specific policy for dealing with every disaster is difficult,

perhaps impossible. Catastrophes come in many shapes and forms, occur in any number of jurisdictions, and involve federal, state, and local public agencies, nonprofit organizations, and multiple ordinances, laws, policies, and standards. The policy presented here is a set of guidelines based on the lessons learned while dealing with hurricane relief efforts. They are offered as suggestions, knowing that a different disaster or a different jurisdiction may require adjustments to fit those situations. A facility's mega-shelter security policies should apply to everyone including facility employees, security staff, law enforcement officials, American Red Cross employees, volunteers, and public safety officials.

- To promote a partnership with mega-shelter safety and security directors, local police and American Red Cross safety and security personnel. Facility managers and the American Red Cross will work together to see that compassionate enforcement of local ordinances, laws, house rules, and policies will be employed by mega-shelter security personnel, ARC safety and security staff, law enforcement officers, venue employees, volunteers, and other persons with authority for security of a mega-shelter.

This policy is not intended to replace the policies of local law enforcement, the local office of emergency preparedness, or those of the affected facility. Instead, these guidelines should be used to supplement existing policies.

## Procedures

Basic Facility Plan. To promote the safety of the evacuees and facilitate an active working environment among local agencies and law enforcement, the facility security director will establish a safety and security plan for use during mega-shelter operations. The plan should include basic security placement determined by the logistics and layout of the facility, required equipment such as metal detectors and barricades, and strategic entry and exit points. The basic plan also includes a list of prohibited items established in conjunction with local authorities and agency partnerships. The facility security director recognizes that most agencies and individuals working to provide security services within the facility are not as familiar with the building as the permanent staff. It is recommended that permanent staff be included when strategic placements are determined.

Mobile Operations Unit. The facility manager should coordinate with local public safety officials to determine the availability of a mobile operations unit that can be located on the grounds of the affected facility. Under the command of the proper law enforcement jurisdiction, the mobile operations unit will serve as a command and control center for all security operations at the facility. It will establish a communications link with the following:

- Facility manager
- American Red Cross
- Volunteer groups
- Emergency medical technicians

- Local medical community
- Office of emergency preparedness
- City/county representatives

External and Perimeter Security. Security levels should be established in accordance with the design, size, and capacity of the facility that is designated as a mega-shelter.

- Perimeter security should include law enforcement presence in the outermost areas of the facility, including areas designated for parking, reception, and triage.
- Access security will be employed at the facility's entrance areas, which should be limited to the minimum number needed to receive arriving evacuees efficiently. At each access point an aggressive screening process will be employed utilizing the devices necessary to detect prohibited items. Metal detectors should be used to screen for weapons or other prohibited items. If they are not available, other methods in compliance with local policy and law should be used to ensure that prohibited items do not get into the facility. Prohibited items will be collected and stored with the intent of returning them to their owners. Some consideration should be given for special needs, e.g., scissors may be generally prohibited but allowed for school age children to use for projects or homework.
- Special consideration should be given to the possibility of large numbers of evacuees arriving simultaneously. For example, the secured perimeter should be large enough to allow for an initial screening of more than a single busload.
- All doorways leading into the facility that are not declared to be access points for the sheltering operation should be manned to ensure that all entries are directed through authorized security checkpoints.
- At the authorized access point(s), devices such as bicycle barricades can be used to facilitate an orderly queue of evacuees and assist in processing large numbers of people. For example, such barricades allow individuals to queue up for faster screening for prohibited items or for debit card distribution.
- A secured area designated for smoking should allow persons to flow back into the facility without rescreening. Barriers may be used to keep this area secure. Security personnel should be posted to maintain the integrity of the smoking area.
- Exceptions to the access rule should be made for facility employees, ARC employees, volunteers, medical staff, etc. A second access point may be added based on need. The facility security director should use his or her discretion as to the level of security screening that will be utilized at this access point.
- At the authorized access point(s), a sign listing all of the shelter rules including but not limited to prohibited items, reentry times, and applicable policies should be displayed to

encourage compliance. In some cases signs may need to be posted in languages other than English.

Traffic Security. In conjunction with local authorities, facility security personnel should create a plan for officer placement in designated areas along the streets. It is important to recognize that coordination between outside and inside security is crucial for the safety of those temporarily residing in the mega-shelter and for quick unloading of buses. The process is explained in detail in the Traffic portions of the *Mega-Shelter Best Practices*.

Shelter Screening Procedure. Metal detecting, pat downs, handbag searches, luggage searches, etc., should be carried out based on laws of the jurisdiction.

Shelter Rules. A shelter should, at a minimum, enforce the following rules:

- A deadline (curfew) for returning to the facility to be enforced with flexibility, taking into consideration emergencies and necessities such as hospital visits, pharmacy visits, and employment. Residents with legitimate reasons for returning to the shelter after the curfew should be allowed reentry.
- A designated lights-out time for the main bedding/sleeping areas that will be upheld to sustain order and prevent any added discomfort or stress. Establishing the lights-out time and referencing the time in the house rules will help maintain some routine and prevent disruptions.
- Quiet time enforced with consideration for those who are nocturnal. Nocturnal residents should be directed to 24/7 social or entertainment (television viewing) areas that do not interfere with residents who want to sleep. At a designated lights-out time, the interior patrols of security personnel will limit movement in designated areas.
- Some residents may want to watch television in their bedding/sleeping area using headphones. Security has to use its discretion to protect the interests of residents who want to sleep without the brightness of television lights.

Background Checks. To provide a safe and secure environment for employees, volunteers, and residents within the shelter, security personnel will conduct background checks.

- An established procedure will be employed that complies with federal, state, and local policy.
- Convicted sex offender databases should be consulted and compared to the registration lists of evacuees, employees, and volunteers.

Shower Security. Shower areas must be closely monitored.

- Shower security should include a staff member near the designated shower area(s). Where there are exterior shower trailers, a secure area should be designated by the use of barriers and personnel.
- Designated shower times for children should be strictly enforced. For example, 5-7 p.m. can be designated for boys 5 to 12 years of age, thereby providing a safer environment for the children. Most families will be headed by female single parents whose sons will not have a father who can escort them into the showers. Designated times for boys 5 to 12 are needed to prevent this age group from mingling with older boys and men in the shower areas.
- Parents with children who have special needs due to age, disability, or other issues should be allowed access with their children when possible.
- Female employees/security personnel should be employed at female showers, and male employees/security personnel should be employed at male showers.
- Shower times should be extended to 24/7 if necessary to provide convenient access to residents when the shower capacity of the mega-shelter is inadequate for the size of the resident population.

Gang Activity. Local security personnel should be educated regarding street gang activity to be found in the resident population and should be prepared to take the steps necessary to deter it within the shelter. Doing so may require the employment of intelligence officers, undercover officers, and additional uniformed officers. Zero-tolerance policies must be enforced in regards to suspected gang activity in mega-shelters. For example, the distribution or use of illegal substances cannot be tolerated. On patrols of areas within the facility, security personnel must be acutely aware that drugs may be concealed. Regular patrols of the showers greatly cut down on such activity. For the safety of shelter residents, volunteers and employees, individuals who abuse alcohol or drugs must be confronted immediately.

Interior Security. Interior security should conform to the following requirements:

- Daytime security within the facility requires a presence sufficient to recognize potential problems as evacuees move around throughout the day. Security personnel will assess the population to identify the local homeless unaffected by the catastrophe and place them in other facilities (Salvation Army or other local homeless shelters). Areas that require additional resources include the checkpoint area, which will be stressed with reentries as the population comes and goes. Foot patrols can provide better access to security personnel.
- Nighttime security will give extra attention to the criminal element moving within the facility while a majority of the affected population is sleeping. The number of security personnel may be increased or reduced based on an assessment by the commanding officer. Foot patrols to increase visibility should be utilized to prevent any criminal activity in both the perimeter and the interior of the facility.

- A procedure for residents to make complaints about misconduct of all types should be established. Law enforcement professionals should be notified of all criminal activity within the facility. Security must develop a good working relationship with shelter residents to create the trust that will encourage them to report criminal activity.

Interagency Relations. It is incumbent upon all parties with authority in the respective areas of security to develop effective working relationships with others who have responsibility for the safety and security of the shelter. Organized security meetings can help to maintain positive relations among the several groups. All of them should strive to keep the well-being and security of the affected people at heart.

Security Meetings. Each day should start with a mega-shelter meeting involving all elements of the operation including the following:

- Facility management
- Medical services
- Public health agency
- American Red Cross
- Fire marshal
- National Guard

Policing Approach. All matters of criminal conduct will be referred to local police authority, and all facts will be provided to the investigative authority.

## Conclusion

The greatest service that mega-shelters can provide people who are victims of a major disaster is a safe and secure place to live temporarily while searching for long-term recovery alternatives. Quality sheltering services start with competent, professional, compassionate security. Services that evacuees require cannot be properly sustained if the shelter environment is unsafe and insecure.

Security professionals also will rely on shelter managers, staff, and volunteers to deliver competent, professional, and compassionate medical, food, custodial, recreational, and social services that meet or exceed the expectations of the residents. By doing so, security personnel can be more effective in their work to establish a sheltering environment that creates trust in the residents. Such an environment will stimulate residents to collaborate with shelter staff and security in maintaining order.

Compassionate service means treating all residents as though they are friends until they prove otherwise. Major disasters can cause human beings to show their best or worst. As the disaster unfolds, the first casualty will be truth and fact. True professionals will not be overwhelmed by sensationalism. As they are facing the disaster, they will be driven by their professional skills, years of training, and competent leadership. Mega-shelter security requires such an approach.

## MEDIA RELATIONS

During any kind of emergency, the media become anxious to begin reporting on the incident. It is important to have a clear and concise plan for dealing with them that will reduce the chances of false information being released to the public and prevent reporters and cameras from roaming through restricted areas of the facility.

### Procedures

The facility manager should designate the public information officer (PIO) to be the media contact and coordinator. The shelter manager is involved in too many other activities to be the primary focal person. The PIO will work jointly with the shelter manager to determine the following:

- Designated media parking area at the facility
- Designated parking for live TV satellite trucks
- Preset media press conference area in the facility
- Arrangements for the media to share resources (one television camera, one radio microphone, and one photographer)
- Spokesperson for the facility
- Press release writer for the facility
- Designated press access/restricted areas
- Control plan for media rush
- Telephone policy for dealing with media
- Drop-off location for special appearances, e.g., Oprah Winfrey, who visited a Houston shelter
- Holding location for VIPs while awaiting PIO
- Communication plan to include facility, Red Cross, and FEMA

Designated media parking. A specific area should be designated for media parking that is close to the entry to the press conference area in the facility. This area should be barricaded or have police patrol to ensure no one else parks there. Directional signage should be placed in the parking area pointing the media to the press conference area to ensure a smooth flow into the facility. A sign with a clock also should be posted in the parking area and in the press conference area to specify the next press conference time. Parking consideration should be provided for trucks that are bigger than vans.

Preset media press conference area. An area should be set in the facility for press conferences and media questions. The designated area should be away from shelter residence if the decision has been made not to allow cameras in the dormitory area of the shelter. Sound quality and lighting should be factored into the decision of where to have facility press conferences. The area should include:

- Theater seating for 30 to 40 people
- Skirting for stage 8 × 16 × 18
- Lectern with microphone on stage
- Sound system
- One lavalier microphone as back-up
- Five chairs for various speakers on stage if necessary
- State flag and U.S. flag on stage; U.S. stage right and state flag stage left
- Camera platform 4 × 16 × 12 behind theater seating
- Multiple box for media direct patch

Spokesperson for the facility. One to three people should be designated as spokespersons for the facility. The people chosen to speak to the media should be at a managerial or executive level and should be aware of current information pertaining to the shelter. Spokespersons representing the facility should be comfortable in front of a camera and able to control the media in a rush situation. At least one of the spokespersons should be in the facility at all times. When a city, county, or government official contacts the facility, the spokesperson must inform the American Red Cross spokesperson to coordinate a press conference.

Appointed press release writer. The facility should designate one person to assist the facility manager in writing press releases or statements for the media. There should be at least three people to proof the document before releasing it to the media. The FM should decide what information should be released and when. The PIO should oversee the process.

Designated press access/restricted areas. It is up to the shelter manager and facility management to determine the best access point for the media, since the staff members are the most familiar with the building. The access area should be close to the press conference area and media parking to ensure a smooth flow into the building. The closer the three areas are, the easier it will be to control where the media are allowed to go. The facility manager, shelter manager, Red Cross, and FEMA should jointly determine the restricted areas in the facility. Some view the sleeping area of the shelter residents as their private living quarters and feel it is not appropriate or respectful to allow the media in that area. There may be other areas of the facility where the media are not allowed if there are other events going on in the facility.

Control plan for media rush. A plan should be in place for dealing with media that show up unannounced when there is not a planned press conference. The first shelter worker or volunteer to witness media on-site should contact the shelter manager, who should contact facility security and the PIO. The PIO should go to the area where the media were seen and have one of the designated spokespersons meet them. Security should be on hand in the event the media try to push their way into restricted areas. The PIO and spokespersons should point out the designated areas for parking, press conferences, and the restricted areas within the facility, as well as the next scheduled press conference time. If the media get out of control, the police in the on-site shelter command post should be called immediately.

Dealing with media on the phone. If calls come through the main switchboard of the facility, the person answering phones should transfer the call to one of the designated spokespersons for the

facility, who should address only questions pertaining to the facility and shelter operations. Callers asking questions regarding Red Cross or FEMA should be referred to those organizations' media contacts or corporate offices. The person answering the phone should never answer media questions regarding the shelter.

Drop-off locations for special appearances. During emergency shelter situations, many celebrities want to contribute, either by donating something to the residence or by making a special appearance. One location should be designated for all special appearances, through either a back door or dock area. The drop-off location should provide easy access and avoid crowds of people attending other events in the facility or heavy traffic areas.

Communication plan to include facility, Red Cross, and FEMA. The PIO should determine the Red Cross and FEMA media contacts. The PIO will inform them about all of the designated areas and the facility's plans for handling press conferences. The Red Cross and FEMA media contacts should let the PIO know of any planned media appearances or famous people who may be touring the shelter. The PIO will update the shelter operations manager at least daily on the media or more frequently if needed.

Joint Information Center (JIC). The JIC, which is part of the NIMS command structure, is responsible for coordinating the media efforts of all participating disaster response agencies including the mega-shelter. The JIC must be set in a private location away from the shelter residents, although it may be placed inside the mega-shelter. To ensure that all disaster response participants consider the public relations needs of the mega-shelter, the facility manager should designate a staff member to be a part of the JIC.



## RESIDENT SERVICES

When a facility becomes a mega-shelter, the evacuees looking for temporary shelter are to be cared for with professionalism, compassion, and patience; they are residents of the mega-shelter. Facility management, in conjunction with agencies such as the American Red Cross and in partnership with other volunteer organizations, provides services that are necessary for residents. Hurricane Katrina taught us that many people arrive at a shelter with no place to return. They are desperate to survive the situation they are in, but many simply do not know where to begin. Resident services is a means for displaced persons to achieve some routine in their lives, a way to communicate with those around them, and a way to set new goals.

### Disabled Residents

As residents arrive at a shelter, those with disabilities need additional assistance. Facility management must plan for their accommodations as they arrive. The Hurricane Katrina evacuation, unlike the Hurricane Rita evacuation, did not give much time for the mega-shelters to plan for separate special needs areas, although many of them do not have easy access to the dedicated dormitory areas. The facility manager should coordinate with the medical staff on-site to provide the services necessary for the residents with disabilities. Disabled residents may be separated into two categories: those with physical disabilities and those with mental disabilities.

Physical Disabilities. For the purposes of these guidelines, disabled residents are defined as those needing the assistance of a wheelchair, crutches, or help from another person (or service animal) to be mobile. The mobility of residents may be limited by what they have had to leave behind. For example, in a rapid evacuation such as the one for Hurricane Katrina, wheelchairs often were abandoned so that rescuers could save lives. Because wheelchairs are critical to the movement of residents with disabilities, it may be necessary to procure a wheelchair distribution partner. A distributor or nonprofit agency that supplies items to assist with mobility must be made aware that the items may not be returned, as the residents will need them when they return to normalcy outside of the shelter environment.

Special care may be needed for physically disabled residents in the following matters:

- Based on the facility's size, infrastructure, and capacity, separate access to the dormitory area may be necessary and must be included in the security plan.
- Residents with severe physical disabilities should be placed near the designated first aid area. Some residents may require medical assistance throughout the day.
- When meals are served, disabled residents must be notified. Many residents not only have a difficult time walking, but because of age they may not be able to remember when meals are served. Some elderly disabled forget to eat and forget where they are. Such disorientation occurs often after a tragedy.

- The facility staff should be advised to be compassionate and patient with disabled residents. They have suffered and are relying on others to help them.
- Residents with visual impairments or other major physical disabilities who require the use of service animals should be placed near an exit that allows them to take the animal outside as necessary for its safety, security, and well-being. It also is important to arrange with the local ASPCA for dog food to be available for those that need it.

Mental Disabilities. Persons with severe mental disorders will need to be placed in an area where they can be monitored. This often means placing them under observation in separate rooms within the facility (such as a locker room) where they can sleep, use the restroom, and have a shower. After a tragedy, family members often do not want to be separated, but in those cases where individuals are deemed by medical staff to require attention for their mental disorders, they may need to be transferred to areas where they can be better served. When families do not allow disturbed individuals to leave them, it is up to local law enforcement to determine if they will cause harm to another person or themselves.

## Employment

When looking for a way to provide routine and normalcy in their lives, residents will look for employment opportunities. Local employment agencies also are looking for workers. Because many residents do not have transportation to interview for a job off-site, placing agencies and the means for residents to look for jobs within the facility is a useful solution. Facility managers should be able to provide an area in the facility where applicants can be screened for various jobs. Managers have found that many residents are willing to work in jobs that are available in the facilities. Background checks required for employment should be done on-site. Some businesses will ask for Internet or phone lines to conduct their background checks.

## Interacting With Residents

Although alarming information may be reported in the media, it is important to remember that the vast majority of individuals directly affected by a terrible tragedy are without ulterior motives. Residents may arrive at a venue with only the clothes they have on and with no place to return. Some residents arrive with only small items that they can call their own. The facility manager should explain to the staff that when tragedy strikes, individuals react to the situation in different ways and with differing intensity. Depression, anxiety, fear, anger, and embarrassment are only a few of the emotions that evacuees may experience throughout the weeks that they are residents. As the residents arrive, the more they feel welcomed, the more those barriers are broken down. Each is to be met with compassion, understanding, and patience, just as facility management and staff would want to be treated if they were in that situation. Facility management must always recognize that the residents are people, and many will be friends.

Providing a safe and comfortable dormitory area is the key to a sound relationship with the residents. When they arrive, they attempt to create a comfortable, home-like area within their

new community, and, consequently they will prefer not to be moved. A routine is created by properly maintaining lights-out and quiet times, thereby mitigating fears and providing the feeling of stability—no matter how temporary.

Residents will recognize facility staff as their friends, and as they become more trusting in the community that has been established throughout the venue, they will not only introduce facility staff to family members and friends, but will provide valuable information regarding gang members or other troublemakers in the shelter.

## Laundry

A facility may be equipped with large laundry units that are used by a contracted sports team or a caterer, but those units will not serve the resident population of a mega-shelter. They do not have the capacity to provide around the clock service, and if those rooms are opened to the volunteers or untrained individuals, a potential fire hazard can develop because of lack of proper maintenance between loads. Several agencies and organizations are available to service the residents.

- Hotel partnerships may allow laundry to be picked up and returned in designated areas. Using separate, netted bags that have a waterproof band where residents can put their names is recommended. One can serve for sending white laundry items and a second for dark colors.
- Local veterans associations and veterans association hospitals in certain areas perform laundry services. They may be able to accommodate the load.
- A third option is to contact a local uniform service.
- Faith-based organizations are excellent sources of the labor that is required to collect and redistribute resident laundry.

## News Programs

The facility manager in coordination with the American Red Cross has the responsibility of providing the residents with access to news programs from both the area from which they were evacuated and the area in which they are currently residing. Local newspapers may offer to drop off newspapers and pick up those that are not used.

Setting up independently running screens in the venue, as listed in the Communications portion of *Mega-Shelter Best Practices*, will allow for controlled use and independently run TV programs.

## Pet and Animal Control

To maintain sanitary conditions within the dormitory area and throughout the shelter, it is important not to permit pets into the facility. City and county health officials will prohibit their entry unless they are working service animals. It is recommended that pets be taken to a covered parking facility, an exterior warehouse, or a separate covered structure that is not part of the shelter proper. The animals, too, have undergone stress, and some may not react well to being moved in and out if there is inclement weather.

Carrying out such a policy has its problems because a pet may be the only possession that a resident has left, and taking the animal away creates separation anxiety. In the mind of a resident, losing that pet now is preventable.

Sanitation. When setting up a covered pet shelter, facility management, in conjunction with the local ASPCA or animal control, must provide several necessities. The area requires running water, preferably with an attached hose, not only to provide water for the animals, but also to keep the area and pets sanitized. The area should be near a lockable container unit for storing pet foods, beverages, and medicines. Temporary fencing is needed to create a kennel system for pets. The ASPCA volunteers or the animal control staff that will be with the pets 24 hours a day need to be close to restroom facilities or to have access to the main shelter for breaks.

Numbers. The number of pets varies based on how early individuals are evacuated from an affected area. In the case of Hurricane Katrina, approximately 10 pets were brought by every 1,000 people. In the case of Hurricane Rita, however, a mandatory evacuation occurred several days before the hurricane struck, and approximately 50 to 75 pets arrived with every 1,000 evacuees.

Pet Check-in and Check-out. When a resident drops off a pet, a photo of the owner with the pet must be taken for purposes of identification and safety. The representative on duty lists the name of the owner, special instructions, and the pet's name. When the owner returns to visit his or her pet, the photo will help identify the owner and the pet. The owner will be asked if he or she is returning the pet or if owner and pet are leaving the shelter.

## Postal Services

The facility will receive mail for residents, agencies, and organizations. In turn, sent mail will go out in larger quantities than usual. Individuals who received services from the facility but are no longer residing there may still utilize the venue address and location to send and receive mail. It is advised that facility management should coordinate with the local postal service to establish a post office for resident use. The service will require a full storage area, phone and fax lines, and Internet connectivity. A temporary address and ZIP code different from the facility address and ZIP code will reduce confusion. If an on-site post office is not available, additional mailboxes, routing, and services must be established to accommodate the large quantity of items coming in and out of the facility. The following options can serve as locations for a post office.

- **A Parking Lot:** If the design of the facility permits, set the post office in a parking lot with a mobile unit located close to the residents' main exit and entrance. The post office may recommend the procurement of a mobile unit to store and protect mail properly. The mobile unit also will provide the necessary technological infrastructure that a post office needs to operate efficiently. By coordinating with their IT department, postal services can set up Internet connectivity and link it to their main branch.
- **An Interior Structure:** If a mobile unit is unavailable and a parking structure cannot be used, a windowed area is recommended. Both residents and those who are no longer residing at the facility can use a box office with exterior windows and interior offices.

Once a post office is established, signs should be posted clearly showing the residents' address and the hours that the post office is operational. Signage also should indicate that the U.S. Postal Service is the primary contact on-site for the shipping and receipt of packages. Mail that is received by the postal service may be redirected easily to the on-site post office. Mail that is not forwarded by the postal service, that is DHL, UPS, FEDEX, etc., will need a distribution point on-site since the Postal Service will not accept those packages. Deliveries to the residents should be made through the main shelter communications center or message center. Facility management must determine a timeline when uncollected packages will be returned to senders.

## Recreation

Recreational activities help to fight the boredom and frustration that are detrimental to the morale of residents. It is in their best interests, as well as those of individuals working at the facility, to offer pleasurable diversions from the problems at hand. They fall into three major categories: indoor activities, outdoor activities, and weekly entertainment.

Indoor Activities. Creating indoor recreational activities can be as simple as procuring board games, playing cards, books, and stuffed animals. On a larger scale, family movies can be played on independently run screens, and a game room with video games can be provided. If a video game area is set up inside, it is important to maintain a set time limit for each individual playing and a set time when the lockable room will be open and closed. A volunteer should monitor the area.

Outdoor Activities. The outdoor recreational environment is important for the shelter residents' well-being and mental health. They grow restless when they do not have the opportunity to go outside and enjoy themselves. The outdoor area should be large enough to provide a variety of activities, yet not so large that the area cannot be maintained by minimum security. Temporary basketball hoops, bouncing balls for kids and even sidewalk chalk will help individuals feel as if they are part of a community.

Weekly Entertainment. When a mega-shelter is expected to be open for more than a month, it is important to establish weekly entertainment. Local performers will contact the venue asking permission to present their acts to the residents. Family entertainers such as magicians, local bands, comedians, and even team mascots are recommended to visit the shelter. Friday night

shows help residents to wind down from trying to reestablish their lives. The set-up should remain simple; most performances will require the use of one or two microphones. The facility manager also can coordinate with the local parks and recreation departments and local children's clubs to provide recreational activities and entertainment to the residents. The facility may receive offers of donated items such as toys, games, books, and recreational goods and services.

## School Enrollment and Attendance

Most of the sheltered children will enroll in the local school district and most will attend schools during the day. Facility management needs to work closely with the local school district to assist parents who may not be comfortable letting their children out of their sight, even if it is for school. Both the school board and facility management must be sensitive to the anxieties of those who have been recently evacuated and possibly recently reunited with their families. In that spirit facility management should provide a location where school registration can take place, where parents can meet their children's teachers and administrators, and where parents can easily access buses picking up and dropping off students. Nurseries and day care areas may be set up for those who are too young to attend school, possibly staffed by day care workers who are willing to volunteer their time. Evacuated families who are seeking jobs and eager to establish a more permanent place to live may find work there after their credentials and backgrounds have been checked.

## Social Services

Lacking familiarity with the city, residents have to learn about the new place in which they find themselves. Maps should be made readily available, and facility management should provide information as to where basic social services are located. They include the following:

- Local transportation services
- School registration
- Job opportunities
- Banking needs
- Registration for local houses of worship
- Pharmacies and hospitals (if not able to provide for on-site needs)

The area of the facility designated for social services should not be located in the dormitory area but, instead, should be made accessible at an alternate location. Individuals not necessarily residing there also will utilize the services provided at the mega-shelter.

## Transportation

Many evacuees who arrive on buses or with good Samaritans may not have vehicles. Partnering with local shuttle services to provide transportation to bus terminals, rail stations, and hospitals is important to allow residents to function. Area schools will create a bus route for students. In instances where a shuttle service is unavailable, faith-based organizations may be able to utilize church buses to accommodate residents' needs.



## TRAFFIC

Organizing the traffic around a mega-shelter requires the cooperation of all work groups and staff members operating the shelter. When a shelter opens, a wide range of agencies, volunteers, good-hearted individuals, police, medical personnel, and, of course, media, attempt to access the grounds and thereby unintentionally overwhelm the streets around the facility. To keep traffic under control, the facility needs a proper plan made well in advance of the event.

The designated traffic coordinator and other members of facility management, the American Red Cross, and other agencies are responsible for developing such a plan. It must specify how vehicles access the facility and where they can be parked. Access should take into consideration designated entry/exit points, delivery locations, and emergency response areas; parking areas must be designated in accordance with the facility's layout and design, taking into consideration capacities and proximity to entrances at the mega-shelter. Parking locations and traffic routes may be the established locations used during regular facility operations.

All parking areas should be patrolled, and the streets around the venue should be staffed to facilitate the efficient arrival of staff and residents. Strategically placed police officers and parking operations staff members should be visible to the public.

Parking and traffic congestion is created by the following groups.

- Residents
- City/county officials
- Facility staff
- OEP staff
- Medical staff/EMS
- Police and fire departments
- Red Cross
- Faith-based organizations
- Volunteers/other charities
- Deliveries
- Community
- Media

### Traffic/Parking

Facility management should review the parking areas so that the coordination of traffic, parking, and security is organized, safe, and efficient. Staff, agency, volunteer, and, in many cases, evacuee parking must be organized. Parking configurations, capacities, and facility policies must be taken into consideration as facility management puts a plan in place for shelter management.

Staff, Agency, and Volunteer Access. Groups working in the shelter need designated parking areas that are convenient, safe, and well marked. Unlike facility staff members, independent agencies and volunteers are not familiar with the venue's parking facilities and, in an emergency, will need clear directions regarding how to find them. Parking should be predetermined for the following working agencies.

- Facility staff

- American Red Cross staff
- City/county/government officials
- Faith-based organizations
- General volunteers
- Medical staff

Community Traffic. As the media deliver messages to the public about the opening of a mega-shelter, the community reacts in a positive way. Individuals attempt to donate materials, food, and clothing to the shelter. Organizations such as major grocery chains and suppliers offer to provide goods. Other people volunteer to work on-site. As they maneuver into the facility's parking areas, they should be controlled to avoid becoming a safety hazard for the residents. For example, community traffic can be diverted by providing a location off-site that will accept donations. The American Red Cross frequently partners with other facilities not being used as shelters that will provide valuable assistance in collecting gifts from the community donation traffic. For example, in Dallas/Fort Worth, Texas Stadium (an open air stadium) accepted the donation traffic and organized the delivered goods in a parking lot with the assistance of organizations such as the American Red Cross, the Salvation Army, and of course local OEPs. The usable commodities then were distributed to shelters as needed.

Resident Traffic. Depending on the proximity of the disaster strike zone and the time of the evacuation, residents will arrive primarily by bus or by personal vehicle. Bus transportation is required when the residents are evacuated post disaster, as happened with Hurricane Katrina. On the other hand, Hurricane Rita evacuees arrived primarily by personal vehicle, which is typical for those who leave prior to the disaster. A mega-shelter must be able to accommodate both modes of arrival, which means providing areas that allow residents to be dropped off close to the doorways and having designated parking for them. People who are evacuated before a disaster occurs will take as many vehicles as they own to get their belongings and family members out of harm's way, thereby inflating the need for parking space. In short, a shelter with 1,000 residents in an evacuation prior to a hurricane will need parking for 1,000 vehicles.

Approved/Expected Deliveries. Deliveries that are expected are routed directly to a dock-like area of the facility. Dock management should have logistics and security in place to move and store items. If possible, food and beverage deliveries should be sent to alternate locations or to a different dock entrance around the facility. Deliveries, which arrive at all hours, need logistical management if the trucks arrive at the same time.

Donation Traffic. Good citizens attempt to drop off items at all times, making it easy for facility management to lose control of the streets and area around the venue. Without the proper placement of police officers, similar to that used during normal facility operations, citizens may take it upon themselves to establish a donation-site at the venue and attempt to direct traffic.

Media Traffic and Parking. During the first days that a shelter is operational, heavy media traffic arrives in all forms: satellite trucks, vans, and personal vehicles. All will require a clear path to the parking areas set up for media vehicles in the facility's parking plan. Placed close to the entry point to the press conference area, the areas should be barricaded or have police patrol to ensure

no one else parks there. A sign with a clock also should be posted in the parking area, as well as in the press conference area, to specify the next press conference time.

## **Street Signage**

Signage around the facility should not only direct traffic but also redirect unnecessary vehicles. As noted in the signage portion of the Communications chapter in *Mega-Shelter Best Practices*, signage should direct not only the residents but also the media and working staff to their designated parking areas and entry points. Directional signage to the collection point for donations also should be posted where vehicles enter the property.

## **Conclusion**

The purpose of the traffic best practice guidelines is to educate venues as to who should be allowed access to the property during a mega-shelter operation and how to accommodate them. The guidelines provide a designated traffic coordinator with the planning tools to develop a safe and organized environment in the streets around the facility.



## HYPER-CLEANING

Mega-shelter custodial services must rise to hospital standards to prevent the spread of infectious diseases. Matrons, porters, custodians, and housekeepers fulfill critical roles in maintaining these standards. Their efforts will help protect the health of shelter residents. The shelter environment relies on their expertise and hard work to maintain sanitary conditions.

Hurricane Katrina evacuees needed to be disinfected because of exposure to contaminated water. The proper disposal of contaminated clothing along with the availability of clean, sanitized showers in mega-shelters gave evacuees their first opportunity for personal hygiene and a clean place to shelter. This was an important step for them. From the outset, when resident expectations were met, a peaceful and secure environment ensued.

A properly executed hyper-cleaning program will enable shelter management to sustain sanitary conditions during the long-term shelter operation. Hyper-cleaning is not the normal and customary industry process. It is an intensive program of sanitation implemented to prevent contagion.

### Methods

An effective hyper-cleaning program involves health-care experts who typically work at hospitals and are responsible for sanitation. The Centers for Disease Control and Prevention also will provide expert advice. The CDC website ([www.bt.cdc.gov](http://www.bt.cdc.gov)) provides valuable information about infection control. Facility managers should contact the CDC and a local hospital to consult with outside experts on sanitation and disease control, to assist in the development of the hyper-cleaning program, and to train managers, crew supervisors, and custodians to hyper-clean a mega-shelter.

Hyper-cleaning requires cleaning agents that are used by hospitals, cleaning agents that are anti-microbial. Brands that are commonly used are Buckeye Terminator™ One Step Disinfectant and JohnsonDiversey Virex® II 256. The mega-shelter custodial staff uses the disinfecting cleaning agent to clean restrooms and showers as many as 12 times a day (once every two hours) during the initial phase of operations. The first seven to 10 days of shelter operations will be intense during a major disaster, and the ratio of shelter residents to toilets and urinals will be high.

The hyper-cleaning program consists of the following cleaning crews.

1. Cleaning crews will be posted at each restroom using a ratio of one person for every eight toilets/urinals. The crews' jobs will be to perform the normal and customary restroom cleaning that occurs for regular events.

2. Cleaning crews will circulate throughout the mega-shelter to hyper-clean each restroom once every two hours, throughout the day and night, cleaning the following surfaces, even when they appear to be clean:
  - Walls, up to eight feet high
  - Partitions
  - Doors and door knobs
  - Counters and face bowls
  - Mirrors
  - Floors, including around and in back of toilets and urinals
  - Trash cans inside and out each time the liner is changed
  - Complete cleaning of urinals and toilets, inside and out
  - Diaper changing station
  - Hand towel surfaces
  - Faucets

Urinals and toilets should be saturated with the cleaning solution. Not only should showers be cleaned 12 times each day, they also should have a permanent attendant who picks up dirty towels and excess water spills. Portable toilets are to be included in the restroom-cleaning program.

Hyper-cleaning also involves other areas of the mega-shelter. Those areas, which include the following, should be cleaned at least once a day.

- Hand rails, including escalators
- Door knobs and panic hardware throughout
- Water fountains
- Public telephones
- Walls, up to eight feet high
- Resident living areas
- Photocopier control panels
- Computer keyboards
- Floors and steps
- Exterior sidewalks near the facility

Custodians and housekeepers should be trained to handle trash cautiously to make sure that they protect themselves against hazards such as needles, blood, stool, and vomit. They should be given neoprene rubber gloves and gloves that are either KEVLAR® coated or thick leather. Tongs that are 12 inches long should be used to retrieve soiled items. Medical waste should be disposed of according to local medical waste requirements.

Sustaining a sanitized mega-shelter also involves the use of anti-bacterial soap for hand washing. It should be distributed throughout the shelter, especially in restrooms, showers, and feeding areas.

## Vomit Spills

Human fluids carry infectious disease and must be carefully handled to protect custodians and housekeepers. Vomit spills should be cleaned using the following procedures.

1. Use a bleach mixture or a disinfectant in the cleaning procedure. Use seven ounces of bleach to 2.6 gallons of water, or, in the case of a disinfectant, mix according to the manufacturer's instructions.
2. Rope off the area where the vomit spill is located. If the vomit spill is in a restroom, it should be temporarily closed until the cleaning procedure is complete.
3. Wear a mask, gloves, and a disposable apron.
4. Spray an appropriate amount of disinfectant on the vomit and then apply vomit powder to soak up the spill.
5. Cover with plastic and let sit for 10 minutes.
6. Use plastic to pick up the spill and place in a red biohazard bag.
7. Spray additional disinfectant on the affected area.
8. Allow to sit for an additional 10 minutes.
9. Place any towels that were used to clean the affected area in the biohazard bags.

## Special Guidelines for Cleaning Crews

Special instructions and training have to be provided to members of cleaning crews at the beginning of each shift even when crew members have been previously trained. The following guidelines should be included in crew briefings and training sessions.

- Use KEVLAR® gloves to handle red bags and trash from restrooms.
- Do not grab trash bags as they are falling. Pick them up after they have stabilized.
- Do not reach into spaces you cannot see.
- Use tongs to retrieve trash from difficult to see places.
- Do not bump trash bags against the body.
- Do not push trash down into bags.
- Use safety glasses when handling chemicals or liquids that may splash.
- Wash hands frequently.

- Call EMT for blood spills.
- Report any personal sickness to supervisor and medical clinic.
- At home, take a shower or bath and wash work clothes.
- Do not touch eyes, mouth, or nose with hands.
- Needles should be handled with extreme caution and disposed of in sharps containers.
- If stuck by anything sharp (needles, broken glass, etc.) report to supervisor and medical clinic.

## Conclusion

Every person in the mega-shelter, including residents, staff, and volunteers, is served by a facility that is properly maintained. The goal is to maintain health through sanitary conditions. Major disasters cause evacuees to work their way through traumatic experiences. By the time they are admitted to the mega-shelter, their immune systems may have been compromised. Their recovery program includes living in a facility that is sanitized and conducive to good health.

## FOOD SERVICE

Arenas, stadiums, and convention centers are major facilities designed to feed large numbers of people. Most are equipped with kitchens that are capable of preparing and serving meals for several thousand people at a time. Thus, they have the infrastructure and the kitchen and catering personnel to provide large number of evacuees with proper nutrition. During its use as a mega-shelter, the CAJUNDOME in Lafayette, La., served over 400,000 meals in the 58 days of its shelter operations. In the first 10 days alone, when evacuations were most intense, the CAJUNDOME prepared and served 6,000 to 7,000 meals three times per day, feeding not only the shelter residents but also recovery workers. Meals were made available 24 hours per day as evacuees arrived, day and night, in need of food and water.

During major disasters, resources will always be in short supply during the initial response and recovery phases. Mega-shelters that are close to the strike zone will not have adequate security personnel. Police officers and the National Guard, who will be called upon to execute the security program without adequate resources, will rely heavily on facility management to operate an efficient and service driven mega-shelter that meets or exceeds the expectations of its residents. Food service is facility management's best opportunity to show compassion and to respond to the most basic and fundamental of human needs.

Prior to Hurricanes Katrina and Rita, the American Red Cross used various nonprofit food service organizations to feed disaster evacuees. In the aftermath of these two hurricanes, these nonprofit organizations quickly were overwhelmed by the enormity of the demands placed on them. Major facilities had to activate their kitchens and catering personnel to fill the gap, becoming, in most cases, the sole provider of food services during most of the sheltering period.

Utilizing menu selections that are interesting, tasteful, and guest friendly will help relieve tension, calm people down and send a powerful message of hope from the mega-shelter's staff to the residents under their care.

### The Food Service Program

The food service program should be approached in the same manner as any other major event. Guest satisfaction should be the number one goal. It involves three basic principles:

- Provide shelter residents with nutritious meals that will help them regain and maintain their health throughout their stay.
- Offer menu selections that are interesting, tasteful, and satisfying; items that meet or exceed the expectations of shelter residents.
- Use courteous food service personnel who are friendly and attentive to the needs of the residents.

The food service program consists of three hot meals each day served at the following times:

Breakfast            7:30 a.m. to 8:30 a.m.

Lunch                11:30 a.m. to 1:00 p.m.

Dinner               5:00 p.m. to 6:30 p.m.

Meals for staff and volunteers should be served at locations separate from shelter residents to create shorter lines for shelter residents. Hand sanitizers should be available at the beginning of each service line. The service area should have at the least the minimum decorum to make the area look appealing and feel refreshing. Food service equipment, such as chaffers and ice bins, should be used to keep food hot and beverages cold. Beverages and snacks should be made available according to nutritional guidelines. Starches should be alternated and should include brown or wild rice as a more healthful choice. The CAJUNDOME provided the following selections in its daily menus over the 58-day shelter operation that included both Katrina and Rita evacuees:

### ***Breakfast Menus***

Grits  
Scrambled Eggs  
Bacon or Sausage  
Biscuits with Butter and Jellies  
Fresh Fruits  
Juice  
Milk

### ***Lunch and Dinner Entrées***

Chicken A La King with Rice  
Beef Stroganoff with Penne Pasta  
Chicken and Sausage Sauce Piquant with Rice  
Shrimp Creole with Rice  
Barbecued Brisket with Roasted Potatoes  
Sausage Jambalaya  
Meatballs and Marinara Sauce with Pasta  
Salisbury Steaks with Roasted Potatoes  
Chicken Fried Steak with Mashed Potatoes  
Barbecue Chicken with Beans  
Baked Chicken with Mashed Potatoes  
Stuffed Bell Peppers with Roasted Potatoes  
Chicken Fricassee with Rice  
Crawfish Stew with Rice

Veal Blanquette with Mashed Potatoes  
Fried Chicken Tenders with Macaroni and Cheese  
Meatball Stew with Rice  
Veal Sauce Piquant with Rice  
Beef Sauce Piquant with Rice  
Chicken and Sausage Gumbo  
Red Beans and Sausage with Rice  
Shrimp and Crab Étouffée with Rice  
Beef Burgundy with Rice  
Chicken Lasagne  
Cabbage Rolls with Roasted Potatoes  
Beef Lasagne

***Lunch and Dinner  
Fruits and Vegetables***

Corn Macque Choux  
Italian Blend Vegetables  
Sliced Carrots  
Tossed Salad with Assorted Dressings  
Mixed Vegetables  
Corn on the Cob  
Squash  
Peas and Carrots  
Green Beans  
Glazed Carrots  
Broccoli Spears  
Fresh Fruit

***Dessert***

Pudding  
Cake  
Cookies  
Peach Cobbler  
Apple Cobbler  
Fruit

## *Beverages*

Tea, Unsweetened  
Diet Soda  
Regular Soda  
Bottled Water  
Juices  
Coffee  
Milk

The food service organizations that contracted with the American Red Cross were not equipped to provide such a diversified menu over a long-term sheltering operation that fed thousands of people. Such operations are suited for disaster responses that are positioned in the field or at smaller shelters feeding evacuees in the early stages of response. In the first three to four days of sheltering operations at the CAJUNDOME, they provided canned meals for lunch and dinner and local grocery stores donated breakfast items.

## **Nutritionist**

Many residents will enter the shelter with diabetes, high blood pressure, renal failure, and other medical complications that require special nutrition. Mega-shelter food service personnel should consult with a nutritionist to include enough diversity in their food program to accommodate all shelter residents, including those who are suffering with health problems. Proper nutrition will supplement the efforts of the medical clinic to restore and maintain a healthy shelter population.

The following guidelines were presented by the CAJUNDOME shelter nutritionist for use when preparing meals:

- Use low or very limited sodium
- Avoid heavy seasonings and spices, use sparingly
- Trim meats of excessive fats
- Include only the minimum of fried foods
- Use low fat and low carbohydrate planning when selecting menus
- Avoid canned or excessively processed food items
- Include fresh fruit in at least one meal daily
- Include cereal items in one meal daily
- Include fresh vegetables in at least one meal daily
- Include only one dessert item in one meal daily
- Avoid distribution of candy or excessive sweets
- Make whole grain alternatives available
- Make water available all day and night
- Avoid carbonated beverages after 8:00 p.m.

- Utilize standard ingredient portion sizes
- Keep variety of menus on a rotation basis
- Establish standard meal service times
- Avoid serving food after 8:00 p.m., when possible
- Require all residents to sanitize hands before entering the food service line
- Meet or exceed hospital sanitation standards in service line cleanliness
- Require all employees handling or serving food to wear approved gloves

## Volunteers

The food service operation is labor intensive over the long-term sheltering operation. Acquiring sufficient labor is a big challenge. Food service is an excellent place to send local citizens who volunteer to work in the shelter. They can be integrated easily into the food serving lines.

Food service may need to rely on local food clubs until it can gear up with all of the needed personnel and food inventory. Many corporations and civic groups have cooking teams with fully equipped kitchens on portable trailers. When food service finds itself in a bind, they can be a welcome alternative.

## Inventory

Food supplies and soft supplies will need to be accurately anticipated. The difficulty lies in the lack of information coming from the office of emergency management. Inventory requirements will in many cases be based on facility management's speculation as to shelter demands from day to day and week to week. In the early stages of a major disaster, food service has to place food orders in sufficient amounts to accommodate known shelter populations, such as workers, National Guard, security, and volunteers, along with the unexpected arrivals. It relies on the American Red Cross and the shelter manager to provide good estimates of the next day's population so that meal preparation can be started with at least a one-day's notice. After the first 2-3 weeks of sheltering, more reliable information is likely to be forthcoming.

Additional food and ice storage may have to be established using refrigerated trucks in the parking lot.

## Conclusion

Mega-shelter food services are a major, intense operation requiring comprehensive planning, substantial labor, and product. They perform a tremendous service that complements other elements of shelter operations including security, medical, and resident services. Facility

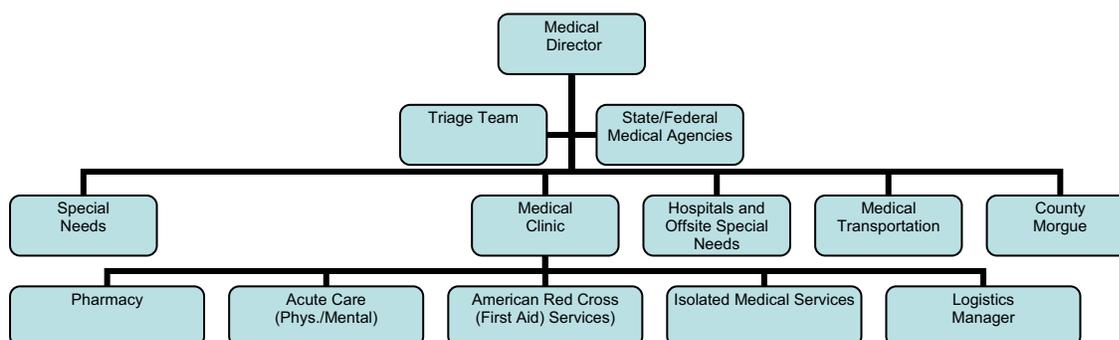
managers should not underestimate the critical role of food service in providing for the overall well being of shelter residents.

## MEDICAL SERVICES

Major disasters that require arenas, stadiums, and convention centers to serve as mega-shelters require a medical response that is much more significant than the typical facility event. Thousands of evacuees who are transported to the mega-shelter require medical care that can be provided only by a well-organized response, first from within the local medical community and then by state and national responders. The closer the mega-shelter is to the strike zone, the more challenged the local medical community is to provide the medical resources that are needed at the mega-shelter.

In the initial phases of the disaster response, hospitals and other medical service providers are overwhelmed. They have tremendous difficulties meeting the needs of the evacuees. Medical facilities are unable to accommodate the hundreds of evacuees coming from the strike zone who require acute medical care that is usually provided by specialized medical units such as hospitals and medical clinics. To accommodate the overflow, special needs shelters have to be established, and these may include the mega-shelters.

Mega-shelters require an intense, organized response from the local medical community. The response starts with a mega-shelter medical director who directs and coordinates the on-site medical response and resolves bureaucratic policies that impede it. The medical director, who reports directly to the facility manager, is an integral part of the medical team composed of local and regional medical responders. The on-site mega-shelter medical team consists of the following components.



### Triage Team

When evacuees arrive at the mega-shelter, the medical team has to perform triage before the patients leave the buses. Medical specialists use the following color codes as assessments to determine where to send evacuees:

- **Red:** In need of immediate medical care that requires transport to hospital emergency services utilizing emergency medical transportation.

- Yellow: In need of medical care, but is in no immediate danger and can be serviced by the mega-shelter medical clinic.
- Green: Medical needs are minor and can be serviced by the American Red Cross mega-shelter first aid station.

## State/Federal Medical Agencies

During the mega-shelter operation, several state and Federal agencies will assist the local medical team. These agencies include the following:

Federal and state departments of health and hospitals  
Federal and state departments of social services  
Federal and state departments of public health

These agencies will integrate their support services into the mega-shelter medical organization that is supervised by the medical director. The agencies will provide immunizations to the residents and the shelter staff and volunteers.

## County Morgue

Major disasters present tremendous challenges for storm victims who are in the strike zone. They exhaust significant energy to stay alive and help their family, friends, and neighbors survive. Many will find themselves fighting for survival for several days without food, water, and medical care. The need for rescue response may be so overwhelming that all first responders can do is deposit storm victims in a safe area for transportation to shelters. Triage and medical care may not occur in the strike zone. Storm victims who are in critical need of medical care may not get the attention they require until they reach the shelter. For some it may be too late. During the response to Hurricane Katrina, some buses transported storm victims who were alive when placed on the buses in the strike zone but were deceased when they arrived at the shelter.

## Medical Clinic

The medical clinic provides for the physical and mental health of the evacuees. The following medical specialists make up the clinic's staff:

- Primary care physicians
- Nephrologists
- Obstetricians/gynecologists
- Ear, nose, and throat specialists
- Pediatricians
- Optometrists
- Orthopedists
- Psychologists

- Mental health counselors
- Nurse practitioners
- Physician assistants
- Nurses
- Emergency medical technicians
- Dentists

The medical clinic also has pharmacists who establish an on-site pharmacy and manage the distribution of medications in the clinic and the shelter.

The American Red Cross operates the mega-shelter first aid station, which responds to routine health services. Patients who require acute care are referred to physicians in the medical clinic.

The medical clinic staff includes a logistics manager who is responsible for securing the extensive medical equipment to be used in the clinic and elsewhere in the mega-shelter. The medical clinic logistics manager works closely with the mega-shelter logistics manager and the procurement officer.

## Pharmacy

A pharmacy has responsibility for collecting medical supplies, pharmaceuticals, sharps, and dispensing agents. The bulk of these supplies will be used to treat the shelter population and in some cases the off-site affected populations, as well as volunteers and support staff. These supplies should be closely supervised at all times.

## Special Needs Section

The mega-shelter may require a special needs section where evacuees are placed after triage or medical clinic services. It treats residents who are medically stable but need more medical attention than the general shelter population. These individuals may be transferred to other appropriate facilities in the community such as nursing homes and group homes.

The special needs section will be operated by medical specialists who are separate from the medical clinic and report directly to the medical director.

Residents suffering from the following conditions are appropriate for placement in the mega-shelter special needs section:

- Uncontrolled Type I and II diabetics, whether insulin or non-insulin dependent
- Insulin-dependent diabetics who need help administering insulin
- Uncontrolled hypertension
- Residents with psychiatric problems who may decompensate if put into the general shelter population

- Residents requiring oxygen, CPAP, BiPAP, nebulizer (on a regular basis), or another medical device requiring electricity
- Residents with mobility problems
- Residents with any condition that REQUIRES controlled substances
- Residents requiring wound care who need close monitoring in case their condition worsens, making it necessary to transfer them to a hospital
- Residents, especially children, with mental retardation or other developmental delay (e.g. autism or Down syndrome).who require help with activities of daily living or who may decompensate if placed in the general shelter population

Residents with the following conditions are inappropriate for special needs and should be sent to the general population:

- Controlled Type I or II diabetics who are able to administer their own insulin/oral meds (Red Cross is capable of keeping syringes, glucometers, and insulin and allowing the diabetics to use and dispose of them in their presence)
- Residents with any other chronic medical problem that is controlled and who are able to administer their own medications
- Residents dependent on narcotics (narcotic withdrawal is not life-threatening.)
- Residents with stable psychiatric problems with little danger of acute decompensation.

The following residents are inappropriate for special needs and should be sent to the hospital:

- Residents who are medically unstable and in need of specialized medical care that is not available at the mega-shelter
- Residents with an abscess or severe cellulitis
- Anyone who is acutely psychotic, suicidal, or homicidal

## Hospitals and Off-Site Special Needs Shelters

Once evacuees have been through triage, they may be transferred to hospitals for emergency care, to off-site special needs shelters, or to special medical facilities such as dialysis centers. The medical director maintains close coordination with off-site medical services to remain current with evolving medical demands and the capacity of off-site medical service.

## Isolated Medical Services Section

The mega-shelter will continuously face the potential of infectious diseases spreading through the resident population and the shelter staff and volunteers. Medical clinic personnel may use a section of the mega-shelter to isolate patients who have certain infectious diseases to prevent the possible contamination of the shelter population or the community at large. This area has to have separate ventilation, separate sleeping quarters for the patients, and separate bathroom facilities.

The following procedures should be used to minimize the spread of infectious diseases:

- Reinforce the use of standard precautions—especially hand washing—throughout the mega-shelter. Make sure there is a reliable supply of soap and clean water in areas where health staff members have contact with patients suspected of having an infectious problem.
- Make sure adequate supplies of protective clothing are available.
- Set up a temporary area that is separate from the rest of the facility where patients can wait to be seen by health-care workers. Also, use this area for patients who have been seen by a health-care worker and who are waiting to go to the isolation area. Make sure the temporary admissions area contains a supply of protective clothing, buckets with disinfectants in them for collecting disposable waste, and disinfectants for cleaning and disinfecting spills of infectious materials.
- Identify a family liaison person from the health-care staff who can spend time with families to answer questions and provide information about patients' symptoms. If family members help provide care when relatives are in isolation, they must be instructed regarding how to use protective clothing when they are with the patient in the isolation area. Families need help with arrangements for cooking, washing, and sleeping.
- Designate a separate area of the building for placing patients with the same disease together in a single isolation area. Select and isolate a toilet or latrine for disposal of disinfected patient waste and other liquid waste. If possible, arrange for a separate HVAC unit to allow for respiratory isolation of this population.
- Restrict access to the area of the building set aside as the isolation area. Set up walkways from the temporary area to the isolation area by tying ropes along the walkway and hanging plastic sheets from them.
- Prepare a list of health facility staff authorized to enter the isolation area. Station a guard at the entry to the isolation area who has the list of authorized persons. The guard

will use the list to limit access to the isolation area to authorized health facility staff and, if necessary, a care-giving family member.

- Provide the guard with a sign-in sheet for recording who goes into the isolation area and the time of entry and departure.
- Prepare a large quantity of disinfectant solutions each day (bleach solutions and detergent solutions). Store the disinfectants in large containers. Ask the cleaning staff to change the disinfectants when they become bloody or cloudy or when the chlorine odor is no longer detectable.
- Obtain additional patient supplies. Make sure each patient has a bed and mattress or sleeping mat. Designate medical equipment for use with each patient (for example, a thermometer, a stethoscope, and a blood-pressure cuff for each patient if needed). If there are not enough items available to provide one per patient, be sure to clean and disinfect the items before use with the next patient.
- Make sure schedules are carried out as planned for collecting, transporting, and burning infectious waste daily. Make sure that burning is supervised and that security of the burning site is maintained.
- Initiate community education activities for the remainder of the population.

Two infectious diseases that may require isolation are the Norwalk virus and infectious diarrhea/bacterial gastroenteritis. The Norwalk virus is an example of a human calicivirus that is a common cause of epidemics of acute gastroenteritis, with diarrhea, stomach pain, nausea, and vomiting lasting 24 to 48 hours. It spreads by person-to-person contact or through contaminated food and water.

Infectious diarrhea/bacterial gastroenteritis is another example of infectious disease requiring isolation. It is a diarrhea that is related to an infection secondary to bacteria, viruses, or parasites. Bacterial gastroenteritis is an inflammation of the stomach and intestines caused by bacteria or bacterial toxins. The infection is usually acquired by eating or drinking contaminated food or water, often raw poultry, fresh produce, or unpasteurized milk. It also can be acquired by close contact with infected people or animals. There is an incubation period of two to four days before symptoms occur and symptoms generally last one week.

## **Waste**

Any solid or liquid waste generated in the diagnosis, treatment, or immunization of residents needs to be treated as medical waste. These products generally fall under the guidelines of infectious agents such as human pathological wastes, human blood and blood products, used or

unused sharps (syringes, needles, and blades), human and animal waste, and certain isolation waste. Agents include but are not limited to:

- Blood-soaked bandages
- Culture dishes and other glassware
- Discarded surgical gloves - after surgery
- Discarded surgical instruments - scalpels
- Needles - used to give shots or draw blood
- Cultures, stocks, swabs used to inoculate cultures
- Lancets - the little blades used to prick a finger to get a drop of blood

Additionally, the following human body fluids can be agents: semen, vaginal secretions, cerebrospinal fluid, synovial fluid, pleural fluid, pericardial fluid, peritoneal fluid, amniotic fluid, saliva in dental procedures, any body fluid that is visibly contaminated with blood, and all body fluids in situations where it is difficult or impossible to differentiate between body fluids.

Sharps are instruments that are used to puncture, cut, or scrape body parts and that, as waste, can cause punctures or cuts to solid waste handlers or the public. Sharps are a restricted waste according to state and local regulators and must not be disposed of in the regular waste stream. This stricture is interpreted to mean that any instrument that looks like it is meant to be used in this manner must be disposed of as sharps waste. The sharps definition includes, but is not limited to, the following items:

- Hypodermic or suture needles
- Syringes (with or without the attached needle)
- IV tubing with needles attached
- Lancets
- Scalpel blades
- Glass pasteur pipettes
- Microtome blades
- Dental scalars
- Blood vials
- Razor blades

Such items must be disposed of in an authorized sharps container that is leak proof, rigid, puncture-resistant, and made of durable plastic. It is red in color and equipped with a tight-fitting

lid for use during handling and transport. The proper disposal of sharps instruments in the medical clinic will reduce the risk of infectious diseases spreading in the mega-shelter.

## **Conclusion**

For many victims of major disasters, mega-shelters will be their first opportunity to receive medical attention that could be life saving. The closer the mega-shelter is to the strike zone the more challenged the medical community will be to secure sufficient resources for an adequate response. All of the elements that make up the medical response at the mega-shelter need to be coordinated through a centralized medical system that is led by the mega-shelter medical director. Facility managers should designate this person well before the storm season. The medical director needs to establish all medical response elements well in advance so that an organized and properly resourced response can be provided.

## COMMUNICATIONS

Maintaining open communication with the all governmental, nonprofit, and volunteer agencies that are working within and for the good of a mega-shelter is extremely important. It requires working with all entities and creating information sources that will assist facility staff and associated agencies with the operation of the shelter. State, county, and city agencies work to provide information and resources for the shelter. However, it is important not to limit communication devices to those used to conduct business. As normal communications procedures become fully operational, additional communication devices must be available. For example, a mass installation of telephones, television sets, and networking devices will be necessary to serve the needs of the working staff and the residents as well. When a facility becomes a shelter, many different methods of communication are employed to inform residents about policies, procedures, what is going on, and what is to come.

Coordinating communication in a mega-shelter is a large task. This document will provide the information necessary to develop a communications plan and to put in place methods for speaking not only to agencies working within the shelter, but for communicating with the shelter residents as well. For specific information regarding media relations and communication with the media, refer to the Media Relations portion of these guidelines.

### Procedures

Shelter Log. A shelter log is a record of what happens in a facility during the sheltering period. The facility manager will designate a primary historian who is responsible for compiling information for it about policies, procedures, events, and personnel involved in the operation of the mega-shelter. It becomes a resource for future reference. The log also serves as a means for staff to learn from what occurred in the shelter and provide that information to other facilities. Data to be recorded in a shelter log include but are not limited to the following:

- Daily activities
- Personal stories and experiences from staff members incorporating both struggles and rewards
- A calendar of events
- A list of the most important individuals in the operation of the shelter
- Main phone numbers and contact information for agencies and volunteer organizations

Phone List for Emergencies. Facility management should create a comprehensive list of contacts that may be needed in case of emergencies. Like an emergency procedures manual, it will include the names of and other pertinent information about working agencies and organizations that are involved with the shelter process. Each facility should already have established emergency procedures that include an emergency contact list. In addition, a facility also should have the information about the contacts listed below:

- Facility manager
- Facility operations director
- Event services manager/events management
- Engineer
- Security director and supervisors
- First aid-paramedics (facility)
- City fire department contacts
- City fire marshal contacts
- City EMS contacts
- City police department contacts
- Emergency electrical services
- Emergency sewer and water
- Office of emergency preparedness/office of emergency management
- Weather/time
- American Red Cross facility contact
- American Red Cross public relations officer/director
- American Red Cross governmental liaison
- Joint operations center main line
- 24-hour pharmacies
- Main hospital contacts
- Faith-based organization contacts
- Amateur radio contacts

Phone and Building Communications. Management should conduct facility communications as usual, continuing communication by radio and telephone. When a facility becomes a shelter, additional interaction among agencies and organizations such as the American Red Cross is the key to good management. Identifying a joint operations center in the facility and maintaining the means of communication with individuals is a primary goal. To facilitate communication throughout the facility, several radios should be available for the use of JOC members.

Phone communication for the JOC and the facility is interactive. Most JOC organization set ups maintain a set of ring down phone lines as a main contact into the JOC. Each organization represented in the JOC will have individual phone lines when they are available.

The facility's main phone line will be inundated with calls from individuals looking for loved ones, offering assistance, listing jobs, and donating goods. The following guidelines are helpful when dealing with the public:

- As people call looking for loved ones, telephone operators must be sympathetic and offer as much information as possible. They may need to calm distraught individuals or listen to them vent their frustrations.
- Facility management must continually update the information that is provided to the phone operators.

- Instructions on how to contact the American Red Cross public relations person on-site must always be available to the phone operators.
- The facility should establish a ring down system if and only if the staffing is available to provide the public with information.
- The individuals answering the telephone should never discuss information with the media. Information provided by phone regarding any persons must be used with discretion. The facility media coordinator and facility manager should be notified of any information that the media or the JOC wants to know.

Computer and Internet access must be provided. Most OEPs communicate through e-mail because they can disperse information faster through the Internet. When available, wireless services that are expandable to accommodate the large number of organizations that will utilize the Internet, including the JOC, should be provided. The organizations include the following:

- Office of emergency preparedness/management
- American Red Cross
- Police
- Fire
- Additional security officers—National Guard or State Guard
- Medical contacts
- EMS contacts
- FEMA
- Regional governmental liaisons

Signage. Facility signage and display signage fall into two major categories: (1) interior signage, which includes all directional signage inside a facility, and (2) exterior signage, which includes all directional signage in the parking facilities and on the exterior of the facility proper. All signage should be clear and maintained. Depending on the area that has been evacuated, translations of the messages may be not only appropriate but essential. As a shelter opens, facility management should establish temporary signage quickly in order to maintain the safety and efficiency of a shelter.

*Interior signage:* includes but is not limited to the following examples:

- Assistance: information for residents about whom to contact and how to get help
- Medical services: includes dental, optical, and basic services
- First aid
- Main entrance and exit: helps displaced residents find their way to the Smoking Area
- IDs: required at all times
- Registration: the location of the Red Cross and facility registration centers
- Media area: maintained in an area that will not disrupt the dormitory
- Prohibited items

- House rules: created with the American Red Cross
- Post office location and hours
- Message center: communications center
- Phone locations and instructions
- Computer access and instructions
- Main services locations: job opportunities, FEMA, school registration
- Recreation area and rules
- Area closed/off Limits: at least a dozen signs needed to promote the safety of the residents
- Not an exit: at least a dozen signs needed to promote the safety of the residents
- Quiet time and lights-out time

*Exterior Signage:* includes but is not limited to the following examples:

- Staff entrance: ID required
- Prohibited items list
- House rules
- Delivery locations and operational times
- Residents' entrance
- Hospital/pharmacy entrance
- Metal detectors in use
- Not an exit: at least a dozen signs needed to promote the safety of the residents
- No donations accepted
- Donations accepted at (off-site location)
- No trespassing
- Resident parking
- Staff/agency parking
- Volunteer parking
- Next press conference time

Press Conferences. Facility management should, space and layout permitting, designate a preset press conference area inside the facility. As mentioned in the Media Relations portion of this manual, the area should be located away from the dormitory area to prevent any media from gaining unauthorized access to the residents. One to three individuals from the facility may be designated as spokespersons. The American Red Cross will provide a trained and informed public relations person to run the press conferences. He or she will coordinate with facility management regarding any information that should be distributed to the media. For space requirements and basic set up, refer to the Media Relations portion of this manual.

Amateur Radio Clubs. In the event that a facility is in the path of a storm or other event that will not allow for communication by mobile phone, landline, or Internet, facility management must be prepared to bring in amateur radio clubs/ham radio operators to assist with the communications of a facility. Ham radio operators, who are licensed by the government, maintain more privileges than users of CB radios. Although ham radios cannot broadcast to the

public, they can provide important emergency information and weather conditions to those in a shelter and the JOC. Most operators have and provide their own equipment and contacts.

The facility manager should coordinate with the OEPs to identify local radio operators and determine how they are activated. Most cities and counties, have an activation system and protocol. Facility management also can visit the website [www.hamdepot.com](http://www.hamdepot.com) to find the local ham radio operating community. For example, the organization in the city of Dallas, RACES (Radio Amateur Civil Emergency Service) is activated by the county fire marshal's office. Ham radio operators should be provided space within the JOC in case they are called into action.

Joint Operations Center (JOC). Because the JOC focuses on coordination of all participating agencies and the facility, the facility manager should designate a knowledgeable staff person to serve as a member of the group. JOC can provide supplies and services to residents, as well as coordinate the assistance of labor companies and volunteer organizations. The JOC must be located in a private space away from the residents but at a central location within the facility that can accommodate the technological needs and privacy of its members. It is important for all participants to understand and know the resources of the facility and for the facility to know the resources of the agencies.

Shelter Communications Center. Evacuees need to be able to communicate with their friends and family. Facility management should set up several locations that allow residents to utilize phone banks, Internet services, and local print media.

Communications Centers can be divided into three main groups: phone communication centers/phone banks, Internet communication centers, and message centers.

- Facility management should set up phone bank locations in the dormitory area of the shelter and in the services area of the shelter. Many individuals who do not require a place to sleep will still utilize the phones and shelter services. A phone bank may be a simple plywood construction with telephones attached to it to allow more phones to be brought in. Guidelines for calculating the number of locations and phone lines state that 24 phones should be set up in each phone bank location when shelter capacity is approximately 1,000. An additional 24 phones should be added for each 1,000 residents. Signage in the area should indicate courtesy time limits, dialing instructions, area code information, and emergency contact information.
- A computer communication center should be placed in areas of the facility that can be locked or close to an area where the computers can be stored overnight. Signs that indicate the Internet usage rules and courtesy times must be posted in the area.
- A main message center for the residents should be set up in a central location. This area should be close to the dormitory area but not in it. The center will be used for residents to drop off messages and receive announcements through, preferably, a small PA system. Residents will need a message center for posting notices, letters, and other information. It is important to designate the location as individuals not residing at the

shelter also will want to post notes. The posted message center location should be a large wall, dry erase board, or chalk board that will not be damaged by tape.

Technology. Facility management will set up communication devices for both the residents and for the working staff and agencies. Telephones, Internet, and in some areas wireless Internet will be set up. Communication tools also include large television screens to display specified news channels and family channels.

## TECHNOLOGY SERVICES

### Background: Hurricanes Katrina and Rita

Shortly after Hurricane Katrina devastated the Gulf Coast, major facilities were quickly activated as mega-shelters, requiring quick solutions to shelter problems involving technology, data management, and telecommunications.

At the time of Hurricane Katrina, New Orleans was integral to the Gulf South data and telecommunications infrastructure that serviced a multi-state region. Because of the serious damage Katrina inflicted on the Gulf South system located there, the use of data and telecommunications was severely restricted at several major facilities that became mega-shelters. In turn, the load on non-damaged systems that were located outside of News Orleans grew significantly. The increased demand manifested itself in busy signals, dropped calls, lost communication, and data transfer complications. These service reductions resulted in inefficient relief efforts, including those at mega-shelters.

Service reductions also hampered the efforts of hurricane evacuees when they tried to communicate with family members or friends. The situation was exacerbated when Hurricane Rita devastated the western Gulf Coast.

Data and telecommunication failures affected mega-shelter operations in the following ways:

- Most of the private and local volunteer groups that supported the mega-shelter operation relied on the Gulf South data and telecommunications infrastructure and were consequently unable to utilize their local phone systems, local cellular systems, and their local data transmission systems.
- The telecommunications infrastructure of local, state, and federal governmental agencies is usually based on a system that includes complex point to multi-point communications. These connection types were either disabled or destroyed. Those that were not damaged were time consuming to integrate into the shelter network infrastructure.
- Much of the equipment and many computers, phones, faxes, etc., that were required by various groups and agencies were either non-existent or were set up for a particular task that did not fit the current mission or the technology infrastructure of the mega-shelter. Technology directors faced the following problems at some of the mega-shelters:
  - The American Red Cross had computer equipment with access codes that their users did not know. This lack of information limited the ability of the mega-shelter technology directors to change computer settings to integrate their computer technology into the network infrastructure of the shelter. Each time a turnover

occurred, the technology director had to retrain Red Cross volunteer replacements on the use of the mega-shelter technology.

- The National Guard did not know their access codes and their system was not compatible with some mega-shelter video surveillance technology.
- At one mega-shelter, FEMA set up a resident processing center using 50 tablet PCs that were designed for individual users in remote field locations. The processing center required the computers to be networked, but the FEMA equipment was incompatible with a network infrastructure. The technology director was able to service their needs but only after running several hundred feet of cable. FEMA was relying on a wireless network capability that could accommodate only 8-12 users. It was inadequate for 50 plus users.
- Medical personnel at some mega-shelters did not have any communications or computer equipment. They relied on the mega-shelter for all of their technology needs, including notebooks for e-mail and record keeping and cell phones with local prepaid SIM cards.
- Technology directors also had to interface the technology of law enforcement with the video surveillance system of the mega-shelter.
- Due to the dynamic nature of shelter data and telecommunication needs, technology directors had to incorporate a universal and expandable telecommunication scheme.

Technology directors relied on the outpouring of community support by local, private, and corporate entities. Local technology companies and individuals contributed countless hours and resources, which made the relief effort successful. Data and telecommunications solutions were enhanced further by the generosity of a number of national companies, which donated or supplied much of the hardware and technical support for many of the systems instituted in the relief effort.

## Looking Forward

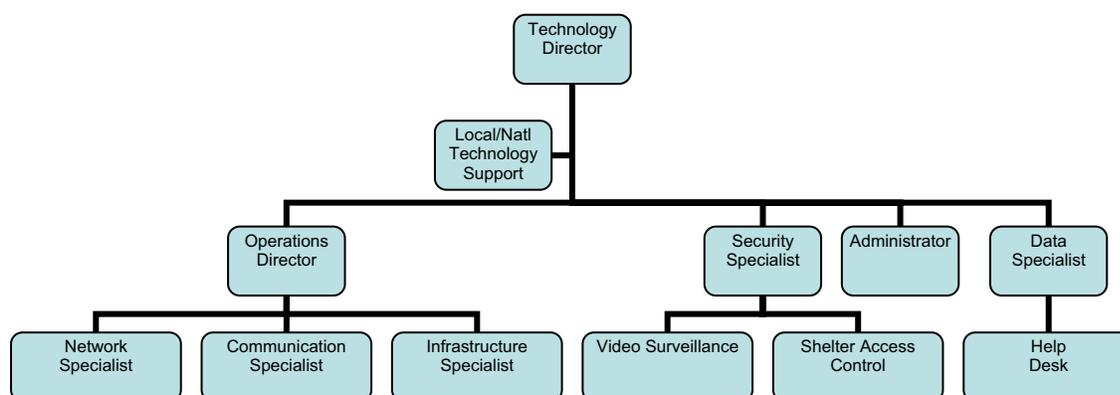
In preparation for the next major disaster, the following actions are recommended:

- Establish local and national resource pools for equipment and personnel prior to disaster.
- Establish point of contact for federal and local agencies.
- Prequalify individuals and groups for technology resources.
- Define a billing protocol and work order system.
- Duplicate shelter network infrastructure for repeatability.
- Upgrade older technologies for dynamic growth.
- Compare solutions from other shelters for improved success.
- Determine that network core switches have capacity for 50+ VLANS (virtual networks).

- Have stand-by core switching hardware available in case of failure.
- Have extra stock of single and multimode fiber of varying lengths for those shelters with a fiber infrastructure (for video and data feeds).
- Have extra stock of copper patch cables of varying lengths for those shelters with a copper infrastructure.
- Use an inventory identification tagging system that clearly indicates the purpose of equipment and the entity that it serves.

## Organization Chart

The following organization chart is based on lessons learned in the technology area using the experiences of Hurricanes Katrina and Rita:



Technology Director (TD). The technology director reports directly to the facility manager. The TD handles all aspects of the design, purchase, and implementation of technology used to serve the needs of the shelter. The key responsibilities are to manage the departments in the technology division and to interact with major technology companies that provide equipment and technological support. Such interaction may involve filtering out equipment that is not compatible, or it could involve working with companies to fill in technology personnel shortages that exist in the shelter. The technology director also interacts with outside agencies such as FEMA, Red Cross, National Guard, and local/state agencies to determine their technology requirements. When outside agencies need technology, they go to the technology director. In addition, the TD must assess the resource capacity within the shelter to determine where the technology gaps are.

Some organizations and state agencies have their own technology directors. FEMA, Red Cross, and National Guard, for example, each have a person designated. Others that do not will require the mega-shelter technology director to service all of their needs. Some organizations will make requests for equipment and services that the technology director must assess to determine if they are within the capability and capacities of the facility. If they are beyond that capacity, the technology director has to bring in equipment from the outside. If agencies bring in their own equipment, the technology director has to make sure it is compatible with existing resources.

Operations Director. The operations director reports directly to the technology director. He or she oversees, creates, and distributes work orders and sees that they are executed. The operations director also serves as a liaison with other technology groups, working to ensure a synergy among the other members of the team.

Administrator. The administrator reports directly to the technology director. He or she documents the network and records all of the services that are provided. The administrator's job, which is non-technical, involves keeping track of orders so that there is sufficient back up for invoices. The administrator also is in charge of scheduling, billing, placing orders, and returning phone calls.

Network Specialist. The network specialist reports directly to the operations director. As an expert in design and implementation of the network topology, he or she has to manage the support team of network assistants and monitor the work of the network. The network specialist maintains the integrity of the network, e.g., by making sure its firewalls are sound.

Communications Specialist. The communications specialist reports directly to the operations director. He or she handles all aspects of telecommunication including voice messages, e-mail, text messaging, and radio, which requires working with outside communication companies, e.g., AT&T, Sprint Nextel, Cingular, and others involved in delivery of communication services in the shelter. The communications director monitors and maintains the health of the system to make sure agencies and individuals inside the shelter can communicate effectively. Another major responsibility is to interact with other department heads in the technology division to service work orders from other agencies as they are received from the operations director.

Infrastructure Specialist. The infrastructure specialist reports directly to the operations director. He or she is responsible for all physical infrastructure of the network, e.g., installing antennas, running cable, and moving equipment.

Data Specialist. The data specialist reports to the technology director. He or she is responsible for all software integration, which involves assessing the resources and needs of all agencies as they arrive to make sure their software is compatible, followed by a determination of what information is going to be shared among agencies. The job also includes supervision of the help desk. The team of the data specialist is in the field responding to problems.

Security Specialist. The security specialist reports to the technology director. He or she is responsible for protecting all aspects of network security, surveillance, and access control.

Consequently, the position involves designing video security and informing police officers as to what is available. It includes supervision of the video surveillance specialist, who determines what video equipment is tied into the network, and the access control person, who is in charge of shelter access, e.g., registrations, ID badges, and possibly even RFID badges.

## Technology Tips

The following technology tips are based on the experiences of technology experts who have been responsible for in-house mega-shelter systems:

- Local technology companies can provide the technical expertise and workers needed at a shelter to respond adequately to technology demands. The demands will far exceed the capability of the in-house technology staff. Local support will be critical.
- A clearly documented path for outside technology companies should be defined and distributed to all information desks. In some cases, an outside technology company may begin work without anyone knowing, which can lead to confusion and may cause duplication of efforts. All outside technology companies that donate time or equipment must agree to follow a process that clearly defines their role in the mega-shelter.
- The RFID (Radio Frequency Identification) badge system or a bar code identification system should be used to account for people as they enter and leave the mega-shelter. Currently, a bar code system that uses scanners at entry and exit points is under development for mega-shelters. RFID technology is currently available.
- A technological process to prequalify people is needed to control who is ordering materials or using equipment. Unknown people should not be allowed access to equipment. One bad person could damage the whole system. All equipment (desktops, notebooks, copiers, faxes, etc.) should have one distribution “checkout” point. Sufficient volunteers or staff are needed to account for and document each piece of equipment, its intended destination, and its purpose.
- Local resources and people who know the technology in the facility are of great help. Because every facility is different, each mega-shelter must take advantage of what is local. It is important to have systems that local people can handle. The technical staff of the mega-shelter is the best resource. Because they know the building and its capabilities, they can save time and money.
- In some cases, the mega-shelter’s switching or network equipment may not support the many requirements of agencies. Facility technology staff should be on-site to gauge the performance of the network. For large groups, such as hospitals and the Red Cross, a separate VLAN or a dedicated circuit may need installing. Some agencies may have wireless equipment that does not require any resources from the mega-shelter.

- The much expanded telephone system will require multiple closets. It is not feasible to centralize all of them. In some instances, it may be necessary to install an additional telephone switch to supplement the existing switch. In some cases, the existing switch may not be able to handle the call volume.
- The question of costs and payment for honoring requests for technology assistance following Katrina and Rita has not yet been satisfactorily answered. Many services were provided on a voluntary basis, but “hard” costs, such as cabling, notebook computers, and switches, cannot be easily absorbed. When an agency such as the Red Cross makes requests that exceed the facility’s capacity, the technology director has to rely on outside sources to meet its needs, leaving the question of who pays for goods and services. During Katrina and Rita, technology companies such as Cisco and SunSystems Worldwide donated much of what Red Cross needed. At some mega-shelters, neither FEMA nor the Red Cross paid for any of the technology they used during the relief efforts. Efforts should be made to get a memorandum of understanding before another national disaster occurs. The alternative is to get FEMA (or other agency) to sign off on work orders, or otherwise refuse to render the requested service or materials.

## Technology Protocols

The following technology protocols can be used as a checklist to prepare for the mega-shelter operation:

1. Verify the emergency phone tree.
  - a. Verify numbers.
  - b. Contact employees and advise them of their status on the call list.
2. Establish internal network service.
  - a. Make daily back up tapes.
  - b. Make local back up documents.
  - c. Have corporate network back up documents.
  - d. Disseminate working copies of the following reports.
    - i. Operations
    - ii. Service desk reports
    - iii. Request orders
    - iv. Trouble logs
    - v. Assignment logs for dedicated, ISDN and IP addresses for Internet services
    - vi. Marked and coded electrical show floor plans
3. Determine maximum capacity for the network.
  - a. Number of ports
  - b. Equipment inside (PBX)
  - c. Circuits
  - d. Number of fiber pairs
  - e. Number of copper pairs

4. Plan network expansion.
  - a. Create a second network if needed.
  - b. Determine phone carriers and turn up additional trunks.
  - c. Determine circuit carriers for additional bandwidth.
  - d. Determine computer companies for computer donations to establish data service for evacuees.
  - e. Choose vendor for two-way radios and satellite phones.
5. Establish a policy for bringing multiple technology vendors onto the network.
  - a. Develop vendor approval process.
  - b. Establish requirements for protection of the existing network.
  - c. Create a process for vendors to establish service and connect to existing network.
  - d. Create communication flow chart that includes all stakeholders in technology network.
6. Create and issue a list of suppliers and vendors with contact information.
7. Meet with administrators to coordinate services for all agencies coming onto the technology network.
  - Meet with each agency to determine technology needs and create their order for services.
  - Identify agencies providing core services and connect them through the infrastructure.
  - All other agencies should be connected to the network through the floor.
  - Extend an agency's own circuits where possible.
8. Expand technology services staff by recruiting employees from other centers.
  - a. Make housing and travel arrangements.
  - b. Plan staff schedule for tech assistance 24/7 on-site utilizing three eight-hour shifts.
9. Establish on-site network operations center when possible with vendor engineers.
  - a. Cisco
  - b. Air Magnet
  - c. Solarwinds
  - d. Nortel
  - e. Avaya
10. Establish free wireless system for tenants with Wi-Fi capability.
11. Order supplies to include:
  - a. Telephone instruments
  - b. CAT3/CAT5 cable
  - c. Tape
  - d. Network hubs
  - e. RJ11 and RJ45 ends

12. Once the emergency network is in place, create the following master lists:
  - a. Master IP list
  - b. Circuit info list
  - c. Wireless VLAN list
  - d. AP install info
  - e. Sensor install info
  - f. Server, switch, router info
  - g. PBX info
  - h. T1 and circuit ID list
  
13. Establish communication procedures.
  - a. Hold daily meetings with key personnel.
  - b. Hold shift change meetings for technology services personnel.
  - c. Send daily e-mail to key personnel to provide updates.
  - d. Obtain an organization chart from key agencies and the facility.
  - e. Establish e-mail and voice mail distribution to broadcast messages to key personnel.
  - f. Review emergency warning signals and what they mean.
  - g. Obtain a copy of the building's emergency plan and procedures.
  
14. Establish evacuation procedures.
  - a. Phone numbers
  - b. Emergency contact information
  - c. Floor plans
  - d. Designated primary and secondary escape routes and meeting locations
  - e. Special instructions, such as
    - i. Relatives that may need assistance
    - ii. Medication requirements
  - f. Employees' important documents
    - i. Driver's license
    - ii. Birth certificates of children
    - iii. Medical records
    - iv. Passport
    - v. Social Security card
    - vi. Locations and maps to the closest hospital or emergency clinic
  
15. Establish manual operation procedures and back up electronic documents with hard copies each day.
  - a. With all the reports, trouble logs, work orders and additional on-site show activity for the day, the remote site would continue taking orders manually.
  - b. All new orders should be coded as normal with services requested, numbers assigned and monies collected noted on hard copy. The new orders are to be filed in the show file so they can be input when the order entry system program is restored to service.
  - c. Customer Service will assign telecommunication services utilizing one or more of the following four methods for number assignment (after first verifying with Operations before distributing the number to the customer):

- i. For DID numbers, start with the highest available DN number in the remote center's block of numbers and work backwards. (If the block of numbers at the center is 8000 to 8999, then start with 8999.)
- ii. Dedicated line log
- iii. ISDN Circuit log
- iv. IP Address assignment log
- d. The new order will be processed as follows:
  - i. A copy of the coded contract is to be given to the Operations Department for processing and installation.
  - ii. The Operations Department will verify with Customer Service the phone number assigned.
  - iii. Operations will write on the contract the date, time, and who completed the order and give Customer Service a copy of the completed contract.

16. Establish procedures to resume standard operations.



## AMERICAN RED CROSS RESPONSIBILITIES

The American Red Cross (ARC), a nonprofit organization that responds to disasters, is a major partner in operating a mega-shelter. Locally run, it is accustomed to dealing with small events. Although local chapters may seek assistance from the regional or national offices in the case of large disasters, it is not accustomed to working with large event facilities that have organizational, logistical, and crowd control skills. Its shelter operations manual, for example, is primarily focused on converting an empty warehouse or building into a shelter. Consequently, when Hurricane Katrina left thousands of people living in arenas, stadiums, and convention centers, ARC did not understand that such facilities generally operate many of the services (security, housekeeping, catering, etc.) described in their manual.

Not only did Hurricane Katrina involve record numbers of displaced persons, it also required mega-shelters to remain open for a much longer period than usual. ARC responses are more typically requested for events of shorter duration, such as apartment fires and tornados. As a result, Hurricane Katrina, one of the largest natural disasters in American history, overwhelmed the Red Cross, leading it to review its policies and procedures for coping with a long-term 24-hour operation involving large numbers of evacuees.

The purpose of this document is to document the responsibilities of the ARC, including their life safety training and procedures manual. Since facility management will operate the mega-shelter in conjunction with the ARC, in contrast to relinquishing control of the operations to ARC, this information can be used to establish a more coordinated partnership between the two agencies. Understanding how the ARC operates will help to create a good partnership during the mega-shelter operations, thereby serving the residents better.

### Procedures

The ARC mega shelter responsibilities are similar to those of facility management. However, the ARC is better suited to run the operations of the dormitory, provide information and support to residents, interact with the media, and work in detail with the government. Local ARC chapters have employees and volunteers that provide such functions. The director of emergency response, the chapter president/director, the governmental liaison, and the public affairs officer all work within the guidelines of the ARC to provide meaningful responses to any disaster. For example, the governmental liaison works to establish partnerships with local, county, and state governments to disseminate information regarding the disaster and secure much needed resources. Similarly, the public affairs officer (or public relations officer) is trained to respond properly to the media.

The shelter manager of the local chapter, who may be an employee or a volunteer, is responsible for setting up the shelter. The ARC provides information to him or her that lists the positions to be filled. The duties include the following:

- Registration and credentialing

- Distributing items to residents
- First aid services in coordination with medical clinic
- Information desk (otherwise known as information services)
- Communications
- Dormitory management
- Resident services

Registration and Credentialing. The ARC has the primary responsibility for registering evacuees who need assistance at the shelter. Currently it has a basic set up of one or more tables with several volunteers who help individuals fill out paperwork to register for shelter services. In smaller operations, the usual paperwork is enough to identify who and where everyone is in the shelter. However, with Hurricane Katrina this system was quickly overwhelmed. In some shelters, registrants received a wristband, but wristbands were quickly duplicated or purchased by local homeless to access the facility. Some tried to enter wearing lost or broken wristbands. It has been suggested that a wristband with the ARC logo or other information placed on it would be less easily duplicated. Quick photo IDs to identify the residents and evacuees seeking assistance are another alternative. Currently the ARC is looking into automating its system to determine more accurately who is in a mega-shelter.

Because the ARC registers all individuals seeking assistance, it has records of who is in the shelter. When family members call looking for missing relatives and loved ones, and others come to the shelter looking for them, they are directed to registration and credentialing to look through the information with ARC representatives, although in a disaster such as Katrina, it is difficult for the paperwork to match up with the individuals in the shelter. Those who do not find the person[s] they seek should have their names taken by both facility management and the ARC to be announced at the main message center when most of the residents have returned for the evening.

Distribution. The ARC assigns a person or persons to an area called “logistics” where items such as clothes, diapers, toothpaste, and feminine products brought to the facility for the residents’ use are distributed. The ARC catalogs all items that are delivered to the area and taken out of the area. This designated area in the facility should not be located in the dormitory area, but should be easily accessible. The ARC is prepared to staff the logistics area to dispense items as they are needed 24 hours a day.

First-Aid Disaster Services. Trained staff from the ARC provides or collaborates with other agencies to supply first aid to the residents. In the case of Hurricane Katrina, residents arrived needing immediate first aid and medical assistance for their injuries.

Information Desk. See Resident Services below.

Communications. The ARC has trained public relations representatives who are paid staff members, not volunteers. Because they know that they must provide as much information to the public as possible to create a good atmosphere around the shelter, they are able to field questions from the media and conduct press conferences. However, it is important to understand that the ARC has a tiered system of public relations representatives. Some are permitted only to work

with local media, and some are partnered with national outlets. Others are certified by the ARC to speak to all media. When discussing the running of the shelter, facility management should determine with the ARC who can speak on behalf of the shelter to all media and work with these individuals to make sure the right messages are delivered. Understanding the local ARC procedures will help to identify what needs the facility PR person will serve. Maintaining good communication throughout the shelter operation is important for efficient operations.

The following communications projects and events are often found in a mega-shelter:

- *Press Conferences:* As with most facility events, the customer, the ARC, runs the press conferences and media promotions. The press conferences are important in maintaining positive public opinion.
- *Information Desk:* As keeping the residents informed contributes to their well-being, the ARC staffs an information desk at the main message center in the facility to provide information to them. The ARC also will survey the volunteers and establish contacts to determine who speaks different languages and can assist with translations.
- *Shelter Newsletters:* It is not uncommon for the ARC to set up shelter newsletters, and this is a project the facility can contribute to. That is, the ARC public relations representative and the ARC governmental liaison can work with representatives of the facility to produce an informative newsletter for the residents.
- *Announcements:* The ARC will have many public announcements for the residents, including but not limited to missing persons, credit card distribution, shower times, and general information. The ARC should ask facility management if anything needs to be added before starting their announcements.
- *Signage:* The ARC will have general signage printed and made for the facility that announces information regarding the house rules, the main entrance, registration locations, and facility services locations. Although ARC has a standard list of information and signage that it uses to help residents in a shelter, it will need to be supplemented with facility signage. The facility manager will need to explain the fire code regarding the placement of signs, direct where the signage goes within the facility, and provide additional signage and information.

Dormitory Management. See Resident Services below.

Resident Services. The ARC is focused on providing goods and services to the individuals affected in a disaster. Some of those most often found in a mega-shelter include the following:

- *Childcare:* The ARC will convert an appropriate interior space (as opposed to those on the outer parts of the facility) into a childcare area. It also will provide volunteers to watch the children. This service allows the residents to leave the facility during the day to look for work or a permanent place to live.

- *Dormitory Management:* Spaces are designated by the ARC for use by specific groups. The intent is to make the living/sleeping areas as non-threatening as possible. For example, areas are set aside for families with small children, single men, single women, the elderly, the infirm, and displaced families. The ARC works with the previously mentioned distribution area to keep the residents supplied with goods that are needed for daily life.
- *Head Counts:* The ARC conducts head counts of those served in the meal lines, those registered during the day, and those sleeping in the facility. The ARC gives that information to the facility as requested by the facility manager. Head counts of people sleeping in the facility are made approximately an hour after lights out.
- *House Rules:* Volunteers place signs listing the ARC rules used for the management of the facility. They also should include the facility's house rules. The information provided by both includes but is not limited to prohibited items, lights-out times, courtesy rules, food service times, and requirements of entry.
- *Information Dissemination:* News is important to residents. The shelter manager appointed by the ARC has the responsibility of disseminating information to them. Directional signage for the interior of the facility, directional signage on the main roads around the facility, main entrance and exit signs, and house rules are all standard postings for a mega-shelter. The ARC and shelter manager also will make announcements at the main message center regarding ARC family services, credit card distribution, local job opportunities, and personal needs of family members or lost children. Additional information that the ARC provides to the shelter residents includes the next steps in the shelter process: when the shelter may close, where the residents will be sent for more permanent housing, and when more opportunities will be made available to the residents. The ARC also can collaborate with local television and video providers to give updates about evacuated areas. Doing so is important because sometimes residents see a friend or family member on the broadcasts.
- *Recreation:* Because living in a mega-shelter can become monotonous and frustrating to the residents, it is important for the ARC to coordinate with the facility manager to provide an area where residents can safely participate in recreational activities. In addition to the donated books, coloring books, handheld video games, and larger video games available inside the shelter, it is also important to have an area where residents can participate in athletic recreational activities. The ARC and/or the facility can team up with the local city parks and recreation department to place quickset basketball hoops or volleyball nets in a secured outdoor area. The hours that the recreation areas are open should be announced and posted throughout the facility.
- *Resident Packets:* When possible, the ARC in conjunction with facility management creates three different resident packets: supply packets, infants and children's packets, and information packets. The first, containing items such as toothpaste, toothbrushes, soap, shampoo, feminine products, and hand sanitizer, are distributed from the logistics area of the facility. Both the facility management and the ARC will see what supplies the residents need as they enter the mega-shelter. The information packet, compiled by facility management working with the ARC, contains items such as maps of the area, printed materials about how

to find jobs, and facility information, e.g., contact people for assistance in the facility and, of course, the house rules.

- *Shelter Meetings:* In addition to newsletters, announcements, and other communications efforts, residents need to be able to ask questions and talk to the people they are depending on for assistance. Shelter meetings give them a way to understand the process they are going through as well as hear about the “next steps” and the options they have. The meetings also are times for the residents to give information to the ARC and facility management regarding the shelter operations. The ARC, in coordination with facility management, should determine when the shelter meetings routinely occur. The meetings should take place in the main dormitory area where most people can gather, which may be the same location as the main message center. Using the same area reduces confusion about where to go for information.

## Structure and Organization

Volunteers. The ARC is a volunteer organization that trains people to work in disaster services. Without the efforts of the volunteers, the ARC would be unable to perform the services needed.

- *Individual Volunteers:* Although the ARC shelter manager, public relations manager, and governmental liaisons are permanent employees, volunteers serve in most of the positions that are needed in a shelter, including supervisory jobs. The ARC requires that volunteers be certified by taking classes and having background checks prior to working. Typically, a volunteer is trained in a specific task or service that is needed in a shelter rather than in general facility management. With Hurricane Katrina, the need to get individuals in place as rapidly as possible led to a crash-training course. A high turnover of volunteers is common in a long-term mega-shelter, making volunteers who stay throughout the entire operation especially helpful because they have a better understanding of the operation.
- *Credentialing and Screening:* All ARC volunteers are credentialed. Each is given either an ARC sticker with his or her name on it, or, in the case of volunteers who are already in the system, a badge. Facility management should keep the volunteers entering through a designated entrance separate from the residents’ entrance so that those who show up on-site to be processed can be screened there. They must fill out the appropriate ARC forms and be processed by certified ARC staff and volunteers.
- *Command Structure:* The ARC is a national organization with strong local and regional chapters, and local chapters can create the partnerships needed in the areas that they are currently servicing. ARC has over 800 local chapters, the larger ones located in major cities such as Dallas and New York City. There are eight regional headquarters, and the national headquarters is located in Washington, D.C. The goal of the regional headquarters is to make sure that each local organization continues to provide quality services and recruit volunteers. The regional headquarters also are responsible for moving resources among chapters. Local chapters respond to a disaster first, followed by regional chapters and then the national headquarters. In a large disaster the local chapters

remain the first responder, but the evaluations are done on all levels in order to provide the volunteers and resources needed.

- *Shelter Command Structure:* The person in charge of operations, the shelter manager, reports to the chapter director at the chapter office. Volunteers reporting to the shelter manager have individual responsibilities. Shift supervisors reporting directly to the Shelter Manager cover the following hours: 7:00 a.m.-4:00 p.m., 3:00 p.m.-12:00 midnight., and 11:00 p.m.-8:00 a.m. Staff members responsible for registration, logistics/distribution area, disaster health and mental health, information services, and dormitory management are available during each shift and take directions from both the shift supervisor and the shelter manager.

Media Relations. The ARC prefers to have all correspondence with the media forwarded to the public relations or public affairs officer. Within the ARC national structure some individuals are certified to talk to the local media, some are certified to talk to the national media, and some are certified to talk to both. It is they who determine the most opportune times to hold press conferences or short interviews.

- *Local Media:* Facility management should coordinate with the ARC to have individuals ready to respond to the local media. Dissemination of accurate information helps to keep the public from creating negative opinions or reacting in ways detrimental to the operations of the shelter. The facility public relations director needs to maintain a good relationship with the local media to keep the public aware of the safe and secure shelter operations.
- *National Media:* The ARC should coordinate with facility management to respond to the national media. Because the ARC has contacts with the national media, it will be the most prominent and, in many cases, the only agency talking to them.
- *Press Conferences:* The ARC should coordinate with facility management to have press conferences set up in logical locations. The ARC public relations officer is the primary contact during the press conferences. In the first week, the media want to discuss operations with the facility director and other city officials. Facility management should notify the ARC public relations officer prior to holding any press conference.

## FACILITY STAFF

When a facility is placed in the position of serving as a refuge for victims of tragic events, it is important to prepare the staff and contractors for the atmosphere and procedures of shelter operations. As the methods used in disaster relief services are not the same as those the staff is accustomed to, they are not likely to be familiar with them nor with the feelings that often accompany them. By providing resources to deal with the personal and professional needs of the staff during relief efforts, facility managers can establish a more positive employee environment.

This document will inform facility management how facility staff may react to becoming disaster relief workers and how to prepare them for that role.

### Procedures

Staff Support. During shelter operations, facility staff members are relief workers who provide care for individuals who have been directly affected by the disaster. In that capacity they hear (and personally react to) the stories and emotions of the evacuees, who are looking for ways to express their own emotional responses to the tragedy. Staff members, who are exposed to the problems caused by the disaster until the mega-shelter is closed, react in a variety of ways. Some become angry that people had to go through such a tragedy; others feel sorrow for the victims or grow depressed at their situations.

Symptoms of secondary trauma, also known as compassion fatigue, are not unusual among disaster relief workers such as firefighters, police officers, EMTs, and strike zone volunteers. They also may appear among facility employees, e.g., a change in personality may be a reaction to what a worker sees and hears. These effects may be temporary, but in some cases counseling may be needed to help people deal with the images and stories of what occurs during and after a disaster such as Hurricane Katrina. Human resource representatives and medical contacts can assist in finding counselors and therapeutic activities to help facility employees cope with their experiences in the shelter. Many only want to tell their own stories about what they felt and went through. At the very least, employees may react by trying to do too much and experience burnout. At such times, it is important for facility management to provide ways for employees to vent their frustration, take breaks, and relax.

After the mega-shelter closes, some employees find it difficult to slow down. Several days of transition may be needed to allow them to return to normalcy. Information about sources of stress and its management can help employees, as well as their families, understand and deal with coming to the end of the heightened emotional state created by the disaster and its aftermath. Such information may include the following:

- Suggestions about taking a few days of rest before returning to their normal daily activities

- Explanations of how to deal with grief, anger, and depression
- Reassurance that these symptoms are temporary as long as those affected are allowed to rest

Stress Management. Because of operating the facility 24 hours a day in a highly emotional and problem-filled atmosphere, facility staff members are subject to high levels of stress. They not only have to accommodate the needs of the residents, but they also work with other agencies and volunteer organizations whose procedures may differ from their own. Some individuals are more seriously affected by stress than others. Management can implement a number of practices to help employees handle stress levels effectively. Among them are the following:

- Hold regular building meetings to reassure employees that they are doing a good job.
- Provide employees with as much information as possible to give them a better understanding of what is going on.
- Restructure management's way of thinking (if necessary) to provide a positive atmosphere.
- Give employees breaks from the sources of their stress, e.g., radios and phones.
- Help employees keep their emotions under control.
- Make sure that facility management and employees are taking care of themselves.
  - Encourage facility employees not to miss meals.
  - Encourage staff members to discuss their feelings with close family members.
  - Encourage facility employees to get enough rest away from the shelter.

After the disaster relief efforts have ended, it is important to have an open debriefing to allow individuals to express the emotions they felt during the operation. Because the purpose of the session is not to place blame, all should be asked to bring with them a list of at least three good outcomes from the disaster.

Compassion and Sensitivity. Katrina taught many lessons. One is to be compassionate and sensitive to those directly and indirectly affected by the disaster. Facility management should be cognizant of the fact that residents may have been separated from their loved ones or may have walked into the shelter with nothing more than the few items they had left in their hands, making it important for shelter workers to consider their feelings.

Residents have not chosen to live in an open space, nor have they chosen to depend on others for food, shelter, and clothing. Consequently, some of them will be angry and embarrassed about the situation they are in, making it important to listen and to understand their

feelings. Facility staff members can help to make them less defensive and more comfortable with their situation by following these guidelines:

- Residents will be protective of their belongings. Therefore, staff should try to move them as little as possible. Because residents will not want to move when the area is to be cleaned, it is important that they be given ample time to do so.

If a resident mentions something personal to a staff member, it is important not to discuss that information in the dormitory area with another person. In the shelter setting all communications with residents should be considered confidential, should be guarded carefully, and should be repeated only in appropriate settings."

- Do not be afraid to say hello and welcome evacuees into the building as residents. This is a simple but meaningful act. Some working staff (volunteers included) may be wary of being too friendly with residents, but welcoming them contributes to their overall well-being.

Language Banks. Evacuees from large disasters like Hurricane Katrina speak a wide range of languages. Prior to any disaster, therefore, the human resource manager should begin to make a file of available foreign-language speakers, beginning with a survey of the facility staff to find out what language skills they have. Although speakers of many different languages may be needed, the most frequently requested translations are Spanish, Vietnamese, and American Sign Language. Local partners, including faith-based organizations, agencies, and police, can help to identify available translators. The list may need to be a long one, as the shelter is a 24-hour a day operation that will possibly be maintained for a month or more.

The culture and needs of the shelter and the capacity and design of the facility will largely determine the location of the translators, but frequently they are housed in the main communications and message center with a sign identifying their availability. For example, for Spanish speakers a sign should be posted saying "*En Espanol*," indicating that they can find translators at that location.

Safety. To promote safety in the shelter, the director of safety and security should follow the steps outlined in the Security portion of these guidelines. Facility managers should inform the staff of several guidelines to follow as they are working in the shelter:

- All staff should be credentialed.
- All staff should enter through an entrance separate from that of the residents.
- Although employees and contractors may become close to the residents, they should not invite individuals into their homes.
- The potential for residents to get sick in a mega-shelter is great. The close quarters promote the spread of illness. Resting when needed and washing one's hands will help to deter the

spread of some illnesses. Facility management should distribute hand sanitizer to be used in the office areas and in the cafeteria areas.

- Residents with diabetes use needles on a regular basis. To guard against punctures from unseen needles, all staff members should be advised not to push down the trash when cleaning the facility. In addition, management should provide thick gloves to keep cleaners safe.
- When unlawful activity occurs, the facility staff must inform the facility manager the director of safety and security immediately.
- Safety and security are particularly important in areas that are isolated from the public. On rare occasions, residents may hide in the stairwells, restrooms, or showers. Regular, but random, patrols of such areas are required.
- During the evening (when lights are out), those on patrol should employ the buddy system and work in pairs as they go through and check areas of the facility.

Work Schedules. During the first week of mega-shelter operations, the facility will be running with most of the staff in place 24 hours a day. After the major push of getting residents into the safety and comfort of the facility, a routine develops. Because the evenings are quiet, staffing can be cut back to a minimum, although basic staff is required overnight.

Basic maintenance and HVAC staff should be in place 24 hours a day to monitor the systems and maintain a comfortable environment. It is important to note that elevators, lights, and plumbing that are turned off or go unused when no event is scheduled will receive a much heavier workload than usual. Therefore, these items will need servicing more often than on a regular preventive maintenance schedule.

Since the facility will have more communication equipment set up during the day, IT directors and their staffs must be present. Additional forklift drivers also are necessary.

Although some responsibilities may be separated by the day and evening shifts, at all times the EMTs and an ambulance should be on-site for emergency transports. A facility medical contact may assist with the placement of EMT staff and selection of the medical staff.

Staff members who should be available during the day are the same as those that would be on duty at a full house event. Once a daily routine is established, the following management staff, or their designees, should be available from 6:00 a.m.-6:00 p.m.

- Facility manager
- Operations manager
- Housekeeping manager
- Catering manager
- Public relations managers

- Events manager
- Security manager
- Medical liaison/director

The main responsibilities during the evening are maintaining the facility for the safety and comfort of the residents, counting the individuals who are in the facility, and restocking the facility for the day. The following management staff or their designees should be available from 6:00 p.m.-6:00 a.m.

- Facility night manager operations
- Night manager housekeeping
- Night manager
- Night manager security
- Night manager

The evening gives the facility staff some time to reset the building--that is, restock, store, count, and repair items.

Daily Routine. Most of the planning for the shelter operations occurs during the day when fully staffed agencies are at work. Evacuees who are utilizing the services of the mega-shelter but are not sleeping there arrive during that period. Because most of the press conferences and news reports occur during the day, most of the celebrities and visitors requesting access to the facility arrive during late morning and early afternoon. It is important to have people on hand who can work with the media and with city and county management. Deliveries and traffic will be heaviest throughout the afternoon.



## KATRINA and RITA MEGA-SHELTER STATISTICS

To develop some perspective about the magnitude of running a mega-shelter operation, this section of *Mega-Shelter Best Practices* will present some statistics drawn from the CAJUNDOME experience during Hurricanes Katrina and Rita.

The CAJUNDOME opened as a shelter on August 30, 2005, and closed as a shelter on October 26, 2005, an operation of 58 days. Some 18,500 evacuees were processed through the shelter. The average daily attendance fluctuated from 5,000 to 7,000 the first few weeks and tapered off to an average of 1,200 in the last couple of weeks. About 75 percent of the shelter residents were from Hurricane Katrina. The balance were from Hurricane Rita.

The shelter also provided sleeping quarters for several military units including the 82nd Airborne from Fort Bragg, N.C., and other Army units from Ft. Hood, Texas. Some of the American Red Cross workers, medical volunteers, and National Guard soldiers who were assigned to work at the shelter also took residence there. Their numbers averaged about 30 per night. Many had off-site sleeping arrangements.

### Shelter Capacity

The CAJUNDOME has a 13,500-seat arena and a convention center that has 38,000 square feet of exhibit space, 12,000 square feet of pre-function space and 12,000 square feet of meeting room space. The arena has first level retractable seating. When it is not extended, there are 40,000 square feet of flat space. The arena also has 8,400 square feet of meeting room space. The second and third levels have 8,621 permanent arena seats.

The Hurricane Katrina disaster required the use of every available space in both facilities. In addition to the areas listed above, all of the concourses, hallways, and some exit corridors were used. In the early stages of the disaster, the choice was made to save lives even though some fire codes were compromised. Because of this experience, the CAJUNDOME has defined two types of mega-shelter capacities: one is for normal sheltering conditions, and the other is for extraordinary disaster conditions that require use of maximum capacity to save lives. The latter requires fire marshal approval, which was provided in the early stages of the Hurricane Katrina disaster.

The following table provides the mega-shelter square footage allocations for the CAJUNDOME when the entire complex has been activated. The capacity for shelter residents is calculated using 40 square feet and 20 square feet per resident. Resident capacity in the fixed (permanent) arena seating area is based on one person for every 4.5 seats, which amounts to approximately 20 square feet per person. Twenty square feet can be used for short-term sheltering. Forty square feet are strongly recommended for long-term sheltering. Resident capacity in the permanent seating area was based on 20 square feet per person, which equates to 4.5 seats per resident. The permanent seating area should not be used for long-term sheltering.

A total of 209,567 square feet of space is available for shelter operations. Fifty-four percent (54 percent) is available for residents and the other 46 percent is available for various support services that include the following:

<b>Support Service Areas</b>	<b>Square Footage</b>	<b>Portion of Total Space</b>
Administrative support	11,502 sq. ft.	5%
Resident services	17,462 sq. ft.	8%
Medical	9,500 sq. ft.	5%
Staff sheltering	4,135 sq. ft.	2%
Food services	20,300 sq. ft.	10%
Restrooms and showers	22,000 sq. ft.	10%
Storage	12,000 sq. ft.	6%

Based on 40 square feet of space per shelter resident in the flat areas of the arena and convention center, the resident capacity is 4,747. This includes 1,930 residents in the permanent seating area. At 20 square feet, the resident capacity increases to 7,563. This capacity should only be used for short-term sheltering.

There are 111 toilets for women and 146 toilets and urinals for men. Twenty-four shower heads are available, 14 for women and 10 for men. Using the 4,747 residents, the resident to shower head ratio is 197.

## CAJUNDOME

### Facility Statistics and Shelter Capacity

Location	Sq. Ft.	Use	Capacity
<b>Resident capacity:</b>			
Arena flat space, ground level	41,624	Shelter residents, 40 sq. ft.	1,041
Arena flat space, upper level	27,044	Shelter residents, 40 sq. ft.	676
Arena upper level has 8,621 permanent seats		Shelter residents, 1 for every 4.5 seats	1,930
Convention center flat space	44,000	Shelter residents, 40 sq. ft.	1,100
Total capacity using 40 sq. ft.	112,668		4,747
Total capacity using 20 sq. ft.	112,668		7,563
<b>Administrative and support services:</b>			
Arena flat space, ground level	9,000	Facility staffing, support services	
Arena meeting room	1,082	American Red Cross administration	
Arena meeting room	1,082	Resident/ARC/staff meetings	
Arena south lobby	6,500	Resident registration/services	
Arena south lobby	1,500	ARC first aid station	
Arena box office window areas	200	Post office/ARC cards/checks	
Arena meeting room	3,800	Medical clinic/pharmacy	
Arena meeting room	440	Resident Internet services	
Arena meeting room	800	Medical offices	
Arena meeting room	1,740	National Guard command center	
Arena suites available for use	4,135	ARC/National Guard/medical sleeping	
Convention center conf. room	300	Meetings and/or administrative support	
Convention center office	120	Administrative support	
Convention center office	1,000	Technology support	
Arena flat space	7,300	Resident food service	
Arena flat space	1,800	Worker/volunteer food service	
Convention flat space	2,400	Resident food service	
Convention flat space	4,500	Resident product distribution	
Convention flat space	900	First aid station	
Arena kitchen/concession stands	7,800	Kitchen and concession stands	
Arena kitchen area	1,000	Kitchen administrative staff	
Arena meeting room	2,500	Isolation room	
Arena flat space, storage area	12,000	Storage space available for shelter	
Arena meeting room	3,000	Day care services	
Arena/convention center	20,000	Restroom square footage	
Arena shower square footage	2,000		
Total square footage	96,899	Administrative and support services	
<b>Other facility statistics:</b>			
Toilets available for women	111	Toilets per shelter residents , 40 sq. ft.	42
Toilets available for men	68	Toilets per shelter residents, 40 sq. ft.	70
Total urinals	78	Urinals per shelter residents, 40 sq. ft.	61
Shower heads available for women	14	Total showers (24) per resident	197
Shower heads available for men	10		

## Mega-Shelter Financial Statistics

The following statistics are presented to provide a financial picture of the costs that were involved in operating the CAJUNDOME as a mega-shelter. All normal and customary operations ceased and over 30 events were canceled. All full-time and part-time staffs were fully engaged on a full-time basis in the operation of the mega-shelter. Many averaged 20-hour work days, seven days per week, in the early stages. Managers worked 72 hours straight, slipping in four to six hours of sleep before returning to work. In the first week of the mega-shelter operation, several thousand evacuees were processed. All but 800, who could not be admitted into the shelter because room was not available, were admitted to the shelter. The mega-shelter medical staff, facility staff, food service staff, and security officers provided critical care to the 800 in the parking lot until shelter was found for them at Reliant Park in Houston.

The shelter was open a total of 58 days; the recovery period lasted 60 days. The latter took longer than expected due to the red tape that was involved to get the recovery plan approved. Facility management believes that the recovery program could have been executed in 30 days with approval times shortened. The following costs are for both the sheltering and recovery periods.

## CAJUNDOME Mega-Shelter Katrina/Rita Sheltering Cost

Item	Description	Amount
Sheltering costs:		
Facility usage fee	Cost to FEMA to use facility as shelter	\$1,026,600
Shelter operations, payroll costs		\$418,419
Custodial costs	Includes in-house and contract labor	\$919,637
Food service costs:		
Product costs		\$403,147
Labor costs		\$227,047
Supplies		\$9,213
Equipment		\$26,144
Total food service costs		\$665,552
Utilities		\$238,316
Technology services and equipment		\$111,635
Evacuee transportation	Travel cost to relocate to temporary housing	\$27,914
Repairs and maintenance		\$36,866
Waste disposal		\$70,446
Security/EMS		\$140,414
Equipment rental fees		\$17,844
Communications equipment		\$13,949
Evacuee laundry costs		\$14,977
Production supplies		\$9,963
Administrative supplies		\$4,603
Other miscellaneous costs		\$4,784
Total sheltering costs		\$3,721,918
Financial statistics:		
Total sheltering days		58
Total evacuee days	See narrative below for calculation explanation	102,663
Total sheltering cost per evacuee day		\$36.25
Food cost per evacuee day	This includes food cost for workers and volunteers	\$6.48
Total meals served inside the shelter	To evacuees and shelter workers and volunteers	362,300
Total meals served offsite	Meals provided to smaller shelters and workers	43,700
Grand total of meals served		406,000
Average cost per meal	Costs do not include donated products/labor	\$1.64

## CAJUNDOME Mega-Shelter Katrina/Rita Recovery Cost

Item	Description	Amount
Recovery Costs:		
Facility usage fee	Currently denied by FEMA. On appeal.	\$1,043,250
Utilities	Currently denied by FEMA. On appeal.	\$100,000
In-house labor costs		\$270,789
Professional fees		\$129,803
Custodial contract services		\$40,600
Repairs and maintenance		\$261,914
Equipment replacement		\$84,320
Carpet replacement and cleaning		\$321,973
Painting		\$146,100
Supplies		\$55,560
Waste disposal		\$30,000
Equipment rental		\$5,200
Total recovery costs		\$2,489,509
Financial statistics:		
Total sheltering and recovery costs		\$6,211,427
Total evacuee days		102,663
Total sheltering/recovery cost per evacuee day		\$60.50

Total evacuee days equal the total number of evacuees that were serviced each day of the shelter operation. It does not include the workers, volunteers, and offsite services that were provided by the CAJUNDOME. The \$60.50 cost includes the cost of all services including those that were not directly related to the shelter residents.

## Mega-Shelter Staffing Plan

The following CAJUNDOME mega-shelter staffing plan is based on the first days of mega-shelter operation following a major disaster. The first one to two weeks, which are the most intense, require all areas of shelter operations to be fully staffed. The numbers that follow are for a 12-hour shift. They are based on the premise that the CAJUNDOME shelter capacity is full and remains that way for several days.

### CAJUNDOME Mega-Shelter Staffing Plan

Item	Description	Amount
Facility manager		1
Operations director		1
Logistics manager		1
Shelter manager		1
Safety and security	Director	1
	Uniformed security	20
	National Guard	24
	T-shirt security	10
	State and local fire marshals	5
Lodging services	Manager	2
	Quality control officers (residents)	3
	Faith-based organizations	50
	Resident liaisons (residents)	3
Pet management	Manager and helpers	5
Inventory control	Manager	1
	Dock manager and helpers	5
	Storage coordinator and helpers	2
	Distribution coordinators and helpers	2
	Building maintenance and housekeeping	Building superintendent
	Repairmen	1
	Plumber	1
	(additional contract services if needed)	
	Custodial manager and staff	41
	(additional contract services if needed)	
Production	Manager	1
	Sound and lighting tech	1
	Conversion manager and crew (set ups/tear downs)	4
	Production coordinator (special events)	1
Engineering	Director	1
	Mechanical engineer	1
	Electrical engineer	1
	Emergency generators (contract services if needed)	
Administration	Business director	1
	Payroll clerk	1
	Receivables/payables clerk	1
	Procurement officer	1
	Human resources director	1
	Insurance and contracting	1

Item	Description	Amount	
Food services	Manager	1	
	Chef/kitchen manager	1	
	Assistant Chef	1	
	Cooks	3	
	Kitchen helpers	4	
	Catering manager	1	
	Catering supervisor	1	
	Food line supervisors and helpers	34	
	Beverage manager and helpers	5	
	Inventory manager and helpers	5	
	Nutritionist	1	
	Medical services	Director	1
		Triage (nurses and nurse practitioners)	10
Special needs doctors		5	
Special needs nurses (100 patients)		10	
Special needs nurse assistants		3	
Medical clinic doctors		5	
Medical clinic nurses		10	
Pharmacist with assistants		3	
Medical administration (doctors or nurses)		3	
Logistics manager		1	
Isolation, 20 patients (nurses and assistants)		2	
Medical transportation (five vehicles on standby)		10	
Medical clinic runners		3	
Medical clinic clerks		3	
Public relations		Public information officer	1
	Media coordinator	1	
	Client relations	1	
	Shelter partner relations	1	
	Resident relocation services	2	
	Recreation director	1	
	Technology services	Director	1
Operations director		1	
Network specialist		1	
Communication specialist		1	
Infrastructure specialist		1	
Data specialist and help desk workers		3	
Security specialist		1	
Video surveillance		1	
Shelter access control		1	
Administrator		1	
American Red Cross	Estimate of staff and volunteers	150	
Grand total of workers and volunteers		492	

## Conclusion

The information presented here is only one example of a mega-shelter operation. Each facility manager must staff according to his or her own needs. Costs will vary based on the cost-of-living in each geographical area and the rental rates of each facility.

Currently, the CAJUNDOME is appealing FEMA's disapproval of rental and utility fees during the recovery period. The CAJUNDOME believes that these charges are legitimate since all events during this period had to be canceled due to the sheltering operation. The 60-day recovery period could have been shortened if the approval process had been more efficient. At the time, government officials were overwhelmed by problems stemming from having to process recovery plans from several facilities in a multi-state region.



## IAAM MEGA-SHELTER MANAGEMENT TOOLS

The International Association of Assembly Managers is an organization consisting of over 3,000 members who are professional managers of major facilities or associates who provide services and products to the industry.

IAAM facility managers have access to a wealth of information and training that is provided by the IAAM. In addition to the guidelines that are presented in this manual, facility managers acquire skills and knowledge from the following conferences, schools and publications of the IAAM. We strongly encourage anyone who may be called to manage a mega-shelter to join the IAAM. As a member, you will have access to the following resources:

### Meetings and Conferences

- **IAAM Annual Conference and Trade Show.** The premier conference and trade show in the public assembly industry brings together over 1,000 top decision makers and over 300 companies providing products or services to the industry. Many education sessions also are provided dealing with professional assembly management and operations.
- **Facility Specific Conferences.** Facility specific conferences are held for arenas, stadiums, convention centers, and theaters. Education and professional development are the focus of the specialty meetings.
- **Crowd Management Conference.** This conference gives its members the most up-to-date information and techniques in dealing with large crowds.

### Schools

- **PAFMS at Oglebay.** This school is the foremost school on public assembly management. A two-week course is conducted in two one-week sessions. These sessions explore the details of assembly management.
- **Senior Executive Symposium.** SES is an intensive three-day program developed for IAAM by Cornell University's World Class Program in Executive Development for the Hospitality Industry. The curriculum addresses executive-level management issues such as strategic planning and leadership skills.
- **Academy for Venue Safety and Security.** AVSS is IAAM's newest school. This intensive, classroom-style training offers the latest information and practical skills in life safety management.

## **Publications**

- Public Assembly Facility Management Principles
- Public Assembly Facility Law
- Crowd Management Planning
- IAAM Glossary of Terms

## **Video/Audio Training Programs**

- Post 9/11 Security for Public Assembly Facilities
- Venue Security After 9/11
- Venue Emergency Planning After 9/11
- Safety Security Planning
- Managing the Crowd
- Customer Service Begins With Me
- Safety Awareness
- Service Excellence: Patrons with Disabilities
- Service Excellence: Dealing with Guests' Problems and the Problem Guest

## Appendices

### APPENDIX A

STATE OF LOUISIANA

PARISH OF LAFAYETTE

#### **INTERGOVERNMENTAL AGREEMENT BY AND BETWEEN LAFAYETTE CITY-PARISH CONSOLIDATED GOVERNMENT AND THE CAJUNDOME COMMISSION**

BE IT KNOWN, that, on the dates hereinafter set forth, before us, the undersigned authorities, Notaries Public, in and for the aforesaid Parish and State, duly commissioned and qualified as such and in the presence of the undersigned competent witnesses, respectfully came and appeared:

LAFAYETTE CITY-PARISH CONSOLIDATED GOVERNMENT, a political subdivision in the State of Louisiana represented herein by L. J. Durel, Jr., its City-Parish President, duly authorized by Emergency Ordinance No. O-263-2005 of the Lafayette City-Parish Council adopted on the 6th day of September, 2005, a copy of which is attached hereto and made a part hereof (hereinafter referred to as the “LCG”);

THE CAJUNDOME COMMISSION, a political subdivision and body corporate of the State of Louisiana, represented herein by Greg Davis, its Director, authorized by Emergency Resolution of the Cajundome Commission, duly adopted on the \_\_\_\_\_ day of September, 2005, a copy of which is attached hereto and made a part hereof (the “Commission”),

WHEREAS, Hurricane Katrina made landfall in the southeastern part of the State of Louisiana, south of the City of New Orleans, on Monday, August 29, 2005, causing extensive and unprecedented damage and destruction to the citizens of Southeastern Louisiana and, in particular, of the Parishes of Jefferson, Orleans, St. Bernard, St. Tammany, Plaquemine, as well as other parishes in the State of Louisiana; and

WHEREAS, on Saturday, August 27, 2005, City-Parish President L. J. Durel, Jr., availing himself of the provisions of the Louisiana Homeland Security and Emergency Assistance and Disaster Act (La. R.S. 29:721, *et seq.*), did declare the existence of a public emergency as authorized and envisioned by that statute (the “Emergency Declaration”); and

WHEREAS, the Emergency Declaration was filed with the Clerk of Court in and for Lafayette Parish, Louisiana, on Saturday, August 27, 2005, under File No. 2005-00039419; and

WHEREAS, although Lafayette Parish, Louisiana, was spared the direct consequences of Hurricane Katrina in terms of destructive wind or rain associated with that hurricane, Lafayette Parish, Louisiana, has experienced an influx of thousands of citizens of the State of Louisiana in terms of the housing of those whose lives have been disrupted by Hurricane Katrina; and

WHEREAS, various facilities in Lafayette Parish, Louisiana, are currently serving as shelters for those citizens who were forced to evacuate their homes; and

WHEREAS, the facility known as the Cajundome and the Cajundome Convention Center in Lafayette Parish, Louisiana (the “Cajundome”) is supported financially by LCG in accordance with the terms and provisions of that certain Intergovernmental Contract dated September 23, 1987, by and between the City of Lafayette (now LCG) and the University of Southwestern Louisiana (now the University of Louisiana at Lafayette), as heretofore amended (the “Intergovernmental Agreement”); and

WHEREAS, the Cajundome is currently serving as the primary shelter for those citizens who were forced to evacuate their homes and is the primary facility providing necessary and critical medical care to those citizens in need; and

WHEREAS, at various times since the filing of the Emergency Declaration, approximately 18,000 citizens of the State of Louisiana have been housed and/or maintained the Cajundome, and the Cajundome has provided comfort, care, assistance, tutoring, entertainment, security, lodging, meals, medical attention and other personal needs (collectively, but not exclusively, the “Tendered Aid”), all in an effort to provide some quality of life and tranquility at a very trying time; and

WHEREAS, in addition to the citizens actually housed and/or maintained the Cajundome, and to whom Tendered Aid has been provided, a great number of citizens have been processed in and/or through the Cajundome en route to other facilities, whether in the State of Louisiana or elsewhere, and such citizens have been provided necessary or appropriate Tendered Aid during the time that such citizens were physically present at or located in the Cajundome; and

WHEREAS, it is recognized as being in the public interest to provide the Tendered Aid mentioned immediately above in order to maintain public order, health and safety for the citizens of Lafayette Parish, Louisiana; and

WHEREAS, the provision of the Tendered Aid described above has greatly strained, and almost exhausted, the financial resources of the Cajundome, while at the same time, the need to provide such Tendered Aid has grown and expanded in an effort to tend to the needs of those individuals and families being housed and/or maintained at the Cajundome; and

[WHEREAS, due to the emergency which exists in Lafayette Parish, Louisiana, LCG desires to advance funds to the Commission in order to enable the Cajundome and its personnel to continue to operate and to provide the essential Tendered Aid which it has been providing, all of which envisions the use of public funds for programs of social welfare for the aid and support of the needy; and]

[WHEREAS, the parties acknowledge that [(neither the City nor) the (Commission) (facility)] has sufficient funds to sustain the shelter operation though both recognized the need for such shelter to meet the emergency. The City agrees to [advance, or arrange for FEMA to advance], the sum of 6,000,000 dollars to an escrow account to be disbursed by the “city” to the “facility” based upon bills submitted by the “facility” for the expenditures as specified herein above and as agreed to by the parties (in the meetings with FEMA representatives). That the parties (and FEMA) recognize that the shelter will not open or be closed without such advances, requiring eviction of the evacuees; that the verification of expenditures will be further established by appropriate regular filing of applications by the City with FEMA for recovery or credit of such sums for providing such services.]

NOW, THEREFORE, for the foregoing purposes, and in order to address the critical needs presented by the circumstances described above, to continue to provide the Tendered Aid, and to provide for programs of social welfare for the aid and support of the needy, LCG and the Commission hereby agree, as follows:

1.

Incorporation

All of the aforesaid “Whereas” clauses are incorporated herein by reference.

2.

Contract to Operate a Mega Shelter

The City contracts with the Commission to operate a “Shelter” to provide housing, food and other necessities to persons in need as a result of the declared emergencies.

3.

Advance of Funds

(a) Within three (3) business days of the execution of this Agreement, LCG agrees and obligates itself, or will arrange for the state or FEMA to advance or make available, to the Commission, for the purposes described herein, a sum of money not exceeding the full sum of 6,000,000.00 dollars to cover the expected shelter and recovery operation for a period of \_\_\_\_\_ days as a shelter operation and thereafter for clean-up or a recovery period for the facility, anticipated to be for \_\_\_\_\_ days.

(b) Similar arrangements shall be made in the event the shelter operation continues beyond the \_\_\_\_\_ day period.

(c) All monies advanced hereunder by LCG to the Commission are herein referred to as the “Advanced Funds.”

4.

#### Control of the Facility

The Commission and its staff shall remain in control and possession of the facility during the shelter operation and recovery period and the entrances and exits of the facility shall be locked and unlocked at such times as to accommodate the shelter guests and other entities participating in the shelter operation. The keys to the facility shall at all times be in the possession and control of the Commission or its representatives. All guests and personnel of other shelter entities referred to in Paragraph \_\_\_\_\_ hereinafter shall have the right to enter the facility and parts thereof at times and on schedules arranged by the Commission and its representatives in consultation with the entities participating in the operation of the shelter.

5.

#### Category of Expenses to be Reimbursed

In consideration of the services described above, and subject expressly to the provisions below, LCG hereby agrees and obligates itself to pay from the escrow or advance of funds (Paragraph 1) the sums expended by the Commission in operation of the shelter in the expense categories listed in a–g below.

The costs and expenses for which reimbursement after the closing of the shelter or as credit against the advance funds, will be sought in the “Reimbursement Application” filed with FEMA (the “Eligible Expenses”) includes, but are not necessarily limited to, the following costs and expenses incurred from and after the filing of the Katrina Declaration, to-wit:

- a. All costs and expenses incurred by the Commission and/or the Cajundome, in connection with the provisions of Tendered Aid.
- b. All payroll and associated benefits (regular and overtime), utilities, materials, supplies, small equipment, contracted services, food and beverage costs, transportation, medical costs, security costs, waste removal, and laundry costs associated with the Tendered Aid of the evacuees, as well as costs associated with the aiding of security forces and outside agencies providing support services to the Cajundome and the evacuees.
- c. Rental and facilities usage fees associated with the use of the Cajundome, including the period of restoration or remediation of the Cajundome after use as a shelter and until completion of restoration or first event, whichever occurs first.
- d. Post-sheltering rehabilitation expenses which include, but are not limited to, repairs and maintenance of the facilities due to abnormal wear and tear, not similar to the usual use of the Cajundome, cleaning, restoration of mechanical and electrical equipment, and restoration of communication and computer systems to their pre-disaster state.
- e. Replacement costs of damaged, lost or stolen equipment and supplies inventory.
- f. Testing of systems and the remediation of the Cajundome environment.

g. Cost of insurance for “shelter insurance” or “event insurance” for coverage of such shelter activity with limits of \_\_\_\_\_

6.

Application for Reimbursement or Credit Against Advanced Funds

The LCG and the Commission agrees and obligates themselves to promptly make timely and proper application to the United States of America or the appropriate agencies thereof (including particularly the Federal Emergency Management Agency or the Department of Homeland Security), the State of Louisiana or the appropriate agencies thereof (including the Department of Public Safety or the Louisiana National Guard) for reimbursement and/or compensation for all costs and expenses incurred by the Commission and/or the Cajundome, including particularly those costs and expenses incurred since the filing of the Emergency Declaration, for the purposes described herein (the “Reimbursement Application”). The Commission agrees and obligates itself to provide to the Finance Department of LCG the necessary documentation for a full and complete Reimbursement Application(s) and other correspondence to be sent or received in respect of the Reimbursement Application (s). The Finance Department of LCG shall file and prosecute the Reimbursement Application and receive and disburse funds in association therewith.

7.

Coordination of Third Party Entities

The parties recognize that a mega shelter operation requires the coordinated efforts of other entities, such as the Red Cross, the Sheriff, City Police, the National Guard, Faith-based entities, State departments providing humanitarian services to people and such similar entities or agencies; it is understood that the commission or its representatives shall coordinate such activities provided by such professionals but shall not control their activities but shall make arrangements for such services to be supplied to the shelter guests as such services are needed.

8.

Authority for Agreement

This Agreement is executed in accordance with the provisions of Article VII, Section 14(B), of the Louisiana Constitution of 1974, in that it is an agreement related to the use of public funds for programs of social welfare for the aid and support of the needy.

9.

Purpose of Agreement

This Agreement is intended to address the circumstances described herein and is further intended to provide aid and comfort to the needy, all as more fully described herein. It is expressly understood and agreed that any monies advanced hereunder shall not constitute any portion of the subsidy contemplated by Article 21 of the standing Intergovernmental Agreement between the City and the Commission.

THUS DONE, READ AND SIGNED by the Lafayette City-Parish Consolidated Government at my office in Lafayette, Louisiana, on the \_\_\_\_ day of September, 2005, in the

presence of the undersigned competent witnesses who hereunto sign their names together with said Appearer and me, Notary.

WITNESSES:

LAFAYETTE CITY-PARISH  
CONSOLIDATED GOVERNMENT

\_\_\_\_\_

By: \_\_\_\_\_  
L. J. Durel, Jr.

\_\_\_\_\_ City-Parish President

## APPENDIX B

### STATE OF LOUISIANA

PARISH OF LAFAYETTE

#### COOPERATIVE ENDEAVOR AGREEMENT

THIS COOPERATIVE ENDEAVOR AGREEMENT (the “Agreement”), made and entered into this \_\_\_\_\_ day of January, 2006, by and between LAFAYETTE CITY-PARISH CONSOLIDATED GOVERNMENT, a political subdivision of the State of Louisiana represented herein by L. J. Durel, Jr., its City-Parish President, duly authorized by Emergency Ordinance No. O-263-2005 of the Lafayette City-Parish Council adopted on the 6th day of September, 2005 (hereinafter referred to as the “LCG”), and THE CAJUNDOME COMMISSION, a political subdivision and body corporate of the State of Louisiana, represented herein by Greg Davis, its Director, authorized by Emergency Resolution of the Cajundome Commission, duly adopted on the 19th day of September, 2005 (the “Commission”).

WITNESSETH:

WHEREAS, Hurricane Katrina made landfall in the southeastern part of the State of Louisiana, south of the City of New Orleans, on Monday, August 29, 2005, causing extensive and unprecedented damage and destruction to the citizens of Southeastern Louisiana and, in particular, of the Parishes of Jefferson, Orleans, St. Bernard, St. Tammany, Plaquemine, as well as other parishes in the State of Louisiana;

WHEREAS, on Saturday, August 27, 2005, City-Parish President L. J. Durel, Jr., availing himself of the provisions of the Louisiana Homeland Security and Emergency Assistance and Disaster Act (La. R.S. 29:721, *et seq.*) (“Disaster Act”), did declare the existence of a public emergency as authorized and envisioned by that statute as pertains to Hurricane Katrina (the “Katrina Declaration”);

WHEREAS, Hurricane Rita made landfall in the southwestern part of the State of Louisiana, in Cameron Parish, Louisiana, on Saturday, September 24, 2005, causing extensive and unprecedented damage and destruction to the citizens of Southwestern Louisiana and, in particular, of the Parishes of Calcasieu, Cameron, Vermilion and Jefferson Davis, as well as other parishes in the State of Louisiana;

WHEREAS, on Tuesday, September 20, 2005, City-Parish President L. J. Durel, Jr., availing himself of the provisions of the Disaster Act, did declare the existence of a public emergency as authorized and envisioned by that statute as pertains to Hurricane Rita;

WHEREAS, at the request of the Director of Homeland Security and Emergency Preparedness, in view of the pending emergency, the facility known as the Cajundome and the Cajundome Convention Center in the City of Lafayette (collectively, the “Cajundome”), operating on its earned revenues, and although owned by the University of Louisiana at Lafayette, partially subsidized financially by LCG in accordance with the terms and provisions of that certain Intergovernmental Contract dated September 23, 1987, by and between the City of Lafayette (now LCG) and the University of Southwestern Louisiana (now the University of Louisiana at Lafayette), as heretofore amended;

WHEREAS, at various times since the filing of the Katrina Declaration, approximately 18,500 citizens of the State of Louisiana have been housed and/or maintained and/or processed by the Cajundome, and the Cajundome has provided comfort, care, assistance, tutoring, entertainment, security, lodging, meals, medical attention and other personal needs (collectively, but not exclusively, the “Tendered Aid”), all in an effort to provide some quality of life and tranquility at a very trying time;

WHEREAS, LCG hereby acknowledges that the Cajundome was used and provided the above and hereinafter services to the evacuees at the request of LCG and further acknowledges the vital role played by the Commission in connection with Hurricanes Katrina and Rita;

WHEREAS, Article VII, Section 14(C) of the 1974 Constitution of the State of Louisiana; La. R.S. 33:1324, *et seq.*, and the Lafayette City-Parish Consolidated Government Home Rule Charter, Section 1-07, provide that, for a public purpose, public entities, parishes, municipalities and political subdivisions may engage in and make cooperative endeavor agreements between themselves for specific purposes; and

WHEREAS, the Commission and LCG both recognized the need to provide shelter, food, medical assistance and other services to evacuees from Katrina and Rita to avoid further loss of life or injury to the individuals and entered into this cooperative agreement for such public purposes.

WHEREAS, LCG and the Commission reached an oral agreement now memorialized by this written document, agreeing to cooperate for the purposes of providing the Tendered Aid and for other purposes as hereinafter provided.

NOW, THEREFORE, in consideration of the mutual covenants herein contained, the parties hereto agree that this memorializes their previous oral agreements, as follows:

#### Recognition of Services

LCG hereby recognizes and acknowledges (and has verified) that the Commission has provided the Tendered Aid and other services as described herein since the filing of the Katrina Declaration. LCG further recognizes and acknowledges that the use of the Cajundome as a shelter was necessary and integral to address the emergency situation resulting from the described hurricanes.

### Control of the Facility

The Commission and its staff shall remain in control and possession of the facility during the shelter operation and recovery period and the entrances and exits of the facility shall be locked and unlocked at such times as to accommodate the shelter guests and other entities participating in the shelter operation. The keys to the facility shall at all times be in the possession and control of the Commission or its representatives. All guests and personnel of other shelter entities referred to in Paragraph \_\_\_\_\_ hereinafter shall have the right to enter the facility and parts thereof at times and on schedules arranged by the Commission and its representatives in consultation with the entities participating in the operation of the shelter.

### Application for Reimbursement of Eligible Expenses

In consideration of the services described above, and subject expressly to the provisions below set forth under the section entitled *In Rem* Responsibility, LCG hereby agrees and obligates itself to file and/or assist the Commission in making proper application to the United States of America or the appropriate agencies thereof (including particularly the Federal Emergency Management Agency or the Department of Homeland Security), the State of Louisiana or the appropriate agencies thereof (including the Department of Public Safety or the Louisiana National Guard) for reimbursement of all costs and expenses incurred by the Commission and/or the Cajundome, including particularly those costs and expenses incurred since the filing of the Katrina Declaration, for the purposes described herein and in (the “Reimbursement Application”).

The costs and expenses for which reimbursement will be sought in the Reimbursement Application (the “Eligible Expenses”) include, but are not necessarily limited to, the following costs and expenses incurred from and after the filing of the Katrina Declaration, to-wit:

- A. All costs and expenses incurred by the Commission and/or the Cajundome, in connection with the provisions of Tendered Aid.
- B. All payroll and associated benefits (regular and overtime), utilities, materials, supplies, small equipment, contracted services, food and beverage costs, transportation, medical costs, security costs, waste removal, and laundry costs associated with the Tendered Aid of the evacuees, as well as costs associated with the aiding of security forces and outside agencies providing support services to the Cajundome and the evacuees.
- C. Rental and facilities usage fees associated with the use of the Cajundome, including the period of restoration or remediation of the Cajundome after use as a shelter and until completion of

restoration or first event, whichever occurs first.

- D. Post-sheltering rehabilitation expenses which include, but are not limited to, repairs and maintenance of the facilities due to abnormal wear and tear not similar to the usual use of the Commission facility, cleaning, restoration of mechanical and electrical equipment, and restoration of communication and computer systems to their pre-disaster state.
- E. Replacement costs of damaged, lost or stolen equipment and supplies inventory.
- F. Testing of systems and the remediation of the Cajundome environment.
- G. Cost of insurance for “shelter insurance” or “event insurance” for coverage of such shelter activity with limits of \_\_\_\_\_.

#### Past Expenditure of Funds

That neither LCG nor the Commission had sufficient funds to sustain the Shelter operation though both entities recognized the need for such facility to meet the emergency. The Commission expended its available funds within the first 3 weeks of the shelter operation but applied for reimbursement and funding from FEMA through the City Parish Government of Lafayette, Louisiana; FEMA advanced the sum of six million dollars (\$6,000,000) to the City of Lafayette to be disbursed by the City Parish Government to the Commission based on bills submitted by the Commission for the expenditures as specified herein above and as agreed to by the parties in the first and later meetings with the FEMA representatives; that the parties and FEMA recognized that the shelter would be closed without such advances requiring eviction of the evacuees; that the verification of expenditures would be further established by the appropriate regular filing of application with FEMA for recovery or credit of such sums following completion of such services.

### Responsibility

It is agreed that LCG assumes no personal liability or responsibility for the payment of the Eligible Expenses described herein, either in whole or in part. It is expressly understood and agreed that this is an *in rem* obligation only and that the Commission shall never have a personal action against LCG hereunder, the remedy of the Commission exclusively being the recovery of its Eligible Expenses out of the advance by FEMA or out of the Reimbursement Application, when, as and if recovered pursuant to the Reimbursement Application. Nothing herein contained shall ever be construed or interpreted as imposing personal liability on the part of LCG for the payment of the Eligible Expenses, either in whole or in part.

### Other Agreements Not Affected

Nothing herein contained is intended to amend or modify that certain Intergovernmental Agreement dated September 21, 2005, by and between LCG and the Commission.

IN WITNESS WHEREOF, the parties have executed this Agreement at Lafayette, Louisiana on the day, month and year first written above.

WITNESSES:

\_\_\_\_\_  
\_\_\_\_\_

LAFAYETTE CITY-PARISH  
CONSOLIDATED GOVERNMENT

By: \_\_\_\_\_  
L. J. Durel, Jr.  
City-Parish President

\_\_\_\_\_  
\_\_\_\_\_

THE CAJUNDOME COMMISSION

By: \_\_\_\_\_  
Greg Davis  
Director



**APPENDIX C**

LICENSE AGREEMENT

AGREEMENT NO.

This agreement is made and entered into this \_\_\_ day of \_\_\_\_\_ 2006, by and between THE CAJUNDOME COMMISSION created by the Lafayette City-Parish Consolidated Government of Lafayette, Louisiana, the UNIVERSITY OF LOUISIANA AT LAFAYETTE, herein represented by its duly authorized representative, in accordance with the intergovernmental contract authorized by Ordinance No. 3301 of the City Council of Lafayette City assumed by the City-Parish Consolidated Government whose business mailing address is 444 Cajundome Blvd., Lafayette, Louisiana 70506, and

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

**who declared:**

In consideration the mutual covenants and conditions set forth herein, the parties hereto agree as follows:

1. DEFINITIONS:

As used in this Agreement, the following words and terms shall have the meanings here ascribed to them:

- A. The word “Commission” shall mean THE CAJUNDOME COMMISSION.
- B. The word “Licensor” shall mean the Commission and/or its elected officials, officers, employees and agents.
- C. The word “Licensee” shall mean the person, firm, partnership, corporation or other legal entity who is the signatory party or parties to this Agreement other than the Commission and the officers, employees, agents, attractions, entertainers, contractors, licensees and invitees of the said person, firm, partnership, corporation or other legal entity.

- D. The word “Facilities” mean the building known as the “CAJUNDOME” or convention center or any portion thereof as is identified in paragraph 2 of this agreement.
- E. The word “Event” shall mean the purpose or purposes and/or the Event or Events for which the Facilities shall be used and occupied by the Licensee.
- F. The term “paid admission receipts” shall mean the gross receipts from the sale of admissions to the Event, less any admission sales or excise tax.
- G. The term “reimbursable expenses” shall mean the cost and expenses incurred by Licensor for such personnel, services and equipment as Licensor’s representative deems necessary or advisable, and/or as are specifically requested by Licensee, to accommodate the Event and other occupancy and use of the Facilities by Licensee.
- H. The reference “concessionaire/caterer” shall refer to Artisan Creative Catering Inc. for catering, concessions, and merchandise.
- I. The term “site” shall mean the property leased by City from the University of Louisiana at Lafayette and the property over which the City has control under the Operating Agreement between City and the University of Louisiana at Lafayette.

Unless the context otherwise clearly indicates, words used in the singular include the plural, the plural includes the singular, and the neuter gender includes the masculine and feminine.

2. GRANT OF LICENSE, DESCRIPTION OF PREMISES:

Licensor hereby grants to Licensee and Licensee hereby accepts from Licensor a license to occupy and use, subject to all the terms and conditions hereof, the following described areas of the Facilities:

\_\_\_\_\_

The Licensor shall remain in control and possession of the facility during any such event, or occupancy subject to use of the facility by Licensee in accordance with this contract, all as set forth in paragraph 22 of this contract.

3. LIMITATION TO DESCRIBED EVENT:

The Facilities shall be occupied and used by Licensee solely for the following Event:

\_\_\_\_\_

4. PERIOD:

The Facilities shall be occupied and used by Licensee solely during the following described periods

- a) Licensee period begins at \_\_\_\_\_  
AND ENDS AT \_\_\_\_\_
- b) Move-in, Set-Up and/or Rehearsal Time(s) \_\_\_\_\_  
AND ENDS AT \_\_\_\_\_
- c) Performance/Event Time(s) \_\_\_\_\_
- d) Move-out Time(s) \_\_\_\_\_

5. PAYMENT: In consideration of the services Licensor is required to provide Licensee to operate a mega-shelter, Licensee hereby agrees and obligates itself to pay the following costs and expenses listed in categories A-G below.

- A. All costs and expenses incurred by the Commission and/or the Cajundome, in connection with the provision of comfort, care, assistance, tutoring, entertainment, security, lodging, meals, medical attention and other personal needs (“Tendered Aid”) that are required to provide some quality of life and tranquility to evacuees at very trying times.
- B. All payroll (regular and overtime) and associated benefits, utilities, materials, supplies, small equipment, contracted services, food and beverage costs, transportation, medical costs, security costs, waste removal, and laundry costs associated with the Tendered Aid of the evacuees, as well as costs associated with the aiding of security forces and outside agencies providing support services to the Cajundome and the evacuees.
- C. Rental and facilities usage fees associated with the use of the Cajundome, including the period of restoration or remediation of the Cajundome after use as a shelter and until completion of restoration or first event, whichever occurs first.
- D. Post-sheltering rehabilitation expenses which include, but are not limited to, repairs and maintenance of the facilities due to abnormal wear and tear not similar to the usual use of the Commission facility, cleaning, restoration of mechanical and electrical equipment, and

- restoration of communication and computer systems to their pre-disaster state.
- E. Replacement costs of damaged, lost or stolen equipment and supplies inventory.
  - F. Testing of systems and the remediation of the Cajundome environment.
  - G. Cost of insurance for “shelter insurance” or “event insurance” for coverage of such shelter activity with limits of \_\_\_\_\_.

#### 6. SECURITY DEPOSIT: DEFAULT:

Licensee shall, upon return of this Agreement to Licensor, present Licensor with a Cashier’s or Certified Check made payable to

Licensor in the amount of -0- DOLLARS, and Licensor shall deposit such check and retain it

until five (5) days after the expiration of the license period for security as follows:

- A. In the event Licensee terminates this Agreement at any time for reasons other than Act of God, Licensee agrees that Licensor shall have the right to retain such security deposit in full.
- B. In the event Licensee shall not have paid the license fees, reimbursable expenses and all other amounts due pursuant to the provisions of this Agreement on or before the \_\_\_ day of \_\_\_\_\_ 2006, or in the event of any other default or material breach of this Agreement by Licensee, or in the event of any damage to Licensor and/or to Licensor’s equipment and/or to the Facilities, or in the event of an assertion of a claim for damages against Licensor arising out of or in connection with Licensee’s performance under this Agreement and/or the Event and/or other occupancy and use of the Facilities by Licensee, Licensee agrees that Licensor shall have the right to apply said security deposit to such unpaid amounts, default, breach, damages or claims. In the event that any such unpaid amounts, default, breach, damages or claims shall not have been fully satisfied or discharged by the application thereto of said security deposit, Licensee agrees that Licensor shall have the right to apply Licensee’s share of paid admission receipts, if any, to any such unpaid amounts, default, breach, damages or claims. In the event that any such unpaid amounts, default, breach, damages or claims shall not have been fully satisfied or discharged by the application thereto of the security deposit and Licensee’s share of paid admission receipts, Licensee agrees that Licensor shall have a lien in all ticket receipt.

## 7. PERSONNEL SERVICES AND EQUIPMENT:

Licensee hereby authorizes Licensor to provide, at Licensee's cost and expense pursuant to Paragraph 5 hereof, such personnel, services and equipment as Licensor's representative deems necessary or advisable to accommodate the Event and other occupancy and use of the Facilities by Licensee; Licensee agrees that Licensor's decisions in this respect shall be final.

Licensee shall file with Licensor's representative not less than thirty (30) days in advance of the commencement of the license period a written description of such personnel, services and equipment as Licensee would propose to provide itself, at its sole cost and expense, and a written request for such additional personnel, services and equipment as Licensee would propose be provided by Licensor, at Licensee's cost and expense pursuant to Paragraph 5 hereof, and a full and detailed outline of the required floor setup and other preparation of the Facilities, and a copy of Licensee's technical riders with the attractions/entertainers (if any), and such other technical information as may be required by Licensor's representative. Licensor shall have the right to reasonably refuse any personnel, services and equipment which Licensee may propose to provide itself, and to provide such personnel, services and equipment on Licensee's behalf and at Licensee's cost and expense pursuant to Paragraph 5 hereof. Licensor's representative shall notify Licensee of such personnel, services and equipment which Licensor agrees to provide. It is the policy of Licensor to employ in-house staff specifically trained as stagehands, spotlight operators, ushers, etc. Licensee agrees to notify Licensor in advance of the execution of this Agreement if Union Labor will be required for stagehands, spotlight operators or other services in connection with the Event.

## 8. INDEMNITY:

Licensee agrees to indemnify and hold free and harmless, and assume legal liability for, and to defend, the CAJUNDOME Commission and/or Lafayette City/Parish Consolidated Government and/or the Board of Trustees for State Colleges and Universities, its or their servants, agents and employees, and the members of the CAJUNDOME Commission, from and against any and all causes of actions, demands, claims, liabilities, assertions of liability, losses, costs and expenses, including, but not limited to, attorney's fees, reasonable investigative and discovery costs, court costs, claim or claims for bodily injury or death of persons and for loss of or damage to property, of every kind and nature whatsoever which in any manner directly or indirectly may arise, be alleged to have arisen, or resulted or alleged to have resulted from the presence, activity and promotions of every kind and nature whatsoever of Licensee or Licensee's independent contractors and its officers, employees, agents, attractions/entertainers, contractors, licensees or invitees in connection with the event and other occupancy and use of the facilities by Licensee, and ingress thereto and egress therefrom, whether such occupancy and use is authorized or not, the foregoing indemnities shall not extend to any claims arising from the gross negligence or willful misconduct of Licensor, its agents, employees, representatives or contractors including, without limitations, Licensor's maintenance or use of the building or any structural or premises related defects of the building.

9. INSURANCE:

- A. Licensee shall maintain in force during the license period Workers' Compensation as required by Louisiana Law, and Employer's Liability Insurance which shall have limits of coverage of not less than ONE HUNDRED THOUSAND AND NO/100 (\$100,000) DOLLARS each occurrence.
- B. Licensee and his independent contractor shall maintain in force during the license period, the following coverage: Commercial General Liability Insurance, including but not limited to Products - completed operations, if products or consumption or commercial use of products are to be provided or sold by Licensee to employees of Licensee or independent contractors or to the public, Contractual Liability, premises Operation, and additionally Bodily Injury, Personal Injury and Property Damage Liability Coverage. Additionally, Licensee shall provide an auto liability policy (of auto owned or operated by Licensee). SUCH POLICY SHALL LIST THE LICENSOR AS ADDITIONAL INSUREDS as respects to the operations of the named insured, and shall have limits of coverage of not less than ONE MILLION AND NO/100 (\$1,000,000) DOLLARS, each occurrence, combined single limit (Personal Injury and Property Damage Liability). On all liability policies named above, Licensee shall list as additional insureds Lafayette City-Parish Consolidated Government, its officials, employees, agents, volunteers, the CAJUNDOME Commission and the University of Louisiana at Lafayette as respects the liabilities assumed herein by the named insured.
- C. The insurance company/companies issuing the required insurance must be a Licensor approved carrier and Licensee's insurance company/companies shall complete, execute and deliver to Licensor, of the commencement of the license period, a copy of the insurance certificate or certificates in the form attached hereto and made part hereof evidencing the existence thereof, or binders; in the event any binder is delivered, it shall be replaced prior to the commencement of the license period by a certified copy of the insurance policy or a certificate in lieu thereof. Each such policy or certificate shall contain a valid provision or endorsement showing (excepting Workers' Compensation and Employer's Liability Insurance) that the insurance policy may not be cancelled, terminated or modified without giving thirty (30) days advance written notice thereof to Licensor. All insurers shall be satisfactory to Licensor. All insurance provided by Licensee shall be primary over any insurance carried by Licensor and Lafayette City-Parish Consolidated Government, the University of Louisiana at Lafayette and the trustees operating the University. The insurance policies required by this Paragraph shall contain no deductible provisions insofar as Licensor is concerned. Any deletions or changes in the required coverage as set forth in paragraph B above shall only be permitted if noted on the Certificate of Insurance referred to herein and only then if approved on the Certificate of Insurance by Licensor.
- D. In the event Licensee fails to provide Licensor with the copy (copies), certificate(s) or binder(s) within the above stated time, Licensor may, at its

option, procure on Licensee's behalf Comprehensive General Liability Insurance with such limits of coverage and at such cost as Licensor may deem reasonable, to protect the interests of Licensor with respect to the Event and other occupancy and use of the Facilities by Licensee or terminate this Agreement and retain the security deposit in full without penalty or liability. In the event Licensor chooses to secure such insurance, Licensee agrees to reimburse Licensor for the actual costs of such insurance. Licensee further agrees that it shall not be entitled to rely on any such insurance obtained by Licensor to fully protect the interest of Licensee with respect to the Event and other occupancy and use of the Facilities by Licensee. Licensee hereby waives any claim that any insurance obtained by Licensor under this Paragraph is insufficient for any reason. Licensor is not required to procure any insurance on behalf of Licensee.

#### 10. SURRENDER: REMOVAL OR PROPERTY:

Upon the expiration of the period for move-out or upon earlier termination of this Agreement, Licensee shall peaceably surrender to Licensor possession of the Facilities and all equipment and facilities provided by Licensor in like good condition and repair as when received, ordinary wear and depreciation excepted, and Licensee shall remove all of its property from the Facilities.

If Licensee fails to remove its property or any portion thereof, at such time, Licensor may, at its option, remove such property to a public warehouse or storage facility or retain the same in its own possession. After the expiration of fifteen (15) days and written notice to Licensee such property is left at venue, Licensor shall have the right to sell, assign and effectively deliver such property either at public or private sale, at the option of Licensor, without recourse or judicial proceedings and without either demand, appraisal, advertisement or notice of any kind, all of which are expressly waived, the Licensee hereby pledging, pawning and delivering said property of Licensee to Licensor provided Licensor gives written notice of such property being left at venue. At such sale, Licensor may purchase said pledged property, free from any right of redemption on the part of Licensee which right is hereby waived and released. The proceeds of said sale shall be applied: First, to the expense of the sale, and second, to any sums owed by Licensee to Licensor. Any balance remaining shall be paid to Licensee.

#### 11. ASSIGNMENT:

Licensee may not, without the advance written consent of Licensor, assign any right or delegate any duties hereunder nor may it transfer, pledge, surrender or otherwise encumber or dispose of its interest in any portion of this Agreement. Licensor may, however, assign any right or delegate any duties hereunder with or without the consent of Licensee.

#### 12. TICKETS:

Licensor shall purchase and be the exclusive trustee of all tickets for admission to the Event. Licensor shall purchase tickets from a bonded ticket printing company only. Said tickets shall be manifested, counted and distributed by Licensor. Licensee and Licensor shall arrange for Box Office and other ticket-related services pursuant to Paragraph 7 hereof.

There shall be reserved to Licensor, without charge, reserved seats for the Event, the number of which shall be mutually agreed upon by Licensor and Licensee, provided the number does not exceed one (1%) percent of the printed manifest. These reserved seats shall be automatically removed from the ticket manifest by Licensor and shall not be sold.

Dates which tickets are placed on sale to the public shall be determined by mutual agreement between Licensor and Licensee and shall not conflict with other events. The existence of conflict shall be determined by Licensor.

### 13. INTERMISSIONS:

If the Event is to exceed one (1) hour, said Event shall include a scheduled intermission of not less than fifteen (15) minutes nor more than thirty (30) minutes, unless Licensor's representative agrees in writing to except the Event from this requirement.

### 14. CONCESSIONS, CATERING AND PARKING:

Licensor reserves and at all times shall have the sole right to control, sell, rent, supervise or give away (or assign to others the right to do so), advertising, refreshments, beverages, candies, food, snacks, souvenirs, T-shirts, programs and all other merchandise and concessions at and/or in the Facilities and/or on the Site, and Licensee agrees not to engage in or permit others to engage in any such activities without the advance written consent of Licensor's representative. If Licensee desires that the Event be catered, Licensee shall contract with concessionaire/caterer who is the caterer for Licensor. If Licensee desires to have any items sold in connection with the event, Licensee shall contract with concessionaire/caterer not less than fourteen (14) days in advance of the commencement of the license period. Licensee agrees to pay concessionaire/caterer a negotiated commission on the sale of all such items sold by concessionaire/caterer on behalf of Licensee. In addition, Licensee shall not place or operate any vending machines, coin operated music playing devices or coin operated games at and/or in the Facilities and/or on the Site without the advance written consent of Licensor's representative. (Merchandise: 70/30, building sells.)

Licensor shall have the right to collect reasonable charges from event patrons for parking for the Event, and to retain the entire proceeds from such collections. The Licensor also retains the right to control all parking facilities adjacent to the CAJUNDOME as well as Cajun Field. Due to the CAJUNDOME being a multi-purpose facility, Licensor cannot guarantee a specific location of parking spaces for the contracted event.

### 15. TELEVISION AND RADIO BROADCASTING:

The Event shall not be broadcast, reproduced, transmitted or disseminated by means of radio, or televised, reproduced, transmitted or disseminated by means of free television, or televised through the medium now commonly referred as "pay television", "CATV", or "closed-circuit television" or similar device or arrangement, or in any manner recorded, without the advance written authorization of Licensor's representative.

## 16. COPYRIGHTS:

Licensee agrees, represents and warrants that nothing contained in the Event or otherwise connected with Licensee's activities with respect to this Agreement shall violate or infringe upon any copyright, patent, right of privacy or other statutory or lawful right of any person, firm or corporation, and that all copyrighted material to be performed in connection with such Event activities has been duly licensed or otherwise authorized by the owners of such copyright or the owner's authorized representative. Licensee agrees to indemnify and hold free and harmless, assume legal liability for and defend Licensor from and against any and all actions, claims, liabilities, assertions of liability, losses, costs, expenses and fines, including, but not limited to, attorneys' fees, reasonable investigative and discovery costs and court costs arising out of the performance of any copyrighted materials without license or other authorization, or any claim that an unauthorized performance of copyrighted material has occurred, or any other violation or infringement of any copyright, patent, right of privacy or other statutory or lawful right of any person, firm or corporation in connection with the Event or other activities of Licensee and its officers, employees, agents and contractors with respect to this Agreement.

## 17. OBSERVANCE OF LAW:

Licensee shall not engage, or permit its officers, employees, agents, attractions/entertainers, contractors, licensees or invitees to engage in any activity which may directly or indirectly cause physical damage to the Facility or bring discredit to Licensor. Licensee and its officers, employees, agents, attractions/entertainers, contractors, licensees and invitees shall observe and obey all laws, ordinances, regulations and rules of the City and municipal, parish, state or federal governments which may be applicable to Licensee and its occupancy and use of the Facilities. Licensee will obtain and maintain any and all required permits and licenses.

It is agreed that Licensor reserves the right to cancel this agreement at any time, if in the reasonable discretion of the Director the use of any facility would in any way be contrary to the morals or general welfare of the citizens of the Lafayette area. In case of such cancellation, Licensee shall be entitled only to a refund of the rental deposit.

## 18. ADVERTISING

Licensee agrees that all advertising and promotions of the Event shall be accurate, straightforward, true and in good taste, and further agrees to submit all such advertising and other promotional activities to Licensor's representative for advance written approval as to the content and distribution or broadcast thereof. The Facilities shall be referred to as THE CAJUNDOME in all such advertising and other promotional activities. Licensee shall not distribute, post or exhibit or permit the distribution, posting or exhibition of any signs, advertisements, show bills, lithographs, posters or cards of any description at, in or about the Facilities unless approved in advance in writing by Licensor's representative, and Licensee shall remove any approved signs, etc., no later than the time specified by Licensor's representative in such approval. Licensee shall not, prior to obtaining approval from Licensor's representative, publicize nor cause to be publicized, in any manner, any event (s) in the facility.

## 19. SEATING CAPACITY:

Licensee shall not sell or distribute, or permit to be sold or distributed, tickets or passes in excess of the capacity of the facilities nor admit thereto a larger number of persons that can safely and freely move about therein. The decision of Licensor's representative in this respect shall be final.

## 20. FACILITIES AND STAGE RESTRICTIONS:

- A. Licensee understands that determination of adequate rigging capability is the responsibility of Licensee.
- B. Licensee understands that the Facilities will not be totally dark for theatrical lighting purposes; the emergency lighting maintained internal to the seating areas will permit less than a total blackout in the Facilities.
- C. Licensee understands that there shall be no charge which violates fire codes (including minimum fire aisle requirements).
- D. Licensee understands that smoking is absolutely prohibited in the Facilities arena or on stage, and Licensee shall share responsibility with Licensor to assure that proper announcements are made and follow-up steps are taken to prevent/eliminate such activities; Licensee is specifically responsible for controlling the conduct of its employees, agents, attractions/entertainers and contractors in this regard.

## 21. CONDUCT OF PERSONS; ANNOUNCEMENTS:

Licensee shall be responsible for the orderly conduct of all its officers, employees, agents, attractions/entertainers, contractors, licensees and invitees which may be at or in the Facilities during the license period. Licensor reserves the right to eject or cause to be ejected from the Facilities any person or persons whose conduct is unlawful or otherwise objectionable within its reasonable discretion. In addition, within and using reasonable discretion Licensor shall have the right to make announcements at any time during the Event in the interest of public safety, proper operation of the Facilities, crowd control and compliance with rules, regulations, laws, etc.

## 22. CONTROL OF THE BUILDING:

Licensor shall remain in control and possession of the facility during the shelter operation and recovery period and the entrances and exits of the facilities shall be locked and unlocked at such times as will accommodate licensee's occupancy and use of the facilities pursuant to this Agreement. The keys to and the Facilities shall at all times be in the possession and control of Licensor's representative. All duly authorized representatives of Licensor shall have the right to enter the Facilities and all parts thereof at all times for business purposes only, provided, this shall not authorize or empower the Licensor to direct the activities of the Licensee or assume liability for Licensee's activities.

## 23. LOST ARTICLES:

Licensor shall have the sole right to collect and have custody of, as gratuitous bailee, articles left, lost or checked in, on or about the facilities by person attending or participating in the Event, and Licensee shall not collect nor interfere with the collection or custody of such articles.

#### 24. DANGEROUS MATERIALS:

Licensee shall not, without the advance written consent of Licensor's representative, put up or operate any engine or motor machinery or use any flammable, toxic or explosive items in the Facilities. Licensee agrees that all decorative materials used in the Facilities will be flame-proof and that all questions of safety will be resolved to the satisfaction of Licensor's representative.

#### 25. UTILITY CONNECTIONS:

Licensor shall provide and maintain the necessary utility connections and service, including water, electricity, sewage disposal, heat and air conditioning at the Facilities for the Event and other occupancy and use of the Facilities by Licensee. In addition, Licensor shall provide all plumbing, electrical, carpentry or like work which may be required to accommodate the Facilities for the Event unless Licensor's representative agrees otherwise in writing in advance. The costs and expenses incurred by Licensor in providing and maintaining necessary utility connections and service, and such additional plumbing, electrical, carpentry and like work as may be required, shall be assessed Licensee as reimbursable expenses pursuant to Paragraph 5 hereof. Licensor does not warrant against interruption in or failure of such utility connections and service, and Licensor shall not be liable to Licensee or others for any loss, damage, cost or expense which may result or arise from any such interruption or failure.

#### 26. STORAGE:

In the receipt, handling, care or custody of Licensee's property of any kind shipped or otherwise delivered to the Facilities either prior to, during or subsequent to Licensee's occupancy and use of the Facilities, Licensor and its officers, agents and employees shall act solely for the accommodation of Licensee, and neither Licensor nor its officers, agents or employees shall be liable for any loss, damage or injury to such property unless claims arise from the negligence or willful misconduct of Licensor, its agents, employees, representatives or contractors.

#### 27. OBSTRUCTIONS; ALTERATIONS:

Licensee shall not do, nor permit to be done, anything which may interfere with the effectiveness or accessibility of any utility connections or service in, on or about the Facilities, including water, electricity, sewage disposal, telephones, heat, ventilation and air conditioning systems or portions thereof, nor do, permit to be done, anything which may interfere with free access and passage in the Facilities, and adjacent and adjoining public areas, streets and sidewalks. Licensee shall not install or remove any fixtures, partitions, equipment, furnishings or other property in, on or about the Facilities without the advance written approval of Licensor's representative.

#### 28. SCHEDULING:

Unless Licensor and Licensee agree otherwise in advance in writing, Licensor shall be privileged to schedule other similar Events both before and after the Event without notice to Licensee.

29. EXHIBIT ENTRANCE:

All equipment, exhibits and other materials shall be brought into or out of the Facilities only at such entrances and exits as may be designated by Licensor's representative. Licensee shall not operate or permit the operation of vehicles on the pedestrian entrance slabs at level two of the Facilities.

30. OCCUPANCY INTERRUPTIONS:

If, irrespective of fault of either party, the Facilities or any part thereof shall be destroyed or damaged by fire or other cause, or if, irrespective of fault of either party, any casualty or unforeseen occurrence, including, but not limited to, acts of God, war, riots, strikes or acts of governmental authorities shall render the Facilities unoccupiable and/or unusable or otherwise render this Agreement impossible of performance by both parties, or if the Facilities are required for public necessity or emergency use, this Agreement shall be at once terminated. Licensor or Licensee shall not, in any such case, be held liable or responsible to each other for any damage caused by said termination. Licensor shall be relieved from any further liability by reason of this Agreement, and no claims for compensation or damage shall be made against Licensor or Licensee by each party. Any license fees for the unused portion of Licensee's license hereunder shall, under such circumstances, be refunded to Licensee; provided, however, that such reimbursable expenses as may have been incurred by Licensor pursuant to Paragraph 7 hereof shall be paid by Licensee to Licensor. Licensee shall have no liability hereunder for failure to fulfill all its obligations for reasons beyond its control.

31. TERMINATION BY LICENSOR:

Licensor shall have the right to terminate this agreement immediately without notice and without penalty or liability, in the event of any default by Licensee in the performance of the terms and conditions hereof. Licensor shall, in addition, have the right to terminate this Agreement, with or without cause and without material penalty or liability, by giving written notice to Licensee of such termination not less than thirty (30) days in advance of the license period. Licensee reserves the right to remedy any alleged breach before being subject to termination of the agreement.

32. INDEPENDENCE OF PARTIES:

It is understood and agreed that nothing herein contained is intended or should be construed as creating or establishing the relationship of partners between Licensor and Licensee or as constituting Licensee as the agent or representative of Licensor for any purpose or any manner whatsoever. Licensee is not authorized to bind Licensor to any contracts or other obligations. Licensor shall not be liable for any acts of Licensee in exercising the license granted herein.

33. GOVERNING LAW; FORUM:

This Agreement shall be exclusively governed by the law of the State of Louisiana both as to interpretation and performance. Any action at law, suit inequity, or other judicial proceeding for the enforcement of this Agreement, or any provisions thereof shall be instituted only in the courts of the State of Louisiana located in Lafayette, Louisiana.

34. NON-WAIVER:

No failure to exercise or delay in exercising any right, power or remedy accruing to Licensor on any breach or default of Licensee hereunder shall impair any such right, power or remedy, or be construed as a waiver of any such breach or default or of any similar breach or default thereafter occurring; nor shall any waiver of any single breach or default be construed as a waiver of any other breach or default theretofore or thereafter occurring.

35. PARAGRAPH HEADINGS:

The paragraph headings appearing herein shall not be deemed to govern, limit, modify or in any manner affect the scope, meaning or intent of the provisions of this Agreement.

36. LICENSOR’S REPRESENTATIVE:

The Licensor’s representative, for purposes of this agreement, shall be the chairman of THE CAJUNDOME COMMISSION, or designee.

37. NOTICES:

All notices to be given under this Agreement shall be deemed to be duly given when mailed by registered or certified mail, postage prepaid, to Licensor at CAJUNDOME, Lafayette City-Parish Consolidated Government, 444 Cajundome Blvd., Lafayette, Louisiana, 70506, and to Licensee at

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

38. RETURN OF AGREEMENT:

In the event this Agreement is not executed by Licensee and returned to Licensor within fourteen (14) days of the date it is sent to Licensee, this Agreement and any offer or reservation of the Facilities in connection herewith shall, at the option of Licensor, be deemed null and void.

39. ENTIRE AGREEMENT:

This Agreement embodies the entire agreement of Licensor and Licensee, and there are no other representations, promises, agreements, conditions or understandings, either oral or written, between them other than are set forth herein. No subsequent alteration, amendment, change or addition to this Agreement shall be binding upon either Licensor or Licensee unless reduced to writing and signed by them and by direct reference therein made a part hereof.

IN WITNESS WHEREOF, the parties hereto have caused this Agreement to be executed this \_\_\_\_ day of \_\_\_\_\_, 2006.

APPROVED AND AGREED TO:

LICENSEE: \_\_\_\_\_

THE CAJUNDOME COMMISSION:

BY: \_\_\_\_\_  
TITLE:

BY: \_\_\_\_\_  
TITLE: Director

**APPENDIX D**

**AMERICAN RED CROSS  
FACILITY AGREEMENT**

Facility:

This agreement is made and entered into between \_\_\_\_\_  
(Owner/Operator) and \_\_\_\_\_ [Chapter of] The American National  
Red Cross \_\_\_\_\_ (collectively “the Parties”) in order to provide physical facilities  
to support American Red Cross [*DISASTER RELIEF NUMBER OR NAME OF DISASTER*].

A. As such Owner/Operator agrees to:

1. Provide facilities, approximately \_\_\_\_\_ square feet, known as \_\_\_\_\_  
[OR IF USING A PORTION OF BUILDING CLEARLY INDICATE SPACE  
PARAMETERS YOU WILL BE USING, ADD ATTACHMENT IF NECESSARY],  
located at \_\_\_\_\_ (City) \_\_\_\_\_  
(State) \_\_\_\_\_ (Zip) (“Facility/Property”) for the sum of \$0.00 or \$ \_\_\_\_\_ per  
day/week/month, beginning on \_\_\_\_\_ for a period of  
\_\_\_\_\_ days/weeks/months (“Term”). The Parties may extend the term by  
mutual agreement. Owner/Operator agrees to provide the Red Cross with \_\_\_\_\_ days  
prior written notice should Owner/Operator need to terminate this Agreement for any  
reason.

2. Provide support to access appropriate telecommunications resources. The installation,  
maintenance and removal costs of radios, telephones and related automation equipment  
will be borne by the American Red Cross, unless specified otherwise:

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

3. Provide support to access utilities and other resources. Indicate which party will be  
responsible for the cost of the following utilities, on a prorated basis, for utilities actually  
used during the Term:

Water: \_\_\_\_\_ Electricity: \_\_\_\_\_ Gas: \_\_\_\_\_  
Furnishings: \_\_\_\_\_ Other: \_\_\_\_\_  
These/other costs are further specified as: \_\_\_\_\_

A separate agreement must be executed between the Parties for use and or reimbursement  
for any other Owner/Operator services, including, but not limited to, personnel.

B. Red Cross agrees:

1. The Facility/Property will be returned to the Owner/Operator in the same condition as it was when occupied/acquired. Normal wear and tear is considered to be the responsibility of the Owner/Operator.
2. The \_\_\_\_\_ [Chapter of] The American National Red Cross agrees to defend, hold harmless and indemnify the Owner/Operator against any legal liability in respect to bodily injury, death and property damage to the extent arising from the sole negligence of the said Chapter during its use under this Agreement of the property belong to the Owner/Operator.

C. Both of the above named Parties agree to the following:

1. No modifications or changes will be made to the Facility/Property by the Red Cross without the express written approval of the Owner/Operator.
2. Prior to occupancy, representatives of both Parties will inspect the Facility/Property and will note any discrepancies and/or concerns on the inspection form attached to this Agreement as Attachment 1.
3. Prior to vacating the Facility/Property, representatives of both Parties will again inspect the Facility/Property to note any discrepancies and/or concerns in the release form attached to this Agreement as Attachment 2. Normal wear and tear is considered to be the responsibility of the Owner/Operator.
4. Prior to occupancy, representatives of both Parties will document the food and supplies inventory.
5. Prior to vacating the facility, representatives of both Parties will document the food and supplies used by the Red Cross. The Red Cross agrees to replace or reimburse \_\_\_\_\_ for any foods or supplies that may be used by the Red Cross in the conduct of its relief activities in said Facility/Property.
6. Other provisions as follows: [FOR EXAMPLE, PARKING, ADA]  
\_\_\_\_\_
7. Contact persons/agents for both Parties are identified as follows. Additional contact information may be included on a separate page and attached to this agreement:

Red Cross Representative:

\_\_\_\_\_ Phone ( ) \_\_\_\_\_

Organization/Owner/Operator:

\_\_\_\_\_ Phone ( ) \_\_\_\_\_

- 8. The American National Red Cross is a tax-exempt organization and generally is not subject to federal, state or local taxes.

The Parties, acting through their duly authorized officers, have executed this Agreement as of the Effective Date.

The \_\_\_\_\_  
**CHAPTER OF THE AMERICAN  
NATIONAL RED CROSS**

\_\_\_\_\_  
\_\_\_\_\_

**By:**  
\_\_\_\_\_

**By:**  
\_\_\_\_\_

**Print Name:**  
\_\_\_\_\_

**Print Name:**  
\_\_\_\_\_

**Title:**  
\_\_\_\_\_

**Title:**  
\_\_\_\_\_



## APPENDIX E

### FEMA KATRINA/RITA DISASTER SPECIFIC GUIDELINES

U.S. Department of Homeland Security  
Washington, DC 20472

FEMA

MEMORANDUM FOR: Federal Coordinating Officers  
FEMA-1602-DR-FL  
FEMA-1603-DR-LA  
FEMA-1604-DR-MS  
FEMA-1605-DR-AL  
Sheltering Emergencies–FEMA-3215 etc. Seq.-EM

ATTENTION: Public Assistance staff

FROM: Nancy Ward, Director  
Recovery Area Command

SUBJECT: Disaster Specific Guidance #2  
Eligible Costs for Emergency Sheltering Declarations  
Hurricane Katrina

### **Purpose**

The purpose of this Disaster Specific Guidance is to clarify the eligibility of costs likely to be borne by State and local governments in the sheltering and care of the evacuees of areas devastated by Hurricane Katrina. It is anticipated that states not directly impacted by the effects of Hurricane Katrina will receive evacuees from the impacted states of Louisiana, Mississippi and Alabama. Evacuees may arrive as part of an organized, government-sponsored evacuation, or by their own means.

The influx of potentially thousands of evacuees from Gulf Coast states will overwhelm the local capacity of shelters operated by volunteer agencies and the American Red Cross, requiring State and local governments to act in a humanitarian fashion to meet current and anticipated sheltering needs, in both the short and long term. For this, the President has declared Emergency Declarations in several states making Federal assistance immediately available to State and local governments for 100% of the eligible costs they incur to provide shelter and care to Katrina's victims.

## Authority

Emergency Declarations are authorized by Title V-Emergency Assistance Programs of the Robert T. Stafford Disaster Relief and Emergency Assistance Act P.L. 93-288, as amended.

## Guidance

Applicants Eligible for public Assistance under an Emergency Declaration:  
Public Assistance grants are available to State and Local Governments, certain Private Non-Profit Organizations and Indian Tribes located within designated areas. For the purposes of this guidance, the State may choose to be the single eligible applicant to receive financial assistance under this declaration or it may accept subgrant applications from eligible applicants. The applicant may contract or task any necessary agency to accomplish sheltering of evacuees from impacted areas. The applicant should claim the costs for the eligible services provided based upon a written agreement outlining payment procedures. All costs must be reasonable for the type of work performed.

## Eligible Costs for these Emergency Declarations

Based upon the provisions of Section 502 of the Stafford Act, assistance efforts to save lives, protect property, and public health and safety and lessen or avert the threat of a catastrophe can be accomplished by State and local governments or through Direct Federal Assistance (DFA) or a combination of both. Costs associated with these efforts are eligible under the emergency Declaration.

## Evacuation Costs

Costs associated with evacuation of people from disaster impacted areas can be an eligible expense if performed or contracted for by an eligible applicant. These costs can include:

- Eligible activities include transportation with drivers, shelter operations, security (on transportation and at shelters)
- Eligible labor costs:
  - Overtime for regular staff
  - Regular and overtime for extra hires
  - Contract costs
  - Overtime for backfill for transferred regular staff
- Travel and per diem of eligible employees in the performance of eligible activities is eligible.
- Transportation to pick up evacuees (planes, trains, busses, ambulances, etc.) including local transportation to the shelters.
- Essential Assistance
  - Food
  - Water
  - Personal items such as those outlined in American Red Cross guidance

- Monitoring and stabilization of evacuees requiring medical care.

## Short Term Sheltering

Costs involved in shelter operations vary according to need and circumstances. In many instances, shelters are operated in government-owned facilities but managed by a volunteer agency. In such instances, only the actual expenses incurred by the eligible applicant, such as supplies or cleanup labor, would be eligible. However, when the government contracts with another organization, or undertakes to operate the shelter itself using its own employees or temporary hires, it may incur substantial eligible costs. In some circumstances, local or State governments may augment existing American Red Cross shelters with operating staff and nurses.

Eligible Category B sheltering costs may include, but are not limited to, the reasonable costs for:

### A. Facility costs.

- Modifications to shelter buildings including addition of recreation equipment.
- Facility lease or rental costs
- Facility operating costs, such as power, water, and telephone
- Site security and safety
- Limited essential transportation to shuttle evacuees to and from aeromedical transport site, post offices, banks, shopping, schools, and other essential trips
- Phone banks for disaster victims, if essential and necessary
- Internet service to aid in disaster assistance registration.

### B. Supplies and commodities for shelters. Supplies are defined as tangible personal property having an acquisition cost of less than \$5,000. Eligible items are those needed for, and used directly on, the declared disaster, and are reasonable in both cost and need. Examples include:

- Cots
- Towels/washcloths
- Linens/blankets/pillows
- Personal comfort kits, (e.g., shampoo, soap, toothpaste, and toothbrush, etc.)
- Essential food and water
- Generators
- Television or radio
- Washer/dryer

### C. Applicant-owned equipment. Eligible use of applicant-owned equipment such as buses or other vehicles is generally reimbursed according to the FEMA Schedule of Equipment Rates, which does not include operator labor.

### D. Contract Costs. Possible contract costs incurred by government may include:

- Meal preparation or food catering costs
- Contract security 247-7
- Shelter management

- Sheltering provided by another organization under contract or mutual aid pact with the local or State government; costs must be reasonable and similar to what it would have cost the government to provide the same level of service.
- E. Other essential services. Other services may be necessary to properly care for the shelter population. Examples include:
- Medical staff for emergency care, including mental health
  - Public Information Officer
- F. Cleaning and Restoration. The costs incurred by an applicant to clean, maintain, and make minor repairs to a facility to pre-shelter condition is eligible.

## Interim Sheltering

In support of FEMA's housing strategy, applicants are attempting to reduce the burden of traditional sheltering activities by providing interim shelters for evacuees. The costs incurred by an applicant to support such activities are eligible. Reimbursements will be for eligible shelter victims (i.e., evacuees) from the disaster affected States (LA, MS, AL) at the Fair Market Rate. These costs include the lease of properties, including apartments or hotels and will be reimbursed for a period of up to 12 months. Any costs above what is determined to be Fair Market Rate must be approved by the Chief Financial Officer (CFO) and the Recovery Division Director through the respective Regional office. The purchase of furniture and other essential items in order to make these facilities habitable is eligible.

## Medical Care

Shelters are typically staffed with one or more Emergency Medical Technicians (EMT), Licensed Practical Nurses (LPN) or Registered Nurses (RN) for health screening, to monitor the health of shelter residents, assess and treat minor illnesses and injuries, and make medical referrals (i.e., call 911 when necessary). The number of nurses or other medical staff will vary according to the size and type of the shelter population. Special needs shelters will require higher skilled medical staff than a general population shelter, indicating the need for RN's.

Eligible costs related to nursing services include, but may not be limited to:

- Providing first aid assessment
- Making medical referrals
- Providing health information
- Caring for individuals with chronic conditions including medications
- Ensuring that shelters are sanitary
- Monitoring and reporting abusive conditions
- Supervising volunteer and paid medical staff

When an eligible applicant is sheltering evacuated hospital patients, the operating costs such as transportation, triage, tests, and medication required to stabilize a patient are eligible. Operating costs for long-term treatments are not eligible in accordance with FEMA Policy 9525.4.

If an evacuee becomes ill in a shelter and a determination is made to transport that person to a hospital for further treatment, the costs associated with the transportation, diagnosis, testing and stabilization of that evacuee are eligible.

Vaccinations when administered to protect the health and safety of the shelter population at large or emergency workers are an eligible expense. The types of vaccine might include:

- Tetanus
- Hepatitis
- Tuberculosis
- Flu
- Pneumonia

If an evacuee was undergoing ongoing medical treatment at the time of the event and the treatment is required to continue to protect the health and safety of the individual or residents at large, the costs for ensuring availability of the treatment are eligible. The costs can include:

- Transportation to a medical facility qualified to administer the treatment.
- If the treatment is not locally available, providing resources and supplies to administer the treatment.
- If the treatment is covered by private insurance, Medicare, Medicaid or a pre-existing private payment agreement, it is the responsibility of the State, acting as Grantee, to ensure that these funds are documented and subtracted from the eligible costs.

## **Transportation Costs**

For evacuees who request to be transported back to their point of origin when resources become available in that location to provide shelter, or to another location, the costs of transportation of evacuees can be an eligible expense.

## **EOC Costs**

Emergency Operation Center costs associated with the provision of emergency sheltering costs are an eligible expense.

## **Increases in the provision of Governmental Services**

Due to the increase in population for the host state and/or local government, there may be an increase in the requirement to provide governmental services such as schools, police and fire protection and judicial services. The costs for the provision of those services are outlined below:

Schools. Since school age children will be residing in the shelters, the availability of educational facilities will be an issue. If space is not available at a local school, the eligible applicant may lease or procure facilities (i.e. portable classrooms) with support services necessary to accommodate the additional students. Any increased transportation cost would also be an eligible expense.

Police/Fire. Additional security may be provided at the shelter based upon need. Fire Protection will be handled by the local fire department as part of its basic mission.

If warranted by specific situations, any overtime incurred by the local government in providing measures to protect the health and safety of the shelter residents through the use of the police or fire department may be an eligible expense. The local government should document the health and safety concerns and any associated eligible costs for responding to the situation.

- Judicial Services
- Overtime costs for increases in judicial services required as a result of the increase in population due to the inclusion of evacuees to the population may be an eligible expense.

### **Costs not eligible Under the Emergency Declarations**

- Long Term Housing
- Long term provisions for increased governmental services.
- Costs for permanent repairs of damaged facilities
- Debris Removal
- Regular Time for Force Account Labor

## APPENDIX F

### IAAM MEGA-SHELTER BEST PRACTICE GUIDELINES CONTACTS

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## APPENDIX G

### IAAM MEGA-SHELTER BEST PRACTICE GUIDELINES REFERENCES

#### SHELTER CLASSIFICATION

Louisiana Homeland Security Special Needs Shelter Guidance (January 26, 2005)

[http://www.ohsep.louisiana.gov/memorandum\\_to.htm](http://www.ohsep.louisiana.gov/memorandum_to.htm)

Florida Least-Risk Decision Making (LRDM) Hurricane Evacuation Shelter Guidance Table

<http://floridadisaster.org/bpr/Response/engineers/documents/CheatSheet.pdf>

Florida Proceedings of the Shelter Implementation Workshop (LRDM Explained)

<http://floridadisaster.org/bpr/Response/engineers/documents/shiwrpt.pdf>

American Red Cross ARC 4496, Standards for Hurricane Evacuation Shelter Selection

<http://floridadisaster.org/bpr/Response/engineers/documents/newarc4496.pdf>

American Red Cross Guidelines for Hurricane Evacuation Shelter Selection

<http://floridadisaster.org/bpr/Response/engineers/documents/arc4496.pdf>

Florida Refuge of Last Resort Strategy

[http://floridadisaster.org/bpr/Response/engineers/documents/RefugeOfLastResort1.pdf?App\\_mode=Display\\_StatuteandSearch\\_String=andURL=Ch0252/SEC385.HTMandTitle=-%3E2002-%3ECh0252-%3ESection%20385](http://floridadisaster.org/bpr/Response/engineers/documents/RefugeOfLastResort1.pdf?App_mode=Display_StatuteandSearch_String=andURL=Ch0252/SEC385.HTMandTitle=-%3E2002-%3ECh0252-%3ESection%20385)

#### SHELTER ACTIVATION

National Response Plan

<http://www.dhs.gov/interweb/assetlibrary/NRPbaseplan.pdf>

FEMA Mitigation Division

<http://www.fema.gov/fima/>

Stafford Act

<http://www.fema.gov/pdf/rrr/pa/pagappb.pdf>

NIMS Compliance for FY 2007 Shelter Reimbursements

[http://www.fema.gov/pdf/nims/06\\_training.pdf](http://www.fema.gov/pdf/nims/06_training.pdf)

Incident Command System/Unified Command

[http://www.nrt.org/Production/NRT/NRTWeb.nsf/AllAttachmentsByTitle/SA-52ICSUCTA/\\$File/ICSUCTA.pdf?OpenElement](http://www.nrt.org/Production/NRT/NRTWeb.nsf/AllAttachmentsByTitle/SA-52ICSUCTA/$File/ICSUCTA.pdf?OpenElement)

## **SHELTER CONTRACTS, LIABILITY**

FEMA Guide to the Disaster Declaration Process  
[http://www.fema.gov/pdf/rrr/dec\\_proc.pdf](http://www.fema.gov/pdf/rrr/dec_proc.pdf)

Stafford Act  
<http://www.fema.gov/pdf/rrr/pa/pagappb.pdf>

NIMS Compliance for FY 2007 Shelter Reimbursements  
[http://www.fema.gov/pdf/nims/06\\_training.pdf](http://www.fema.gov/pdf/nims/06_training.pdf)

## **SHELTER PARTNER**

American Red Cross  
<http://www.redcross.org/>

Federal Emergency Management Association  
<http://www.fema.gov/>

Centers for Disease Control and Prevention (website provides information on infection control in the mega-shelter, TB guidance, maintaining diaper stations, play areas, and animal control) <http://www.bt.cdc.gov/disasters/hurricanes/katrina/shelters.asp>

Salvation Army Emergency Disaster Services  
[http://www.salvationarmyusa.org/usn/www\\_usn.nsf/766d2187c97e6bf180256cf4005d2284/7d2966eeaa11a22780256ff8006a6e06/\\$FILE/Emergency%20-%20overview.pdf](http://www.salvationarmyusa.org/usn/www_usn.nsf/766d2187c97e6bf180256cf4005d2284/7d2966eeaa11a22780256ff8006a6e06/$FILE/Emergency%20-%20overview.pdf)

National Voluntary Organizations Active in Disasters  
<http://www.nvoad.org/>



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