

# **Non-Traditional Shelter Concept of Operations Template**

**December 31, 2011**

# Template

## *Non-Traditional Shelter Concept of Operations*

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This Non-Traditional Shelter Concept of Operations was created by the American Red Cross at the request of the City of Los Angeles. This document was prepared under a grant from FEMA's Grant Programs Directorate, U.S. Department of Homeland Security. Points of view or opinions expressed in this document are those of the authors and do not necessarily represent the official position or policies of FEMA's Grant Programs Directorate or the U.S. Department of Homeland Security.



# Template

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## *Non-Traditional Shelter Concept of Operations*

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### Forward

This Non-Traditional Shelter (NTS) Concept of Operations (ConOps) including its Dormitory (Dorm) Annex was created by the American Red Cross at the request of the City of Los Angeles and through funding from FEMA's Regional Catastrophic Preparedness Grant Program (RCPGP).

The intended audience of this template includes: local, state, and/or tribal emergency management professionals; Emergency Operations Center (EOC) personnel; NTS support-specific Emergency Support Functions (ESFs) and ESF-assigned agencies; NGOs and private-sector agencies providing NTS support; and any other ESFs, agencies, or organizations deemed appropriate.

The information provided in this document was culled from a variety of resources, including guidance from the *Mega-Shelter Planning Guide: A Resource and Best Practices Reference Guide* created by the International Association of Venue Managers, Inc. and the American Red Cross; the *Los Angeles Operational Area Mass Care Annex Template*; the Los Angeles Operational Area Mass Care Guide and NTS Annex; the *City of Los Angeles Mass Care: Functional Support Annex*; and input from subject matter experts in the field of emergency management catastrophic event planning, mass care, and non-traditional sheltering.<sup>1</sup> Additional recommendations in the document and appendices are provided by the *Sphere Handbook: Humanitarian Charter and Minimum Standards in Humanitarian Response*.<sup>2</sup>

This NTS ConOps document is designed to be used as a template; however, no state, local, or tribal jurisdiction is the same. Recognizing that each has its own requirements, this template provides general language that jurisdictions can make distinctive to their own needs and communities by adding to and/or replacing with jurisdiction specific language. Alternately, jurisdictions may elect to copy some of the text from specific sections for use in other documents.

This document is intended to assist jurisdictions and their partners in planning for a more feasible and seamless multi-jurisdictional NTS response. This document uses principles of the Incident Command System (ICS) and the National Incident Management System (NIMS).

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<sup>1</sup> *Mega-Shelter Planning Guide*. International Association of Venue Managers, Inc. Accessed online on November 30, 2011 at [http://www.iavm.org/cvms/mega\\_sheltering.asp](http://www.iavm.org/cvms/mega_sheltering.asp).

<sup>2</sup> *Sphere Handbook: Humanitarian Charter and Minimum Standards in Humanitarian Response*. The Sphere Project (2011). Practical Action Publishing. Accessible online at <http://www.sphereproject.org/>. The Sphere Handbook provides minimum standards needed to meet the urgent survival needs of disaster-affected populations.

## Template

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The ConOps is designed to be incorporated into the jurisdiction's Emergency Operations Plan (EOP)/Emergency Response Plan (ERP) or used as a stand-alone document in coordination with the jurisdiction's EOP/ERP. It includes a Dormitory Annex, which focuses on providing specific services within the Dormitory Area of an NTS. The document can also be used to provide a framework for creation of other annexes. A list of additional recommended annexes is included at the end of this document for possible future development by the jurisdiction.

Nothing in the document alters or impedes the ability of local, State, Federal, territorial, and/or Tribal Nation governments or their agencies to carry out their specific authorities or perform their responsibilities under all applicable laws, executive orders, and directives. The template is not intended to alter the existing authorities of individual municipal or county agencies and it does not convey new authorities upon any local, State, or Federal official.

### **How to Use This Template**

The template follows this foreword, beginning with a sample cover page. For a jurisdiction's individual document, delete any pages up to that cover page. There are several points of information to note:

- Regular text – sample – should be included in the Jurisdiction's ConOps.
- Bolded, highlighted text in parentheses – **[sample]** – describes what information should be included or indicates that the language following may or may not be applicable to the jurisdiction. If the information is inapplicable it should be deleted.
- Highlighted regular text in parentheses—**[sample]**— should be replaced with jurisdiction-specific input (e.g., name of jurisdiction.)

# Template

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# **Non-Traditional Shelter Concept of Operations**

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## **ADOPTION PAGE**

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(To be completed when this Concept of Operations is adopted into the  
[Jurisdiction's Emergency Operations Plan/Emergency Response Plan])



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## Introduction

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### Purpose

This Concept of Operations (ConOps) is intended for local government officials and their response support organizations. It establishes procedures for providing services in a [Jurisdiction] Non-Traditional Shelter (NTS) to persons affected by a large-scale or catastrophic incident/event or precautionary evacuation.

Traditionally, congregate shelters are provided for short durations using existing facilities such as schools, faith-based facilities, and recreation centers. The Federal Emergency Management Agency (FEMA) defines shelter as “a place of refuge that provides life-sustaining services in a congregate facility for individuals who have been displaced by an emergency or a disaster.”<sup>3</sup> If an incident/event displaces a significant number of people, often for extended periods, the capacity of traditional shelters and their support services may be exceeded. In these instances, the local government may open an NTS with the support of non-governmental organizations (NGOs) and other resources. An NTS is a location, generally in large structures or open space shelters, where a significantly large number of evacuees can take refuge and be sheltered for short or longer periods of time. These locations require an expanded amount and diversity of internal infrastructure and support services which may include infrastructure operations such as logistics, utilities, security, and traffic control and services such as laundry, medical care, and recovery support.

The intended audience of this template includes local, state and/or tribal emergency management professionals; Emergency Operations Center (EOC) personnel; NTS support-specific Emergency Support Functions (ESFs) and ESF-assigned agencies; NGOs and private-sector agencies providing NTS support; and any other ESFs, agencies, or organizations deemed appropriate.

In a partnership between the International Association of Venue Managers (IAVM) and the American Red Cross, the *IAVM/Red Cross Mega-Shelter Planning Guide* was created to provide guidance for the use of large facilities/venues (e.g., stadiums and arenas) as mega-shelters when necessary in large-scale disasters. This guidance characterizes mega-shelters as:<sup>4</sup>

Shelters of this size and magnitude function as small cities and demand the elements of governmental and community support that keep such “cities” safe and well. They become multi-agency programs with the venues service a central and important role. Typically, no one agency or

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<sup>3</sup> *Glossary/Acronyms*. FEMA. Accessed online on December 14, 2011 at <http://www.fema.gov/emergency/disasterhousing/glossary.shtm>.

<sup>4</sup> *Mega-Shelter Planning Guide*. International Association of Venue Managers, Inc./American Red Cross. Accessed online on November 30, 2011 at [http://www.iavm.org/cvms/mega\\_sheltering.asp](http://www.iavm.org/cvms/mega_sheltering.asp).

organization opens and operates these sites on its own. Mega-shelters should be opened under the administration of either local or State government because running these shelter facilities requires the coordination and cooperation of multiple local and State agencies, including those of law enforcement, public health, social and human services, food service, and facility management. These governmental agencies can run unified command systems and suggest specific tasks appropriate to the various agencies, vendors, and organizations (including the venue and the American Red Cross) that contribute to the overall mission.

Mega-shelters provide reasonable alternatives to the operation of multiple, traditional emergency shelters when they are able to:

- Centralize communication and services.
- Improve span of control.
- Streamline logistics.
- Consolidate smaller shelters that may have challenges in sustaining operations.
- Shelter a large volume of individuals and households.
- Control costs.

This NTS ConOps expands upon the base concept designed by the IAVM and Red Cross for venues and facilities. This ConOps provides a broader set of options for emergency managers who may need to shelter a significant displaced population in a large-scale or catastrophic event but may not have physical facilities, infrastructure, or resources to accommodate that population.

Specifically, this ConOps focuses on two NTS models:

1. Mega-shelters are large facilities (e.g., stadiums or conference centers) that can accommodate large groups of evacuees.
2. Open space shelters are large outdoor shelters (e.g., fairgrounds or parks) and use soft-sided or temporarily constructed structures.

Generally, mega-shelter perimeters can be controlled more easily and the facility usually has some basic infrastructure and available resources, but it may only be available for a short period of time and the design of the site must conform to the existing structure. An open space shelter requires more infrastructure resources brought in and takes longer to setup, but the site can usually be used for an extended period of time and often has more flexibility in design. For more information on the characteristics of each model, see the *Non-Traditional Shelter Selection* section.



In addition to these models, NTS may also be provided in other environments such as aircraft hangers or warehouses or on ships or barges.<sup>5</sup> For the purposes of this ConOps, the focus will be on the large-scale facility and open space models.

Bulk distribution of personal tents to individuals may be another option to support a displaced population; however, since this is not a congregate model, it is beyond the scope of this ConOps and will not be addressed further in this document.

In some situations, displaced people may spontaneously congregate in an area independently of local government sheltering assistance. This site may become an NTS if local or state government determines the location is safe and can be supported with adequate services and resources.

Services and support for an NTS requires a multi-agency effort with all its functions reporting to and through a Unified Command/ Incident Command that follows the Incident Command System (ICS) design. This differs from traditional shelter models, which are generally designed to be managed by one organization using its own internal structure. In addition, the agency with overall responsibility for an NTS will likely be different than the agency that is responsible for the mass care function. While an NTS design does not negate any individual agency's or organization's internal authorities, requirements, and reporting structures, it does require an integrated operation. An NTS is a controlled-access environment providing services to its resident population.

A Dormitory (Dorm) Management Annex is also attached to this ConOps. The annex provides information specific to operating dorm areas in an NTS and includes information on staffing, layout, and the provision of resources.

This ConOps is a part of the [Jurisdiction's Emergency Operations Plan (EOP)/Emergency Response Plan (ERP)], and specifically the [MC Annex Name, if applicable]. The ConOps is consistent with the [If the Jurisdiction is located in California: Standardized Emergency Management System (SEMS)], the National Incident Management System (NIMS), the National Disaster Housing Strategy (NDHS), and is compliant with Federal Planning Requirements as they pertain to Comprehensive Preparedness Guide (CPG) 101 v2.0 standards.<sup>6</sup>

## Scope

The ConOps applies to Non-Traditional Shelter response during large scale or catastrophic local and State emergencies, state of war emergencies, and Presidentially-declared emergencies or major disasters. As defined by the National Response

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<sup>5</sup> National Response Framework Emergency Support Function #6: Mass Care, Emergency Assistance, Housing, and Human Services Annex. FEMA. Accessed online on December 11, 2011 at <http://www.fema.gov/pdf/emergency/nrf/nrf-esf-06.pdf>.

<sup>6</sup> Developing and Maintaining Emergency Operations Plans: Comprehensive Preparedness Guide (CPG) 101. Version 2.0. FEMA (2010). Accessed online on November 30, 2011 at [http://www.fema.gov/pdf/about/divisions/npd/CPG\\_101\\_V2.pdf](http://www.fema.gov/pdf/about/divisions/npd/CPG_101_V2.pdf).

Framework (NRF), mass care includes sheltering, feeding operations, emergency first aid, bulk distribution (BD) of emergency items, and collecting and providing information on victims to family members.<sup>5</sup> An NTS consists of mass care support to displaced populations with a robust infrastructure to support operation and administration. This includes site management, logistics, reception, medical care, public information, and coordination with household pet sheltering.

The ConOps applies to all [Jurisdiction] agencies that respond to and support an NTS in disaster operations, as well as NGOs and private sector partners with operational responsibilities during a disaster.

This ConOps may be activated by [Jurisdiction] Emergency Management or the Unified Command in their Emergency Operation Center (EOC) in response to emergencies that require the care and shelter in an NTS of large numbers of impacted and displaced individuals.

## Situation Overview

1. Non-Traditional Shelter operations differ significantly from those in general congregate shelters, which are usually operated in smaller facilities with a limited but sufficient internal facility infrastructure and an external resource support structure. An NTS requires an expansive operation similar to what is needed to manage and operate a small town or city. Full-scale operations will require an expanded infrastructure and additional resources within the selected site, which most likely was never designed to accommodate the habitation needs of a large population. To support day-to-day operations, an NTS will require a full ICS organizational structure; reception and registration; expansive integrated logistics to support the site, the NTS-sheltered evacuees, and other co-located operations. These operations may include bulk distribution; health services and medical services; and a myriad of support services such as childcare, adult care, laundry, family reunification, and recovery services.
2. Use of an NTS may be needed in the [Jurisdiction] for both the direct and indirect effects of an emergency or disaster.
3. The population of an NTS will generally mirror the demographic makeup of a jurisdiction's population.
  - The [Jurisdiction] population exceeds [#] residents and covers [#] square miles.
  - Among the [Jurisdiction] population, it is estimated that more than [#] residents or [#]% of the population are living at or below the poverty line.
  - Among the [Jurisdiction] population, [#] residents, or [#]% have limited English language proficiency.
  - Among the [Jurisdiction] population, [#] individuals require in-home services.

- There are an estimated [#] total household pets in the [Jurisdiction]. **[Insert if applicable:** There are also important agricultural and livestock concerns in the area.]
  - An estimated [#] people, or [#]% of the population, have disabilities or other access and functional needs. All mass care plans should be compliant with the Americans with Disabilities Act (ADA) and provide access to mass care programs, services, and facilities to people with disabilities and others with access and functional needs.
3. **[Include information on laws that delineate responsibility for emergency care and shelter at the local level; local or state emergency ordinances outlining powers, roles, and responsibilities, and providing for the development and adoption of emergency plans and response; and local or state health plans or requirements in regard to disaster.]**
  4. In the event of specific types of incidents such as bioterrorism or nuclear incident, sheltering away from the impact area may continue for an extensive period. Non-Traditional Shelters may be more readily adaptable to such longevity than traditional shelters.
  5. If multiple Non-Traditional Shelters need to be opened in the [Jurisdiction], the Area Command procedures for the [Jurisdiction] will be adapted to establish an Area Command Shelter Coordinator or a multi-agency coordination group at the regional level.

## Assumptions

1. The Non-Traditional Shelter ConOps will be activated at the discretion of the local emergency manager if an incident/event is large enough that traditional congregate shelters will not be able to adequately provide sheltering.
2. Activation of an NTS ConOps and an NTS is a significant and complex operation and will require multi-agency cooperation and coordination. In an event which has received a State or a Federal Presidential disaster declaration, this will include State and Federal partners and resources in addition to local.
3. An NTS will require expansion of existing site infrastructure that will already be strained due to the size or complexity of the incident/event.
4. At the onset of a large-scale disaster or emergency, NTS operations will be heavily reliant on local resources—human and material—or mutual aid. State or Federal support will take at least several days to arrive at an NTS.
5. The [primary government agency/department responsible for NTS] will serve as the primary agency responsible [Jurisdiction] NTS operations.
6. [The primary support agency for Mass Care (MC)] will serve as the primary support agency responsible for operating Mass Care at an NTS.

7. To supplement the [primary government agency/department responsible for NTS], the [Jurisdiction] will have trained staff and volunteers to manage and operate an NTS.
8. NGOs, Private Non-Profit Organizations (PNPs), Faith-Based Organizations (FBOs) and Community-Based Organizations (CBOs) that normally respond to disaster situations will do so.
9. The private sector will seek ways to participate in the provision of NTS support services.
10. CBOs and faith-based organizations that provide social services and serve vulnerable populations will initially be overwhelmed with requests for service.
11. Neighborhood organizations and local groups, some without training, will emerge to provide mass care and assistance independent of local government.
12. Spontaneous sheltering will arise outside the response system by persons in the displaced population or persons in the community seeking to help.
13. The duration and scope of local, State, and Federal involvement will be proportional to the situation's severity and the assistance needed.
14. The percentage of the displaced population that seeks congregate care is dependent on the size, scope, and nature of the incident/event.
15. A portion of those seeking shelter can be expected to bring their household pets with them.
16. A percentage of the population seeking shelter will be people with disabilities and others with access and functional needs including those:
  - Who have mobility impairments.
  - Who are elderly.
  - Who have limited English proficiency or are non-English speaking.
  - Who are minors.
  - Who do not have transportation.
  - Who have physical, behavioral, or cognitive disabilities.
17. Service animals shall remain with the persons to whom they are assigned throughout every stage of disaster assistance. Household pets will be treated as the law requires. Federal assistance and the definition of a service animal are outlined in the PETS Act of 2006.<sup>7</sup>

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<sup>7</sup> *Americans with Disabilities Act, Title II and III*, Department of Justice. Revised as of March 15, 2011. Accessed online on November 10, 2011 at [http://www.ada.gov/service\\_animals\\_2010.htm](http://www.ada.gov/service_animals_2010.htm). Service animals, as defined by the Department of Justice, are dogs that are individually trained to do work or perform tasks for a person with a disability.

18. The [Jurisdiction] EOC will be activated for an incident/event severe enough to create a mass care need. Consistent with the [Jurisdiction] EOP/ERP, the EOC will manage and coordinate among local governments to support response.
19. If multiple Non-Traditional Shelters are opened in the [Jurisdiction], this will add complexity to NTS operations and will impact the availability of resources.
20. In a major disaster, mass care operations will require an influx of resources from outside the area to be fully operational. A full complement of resources will be contingent on the severity of the incident/event, impact to transportation infrastructure, and the ability to move resources and supplies into and within the affected area.
21. Mutual aid assistance from unaffected jurisdictions and from State and Federal emergency agencies will be available, but not immediately.
22. State, Federal, and Emergency Management Assistance Compact (EMAC) resources will likely be limited during the first few days following a disaster when there are multiple areas requiring support and/or there has been widespread damage to access/transportation infrastructure and to suppliers.
23. Some displaced residents will spontaneously converge on public parks and open spaces as an alternative to using indoor congregate shelters after incidents/events that have potentially affected the structural integrity of buildings.
24. When multiple and concurrent Non-Traditional Shelters are activated, resources (e.g., medical, transportation) will be exponentially impacted by competing demands, needs, and priorities, therefore coordinated resource management for all NTS operations will be necessary.

## **Non-Traditional Shelter Management**

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### **A. NON-TRADITIONAL SHELTER ORGANIZATION**

#### **NTS Leadership Structure**

Due to the complexities and resource requirements of operating a Non-Traditional Shelter, operation by a single agency is ineffective. Therefore, an NTS will implement close coordination and cooperation of multiple agencies. Each NTS will have its own unified command system, comprised of representatives from agencies, jurisdictions, and service providers who share the responsibility for the overall management of the NTS under the direction of the NTS Incident Commander. The NTS Incident Commander will supervise and bring together these stakeholders in a single Command Post.

Decisions regarding what agency and organization representatives will be a part of the NTS Unified Command's leadership structure will be made by the [Jurisdiction]. Based on the incident/event and structure needed, adjustments will be made to most effectively implement the NTS Unified Command (UC)/Incident Command (IC). In general the UC/IC will consist of:

- NTS Incident Commander
- NTS Site Owner/Management
- Local Emergency Management representative
- State and Federal representatives as needed
- Deputy IC (Mass Care subject matter expert, but not the Operations Chief or Dormitory Manager.)
- Other key stakeholder agency representatives

As above, based on the incident/event, the positions of the NTS Command staff may be adjusted as needed. In general, the NTS Command staff will include:

- NTS Incident Commander/Unified Commander
- Public Information Officer
- Site Safety Officer
- Liaison Officer

The composition of the Command staff is flexible and will depend on the complexity of the NTS operations. In addition, the Command staff structure will not be a stand-alone structure. Individual positions may need to report to others in the relief operation, external to the NTS.

## **Organization Structure**

The recommended NTS Organization Chart can be seen in Figure 1. This recommended structure is based on the ICS but the final structure will depend on the circumstances and available resources. The organization is scalable, with this structure being the broadest, most expanded level, and some positions may be combined, separated, added, or eliminated within the general foundational ICS structure. Some functions may benefit from the additional position of a liaison specific to their function. This decision will be made by the function in coordination with the UC/IC at the time of an incident/event depending on need and available resources. More detailed areas of responsibility within each function are listed below.

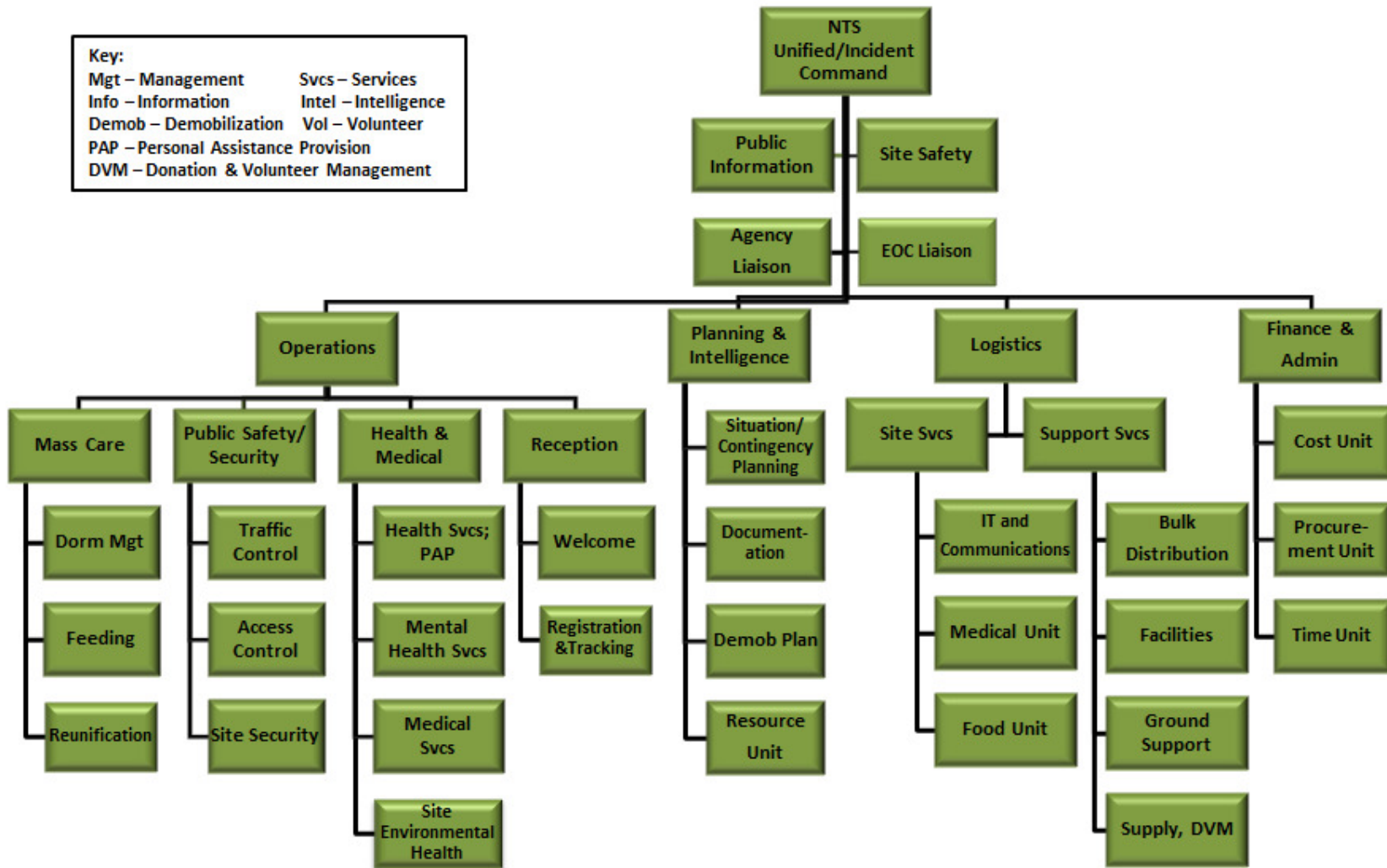


Figure 1: NTS Operations Organization Chart



## B. ROLES AND RESPONSIBILITIES

While a Non-Traditional Shelter provides support to populations displaced by a disaster, the operation is more expansive than the standard mass care functions found in a traditional congregate shelter. In NTS operations, many different agencies and organizations are involved, the services often found in the sheltering community are incorporated to support the population, and the logistics required to support the operation are expansive.

Table 1, below, lists the NTS functions and which department, agency, or organization has primary or support responsibility for that function. Assignments within a function will be determined and assigned by the appropriate function management staff and specific roles, responsibilities, and actions will be listed in each group’s NTS annex, if applicable.

**Table 2: Responsible Agencies and Roles**

Function/Position	Primary Responsibility	Support Responsibility	Actions
<b>UC/IC Staff</b>			
NTS Unified/Incident Command (led by Incident Commander)	(Responsible positions/agencies/departments)	(Support agencies/organizations)	<ol style="list-style-type: none"> <li>1. Oversee all NTS operations.</li> <li>2. Liaise with EOC leadership.</li> <li>3. Maintain significant presence in dormitory area.</li> </ol>
Deputy Incident Commander	(Responsible positions/agencies/departments)	(Support agencies/organizations)	<ol style="list-style-type: none"> <li>1. Provide subject matter expert advice on Mass Care operations.</li> </ol>
Public Information	(Responsible positions/agencies/departments)	(Support agencies/organizations)	<ol style="list-style-type: none"> <li>1. Disseminate information to evacuees, including people with disabilities and others with access and functional needs.</li> <li>2. Organize press briefings.</li> <li>3. Facilitate media and guest visitation.</li> </ol>
Site Safety	(Responsible positions/agencies/departments)	(Support agencies/organizations)	<ol style="list-style-type: none"> <li>1. Identify hazardous situations at the NTS.</li> <li>2. Provide safety advice in the Incident Action Plan (IAP).</li> <li>3. Exercise emergency authority to prevent and stop unsafe acts.</li> <li>4. Brief UC/IC on safety issues and concerns.</li> </ol>

[Jurisdiction]

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Function/Position	Primary Responsibility	Support Responsibility	Actions
EOC Liaison	(Responsible positions/agencies/departments)	(Support agencies/organizations)	1. Coordinate with jurisdiction and/or State EOC.
Agency Liaison	(Responsible positions/agencies/departments)	(Support agencies/organizations)	<ol style="list-style-type: none"> <li>1. Maintain a list of assisting and cooperating agencies and agency representatives.</li> <li>2. Point of contact for agency representatives.</li> <li>3. Provide NTS status updates to agencies supporting NTS.</li> </ol>
<b>OPERATIONS SECTION</b>			
Operations Chief	(Responsible positions/agencies/departments)	(Support agencies/organizations)	1. Oversee all NTS functional operations including MC, Public Safety/Security, Health & Medical, Reception, and Evacuee Support Services.
NTS MC and Dormitory Management	(Responsible positions/agencies/departments)	(Support agencies/organizations)	<ol style="list-style-type: none"> <li>1. Oversee all MC operations.</li> <li>2. Oversee dorm areas.</li> <li>3. Coordinate with other functions for support services (e.g., custodial, resources).</li> <li>4. Provide evacuee counts to NTS MC Management.</li> </ol>
Feeding	(Responsible positions/agencies/departments)	(Support agencies/organizations)	1. Provide food/beverage service support at or to NTS.
Public Safety/Security	(Responsible positions/agencies/departments)	(Support agencies/organizations)	<ol style="list-style-type: none"> <li>1. Provide appropriate security at NTS.</li> <li>2. Coordinate with off-site decontamination operations if activated.</li> <li>3. Monitor overall site safety, including fire safety.</li> </ol>

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Function/Position	Primary Responsibility	Support Responsibility	Actions
Health & Medical	(Responsible positions/agencies/departments)	(Support agencies/organizations)	<ol style="list-style-type: none"> <li>1. Support ongoing health needs of evacuees and staff.</li> <li>2. Provide resources to support medical sheltering.</li> <li>3. Create and manage medical unit.</li> <li>4. Coordinate with Sanitation for vector control.</li> <li>5. Coordinate with Public Safety/Security and Mental Health Services regarding unaccompanied minors.</li> <li>6. Coordinate with off-site decontamination operations if activated.</li> </ol>
Personal Assistance Provision	(Responsible positions/agencies/departments)	(Support agencies/organizations)	<ol style="list-style-type: none"> <li>1. Provide personal care giving assistance to evacuees who require it.</li> <li>2. Support child respite care, child daycare.</li> <li>3. Assist evacuees with service animals in maintaining their animals (e.g., feeding, walking) if they are unable to do so themselves.</li> </ol>
Mental Health Services	(Responsible positions/agencies/departments)	(Support agencies/organizations)	<ol style="list-style-type: none"> <li>1. Monitor evacuee population and staff for mental health needs.</li> <li>2. Provide crisis counseling as needed.</li> <li>3. Refer evacuees with mental health needs beyond the capabilities of an NTS to external resources.</li> </ol>
Reception	(Responsible positions/agencies/departments)	(Support agencies/organizations)	<ol style="list-style-type: none"> <li>1. Welcome, register, and track incoming and outgoing evacuees.</li> <li>2. Coordinate evacuee tracking with Reception Processing Sites (RPS).</li> <li>3. Maintain awareness of all individuals entering and exiting NTS.</li> </ol>

[Jurisdiction]

Non-Traditional Shelter Concept of Operations

Function/Position	Primary Responsibility	Support Responsibility	Actions
Coordination with Household Pet Sheltering	(Responsible positions/agencies/departments)	(Support agencies/organizations)	<ol style="list-style-type: none"> <li>1. Manage household pet registration and direction to household pet shelter.</li> <li>2. Coordinate with MC for visitation or care of animals by owners, if applicable.</li> </ol>
Recovery Services	(Responsible positions/agencies/departments)	(Support agencies/organizations)	<ol style="list-style-type: none"> <li>1. Coordinate, organize, and monitor disaster recovery services and, if feasible, an on-site Disaster Recovery Center.</li> </ol>
<b>PLANNING &amp; INTELLIGENCE SECTION</b>			
Planning Chief	(Responsible positions/agencies/departments)	(Support agencies/organizations)	<ol style="list-style-type: none"> <li>1. Oversee all develop IAP, Situation Planning, Contingency Planning, Documentation, and Demobilization Planning.</li> <li>2. Oversee personnel and volunteer management through the Resource Unit</li> <li>3. Brief incoming staff on NTS functions and on roles and responsibilities provided by specific staff.</li> </ol>
Situation/Contingency Planning Unit	(Responsible positions/agencies/departments)	(Support agencies/organizations)	<ol style="list-style-type: none"> <li>1. Collect, process and organize information relating to the growth, mitigation or intelligence activities taking place.</li> <li>2. Prepare future predictions of growth, maps and intelligence information</li> </ol>
Documentation Unit	(Responsible positions/agencies/departments)	(Support agencies/organizations)	<ol style="list-style-type: none"> <li>1. Responsible for the maintenance of accurate, up-to-date NTS files.</li> </ol>
Demobilization Unit	(Responsible positions/agencies/departments)	(Support agencies/organizations)	<ol style="list-style-type: none"> <li>1. Develop the NTS Demobilization Plan which includes release priorities and procedures and check out.</li> </ol>

Function/Position	Primary Responsibility	Support Responsibility	Actions
Resource Unit	(Responsible positions/agencies/departments)	(Support agencies/organizations)	<ol style="list-style-type: none"> <li>1. Maintain and post the current status of all assigned tactical resources and personnel at the NTS.</li> <li>2. Establish check in procedures for staff.</li> <li>3. Prepare assignment list.</li> <li>4. Maintain master roster of all tactical resources checked in at NTS.</li> <li>5. Evaluate resources committed, the effect additional resources will have and anticipate resource needs.</li> </ol>
<b>LOGISTICS SECTION</b>			
Logistics Chief	(Responsible positions/agencies/departments)	(Support agencies/organizations)	<ol style="list-style-type: none"> <li>1. Oversee all Logistics and NTS operations including Site Support, Bulk Distribution, Supply, Donations Management, and IT/Communications.</li> <li>2. Identify long-term service and support requirements for planned and expected operations.</li> <li>3. Provide input and review the Communications Plan, Medical Plan and Traffic Plan.</li> </ol>
Site Services	Responsible positions/agencies/departments)	(Support agencies/organizations)	<ol style="list-style-type: none"> <li>1. Supervise the IT &amp; Communications, Medical, and Food Units</li> <li>2. Manage transportation for daily activities.</li> <li>3. Coordinate urgent and non-urgent medical transportation</li> </ol>

Function/Position	Primary Responsibility	Support Responsibility	Actions
Support Services	Responsible positions/agencies/departments)	(Support agencies/organizations)	<ol style="list-style-type: none"> <li>1. Develop and implement logistics plans in support of the operations.</li> <li>2. Oversee Bulk Distribution, Facilities, Ground Support, and Supply.</li> <li>3. Receive, store and distribute all supplies at the NTS.</li> <li>4. Maintain an inventory of supplies; store, disburse and service all non-expendable supplies and equipment.</li> </ol>
<b>FINANCE AND ADMINISTRATION SECTION</b>			
Finance & Administration Chief	(Responsible positions/agencies/departments)	(Support agencies/organizations)	<ol style="list-style-type: none"> <li>1. Maintain all financial, administrative and cost analysis aspects of the incident.</li> <li>2. Oversee Cost and Procurement Units.</li> <li>3. Collect all cost data, perform cost effectiveness analyses, and provide cost estimates.</li> <li>4. Coordinate with EOC Finance and Administration Branch on reimbursement issues.</li> </ol>
Cost Unit	(Responsible positions/agencies/departments)	(Support agencies/organizations)	<ol style="list-style-type: none"> <li>1. Administer all financial matters pertaining to vendor contracts, leases and fiscal agreements.</li> </ol>
Time Unit	(Responsible positions/agencies/departments)	(Support agencies/organizations)	<ol style="list-style-type: none"> <li>1. Maintain equipment and personnel time records and manage the commissary operations.</li> </ol>

### C. NON-TRADITIONAL SHELTER STAFFING

Staff levels and functions at a Non-Traditional Shelter will depend on factors such as the shelter’s size, layout, staff availability, and evacuee needs. Core functions will be required as soon as an NTS opens as well as the staff necessary to operate them. Additional expanded functions and staff to support these core functions will be provided as soon as qualified staff and other resources become available. For recommended staffing numbers, reference the [International Association of Venue Managers/ Red Cross Mega-Shelter Guide, Staffing Matrix](#).

Functions will submit staffing requests to their Branch directors (e.g., Operations, Planning & Intelligence), unless directed otherwise by those directors. The directors will submit all requests for staffing to the Planning & Intelligence Resource Unit, which will coordinate with the EOC to fulfill staffing needs. Individual response agencies and organizations (e.g., Red Cross, Salvation Army, CBOs) will process their staffing resources through their own internal Standard Operating Procedures (SOPs). These procedures will include processes for ensuring background checks are completed and staff have the appropriate credentials, as required by the [Jurisdiction's] guidelines for working in an NTS or emergency setting. These agencies and organizations will work with the Planning & Intelligence Resource Unit to fulfill staffing requests as needed. When positions are filled, the agency will notify the NTS Planning & Logistics Resource Unit of staff deployment, schedules, and estimated time of fulfillment. If local staffing resource capacity is exceeded, requests for additional staff resources will be made to the EOC. Resources provided may include support from State agencies, national NGOs, EMAC requests, and Federal resources (e.g., government agency personnel, contracted personnel) if a State and/or Federal disaster declaration has been received.

The important and essential functions of an NTS are included below. Core functions are the functions that are essential to open the shelter initially. Expanded functions and operations are those that will be added as soon as resources become available. While the latter are necessary to more effectively support the NTS population, the resources are not essential requirements to open an NTS and allow entry by evacuees.

### **Core Functions**

1. Site Management
2. Registration
3. Mass Care
4. Public Information
5. Site Maintenance
6. Public Safety and Security
7. Logistics
8. Health and Medical
  - Health assessments
  - Basic health services
  - Medical services
  - Disease surveillance
  - Environmental health and vector control (coordinated with Site Maintenance)
  - Ensure the needs are met of people with disabilities and others with access and functional needs

9. Basic Mental Health Crisis Counseling
10. Unaccompanied Minors

## **Expanded Functions and Functional Operations**

1. Child care
2. Expanded Reception, Registration, and Tracking
3. Expanded Feeding or canteen staff and kitchen staff, if an on-site kitchen is available
4. Expanded Health Care (e.g., medical care, infirmary/health clinic, pharmaceutical services, and personal assistance providers for people with disabilities and others with access and functional needs)
5. Expanded Public Safety and Security
6. Spiritual Care
7. Entertainment and Recreation
8. Laundry Service
9. Record Keeping
10. Cost Accounting
11. Information Technology
12. Transportation
13. Family Reunification
14. Bulk Distribution
15. Parking and Traffic Control
16. Recovery Assistance (e.g., representatives from FEMA, local NGOs) to provide evacuees with help for recovery

## **Non-Traditional Shelter Activation**

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### **Activation Roles and Responsibilities**

1. The ConOps and NTS will be activated by the [Jurisdiction's Office of Emergency Management] in coordination and communication with local political leaders.
2. [Name of Agency] will advise all responsible agencies under this ConOps to respond in their assigned function.
3. When a jurisdiction determines the need to activate an NTS, the MC Branch at the managing EOC will coordinate the activation of the NTS directly with and as stipulated in any agreement an agency or organization has with the site owner/manager to use it as an NTS. If no Memorandum of Understanding (MOU)



or contract exists, one will be created. An example of an NTS MOU can be found in the IAVM Guide.<sup>8</sup> For a checklist for the initial setup of an NTS, see Appendix C.

4. If the NTS site is owned by the [Jurisdiction], the [primary support agency for MC] will coordinate the shelter's activation with the [primary government agency/department].
5. If the site is privately owned, the [Jurisdiction's government lead for MC] will coordinate with the site owner/management, the [primary support agency for MC], and the Logistics Branch to create or implement an MOU or contract.

### Activation Process

The process for activation includes:

1. Monitor and evaluate incidents/events that may trigger the ConOps activation.
2. Assess the [Jurisdiction's] capability to open a Non-Traditional Shelter in consultation with members of the local EOC.
3. Determine if the [Jurisdiction's] existing internal support infrastructure can support an NTS and at what capacity. Request additional resources—material and human—if needed.
4. Advise responsible agencies of imminent NTS Plan activation.
5. Activate NTS ConOps.
6. Specific to the incident/event, ensure all necessary agreements, contracts, and other applicable documents for an NTS are fully executed.
7. Activate and assemble the NTS Unified Command.
8. Determine the NTS's organizational structure of the NTS.
9. Set up the NTS prior to opening (e.g., signage, layout, bringing in ramps, testing sanitation, emergency exits).
10. Open and operate the NTS.

## D. NON-TRADITIONAL SHELTER SELECTION

A potential NTS will be identified and assessed on a number of elements, such as location and interior and exterior features. As with traditional congregate sheltering, an NTS will be surveyed by an agency assigned by [primary government agency/department responsible for NTS] to determine whether the site can and will be used. Included on the survey team will be the site's owner and/or management company.

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<sup>8</sup> For an outline of an MOU, refer to the *Mega-Shelter Memorandum of Understanding (MOU)*. International Association of Venue Managers, Inc./American Red Cross. Accessed online on December 19, 2011 at [http://www.iavm.org/cvms/mega\\_sheltering.asp](http://www.iavm.org/cvms/mega_sheltering.asp).

## NTS Site Criteria

1. [Jurisdiction's government lead for MC] has identified [Jurisdiction]-owned and privately owned potential Non-Traditional Shelters (large-scale buildings and open spaces).
2. [If applicable, list other agency/agencies that have identified NTS]

## Site Selection Considerations

When selecting the site for an NTS, considerations will be made as to whether more effective operational support can be provided to a mega-shelter or an open space shelter. When determining which model will be selected, the following advantages and disadvantages will be considered.

1. Mega-shelter:
  - The internal and external perimeters can be controlled more easily because of existing infrastructure such as barriers and doors.
  - The facility will likely have at least basic infrastructure (e.g., toilets, potable water, electricity).
  - The facility may have existing resources and vendors to support NTS operations.
  - Location may become a gathering place for the affected community.
  - The facility is often publicly known and has good transportation routes as well as a capability for logistical support (e.g. loading docks).
  - In cases where the facility has public functions (e.g., conferences, sporting events) or existing contractual agreements for other use, the facility may only be available for a short period of time due to potential cost to the facility's owner/management (e.g., loss of event revenue, event cancellation fees).
2. Open space shelter:
  - More resources (e.g., fencing) will likely be needed to ensure internal and external perimeter control.
  - The site may be used for an extended period of time.
  - In cases where the site has public functions (e.g., county fairs, public campgrounds), the site may only be available for a short period of time due to potential cost to the site's owner/management (e.g., loss of event revenue, event cancellation fees).
  - Due to the lack of existing structure, site design may be more flexible.
  - The site may require more resources and take longer to prepare, especially in inclement weather (e.g., leveling a gradient, providing flooring).

- The site will likely require expanded or created temporary infrastructure as a result of the infrastructure not existing or the site's infrastructure not having the capacity required to support NTS operations.

### **Site Assessment Criteria**

If a new or additional NTS is needed at the time of a disaster, a site will be sought based on the following criteria:

#### 1. General Considerations

- Availability.
- Size of site.
- Number of evacuees.
- Availability of staffing appropriate to support site size and design.
- Current level of readiness and time required for site to be operational for an NTS.
- Ability to receive and pass a site inspection (e.g., building safety, surrounding secondary hazards (e.g., nuclear safety zone, flood plain)) and fire inspection.
- Agreements in place (MOUs or contracts).
- Potential conflict with site selection of other agency operations (e.g., staging areas, base camps, incident support bases).
- Cost and schedule considerations for site owner/management (e.g., lost revenue, event cancellation fees, annual event schedule, future event bookings).
- Geographic location
  - Location in relation to:
    - a. Impact area and additional threats (e.g., air quality, flood zone).
    - b. Other response support facilities (e.g., medical triage).
    - c. Community infrastructure (e.g., hospitals, emergency services, transportation).
    - d. Infrastructure such as functional sewer, potable water, power and gas systems.
  - Geography (e.g., congested urban area, rural area, accessibility).
  - Proximity to evacuation transportation routes and/or modes of evacuation transportation.
    - a. Major ground evacuation routes.
    - b. Railways (if using rail evacuation).

- c. Airports (if using air evacuation).
  - d. Waterways (if using water evacuation).
    - Proximity to transport hubs for the supply of resources.
  - Exterior site features
    - Ingress and egress capabilities, including adequate access and paved surfaces for tractor trailers.
    - Area (e.g., loading dock, truck turnaround space) for unloading of resource deliveries.
    - Traffic flow design, transport parking needs, and embarkation and debarkation plans.
    - Security and access control.
    - Parking for staff and evacuees.
    - Perimeter (e.g., fencing and security).
    - Considerations for access by and support of people with disabilities and others with access and functional needs.
  - Interior site features
    - Size (e.g., usable floor footage).
    - Floor plan (e.g., open space, hallways, multi-story; if outdoor).
    - Fire safety systems (e.g., fire alarms, fire extinguishers, sprinklers).
    - Waste management (e.g., dumpsters and trash service).
    - Restrooms or portable toilets and hand-washing stations in quantities appropriate to anticipated population (or the ability to get them).
    - On-site, accessible, or portable showers in quantities appropriate to anticipated population.
    - Network connectivity and communications capability.
    - Power and backup power.
    - Heating, ventilation, and air conditioning (HVAC).
    - Considerations for access by and support of people with disabilities and others with access and functional needs.
2. Additional Considerations for a Mega-Shelter
- Structural integrity.
  - Building and safety inspection (pre-incident/event and ongoing).
  - Multiple rooms or ability to partition space.

### 3. Additional Considerations for an Open Space Shelter

- Site gradient.<sup>9</sup>
- Covered and uncovered floor areas.
- Site water drainage: Depending on the site, areas may need to be graded and graveled for streets, tent pads, and walkways. Utility lines for water, sewer, power, and area lighting may need to be installed.

### Non-Traditional Shelter Surveying

1. The [Jurisdiction] will conduct surveys of potential Non-Traditional Shelters using the [form name] form.
2. The [Jurisdiction] may use a checklist, such as the Department of Justice (DOJ) ADA Checklist for Emergency Shelters, when assessing the viability of a location to support NTS sheltering. This type of checklist may be used to support planning considerations to provide reasonable accommodations for people with disabilities and others with access and functional needs.

### Creating and Activating Agreements

1. Some agreements may already be in place with agencies, organizations, or private entities for use of a site as an NTS.
  - **[If applicable]:** The primary agency for MC has facility use agreements with local FBOs and CBOs with facilities capable of serving as an NTS.]
  - Agency agreements should include how cost sharing, documentation and reimbursement processes will work when the NTS is multi-agency managed and supported.
  - An agreement between an agency, organization or private entity and a site's owner/management for use of the site can not be transferred to another entity. If no agreement exists between the agency who will take responsibility for the site and the site's owner/management, one will be created.
2. If pre-designated sites are unavailable (e.g., damaged, in use) an additional site will be assessed and an agreement created.

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<sup>9</sup> *Sphere Handbook: Humanitarian Charter and Minimum Standards in Humanitarian Response*. The Sphere Project (2011). Practical Action Publishing. Accessed online on December 28, 2011 at <http://www.sphereproject.org/>. Surface water drainage and the risks of ponding or flooding should be assessed. The site gradient should not exceed 5%, unless extensive drainage and erosion control measures are taken, or be less than 1% to provide adequate drainage. The lowest point of the site should not be less than 3 meters above the estimated maximum level of the water table. If needed and possible, the ground conditions should be suitable for excavating toilet pits and should inform the locations of toilets and other facilities.

- For [Jurisdiction]-owned sites or facilities, the site will be activated according to the authority of the responsible department through the MC Branch. An MOU will be created or activated.
  - For privately owned sites or facilities, an MOU will be created or activated.
3. The [Jurisdiction intending to use the site] will activate the agreement.
  4. Arrangements and notifications will be made in accordance with the agreement.
  5. Confirmation that these actions have been completed will then be relayed to the MC Branch.

## **E. NON-TRADITIONAL SHELTER DESIGN AND LAYOUT**

An NTS is designed to provide evacuees with an environment inclusive of the myriad of infrastructure and support services normally found in a community (e.g., laundry, recovery services, postal service) or supported by other areas of a disaster response operation (e.g., logistics, medical sheltering).

An NTS operation will be scalable to expand and contract as needed based on the circumstances of the incident/event, needs of the displaced population, and resources available. Figure 2 provides a general layout scheme for reference that may be adapted as needed for the specifics of either a mega-shelter or an open space shelter. The layout below is conceptual only to identify what features and functions will be included in the NTS, but the jurisdiction's actual NTS layout will be adapted to the specific structure and needs of each NTS (e.g., move bulk distribution location to perimeter location for easier access by supply vehicles).

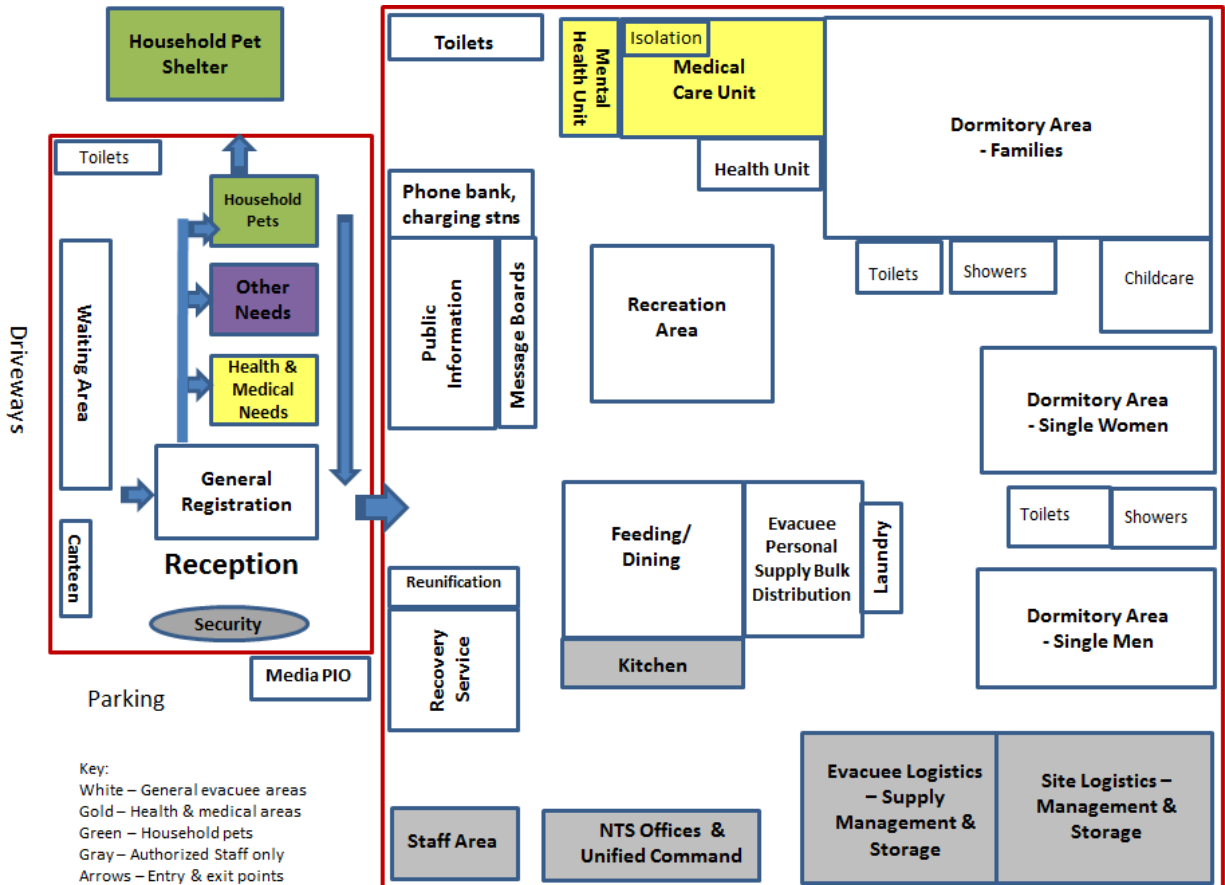


Figure 2: Sample NTS Layout

## F. PROTOCOLS FOR OPENING NON-TRADITIONAL SHELTER

### Decision to Open NTS—Local Level

1. Activation of an NTS ConOps, at the direction of the [Emergency Manager], is the responsibility of the Mass Care Branch Director.
2. If it is determined at the Incident Command (IC) level that the opening of an NTS is recommended, the Field IC or his/her designee will contact the [Jurisdiction's Emergency Manager] at the EOC and recommend an NTS be activated.
  - The IC will provide estimates of the potential number of evacuees who may need to be sheltered, as well as provide rationale for its use.
  - The EOC will advise the requesting entity of the location and information regarding its use (e.g., estimated time to opening, access).
3. Once an activation order has been received by the EOC MC Branch, the MC Branch Director will consult with the Shelter Operations Unit.
4. The MC Branch Director and Shelter Operations Unit will work in concert with the [primary agency responsible for MC] to determine which site will be used as an

NTS. If possible, coordination will also be conducted with a Mega-Shelter Assistance Team member to determine the feasibility of the site.<sup>10</sup>

### Decision to Open NTS—State Level

1. If the State or another jurisdiction makes a request of the [Jurisdiction] to open an NTS to host evacuees from a disaster-impacted area outside the [Jurisdiction], the appropriate jurisdiction's representative will communicate that request to the [Jurisdiction's Emergency Manager]. The [Jurisdiction's Emergency Manager] will make the determination if the [Jurisdiction] is willing and able to host an evacuee population.
2. The process for making the decision to activate NTS operations will then be the same as the above local process.

### NTS Operations—Prior to Opening of NTS

#### Speed-to-Scale Considerations<sup>11</sup>

1. A speed-to-scale analysis will be conducted prior to opening an NTS to determine availability of resources (material and human). The following will be determined:
  - Local resource (human and material) requirements, availability, quantity, and deployment time immediately and over time.
  - External (non-local) resource availability, quantity, and estimated time of arrival for a scaled operation.
  - Resource requirements versus availability to determine the scalable timeframes for opening and supporting an NTS.

### NTS Inspection

1. General Considerations for Shelter Inspection
  - The NTS Incident Commander or his/her designee will conduct a preliminary assessment before opening an NTS in coordination with standard protocols and accompanied by support agencies (e.g., fire marshal, Public Health) and the site's owner/ management. This inspection may be conducted with a representative of the Logistics Management and Resource Support Branch.

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<sup>10</sup> Mega-shelter Assistance Team (MAT) volunteers are individuals with expertise in operating large venues, such as stadiums and conference centers, and are trained in shelter operations by the Red Cross to assist in NTS. MAT volunteers can be requested through the Red Cross.

<sup>11</sup> *Evacuee Support Planning Guide*. FEMA. Accessed online on December 28, 2011 at <http://www.fema.gov/government/espg.shtm>. Speed-to-scale refers to the amount of time it takes to reach a desired goal (e.g., How fast can a State open enough shelters to house 15,000 evacuees?). Speed-to-scale analyzes which resources are necessary (e.g., facilities, cots, staff); the amount of time needed to acquire those resources (e.g., local staff versus staff flown in); and the percentage of the goal reachable at any given time up to achieving 100%. The analysis would include methods and strategies for accelerating the speed in which the goal can be reached.



2. Additional Considerations for a Mega-Shelter

- If a mega-shelter's structural integrity is in question due to possible damage, the [Damage Assessment Unit] at the EOC will facilitate a structural inspection and assessment of the building prior to occupancy.

3. Additional Considerations for an Open Space Shelter

- If the integrity of an open space shelter is in question as a result of the incident/event, the [Damage Assessment Unit] will facilitate an environmental inspection and assessment prior to occupancy.
- Special care will be taken to inspect power, water, and other utility resources if critical infrastructure has been impacted by the incident/event, or if there is a risk for secondary hazards that may impact the infrastructure supporting the NTS.
- If significant construction is needed to make an NTS habitable, a safety inspection after construction is concluded will be conducted by the Safety Officer.

4. Site Safety Plan

- A Site Safety Plan will be completed by the Site Safety Officer and coordinated with the [responsible EOC Branch] to ensure the safety of people within an NTS. The Site Safety Plan will be forwarded to the EOC Planning Section Chief and may be incorporated into the Incident Action Plan.

**Activation of Staffing**

1. The EOC Operations Section will advise all appropriate NTS support functions of the activation of an NTS, with site-specific information. All functions will coordinate staffing requirements and resources with EOC Operations Section and the NTS Unified Command.
2. All functions will coordinate staffing requests through the Planning & Intelligence Resource Unit. (For more information on staffing at an NTS, see the Non-Traditional Shelter Staffing section and the Speed-to-Scale Considerations subsection under the *NTS Operations – Prior to Opening of NTS* section.)
3. All NTS staff will be briefed on their roles and responsibilities in providing assistance to people with disabilities and others with access and functional needs. This information will include:
  - The support and care they are authorized to provide according to their training and credentials
  - How to request support from on-site personal assistance providers

## Operations Communication and Reporting

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Reliable communication methods between the Non-Traditional Shelter and EOC are a priority, especially as the NTS will likely have a large number of evacuees who need care. In addition, regular contact between the NTS and the EOC will be maintained to keep all stakeholders up-to-date on the current situation.

### NTS Operational Communications

1. The NTS Command Post will set up a communication link with the EOC. Methods of communication may include:
  - Land-line telephones (Plain Old Telephone Service; POTS).
  - Satellite telephone.
  - Hand-held radios.
  - Cellular/mobile telephones.
  - Email, internet, and text messaging.
  - Social media (as determined appropriate by the EOC and Unified Command).
  - Amateur radio operations.
  - As a last resort, runners can be used to relay messages.
2. Communication resources will be requested through the Logistics Management and Resource Support Branch.
3. The NTS Unified Command will apprise the EOC of NTS status, population counts, significant events, and requests for resources.
4. Individual NTS functions will follow their reporting SOPs/structures for reporting information (e.g., public health surveillance, logistics inventory) and may communicate directly with the relevant Branch or Unit in the EOC for technical guidance.
5. NTS Incident Commander will report to the [Jurisdiction's government lead for MC].

### Mass Care Daily Reporting

1. The MC function will report the shelter's status to the MC Branch once every 12 hours in a Situation Report (SitRep).
2. The MC SitRep will include, at a minimum, the following:
  - Shelter location
  - Number of evacuees sheltered during the reporting period

- Total number of evacuees sheltered to-date
  - Number of new evacuees during the last 24 hours
  - Meals served in the past 24 hours
  - Summary of critical support needs and concerns, including resource needs for evacuees with disabilities and others with access and functional needs
3. When possible, additional statistical information will be included in the MC SitRep such as a breakdown of age ranges. **[If applicable: The Red Cross will break down age ranges as follows: Ages 2 and under, 3-7, 8-12, 13-18, 19-65, and over 65.]**
  4. All applicable data will be entered into the National Shelter System (NSS), which is the responsibility of the Red Cross.

## NTS FUNCTIONS AND OPERATIONS

### G. RECEPTION

Reception is the component of an evacuation process in which individuals within the evacuating population are identified, assessed, tracked, and registered. **[Select the site's name used by the Jurisdiction: Reception sites/ Reception Processing Sites]** may be activated in impacted areas; along evacuation routes; at locations in receiving jurisdictions prior to arrival at sheltering locations; or at sheltering locations such as Non-Traditional Shelters. For more information regarding reception processes and plans, consult with the local, State, Federal or tribal emergency management agency. These reception sites are designed to receive and register an evacuee population prior to their entrance into shelters.

#### Coordination with Off-Site Reception Process

The **[Jurisdiction's emergency management agency]** will coordinate any reception plan with **[name other applicable annexes as well as the evacuation plans of any other areas that may evacuate to the Jurisdiction]**. This integration with other jurisdictions will involve and require coordination from the EOC when working with evacuation expectations of other jurisdictions.

#### Reception and Registration at Non-Traditional Shelter

Staff included at registration:

1. General registration staff
2. Health staff
3. Security

4. **[If applicable]**: Additional staffing resources at registration, if available, include: **Agency** staff to process the initial intake and registration of unaccompanied minors, if available]
5. Translators, including those for ASL

The Reception function at the NTS has responsibility for initial contact with three groups:

1. NTS evacuees will be registered by NTS staff using the general Shelter Registration Form.
  - At registration, evacuees will report required information for the registration form (e.g., name, pre-disaster address, sex offender self-identification) and optional information (e.g., age).<sup>12</sup>
  - During the registration process, Reception staff will use the general portion of the Red Cross/Health and Human Services (HHS) Initial Intake and Assessment Tool, which is used to identify issues such as disabilities or other access and functional needs or medical concerns that may need to be addressed.<sup>13</sup> If an evacuee self-reports a health or medical condition, the person will then be referred to a Health and Medical staff member who will complete the health and medical portion of the assessment.
  - When registering evacuees who are subject to judicial and/or legislative orders restricting their freedom of movement geographically or in proximity to specific individuals (e.g., sex offenders or people under court orders), all NTS registration protocols created for this specific population will be followed. The registering organization and on-site Security will follow all applicable laws and request additional guidance from the MC Branch if needed.
  - For information on protocols and procedures for assisting unaccompanied minors, see the subsection on Unaccompanied Minors in the *Mass Care* section.
  - **[If Red Cross is primary support agency for MC]**: The Red Cross Principle of Impartiality states that the organization makes no discrimination based upon nationality, race, religious beliefs, class, or

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<sup>12</sup> *Sphere Handbook: Humanitarian Charter and Minimum Standards in Humanitarian Response*. Information from The Sphere Project (2011). Practical Action Publishing. Accessed online on December 28, 2011 at <http://www.sphereproject.org/>. Detailed disaggregation of site populations is rarely possible initially but is of critical importance to identify the different needs and rights of children and adults of all ages. At the earliest opportunity, further disaggregate by sex and age for children 0-5 male/female, 6-12 male/female and 13-17 male/female, and then in 10-year age brackets, e.g., 50-59, male/female; 60-69, male/female; 70-79, male/female; 80+, male/female. These groupings address age-related differences linked to a range of rights, social and cultural issues.

<sup>13</sup> *Initial Intake Assessment Tool*. American Red Cross/FEMA. Accessed online on December 28, 2011 at [http://www.acf.hhs.gov/ohsepr/snp/docs/disaster\\_shelter\\_initial\\_intake\\_tool.pdf](http://www.acf.hhs.gov/ohsepr/snp/docs/disaster_shelter_initial_intake_tool.pdf).

political opinions. As such, Red Cross operated shelters provide assistance with impartiality.]

2. Authorized staff and visitors (e.g., vendors, volunteers, and guests) will register before entering the NTS.
3. Spontaneous volunteers and persons seeking to donate items to support the disaster or NTS operation:
  - Registration, credentialing and tracking of all spontaneous volunteers will be held at an alternate site to ensure proper credentialing procedures (see *Public Safety and Security* section for more information) and affiliation. Spontaneous volunteers who arrive at the NTS without proper credentials will be redirected back to the spontaneous volunteer center.
  - Persons seeking to donate items will be redirected to a designated donation site which will be determined by the Logistics Management and Resource Support Branch.

### **Reception of Household Pets**

Greeters at the reception area will direct evacuees with household pets to the Animal Services Area which will manage the separation of animals from their owners and transport the animals to household pet sheltering. Only service animals will be permitted to remain with their owner in the NTS.

### **H. MASS CARE**

Mass Care assistance includes emergency sheltering, feeding operations, bulk distribution of relief supplies, and family reunification. The timeline for providing this support will depend on the event and other circumstances. In a traditional congregate shelter, these services are generally provided by one organization and carried out within the shelter. In a Non-Traditional Shelter (NTS), this assistance will be provided in different areas of the site and may be provided by multiple organizations working in coordination with each other.

### **Dormitory Management**

In any congregate shelter, the dorm area is the primary congregate area for evacuees—the place in which they spend the greatest amount of time. As a result, while the NTS Incident Commander will have general oversight of the all NTS activities, he or she will also be actively involved and aware of this specific operation and in frequent communication with the Dormitory Management.

1. Evacuees often spend the majority of their time in the dorm area. The following actions will be taken in order to maintain oversight of the evacuee population, their activities, and the NTS operation as a whole:
  - The Operations Section Chief will spend a significant amount of time in the dorm area and in coordination with the dormitory management group to maintain awareness since this is predominantly where evacuees congregate.

## Mass Feeding On-Site

Mass feeding services at an NTS may be provided by pre-positioned resources, on-site kitchens, mobile kitchens brought to the shelter, food transported from other locations to the NTS, the bulk distribution of food supplies, or a combination of these options.

1. Coordinate with the [Jurisdiction's] feeding plan and operations. Implement NTS feeding plans as needed to supplement or integrate with the [Jurisdiction's] operation.
2. A variety of feeding resources may be engaged to support the NTS operation including the following:
  - Pre-positioned resources
  - NGOs with disaster feeding operation missions (e.g., Salvation Army and Southern Baptists)
  - Private vendors
2. Implementation of NTS Feeding Operations Plan
  - Any feeding operations will be coordinated in reference to the [Jurisdiction's mass feeding plan].
  - The MC Branch Director, in coordination with [primary support agency for MC] will designate a Feeding Supervisor and lead agency for NTS Food Services (e.g., Red Cross, Salvation Army, Southern Baptists).
  - The Feeding function, in coordination with the MC Branch and with reference to the jurisdiction's disaster feeding plan, will implement an on-site feeding operation. This operation will include:
    - Speed-to-scale considerations for providing immediate, sustained, and long-term feeding
    - An assessment of available resources (e.g., food stockpile, kitchens) at the NTS and from other agencies and organizations (i.e., government agencies, voluntary organizations, and the private sector)
    - Existing infrastructure capabilities to provide feeding at the shelter
    - Methods of feeding operations, such as catered feeding, mobile delivery vehicles, or field kitchens
    - If possible, and through consultation with the Health and Medical Team, mass feeding at the shelter will take into consideration the food and food preparation restrictions, guidelines, and needs of:
      - a. People with disabilities and others with access and functional needs.
      - b. People with medically necessary dietary requirements.
      - c. People with allergies and food sensitivities.

- d. Cultural and religious groups.
  - e. Children and infants (e.g., formulas and foods).
    - If personal assistance providers are needed to provide feeding assistance to people with disabilities or others with access and functional needs, the Feeding function will coordinate with the Health and Medical Team for staff support.
  - If prepared food services cannot be offered at the NTS, bulk distribution of food supplies will be provided on site if resources are available (see the *NTS Logistics, and Bulk Distribution* section for more information).
  - All feeding operations, whether the food is prepared on site or delivered, will follow standard food safety practices. For more information, contact Feeding resource NGOs or agencies.
  - The Feeding function will advise the Health and Medical Team of all food preparation and/or feeding operations and request health inspections as needed.
  - The Feeding function will coordinate with on-site Security to address any food distribution security and safety concerns at food preparation and serving sites.
3. Other Feeding Resources
- If the capacity of initially activated feeding resources is exceeded, requests for additional or expanded feeding services will be made to the EOC MC Branch. Additional resources may include the following:
    - CBOs or FBOs who provide on-site meal preparation, food supplies, and vendor support
    - Private sector vendors, including caterers and restaurant and hotel associations
    - Resources from government or NGO stockpiles outside the [Jurisdiction]. These resources include shelf-stable meals-ready-to-eat and/or field kitchens
    - [List other resources]
    - [List any central kitchens or school kitchens]

### Family Reunification

1. [Agency], as the lead agency for human services, has overall responsibility for family reunification during disasters. [Agency] will assign a Family Reunification Supervisor at the NTS.
2. [Agency] will compile a list of all vetted and recommended agencies, organizations, and resources (e.g., Salvation Army, Red Cross) providing family reunification services and ensure coordination between the authorized groups.



3. [Agency] will determine and implement the reunification systems to be used. One or all of the following systems may be used:
  - Red Cross Safe and Well.<sup>14</sup>
  - Coordination with [Jurisdiction's] missing person procedures, usually through the Law Branch at the local EOC.
  - The Federal Department of Health and Human Services National Emergency Family Registry Locator System (NEFRLS).<sup>15</sup>
  - The National Center for Missing and Exploited Children (NCMEC) National Emergency Child Locator Center (NECLC) for support of unaccompanied minors or evacuees' missing children.<sup>16</sup>
  - Google Person Finder.<sup>17</sup>
4. In a mass casualty and missing persons incident/event:
  - Family Reunification will coordinate with the EOC for access to a Family Assistance Center if activated and, as necessary, implement transportation to the center for NTS evacuees who are seeking missing persons.
5. A designated area in the NTS will be established for family reunification services. This area will include, if possible:
  - Laptops and Internet access. The Family Reunification Supervisor will coordinate with the site Information Technology (IT) to communicate family reunification system needs.
  - Support staff to assist with family reunification needs, computer access/information, and controlling evacuee time and activities on computers.
  - A meeting point for families who have been separated.
  - Phone banks for evacuees to call family members to confirm they're safe. The phones will be set up in a private area, if possible, to enable the evacuees to make calls in confidence and privacy.
  - Mobile cellular repeaters.

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<sup>14</sup> *Red Cross Safe and Well*. American Red Cross. Accessed online on December 28, 2011 at <https://safeandwell.communityos.org/cms/index.php>.

<sup>15</sup> *National Emergency Family Registry Locator System (NEFRLS)*. The Federal Department of Health and Human Services . Accessed online on December 28, 2011 at [http://www.dhs.gov/xlibrary/assets/privacy/privacy\\_pia\\_fema\\_nefrls\\_update.pdf](http://www.dhs.gov/xlibrary/assets/privacy/privacy_pia_fema_nefrls_update.pdf).

<sup>16</sup> *National Emergency Child Locator Center (NECLC)*. The National Center for Missing and Exploited Children (NCMEC). Accessed online on December 28, 2011 at [http://www.missingkids.com/missingkids/servlet/PageServlet?LanguageCountry=en\\_US&PageId=3252](http://www.missingkids.com/missingkids/servlet/PageServlet?LanguageCountry=en_US&PageId=3252).

<sup>17</sup> *Google Person Finder*. Google. Accessed online at <http://www.google.org/personfinder/global/howitworks>.



## Unaccompanied Minors

1. The MC Director will designate an area at the NTS for minors who have been separated from their parents or guardians. This location will follow the protocols listed in the [applicable section of the Jurisdiction's MC Annex, if available].
2. For guidance, the Unified Command will contact the EOC who can contact the [Agency responsible for child protective services]. In addition, support can be obtained from the National Center for Missing and Exploited Children (NCMEC) through their National Emergency Child Locator Center (NECLC).

## Protocols and processes

1. If an unaccompanied minor arrives at an NTS, staff should immediately attempt to contact the minor's legal parent(s) or guardian(s).
2. If an unaccompanied minor cannot be reunited with a parent or guardian immediately, designated authorized shelter staff will supervise the minor in an access-controlled, highly visible NTS location for ongoing monitoring and safeguarding until reunification with a parent or guardian or transfer to the appropriate authorities.
3. Trained, authorized, and credentialed personal assistance providers, as determined by the [Jurisdiction Health agency] (see the *Personal Assistance Provision* section in Table 1) will provide temporary care. Every effort will be made to designate two staff members to supervise the minor. The minor will not be left with other minors without authorized adult supervision.
4. The Reception function will use the Red Cross Unaccompanied Minors Report Form or a similar form at registration to document the minor's arrival, changes in circumstances, etc.
5. Unaccompanied minors should not be photographed or interviewed by third parties other than local or state law enforcement, child welfare agencies within the City, or partner agencies who have a signed MOU with the jurisdiction to provide services and care to minors.
6. Parents or guardians must provide government-issued identification when taking custody of a minor, and the transfer must be documented.
7. If the minor cannot be reunified with a parent or guardian within a reasonable period of time (4-6 hours), the NTS Childcare Team will coordinate with on-site Security and the Law Branch to communicate with the [Jurisdiction's agency responsible for children and family services, if appropriate]. [Agency] will take the minor into protective custody. [Jurisdiction's agency responsible for children and family services] will determine where protective custody will take place based on their internal protocols and processes.

## I. HEALTH AND MEDICAL SUPPORT

Due to the population size of a Non-Traditional Shelter, on-site health and medical services will need to range from the basic (e.g., basic health assessment during

registration) to advanced (e.g., services in an infirmary). Both physical and mental health support will need to be provided. In addition, processes for disease surveillance and fatality management will need to be implemented.

### Health and Medical Organization

Figure 3 provides more detail of the Health and Medical function at an NTS, which includes four areas that support the evacuees, the staff, and the site.

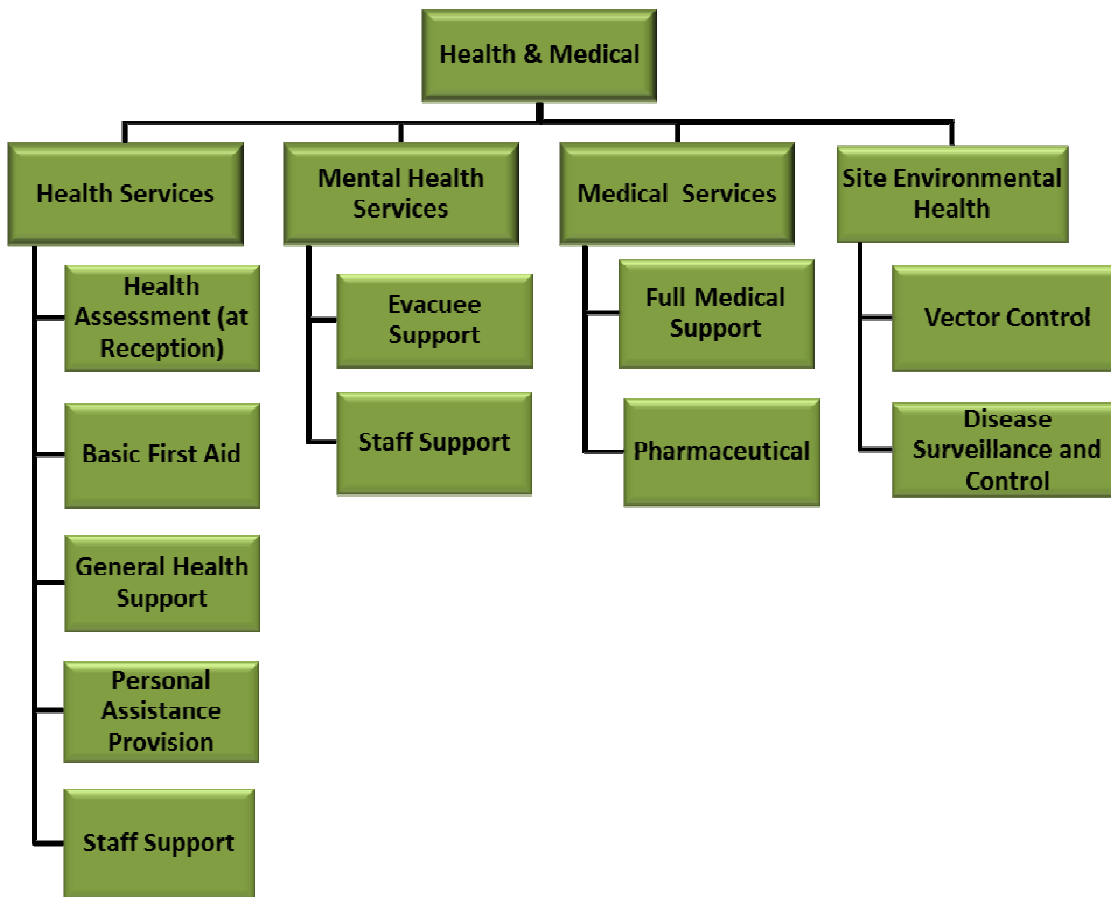


Figure 3: Health and Medical Organization Chart

### Health and Medical Roles and Responsibilities

Agencies and organizations providing health and medical assistance include:

1. American Red Cross Disaster Health Services (Red Cross DHS).
2. Medical Reserve Corps (MRC).

3. In a disaster which has received a Presidential disaster declaration, Federal health and medical resources may be requested for assistance as needed. These may include a Disaster Medical Assistance Team (DMAT<sup>18</sup>), Disaster Mortuary Operational Response Team (DMORT<sup>19</sup>), and use of the National Disaster Medical System (NDMS<sup>20</sup>).
4. NGOs with health-specific missions.
5. Local partners such as pharmacies and medical/nursing schools and universities.
6. [List additional resources.]

### General Operations

1. The Health and Medical Branch, in coordination with the MC Branch, will be responsible for coordinating and providing health and medical care at an NTS.
2. [If applicable: Primary support agency for MC] will provide basic health services (including medical health and mental health support) at an NTS, if personnel are available.
3. Health and Medical will communicate with the Health and Medical Branch as needed.
4. Requests for medical personnel or resources will be prioritized and directed to the EOC.
  - Health and Medical will coordinate through the EOC with other agencies, organizations, and sites to deconflict multiple requests or plans for use of the same medical personnel and resources.
5. The NTS Health and Medical Team will coordinate necessary staff support for people with disabilities or others with access and functional needs.
6. [Agency] will be responsible for license verification and credentials checks.

### Health and Medical Support Services

A range of health and medical support services will be provided to evacuees as resources are available, ranging from a health assessment at reception to expanded medical care and pharmaceutical services. All of these support services will take into consideration the needs of people with disabilities and others with access and functional needs.

1. Health assessment
  - During the initial registration of evacuees, an assessment will include the Red Cross/HHS Initial Intake and Assessment Tool. This initial

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<sup>18</sup> U.S. Department of Health and Human Services. Accessed online on December 28, 2011 at <http://www.phe.gov/Preparedness/responders/ndms/teams/Pages/dmat.aspx>.

<sup>19</sup> Ibid.

<sup>20</sup> U.S. Department of Health and Human Services. Accessed online on December 28, 2011 at <http://www.phe.gov/preparedness/responders/ndms/Pages/default.aspx>

assessment is for health needs (including medical and maintenance prescription needs) as well as mental health needs and will abide by all privacy laws and protocols.

- If additional health assessment is needed, evacuees will be referred to Health and Medical and directed to appropriate assistance.
- Requests for additional staffing assistance to provide assessments will be made to the Health and Medical Branch.

## 2. Health services

- Basic public health and mental health support, including basic first aid, prescription refill requests, and crisis counseling will be provided by the [primary support agency for MC] according to [the agency's] guidance documents and protocols under the Health and Medical function.
- If additional basic health care support is needed, requests will be made to the Health and Medical Branch.
- If substance abuse, addiction, or addiction recovery support services are needed, Health and Medical will coordinate with health, medical, NGO, and private sector service providers for assistance. If services are located offsite, transportation will be provided to the location(s) whenever possible.

## 3. Medical Services

- The level and type of health and medical services offered will be dependant on available staff and material resources. As additional resources are obtained, the level and types of health and medical services will expand. Levels of care beyond health assessments and basic first aid include:
  - Medical clinic: A health care delivery site for care that goes beyond first aid treatment.
  - Infirmary: An intermediate health care unit for evacuees requiring short-term rest, monitoring, and recovery prior to returning to the general dormitory population.
  - Medical Unit: A sheltering area for people who require continuous medical care beyond the capabilities of personal assistance providers and general shelter staff, but who do not reach the admission criteria to enter a hospital. Evacuees in the medical sheltering unit typically require assistance with medical care (e.g., routine injections, IV therapy, wound care, feeding).
- Pharmaceutical Services (pharmacy or pharmacy cache): A limited supply of on-site medications for emergency short-term use by trained and credentialed medical personnel.

- Isolation Area: A separate space within the facility for evacuees who have seriously weakened immune systems and are susceptible to germs in the environment or those with contagious conditions.
  - Decontamination follow-up: In an incident/event in which evacuees or staff potentially have been contaminated (e.g., chemical, biological, radiological, or nuclear hazardous materials or environments), Health and Medical will initially assess for health concerns any evacuees who have or may have been contaminated following decontamination. Health and Medical will also provide ongoing monitoring and observation for signs of deteriorating health conditions or worsening symptoms and take appropriate action.
4. Medical transportation: A staging area where transportation to a more advanced medical facility can be coordinated. Advanced life-support resources may be necessary in the staging area if transportation is delayed.

### **Mental Health Support Services**

Basic mental health in the form of crisis care will be provided by Health and Medical personnel. If additional mental health resources are needed, Health and Medical will request assistance from the Health and Medical Branch. Additional assistance if needed and available may be provided by:

1. [VOAD] members, CBOs or FBOs.
2. American Red Cross Disaster Mental Health Services.
3. [Jurisdiction] Department of Mental Health.
4. Mobile clinics.
5. Teams coordinated by the state's or Federal ESF #8 Public Health and Medical Services.
6. [List additional resources.]

Requests for expanded mental health treatment, due to pre-disaster mental health issues or disaster-related trauma, will be made to the Mental Health Unit at the EOC.

### **Personal Assistance Providers**

While most evacuees will be able to care for themselves, some people with disabilities and others with access and functional needs (e.g., unaccompanied minors, frail elderly, people with cognitive disabilities) may require assistance in performing daily tasks or supervision for their safety. Personal Assistance Providers, trained and holding any necessary approved credentials vetted by [Jurisdiction's agency responsible for health and medical], will be requested to assist this population.

1. [Agency name] will be responsible for deploying personal assistance providers, tracking support services, and training them as needed.
2. Personal assistance providers will coordinate their roles and responsibilities to designated evacuees under the direction of the Health and Medical function.

3. [Primary support agency for MC] staff, supervised by the Health and Medical Team, may serve as personal assistance providers if they follow [the agency's] guidance documents and protocols and have appropriate training and credentials.
4. Evacuees with disabilities and others with access and functional needs may be supported at the NTS by their own personal assistance providers.
5. Training of family members and/or appropriately vetted and credentialed volunteers to provide personal assistance to persons with disabilities and others with access and functional needs may be provided on site.
6. If additional personal assistance providers are needed, requests will be sent to the Health and Medical Branch (for more information, see *Non-Traditional Shelter Staffing* section).
7. Adult Care
  - To facilitate the recovery services of personal assistance providers, such as locating permanent housing and finding services, adults who require care services will be provided with recreational space and monitored by credentialed staff members. The following may be able to provide support:
    - NGOs
    - Senior adult facilities
    - Community-based, faith-based, cultural, and civic organizations (e.g., Kiwanis, Rotary Club)

### **Medical Transport Requirements**

1. For information on medical transportation support, see *Transportation Management* section.

### **Infection Control and Disease Surveillance**

The [Jurisdiction's department] will be responsible for the implementation of systems for disease surveillance, epidemiology, and other public health measures at a Non-Traditional Shelter. This includes the following:

1. Conduct environmental surveys, assessment, and treatment, as needed.
2. Vector control (coordinated with Site Maintenance, Sanitation).
3. Implement isolation or quarantine, if necessary.
4. Coordinate with decontamination function and hospitals, in the event evacuees have potentially been contaminated, for contaminant information and necessary follow-up surveillance.
5. Ensure infection control practices are followed, with reference to the [Jurisdiction's] existing SOPs and plans, which includes:
  - Develop and implement a routine infection control plan by a Registered Nurse (RN), infection control professional, or designee.

- Develop and implement a disease surveillance plan.
  - Train staff to identify issues and infection control measures.
  - Monitor and implement sanitation practices and hand-washing practices throughout the NTS.
  - Post, in coordination with the Public Information Team, infection control information (e.g., hand-washing) for evacuees and staff.
  - Intervene during potential outbreaks of communicable diseases.
  - Develop and implement a prevention plan, which includes, for example, environmental cleaning, isolation, Personal Protective Equipment (PPE) use, and medical waste cleanup.
6. For more information, see [Infection Prevention for Alternate Care Sites guidance published by the Association for Professionals in Infection Control and Epidemiology, Inc. \(APIC\)](#).

### **Bio-Hazard Waste Disposal**

Particular attention will be given to the proper disposal of bio-hazard waste, such as medical supply waste and needles or syringes, due to the potential health and environmental health hazards.

1. For evacuees:
  - Evacuees will be advised using posted signage and distributed NTS and dorm rules of proper disposal of bio-hazard waste.
  - Appropriate disposal bins will be placed in medical areas to ensure proper disposal.
2. For health and medical staff:
  - Train all staff in procedures for proper disposal of bio-hazard waste.
  - Coordinate with the Logistics team on proper disposal of bio-hazard waste (e.g., handling, location, waste management resources).
  - Follow all Public Health and [Jurisdiction] rules, regulations, laws, and statutes regarding disposal of bio-hazard waste.
  - Appropriate bio-hazard disposal bins will be placed in medical areas by Logistics.
  - Logistics will create contracts/agreements that direct the disposal of bio-hazard waste, as needed.

### **Fatality Management**

1. The following two types of fatality management will be addressed as needed by NTS functions. The first will be managed under the Health and Medical function. The second will be coordinated through the EOC (for more information, see *Support Services* section).



- Fatality of an evacuee or evacuees while residing at the NTS.
  - Coordination with EOC Fatality Management and Family Assistance Center operations following a mass casualty incident/event or an incident/event in which there are missing persons.
2. If a fatality occurs in the NTS, Health and Medical will follow their standard protocols and procedures.
  3. If a fatality is discovered by or identified to NTS staff, they will contact Health and Medical to implement appropriate procedures. As necessary, Mental Health will be advised for support to the family, if necessary. Security will be advised to secure the area and implement any law enforcement activities, if necessary.
  4. If a high volume of fatalities occur or are anticipated to occur at an NTS due to deteriorated health as a result of a contamination incident/event:
    - Health and Medical will coordinate as directed by the EOC with Public Health and/or a Federal Disaster Mortuary Operational Response Team (DMORT), if activated, for implementation of fatality management plans, as appropriate. Requests for assistance will be made through the EOC.

## **J. PUBLIC SAFETY AND SECURITY**

Ensuring the safety and security of the displaced population and Non-Traditional Shelter personnel is essential. Public safety and security personnel are responsible for ensuring the safety and security of evacuees and staff in and around an NTS. In addition to the traditional law enforcement issues that arise with any large gathering and at large venues, site safety and security personnel will face additional issues.

### **Shelter Security**

1. On-site Security will coordinate all public safety aspects to ensure the security needs at the NTS are met. On-site Security may utilize the services of the [Agency/Agencies], National Guard, private or contract security and, in some instances, volunteers.
2. To fulfill its responsibilities for public safety, the Law Branch will:
  - Implement and oversee NTS public safety and security operations and shelter assets and supplies stored at other locations.
  - Coordinate with site owner/management for shelter security needs.
  - Coordinate with local law enforcement and/or private or contract security officers for security personnel, shift schedules (regular time and overtime), and specific skill sets (e.g., traffic control).
  - Coordinate traffic control plans with the Transportation Branch.
  - Manage and control security of an NTS, NTS population and staff, and assets and supplies stored at critical staging areas.



3. The MC Branch will inform the Law Branch of the location of an NTS and any general concerns, such as specific security needs. The Law Branch will assign personnel to provide security and will inform any local law enforcement officers in the area that an NTS is opening.
4. If additional public safety resources are needed at the NTS, requests will be made by Security to the Law Branch in coordination with Planning & Logistics Resource Unit.
5. Internal and external security will be provided by Security based on plans they determine appropriate for the site.
6. Law enforcement will coordinate the implementation of safety/security related NTS policies, including:
  - Criminal Justice.
  - Sex offenders.
  - Drug enforcement.
  - Prohibited Items.
  - Unaccompanied minors (for information on protocols and procedures for assisting unaccompanied minors, refer to the Unaccompanied Minors subsection in the *Mass Care at a Non-Traditional Shelter* section.)
7. Physical screening methods for initial entry and reentry (e.g., bag screening stations, metal detectors, magnetometers, and other security procedures or devices) will be used as necessary and if available. Security will coordinate with Registration and Mass Care to implement these procedures.

### **Traffic Management**

1. Security and/or law enforcement will be responsible for executing the traffic management plan to address ingress, egress, and access of transportation modes and traffic around the NTS.
2. NTS traffic management plans will include information regarding the following:
  - Control of an outer perimeter, including surrounding streets leading to the shelter.
  - Designated arrival and drop-off points.
  - Ingress and egress areas.
  - Evacuee arrival and departure.
  - Supplies, deliveries, and staff.
  - Donation redirection to donation sites (through coordination with the PIO to inform the public where to take donated materials).
  - Spontaneous volunteer redirection to a Volunteer Reception Center (VRC) or designated NGOs.

- Parking for transportation modes.
- Access to public transportation.
- Checkpoints for re-direction to other locations of unauthorized people (e.g., media personnel) to prevent traffic congestion around the facility.
- Tow truck services for obstructing cars (pre-staged or on call).
- Emergency response and medical transportation.
- Traffic and directional signage.

### **Decontamination Support**

1. In an incident/event in which evacuees or staff potentially have been contaminated (e.g., chemical, biological, radiological, or nuclear hazardous material or environments), Site Safety will coordinate with the EOC regarding decontamination processes and plans for shelter access and safety including:
  - Evacuees will be decontaminated and assessed prior to being allowed entry into the NTS.
  - If evacuees on-site are identified as requiring decontamination, NTS Operations will coordinate support through the EOC.

### **Perimeter Control**

1. Security posts will be established in the outermost areas of the NTS, including areas for parking and reception.
2. Security will coordinate with the Traffic Management Branch to control streets surrounding the NTS.

### **Access Control**

1. Public Safety and Security will coordinate with the Unified Command to determine entrance points and controls for evacuees and non-evacuees (e.g., staff, logistics, media, visiting guests).
2. Security will redirect unregistered spontaneous volunteers and donations to the appropriate locations.
3. Security will coordinate with the off-site Volunteer Reception Center (VRC) to determine what credentials and identification will be needed for Spontaneous Volunteers to access the NTS.
4. Security will provide and implement an identification system to ensure only authorized non-evacuees (e.g., guests, media, staff) have access to the NTS.
5. Security will be at each ingress and egress point to the NTS. If security personnel are available, all entrances to the NTS that are not declared to be ingress or egress points will also be staffed to ensure re-direction through the authorized security checkpoint.

6. If possible, a secured area will be designated for smoking that allows evacuees to re-enter the NTS without re-screening.

### **Weapons Collection Management**

1. Weapons will only be allowed into an NTS when in possession of law enforcement or authorized personnel and entrance into an NTS by evacuees and staff will be conditional on the voluntary and temporary surrender of any weapons. Although according to Senate Amendment 4615 amending the U.S. Department of Homeland Security (DHS) Appropriations Act (Public Law 109-295), the [primary government agency/department responsible for NTS] cannot force an evacuee to surrender a firearm during a disaster, Security will coordinate the voluntary surrender of weapons and their return upon the evacuee exiting the sheltering process.

### **Support for Unique Populations**

1. A percentage of the population will be subject to judicial and/or legislative orders restricting their freedom of movement geographically or in proximity to specific individuals (e.g., sex offenders or people under court orders).
2. When an evacuee from a unique population registers at an NTS, all NTS registration protocols will be followed. The sheltering organization and on-site security will follow all applicable laws and request additional guidance from the EOC if needed.

### **Site Emergency Evacuation**

The Site Safety Officer will create a site emergency evacuation plan in the event the NTS needs to be evacuated at short notice. Possible alternate sites (whether temporary or long-term) and setup and transportation requirements will be identified in coordination with the Unified Command, as well as consideration given to the needs of people with disabilities and others with access and functional needs. This plan will be posted publicly in order for evacuees and staff to become familiar with its details.

## **K. SUPPORT SERVICES**

In addition to the support services previously listed at a Non-Traditional Shelter, the following support services will be provided as soon as resources become available.

### **Spiritual Care Support Services**

Spiritual care may be provided by FBOs at the shelter or via referrals to external resources to supplement mental health support services.

1. Requests for spiritual care support will be made to the Agency Liaison coordinator via the MC Branch.
2. The Agency Liaison will ensure individuals providing spiritual care have the appropriate credentials to allow access to the NTS and will be given rules for care that may be offered or restricted (e.g., no proselytizing).

### **Child Respite Care and Child Daycare**

The needs should be addressed of children whose parents or guardians may be occupied with tasks such as registering for recovery services, locating housing, and going to work or may simply need some time to themselves. To facilitate this support, two types of care may be provided to support the care of children. Child Respite Care would require the parents to be on-site and does not require specific childcare licensure. Child Daycare requires specific licensure, but may be carried out to support evacuee parents who need to leave the NTS for a period of time (e.g., work, errands, appointments).

Children requiring care will be provided with recreation areas, indoor and outdoor if possible, that are monitored by appropriately credentialed and authorized staff members. The following may be able to provide support:

1. Head Start and Early Head Start facilities.
2. Licensed child daycare providers.
3. NGOs with missions and credentials supporting children (e.g., Children's Disaster Services).
4. Community-based, faith-based, cultural, and civic organizations (e.g., Kiwanis, Rotary Club).
5. Local childcare resource and referral agencies.
6. Resources identified by the National Association of Child Care Resource and Referral Agencies.<sup>21</sup>

### Mass Fatality Event Coordination

1. As described in the *Health and Medical Support* section, the following two types of fatality management will be addressed as needed by NTS functions. For more information regarding fatality management within an NTS, see Fatality Management under the *Health and Medical Support* section.
  - Fatality of an evacuee or evacuees while residing at the NTS.
  - Coordination with EOC Fatality Management and Family Assistance Center operations following a mass casualty incident/event or an incident/event in which there are missing persons.
2. If mass casualty event occurs, NTS management will coordinate with the EOC and/or Family Assistance Centers to assist in transportation and other support services for evacuees at the NTS who are missing or need to identify family.

### Postal Service

Implementation of postal services at the NTS will be addressed once basic operations are established and settled. This may involve establishing a zip code for the shelter and other logistics coordinated with the local postal service.

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<sup>21</sup> For more information, visit [www.naccrra.org](http://www.naccrra.org). Accessed online on December 28, 2011.

## **Entertainment/Recreation**

Evacuees may be provided with entertainment or recreation options. The following organizations are examples of those that may provide human and material support:

1. NGOs (e.g., Children’s Disaster Services (CDS), The Salvation Army).
2. Community-based, faith-based, cultural, and civic organizations (e.g., Kiwanis, Rotary Club.)
3. Local sports teams.
4. Private sector.

## **Community Relations**

In addition to on-site Security, Community Relations staff in easily recognizable clothing (e.g., t-shirts or bibs with identification) will be recruited to walk through the areas of the NTS to which evacuees have access. These individuals, who may be spontaneous volunteers or evacuees, can provide general information to evacuees (e.g., where to get NTS services). More importantly, however, these individuals provide an added sense of security to evacuees and situational awareness and intelligence to the Unified Command.

Community Relations staff will be managed by [Name of Agency] and be checked, vetted, and credentialed as appropriate by their supervising agency/organization.

## **Additional Services**

Evacuees will be provided with information on a variety of other support services. These services may be provided on site or evacuees may be provided with resources (e.g., referrals, transportation) to receive them off site. These services include:

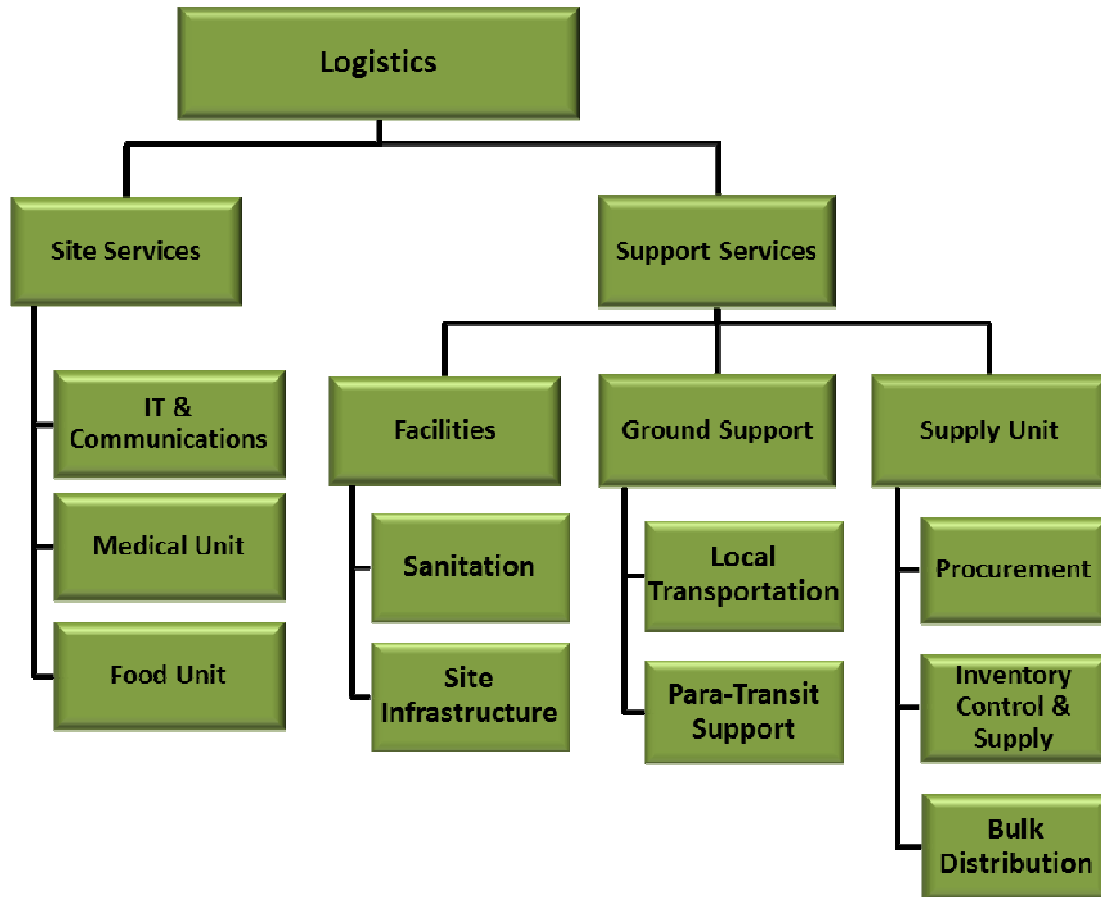
1. Banking/ATMs.
2. Job placement/employment services.
3. Unemployment services (e.g., State disaster unemployment).
4. Disaster Food Stamps (service implemented after leaving the NTS).
5. Veterans Affairs.
6. Addiction and Addiction Recovery Services.

## **L. NTS LOGISTICS, AND BULK DISTRIBUTION**

Material resources will likely be extremely limited immediately after a catastrophic disaster or emergency. Logistics management at a Non-Traditional Shelter will include the management of all material resource requests, tracking of request fulfillment, site deliveries, storage, coordination of security support, and access control to resources. Resources at an NTS will be provided on a speed-to-scale basis, such that commodities will be provided as they become available.

## NTS Logistics Organization

Figure 4 describes the Logistics function at an NTS. It includes two areas of logistics within an NTS: the overall site services and support services.



**Figure 4: Logistics Organization Chart**

### General

1. The Logistics Management and Resource Support Branch at the EOC, in coordination with the MC Branch, will assign a Logistical Support to the NTS.
2. The Logistical Support Team at the NTS will:
  - Coordinate with the MC Branch and Logistics Management and Resource Support Branch when requesting, installing (if necessary), and storing supplies and equipment. This will be completed with reference to the [Jurisdiction's] Logistical Support Plan (and any other applicable plans, procedures, and processes).

- Any on-site Logistical Support Plan will be developed and implemented in reference to the [Jurisdiction's] Logistics Annex and [Name of other resource annexes, if applicable; Commodities Distribution Annex].
- The location of storage and staging areas, and the security of those locations, will be coordinated with the on-site Security.
- Identify the appropriate and expected inventory levels for commodities needed at the NTS in coordination with the NTS functions (e.g., the BD resources for BD Team).
- Coordinate on-site installation of portable resources and support equipment (e.g., portable toilets, hand-washing stations, showers, generators), as needed, and/or storage of NTS supplies (e.g., feeding supplies, first aid supplies).
- Coordinate on-site installation of portable resources and equipment to support people with disabilities and others with access and functional needs (e.g., durable medical equipment, communication devices, nondurable medical supplies).
- Assign a coordinator to manage deliveries at the NTS. This position will:
  - Designate a Receiving Center, in coordination with the NTS Unified Command and on-site Security. This location will be secured and away from arterial entry/exit points.
  - Pre-position assets for ease of inventory and accessibility.
- Create contracts/agreements that direct the disposal of bio-hazard waste, as needed.

### **Coordination of Resources and Supplies**

1. Planning and Intelligence at the NTS will make requests for staff to support NTS operations to the Planning and Intelligence Branch. Staffing requests, for example, may include: security, traffic control, medical/health and mental health, facilities maintenance, and environmental health.
2. The Logistical Support Team at the NTS will make requests for supply and resupply of material resources to the Logistics Management and Resource Support Branch. Requests may include shelter equipment, food and other consumables, durable medical equipment, consumable medical supplies, and accessibility equipment (e.g., ramps).
3. The Logistical Support Team will track and maintain an inventory of all resources in use or in storage at the NTS.

### **Site Infrastructure Support**

1. Immediate infrastructure and wrap around services resource needs at an NTS will include:

- Staff (See *Non-Traditional Shelter Staffing* section for more information.)
  - Sanitation resources (e.g., showers, portable toilets, washers/dryers/ hand-washing stations, paper towels, toilet paper, cleaning supplies.)
  - Waste disposal.
  - Covering if open space, as applicable based on weather conditions.
  - Vector control.
  - Power.
  - Appropriate bio-hazard disposal bins.
2. Additional Infrastructure Support for an Open Space Shelter
    - Shelter materials: Tents or canopies and other items to support shelter needs, such as plastic sheeting and rope.

### **Evacuee Care Support**

1. Logistics will support MC in the set up and tear down of the dorm areas.
2. Logistics will set up laundry services on site or at an off-site vendor.
  - The Logistics Management and Resource Support Branch will assess the availability of laundry services and self-service providers to determine if vendors are available to support the population.
  - Laundry services will be requested and supplied as soon as possible.
  - Additional staffing resources, as needed, will be requested through the Resource Unit to the Planning and Intelligence Branch and may include support from [VOAD members] or contract laundry service providers.
  - Logistics will coordinate with Transportation to provide vehicles for evacuees to access contracted off-site laundry vendor, as needed.
3. Immediate evacuee care and support resource needs at an NTS will include:
  - First aid supplies.
  - Shelf-stable food (including baby food, infant formula, and snacks).
  - Potable water.
  - Ice/Insulated coolers.
  - Warming or cooling resources (e.g., blankets, fans), as applicable based on weather conditions.
  - Adult and child diapers and care products.
  - Infant care products (e.g., blankets, teething rings).
  - Emergency clothing.
  - Personal hygiene supplies.



4. Additional resources needed for people with disabilities and others with access and functional needs may include:
- Medically necessary dietary foods.
  - Communications equipment: assisted communications devices, interpretation support and/or translation services.
  - Assistive Technology (AT), durable medical equipment (DME), and consumable medical supplies (CMS). See Table 3 for examples of these resources:

**Table 3: Examples of AT, DME, and CMS**

<ul style="list-style-type: none"><li>• Wheelchairs</li><li>• Walkers</li><li>• Walking canes</li><li>• White canes</li><li>• Shower chairs</li><li>• Commode chairs</li><li>• Raised toilet seats</li><li>• Ostomy supplies</li><li>• Catheters</li><li>• Accessible cots (e.g., large sizes)</li></ul>	<ul style="list-style-type: none"><li>• Padding</li><li>• Transfer boards</li><li>• Oxygen converters</li><li>• Oxygen</li><li>• Picture boards</li><li>• Magnifiers</li><li>• Alternative computer keyboards</li><li>• Text-to-speech tools</li><li>• Refrigeration, controlled by Health and Medical, for medically necessary items (e.g., specialty foods, medications)</li></ul>
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### Bulk Distribution

Commodities will be provided to evacuees as soon as it is feasible to do so and will be on a speed-to-scale basis with additional or expanded resources as time, supply, and access permit. The distribution of these commodities may be in addition to or instead of feeding services provided to the evacuees.

1. General

- The Mass Care Branch will assign a Bulk Distribution (BD) Supervisor to the NTS.
- The BD Supervisor will establish or activate the BD Team.
- The bulk distribution plan at an NTS will be coordinated with the [Jurisdiction's plan or annex for Bulk Distribution] and any other applicable plans, procedures, or processes.
- Requests for resources will be made to the site's BD Team who will relay requests to the Logistics Management and Resource Support Branch. The

BD Team will advise the requesting entity of the availability and estimated time of arrival of requested resources.

- Requests for staff to support bulk distribution will be made through the Resource Unit.

## 2. Distribution of Commodities

- The BD Team, in coordination with Mass Care, will initiate and administer the distribution of commodities at the NTS. The BD Team will:
  - Determine the delivery methods for bulk distribution at the site, which could include a central location in the NTS for distribution of resources to NTS evacuees. If a central location is created and managed, the BD Team will:
    - i. Determine location and implement the BD plan.
    - ii. Acquire and organize staff, create staffing plan.
    - iii. Determine hours of operation.
    - iv. Arrange layout and required signage.
    - v. Implement processes and procedures for evacuees.
    - vi. Implement resupply requisition plan.
    - vii. Direct delivery - Some evacuees, such as people with disabilities and others with access and functional needs, may be unable to go to a central location and pick up goods themselves. In these instances, the goods will be delivered directly to the evacuees by the BD Team.
  - Request Security and assess security personnel needs for storage areas and at the central location.
  - Work with NTS Unified Command and health personnel to assess NTS evacuee demographics to identify specific needs (e.g., infant formula and diapers, health-related food items).
  - Collaborate with the Public Information Team to ensure effective communication to evacuees of the BD central location, hours of operation, and rules for acquiring goods (e.g., allowed quantity, process for acquisition such as a previous assessment or registration).

## 3. Types of Commodities

- The following commodities may be distributed depending on availability Commodities in any NTS:
  - a. First Aid supplies.
  - b. Specialty food supplies (e.g., baby food, infant formula).

- c. Potable water.
- d. Warming or cooling resources (e.g., blankets), as applicable based on weather conditions.
- e. Adult and child diapers and care products.
- f. Personal hygiene items (e.g., toothpaste, soap, feminine hygiene products).
- g. Clothing (each evacuee should have a total of two sets of clothing).
- h. Bedding, cots, blankets, pillows, etc.
- i. Resources for people with disabilities and others with access and functional needs, which may include:
  - Communications equipment: assisted communications devices, interpretation support and/or translation services.
  - Assistive Technology, Durable Medical Equipment, and Consumable Medical Supplies.

## Supply and Resupply Resources

1. Red Cross and other NGOs may have the capacity to provide some supplies and supply management to support some NTS operations. Availability of supplies will be assessed. Supplies from NGOs may include:
  - MC staff.
  - Dorm supplies (e.g., cots, blankets.)
  - Canteen supplies.
  - Children's entertainment (e.g., coloring books.)
  - Basic personal sanitation (e.g., toilet tissue, hand sanitizer.)
  - Basic first-aid supplies.
2. Requests for additional resources will be made by the on-site Logistical Support Team to the Logistics Management and Resource Support Branch. Additional resources may be provided using the following:
  - Existing [Jurisdiction's] supplies.
  - Mutual aid agreements with other jurisdictions.
  - Requests for State and Federal resources and supplies, including those through the Emergency Management Assistance Compact (EMAC), if the disaster received a State and/or Federal disaster declaration.<sup>22</sup>

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<sup>22</sup> *Emergency Management Assistance Compact (EMAC)*. FEMA. Accessed online on December 28, 2011 at <http://www.fema.gov/pdf/emergency/nrf/EMACoverviewForNRF.pdf>

- Requests to [VOAD] members (e.g., NGOs, CBOs, or FBOs.)
  - Contracts and agreements with contractors and vendors.
3. Requests for transportation resources will be made to the Transportation Branch via Logistics.

## **M. TRANSPORTATION MANAGEMENT**

A Non-Traditional Shelter will require daily support from transportation resources during the course of an incident/event. The range of transportation needs will cover coordination with inbound evacuation transportation, local transportation, urgent medical transportation support, non-urgent medical transportation, off-site recovery services, and local transportation for public education. The Transportation Branch will be responsible for any shelter transportation activities and will communicate relevant information to the Public Information Team or other functions at the NTS.

### **Local Transportation for Daily Activities**

1. Provide various types of dedicated transportation (e.g., buses, golf carts, para-transit), based at the NTS, to support evacuee transportation needs to and from support services. These services may include:
  - On-site locations (e.g., from registration to the dormitory area for people with disabilities and others with access and functional needs.)
  - Health and medical appointments.
  - Recovery services (e.g., local assistance, Disaster Recovery Center [DRC].)<sup>23</sup>
  - Employment.
  - Laundry and showers.
  - Schools, child and adult care.
    - NTS Unified Command will coordinate with the EOC and the Department of Education for transportation support of school children to and from educational facilities.
  - Household pet shelters.
  - Faith-based organizational facilities.
  - Hospitals for visitation of family or household members.
  - Recreational activities.
  - Retail outlets.

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<sup>23</sup> A Disaster Recovery Center (DRC) is a site/location where evacuees go for information about FEMA or other disaster assistance programs.

- Banks.
  - Postal services.
2. Public transportation
    - Provide information to evacuees regarding possible public transportation modes to and from the NTS.
    - Coordinate with Transportation Branch for possible rerouting of existing public transportation routes or creating a new route to accommodate the NTS evacuees.
    - Coordinate with [VOAD], NGOs, CBOs, and FBOs for support transportation services.
  3. Support supplies for transportation
    - Accessories (e.g., car seats, booster seats) will be provided for children and infants, as needed. Requests will be submitted to the Logistics Management and Resource Support Branch for required resources.
    - The transportation waiting area will be equipped with benches and weather protective covering (e.g., portico).
  4. Assessment of the NTS population demographics data will be conducted to determine an estimate of the number of NTS evacuees that are likely to need transportation assistance.
  5. The Mass Care Branch, in coordination with the Transportation Branch, will coordinate inbound evacuation transportation with on-site Traffic Control.

### **Urgent Medical Transportation Support**

1. Request on-site EMT and medical vehicle support from the EOC.
2. If there is an acute medical issue that requires immediate transportation to a hospital, NTS staff will call 9-1-1 and advise health personnel on site.
3. Emergency Medical Staff assigned by the EMS Agency will assist with triage and priority transport assessments as needed.

### **Non-Urgent Medical Transportation at a Non-Traditional Shelter**

1. A percentage of the population at an NTS will have non-urgent medical transportation needs such as to medical appointments or treatment centers. Transportation will be arranged for evacuees who require it.
2. Public messaging and information to evacuees requiring transportation will be provided in daily updated and posted materials by the Public Information Team. Transportation will coordinate with the PIO to advise transportation resource details.
3. Requests for transportation will be made to the Transportation Branch.

4. Vehicles capable of transporting durable medical equipment will be requested as needed including:
  - Paratransit buses.
  - ADA accessible vehicles.
  - Medical vehicles.

## **N. PUBLIC INFORMATION AT A NON-TRADITIONAL SHELTER**

Evacuees at an NTS will need to be kept updated with information about the emergency or disaster and how to get support both inside and outside the NTS. This is achieved through dissemination of information from a multi-agency Public Information Team.

### **Public Information Support**

1. The External Affairs Branch, in collaboration with other stakeholders (e.g., [NGOs who provide support at the shelter]), will assign a Public Information Team to the NTS. This team will consist of a Public Information Officer (PIO) and other public information staff.
2. Information to evacuees will include updates on the impact area, return and recovery plans and status, activities and updates on the NTS operations, and resources that are available to them and how to access them.
3. Public information will be provided to evacuees and for evacuee use in the following ways:
  - Daily updates by a PIO in a centrally designated area.
  - Message boards for NTS staff to post information to evacuees.
  - Blank message boards or walls for evacuees to post requests for information regarding missing persons (e.g., “have you seen” flyers/requests).
4. All information should be accessible to people with disabilities and others with access and functional needs, in alternate formats and multiple languages, when possible. The following methods can be used to disseminate information:
  - Pre-scripted announcements/Public Service Announcements (PSAs) with interpreters if available.
  - Social media outlets (e.g., Twitter, Facebook, Google Plus.)
  - Megaphones.
  - Loudspeakers and PA systems.
  - Print format.
  - Leaflets, signage, and handouts.
  - Talk/picture boards.

5. The Public Information Team will:

- Disseminate information to the NTS evacuees, including through a daily newsletter and posted information.
- Provide information to evacuees at regularly scheduled times daily and in the designated area(s) (see sample layout in Figure 2 of *Non-Traditional Shelter Design and Layout* section).
- Establish, and staff if appropriate, a booth that provides information on daily activities, available resources, significant events, etc.
- Coordinate with Logistics and site owner/management to create two public areas—one for information dissemination to evacuees and one outside the perimeter to accommodate the media.
- Facilitate guest and operational visitation and tours in coordination with NTS Unified Command. All media personnel will be identified, briefed on standards of conduct, and escorted while on site.
- Organize press briefings in designated area (see sample layout in Figure 2 of the *Non-Traditional Shelter Design and Layout* section).
- Interact with the media and coordinate with NTS Unified Command to manage media access to evacuees.

### **Public Information for Non-Traditional Shelter Transportation Activities**

Public information and messaging to NTS evacuees regarding transportation resources, times, requirements for use, and other information will be the responsibility of the NTS Public Information Team. This team will coordinate with other key NTS entities (e.g., Public Health, Medical and Mental Health Services) to ensure specialized communication to particular groups (e.g., people with disabilities and others with access and functional needs) are effective. The following information will be provided to evacuees:

1. Route schedules/times.
2. Drop-off and pick-up locations.
3. Accessibility.

### **O. COORDINATION WITH EMERGENCY HOUSEHOLD PET SHELTERING**

In an evacuation and sheltering situation, evacuees often do not want to be separated from their pets. The management of household pets will be in accordance with the Pets Evacuation and Transportation Standards (PETS) Act of 2006. Pet sheltering may take place on site or at an off-site location depending on available space, logistics, and the location of resources for supporting household pet sheltering. It is recommended to

provide household pet sheltering off-site, but at an adjacent or nearby location. Only service animals may remain with their owners.

The [Jurisdiction's agency responsible for household pet sheltering] will set up an Emergency Household Pet Shelter (Pet Shelter) on site, adjacent to, or within close proximity to the Non-Traditional Shelter.

### **Communication and Coordination**

1. Household pets will be handled according to the [Jurisdiction's] household pet plan, as stipulated by the PETS Act.
2. [Jurisdiction's agency responsible for household pet sheltering] will assign a Household Pet Shelter liaison to the NTS.
3. [Jurisdiction's agency responsible for household pet sheltering] will assign staff to the NTS registration area.
4. At the NTS reception area, owners will be notified of the pet policy and have their animal registered and taken to the Household Pet Shelter. The policy will be communicated in multiple languages and will be accessible to all evacuees.
5. Household pet registration will include:
  - Registration and tracking in association with their owners.
  - Health assessment by animal care staff [and, **if applicable to Jurisdiction's plan**, animals will be micro-chipped.]
  - If possible, household pets will be photographed with their owners and provided with a tagging system to prove ownership.
6. If the Household Pet Shelter is in close proximity to the NTS, NTS Unified Command will work with [Jurisdiction's agency responsible for household pet sheltering] to arrange visitation by owners and possible owner care of their household pet(s), when possible and where applicable.
7. The Public Information Team will coordinate with the Household Pet Shelter liaison to disseminate information to evacuees at the NTS about Household Pet Shelter policies.

### **Reunification**

1. When a pet owner permanently leaves the NTS (e.g., returns home, to interim housing, or relocation), the individual will seek to be reunified with their household pet(s). Animal Services in the Reception function will coordinate with the Household Pet Shelter for identification and reunification of the owner and pet(s).
2. Appropriate security will be stationed in reunification area.
3. To be reunified with their household pet(s):
  - An owners must provide proof of ownership (i.e. license, microchip, photos, medical records, etc.)



- If possible, an owner of a recovered lost household pet must provide some form of positive identification and/or address verification.

## **P. RECOVERY TRANSITION NEEDS**

Recovery transition services will be provided on site at a Non-Traditional Shelter. This may include representatives from local, State, and Federal government, NGOs, and the private sector.

### **General**

1. The Long-Term Community Recovery Branch will assign a Recovery Supervisor to an NTS.
2. The Recovery Supervisor will:
  - Receive input from multiple agencies/organizations as soon as possible to determine a recovery transition plan with reference to any other applicable plans, procedures, or processes. The plan will be complete and implemented at a minimum of 72 hours prior to closure of the NTS.
  - Coordinate with Dormitory Management and Health and Medical teams to determine the long-term housing needs and status of recovery program applications of long-term shelter clients to facilitate recovery outreach efforts.
  - Coordinate, organize, and monitor disaster recovery services and, if feasible, an on-site Disaster Recovery Center.
  - Ensure people with disabilities and others with access and functional needs have access to disaster recovery services and are incorporated into the recovery transition plan.
  - Arrange access and logistical support for agencies providing recovery services on site (e.g., FEMA, Social Services agencies, unemployment office representatives, Social Security representatives, VOAD, faith-based organizations).
3. The recovery transition plan at the NTS will be coordinated with the [Jurisdiction's annexes that refer to evacuee recovery].
4. The Public Information Officer, in coordination with the Unified Command and EOC, will:
  - Design and implement a strategy to provide recovery information to the NTS evacuees.
  - Disseminate recovery information related to:
    - Social services.
    - Health services.
    - Mental health services.

- Support services and case management.
  - Employment.
  - School system/education.
  - Child care.
  - Transportation.
  - 2-1-1 information services.
  - Community services (e.g., faith-based organizations, post offices, banks, retail outlets.)
- Notify evacuees at least 48 hours prior to the site's closure.

### **Transition to Recovery Housing**

An NTS may need to maintain operations for an extended period of time in the event the supply of available housing is impacted. The [Jurisdiction] will partner with CBOs, FEMA, and [list other agencies] to meet the long-term housing needs of evacuees.

The [Jurisdiction] will seek out resources for disaster housing recovery from local, State, and Federal agencies including:

1. Local and State housing agencies and programs.
2. NGO and private sector recovery resources.
3. Community Development Block Grants (CDBG).
4. FEMA and the U.S. Department of Housing and Urban Development (HUD) programs and services.
  - Disaster Housing Vouchers.
  - Individual Assistance.

## **Demobilization of a Non-Traditional Shelter and Operations**

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Once the majority of evacuees have returned to their homes, relocated to another area, or transitioned to interim or permanent housing, the NTS operations and site will begin the process of closing and demobilizing.

### **General**

1. Planning for demobilization of an NTS will begin during the opening phase of a site.
2. An NTS will remain open until evacuees have returned to their homes, transitioned to interim or permanent housing, or relocated to another area.
3. The local jurisdiction emergency manager will consult with the EOC Operations Section Chief and the MC Branch to determine when it is appropriate to begin the

demobilization phase of NTS operations. Factors that may lead to demobilization may include a sizable decrease in the number of evacuees remaining in the NTS, the ability and decision by evacuees to return home or relocate to another area, or availability of interim or permanent housing resources.

### Function-Specific Activities

1. The Long-Term Community Recovery Branch will advise the NTS Unified Command of any transitional housing plans and resources, including coordination with housing and homeless services if necessary (see *Recovery Transition Needs* section for more information).
2. The Logistics function will:
  - Transfer remaining unused resources to other operations (e.g., off-site Mass Feeding or Bulk Distribution) or return them to their owner agency at the direction of the Logistics Branch. The remaining resources will be identified and inventoried at the NTS and returned to the appropriate agency (e.g., local, state, Federal).
  - Advise the site's owner/management of any unsafe conditions at the site and any damaged equipment that needs immediate attention or isolation for further evaluation.
  - Notify the site's owners/management that the NTS is closing and conduct a site post-occupancy assessment. Damage to the site will be addressed according to the site agreement.
3. The NTS Unified Command will:
  - Gather all finalized reports and status updates from all functions and submit them to the appropriate Branches.
  - Submit all final expenses to the Administration Branch Finance Unit.
  - Write After Action Report (AAR) for NTS operation.

## Finance and Administration

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### Documentation and Record-Keeping Activities

The [Jurisdiction] will comply with all reporting and record keeping requirements to submit for reimbursement.

1. Non-Traditional Shelter Finance and Administration will collect and maintain all recordkeeping and expenses (e.g., receipts from Logistics, time records) from each function and collectively submit them to EOC Finance & Administration Branch.
2. Each Branch will keep accurate administrative records for all resources within their responsibility requested by NGOs to support the operations at an NTS.

3. For supplies that are requested by NGOs providing services at an NTS that are not eligible for State or Federal reimbursement, the NGOs will maintain their own administrative records for internal purposes.

### **NTS Cost Administration**

1. If an NTS is activated during a disaster incident/event that has received a Presidential disaster declaration or emergency declaration, reimbursement for some or all of the operation may be possible under FEMA's Public Assistance Grant Program.<sup>24</sup>
2. If an NTS is activated by an unaffected local jurisdiction that has agreed to be a host jurisdiction for an evacuating population and that incident/event has received a Presidential disaster declaration or emergency declaration, some or all costs may be reimbursable under FEMA's Public Assistance Grant Program specific to host areas.<sup>25</sup>
3. If an NTS is activated during an incident/event that is at a local or State level in which no Presidential disaster declaration has been made, funding will be the responsibility of local and/or State jurisdictions.
4. As accurate and clear record keeping is necessary for cost recovery, NTS Finance & Administration should discuss the reimbursement process, requirements, and procedures with the EOC when the NTS ConOps and NTS is activated. For more information, refer to local and State emergency management directives and Federal guidance for Public Assistance.
5. [The Jurisdiction's government lead for MC] will be responsible for maintaining accounting and tracking of all operational and financial records at an NTS when the [Jurisdiction] is operating the shelter.
6. [Jurisdiction] departments that provide equipment or personnel to support NTS operations of NGOs will make arrangements with [the Jurisdiction's government lead for MC] to submit cost tracking documentation as soon as reasonably possible following the demobilization of NTS operations. Each [Jurisdiction] department has a responsibility to track and maintain their own financial documentation.
7. [Primary support agency responsible for MC] may request additional resources from the EOC to support NTS operations, such as security or DME and CMS. In these instances, the appropriate EOC Branch will be responsible for the accounting and tracking of these operational and financial records for submission for state or Federal reimbursement.

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<sup>24</sup> *Public Assistance Grant Program*. FEMA. Accessed online on December 28, 2011 at <http://www.fema.gov/government/grant/pa/index.shtm>

<sup>25</sup> Ibid.

**APPENDIX A: ABBREVIATIONS AND ACRONYMS**

AAR	After Action Report
ADA	Americans with Disabilities Act
ALS	Advanced Life Support
ASL	American Sign Language
AT	Assistive Technology
BD	Bulk Distribution
BLS	Basic Life Support
CCR&R	Childcare Resource and Referral Agencies
CDBG	Community Development Block Grant
CERT	Community Emergency Response Team
CMS	Consumable Medical Supplies
ConOps	Concept of Operations
CPG 101	FEMA's Comprehensive Preparedness Guide 101 - Developing and Maintaining Emergency Operations Plans (November 2010)
DHS	U. S. Department of Homeland Security
DHV	Disaster Healthcare Volunteer
DMAT	Disaster Medical Assistance Team
DMORT	Disaster Mortuary Operational Response Team
DME	Durable Medical Equipment
DOJ	U.S. Department of Justice
DRC	Disaster Recovery Centers
DRO	Disaster Relief Operation
EMAC	Emergency Management Assistance Compact
EMT	Emergency Medical Technician
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
ERP	Emergency Response Plan
FAST	Functional Assessment Service Team
FBO	Faith-based Organization
FEMA	Federal Emergency Management Agency
GSD	General Services Department
HHS	U.S. Department of Health and Human Services
HUD	U.S. Department of Housing and Urban Development
HVAC	Heating, Ventilation, and Air Conditioning

[Jurisdiction]

*Non-Traditional Shelter Concept of Operations*

IA-TAC	Individual Assistance Technical Assistance Contracts
IAVM	International Association of Venue Managers, Inc.
IC	Incident Command
IT	Information Technology
LEA	Law Enforcement Agency
MAT	Mega-shelter Assistance Team
MC	Mass Care
MOU	Memorandum of Understanding
MRC	Medical Reserve Corps
MRE	Meals, Ready-to-eat
NCMEC	National Center for Missing and Exploited Children
NDHS	National Disaster Housing Strategy
NDMS	National Disaster Medical System
NECLC	National Emergency Child Locator Center
NERLS	National Emergency Registry Locator System
NGO	Non-governmental Organization
NIMS	National Incident Management System
NRF	National Response Framework
NSS	National Shelter System
NTS	Non-Traditional Sheltering
OA	Operational Area
PAP	Personal Assistance Provider/Provision
PETS	Pets Evacuation Transportation Standards (PETS) Act of 2006
PIO	Public Information Officer
PNP	Private Non-Profit organizations
POD	Points of Distribution
POTS	Plain Old Telephone Service
PPE	Personal Protective Equipment
PSA	Public Service Announcement
RCPGP	Regional Catastrophic Preparedness Grant
SEMS	Standardized Emergency Management System
SitRep	Situation Report
SOP	Standard Operating Procedure
VOAD	Volunteer Organizations Active in Disasters
VRC	Volunteer Reception Center

## APPENDIX B: ANNOTATED BIBLIOGRAPHY

*Americans with Disabilities Act (ADA) Checklist for Emergency Shelters*, U.S. Department of Justice (DOJ). Accessed online on December 26, 2011 at <http://www.ada.gov/pcaatoolkit/chap7shelterchk.htm>.

- This document is planning guidance to assist in the design and use of facilities as disaster shelters. The guidance is designed to assist planners to more effectively support people with disabilities and others with access and functional needs.

*Americans with Disabilities Act, Title II and III*, U.S. Department of Justice. Accessed online on December 26, 2011 at <http://www.ada.gov/>.

- The ADA website provides information regarding the Americans with Disabilities Act, a Federal the law requiring provisions for people with disabilities.

*Americans with Disabilities Act, Title II and III*, U.S. Department of Justice. Accessed online on December 26, 2011 at [http://www.ada.gov/service\\_animals\\_2010.htm](http://www.ada.gov/service_animals_2010.htm).

- This publication provides guidance on the term “service animal” and information regarding the new regulations as to the definition of a service animal and the requirements and provisions surrounding service animals.

*Developing and Maintaining Emergency Operations Plans: Comprehensive Preparedness Guide (CPG) 101*. Version 2.0., Federal Emergency Management Agency (FEMA). Accessed online on December 26, 2011 at [http://www.fema.gov/pdf/about/divisions/npd/CPG\\_101\\_V2.pdf](http://www.fema.gov/pdf/about/divisions/npd/CPG_101_V2.pdf).

- Comprehensive Preparedness Guide (CPG) 101 provides guidelines on developing emergency operations plans (EOP). It promotes a common understanding of the fundamentals of risk-informed planning and decision making to help planners examine a hazard or threat and produce integrated, coordinated, and synchronized plans.

*Enhanced Service Delivery Model*, American Red Cross. Accessed online on December 26, 2011 at <http://www.redcross.org/www-files/Documents/pdf/Nursing/Blueprint.pdf>.

- This paper aligns recommendations from the Institute of Medicine with Red Cross strategic and business priorities and outlines how nurses can and should be actively engaged as full contributors in achieving such priorities.

*FEMA Guidance on Planning for Integration of Functional Needs Support Services in General Population Shelters*, FEMA. Accessed online on December 26, 2011 at [http://www.fema.gov/pdf/about/odc/fnss\\_guidance.pdf](http://www.fema.gov/pdf/about/odc/fnss_guidance.pdf)

- This document provides guidance to assist emergency planners in understanding the requirements related to sheltering people with disabilities and others with access and functional needs.

*FEMA Evacuee Support Planning Guide, FEMA P-760/Catalog No. 09049-2, FEMA.* Accessed online on December 26, 2011 at [www.fema.gov/pdf/emergency/disasterhousing/evacuee\\_support\\_guide.pdf](http://www.fema.gov/pdf/emergency/disasterhousing/evacuee_support_guide.pdf).

- This Guide is a planning resource for jurisdictions that may receive a substantial number of evacuees from another area. It provides guidance to potential “host” jurisdictions including comprehensive planning resources covering subjects such as capacity planning, ingress and egress of evacuees, tracking and reuniting evacuees, handling household pets and service animals, and support services.

*FEMA Evacuee Support Planning Guide and Concept of Operations Template, FEMA P-760a / Catalog No. 09049-2, FEMA.* Accessed online on December 26, 2011 at [http://www.fema.gov/pdf/government/evacuee\\_support\\_conops.pdf](http://www.fema.gov/pdf/government/evacuee_support_conops.pdf).

- This ConOps is a planning resource for jurisdictions that may receive a substantial number of evacuees from another area. It may be used in coordination with the Evacuee Support Planning Guide providing a template to potential “host” jurisdictions including comprehensive planning resources covering subjects such as capacity planning, ingress and egress of evacuees, tracking and reuniting evacuees, handling household pets and service animals, and support services.

*FEMA Public Assistance Grant Program, FEMA.* Accessed online on December 26, 2011 at <http://www.fema.gov/government/grant/pa/index.shtm>.

- FEMA provides supplemental Federal disaster grant assistance for debris removal, emergency protective measures, and the repair, replacement, or restoration of disaster-damaged, publicly owned facilities and the facilities of certain Private Non-Profit (PNP) organizations.

*FEMA Report 321: Public Assistance Policy Digest, FEMA.* Accessed online on December 26, 2011 at <http://www.fema.gov/government/grant/pa/padocs.shtm>.

- This document is a summary of FEMA’s Public Assistance program policies including contracts (pg 20).

*FEMA Report 322: (Replaces FEMA 286) Public Assistance, FEMA.* Accessed online on December 26, 2011 at <http://www.fema.gov/government/grant/pa/padocs.shtm>.

- This document describes provisions and application procedures for Public Assistance program grants. Also contains index, relevant portions of 44 CFR, and the Stafford Act.

*FEMA Report 323: Public Assistance Applicant Handbook, FEMA* Accessed online on December 26, 2011 at <http://www.fema.gov/government/grant/pa/padocs.shtm>.

- This document includes questions and answers on how jurisdictions can apply for Public Assistance program grants.

*Functional Assessment and Service Team (FAST), California Department of Social Services disaster response plan, Appendix B, California Department of Social Services.*



Accessed online on December 26, 2011 at

<http://www.cdss.ca.gov/dis/res/pdf/AppendixB.pdf>.

- The FAST program is designed to provide staff who can conduct a functional assessment of people with access and functional needs (PAFN) as they arrive at shelters. FAST consists of corps of trained government employees and CBO/NGO personnel with an in-depth knowledge of the populations they serve, their needs, and available services and resources to support them.

*Infection Prevention for Alternate Care Sites*, Association for Professionals in Infection Control and Epidemiology, Inc. (APIC). Accessed online on December 26, 2011 at [http://www.apic.org/downloads/ACS\\_11-10-09.pdf](http://www.apic.org/downloads/ACS_11-10-09.pdf).

- This document consists of planning recommendations and guidance for preparedness and response to potential emergencies involving infection prevention issues in a medical facility's Alternate Care Site.

*Los Angeles County Operational Area Emergency Response Plan (ERP)*. Los Angeles County. Accessed December 2011.

- Part One, Section Seven provides summary and assessment information on threats to the county of Los Angeles. This document is for official use only and not publicly available. For more information, contact the Los Angeles County Office of Emergency Management.

*Los Angeles Mass Care Annex*, Los Angeles County. Accessed December 2011.

- The Mass Care Annex is a support annex to the City of Los Angeles Operations Plan and is designed to be used during the response phase of an emergency incident. The annex identified the need and available mass capabilities and resources and describes how these resources are mobilized.

*Los Angeles Operational Area (LAOA) Mass Care Guide*, Los Angeles County. Accessed December 2011.

- This document establishes strategies, plans, and procedures for providing mass care support to people affected during and after a catastrophic incident/event in the LAOA. The guide allows for a more seamless, multi-jurisdictional response to incidents and makes a multi-county response to regional incidents more feasible. For more information, contact the Los Angeles County Office of Emergency Management.

*Mega-Shelter Planning Guide*, International Association of Venue Managers/American Red Cross. Accessed online on December 26, 2011 at [http://www.iavm.org/cvms/pdf/Sheltering\\_Guidance\\_Aid\\_October\\_2010.pdf](http://www.iavm.org/cvms/pdf/Sheltering_Guidance_Aid_October_2010.pdf).

- This Guide assists emergency planners in analyzing, planning and determining what details may need to be considered when deciding to use a large facility for the purpose of sheltering a population affected by an emergency, incident or disaster.

*Ibid. Staffing Matrix*. Accessed online on December 26, 2011 at [http://www.iavm.org/cvms/pdf/Sheltering\\_Guidance\\_Aid\\_October\\_2010.pdf](http://www.iavm.org/cvms/pdf/Sheltering_Guidance_Aid_October_2010.pdf).

- This Staffing Matrix, part of the *Mega-Shelter Guide* is a spreadsheet, which provides general staffing guidance for those interested in pursuing the details of large congregate mega-shelter operations.

*National Disaster Housing Strategy*, FEMA. Accessed online on December 26, 2011 at <http://www.fema.gov/pdf/emergency/disasterhousing/NDHS-core.pdf>.

- The National Disaster Housing describes how housing is provided to those affected by disasters. It summarizes many sheltering and housing efforts and outlines the key principles and policies that guide the disaster housing process.

*National Response Framework (NRF) Resource Center*, FEMA. Accessed online on December 26, 2011 at <http://www.fema.gov/emergency/nrf/>.

- This Resource Center provides information on and links to the NRF documents, annexes, references, training, and resources. Mass Care is defined in the ESF #6 Annex.

Presidential Policy Directive/PPD-8: National Preparedness. Accessed online on December 26, 2011 at [http://www.dhs.gov/xabout/laws/gc\\_1215444247124.shtm](http://www.dhs.gov/xabout/laws/gc_1215444247124.shtm).

- This directive orders the development of a national preparedness goal that identifies the core capabilities necessary for preparedness and a national preparedness.

*Sphere Handbook: Humanitarian Charter and Minimum Standards in Humanitarian Response*, Practical Action Publishing. Accessed online on December 26, 2011 at <http://www.sphereproject.org/>.

- The Sphere Handbook describes the core principles that govern humanitarian action, and asserts the right of populations to protection and assistance. The Handbook includes technical chapters covering many topics, such as shelter, settlement, and non-food items, health services, disaster risk reduction, urban settings, etc.

*U.S. Senate Amendment 4615*, Bill Summary & Status, 109th Congress (2005–2006), S.AMDT.4615., Library of Congress. Accessed online on December 26, 2011 at <http://thomas.loc.gov/cgi-bin/bdquery/z?d109:SP04615>.

- This amendment states “It is unlawful to confiscate of a firearm during an emergency or major disaster if the possession of such firearm is not prohibited under Federal or State law.”

## **Appendix C: Initial NTS Setup Checklist**

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- EOC Unified Command makes decision that an NTS is necessary.
- Lead agency/organization for NTS management informed of need for NTS.
- Identify a location and/or facility for use.
- Activate an existing agreement or MOU, if one exists, through agreement holders.
- Develop agreement or MOU if one does not exist.
- Request Fire Marshal (and any other appropriate agency) assessment of site.
- Request Building Inspector assessment of site (if possibility of damage).
- Secure the site/facility for use.
- Activate the NTS ConOps.
- Advise agencies/organizations with NTS roles and responsibilities of ConOps activation.
- Arrange for emergency funding and resources.
- Coordinate security with local law enforcement agencies.
- Activate Public Information function for coordination with Joint Information Center.
- Identify NTS Incident Commander, Deputy Incident Commander, and core Unified Command staff.
- Identify and implement chain of command structure, roles and responsibilities.
- Establish operational period and begin development of NTS site Action Plan.
- Advise EOC of timeline to put site into operation.
- Establish core management, finance/administrative, operations, planning, and logistics teams.
- Activate NTS services.
- Implement site security procedures including access badging and credentialing through Security.
- All functions identify and request staffing resources and required support services.
- All functions identify and request material resources through Logistics.
- Communications identify and request communications equipment (e.g., radios, telephones.)
- Communications identify and request IT equipment (e.g., computers, internet connectivity.)
- Logistics submits resource requests to EOC.

- Implement standardized reporting processes, and procedures.
- Logistics implement standardized system for procurement and inventory management.
- Logistics implement standardized resource request process and advise all functions.
- Planning & Intelligence develop a recovery transition plan, Continuity of Operations Plan (COOP), site emergency evacuation plan, and demobilization plan.

## Appendix D: Sphere Recommended Minimum Nutritional Requirements for Evacuees

The following figures, which may be included in the [Jurisdiction's] feeding plan, can be used for determining the average minimum nutritional requirements of the evacuee population in the initial stage of a disaster or emergency<sup>26</sup>. As the average requirements incorporate the needs of all age groups and both sexes, they should not be used as requirements for an individual evacuee.

Nutrient	Minimum requirements
Energy	2,100 kcals
Protein	53 g (10% of total energy)
Fat	40g (17% of total energy)
Vitamin A	550 µg RAE*
Vitamin D	6.1 µg
Vitamin E	8.0mg alpha-TE*
Vitamin K	48.2
Vitamin B1 (Thiamin)	1.1 mg
Vitamin B2 (Riboflavin)	1.1 mg
Vitamin B3 (Niacin)	13.8 mg NE
Vitamin B6 (Pyidoxine)	1.2 mg
Vitamin B12 (Cobalamin)	2.2 µg
Folate	363 µg DFE*
Pantothenate	4.6 mg
Vitamin C	41.6 mg
Iron	32 mg
Iodine	138 µg
Zinc	12.4 mg
Copper	1.1 mg
Selenium	27.6 µg
Calcium	989 mg
Magnesium	201 mg

<sup>26</sup> *Sphere Handbook: Humanitarian Charter and Minimum Standards in Humanitarian Response*. The Sphere Project (2011). Practical Action Publishing. Accessed online on December 28, 2011 at <http://www.sphereproject.org/>.

## **Appendix E: Non-Traditional Sheltering Case Studies Summary and Sample Profile**

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### **Case Study Summary Contents**

This NTS Case Study Summary Appendix includes the following sections:

1. Purpose
2. Background
3. Overview
4. Non-Traditional Shelter Summary
5. Case Study Summaries
  - a. Northridge Earthquake
  - b. Hurricane Katrina
  - c. California Wildfires
  - d. Hurricane Ike
  - e. American Samoa Earthquake & Tsunami
6. Additional Case Study Summaries
  - a. Whittier Earthquake
  - b. Loma Prieta Earthquake
  - c. North Dakota Flooding
7. Hurricane Ike – Full Case Study
8. Key Case Study Observations
9. Case Study Bibliography Information

### **Purpose**

The purpose of these case studies of specific disaster events is to capture pertinent information regarding the historical use of non-traditional sheltering. This compilation of observations from previous disaster operations can be used to more effectively plan for and respond to future NTS sites. For the purpose of these profiles, the focus was on mega-shelters and open space shelters.

### **Background**

Communities across the country recognize the need to include NTS in their disaster planning and plans. There is a long history of the use of mega-shelters and open space shelters following catastrophic disaster events in the United States.

With many local jurisdictions and states facing a variety of disaster threats, including potentially large-scale or catastrophic events, there is a demonstrated need to plan for nontraditional sheltering sites. This level of disaster tends to exceed capacity due to the large numbers of displaced population that will need shelter.

## Overview

This document provides key observations from eight case studies where a Non-Traditional Shelter (NTS) was opened in a domestic response to a large disaster. For the purpose of this document, the focus was on two NTS models: Mega-shelters, which are large facilities (e.g., stadiums or conference centers) that can house large groups of evacuees; and open space shelters, which are large outdoor environments (e.g., fairgrounds or parks) and use soft-sided or temporarily constructed structures. This compilation of information may be used by emergency planners to more effectively plan for and respond to future NTS operations.

Quick facts of five large disasters where at least one NTS was opened are provided in this document. More detailed information on these case studies can be obtained from the American Red Cross Los Angeles Region.<sup>27</sup> The five case studies are:

1. Northridge Earthquake (1994)
2. Hurricane Katrina (2005)
3. California Wildfires (2007)
4. Hurricane Ike (2008)
5. American Samoa Earthquake and Tsunami (2009)

In addition to quick facts from these five disasters, also included are quick facts about three other three disasters for which limited case studies were completed. These are:

1. Whittier Narrows Earthquake (1987)
2. Loma Prieta Earthquake (1989)
3. North Dakota Flooding (2011)

## Non-Traditional Shelter Summary

Table 1 below lists the disaster/case study and the NTS model(s) used in the disaster response.

**Table 1: NTS Models Employed in Previous Disasters**

Disaster Incident/Event	NTS Model(s) Employed
Northridge Earthquake	2. Spontaneous open space shelter initiated by the disaster-affected population. 3. Open space shelter initiated by government.
Hurricane Katrina	4. Mega-shelter: Reliant Park, Houston.
California Wildfires	5. Spontaneous open space shelter initiated by the disaster-affected population.

<sup>27</sup> For contact information, visit [www.redcrossla.org](http://www.redcrossla.org)

*Non-Traditional Shelter Concept of Operations*

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	6. Mega-shelter: Qualcomm Stadium, San Diego. 7. Mega-Shelter: National Orange Show Fairgrounds, San Bernardino.
Hurricane Ike	8. Mega-shelter: Houston former retail space. 9. Open space shelter Galveston Island.
American Samoa Earthquake & Tsunami	10. Open space shelter resources provided to the disaster-affected population. 11. Open space staff shelter.
Whittier Narrows Earthquake	12. Spontaneous open space shelters initiated by the disaster-affected population.
Loma Prieta Earthquake	13. Mega-shelter: Moscone Convention Center. 14. Spontaneous open space shelter initiated by the disaster-affected population.
North Dakota Flooding	15. Mega-shelter for an extended period of time (5 months)

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## Case Study Summaries

### A. Northridge Earthquake

Quick Facts: Northridge Earthquake <sup>28</sup>	
Location	Epicenter located in Reseda, CA
Date	January 17, 1994
Time	4:30am local time
Incident/Event Details	Magnitude 6.7 earthquake
NTS Model Used	1. Open space shelters: <ol style="list-style-type: none"> <li>a. Various parks; 20,000 evacuees</li> <li>b. Los Angeles, North Hollywood, and the San Fernando Valley</li> <li>c. Reseda Park used by evacuees with their own tents</li> </ol>

### B. Hurricane Katrina

Quick Facts: Hurricane Katrina <sup>29</sup>	
Location	Landfall occurred in southeast Louisiana and most significantly impacted Louisiana and Mississippi
Date	August 29, 2005
Incident/Event Details	Hurricane Katrina initially made landfall over southern Florida as a Category 1 hurricane. When it traveled over the Gulf of Mexico it strengthened to a Category 3 hurricane and made its second landfall in southeast Louisiana

<sup>28</sup> *Historic Earthquakes: Northridge, California*. USGS. Accessed online on December 26, 2011 at [http://earthquake.usgs.gov/earthquakes/states/events/1994\\_01\\_17.php](http://earthquake.usgs.gov/earthquakes/states/events/1994_01_17.php)

<sup>29</sup> *Tropical Cyclone Report: Hurricane Katrina*. National Hurricane Center. Accessed online on December 22, 2011 at [http://www.nhc.noaa.gov/pdf/TCR-AL122005\\_Katrina.pdf](http://www.nhc.noaa.gov/pdf/TCR-AL122005_Katrina.pdf)

**Quick Facts: Hurricane Katrina<sup>29</sup>**

NTS Models Used (after the hurricane's second landfall)<sup>30</sup>

1. Mega-shelters
  - a. Cajundome, Lafayette LA; sheltered 18,500 evacuees over 58 days; 409,000 meals served
  - b. Reliant Park, Houston, TX; 27,100 evacuees over 37 days
  - c. Dallas Convention Center & Reunion Arena, Dallas, TX; 25,000 evacuees over 39 days; 114,200 meals served
  - d. Superdome, New Orleans, LA; sheltered approx. 9,000 evacuees and 550 National Guardsmen. Estimated peak population between 15,000 and 20,000
2. Open space shelters:
  - a. City Hall, New Orleans, LA; sheltered 250 evacuees
  - b. Waveland, MS; sheltered 65 evacuees
  - c. I-10; sheltered 200 evacuees
  - d. Long Beach, MS
  - e. Pass Christian, MS; sheltered 1,000 evacuees

**C. California Wildfires**

**Quick Facts: California Wildfires**

Location	Southern California
Date	October 2007
Incident/Event Details	Concurrent wildfires in various locations (Santa Barbara County to U.S.-Mexico border); most significant activity threated the City of San Diego
NTS Models Used	<ol style="list-style-type: none"> <li>1. Evacuees sheltering in tents on their property were supported by CBOs</li> <li>2. Open space shelters opened in Dulzura and the Naval Amphibious Base Coronado</li> <li>3. Mega-shelter opened at Qualcomm Stadium and other evacuees stayed in their own campers in the parking lot</li> </ol>

<sup>30</sup> *Mass Care Guidance for Emergency Planners*. For more information contact the Los Angeles Operational Area.

## D. Hurricane Ike

Quick Facts: Hurricane Ike <sup>3129</sup>	
Location	U.S landfall occurred in Galveston, TX
Date	September 13, 2008
Incident/Event Details	Hurricane Ike made landfall as a strong Category 2 hurricane
NTS Models Used	<ol style="list-style-type: none"> <li>1. Mega-shelter in Houston, TX</li> <li>2. Open space shelters opened in Lufkin, TX and on Galveston Island, TX</li> </ol>

## E. American Samoa Earthquake & Tsunami

Quick Facts: American Samoa Earthquake and Tsunami <sup>32</sup>	
Location	Samoa Islands
Date	September 29, 2009
Time	6:48am local time
Incident/Event Details	Magnitude 8.1 earthquake and tsunami
NTS Model Used	<ol style="list-style-type: none"> <li>1. Individual tents distributed, through a partnership of FEMA, the Red Cross, and the National Guard, enabled families to remain on their property.</li> <li>2. Open space shelter operated by the Red Cross for the organization's response staff (about 60 people).</li> </ol>

## Additional Case Studies

In addition to the Non-Traditional Shelters opened after the five disasters discussed above, Non-Traditional Shelters were opened after the Whittier Narrows and Loma Prieta earthquakes and the North Dakota flooding. Quick facts and observations from these NTS operations are detailed below.

## F. Whittier Narrows Earthquake

Quick Facts: Whittier Narrows Earthquake <sup>33</sup>	
Location	Epicenter located in Rosemead, CA

<sup>31</sup> *Tropical Cyclone Report: Hurricane Ike*. National Hurricane Center. Accessed online on December 22, 2011 at [http://www.nhc.noaa.gov/pdf/TCR-AL092008\\_Ike\\_3May10.pdf](http://www.nhc.noaa.gov/pdf/TCR-AL092008_Ike_3May10.pdf)

<sup>32</sup> *Magnitude 8.1 Samoa Islands Region*. USGS. Accessed online on December 22, 2011 at <http://earthquake.usgs.gov/earthquakes/recenteqsww/Quakes/us2009mdbi.php>

<sup>33</sup> *Historic Earthquakes: Whittier Narrows, California*. USGS. Accessed online on December 22, 2011 at [http://earthquake.usgs.gov/earthquakes/states/events/1987\\_10\\_01.php](http://earthquake.usgs.gov/earthquakes/states/events/1987_10_01.php)

Quick Facts: Whittier Narrows Earthquake <sup>33</sup>	
Date	October 1, 1987
Time	7:42am local time
Incident/Event Details	Magnitude 5.9 earthquake; three days later on October 4 a 5.6 aftershock struck.
NTS Model Used	<ol style="list-style-type: none"> <li>1. Spontaneous open space shelters initiated by the disaster-affected population.</li> <li>2. Response agencies provided support.</li> </ol>

## G. Loma Prieta Earthquake

Quick Facts: Loma Prieta Earthquake <sup>34</sup>	
Location	Epicenter located in the Santa Cruz Mountains, CA. The earthquake impacted the entire San Francisco Bay Area.
Date	October 17, 1989
Time	5:04pm local time
Incident/Event Details	Magnitude 6.9 earthquake
NTS Models Used	<ol style="list-style-type: none"> <li>1. Mega-shelter at the Moscone Convention Center in San Francisco, CA.</li> <li>2. Spontaneous open space shelters initiated by the disaster-affected population.</li> </ol>

## H. North Dakota Flooding

Quick Facts: North Dakota Flooding <sup>35</sup>	
Location	Minot, ND
Date	June, 2011
Incident/Event Details	Flooding
NTS Model Used	<ol style="list-style-type: none"> <li>1. Mega-shelter for an extended period of time (5 months)</li> </ol>

<sup>34</sup> October 17, 1989 Loma Prieta Earthquake. USGS. Accessed online on December 22, 2011 at <http://earthquake.usgs.gov/regional/nca/1989/>

<sup>35</sup> Flooding Near Williston, North Dakota. NASA. Accessed online on December 22, 2011 at <http://earthobservatory.nasa.gov/NaturalHazards/view.php?id=50973>

## Hurricane Ike – Full Case Study

While the above summaries provide a general overview of the NTS uses in the disaster incident/event, the following is a full case study of the Hurricane Ike event in 2008. The other full case studies can be accessed through the American Red Cross Los Angeles Region.<sup>36</sup>

### I. Hurricane Ike – Full Case Study

Quick Facts: Hurricane Ike <sup>29</sup>	
Location	U.S landfall occurred in Galveston, TX
Date	September 13, 2008
Incident/Event Details	Hurricane Ike made landfall as a strong Category 2 hurricane
NTS Models Used	3. Mega-shelter in Houston, TX 4. Open space shelters opened in Lufkin, TX and on Galveston Island, TX

### Overview of Disaster

On September 13, 2008, after causing catastrophic damage in Cuba, Hurricane Ike made landfall in Galveston, Texas. The hurricane impacted several states and Canada as it traveled east towards the Atlantic Ocean.

Hurricane Ike's 13 foot storm surge swept across Galveston Island and on the mainland the hurricane made landfall with sustained winds near 110 mph.<sup>37</sup> The storm system also spawned several tornadoes and brought high winds, heavy rainfall, and flooding to parts of Texas, Ohio, Kentucky Oklahoma, Arkansas, Illinois, Indiana, Iowa, Missouri, and Michigan.

Hurricane Ike's effects were felt throughout Texas and resulted in both mandatory and voluntary evacuations. A widespread power outage occurred and about 5 million people were without power across the state.<sup>38</sup> The hurricane led to the largest evacuation of Texas and the largest search and rescue operation in history. The hurricane was also the third most expensive disaster in FEMA history, behind Katrina and Andrew.<sup>39</sup>

<sup>36</sup> For contact information, visit [www.redcrossla.org](http://www.redcrossla.org)

<sup>37</sup> *Hurricane Season 2008: Hurricane Ike (Atlantic Ocean), Hurricanes/Tropical Cyclones*. National Aeronautical and Space Administration. Accessed online on December 26, 2011 at [http://www.nasa.gov/mission\\_pages/hurricanes/archives/2008/h2008\\_ike.html](http://www.nasa.gov/mission_pages/hurricanes/archives/2008/h2008_ike.html)

<sup>38</sup> *National Weather Service Post-Event Situation Report on Hurricane Ike*, September 14, 2008. National Weather Service.

<sup>39</sup> *Hurricane Ike Fast Facts*. The City of Houston. Accessed online on December 27, 2011 at <http://www.houstonhurricanerecovery.org/node/163>

Estimated housing losses in Texas due to the hurricane were more than 8,000 units.<sup>40</sup> The damage caused by Hurricane Ike made it the second costliest Atlantic hurricane of all time, only surpassed by Hurricane Katrina.<sup>41</sup> Of note is that this hurricane came just days after Hurricane Gustav had caused significant damage on the Gulf Coast from Texas to Florida; some of the same areas were impacted by both hurricanes.

The counties of Harris, Galveston, Chambers, Orange and Jefferson were the most affected by Hurricane Ike; this includes Galveston Island (in Galveston County) and Houston (in Harris County). This document focuses on the impact of Hurricane Ike on Galveston Island and Houston and specifically the NTS operations at these locations.

Some of the worst damage from the storm occurred on Galveston Island and in the City of Galveston. The storm tide that washed over much of the island caused severe structural damage to at least 1,500 homes.<sup>38</sup> Relief efforts on the island were hampered due to a lack of a water service, communications, electrical service, fuel, ice, lodging for staff and other property available for housing. In addition to the lack of these resources, Galveston Island also suffered from a lack of available facilities for congregate sheltering.<sup>42</sup>

Even though a new convention center had been built on the island, the local government chose not to use this site as a shelter due to a concern that it would not provide sufficient protection if another hurricane impacted the area. A private contractor was engaged on September 25<sup>th</sup> to set up a congregate shelter, which was fully functioning by September 27<sup>th</sup>; however, due to issues with the implementation of contracting agreements, confusion occurred regarding reimbursement.

Despite the challenges, Galveston Island was reopened to residents on September 20, 2008. A private contractor was engaged on September 25, 2008 to set up an open space shelter on Galveston Island and the NTS was fully functioning by September 27, 2008.

In Houston, many congregate shelters were set up throughout the community. The City of Houston also recognized the need to open a mega-shelter in addition to the traditional shelters already opened. The mega-shelter was set up in a large vacant retail property within about 48 hours from the decision to open it. This NTS was managed under a Unified Command structure, with the Red Cross taking a larger role in the management than the organization had in the past in previous mega-shelter operations in Houston. All of the infrastructure and resources needed to support the NTS had to be brought in and included a kitchen, portable toilets, showers and heating, ventilation, and

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<sup>40</sup> *Hurricane Ike, Impact Report – December 2008*. FEMA. Accessed online on December 26, 2011 at [http://www.fema.gov/pdf/hazard/hurricane/2008/ike/impact\\_report.pdf](http://www.fema.gov/pdf/hazard/hurricane/2008/ike/impact_report.pdf)

<sup>41</sup> *Hurricane Ike (1-15 September 2008) and Hurricane Categories*. Laske, Gabi. Accessed online on December 27, 2011 at <http://quakeinfo.ucsd.edu/~gabi/sio15/case-studies/hurricane-ike.html>

<sup>42</sup> *American Red Cross Galveston Island Non-Traditional Case Study*, pg. 4. Asset Group Inc.

air conditioning (HVAC). A variety of state and city agencies came on site to provide recovery services.

Throughout the disaster relief efforts, the Red Cross supported 241 evacuee shelters providing over 157,000 overnight stays.<sup>43</sup> Other community-based organizations operated an additional 150 shelters throughout the area, bringing the total to almost 400 shelters.<sup>44</sup> Peak shelter population reached 32,856 on September 13, 2008.

## Key Observations

### Dominant Themes

#### *NTS Management*

No buildings were available to provide shelter on Galveston Island, so FEMA built a base camp to support responding disaster staff. Other response agencies set up an open space NTS for evacuees. However, there was still a challenge in helping the local community overcome their reluctance in sheltering in an open space environment.

The City of Houston set up a Unified Command structure, with the Red Cross taking a leadership role, to manage the NTS operation.

#### *Private Sector Coordination*

Multiple sources stated that there was a challenge in having the proper entities authorize the contracted NTS that was set up on Galveston Island. This resulted in confusion and issues regarding reimbursement.

Key observations from the Hurricane Katrina response were applied to Hurricane Ike operations. Houston opened a mega-shelter during Hurricane Katrina and this experience was credited with helping the high level of coordination in the NTS that occurred after Hurricane Kike. Another key observation from Hurricane Katrina was the need to coordinate and work with a variety of response organizations and community groups. For example, some NGOs and advocacy groups, such as the National Association for the Advancement of Colored People (NAACP), requested additional services for the populations they represented. This reinforced a key observation from the Hurricane Katrina response, which was to display cultural sensitivity for the disaster-affected population.

### Additional Themes

#### *Public Health, Medical, and Mental Health Services*

Due to the significant damage on Galveston Island, the health care system was severely impacted and health and medical support services. Acute care needs were transported off of the Island.

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<sup>43</sup> DR 238-09 TX Hurricane Ike Service Delivery Plan. American Red Cross.

<sup>44</sup> Chronology for DR 238-09 Hurricane Ike Texas. American Red Cross. October 29, 2008.

In Houston, a larger than expected number of people with disabilities and others with access and functional needs required support. Many people who had pre-disaster health and socio-economic challenges would have traditionally stayed in the impacted area due to a lack of resources to evacuate. Instead, they were evacuated pre-landfall. This was due to the key observation in providing transportation after Hurricane Katrina. As more evacuees arrived at the NTS than usual, due to the provision of transportation, health care support at the NTS was stretched.

*Security and Building Access Control*

Security was a challenge at the Galveston NTS. Although officials recognized that perimeter security was needed, there was concern that fencing the NTS in would create the perception that it looked and felt like a refugee camp. The lack of fencing created challenges in tracking evacuees and monitoring access control.



## **Key Case Study Observations**

Key observations were captured through reviewing documents related to the NTS operations, included narratives, after-action reports (AAR), and evaluations. In addition, interviews were conducted with disaster relief staff that was either onsite at an NTS or part of the operational support structure.

Below is a summary of the most frequently cited key observations from the five full case studies as they relate to Non-Traditional Shelter management; health and medical services; security and building access control; local customs and culture; and private sector coordination. While several of the observations could be placed in several categories, they were listed under the most dominant theme.

### ***NTS Management***

Challenges and themes regarding management and operation of an NTS included:

- Setting up a Unified Command structure to manage the Non-Traditional Shelter is critical to ensuring high levels of coordination and organization within the NTS.
- Full involvement of the site's owner or management company is a key to success. These individuals are very knowledgeable about their site and its available resources.
- Contingency and emergency evacuation planning for an NTS by NTS leadership is essential.
- Awareness of the potential for pressure to vacate mega-shelters quickly, despite ongoing sheltering, is important. After the threat has passed, communities are eager to return to normalcy and to minimize the economic impact of the disaster. As such, there may be pressure to close the NTS before sheltered evacuees' housing needs are met.

Challenges in the use of open space shelters included:

- Tents need to be appropriate for the local environment and weather conditions; not all tents are designed for all weather conditions.
- The word "tent" can have a negative connotation, particularly for local government officials. This stigma appears to dissipate over time, but the concern may need to be addressed in planning and implementing open space shelter options.

### ***Health and Medical Services***

Health-related challenges and themes included:

- The need for health and medical services would depend on the size and scale of the incident/event and the length of time evacuees remain at the NTS; however, the service needs are generally greater at an NTS than a traditional congregate shelter. Some non-traditional shelters have included a field hospital, pharmacy, and multiple clinics on site to meet the needs of the NTS evacuees.
- Staffing appropriate personnel to support people with disabilities and others with access and functional needs at the NTS is very important.
- It is essential that health care professionals at an NTS have access to resources, including medical supplies and a location within the NTS appropriate to meet the evacuee's health care needs.

- Having health care professionals near the entrance of an NTS providing disease surveillance is recommended. This includes monitoring of registered NTS evacuees who may have temporarily left and returned.
- Health and Medical personnel, as well as other staff, should be aware that evacuees will arrive with a variety of pre-disaster health and medical issues which may need to be addressed.

### ***Security and Building Access Control***

Security challenges and themes included:

- Crime prevention measures are necessary to maintain the safety of the NTS. This included a uniformed and non-uniformed security presence (e.g., law enforcement, fire, military, anti-gang task force); establishing securing ingress and egress points; creating a hard perimeter if possible; and carrying out other standard community policing efforts within the NTS.
- Wristbands, applied at initial registration, are a successful tool for maintaining awareness of registered evacuees.
- Some incidents/events had challenges in serving undocumented populations due to the evacuees' fear that their legal status would be assessed. To address this, a successful technique has been to partner with local community leaders to establish trust from this population by informing them that it is safe.

### ***Local Customs and Culture***

Challenges and successes to providing support or services in a culturally sensitive manner included the following:

- Include representatives from community groups (e.g., ethnic groups, groups serving people with disabilities and others with access and functional needs) in planning efforts.
- NTS staff listening to the needs expressed by representatives of the disaster-affected and evacuee population can be helpful in understanding specific cultural needs or concerns.

### ***Private Sector Coordination***

Themes in this area included:

- The importance of pre-disaster planning cannot be overstated. Communities that had engaged in pre-disaster planning efforts were generally more effective in their response and had fewer response challenges.
- Response agencies should be aware that their presence can overwhelm smaller communities.
- Ensuring that response personnel know who is authorized by the jurisdiction to enter into financial agreements is important.

## **Case Study Bibliography Information**

For a full list of the references used in this Appendix, see the Bibliography in the *Non-Traditional Shelter Case Studies* document.

## Annex A. Dormitory Management

In any disaster shelter, the dormitory (dorm) area is the primary sleeping and living area for evacuees, the place in which they spend the greatest amount of time. As a result, providing a safe and secure environment in dorm areas is a priority in a Non-Traditional Shelter.

### Roles and Responsibilities

1. Dormitory Supervisor will be in frequent communication and coordination with the NTS Mass Care Director, the NTS Operations Section Chief (Ops Chief), and the Incident Commander.
2. The Operations Section Chief will spend a significant amount of time in the dorm area, and in coordination with the dormitory management group, to maintain situational awareness.
3. Staff for the NTS dormitory areas will include those listed in Table 1 below.

**Table 1: Dormitory Management Roles and Responsibilities**

Function/Position	Primary Responsibility	Support Responsibility	Actions
Dormitory (Dorm) Management	(Responsible positions/agencies/departments)	(Support agencies/organizations)	<ol style="list-style-type: none"> <li>5. Oversee all dorm operations.</li> <li>6. Liaise with NTS UC/IC.</li> <li>7. Communicate staffing needs to NTS on-site Logistics.</li> <li>8. Coordinate with other functions for support services (e.g., resources).</li> <li>9. Coordinate with other functions for support services (e.g., custodial, resources).</li> <li>10. Brief incoming dorm staff on roles and responsibilities provided by specific staff.</li> </ol>
Dormitory (Dorm) Support	(Responsible positions/agencies/departments)	(Support agencies/organizations)	<ol style="list-style-type: none"> <li>1. Set up dorm areas of NTS.</li> <li>2. Collect evacuee data, input into database system or provide to NTS UC/IC.</li> <li>3. Provide information to evacuees regarding other services in an NTS.</li> </ol>

[Jurisdiction]

Non-Traditional Shelter Concept of Operations

Function/Position	Primary Responsibility	Support Responsibility	Actions
Personal Assistance Provision	(Responsible positions/agencies/departments)	(Support agencies/organizations)	<ol style="list-style-type: none"> <li>1. Provide personal caregiving assistance to evacuees who require it.</li> <li>2. Assist evacuees with service animals in maintaining their animals (e.g., feeding, walking) if they are unable to do so themselves.</li> </ol>
Health & Medical	(Responsible positions/agencies/departments)	(Support agencies/organizations)	<ol style="list-style-type: none"> <li>1. Support ongoing health needs of evacuees and staff.</li> <li>2. Provide resources to support medical sheltering.</li> <li>3. Coordinate with Sanitation for vector control.</li> </ol>
Mental Health Services	(Responsible positions/agencies/departments)	(Support agencies/organizations)	<ol style="list-style-type: none"> <li>1. Monitor evacuee population and staff for mental health needs.</li> <li>2. Provide crisis counseling as needed.</li> <li>3. Refer evacuees with mental health needs beyond the capabilities of an NTS to external resources.</li> </ol>
Public Safety/ Security	(Responsible positions/agencies/departments)	(Support agencies/organizations)	<ol style="list-style-type: none"> <li>1. Provide appropriate security in and access to the dorm area.</li> </ol>
Community <sup>45</sup> Relations	(Responsible positions/agencies/departments)	(Support agencies/organizations)	<ol style="list-style-type: none"> <li>1. Patrol dorm area.</li> <li>2. Provide general information to evacuees (e.g., where to get services).</li> <li>3. Provide situational awareness and intelligence to dorm management.</li> </ol>
Sanitation	(Responsible positions/agencies/departments)	(Support agencies/organizations)	<ol style="list-style-type: none"> <li>1. Clean dorm common areas and relief/hygiene areas (e.g., toilets, showers).</li> <li>2. Coordinate with Health &amp; Medical for vector control.</li> <li>3. Dispose of trash and clean trash receptacles.</li> </ol>

<sup>45</sup> Community Relations staff may be untrained spontaneous volunteers or clients with identification once they are vetted, authorized, and credentialed by an approved support agency/organization.

## Dormitory Staff Management

1. Appropriate ICS staff span-of-control ratios will be incorporated into the staffing structure.
  - The quantity of staff will depend on the size of the dorm population and will vary during different shifts (e.g., a day shift requires higher numbers of staff).
  - For more information on span-of-control ratios, refer to the Incident Command System.<sup>46</sup>
2. Establish an NTS dormitory management group comprised of the following:
  - Dormitory Supervisor.
  - Dormitory Unit Leader per area (e.g., single men dormitory unit, family dormitory unit).
3. Establish an NTS dormitory staff structure:
  - Dormitory Supervisor.
  - Dormitory Unit Leader.
  - Dormitory staff, including staffing for the following activities:
    - Administration and reporting.
    - General evacuee support and daily operations.
    - Personal assistance provision (see *Health and Medical Support* section for more details on this staff position).
    - Basic health care (see *Health and Medical Support* section for more details on this staff position and expanded health support).
4. A staffing ratio of one dorm worker per 100 evacuees (1:100) in the dorm is recommended per shift, if available.<sup>4</sup>

## Layout and Design

Strategic considerations for the layout and design of the dorm areas should include distances and accessibility issues that can arise given the size and scope of the NTS environment and size of the population. While specific dorm layouts will be determined based on specific NTS locations, structures, and needs, the IAVM/Red Cross Mega-Shelter Planning Guide provides samples of layouts which may be adapted for use in an NTS.<sup>4</sup>

1. If available, request or create teams or team members who can provide guidance on the NTS layout. These teams may include:

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<sup>46</sup> *The Incident Command System (ICS)*. FEMA. Accessed online on December 28, 2011 at <http://www.fema.gov/emergency/nims/IncidentCommandSystem.shtm#item1>. ICS is a standardized, on-scene, all-hazards incident management approach.

- **[If applicable]**: Functional Assessment and Service Teams (FAST).<sup>47</sup> These teams have experience in working with people with disabilities and others with access and functional needs and can provide guidance on how to support these evacuees. FAST members can be requested through the Mass Care Branch].
  - Mega-Shelter Assistance Team (MAT) volunteers.<sup>48</sup> These individuals have expertise in operating large venues, such as stadiums and conference centers, and are trained by the Red Cross to assist in an NTS. MAT volunteers can be requested through the Red Cross.
  - Other resources to support the design and layout are **[list town, city, or urban]** planners.
2. In coordination with Security, determine what control mechanisms will be needed to allow people into the dorm area (e.g., security posts, wrist bands).
  3. Separate dorm space will be set up for single men, single women, families, and NTS staff.
    - The space allocation needed for each group will be determined based on demographic information of the inbound evacuee population. Requests for this information will be made to the Planning and Intelligence Branch.
    - In addition, the needs of individuals subject to judicial and/or legislative orders restricting their freedom of movement (e.g., sex offenders, parolees) will be considered.
  4. Every effort will be made to ensure people with disabilities and others with access and functional needs are sheltered within the general population. If available resources or infrastructure do not facilitate universal access, alternatives will be provided as available. If possible, the following will also be provided to these evacuees:
    - Prioritized allocation of the most accessible space.
    - Accessibility to, and space close to, power stations, toilets, showers, and hand-washing stations.
  5. Given the size, population, and extended duration of operating an NTS, a dorm layout will be created with “addresses” similar to that of a neighborhood community environment within the dorm space/living area. This will allow dorm management and other assistance services operating within the dorm to more

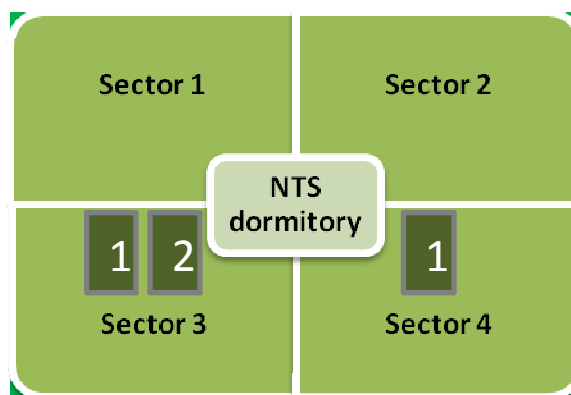
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<sup>47</sup> *Functional Assessment and Service Team (FAST)*. California Department of Social Services disaster response plan, Appendix B. Accessed online on December 28, 2011 at <http://www.cdss.ca.gov/dis/res/pdf/AppendixB.pdf> and <http://www.cdss.ca.gov/dis/res/pdf/FASTDescription.pdf>.

<sup>48</sup> For more information, visit: <http://www.iaamweb.org/cvms/MAT%20Opportunities.pdf>. Accessed online on December 28, 2011.

easily locate evacuees and will help evacuees locate their cot area or, in an open space shelter, their household lots.

- Addresses and family lots will be applied to each evacuee's location by creating a grid pattern of the dorm layout and assigning a numerical sequence to each sector of the grid and a numerical sequence to each cot/tent within each sector. Specific locations will be identified with posted numbers.
- Figure 1 is an example of this sector design. An evacuee would be identified as being in 3.1 (i.e., Sector 3, Cot/Lot 1).



**Figure 1: NTS Dormitory Sector Design**

#### 6. Additional Space Considerations for Open Space Shelters

- Space will be needed for sleeping, washing and dressing, care of infants, storage, and common space for gathering of family members. If evacuees are cooking their own meals, space is needed for kitchen appliances, cookware and cooking utensils, dish and flatware storage, meal preparation, and cooking.
- The area will need access space for footpaths, external household cooking areas, and fire breaks.
- Opportunities for family units to create a level of subdivision within their area of the dorm will be provided, as long as they do not impede the layout (e.g., security, blocking pathways, creating confusion in the address location system).

#### Staffing Plan and Schedule

1. Establish standard shift schedules for dorm staff based on speed-to-scale considerations. Initially staff may need to work 12-hour shifts (additional crossover time during shift transitions will be needed to facilitate debrief from one shift to the next). With the arrival of additional or relief staff, shifts may be reduced to 8 hours.



2. Determine what information (e.g., population demographics, roles and responsibilities, layout and functional areas of the NTS) needs to be provided in a job induction for each dorm responsibility and who can provide that information.
3. Coordinate with the Health and Medical function to provide support (e.g., help with self-feeding and showering) to people with disabilities and others with access and functional needs.
4. Develop a plan to assess the skills and abilities of evacuees who can provide volunteer support, create a system to schedule evacuee's volunteer work, and ensure they have adequate training and supervision to accomplish their assigned tasks.
5. Coordinate with the Resource Unit for additional staff needs.

## Resources

An NTS may have existing infrastructure, such as restroom facilities and power, which can be used to support sheltering operations. If an NTS does not have these and other essential resources, or if the existing resources are of insufficient capacity to support the population, additional resources will be requested from the on-site Logistical Support Team.

1. All portable resources accessed by evacuees will be made accessible to people with disabilities and others with access and functional needs.
2. Resources include the following:
  - Power Supply
    - Power for general lighting, emergency lighting, and support for people with disabilities and others with access and functional needs.
    - If available in a sufficient capacity to support the entire dorm area, power for heating or air conditioning will be provided to all dorm areas depending on need. If the power supply is limited, heating and air conditioning will be provided in the medical area and in limited locations supporting vulnerable members of the population.
  - Toilets
    - One toilet will be provided for every 20 evacuees (1:20);<sup>49</sup> consideration will be given to calculating toilet needs for women separately from men due to additional need for toilets.<sup>49</sup>
    - At least one toilet in twenty (1:20), but no less than one toilet, at each cluster of toilets will be ADA compliant to support people with

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<sup>49</sup> *Mega – Shelter Planning Guide: A Resource and Best Practices Reference Guide, Shelter Guidance Aid and Staffing Matrix*. IAVM and the Red Cross. Accessed online on December 28, 2011 at [http://www.iavm.org/cvms/mega\\_sheltering.asp](http://www.iavm.org/cvms/mega_sheltering.asp). 60% of toilets are recommended to be allocated to women and 40% to men.



disabilities and others with access and functional needs; a double wide portable unit usually meets this need.<sup>50</sup>

- Separate toilet facilities will be made available for each gender and will be well lit to ensure security.
- Separate toilet facilities, if resources are available, will be made available in the medical area.
- Cleaning and sanitation will be coordinated with the Site Maintenance function, if available.
- Hand-washing stations
  - Adequate hand-washing stations (e.g., stationary sinks or portable units) will be available to meet the health and sanitation needs of the NTS. Existing hand-washing stations should be supplemented with portable units if needed.
  - One hand-washing station will be provided for every 20 evacuees (1:20).<sup>4</sup>
  - Hand-washing stations will be located in or close to restrooms and will be equipped with anti-bacterial soap, disposable towels, and, if possible, warm water.
- Showers
  - One shower stall will be needed for every 25 evacuees (1:25).<sup>4</sup>
  - Showering schedules and use times will be determined by Mass Care based on specific NTS circumstances (e.g., population, available shower resources).
  - Adequate facilities will be maintained to meet the demand, and shower times will be extended to 24/7 if necessary to provide convenient access to residents.
  - If existing showers are not available, portable showers will be provided or transportation will be made available to another facility with adequate showering capability to support the required population.
  - Separate shower facilities will be made available for each gender and will be well lit to ensure security.
  - Separate showers, if resources are available, will be used in the medical area.

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<sup>50</sup> *ADA Accessibility Guidelines for Buildings and Facilities (ADAAG)*. United States Access Board. Accessed online on December 27, 2011 at <http://www.access-board.gov/adaag/html/adaag.htm#4.17.3>

- Privacy allowances (e.g. shower curtains) and changing rooms will be available if space and resources are available.
- Basins and supplies for bathing infants will be provided as soon as possible after needs are identified.

### **Support Services for Dormitory Area<sup>4</sup>**

All additional resources and services will be placed in areas that enable access for all evacuees including people with disabilities and others with access and functional needs. If needed, additional resources will be requested from the on-site Logistical Support Team.

#### **Laundry Services or Resources**

1. As soon as resources become available, evacuees at a Non-Traditional Shelter will have access to laundry facilities. These services may be located off-site until on-site resources become available.
2. The Logistics function will coordinate with the EOC or on-site vendor for scheduling and capacity and work with the MC function to create a rotation schedule for evacuees.
3. Laundry by evacuees
  - Laundry detergent, plastic bags, and, if available, plastic laundry baskets will be provided to the evacuees.
  - Evacuees will handle their own laundry as much as possible.
  - If laundry is being washed by a vendor, evacuees will be notified via posts in the dorm areas and during daily PIO updates of rotation schedules, identification procedures (e.g., labeling clothes and bags, receipt), where to drop off dirty laundry and collect clean laundry, and, if applicable, transportation schedules.

#### **Laundry by staff**

If possible, evacuees will handle their own laundry; however, if required, some evacuees' bedding may be cleaned by NTS staff. On-site housed staff will also have their own personal laundry facilities or services. To address health and safety issues, the following will need to be considered:

1. Personal safety equipment (e.g., gloves and gowns) for staff handling dirty laundry.
2. Processes for washing staff laundry separately from evacuee laundry.
3. Separate areas for washing, sorting, folding, and storage.

#### **Housekeeping and trash collection**

1. Coordinate with the Site Maintenance function for housekeeping/trash collection schedules and plan for the dorms.

2. A rotation schedule for evacuees to exchange their dirty linens for clean ones will be implemented by dormitory management and posted in dorms.
3. A timetable will be implemented for when each dorm area will be cleaned and serviced (e.g., floor cleaning, trash collection). This schedule will be posted in the dorms. Additional cleaning supplies will be provided so evacuees can keep areas clean between cleaning cycles.
4. An adequate number and size of garbage bins, trash cans, and trash bags will be placed in the dorms for use by evacuees and staff.

### **Dormitory Rules and Routines**

1. Dormitory management will establish traditional rules and routines for the dorm.
2. The messaging of rules and routines will be coordinated with the on-site PIO. Rules, routines, and consequences of violating them will be communicated to evacuees through visibly posted signage, written handouts (if possible), and PIO updates.
3. All information regarding rules and routines will be provided in alternate formats to support people with disabilities and others with access and functional needs.
4. Dorm staff will be advised of rules and routines at orientation and staff meetings and will be advised how to respond to issues and rule violations by evacuees (e.g., advise Dorm Supervisor, contact Security).
5. Visitors making social visits to evacuees will enter through designated secure NTS entry points, be credentialed by Registration as a visitor, and will only be allowed in designated areas.

### **Bio-Hazard Waste Disposal by Evacuees**

Particular attention will be given to the proper disposal of bio-hazard waste, such as needles and syringes, due to the potential health and environmental health hazards.

1. Evacuees will be advised using posted signage and distributed NTS and dorm rules of proper disposal of bio-hazard waste.
2. Appropriate bio-hazard disposal bins will be placed in medical areas to ensure proper disposal.

### **Reporting**

1. Collect significant data, including:
  - Evacuee count.
  - Individuals with disabilities and others with access and functional needs requiring assistance.
  - Illnesses.
  - Evacuees aged 2 and under, 3-7 years, 8-12 years, and 13-18 years and adults aged 19-65 years and +65 years Unaccompanied minors.

- For information on protocols and procedures for assisting unaccompanied minors, refer to the Unaccompanied Minors subsection under the *Mass Care* section.
- Lost and found items.
  - Repairs/Maintenance requests.
  - [Any additional reporting requirements.]
2. Ensure all appropriate data is accurately entered into the [insert if applicable: National Shelter System (NSS), which is the responsibility of the Red Cross or list other specific system of record the Jurisdiction uses] at noon and midnight and provided in a Situation Report (SitRep). SitReps will be provided to the NTS Incident Commander once daily at their advised designated time.
  3. Ensure other activities are reported to their relevant function and follow local SOPs or other reporting protocols set by the EOC (e.g., disease surveillance statistics to the Health and Medical Branch).
  4. Maintain log books for all functions within the dorm to record significant information, problems, solutions, and actions taken; report significant events, incidents, and issues in daily SitRep.
  5. Conduct a dorm staff meeting at least once per shift. Include updates on the following:
    - Emergency/disaster response operation.
    - Dorm operations.
    - Direction and advice from the MC Branch and NTS Incident Commander.
    - Status and identification of problems and resolutions.
    - Needs of evacuees, staff, and resources.
  6. Maintain a record of shelter activities on [report name of primary support agency for MC].
  7. Maintain continued interaction with the NTS Incident Commander for updates on dorm conditions, staff requirements, and other dorm-related information.
  8. Ensure appropriate records (e.g., name, contact information, shift, agency, identification number) on all dorm staff are kept and provided to [the staff services department of the primary support agency for MC] at the [location].

## **Additional Recommended Annexes**

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The following are recommendations for possible additional annexes to the NTS Concept of Operations that a jurisdiction may develop at a future date.

**J. ANNEX \_\_: Reception**

**K. ANNEX \_\_: Feeding**

**L. ANNEX \_\_: Logistics**

**M. ANNEX \_\_: Volunteer and Donations Management**

**N. ANNEX \_\_: Family Reunification**

**O. ANNEX \_\_: Public Safety and Security**

**P. ANNEX \_\_: Community Support Services**

**Q. ANNEX \_\_: Finance & Administration**

**R. ANNEX \_\_: Public Information/Public Affairs/Media Relations**

**S. ANNEX \_\_: Health and Medical and Mental Health Services**