



# Emergency Management Division Informational Letter

4000 Collins Road  
P.O. Box 30636  
Lansing, MI 48909-8136  
www.michigan.gov/emd



Volume: 05-22

September 28, 2005

**TO: Local and District Emergency Management Coordinators**  
**SUBJECT: Public Assistance Joint Field Office Established**

On Thursday, September 8, 2005, Capt. Kriste Etue authorized establishment of a Public Assistance (PA) Joint Field Office (JFO) in response to Presidential Emergency Declaration FEMA-3225 for Hurricane Katrina. This declaration applies to all 83 counties in Michigan for Emergency Protective Measures (Category B) only, and is effective beginning August 29, 2005, until further notice.

FEMA has appointed Janet M. Odeshoo as the Federal Coordinating Officer (FCO), and Captain Etue will serve as the Governor's Authorized Representative (GAO). Captain Etue has named Joel Pepper as the State Coordinating Officer (SCO); Matt Opsommer as the Special Assistant to the SCO and the Public Assistance Officer (PAO); Colleen Mohr as the Deputy Public Assistance Officer and the Public Relations Officer; Sandy Glazier as the Financial Officer; and Dana Wolverton as the Public Information Officer (PIO).

The Michigan State Police Emergency Management Division (EMD) recently completed public assistance briefings for state and local agencies involved in direct relief efforts for evacuees of Hurricane Katrina. Seven briefings were held across the state beginning Thursday, September 15 and concluding Friday, September 23, and included all state and local agencies involved in evacuee efforts. The briefings provided guidance for potential applicants to begin the registration process and offered additional information on the reimbursement process.

As directed in the attached FEMA Disaster Specific Guidance #2, dated September 9, 2005, and supplemental guidance dated September 15, 2005, the four categories for eligible costs for reimbursement include transportation, labor, shelter/housing, and schools.

Eligible applicants include state and local governments and Native American tribes and tribal organizations.

For this emergency declaration, private non-profits (PNP) are not eligible applicants. They may, however, be reimbursed for eligible PA program expenses if they have entered into a contract or work agreement with a state or local unit of government for eligible services provided directly to evacuees. A copy of the FEMA PNP Guidance is attached.

To be eligible for reimbursement, jurisdictions **must** complete the attached FEMA Request for Public Assistance (RPA) (Form 90-49) and return it to Michigan State Police Emergency Management Division **no later than 5 p.m. on Friday, October 7, 2005**. (*Please disregard the notation stating, "Expires September 30, 2005." This is the form currently being utilized by FEMA.*) Since this is an open-ended incident period, you are urged to complete the RPA even if you have not yet incurred expenses. Once the October 7 deadline has passed, expenses will not be eligible for those jurisdictions that have not completed the RPA.

If you have any questions, please contact JFO staff as follows:

Joel Pepper, State Coordinating Officer  
TX (517) 324-2353  
[pepperj@michigan.gov](mailto:pepperj@michigan.gov)

Colleen Mohr, Deputy Public Assistance Officer  
TX (517) 324-2363  
[mohrc@michigan.gov](mailto:mohrc@michigan.gov)

Matt Opsommer, Public Assistance Officer  
TX (517) 336-2681  
[opsommem@michigan.gov](mailto:opsommem@michigan.gov)

Dana Wolverton, Public Information Officer  
TX (517) 333-5032  
[Wolvertd@michigan.gov](mailto:Wolvertd@michigan.gov)

All information may be faxed directly to the JFO at (517) 333-4644.

Sincerely,



KRISTE ETUE, CAPTAIN  
Deputy State Director of Homeland Security  
and Emergency Management

KE:CM:tb  
(023)

Attachments (4)

- Disaster Specific Guidance #2
- Region 5 Disaster Specific Guidance
- Guidance on Private Non-Profit (PNP) Eligibility
- Request for Public Assistance (90-49)





FEMA

September 9, 2005

MEMORANDUM FOR: Federal Coordinating Officers  
FEMA-1602-DR-FL  
FEMA-1603-DR-LA  
FEMA-1604-DR-MS  
FEMA-1605-DR-AL  
Sheltering Emergencies - FEMA-3215 et. seq.-EM

ATTENTION: Public Assistance Staff

FROM: Nancy Ward, Director  
Recovery Area Command

SUBJECT: Disaster Specific Guidance #2  
Eligible Costs for Emergency Sheltering Declarations  
Hurricane Katrina

**PURPOSE:**

The purpose of this Disaster Specific Guidance is to clarify the eligibility of costs likely to be borne by State and local governments in the sheltering and care of the evacuees of areas devastated by Hurricane Katrina. It is anticipated that states not directly impacted by the effects of Hurricane Katrina will receive evacuees from the impacted states of Louisiana, Mississippi and Alabama. Evacuees may arrive as part of an organized, government-sponsored evacuation, or by their own means.

The influx of potentially thousands of evacuees from Gulf Coast states will overwhelm the local capacity of shelters operated by volunteer agencies and the American Red Cross, requiring State and local governments to act in a humanitarian fashion to meet current and anticipated sheltering needs, in both the short and long term. For this, the President has declared Emergency Declarations in several states making Federal assistance immediately available to State and local governments for 100% of the eligible costs they incur to provide shelter and care to Katrina's victims.

**AUTHORITY:**

Emergency Declarations are authorized by Title V-Emergency Assistance Programs of the Robert T. Stafford Disaster Relief and Emergency Assistance Act P.L. 93-288, as amended.

**GUIDANCE:**

**Applicants Eligible for Public Assistance under an Emergency Declaration:**

Public Assistance grants are available to State and Local Governments, certain Private Non-Profit Organizations and Indian Tribes located within designated areas. For the purposes of this guidance, the State may choose to be the single eligible applicant to receive financial assistance under this declaration or it may accept subgrant applications from eligible applicants. The applicant may contract or task any necessary agency to accomplish sheltering of evacuees from impacted areas. The applicant should claim the costs for the eligible services provided based upon a written agreement outlining payment procedures. All costs must be reasonable for the type of work performed.

**Eligible Costs for these Emergency Declarations**

Based upon the provisions of Section 502 of the Stafford Act, assistance efforts to save lives, protect property, and public health and safety and lessen or avert the threat of a catastrophe can be accomplished by State and local governments or through Direct Federal Assistance (DFA) or a combination of both. Costs associated with these efforts are eligible under the Emergency Declaration.

**Evacuation Costs:**

Costs associated with evacuation of people from disaster impacted areas can be an eligible expense if performed or contracted for by an eligible applicant. These costs can include:

- Eligible activities include transportation with drivers, shelter operations, security (on transportation and at shelters)
- Eligible labor costs:
  - Overtime for regular staff
  - Regular and overtime for extra hires
  - Contract costs
  - Overtime for backfill for transferred regular staff
- Travel and per diem of eligible employees in the performance of eligible activities is eligible.
- Transportation – to pick up evacuees (planes, trains, busses, ambulances, etc.) including local transportation to the shelters
- Essential Assistance
  - Food
  - Water
  - Personal Items such as those outlined in American Red Cross guidance
- Monitoring and stabilization of evacuees requiring medical care.

**Short Term Sheltering:**

Costs involved in shelter operations vary according to need and circumstances. In many instances, shelters are operated in government-owned facilities but managed by a volunteer agency. In such instances, only the actual expenses incurred by the eligible applicant, such as supplies or cleanup labor, would be eligible. However, when the government contracts with another organization, or undertakes to operate the shelter itself using its own employees or temporary hires, it may incur substantial eligible costs. In some circumstances, local or State governments may augment existing American Red Cross shelters with operating staff and nurses.

Eligible Category B sheltering costs may include, but are not limited to, the reasonable costs for:

A. Facility costs.

- Modifications to shelter buildings including addition of recreation equipment
- Facility lease or rental costs
- Facility operating costs, such as power, water, and telephone
- Site security and safety
- Limited essential transportation to shuttle evacuees to and from aeromedical transport sites, post offices, banks, shopping, schools, and other essential trips
- Phone banks for disaster victims, if essential and necessary
- Internet service to aid in disaster assistance registration

B. Supplies and commodities for shelters. Supplies are defined as tangible personal property having an acquisition cost of less than \$5,000. Eligible items are those needed for, and used directly on, the declared disaster, and are reasonable in both cost and need. Examples include:

- Cots
- Towels/washcloths
- Linens/blankets/pillows
- Personal comfort kits (e.g., shampoo, soap, toothpaste, toothbrush, etc.)
- Essential food and water
- Generators
- Television or radio
- Washer/dryer

C. Applicant-owned equipment. Eligible use of applicant-owned equipment such as busses or other vehicles is generally reimbursed according to the FEMA Schedule of Equipment Rates, which does not include operator labor.

D. Contract costs. Possible contract costs incurred by government may include:

- Meal preparation or food catering costs
- Contract security 24-7
- Shelter management
- Sheltering provided by another organization under contract or mutual aid pact with the local or State government; costs must be reasonable and similar to what it would have cost the government to provide the same level of service

E. Other essential services. Other services may be necessary to properly care for the shelter population. Examples include:

- Medical staff for emergency care, including mental health
- Public Information Officer

F. Cleaning and Restoration. The costs incurred by an applicant to clean, maintain, and make minor repairs to a facility to pre-shelter condition is eligible.

### **Interim Sheltering**

In support of FEMA's housing strategy, applicants are attempting to reduce the burden of traditional sheltering activities by providing interim shelters for evacuees. The costs incurred by an applicant to support such activities are eligible. These costs include the lease of properties, including apartments or hotels and will be reimbursed for a period of up to 12 months. The purchase of furniture and other essential items in order to make these facilities habitable is eligible.

### **Medical Care:**

Shelters are typically staffed with one or more Emergency Medical Technicians (EMT), Licensed Practical Nurses (LPN) or Registered Nurses (RN) for health screening, to monitor the health of shelter residents, assess and treat minor illnesses and injuries, and make medical referrals (*i.e.*, call 911) when necessary. The number of nurses or other medical staff will vary according to the size and type of the shelter population. Special needs shelters will require a higher skilled medical staff than a general population shelter, indicating the need for RNs.

Eligible costs related to nursing services include, but may not be limited to:

- First aid assessment
- Medical referral
- Providing health information
- Care for individuals with chronic conditions including medications
- Ensuring that shelters are sanitary
- Monitoring and reporting abusive conditions
- Supervising volunteer and paid medical staff

When an eligible applicant is sheltering evacuated hospital patients, the operating costs such as transportation, triage, tests, and medication required to stabilize a patient is eligible. Operating costs for long-term treatments are not eligible in accordance with FEMA Policy 9525.4.

If an evacuee becomes ill in a shelter and a determination is made to transport that person to a hospital for further treatment, the costs associated with the transportation, diagnosis, testing and stabilization of that evacuee is eligible.

Vaccinations when administered to protect the health and safety of the shelter population at large or emergency workers are an eligible expense. The types of vaccine might include:

- Tetanus
- Hepatitis
- Tuberculosis
- Flu
- Pneumonia

If an evacuee was undergoing ongoing medical treatment at the time of the event and the treatment is required to continue to protect the health and safety of the individual or residents at large, the costs for ensuring availability of the treatment will be eligible. The costs can include:

Transportation to a medical facility qualified to administer the treatment

If the treatment is not locally available, providing resources and supplies to administer the treatment.

If the treatment is covered by Private Insurance, Medicare, Medicaid or a pre-existing private payment agreement, it is the responsibility of the State, acting as Grantee, to ensure that these funds are documented and subtracted from the eligible costs.

### **Transportation Costs**

- For evacuees that request to be transported back to their point of origin when resources become available in that location to provide shelter, or to another location, the costs of transportation of evacuees can be an eligible expense.

### **EOC Costs**

Emergency Operation Center costs associated with the provision of emergency sheltering costs are an eligible expense.

### **Increases in the provision of Governmental Services:**

Due to the increase in population for the host state and/or local government, there may be an increase in the requirement to provide governmental services such as schools, police and fire protection and judicial services. The costs for the provision of those services are outlined below:

#### **Schools**

Since school age children will be residing in the shelters for a period of time, the availability of educational facilities will be an issue. If space is not available at a local school, the eligible applicant may lease or procure facilities (i.e. portable classrooms) with support services necessary to accommodate the additional students. Any increased transportation cost would also be an eligible expense.

#### **Police/Fire**

Additional security may be provided at the shelter based upon need. Fire Protection will be handled by the local fire department as part of its basic mission.

If warranted by specific situations, any overtime incurred by the local government in providing measures to protect the health and safety of the shelter residents through the use of the police or fire department may be an eligible expense. The local government should document the health and safety concern and any associated eligible costs for responding to the situation.

#### **Judicial Services**

Overtime costs for increases in judicial services required as a result of the increase in population due to the inclusion of evacuee to the population may be an eligible expense.

**Costs which are not eligible under the emergency declarations.**

- Long Term Housing
- Long term provisions for increased governmental services.
- Costs for permanent repairs of damaged facilities
- Debris Removal
- Regular Time for Force Account Labor



**FEMA**

September 15, 2005

**MEMORANDUM FOR:** R5 Public Assistance Staff  
R5 State Liaisons

**FROM:** Janet M. Odeshoo (signed)  
Federal Coordinating Officer  
FEMA-3225-EM-MI  
FEMA-3230-EM-IL  
FEMA-3238-EM-IN  
FEMA-3242-EM-MN  
FEMA-3249-EM-WI  
FEMA-3250-EM-OH

**SUBJECT:** Region5 Disaster Specific Guidance  
Eligible Costs for Emergency Sheltering Declarations  
Hurricane Katrina

**PURPOSE:**

The purpose of this Disaster Specific Guidance is to clarify the eligibility of costs likely to be borne by State and local governments in the sheltering and care of the evacuees from areas devastated by Hurricane Katrina. The President has declared Emergency Declarations in all states within Region 5, making assistance immediately available to State and local governments at 100% of the eligible costs they incur to provide shelter and care to Katrina's victims. This guidance is supplemental to and should be viewed in conjunction with Disaster Specific Guidance #2, dated September 9, 2005.

**AUTHORITY:**

Emergency Declarations are authorized by Title V-Emergency Assistance Programs of the Robert T. Stafford Disaster Relief and Emergency Assistance Act P.L. 93-288, as amended.

## GUIDANCE FOR SHELTERING COSTS ELIGIBLE UNDER PUBLIC ASSISTANCE EMERGENCY DECLARATIONS

This guidance is supplemental to and should be viewed in conjunction with Disaster Specific Guidance #2, dated September 9, 2005.

- Public Assistance will reimburse local governments for operating public shelters and for motel/hotel bills incurred when they placed eligible evacuees in motel/hotel rooms in lieu of public shelters. These people may have been placed in shelters/motels/hotels prior to the date of declaration. Interim sheltering costs will be reimbursed for a period up to a maximum of 12 months.
- Evacuees may arrive as part of an organized, government-sponsored evacuation, or by their own means.
- Public Assistance will reimburse local jurisdiction for purchasing transportation by air, bus, or rail for eligible evacuees to relocate to an area of their choice on a one-time basis. This includes charges for excess baggage and for transportation of pets.
- Housing owned by a local government would not be reimbursed for rent; however, costs to operate the housing units, such as electricity, etc., would be reimbursed.
- Reimbursement for host families taking evacuees into their households is not eligible.
- Local governments may lease housing units from individuals to provide interim housing for eligible evacuees.
- Furniture for leased housing units may be rented or purchased by the local jurisdiction. Warehousing costs for short-term, temporary storage are eligible.
- Meals for evacuees staying in hotels are not eligible unless the local government contracts for catering services.
- Public Assistance will reimburse local jurisdictions for the transportation costs to reunite families living in different shelter locations.
- Transportation costs incurred by local jurisdictions to transport evacuees to shelters, Disaster Recovery Centers, etc. are eligible.
- People may elect to drive their own vehicle to relocate from a shelter to an interim housing location. Like the other transportation options, the jurisdiction will need to provide the money to pay for the fuel, but the jurisdiction will be reimbursed under the Public Assistance program through the State. The amount of money provided should be based on the number of miles from the shelter location to the housing location at the State mileage allowance. Like other self-relocation expenses, the jurisdiction needs to maintain a record of all local funds expended for fuel.
- Labor costs – drivers, shelter staff, security, etc. Eligible labor costs include:
  - Overtime for regular staff.
  - Overtime for Backfill for transferred regular staff.
  - Regular and overtime for extra hires.
  - Contract costs.
- Shelter operating costs:
  - Temporary modifications made to shelter buildings including addition of recreation equipment, showers, etc. are eligible.
  - Permanent modifications to bring a building up to codes and standards are not eligible.
  - Operating costs such as power, water and phones are eligible.
  - Supplies: food, water, costs, blankets, etc. are eligible.
  - Janitorial services are eligible.
  - Medical staff for emergency care, including mental health professionals is eligible.
  - Security is eligible.
  - Prescription costs incurred by local government for evacuees in shelters are eligible. If the evacuee has insurance, insurance must be applied first.
  - Expenses incurred by shelters operated by the American Red Cross are billed the ARC.

- Sheltering of evacuated hospital patients: Operating costs such as administration and other services are eligible, not including medical treatment. Long-term operating costs are not eligible.
- Churches and other faith based organizations providing shelters are not eligible applicants. The local jurisdiction directing the organization to run a shelter is eligible applicant under Public Assistance and may seek reimbursement. The local jurisdiction should have a written agreement with the church or organization stipulating the terms of the agreement; i.e. rent for the building, personnel, food, whatever is being provided by the organization. These agreements may postdate the event. However, these agreements must not stipulate reimbursement contingent upon receipt of FEMA funding.
- Schools:
  - Public Assistance may provide temporary classroom buildings to schools that have exceeded their building capacity due to the influx of evacuees entering their school.
  - Mental health counselors for schools taking in evacuees are eligible.
  - School computers required because of the influx of evacuee students are eligible.
  - Hiring of additional teachers and purchase of books is not eligible at this time under the PA programs.
  - Local governments may contract with individuals who have rental property for use as intermediate housing.
  - Cost for bus passes and taxi services incurred by local jurisdictions are eligible as long as it is limited to a reasonable amount.
- Medical Services:
  - Necessary, emergency medical or dental expenses are eligible for shelter evacuees.
  - Hospital costs, nursing homes, and assisted living is eligible only as emergency care, no long term care is eligible.
- Costs incurred by a local government due to the death of an evacuee are eligible under the Public Assistance program.
- FEMA will not reimburse for store vouchers or phone cards given to evacuees by local governments.
- Other items to be added as necessary.

**FEMA Region V**  
**Guidance on Private Non-Profit (PNP) Eligibility**  
**Effective 9/19/05**

Most Private-Non-Profit (PNP) organizations, like churches and other faith based organizations are not eligible applicants under the Public Assistance program. However, if the PNP is providing shelter services on the behalf of an eligible city, county or state jurisdiction, the eligible entity may seek reimbursement. The eligible jurisdiction should have a written agreement with the PNP describing the services; i.e. building rental, personnel, food, transportation, etc. and certifying that the services are being provided on the behalf of the eligible entity. They should specify that the assistance is for Hurricane Katrina evacuees only. The agreements should be in place at the start of operations, but similar to mutual aid agreements, may be put in writing after the start of operations. These agreements must not stipulate that reimbursement is contingent upon receipt of FEMA funding. Documentation of costs incurred will be required.

FEDERAL EMERGENCY MANAGEMENT AGENCY  
REQUEST FOR PUBLIC ASSISTANCE

O.M.B. No. 3067-0151  
Expires September 30, 2005

**PAPERWORK BURDEN DISCLOSURE NOTICE**

Public reporting burden for this form is estimated to average 10 minutes. The burden estimate includes the time for reviewing instructions, searching existing data sources, gathering and maintaining the needed data, and completing and submitting the forms. You are not required to respond to this collection of information unless a valid OMB control number is displayed in the upper right corner of the forms. Send comments regarding the accuracy of the burden estimate and any suggestions for reducing the burden to: Information Collections Management, Federal Emergency Management Agency, 500 C Street, SW, Washington, DC 20472, Paperwork Reduction Project (3067- 0151). Submission of the form is required to obtain or retain benefits under the Public Assistance Program. **NOTE: Do not send your completed survey to the above address.**

APPLICANT *(Political subdivision or eligible applicant.)*

DATE SUBMITTED

COUNTY *(Location of Damages. If located in multiple counties, please indicate.)*

**APPLICANT PHYSICAL LOCATION**

STREET ADDRESS

CITY

COUNTY

STATE

ZIP CODE

**MAILING ADDRESS *(If different from Physical Location)***

STREET ADDRESS

POST OFFICE BOX

CITY

STATE

ZIP CODE

**Primary Contact/Applicant's Authorized Agent**

**Alternate Contact**

NAME

NAME

TITLE

TITLE

BUSINESS PHONE

BUSINESS PHONE

FAX NUMBER

FAX NUMBER

HOME PHONE *(Optional)*

HOME PHONE *(Optional)*

CELL PHONE

CELL PHONE

E-MAIL ADDRESS

E-MAIL ADDRESS

PAGER & PIN NUMBER

PAGER & PIN NUMBER

Did you participate in the Federal/State Preliminary Damage Assessment (PDA)?  Yes  No

Private Non-Profit Organization?  Yes  No

If yes, which of the facilities identified below best describe your organization? \_\_\_\_\_

Title 44 CFR, part 206.221(e) defines an eligible private non-profit facility as: "... any private non-profit educational, utility, emergency, medical or custodial care facility, including a facility for the aged or disabled, and other facility providing essential governmental type services to the general public, and such facilities on Indian reservations." "Other essential governmental service facility means museums, zoos, community centers, libraries homeless shelters, senior citizen centers, rehabilitation facilities, shelter workshops and facilities which provide health and safety services of a governmental nature. All such facilities must be open to the general public."

**Private Non-Profit Organizations must attach copies of their Tax Exemption Certificate and Organization Charter or By-Laws. If your organization is a school or educational facility, please attach information on accreditation or certification.**

Official Use Only: FEMA- \_\_\_\_\_ -DR- \_\_\_\_\_ - \_\_\_\_\_ FIPS# \_\_\_\_\_

Date Received: