



American Red Cross

Together, we can save a life

DISASTER SERVICES PROGRAM

ARC 3000 Series

ARC 3068-11

SHELTER OPERATIONS

INSTRUCTOR'S MANUAL

Rev. September 2005

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INSTRUCTOR'S MANUAL

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Shelter Operations FACT SHEET

Revised September 2005

Course Purpose	The purpose of this basic level Disaster Services training is to prepare volunteers and employees of the Red Cross and other agencies to effectively and sensitively manage shelter operations as a team while meeting the needs of people displaced as a result of a disaster
Learning Objectives	<p>After completing this training, participants will be able to—</p> <ul style="list-style-type: none"> • Describe the procedures for opening, operating and closing shelters. • Explain ways to demonstrate quality service. • Organize available human resources as a shelter operations team. • Identify resources available to assist shelter workers. • Organize the physical facility and material resources to meet the needs of the people in the shelter.
Course Participants	Participants will be volunteers and employees of the Red Cross and other agencies and community leaders who will be working on shelter operations teams.
Course Prerequisites	<p>Required: Successful completion of one of the following courses:</p> <ul style="list-style-type: none"> • Community Services Overview (ARC 3068-6) • Mass Care: An Overview (ARC 3068-1)
Course Length	This course is three hours in length. Full attendance of the entire course is required to receive a certificate of completion.
How the Course is Scheduled	The sponsoring Red Cross unit will schedule this training for a suggested minimum of four participants. The maximum number of participants is limited only by the ability of the sponsoring unit to provide a training facility to comfortably accommodate them and to maintain the recommended instructor participant ratio of one instructor for every eight to ten participants.

Instructors

This course will be taught by a team of authorized Disaster Services instructors who have Community Services experience in local, service area or larger shelter operations. Instructors must be familiar with current disaster regulations and procedures, Red Cross agreements with other agencies that provide disaster relief and the disaster plan of the local service delivery unit. When scheduling instructors, consider that there should be one instructor for every eight to ten participants.

Instructor's Manual Format

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INSTRUCTOR'S MANUAL FORMAT


This instructor's manual provides the course content and methods of instruction as well as accompanying participant resources to be used in presenting *Shelter Operations (ARC 3068-11)*.

The left column consists of the content to be presented. Where appropriate, you may want to change a statement to better suit your style of presentation or the classroom situation, but be sure to stay within the context of the material and the framework of the learning method.

NOTE: You will also find instructor notes marked in italics in the left column. Examples of these notes include the unit objectives, reminders, and instructions for an exercise. They are provided to assist you in preparing for the course and are not intended to be read to participants.

The right column uses icons to indicate the methods of instruction to be used or resources available to support that section. Present the content using lecturettes unless an icon indicates otherwise. The icons are presented on this page. When prepared newsprint is used, you will also find an abbreviated version in the right column.


	Use newsprint. (text appears here.)	1
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	Show transparency. (text appears here.)	1
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	Show videotape.
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	Use computer.
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	Refer participants to attachment.
---	-----------------------------------

	Refer to materials (forms, etc.)
---	----------------------------------

	Indicates an Instructor's Resource.
---	-------------------------------------

	Conduct an activity.
---	----------------------

	Pose a question to the group.
---	-------------------------------

	Take a break.
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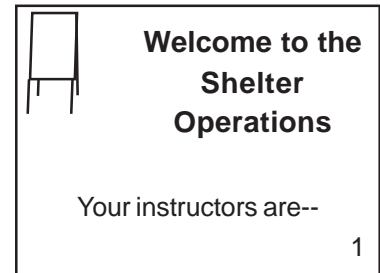
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Segment 1 Introduction and Purpose of Training

I. INTRODUCTION AND PURPOSE OF TRAINING

Time: 30 minutes

A. Instructor Introductions



NOTE: While participants are waiting for class to begin, encourage them to read page 1 of their workbooks.

Welcome to the *Shelter Operations* course. Thank you for taking the time to attend today's class.

NOTE: When a chapter leader is available, have that person introduce the instructors and comment on the importance of this course activity. After the instructors are introduced themselves, cover the following housekeeping details:

Before we begin to discuss the role and responsibilities of the Red Cross in opening shelters, I want to cover some housekeeping details and then the review the purpose and learning objectives of this course.

1. Breaks
2. Arrangements for snacks (if any)
3. Smoking regulations
4. Location of restrooms
5. Emergency exits
6. Sign-in sheet, Course Record Addendum (Form 6418A)

Segment **1** Introduction and Purpose of Training

B. Course Purpose

Regardless of the emergency, when large groups of people are temporarily displaced from their homes, the American Red Cross responds by opening and operating shelters. The Red Cross provides shelter for disaster victims in public and private facilities, such as schools, Churches, and community centers.

The purpose of a shelter is to provide a safe place for people to stay during an emergency, with access to various types of support and information. In some cases, people leave their homes as a precautionary measure. These people usually return home as soon as possible after the emergency has passed. In other cases, when their homes are damaged as a result of the disaster, they may continue to live in the shelter until alternative housing can be found, or until the home has been repaired. After the shelter residents make other living arrangements, the shelter is closed. Running a shelter requires a skilled team of people like you who are ready to help.

The purpose of the course is to prepare you to effectively and sensitively manage shelter operations as a team, to meet the needs of people displaced as a result of a disaster. We will focus in this course on the typical types of disaster that are administered out of your local chapter.

Segment 1 Introduction and Purpose of Training

C. Objectives

After completing this course, participants will be able to—

1. Describe the procedures for opening, operating and closing shelters.
2. Explain ways to demonstrate quality service.
3. Organize available human resources as a shelter operations team.
4. Identify by resources available to assist shelter workers.
5. Organize the physical facility and material resources to meet the needs of people in the shelter.



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D. How This Course is Organized

This course builds on the information presented in *Community Services Overview* (previously *Mass Care: An Overview*). Some of the material may look familiar to you. The material we introduced in the overview course will be supplemented with more details and specific procedures and tools you will need as a shelter worker.

To accomplish our objectives, the *Shelter Operations* course uses a video to introduce four course segments. The video footage will give you an opportunity to see Red Cross workers in action and hear in their own words ways to ensure that the needs of the clients are met. You also have a workbook. The first part of your workbook titled, “In the Field,” contains specific information and procedures that will help when you work in a shelter. The second half of your workbook, “Putting It All Together,” will be used during today’s class. You will find that your workbook

Segment 1 Introduction and Purpose of Training

contains additional information and reference material beyond what we cover in class. This material is critical for running a successful shelter. Review it carefully after you complete this class and take it with you if you are called for a shelter assignment. As the climate of disaster response changes the Red Cross adapts to the needs of our clients and disaster workers. Since the *Shelter Operations* course was created, vocabulary and the nature of some relationships have changed. There are some terms that no longer apply in this course. For example, what was once referred to as Mass Care is now known as Community Services. As they come up, I will draw your attention to them. Please feel free to ask me any questions as they come up.

In this course we will learn the basic skills and procedures used by shelter workers. There is a second course called *Shelter Simulation*, which the chapter has scheduled for _____. In the simulation you will have a chance to practice what you have learned in this course and ask any questions about the resource material that we will not cover today.

Here are the topics we will cover today:

- Segment 1: Overview of Shelter Operations
- Segment 2: Organizing the Shelter
- Segment 3: Operating the Shelter
- Segment 4: Concluding Shelter Operations

On the last page of your workbook is a course evaluation form. If available, you can use form 5898B for the evaluation. This form is



Segment 1 Introduction and Purpose of Training

important because it tells us how well the course is meeting your needs and gives us feedback on our teaching skills. Please take a few moments now and complete the first three questions.

NOTE: Allow time for completion of the form.

E. Participant Introductions

Let's learn more about one another, using a tool that helps Red Cross workers learn more about clients who come to a shelter—a registration form.



NOTE: Distribute Disaster Shelter Registration forms to participants.



Form 5972

Let's look over the form and talk about important items on the form. Obviously, the name, address, and phone numbers are important. The total family members registered and sheltered are important so there is an accurate accounting of who has registered. The box that refers to medical issues is important as well so that appropriate referrals can be made to Health Services or Mental Health Services.

Please work with a partner and interview each other using *Disaster Shelter Registration* (Form 5972). In addition to completing the information on the form, show, in the post-disaster address section, your partner's position with the American Red Cross or another agency. There is space on page 54 of your workbook to take additional notes.



Page 54

Segment 1 Introduction and Purpose of Training

NOTE: When all interviews are completed, each participant should introduce his or her partner giving their NAME and POSITION. Review the form with participants and explain how the form and the information on it are used.

The shelter registration form—

- Helps workers know how many people are staying in the shelter, which allows for better planning, i.e. How many workers will be needed? How much will be required in the way of food or supplies?
- Tells workers who is staying in the shelter. Sometimes family members who were not in the disaster will try to locate loved ones who many have been affected by the disaster. One copy of this form goes to Welfare Information. As you may remember from *Introduction to Disaster*, that is the activity that is responsible for helping to locate missing family members.
- Helps workers determine whether a client may need additional services. Information in the medical problem column may signal a referral to a Health Services nurse or a Mental Health Services worker if one is available. A copy of this form is available for use by the Client Casework Staff to coordinate action on cases.

As you can see, it is important that we collect this information. But how does it feel to have someone ask you these questions? Some of them are rather personal. Now imagine you have just experienced a disaster. You may not know the status of your family members, home, or possessions, or you may have suffered losses. You walk into a Red Cross shelter, and the first thing you are asked to do is to register. How would you want to be treated at the registration desk? At some point, you may have the

Segment **1** Introduction and Purpose of Training

opportunity to register clients. Think back to this course, and remember how you felt. Be just as sensitive with each and every client as you would want someone to be with you. Being sensitive to the needs of the clients is the first step in providing quality service. We will learn many other ways to provide quality service throughout the rest of this course.

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Segment **2** Overview of Shelter Operations

II. OVERVIEW OF SHELTER OPERATIONS

Time: 35 minutes

As a result of this segment, participants will be able to-

- *State the values for shelter workers.*
- *Describe the demographics of average shelter operations, the types of shelter operations, the community response to disaster, and the Red Cross role in shelter operations.*

In *Community Services Overview (Mass Care)*: An Overview we learned that the basic commitment of Community Services is to take care of the eating and sleeping needs of the people affected by disaster on an interim basis, while they are making other arrangements for their recovery or until they can return home. Shelter operations play a tremendous role in fulfilling this commitment. Let's watch the first segment of our videotape, which gives us an overview of the importance of providing shelter to our clients. As you watch the tape you may want to take notes or jot down questions on page 55 in your workbook. Note the terminology in the video. "Because video has not been updated to use the new terminology, you will hear the old terms referenced."



Page 55

NOTE: *Show segment 1 of video, "Overview of Shelter Operations." Do you have any questions about the video?*



Segment **2** Overview of Shelter Operations

NOTE: Pause for questions and clarify as needed.

A. Values for Shelter Workers

The Red Cross has a long history of providing shelter to the victims of disaster. From our commitment in Community Services, we have developed a set of values that guide our conversations and actions as shelter workers. Our values are as follows:

- **Ensure that the shelter is a safe place.** Our first and foremost concern is the safety of clients and workers. Out of this commitment, come many of the rules we ask clients to follow.
- **Respect clients.** Treat all clients the way that you would want to be treated. We respect the diversity among the people in our shelters. Privacy is another aspect of respect. We show respect by creating a place where clients can share information in confidence. To ensure confidentiality, we seek to protect the privacy of our clients.
- **Provide services equally to all clients.** We don't discriminate in any way when it comes providing shelter services. What we make available to one client, we make available to all clients. This also means that for people with disabilities, we still provide the same types of services available to other clients. We seek ways to provide those services in ways that are most useful to those who need them.
- **Enable the clients to make other arrangements.** We treat each shelter resident as an individual who is ultimately responsible for his or her own recovery. We assist clients by providing them with information about the services of the Red Cross and other agencies that may help them with their recovery plans.



Page 56



Poster 955

Segment **2** Overview of Shelter Operations

- **Use resources wisely.** We are not a government agency. Most of our organization’s resources come from donations of people’s time and money. It is important that we try to provide our services in the most efficient way while still maintaining quality service to our clients.

Out of these values we have developed the procedures that you will learn about today. Throughout this course, we will show you tools and resources that will help you with the situations and issues that may arise when you are working in a shelter. Should you ever be uncertain about what course of action to take, use these values to reason through your choices. They will point you in the right direction.

B. The Shelter Cycle

We have discussed our commitment and values as shelter workers, now let’s discuss how we actually go about providing shelter to our clients. If you will look on page 57 or at the Shelter Cycle poster, you will see the seven main steps in the process of sheltering. There are some actions that we take prior to a disaster occurring in order to be better prepared. We can group those into Step 1 as preparedness activities. Once the Red Cross is notified that a disaster has occurred (Step 2), there are a series of conversations and actions that lead up to the opening of a shelter (Steps 3 and 4). Once clients arrive, there are tasks necessary to keep the shelter operating (Step 5). In Step 6, we provide clients with information and help get them connected to the resources necessary to return to their homes or make other arrangements. Finally, after the residents have made arrangements for longer term housing, we close the shelter (Step 7). We will spend the rest of this course looking at each of these steps in detail.



Page 57



Poster 955

Segment **2** Overview of Shelter Operations

C. STEP 1: Preparedness

Every American Red Cross chapter is responsible for pre-disaster preparedness within its jurisdiction. Using the chapter disaster response plan and annexes as guides, chapters explore issues such as—

- The types of hazards that could pose a threat to this community.
- The people who might be affected.
- The types of needs would they have.
- Red cross preparation to meet client needs as quickly and effectively as possible.



Page 58

Based on this analysis, at least seven important goals should be achieved for Community Services:

- Hazard analysis and demographic information should be used to predict the people who might be affected by a disaster and need shelter. This will allow you to project what needs you should prepare for, e.g., the need to have Spanish-speaking staff or an interpreter.
- Written agreements should be obtained from school districts, governments, religious organizations, or other groups for the use of their buildings as shelters in time of disaster.
- A pre-disaster survey of designated buildings should be conducted to compile basic information about potential shelter sites. This

Segment **2** Overview of Shelter Operations

information can then be made available to the shelter staff when they are assigned to the facility.

- Sufficient staff should be identified and trained to initiate and sustain a shelter operation **for a minimum of 72 hours**.
- Vendor accounts should be established to provide food and other supplies for Community Services operations.
- The chapter should prepare several shelter kits. The kits should always be ready to go and should contain the supplies needed to open and run a short-term shelter. For a list of suggested items, see page 47 of the “In the Field” section of your workbook.
- Regular training should be held to prepared shelter staff and management for proper shelter operations.



Page 47

1. Demographics of Shelter Populations

As a part of disaster preparedness, we need to know who is likely to come to the shelter. Each chapter will develop specific information for the disaster response plan about the people living within their jurisdiction, but in general, there are several demographic factors that help us predict who might need a Red Cross shelter. The type of disaster, the size of the disaster area, the amount of warning time, the history of past emergencies, the location of the shelter, and the accessibility of evacuation routes all influence who will come to stay at your shelter.

It is difficult to provide exact information about evacuation behavior. A rule of thumb is that persons seeking public shelter do not have other

Segment **2** Overview of Shelter Operations

options, such as extended family with whom they can stay or resources such as insurance to pay for hotel accommodations. Each community will vary in who seeks public shelter. Reviewing which residents of your community live at or near the poverty level is one indicator of the likely residents of your shelter. By participating in community disaster planning, your chapter will be able to network with other social service agencies to obtain additional insights into the groups that may seek public shelter.

In addition to persons evacuated because of the disaster, the Red Cross may also provide shelter for disaster workers, rescue workers, and similar groups when housing is unavailable through the organizations they represent. This is more likely to occur in very large disasters.

2. Types of Shelter Operations

Once we know what types of disasters are likely to occur in our chapter jurisdiction, we should look at the nature of shelters that may be required. Page 59 of your workbook reviews potential shelter requirements for various disasters.



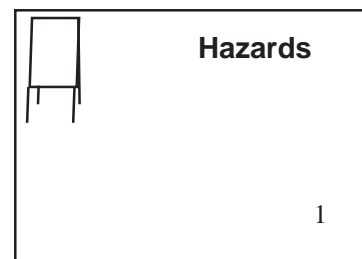
Page 59

***NOTE:** Briefly review chart. Ask for questions and answer accordingly.*

What are some of the hazards that could cause people to evacuate their homes and create a need for shelter in this area?

Segment **2** Overview of Shelter Operations

NOTE: Have the group brainstorm the hazards. Record responses on newsprint. Comment briefly on the sheltering requirements that could be created by each hazard and the history of the unit's response to the hazards.



3. Establishing Partnerships

In communities across the country, the Red Cross is one of the primary organizations responsible for providing shelter to the victims of disaster. But we don't work alone.



Page 60

Prior to the disaster occurring, we establish agreements with schools, governments, religious organizations, and other groups to use their facilities. For each potential shelter site, we complete a facility survey by meeting with a representative of that organization at the site. The facility survey provides us with pertinent information about the building such as dimensions, bathroom/shower facilities, accommodations for persons with disabilities, and floor plan. We formalize these agreements by drawing up a statement that explains how the Red Cross and the other organization will work together should we use the buildings as a shelter.

Often other organizations will lend us their personnel, or provide use with food, equipment, or materials when a disaster occurs. We may also establish agreements with vendors to supply these things.

We may also share information with other organizations. Red Cross units that foster a close partnership with local emergency management and

Segment **2** Overview of Shelter Operations

other community-based organizations consistently operate more effective shelters than those that do not foster such relationships. The local Red Cross unit and the local emergency managements staff can provide valuable information about past sheltering requirements.

D. STEP 2: Disaster Occurs

When a disaster occurs, the chapter is usually notified by local emergency management officials such as the fire or police departments. Then the chapter goes into action. For many chapters the Disaster Action Team will respond first and assess the situation. If it appears that a shelter will be needed, the chapter will, in conjunction with its partners, select a site for the shelter and will notify additional Red Cross workers.

Page 61 provides the key elements of a chapter's disaster plan and annex for providing Mass Care shelter services. You can use this page to take notes as I describe the specific procedures used in our chapter for each of the topics that are listed.



Page 61

***NOTE:** As a part of course preparation, read over page 61 and make some notes about key elements of the Mass Care/Community Services section of the unit's disaster plan. Use these notes to review page 61 with the group. Answer questions as needed.*

With this brief review of our unit's disaster plan, you can see how the community and the chapter are prepared for disaster.

Segment **2** Overview of Shelter Operations

We have looked at the planning and preparation that occurs prior to a disaster, and we've talked about how your chapter responds to get a shelter site selected and workers on the way. In the next segment, we will see how shelters teams go to work organizing and opening the shelter.

BREAK: 10 minutes -----



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Segment **3** Organizing the Shelter

III. ORGANIZING THE SHELTER

Time: 25 minutes

As a result of this segment, participants should be able to describe the actions needed to organize and open a shelter.

Based on the type of disaster, number of evacuees expected, estimated length of time that the shelter will be needed, and the chapter's disaster plan the chapter will select a shelter facility and notify you of your assignment. We briefly reviewed these procedures when we looked at the chapter's disaster plan. Now let's watch segment 2 of the video, and see how the shelter team goes into action and prepares to open the shelter.



Page 62

NOTE: Show segment 2 of video, "Organizing the Shelter."



Segment 2

A. Functions on a Shelter Team

As you recall from *Community Services (Mass Care): An Overview*, shelter workers pull together as a team to fulfill key responsibilities in the shelter. One of the first tasks of the shelter manager will be to organize the team and assign the key responsibilities as described briefly on pages 63 and 64. For each responsibility listed, there is a detailed checklist in the "In the Field" section of your workbook. These checklists provide detailed information to ensure that quality service provided. These checklists can also be used to provide job inductions to persons you have identified to carry out these roles. Let's look at the "Shelter Manager's Responsibilities Checklist" on page 5.



Page 63



Page 5

Segment **3** Organizing the Shelter

NOTE: Briefly review the checklist with the group. Point out the specific duties and the structure of the checklist. This will be the only checklist this course will review. Point out the checklists for the other key shelter staff.

- Registration Responsibilities Checklist
- Feeding Responsibilities Checklist
- Dormitory Management Responsibilities Checklist
- Providing Information Responsibilities Checklist
- Disaster Health Services Responsibilities Checklist
- Disaster Mental Health Services Responsibilities Checklist
- Other Client Services Responsibilities Checklist
- Communications Responsibilities Checklist
- Staff Recruitment and Placement Responsibilities Checklist
- Material Support Services Responsibilities Checklist

Depending on the size of the disaster and the number of staff available, you may be responsible for one of these roles or several at one time. You may have others who can assist you. Shelter residents come from all walks of life and will be capable of performing various responsibilities. As you register people coming into the shelter, it is a good idea to identify their special skills on the registration card. Are there any questions about how to use the checklists?



Segment **3** Organizing the Shelter

B. STEP 3: Pre-occupancy Inspection

Another top priority is working with the facility’s representative to assess the condition of the facility and any special safety considerations. A *Facility Agreement* (Form 6621) must be negotiated and signed prior to the disaster or at the time that the Red Cross occupies the building. Depending on the situation, someone from the Material Support Services group and/or someone from the shelter management team will ensure the completion of this process. The *Facility Agreement* specifies the responsibilities of both the owner and the Red Cross during the time the Red Cross is using the premises. Use the *Self-Inspection Worksheet—Off-Premises Liability Checklist* (Form 6505) when you walk through the building with the facility’s representative. This pre-occupancy inspection will give you a good feel for which rooms or areas should be allocated for specific purposes and equipment or supplies that may need to be moved or secured.

Which shelter workers’ values do you think are the basis for the pre-occupancy inspection?

*NOTE: Allow time for responses. Refer to page 56 in the workbook if necessary. **Safety** is the primary value behind the pre-occupancy inspection. We also want the shelter to provide a good environment for the clients—value of **respect**, and we don’t want to pay for unnecessary damages—**using resources wisely**.*



Page 65



Page 56

Segment **3** Organizing the Shelter

On page 66 are some guidelines for allocating space.

As you think about allocating space, try to have separate sleeping areas for families with young children, elderly people, single men, and/or single women. Plan areas where children can play, where families can watch TV or get the latest disaster information, and a place where snacks and beverages will be available 24 hours a day. Think about how you might make accommodations for people with disabilities. Allocating shelter space is one priority. Assigning staff to key responsibilities is another.



Page 66

C. Staffing a Shelter

A shelter must be staffed 24 hours a day. There is one shelter manager per shelter who is responsible for the overall running of the shelter. This person works one shift. There are three shift supervisors who each take a shift so that there is always a supervisor on duty. Other workers are scheduled as available. There is a flurry of activity initially as the shelter opens, but this quickly levels out as the shelter establishes a routine and residents begin returning to their homes. The peak activity often occurs around meal times and in the evenings as people return to the shelter after cleaning their homes or going to work. It is important to try to balance the need for staff with the need to give staff time away from the shelter to rest.



Page 67

Which shelter workers' value is the basis for staffing a shelter this way?



Segment **3** Organizing the Shelter

***NOTE:** Allow time for responses. The safety and health of both staff and clients is the reason for this staffing pattern. Working for long periods of time without rest can lead to poor judgment.*

D. Registration

Client registration is very important. In our opening activity, we learned that registration gives us information such as how many clients are in the shelter, their names, and special needs they may have. The Red Cross signage on the outside of the building should direct the clients to one entrance. You should set up the registration area inside this entrance. Allow enough room so that clients can form a line without waiting outside. Try to have everyone register as they come into the shelter for the first time. Once people are in the shelter, it becomes more difficult to determine who hasn't registered, which may delay identifying individuals. For this reason, setting up the registration area is one of the first tasks. If possible, the shelter shouldn't be opened without the registration process in place.



Page 68

E. STEP 4: Shelter Opens

If a chapter is warned early enough that a shelter might be needed, the shelter team may arrive at the facility, organize the team and materials, and open the shelter before any clients arrive. This isn't always the case. If the community has used the facility as a shelter before, clients may go to the facility at the first threat of disaster and arrive before the Red Cross. If this is the case, open the building, and have the clients come in. Get organized as quickly as possible; some of the clients may volunteer to help you. Do the best that you can. The shelter is a small community, and you and the clients are all in together.



Page 69

Segment **3** Organizing the Shelter

F. STEP 5: Clients Arrive

Once the clients start to arrive, we do everything we can to make their stay at the shelter as safe and pleasant as possible. We also try to provide them with information about the services available through the Red Cross and other organizations to assist them with their recovery. These activities are the focus of the next segment, *Operating the Shelter*.

Segment 4 Operating the Shelter

IV. OPERATING THE SHELTER

Time: 40 minutes

As a result of this segment, participants should be able to—

- *Describe the actions needed to maintain a safe, comfortable shelter environment for shelter residents.*
- *Identify resources available to assist in running the shelter.*

Each checklist describes the ongoing actions needed to keep the shelter running smoothly once it's open, but there is more to operating a shelter than a series of checklists. A well run shelter requires a dedication to quality service, communication and coordination, and lots of problem solving. A successful shelter also takes communication and cooperation between the Red Cross as an organization, the shelter team, and the shelter residents. Let's watch segment 3 of the video and see how shelter workers come together as a team to keep the shelter operating smoothly.

NOTE: *Show segment 3 of video, "Operating the Shelter."*

Do you have any questions about the video?

NOTE: *Pause for questions and clarify as needed.*



Page 70



Segment 3



Segment **4** Operating the Shelter

A. The Three Rs of Sheltering



Page 71

Think back to *Community Services (Mass Care): An Overview*. What are the Three Rs of Sheltering?

NOTE: *Bring out if participants do not*

- *Respect*
- *Routines*
- *Rules*

The shelter team uses these to help build a sense of community within the shelter and to prevent some problems before they occur. We have already discussed respect for clients as a fundamental value for shelter workers. Let's look at establishing routines and setting rules in the shelter.

1. Establishing Daily Routines

In addition to showing respect for clients, there are other things shelter workers can do to demonstrate quality service. During the first 24 hours that the shelter is open, the staff should establish a routine to help structure the daily life of the staff and residents until the shelter closes. What aspects of shelter life can be used to establish a daily routine?



Segment **4** Operating the Shelter

NOTE: Bring out if participants do not:

- *Meals times*
- *Lights out*
- *TV time*
- *Shower schedule*
- *Children's activities*
- *Information updates*
- *Shelter staff meetings*
- *Shelter advisory committee meetings*

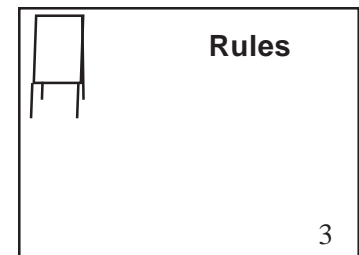
2. Setting Rules

In addition to rules that are part of a daily routine, what types of ground rules would you need to ensure a safe and pleasant shelter environment?



NOTE: List items on newsprint. Bring out if the group does not:

- *Smoking areas*
- *No food or beverages (except water) in the sleeping areas*
- *Noise levels*
- *Restricted areas*
- *Phone use*
- *Signing in and out*



Segment **4** Operating the Shelter

- *Drug and alcohol use*
- *Weapon possession*
- *Pets*
- *Valuable possessions*

NOTE: After developing the list on newsprint, review page 51, *Shelter Resident Information*, with the group. Ask if there is anything participants would like to add.



Page 51

Which shelter workers' value is the basis for setting rules?



NOTE: Allow time for responses. Safety is the reason shelter teams set rules.

B. The Importance of Communication

Communication both within the shelter and with the outside world affects the welfare of the shelter residents. They must be informed of the schedule, the rules, and other “in-shelter” information. They must also have current information about what is happening outside the shelter. People affected by a disaster will have a very high need for information. In the absence of factual information, rumors can run rampant.



Page 72

Segment **4** Operating the Shelter

Another element of communication is sharing information with members of the shelter management team. Staff meetings provide an opportunity to solve problems, strengthen team spirit, and ensure that all members of the team understand their interrelated roles. Individual conferences are appropriate when privacy is required to coach a team member on his or her work, when a staff member has a personal problem, or when discussing the confidential problems of a client.

The responsibilities for good communication in the shelter rests with the shelter manager, but all the staff play a part. For future reference, the information on pages 73 and 74 and the Providing Information Checklist on page 17 will help keep the shelter residents informed and control rumors as well as improve staff communications.



Page 73-74, 17

C. Communication With the Chapter

Another side of communication concerns the world outside of the shelter. This includes reports to and requests of the chapter or the disaster relief operations headquarters.

During the course of shelter operations, the shelter manager is required to submit information to the chapter. This information is vital. It is used to anticipate the need for staff, supplies, and additional shelters. Some of this information is given informally over the phone or radio. Once the shelter is open, the shelter manager should call the headquarters and provide them with the following information:

- Name of the building
- Street address

Segment **4** Operating the Shelter

- Name of shelter manager
- Best phone number (or contact method) to reach shelter staff
- Number of clients present and anticipated
- Initial assessment of situation and any information that might indicate another shelter is needed.

The chapter may already have some of this information, but things change quickly in a disaster, and getting accurate information is important.

You will receive directions on the operation for submitting reports to the chapter. These directions will include what needs to be reported, when to report it, and who needs the report. At a minimum, each day you should contact the chapter and give them the number of clients staying in the shelter, the number of meals served, and make any requests that you may have.

What kinds of requests might you make of the chapter?



NOTE: *Bring out if the group does not:*

- *Additional staff*
- *Supplies*
- *Equipment*
- *Food*

Segment 4 Operating the Shelter

- *Vehicles*
- *Resources from other agencies*
- *Information regarding services for shelter residents*
- *Information regarding the current status of the DRO response.*

D. Working With the Media

The media are another important group that we communicate with

Which value is of greatest concern when it comes to working with the media?



NOTE: Allow time for responses. ***Respect for clients is the primary concern***, but we also rely on the assistance of the media to help us get resources.

We do have to protect the privacy of our clients, but the media help us fulfill our commitment of providing sheltering by letting clients know what services are available, so it's important that we work to establish a good relationship with the press. Shelters often draw intense media interest because they are highly visible sites showing the affects of the disaster and the community response. Shelter operations are an opportunity for local chapters to demonstrate how well they are able to respond to disasters. This visibility communicates to the members of the community that the Red Cross is an efficient, caring organization ready to come to their aid. You should be prepared for the media to show up at your

Segment **4** Operating the Shelter

shelter. They should be given reasonable access to the shelter, and after being given some basic ground rules about client privacy, provided with a worker to escort them within the shelter. The shelter manager working with Communications and Marketing staff or the chapter Public Affairs representative should determine who will be the media point of contact at the shelter. Page 41 provides some further information about working with the media.



Page 41

NOTE: Review a few key points from this page.

E. Forms

One final way that we communicate is through the use of forms. Forms can assist shelter workers in documenting the conversations they have had with facility owners, the activities of the shelter, and in making requests for resources. Keep in mind that during large disasters, when many shelters are opening at once, the chapter or disaster headquarters may not be able to fill your requests right away. On pages 44-45 of your workbook is a list of the forms commonly used in sheltering. Let's quickly review those now.



Pages 44-45

NOTE: Review pages 44-45.

Your supervisor will give you additional guidance about when and how to use these forms.

Thinking back to our values, which one goes with coordinating with the chapter and completing paperwork in a timely and accurate way?



Segment **4** Operating the Shelter

NOTE: Allow time for responses. These help us *use resources wisely*.

F. Transitioning to Longer-Term Sheltering

Large, destructive, or prolonged disasters often require that shelters open for only a few days be shifted to longer-term shelters. This occurs through close coordination with the chapter or headquarters. The Red Cross is set up so that the first response to a disaster occurs within the local community. If the disaster exceeds the capabilities of the local chapter, human resources and material support would be mobilized from outside the local community. The chapter works in collaboration with their service area and/or national headquarters to determine their needs and how to meet them.



Page 75

You may be asked to open and operate your shelter for the first 72 hours or so. In a large disaster, this is the amount of time it will take to get additional staff and materials en route to your shelter. This may take a little longer if the disaster has affected transportation routes.

These first three days will be exhausting, and you will have made many decisions and put a lot of personal energy into the way the shelter is running. Sometimes the transition to a longer-term shelter can be a difficult one. When you are tired and you've made such a personal investment in a shelter, it can be difficult not to bristle at the suggestions of well-rested workers who have just arrived and haven't seen the development of the shelter and the disaster situation. It is important to remember that just like you, these new workers are there to

Segment **4** Operating the Shelter

make sure that the clients get the highest quality service. They are also there to give you a chance to get some rest or return to other family or work obligations.

If you are the new worker, remember to be sensitive to the feelings of those staff who have been operating the shelter. Be sure to respect their efforts and the long hours they have put into the relief operation.

In this segment we have looked at the actions needed to maintain a safe, comfortable environment for shelter residents until they are able to return to their homes or find alternate housing.

As the residents are able to leave the shelter, it is time to make plans for concluding shelter operations. This is the topic of our next segment.

BREAK: 10 minutes -----



Segment 5 Concluding Shelter Operations

V. CONCLUDING SHELTER OPERATIONS

Time: 10 minutes

As a result of this segment, participants should be able to identify the actions needed to conclude shelter operations.

In our last segment of the video, we will see the actions of the shelter team as they prepare for and close down the shelter.

NOTE: Show segment 4 of video, “Concluding Shelter Operations.”

Do you have any questions about the video?

NOTE: Pause for questions and clarify as needed.

A. STEP 7: Closing the Shelter

Plans for concluding shelter operations begin as the shelter population declines and residents are making plans to leave the shelter. Shelters can begin the closing process when it is clear that all residents have made arrangements for a place to go. You may request that Client Caseworkers come to the shelter, or encourage families to go to the service center or contact the chapter for assistance. Individual Client Services will work with these families and with other community resources to find suitable housing.



Page 76



Segment 4



Page 77

Segment **5** Concluding Shelter Operations

The main actions needed to close the shelter are included in the shelter manager's checklist. Please turn back to page 8, and we will review these actions as a group.



Page 8

***NOTE:** Review page 8 with the group. Ask for questions and clarify information as needed.*

To support these actions, each of the key responsibility checklists includes tasks for closing.

B. STEP 1: Preparedness

To bring us full circle in our shelter cycle, we go back to preparedness. A part of concluding shelter operations is identifying the lessons learned during the operation. These lessons can then be used to improve our response to the next disaster. Page 49 identifies other disaster preparedness actions needed to ensure a high-quality disaster response. Please turn to it now and we will review it together.



Page 49

***NOTE:** Review key points with the group. Ask for questions and clarify information as needed.*

You can see that concluding shelter operations brings us full circle in the cycle of disaster preparedness and response. As our course comes to closure, I'd like to take a few minutes to allow you to practice using your workbook as a resource and to apply some of what we have covered today.

Segment **6** Summary

VI. SUMMARY

Time: 20 minutes

As a result of this segment, participants should be able to describe their accomplishment of the learning objectives for the course.

We have covered a lot of material, and we don't expect you to remember it all or to memorize all the checklists. It is important that you have a sense of the information contained in your workbook, and that you feel confident that you know how to get your questions answered when you are on assignment. Let's practice using the workbook as a resource manual. I'd like for you to work in groups of four or five. On page 78 there are four situations.



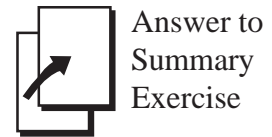
Page 78

NOTE: *Break the class into four groups. Assign each group one question.*

Starting with the scenario you were assigned, complete all four questions. Working your groups, use your workbooks to decide how you might handle the situation. You will have about 5 minutes, then the spokesperson for your group will explain your answer to the class.

Segment 6 Summary

NOTE: Have each group report out the answer for their situation. Use page 9 from *Instructor's Resources, Answers to Summary Exercise*, to bring out any points the groups may have missed.



This brings us to the end of our course. We have covered quite a bit of material today, and your workbook contains more material for you to read at your leisure. As you leave today's class I'd like for you to remember three things:

1. You can always go to your supervisor for support.
2. In making any decision, rely on the shelter values to guide you.
3. Take your workbook with you on assignment. The checklists will guide you through many of the circumstances you will encounter.

As you can see from this course, the process of opening, operating, and closing a shelter is a demanding assignment. Being prepared will make it a positive experience for the staff and the residents. A successful shelter operation can demonstrate how a community can work together to meet the challenge of providing a safe place for people to stay during the threat of, or the aftermath of, a disaster.

Thank you for participating today. As a final task, please complete your course evaluation on page 79. When you bring this forward, we will present you with your certificate.



Page 79

Instructor's Resources Contents

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Instructor's Resources	A. List of Materials	3
	B. Suggested Newsprint	5
	C. Course Schedule	7
	D. Answers to Summary Exercise	9

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1. Participant Materials (one for each participant)

ARC 3068-11A *Shelter Operations Participant's Workbook*
ARC 3041 *Mass Care—Preparedness and Operations*
Form 5972 *Disaster Shelter Registration; Revised 5/03*

2. Instructor Materials

ARC 3068-11CD *Shelter Operations course CD, which includes the following:*

- *Shelter Operations Instructor's Manual (ARC 3068-11)*
- *Instructor's Resources*
- *Participant's Workbook (ARC 3068-11A)*

ARC 3068-11V *Shelter Operations Video*
Poster 955 *Shelter Cycle and Shelter Values*

Prepared newsprint

3. Materials Provided by Sponsoring Red Cross Unit

1 each	Form 5898A	<i>Instructor Report—Disaster Training System</i>
2 each	Form 6418A	<i>Course Record Addendum</i>
22 each	Cert. 108A	<i>Certification of Completion for Basic—Intermediate—Advanced Disaster Services Training</i>
22 each	Name tags and name tents	

Tables and chairs for 20 participants and 1 instructor

1 roll	Masking tape
1	Easel for newsprint pad
1 pad	Blank newsprint
6 each	Felt marking pens, chisel-point, assorted colors
1	VHS videocassette player and monitor

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Instructor's Resource B
SUGGESTED NEWSPRINT

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No.	Temp.	Perm.	Contents
1		X	Welcome to Shelter Operations Course (ARC 3068-11) Your instructors are:
2	X		Hazards
3	X		Rules

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Instructor's Resource C
COURSE SCHEDULE

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Who	Time Allotted	Course Topics	Page
		Course Content	
	35 minutes	I. INTRODUCTION AND PURPOSE OF TRAINING	1-1
		A. Instructor Introductions	1-1
		B. Course Purpose	1-2
		C. Objectives	1-3
		D. How This Course is Organized	1-3
		E. Participant Introduction	1-5
	35 minutes	II. OVERVIEW OF SHELTER OPERATIONS	2-1
		A. Values for Shelter Workers	2-2
		B. The Shelter Cycle	2-3
		C. STEP 1: Preparedness	2-4
		D. STEP 2: Disaster Occurs	2-8
	10 minutes	Break	
	25 minutes	III. ORGANIZING THE SHELTER	3-1
		A. Functions on a Shelter Team	3-1
		B. STEP 3: Pre-occupancy Inspection	3-3
		C. Staffing a Shelter	3-4
		D. Registration	3-5
		E. STEP 4: Shelter Opens	3-5
		F. STEP 5: Clients Arrive	3-6
	10 minutes	Break	
	20 minutes	IV. OPERATING THE SHELTER	4-1
		A. The Three Rs of Sheltering	4-2
		B. The Importance of Communication	4-4
		C. Communication With the Chapter	4-5
		D. Working With the Media	4-7
		E. Forms	4-8
		F. Transitioning to Longer-Term Sheltering	4-9
	10 minutes	Break	

Instructor's Resource C
COURSE SCHEDULE

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Who	Time Allotted	Course Topics	Page
	10 minutes	V. CONCLUDING SHELTER OPERATIONS	5-1
		A. STEP 7: Closing the Shelter	5-1
		B. STEP 1: Preparedness	5-2
	20 minutes	VI. SUMMARY	6-1

	2 Hours and 55 minutes		

ANSWERS TO SUMMARY EXERCISE

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1. The person responsible for staff recruitment and placement should consult with the shelter manager. This person may be able to get assistance from shelter residents. If not, the shelter manager may request additional staff from the chapter, and/or may have the staffing person recruit from the community.
Staff Recruitment and Placement Responsibilities Checklist p.28 and Shelter Manager's Responsibilities Checklist p.6
2. It may be possible to have meals prepared at another Red Cross kitchen facility or to purchase restaurant-prepared meals. If preparing meals on site, use canned or ready-to-cook foods rather than fresh foods that require more preparation room. Consult the shelter manager who can coordinate with the chapter.
Feeding Responsibilities Checklist pp. 13-14
3. Explain tactfully that the Red Cross cannot accept the used clothing, since we do not have the facilities or staff to launder the items. We provide disbursing orders to clients which enable them to select and purchase clothing from local merchants. This helps the clients as well as the local economy. We could, however, make an announcement that the church had clothing available.
Donations p. 41
4. The person in charge of logistics should complete a Disaster Supply Requisition (Form 6409) and submit it to the shelter manager for approval and forwarding to the chapter.
Material Support Services Responsibilities pp. 32-33

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