

SECTION 20

SHELTER

Statement Of Purpose

It is often necessary to provide assistance to persons who become stranded, isolated or are in some way displaced from their homes as a result of some man made or natural disaster.

Sangamon County Office of Emergency Management works with the American Red Cross who will ensure shelter of these victims during and after the disaster as needed. Trained shelter personnel, who are familiar with shelter management, will be on duty to maintain the shelter and handle any problems or needs that may arise.

Definition Of A Shelter

A shelter is a temporary housing facility to be utilized only through the course of an emergency. The need for shelters depends upon the severity of an emergency. Some shelters will only be needed for a few hours, while others may be needed for longer periods (maybe up to a few weeks) or until normal living conditions are restored. If necessary, people will be advised about other agencies that can assist them in locating temporary (or permanent) housing after the shelter is no longer needed to house a large group of people.

A shelter can be any facility large enough to house persons who are temporarily displaced, is close to the disaster area or main routes and is unaffected by the emergency conditions. Permission to use a building as an emergency shelter must be obtained from the building owner or the individual who is in charge of the buildings.

Procedures For Opening A Shelter

In the event that it becomes necessary to open a temporary emergency shelter in Sangamon County, the following procedures shall be followed:

- A. The agency discovering the need for the shelter, whether it be law enforcement, fire, or local Emergency Services and Disaster Agency (ESDA) shall notify Sangamon County OEM and the Red Cross.
- B. Red Cross will work together with local officials to identify possible shelter locations and will be responsible for notifying Sangamon County Emergency Operations Center and/or the community EOC as to the locations selected.
- C. From the EOC, the Public Information Officer shall notify the following individuals, agencies, and organizations of the shelter opening (as applicable):

1. Mayor or Village President
2. County Board Chairman
3. Local ESDA Coordinator
4. Sangamon County OEM Director
5. Sangamon County Department of Public Health
6. Local Law Enforcement Agencies
7. Local Fire Departments
8. Rescue Squads
9. American Red Cross
10. Salvation Army
11. Amateur Radio Club
12. Local School Districts (if appropriate)
13. Springfield Mass Transit District
14. Medical Reserve Corps

D. The following are the responsibilities of the above individuals, agencies and organizations at the shelter site:

1. Mayor or Village President
 - a. Shall be available for consultation and may authorize expenditures for food, medical supplies and other essential needs, if allowed.
2. County Board Chairman
 - a. Shall be available for consultation and may authorize expenditures for food, medical supplies and other essential needs, if allowed.
3. Local ESDA Coordinator
 - a. Shall serve as a liaison with the Sangamon County OEM.
4. Sangamon County OEM Director
 - a. Shall regularly meet with or be briefed by the Shelter Manager.
 - b. Provide contact with state emergency services agencies.
 - c. Provide contact with private sector emergency services agencies.

5. Sangamon County Department of Public Health
 - a. Coordinate emergency health and medical operations in conjunction with local hospitals and clinics.
 - b. Coordinate patient distribution between local hospitals and clinics.
 - c. Animal control for the prevention of the spread of diseases to humans.
 - d. Provide mass inoculations as needed.
 - e. Inspection of food and food handling preparation personnel.
 - f. Prepare quarantine areas to isolate and prevent the spread of disease.
 - g. If required, shall assist in the establishment of an emergency morgue as specified in the mortuary annex.
 - h. Maintain a log of special medicines and a list of names of persons with special medical problems.
 - i. Provide information on the feeding of individuals with special diets.
 - j. Provide nurses, doctors and other medical personnel for duty at emergency shelters as needed.
6. Local Law Enforcement Agencies
 - a. Limit access of non-shelterees in the shelter area.
 - b. Maintain law and order in the shelter.
 - c. Maintain liaison with the Incident Commander.
 - d. Keep the shelter management informed of the emergency situation.
 - e. Provide any services needed pertaining to law enforcement.
 - f. Provide assistance in managing the shelter. In the event a city or village is unable to provide the needed services, additional police resources will be contacted for assistance.

7. Local Fire Departments
 - a. Fire supervision in the shelter.
 - b. Enforce all fire safety rules.
 - c. Provide assistance with medical services in the event they are not readily available.
 - d. Provide generators for supplemental power, if available.
8. Rescue Squads
 - a. Provide generating equipment for electrical service, if available.
 - b. Provide four-wheel drive vehicles as needed.
 - c. Provide assistance with medical services in the event they are not readily available.
9. American Red Cross (SOP for Red Cross sheltering)
 - a. Upon notification, the Regional Disaster Program Manager contacts the Red Cross Chapter Director for a briefing.
 - b. Possible shelter sites (based on area and number of people affected, type of disaster and availability of facilities) are selected.
 - c. Contact designated facility staff to advise that the facility will be needed, selecting shelter facilities with pre-disaster agreements, if possible.
 - d. Arrange for Shelter Management Staff to report to pre-identified shelter site(s) and begin coordinating activities of shelter personnel.
 - e. Request communications link for shelter, if needed.
 - f. Once shelters are ready to open, relay this information to the Red Cross Director.
 - g. Complete an inspection of designated shelter site(s).
 - h. Contact designated facility representatives to arrange to open the facility.

- i. Ensure that facility surveys are conducted for additional sites that may be needed.
 - j. Coordinate with the Food Service Staff to arrange feeding operations in shelters.
 - k. Assign and brief shelter personnel to set up and open designated shelters.
 - l. Request that public media and local government officials be notified of shelter sites being opened in the affected communities.
 - m. Maintain agreements for joint sheltering with other agencies, when indicated.
 - n. Maintain and monitor shelter registrations and departure count of victims in shelters.
 - o. Maintain a cleanup and sanitation schedule for facilities.
 - p. Develop shelter maintenance and reporting plans for facilities.
10. Salvation Army (see above under m. for joint sheltering)
- a. Provide coffee and doughnuts upon opening the shelter.
 - b. Provide on-hand clothing for shelter occupants.
 - c. Provide counseling as needed.
 - d. Assist in the shelter operations.
 - e. Provide Spiritual Guidance.
11. Amateur Radio Club
- a. Provide a communication network from the shelter to the Emergency Operating Center and other essential service agencies.
 - b. Provide emergency messages across the country.

12. Local School Districts (if appropriate)
 - a. Open schools for shelter use.
 - b. Provide food services personnel.
 - c. Provide cooking facilities.
 - d. Provide food as needed.
 - e. Assist the Shelter Management Staff.
13. Springfield Mass Transit District
 - a. Provide bus service within its route schedule of service.
14. Medical Reserve Corps
 - a. Provide medical personnel, if able.

Community Sheltering (Nuclear Attack)

Guidelines for Community Sheltering Procedures have been withdrawn from Section 5 – Evacuation. Section 5 continues to identify situation and assumptions, concept of operations, and organization and responsibility for evacuations. It continues to hold a letter of concurrence from Springfield Mass Transit District. If a general evacuation is initiated by the Incident Commander, operations for sheltering functions will be as outlined herein, in this section.

Shelter Selection and Staffing

When the need for a shelter facility has been discovered, Red Cross will work together with local officials to determine the best possible shelter to utilize according to specific needs, such as locations, number of persons involved, type of facilities available, etc. Standard Operating Procedures for Red Cross sheltering (see above on Page 4) will be followed to finalize shelter selection and commence its operation.

The following breakdown of positions and responsibilities is made for an ideal shelter situation for which there are enough personnel to cover each position and smoothly maintain a large shelter. Small or short-term shelters will not require personnel at each position. Each position will be considered as a function instead. One person may be responsible for many functions which will be assigned by the Shelter Manager. Because of this, not all of the services can be provided, so priorities must be set and followed. Shelter residents can be recruited to assist in needed shelter functions.

A. Shelter Management Staff

The Shelter Management Staff shall consist of a Shelter Manager and two Assistant Shelter Managers who have successfully completed an approved Shelter Management training course. The Shelter Manager's duties shall include the following:

1. Evaluating the shelter situation, assessing characteristics and establishing requirements of the probable shelter population.
2. Advising shelter personnel of duties and needs within the shelter.
3. Coordinating activities of shelter personnel.
4. Maintaining communications with the appropriate Emergency Operations Center about needs, problems, and general functioning of the shelter.
5. Reporting medical and other support needs to appropriate personnel within the shelter.
6. Advising the supply officer of needed supplies.
7. Maintaining and supervising communications needs.
8. Arranging for shelter security and an accountability system.
9. Establishing schedules for eating, sleeping, cleanup, etc.
10. Designating specific areas of the shelter as needed for the following:
 - a. Eating
 - b. Sleeping (couples, singles, families)
 - c. Isolation
 - d. Administration
 - e. Recreation
11. Providing for secure storage of resident's personal items.
12. Enforcing shelter rules.

13. Arranging for persons to be responsible for the following positions:
 - a. Dormitory Staff
 - b. Registration Staff
 - c. Food Services Staff
 - d. Logistics Staff
 - e. Communication Staff
 - f. Health Service Staff
 - g. Mental Health Service Staff
 - h. Client Casework Staff
14. Making provisions for transportation of supplies, equipment and volunteers.
15. Answering media questions about the shelter, when authorized by a PIO.
16. Closing the shelter.

B. Dormitory Staff

The Dormitory Staff duties may be assigned to the shelter assistant as a part of his regular duties or the position may be assigned to a responsible shelter resident.

1. Preparing rooms for shelter operations. Setting up tables, chairs, desks, phones, etc.
2. Preparing, assigning and controlling sleeping areas. Setting up cots, cribs, giving out blankets, sheets, etc.
3. Preparing eating and isolation areas. Setting up tables, chairs, etc.
4. Advising logistics staff of needed supplies.
5. Maintaining an inventory of all supplies which he is in charge of.
6. Assisting with closing the shelter.

C. Registration Staff

The Registration Staff will consist of trained registration personnel of the American Red Cross. The Staff should include the most qualified persons in registration working at the shelter. Duties will include:

1. Preparing registration for shelter operations. Setting up tables, chairs, desks, phones, etc.
2. Ensure that proper forms are available to staff.
3. Ensure all clients are registered in the shelter.
4. Maintain sign in of all clients and staff to account for all persons in the shelter.
5. Assisting with closing the shelter.

D. Food Services Staff

The Food Services Staff will consist of food services personnel employed by the building owner or tenant in which the shelter is located, Red Cross volunteers, Salvation Army volunteers and/or a volunteer group of residents. The Coordinator should be the most qualified person in food service working at the shelter. Duties will include:

1. Supervising food services activities.
2. Providing for preparation and serving of food.
3. Keeping records of food supplies received.
4. Keeping records of food supplies used.
5. Advising logistics staff of needed supplies.
6. Working with Shelter Manager on staffing schedules.
7. Recording personnel work hours.
8. Planning menus.
9. Providing for the proper disposal of waste.

10. Rationing food as directed by the Shelter Manager.
11. Providing for the preparation and serving of special foods for babies, medical diets, etc.
12. Providing for the cleaning of all utensils, plates, cups, pots, pans and other cooking equipment.
13. Supervising proper storage of food.
14. Maintaining inventory of food on hand.

E. Logistics Staff

The Logistics Staff shall be volunteers trained through the Red Cross. The Logistics Staff shall be responsible for the following:

1. Supervising the logistics activities.
2. Receiving and recording incoming supplies and equipment.
3. Maintaining an inventory of supplies and equipment.
4. Requisitioning supplies through Disaster Operations Headquarters.
5. Arranging for security of supplies.
6. Talking with other shelter officers and coordinators about needed supplies and arrange for their procurement.
7. Acquiring supplies through volunteer organizations (Red Cross, Salvation Army, churches) or surplus and by requisitioning from grocery stores, pharmacies, wholesale food outlets, clothing outlets, office suppliers, hardware stores, pharmaceutical companies, hospitals, clinics, state agencies, etc.
8. Returning unused and borrowed supplies and equipment.
9. Assisting with closing the shelter.

F. Communications Staff

The Communications Staff may be persons regularly employed in the building for such purposes and/or shelter residents who have some background in radio communications. The Communications Staff will be responsible for the following:

1. Supervising communications activities.
2. Supervising telephone and radio installation.
3. Keeping a record of extra telephone and radio equipment parts.
4. Keeping a record of all telephone and radio traffic.
5. Setting a communication schedule for personnel.
6. Keeping a log of personnel and hours worked.
7. Having extra personnel for runner service.
8. Maintaining inventory of all equipment on hand.
9. Assist with closing of the shelter.

G. Health Services Staff

The Health Services Staff shall be health services personnel including Red Cross, doctors, school nurses, public health nurses, nurses, paramedics, emergency medical technicians, Medical Reserve Corps volunteers, and people trained in first aid. The Health Services Staff shall be responsible for the following:

1. Supervising all health services activities.
2. Assigning duties to all assisting personnel.
3. Arranging and staffing a first aid station.
4. Determining priority medical cases.
5. Maintaining an isolation section for sick and injured persons and others with special medical problems.
6. Arranging with doctors to provide initial and daily health checks as needed.

7. Planning with the Shelter Manager for emergency transportation and communications with regards to medical needs.
8. Providing for the transfer of patients to health care facilities, such as hospitals and clinics.
9. Evaluating health needs and reporting the findings to the Shelter Manager.
10. Arranging for secure storage of medical supplies including medications, syringes, bandages and records.
11. Arranging for the preparation and distribution of infant formulas and special diets.
12. Providing for care of pregnant women, infants, young children, and elderly.
13. Discussing social, medical, and nursing aspects of family needs.
14. Planning with the Shelter Manager for initial and periodic health inspection of the shelter.
15. Providing for the immunization of shelter occupants if requested by the Public Health Department and preventing the spread of communicable and contagious diseases.
16. Informing the Shelter Manager of medical, nursing, and health situations and of any needs in the shelter.
17. Informing the logistics staff of supply needs.
18. Recording all first aid and other medical services provided to each resident.
19. Keeping an inventory of all medical supplies and equipment.
20. Assisting in closing the shelter.

H. Mental Health Services Staff

The Mental Health Services Staff shall be clinical social worker; licensed professional counselor; marriage, child or family counselor; psychiatric nurse; psychiatrist; clinical or counseling psychologist; or school counselor or school psychologist. The Mental Health Services Staff shall be responsible for the following:

1. Supervising all mental health services activities.
2. Assigning duties to all assisting personnel.
3. Determining priority mental health cases.
4. Planning with the Shelter Manager for emergency transportation and communications with regards to mental health needs.
5. Providing for the transfer of patients to health care facilities, such as hospitals and clinics.
6. Evaluating mental health needs and reporting the findings to the Shelter Manager.
7. Maintaining confidentiality for all clients and staff seeking their assistance.
8. Assisting in closing the shelter.

I. Client Casework Staff

The Client Casework Staff will consist of client casework personnel of the American Red Cross. The Client Casework Staff shall be responsible for the following:

1. Supervising all client casework activities.
2. Assigning duties to all assisting personnel.
3. Provide referral services.
4. Advising Shelter Manager of behavioral problems.
5. Providing for information concerning insurance and financial assistance which is available to residents.
6. Assisting families in meeting individual needs.
7. Maintaining records on services provided to each individual.
8. Referring residents to appropriate agencies for assistance.
9. Assisting with closing the shelter.

Closing The Shelter

- A. Closing the shelter is the responsibility of the Shelter Manager, Dormitory Staff, Logistics Staff, Communications Staff, and Registration Staff. Responsibilities include:

1. Compiling a list of all borrowed equipment and preparing for its return.
2. Compiling a list of lost or damaged equipment for submittal to the Red Cross Chapter Director.
3. Preparing a list of outstanding bills to be submitted to the Red Cross Director.
4. Compiling a list of all volunteers and the number of hours worked to be submitted to the Red Cross Director.
5. Securing all records of health services, family services, and registration which are to be given to the Red Cross Director.

- B. Shelter Manager

The Shelter Manager is responsible for advising the owner or manager of the shelter closing, returning the keys to the appropriate person and submitting all records, receipts, bills, etc. to the Red Cross Director.

- C. Dormitory Staff

The Dormitory Staff is responsible for dismantling the sleeping, eating, isolation and administration areas.

- D. Logistics Staff

The Logistics Staff is responsible for:

1. Returning all borrowed equipment and supplies and all unused supplies.
2. Securing receipts on all equipment and supplies.
3. Giving all receipts to the Shelter Manager.

E. Communications Staff

The Communications Staff is responsible for seeing that telephones and radios are removed and returned to their owners and for forwarding all records to the Red Cross Director. Such records include lists of telephone and radio equipment and parts, logs of telephone and radio traffic, as well as logs of personnel and the hours they worked.

F. Health Services and Mental Health Staff

The Health Services and Mental Health Staff is responsible for referring shelter residents to follow-up health service and mental health agencies and providing for the disposing of all health supplies and medicines.

G. Client Casework Staff

The Client Casework Staff is responsible for referring clients to agencies or individuals for follow-up counseling, religious needs and financial assistance.

Appendices

1. Checklist for Shelter Managers
2. Daily Shelter Record and Report
3. Closing of Shelter Responsibilities

APPENDIX 1

CHECKLIST FOR SHELTER MANAGER

The Shelter Manager is responsible for the total operation of the facility. He will ensure that the following tasks are performed by authorized personnel. The order in which these tasks will be performed will depend on actual circumstances at the time.

- ___ 1. Establish and maintain contact with the appropriate Emergency Operations Center.
- ___ 2. Alert basic staff and open the building for use.
- ___ 3. Arrange the building for the disaster relief operation.
- ___ 4. Inventory supplies and equipment.
- ___ 5. Prepare rooms for receiving people and for other purposes.
- ___ 6. Arrange for identification of the shelter staff.
- ___ 7. Order supplies and equipment for the shelter from disaster headquarters.
- ___ 8. Report needs for supportive service such as medical, feeding, Family Services.
- ___ 9. Recruit additional personnel. Disaster victims are a good source.
- ___ 10. Open the cafeteria and begin limited feeding, such as coffee and sandwiches. Start as soon as people begin to arrive.
- ___ 11. Keep in regular contact with the OEM Director, giving progress reports and daily counts of persons housed.
- ___ 12. Arrange for the care of pets, if necessary.
- ___ 13. Establish schedules for sleeping, meals, clean-up, etc.
- ___ 14. Establish and enforce safety and fire regulations in the shelter.
- ___ 15. Arrange for the maintenance of records for all borrowed and purchased equipment.
- ___ 16. Arrange for adequate police and guard protection.
- ___ 17. Deal with the media, when authorized by a PIO, but only in regard to the operation of your shelter. Written consent must be obtained from a shelter occupant before the shelter resident is interviewed or photographed.

APPENDIX 2
DAILY SHELTER RECORD AND REPORT

Shelter _____

Location _____

Report Number _____

Date _____

Number of Persons Sheltered:

At Start of Day _____ At End of Day _____

Number of Persons Fed:

Breakfast _____ Lunch _____ Supper _____

Number of Persons Requiring Medical, Nursing, or First Aid Treatment:

Sent to Hospital: _____

Treated in Shelter Emergency Aid Station: _____

Comments: _____

SHELTER MANAGER

APPENDIX 3

CLOSING OF SHELTER RESPONSIBILITIES

The Shelter Manager is responsible for the closing operation of the facility. He will insure that the following tasks are performed by each task officer.

- A. The Shelter Manager will:
 - 1. Advise the owner or manager of the shelter closing.
 - 2. Return the keys to the appropriate person.
 - 3. Submit all records, receipts, bills, etc. to the Red Cross Director.
- B. The Dormitory Staff will:
 - 1. Dismantle cots, beds, etc. in the sleeping area.
 - 2. Dismantle tables and chairs in the eating area
 - 3. Dismantle beds and medical equipment in the isolation area.
 - 4. Arrange the administrative area back to its original condition.
- C. The Logistics Staff will:
 - 1. Return all borrowed equipment and supplies and all unused supplies.
 - 2. Secure receipts on all returned equipment and supplies.
 - 3. Give all receipts to the Shelter Manager
 - 4. Provide clean-up service.
 - 5. Make all necessary repairs to return the shelter to the same condition it was in when acquired
- D. The Communications Staff will:
 - 1. See that telephones and radios are removed and returned to their owners.
 - 2. Turn over all records to the Shelter Manager.
- E. The Health Services and Mental Health Staff will:
 - 1. Dispose of or return all health supplies and medicines.
 - 2. Refer shelter residents to follow-up health and mental health services.
 - 3. Turn over all records to the Shelter Manager. These include services rendered and individual records.
- F. The Client Casework Staff will:
 - 1. Refer clients to service agencies.
 - 2. Turn over all records of individuals helped to the Shelter Manager.