

Best Practices Checklist for Emergency Shelters

Intro: The goal of this document is to offer best practices for improving disaster preparedness and child protection in Emergency Shelters by using suggestions and resources to achieve indicators of community resilience. This checklist was created by cross-walking action items with questionnaire items from the Community Preparedness Index (CPI) developed by the National Center for Disaster Preparedness and Save the Children. These best practices and resources are tools to help address gaps in child-focused emergency planning. Some suggestions may be constrained by local or state regulations or laws, but these guidelines can assist in developing best practices within the Emergency Shelter sector. These best practices can help guide discussions and inform plans to delineate responsibilities to improve child protection and response in Emergency Shelters. Though a child's stay in an emergency shelter may be short, it offers an opportunity to buffer that child's experience and support parents and guardians in the process. One of the organizations that is referred to throughout the best practices is the "lead organization." A lead organization is responsible for safeguarding the Emergency Shelter(s) to be more prepared for emergencies and create policy, guidance, and technical assistance to help with the preparations and planning. A designated lead organization implies an organization, such as an agency, that has a mission and the capacity to directly improve the element of preparedness. A de facto lead organization fills the same role as a lead organization but isn't specifically accountable for the element of preparedness.

<u>Intended Audience</u>: This set of best practices for emergency shelters is directed to decision-makers, policymakers, and emergency planners in both governmental and non-governmental positions at the sector level. While these guidelines may be useful for individual shelter plans, this document is not intended to serve as a shelter operations checklist, but rather as a planning guide across a local jurisdiction. The best practices serve to provide suggestions about what has worked for other localities and states to improve preparedness and child protection/safety in emergency shelters. Local planning coalitions are encouraged to provide this information to stakeholders to explore how preparedness can be improved.

Definition of Emergency Shelters in this resource guide:

"The function of care and shelter is to provide temporary emergency relief to disaster victims. Providing temporary emergency relief involves a range of emergency human services (e.g., food, shelter, health care, mental health support, etc.)."

Ongoing shelters that exist outside of temporary emergency situations (such as domestic violence shelters or homeless shelters) are not relevant to this checklist.

The activity referred to as "operating shelters" means directly providing the essential functions of running a shelter. This includes activities such as registering evacuees, assuring their safety and security, and feeding them, among others. If most or all of these activities are delegated to another organization who is then responsible for carrying them out, it is not considered "operating shelters".

<u>Approach to Action</u>: There are 3 major ways to achieving the best practices detailed below and improve the CPI score for care for children in emergency shelters.

1. State Regulation



- 2. County or local regulations
- 3. Best practices through coalition action

As you review these best practices, check off items that are adequately addressed in your current shelter operations plan. Keep in mind that legal requirements or guidelines handed down by a lead organization carry more weight in terms of preparedness than an unregulated best practice.

Before You Get Started: Before going through these best practices, identify the emergency shelter licensing or regulatory requirements and lead authorities for your community. There may be an agreement between the American Red Cross and your community for emergency shelters with varying degrees of responsibility delegated to the American Red Cross and at various points in the response and recovery phase. This function may be provided by emergency management or through the human service agencies such as the Department of Social Services or Public Health and often in close collaboration with Emergency Management and even the schools. Whole Community planning is encouraged in order to develop a comprehensive and appropriate plan for the unique needs of each jurisdiction and its children.

<u>Disclaimer</u>: The question identifiers that begin with "Q" (e.g.: Q1, Q2, etc.) located next to some of te checklist items correspond to the question number in the Community Preparedness Index (CPI) questionnaire. This reference point is for those who are utilizing this tool alongside the CPI. The item numbers are to track individual items within this document only. For more information about the CPI please email rcrc@columbia.edu. This document was last updated on 8/6/2021. The referenced hyperlinks will not be maintained beyond this date but are listed for your reference.

Shelter Management Structure

	A.	The community has an organization that is formally designated as the lead organization for "Emergency Support Function #6, Mass Care" under the National Response Framework (NRF) set for by FEMA. (Q1) The Emergency Support Function #6 (ESF #6) includes Mass Care, Emergency Assistance, Temporary Housing and Human Services. These foci within the support function all provide assistance through housing, health, and social services to keep survivors of disasters in good health. At the national level, the Federal Emergency Management Agency (FEMA) and the American Red Cross (ARC) are co-leads for Mass Care, or ESF #6. ² State agencies and coordinators for Mass Care can be found in the references. ³
		Lead Organization Name:
	B.	There is an organization that is responsible for operating shelters to provide extended accommodation for large numbers of people following a major emergency or disaster. (Q2)
		In general, a county or state government may have a division or operations center dedicated to finding shelters for individuals displaced by disasters. It is also common for local governments to be responsible for the coordination of emergency shelters through local emergency plans. ⁴ As a result, shelter operations are usually executed



by organizations such as the ARC or by local government, or both. ⁵ Extended accommodations should also include provisions for housing transition plans as shelters reduce or conclude operations. Close collaboration with the jurisdictions housing recovery team is advised along with local case managers.

c.	An organization in the community has a memorandum of agreement, memorandum of understanding or similar written agreement specifically with the <i>local chapter</i> of the American Red Cross to provide shelters, shelter services or shelter supplies for large numbers of people following a major emergency or disaster. (Q5) An example of a Memorandum of Understanding (MOU) between the American Red Cross and a Local government can be seen in the references. ⁶ Any agency that signs an MOU with the Red Cross will receive the Red Cross Shelter Guidance document which now includes children in its considerations. Not all jurisdictions will require a formal MOU with the Red Cross however, close plan alignment between the local Red Cross chapter and county plans is recommended.
D.	 Under the terms of such agreement, check the <u>one</u> that best characterizes the nature of the American Red Cross chapter's involvement in shelter operation: (Q6) The American Red Cross will manage the shelters, i.e., be responsible for all essential shelter functions. The American Red Cross will not manage the shelters but will provide the shelter operator with shelter staff training, meals, supplies or material for the shelter. The American Red Cross will not manage the shelter but will provide the operator with trained and vetted staff. If local resources are overwhelmed, the American Red Cross may provide supplemental support to the local municipality to help support shelter operations.

Each locality will have a unique agreement with the Red Cross that may include one or more of the above scenarios. Local shelter planners should have a clear understanding of roles and responsibilities, and ideally develop redundancy staffing plans regardless of the terms of the agreement. This is particularly recommended for any scenario where staffing transitions may occur between county staff and ARC volunteers (i.e., after 72 hours, or other agreed upon time period).

□ E. Other organizations or agencies in the community have a written agreement with a faith-based organization, or with another community-based organization to provide shelters, shelter services or shelter supplies for large numbers of people following a major emergency or disaster. (Q4)

Some independently operated shelters run by faith-based or other non-profits may open on an ad hoc basis to support local shelter efforts, particularly during large scale disasters. Local government should develop a plan with these organizations in advance to ensure all shelters are operating under the same protocols and best practices to protect children throughout the jurisdiction.



Shelter Operations

(ESF#6)

Red Cross

A. Intake (Q.3 & Q.7) Lead Org Local Org or (ESF#6) Red Cross			Best Practices
		(1)	Children are registered upon intake. The National Center for Missing & Exploited Children (NCMEC) has a child ID kit that can ensure that the information on children is the most up-to-date and can help them be easily identified. This kit should be considered. ⁷ CDC guidance on how to register children, including a hospital-style identification bracelet, surveying children, and assessing which children may be high risk, should be considered. ⁸
		(2)	An assessment of a child's individual needs is administered, if deemed necessary based on triage or intake protocols. The International Federation of the Red Cross standards for emergency shelters provide guidelines for looking at qualities in children that indicate a need for increased attention, such as minors without an adult, children with disabilities, and other function and access needs. This can also include children who may be on the autism spectrum, social and cultural considerations, clothing and sleeping arrangements, hygiene, etc. ⁹ Consider using "blue-sky" exercises to better plan for the needs of children in a shelter setting.
		(3)	Protocols are in place to ensure that parents/guardians with children understand the rules and responsibilities in the shelter.
		(4)	Daily counts of children are recorded and shared with ESF#6 partners and with the lead agency who is responsible for providing support services to children and families at the shelter.
B. Sleeping Quarters (Q.3 Lead Org Local Org or			& Q.7) Best Practices

		(1)	There is a "family only" sleeping area. A dedicated family sleeping area is a step to help ensure the safety and comfort of children by keeping the family unit together.
		(2)	Children and family sleeping areas are placed in proximity to designated child play areas. A dedicated play area for children can provide an area of respite for parents and guardians for their children to have supervised play. Co-locating this area with the sleeping area allows for better monitoring and increased likelihood of use.
		(3)	Sleeping areas for single men or other populations are placed as far as possible from of child and family sleeping areas. When planning a shelter's layout, a family sleeping area should be located closest to the play area, followed by single women, followed by single men. ¹⁰
		(4)	Sleeping materials in the shelter are appropriate for children and infants of all ages (cribs, infant blankets, etc.). For safety reasons, young infants should not sleep on cots or on the floor. It is unlikely parents or guardians will have appropriate sleeping materials. Planners should work with local non-profits, diaper banks, and other early childhood experts to ensure these needs are incorporated into a plan.
C. Hygien	e and Sanita	tion	(Q.3 & Q.7)
Lead Org (ESF#6)	Local Org or Red Cross		Best Practices
		(1)	Children and family areas have easy access to designated bathrooms.
		(2)	Child and family bathrooms, toilets, and shower areas are well lit and regularly monitored. These areas also have adequate law enforcement presence and safety and security protocols in place for 24 hours/day.
		(3)	There are procedures for sanitary disposal of wastes that cannot be handled in bathrooms, such as diapers and feminine hygiene products. Shelter plans should include resources and facilities for menstrual hygiene management for women and girls. 11



D. Infants (Q.3 & Q.7) Lead Org **Best Practices** Local Org or (ESF#6) **Red Cross** (1) Breastfeeding or bottle-feeding mothers have specific accommodations. There should be a clean, private area where women can breastfeed infants. If possible, lactation consultants should also be on site. 12 Access to baby formula and sterile water should also be available. (2) There are sterile bathing and diaper changing facilities for newborns and extremely young infants. Note that bathrooms are not safe nor sterile facilities for conducting these activities. E. Family Reunification (Q.3 & Q.7) Lead Org Local Org or **Best Practices** (ESF#6) **Red Cross** (1) There is a lead agency for child separation and reunification support. Lead Organization Name: (2) There are within-shelter family reunification procedures. A meeting point in the shelter should be established in large shelters, with the meeting location posted on message boards with a clear sign and diagram indicating the location. 13 (3) There are procedures for informing local law enforcement personnel of children without their parent or guardian present (i.e., unaccompanied minors). There should be a multi-stage process for finding, tracking, and reuniting children with their families. This should include collaboration with The National Center for Missing & Exploited Children for any large-scale disasters. 14 15 16

		(4)	There are procedures for informing local child welfare/child protective services personnel of children without parent or guardian present (i.e., unaccompanied minors). Examples of considerations on what to include in the procedures for child welfare and law enforcement can be found in the references. ¹⁵
		(5)	An organization in the community has a written agreement with the municipality to provide child reunification services for children who are missing, separated or unaccompanied. Lead Organization Name:
F. Safety	and Security	ı (Q	3 & Q.7)
Lead Org (ESF#6)	Local Org or Red Cross		Best Practices
		(1)	There are procedures for reporting any possible or suspected incidents of child abuse, neglect, endangerment to law enforcement and/or child welfare/child protective services agencies. Typical procedures for the process to report child abuse can be seen in a training in the references. 17
		(2)	The commercial screening companies that perform background checks on shelter volunteers have been vetted. Criminal background checks should include all sex offender and child abuse registries. Typically, all volunteers should be vetted pre-event and placed on a roster that is refreshed on a regular basis. Each screening company may utilize different databases to conduct background checks. A thorough understanding of which databases are utilized (State, Federal, Sex Offender, etc.) should be explored with background check agencies, especially if utilizing the service through an intermediary.
П	П	(3)	Volunteer identity is verified by fingerprinting.

		(4)	Policies are in place to prohibit volunteer interaction with children until the background check and vetting is complete and satisfactory. Prior vetting of volunteers through a pre-disaster volunteer registry is recommended to mitigate potential risks. Suggested policies and procedures for background checks and fingerprinting can be found in the references. ¹⁸ An example of prohibiting volunteer interactions with children can also be found in the references. ¹⁹	
		(5)	Shelter environment is assessed for children's safety and protection (e.g., outlet covers, hazards removed, doors to outside areas secured and monitored).	
		(6)	Temporary respite care is available for children and their guardians, particularly in protracted events (respite care defined at end of document). The shelter environment can lead to additional stress for displaced families, especially those who are caring for young children. Provision of respite care in the form of child care or activity centers can allow adults the opportunities to take a break or to create space to attend to acquiring aid.	
		(7)	There is a designated play area for children within the shelter for which access is restricted and monitored.	
		(8)	A protocol is in place for how and when to establish specific child care programs within the shelter, such as temporary respite care or emergency child care, and the appropriately trained staff are readily available.	
H. Health and Mental Health (Q.3 & Q.7)				
Lead Org (ESF#6)	Local Org or Red Cross		Best Practices	
		(1)	There are procedures for obtaining parental consent for on- site health services for children. Consult with your local health department for the appropriate consent processes.	

	(2)	There are procedures for obtaining parental consent for off- site health services for children. Procedures may include requirements for what age children can provide consent for themselves, the process for contacting the parents, and who can serve as backups for parents to consent to health services for children. An example of procedures for obtaining consent for on-site and off-site health services for children can be found in the references. ²⁰
	(3)	Basic on-site health services are provided to families, and are provided to children, with their parent's written permission.
	(4)	Staff have been trained to observe and recognize signs and symptoms in children that may require mental/behavioral health services. Shelter staff should have clear referral guidelines for when children may require additional protective services or a mental health referral.
	(5)	Staff have been trained to observe and recognize signs and symptoms in children that may require immediate medical attention.
	(6)	There are agreements in place for provision or referral to counseling, mental and behavioral health services for children and caregivers.
	(7)	Staff have been trained how and when request outside mental/behavioral health services for children in shelter. Examples of potential training to recognize and refer children for mental/behavioral health services can be seen in the references for professionals and non-professionals. ²¹ ²² Staff have guidance to work with guardians of children who need further mental health/behavioral services.
	(8)	There are procedures for obtaining parental consent for mental/behavioral health services for children. Guidelines may include attempting to obtain consent from parents within 24 hours after a child has arrived at the shelter. Consent from parents and the children can include health care and treatment and the placement in the emergency shelter over an extended period of time. ¹⁹
	(9)	There are procedures for obtaining mental/behavioral health services for children.



			Earth Institute Columbia University
		(10)	Staff working with children are trained in Psychological First Aid (PFA) for children and understand how to use referral services available. A variety of PFA trainings for various audiences are available. ²³
I. Oth	er		
	organiz organiz	ations alongs ation, or anot	committee exists and includes the following public sector side the local American Red Cross chapter, a faith-based ther shelter management organization. (Q8) anagement/services
		Health service	
			d Early Education services.
		Public health	
		Mental Healtl	h and behavioral health
		Chamber of C	ommerce and local businesses
		Child protecti	ve services
		Hospital(s)	

The purpose of a local emergency planning committee or coalition is to help communities to prepare for and respond to emergencies. Including each listed agency on these local emergency planning committees is integral to ensuring the emergency shelter operations are as well managed as possible. ²⁴ In the case of chemical emergency disasters, states and local governments are required to annually prepare response plans under the Emergency Planning and Community Right-To-Know Act (EPCRA). States and local governments are also required to establish local emergency planning committees. Local emergency committees are required to include organizations like public health departments, police/law enforcement, and hospitals. ²⁵ The frequency of meetings for the local emergency committees/shelter planning committees depend on how much work needs to be done and how much time the members have. A suggested baseline is at least two to four meetings a year local emergency committee, which could apply to the shelter planning committee.

☐ Police/law enforcement

☐ Public school system

faith-based organizations.

• A best practice would be for each shelter to have a parent advocate group from among the residents who can help inform shelter management about the unmet needs of children and families.

☐ Community organizations who provide shelter support services, including



 Shelter planning committees should also coordinate with special interest groups in a community such as coalitions, long-term recovery groups, and communitybased organizations who may represent various and/or vulnerable populations in a jurisdiction.

Relevant Definitions:

and the lead agencies at the federal level.

Respite Care: "Providing short-term care for children in disaster recovery centers, assistance center, shelter, or other service delivery site while the guardians are onsite." - Administration for Children and Families²⁶

¹ <u>Alameda County Emergency Management</u> – The County of Alameda Guide for Local Jurisdictions on Care and Shelter Planning provides guidelines for planning and operating emergency shelters, including general definitions, planning for physical spaces and meeting disaster shelter needs. https://www.cdc.gov/nceh/ehs/Docs/Guide for Local Jurisdictions Care and Shelter Planning.pdf

² <u>Federal Emergency Management Agency (FEMA)</u> – Emergency Support Functions (ESF) are a way to categorize and coordinate the Federal government's response to disasters. ESF-6 looks at mass care, emergency assistance, temporary housing, and human services in the face of a disaster. This annex shows the role of the ESF coordinators

https://www.fema.gov/sites/default/files/2020-07/fema ESF 6 Mass-Care.pdf

³ National Mass Care Strategy (FEMA and American Red Cross) – A Memorandum of Agreement between FEMA and the American Red Cross under ESF #6 helps coordinate programs at the state level of mass care for disasters. This page shows the contacts for Mass Care in each state that is a member of the national strategy. https://nationalmasscarestrategy.org/mass-care-contact/

⁴ Washington State Emergency Management Division (pgs. 8-15) — Washington State's plan to address ESF#6 establishes the core sheltering services to be provided by agencies and organizations cooperating at the state level according to their individual mission, legal authority, plans and capabilities. These include the coordinating agency (Department of Social & Health Services), primary agencies (American Red Cross), and supporting agencies (Department of Ecology — Washington Conservation Corps, the Department of Health, and the Office of the Superintendent of Public Instruction, among others). These agencies may vary from community to community. https://mil.wa.gov/asset/5bac136aa9f2f

⁵ Florida Division of Emergency Management (pgs. 17 - 38) – The Florida Disaster Housing Plan includes a section discussing the responsibility of local/county governments in preparing a sheltering plan which will include how they plan to register the applicants, demographics, and the duration of use for shelters. https://www.floridadisaster.org/globalassets/importedpdfs/state-strategy-may-2012-final.pdf

⁶ <u>Government of Mono County, California</u> – An MOU between a local chapter of the American Red Cross and Mono County, California. This agreement deals with issues like training for agency employees on shelter operations, ensure that shelter agreements are up to date, supplying shelters, and disaster relief procedures. https://agenda.mono.ca.gov/agendapublic/AttachmentViewer.ashx?AttachmentID=13714&ItemID=7393



⁷ National Center for Missing and Exploited Children – This resource provides a standard template of pertinent information to obtain when recovering a missing child after a disaster. This includes personal information, medical information, physical characteristics, and medical information. https://www.ready.gov/sites/default/files/NCMEC Child ID Kit wc FEMA 508.pdf

- ⁸ <u>Centers for Disease Control and Prevention</u> A health advisory from CDC that provides guidance on how to identify and protect children displaced by a disaster. Suggestions include surveying the children, the use of hospital-style identification bracelets, and suggestions about what to do with children who are missing. https://stacks.cdc.gov/view/cdc/25147
- ⁹ The International Federation of Red Cross and Red Crescent Societies The International Federation of the Red Cross and Red Crescent Societies have a list of minimum standards for shelters that includes a checklist of items to consider when assessing needs in a shelter and community after a disaster. https://media.ifrc.org/ifrc/standards/
- ¹⁰ Save the Children Guidelines on how to best consider children's safety in a shelter after a disaster. Topics covered in the guidelines includes hygiene, shelter sleeping area design, evacuation and sheltering, and facility layout. https://rcrctoolbox.org/toolbox/child-safety-guidance-for-emergency-evacuation-shelters/
- ¹¹ <u>Columbia University Mailman School of Public Health</u> An overview of menstrual hygiene in emergency contexts, including a toolkit for integrating menstrual hygiene management (MHM) into humanitarian response. https://www.publichealth.columbia.edu/research/gate/menstruation-emergencies
- ¹² International Association of Venue Managers Inc. and the American Red Cross (pg. 129) A planning guide for mega-shelters that provides information on how to prepare a large venue to be a shelter for disaster victims and manage the operations of the shelter.

https://www.fema.gov/pdf/emergency/disasterhousing/mspg.pdf

¹³ International Association of Venue Managers Inc. and the American Red Cross (pg. 168) - A planning guide for mega-shelters that provides information on how to prepare a large venue to be a shelter for disaster victims and manage the operations of the shelter.

https://www.fema.gov/pdf/emergency/disasterhousing/mspg.pdf

¹⁴ <u>FEMA</u> (pgs. 39-48, 16-18) – Post-disaster reunification procedures that includes the roles that each level of government should play, considerations for planning, and concept of operations for reunification. This specifically includes potential procedures for a minor being separated from a parent or legal guardian and the role local child welfare and law enforcement agencies should play in reunification.

https://rems.ed.gov/docs/24post-disaster-reunification-of-children-a-nationwide-approach.pdf

¹⁵ National Center for Missing and Exploited Children (pg.21) - A law-enforcement guide to case investigation and program management for missing and abducted children, which includes a procedure for informing law enforcement about missing children during national disasters.

https://api.missingkids.org/en_US/publications/NC74.pdf

¹⁶ National Center for Missing and Exploited Children – A quick-reference guide for families of missing children during emergency response provides a checklist of actions for families to take in the event a child goes missing. https://www.missingkids.org/content/dam/missingkids/pdfs/publications/nc198.pdf



¹⁷ National Resource Center for Child Protective Services – This handbook provides guidelines of how to prevent and report child abuse in emergency shelters, and how neglect and abuse can be identified. https://cybercemetery.unt.edu/archive/nccd/20110427003002/http:/nrccps.org/documents/2006/pdf/Shelter Participant Handboo final Mar 2007.pdf

¹⁸ National Commission on Children and Disasters – An appendix from the National Commission on Children and Disasters that provides suggestions of what vetting processes volunteers and employees working with children or other vulnerable populations should go through.

https://www.aasa.org/uploadedFiles/Resources/Other_Resources/Recommended-Guidelines-Background-Check-Volunteers.pdf

¹⁹ <u>Illinois Department of Child and Family Services (pg.23)</u> – Licensing standards for emergency shelters that includes requirements for written consent for obtaining health care, which can include psychiatric care. https://www2.illinois.gov/dcfs/aboutus/notices/documents/rules 410.pdf

²⁰<u>Texas Department of Family and Protective Services, Licensing Division (pgs.33, 52-53, 83-85)</u> – These minimum licensing standards for emergency shelters includes information about what procedures that shelters need to do to obtain consent for medical procedures for children.

http://www.epcounty.com/purchasing/bids/documents/MS-EMG08-067rfq.pdf

²¹ New Jersey Department of Health and Addiction Services – A training on mental health effects and basics of crisis counseling in the face of disasters.

https://www.state.nj.us/humanservices/dmhas/home/disaster/credentialing/DRCC_Training_Materials/Intro_Disaster_MH_Crisis_Counseling.pdf

Department of Veterans Affairs – A guidebook on disaster mental health services for professionals, which includes clinical treatments and surveys to gauge levels of mental health harm. https://www.hsdl.org/?view&did=441325

²³ Resilient Children Resilient Communities (RCRC) Toolbox – The Psychological First Aid (PFA) Training Coordinator Guide is a tool to help coordinate PFA training for agency staff and other public health preparedness and response partners.

https://rcrctoolbox.org/toolbox/psychological-first-aid-training-coordinator-guide/

²⁴ Connecticut Emergency Response Commission – This presentation from the Connecticut Emergency Response Commission lays out the statutory requirements (including the Emergency Planning and Community Right-to-Know Act (EPCRA)) and the requirements for emergency planning committees in Connecticut. The requirements of members that need to be included on the local committee includes emergency management, public health, police, etc.

https://portal.ct.gov/-/media/SERC/lepc membership/lepcprespdf.pdf

²⁵ Government Printing Office – EPCRA's requirements includes establishing state emergency response commissions and local emergency planning committees. The local emergency planning committee requires representatives from law enforcement, health, hospitals, and state and local officials.

https://www.govinfo.gov/content/pkg/USCODE-2011-title42/html/USCODE-2011-title42-chap116.htm

²⁶ Post-Disaster Child Care Needs and Resources – The Post-Disaster Child Care Needs and Resources document is designed to address the challenges that families and child care providers (including centers, in-home, and family child care providers) may experience following a disaster.