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# EMERGENCY SHELTER MANAGEMENT MANUAL

For Shelter Managers and Coordinators  
in the Commonwealth of Dominica

# Emergency Shelter Management Manual

## For Shelter Managers and Coordinators in the Commonwealth of Dominica

(First Edition)  
June 2019

This manual is a publication of the Office of Disaster Management within the Ministry of Environment, Climate Resilience, Disaster Management and Urban Renewal in the Commonwealth of Dominica.

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**Mr. Fitzroy Pascal**

**National Disaster Coordinator of the Office of Disaster Management in Dominica**

On behalf of the Office of Disaster Management and the Government of Dominica, I salute all government departments, Shelter Managers, non-governmental organizations and Emergency Shelter Subcommittee members who contributed their valuable time and expertise to the development of this manual for Emergency Shelter Management in Dominica. Your level of participation in the development process demonstrates the high level of importance you place on enhancing the standards and practices for effective shelter management which prioritizes the care and protection of people who are displaced due to disasters and emergencies.

The Government of Dominica places a high priority on Disaster Management, particularly given recent experiences with major disasters and the heightened awareness of climate change and risk management. The ongoing construction of regional emergency shelters in designated locations on island is part of the Government's thrust to enhance the shelter experience for both shelterees and those who coordinate and manage emergency shelters in Dominica. This new thrust is complimented with the ongoing construction of several residential homes in multiple districts that are designed to be more resistant to various hazards. This is implemented with the intention to reduce the need for persons having to utilize emergency shelters. Additionally, looking through the national lens, serious attention will be given to Shelter Management in the new Legislation which is currently being worked on.

As we are all aware, Emergency Shelter Management does come with challenges. NEPO's Emergency Shelter Subcommittee, led by Mr. Glenroy Toussaint of the Local Government Division, continues to make representation at every available forum to address these. I am quite happy to note that some of these issues are addressed in this manual and I look forward to leveraging the momentum and bolstering the attention which relates to proposed recommendations. It is critical that all key actors utilize this manual and continue to provide guidance to the national system.

Allow me to specially recognize and thank the United States Agency for International Development (USAID) / Office of Foreign Disaster Assistance (OFDA) and the International Organization for Migration for their joint partnership in supporting the development of this manual under the 'Support Emergency Preparedness Through Emergency Shelter (USAID funded) Project in Dominica.'

Finally, I want to congratulate all the Shelter Managers who have given and continue to give their full and selfless commitment to easing the plight of people needing shelter during and after emergencies.

## ACKNOWLEDGEMENTS

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The process engaged Government and Non-Governmental agencies who share a common interest and play an active role in Emergency Shelter Management in Dominica.

The invaluable input of the following organizations is greatly commended:

- The Office of Disaster Management
- The Emergency Shelter Subcommittee of NEPO
  - The Local Government Division
- Ministry of Education and Human Resource Development
  - The Ministry of Health and Social Services
  - The Commonwealth of Dominica Police Force
  - The Dominica Fire and Ambulance Services
    - The Social Welfare Division
  - Dominica Association of Persons with Disabilities
- The Ministry of Public Works, Water Resource Management and Ports
  - The Dominica Meteorological Office
  - Ministry of Housing and Lands
  - District Development Officers and Assistants
    - Dominica Red Cross
    - Lifeline Ministries
    - Shelter Managers
- The International Organization for Migration (IOM)

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## ACRONYMS

<b>APU</b> – Acute Psychiatric Unit	<b>OCHA</b> – Office for the Coordination of Humanitarian Affairs
<b>CCCM</b> – Camp Coordination and Camp Management	<b>ODM</b> – Office of Disaster Management
<b>CHN</b> – Community Health Nurse	<b>PAHO</b> – Pan-American Health Organization
<b>CERT</b> – Community Emergency Response Team	<b>PDNA</b> – Post Disaster Needs Assessment
<b>DDA</b> – District Development Assistant	<b>SIDS</b> – Small Island Developing States
<b>DDO</b> – District Development Officer	<b>UNFPA</b> – The United Nations Population Fund
<b>DN</b> – District Nurse	<b>UNHCR</b> – United Nations High Commissioner for Refugees / The UN Refugee Agency
<b>EC\$</b> – Eastern Caribbean Dollars	<b>LGBTQI</b> – Lesbian, Gay, Bisexual, Transgender, Queer, Intersex
<b>EIC</b> – Education Information & Communication	<b>UNISDR</b> – United Nations International Strategy for Disaster Reduction
<b>FNP</b> – Family Nurse Practitioner	<b>ToR</b> – Terms of Reference
<b>GBV</b> – Gender Based Violence	<b>UNDP</b> – United Nations Development Programme
<b>ID</b> – Identification	<b>UNICEF</b> – United Nations Children Fund
<b>IDPs</b> – Internally Displaced Persons	<b>USAID</b> – United States Agency for International Development
<b>IOM</b> – International Organization for Migration	<b>VSAT</b> – Satellite Phones
<b>MET Office</b> – Dominica Meteorological Office	<b>WASH</b> – Water, Sanitation and Hygiene
<b>MOU</b> – Memorandum of Understanding	<b>WHO</b> – World Health Organization
<b>NEOC</b> – National Emergency Operations Center	
<b>NEPO</b> – National Emergency Planning Organization	
<b>NGOs</b> – Non-Governmental Organization	

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**INTRODUCTION  
PURPOSE OF MANUAL**

**INTRODUCTION TO  
EMERGENCY SHELTER  
MANAGEMENT**

## PURPOSE OF MANUAL

The Emergency Shelter Management Manual for Shelter Managers and Coordinators in the Commonwealth of Dominica aims to:

- ✓ **Promote an understanding of effective Emergency Shelter Management**
- ✓ **Provide clarity on structure, referrals, roles, and responsibilities**
- ✓ **Give guidance on best practice approaches and actions**
- ✓ **Provide practical tools and protocols to effectively plan, implement and monitor Emergency Shelters**

**The ultimate goal is that all actors involved in Emergency Shelter Management in Dominica are well equipped with the indispensable knowledge, skills and resources to manage emergency shelters successfully.**

The manual is divided into five main sections: Introduction, Dominica Context, Roles and Responsibilities at Shelter Managers' Level, Roles and Responsibilities at Coordinators' Level and Key Tools in Emergency Shelter Management. Each section is colour coded to facilitate easy use of the manual and for the easy extraction of sections that can be utilized for meetings, trainings, review etc. Not everything in the manual will be needed by all users at the same time, but content has been included in the event its use becomes necessary.

The general approach of the manual is primarily focused on guiding and supporting the operations of emergency shelters rather than the construction and inspection of physical shelters. Specifics on the latter can be found in the Dominica Hurricane Emergency Shelter Structural Survey & Assessment Field Guide, developed in 2015 with assistance by the World Bank.

The Manual was developed with the assumption that periodically all users, particularly Shelter Managers and Emergency Shelter Support Teams will be oriented or trained in its use by the appropriate authorities.

This manual does not aim to increase the shelter managers' workload, but to guide and structure the operations of the emergency shelter so as to enable:

- ✓ role sharing
- ✓ team coordination
- ✓ easier 'Know-how'
- ✓ better responsiveness
- ✓ clarity on duties and requirements

that will in effect ease and facilitate a more satisfactory experience for all. In any case, the manual emphasizes the importance of the meaningful presence, accessibility and codependence of all Shelter Managers, Coordinators and stakeholders concerned in Emergency Shelter Management. It incorporates and promotes a people-centered, multi-hazard early warning systems approach.

## Recommendations for the manual going forward:



- ❖ This manual should be reviewed and amended as necessary by the Emergency Shelter Subcommittee to ensure relevance, accuracy and usability as time and situations evolve.
- ❖ Shelter Managers and Coordinators should persist in identifying and inserting in future editions, key protocols, guides, and tools that become vital to highly effective Emergency Shelter Management.
- ❖ Some anticipated protocols for insertion relate to:
  - ✓ Systems, devices and processes for communications and data management
  - ✓ Protocols for mass casualties, death or disease outbreaks
  - ✓ Identification of “safe shelters” and “safe spaces” during a sudden catastrophic event
  - ✓ Dynamic electronic databases for real time shelter data
  - ✓ Standard agreements (i.e Memoranda of Understanding - MOUs)
- ❖ All stakeholders who are critical to the proper functioning of emergency shelters should have access to and make full use of this manual to ensure each actor prioritizes his/her responsibilities towards the successful operations and closure of emergency shelters.



## Who is an IDP? Who is a Refugee?

Internally displaced persons (IDPs) and refugees are at the centre of emergency shelter management and understanding who they are is a top priority.

- ✚ IDPs are “persons or groups of **persons who have been forced or obliged to flee or to leave their homes** or places of habitual residence, in particular as a result of or in order to avoid the effects of:
  - ✓ armed conflict
  - ✓ situations of generalized violence
  - ✓ violations of human rights
  - ✓ natural or human made disastersand who have **not crossed an internationally recognized State border.**” (Guiding Principles on Internal Displacement, 1998)
- ✚ **Refugees** are displaced persons **who have been forced to leave their country** in order to escape war, prosecution or natural disaster and who cannot return home safely. Refugees are defined and protected in international law and **must not be expelled or returned to situations where their lives and freedom are at risk** according to the United Nations High Commissioner for refugees (UNHCR).

Unlike refugees, IDPs have not crossed an international border and they are not subject to or protected by special international legislation. Instead, **IDPs rely on their own national legal frameworks and States for protection.** Two elements are decisive in identifying IDPs as defined in the Guiding Principles on Internal Displacement:

- (1) **the coercive or otherwise involuntary character of movement**—that is, movement caused by armed conflict, violence, disasters, and the like
- (2) the fact that **such movement takes place within national borders.**

Several regional legal instruments exist, such as the Kampala Convention on IDPs, adopted by the African Union in 2009.

It is important to note that Persons in Small Island Developing States (SIDS) are particularly **vulnerable to displacement** by disaster. Such persons are **three times more likely to be displaced** by a disaster than a person living elsewhere. The Caribbean islands which are also considered as SIDS, are part of the **most hazard-prone regions** of the world.

### Displacement drivers or root causes entail:

- ✓ The informal nature of settlement development and the lack of safe land for settlements
- ✓ Poverty
- ✓ Lack of insurance schemes and social safety nets
- ✓ Environmental degradation

- ✓ Erosion of traditionally strong social bonds
- ✓ Land tenure systems which could lead to disputes over proving ownership of land after a disaster

When persons are forced to flee their homes they face several risks:

- ✓ Risk of abuse of their basic rights to dignified shelter
- ✓ Interruption to their work, to education
- ✓ Loss of livelihoods
- ✓ Disruptions to proper healthcare and adequate nutrition
- ✓ They are also at risk of sexual abuse and exploitation

Persons forced to flee their homes need the following assistance:

- ✓ water, sanitation
- ✓ hygiene, food, non-food items
- ✓ Shelter
- ✓ Protection
- ✓ information, communication, participation (decision-making power)
- ✓ education
- ✓ legal documentation
- ✓ psychosocial support, security, safety

The most vulnerable persons among those forced to flee their homes be they IDPs or refugees are:

- ✓ pregnant women
- ✓ the elderly
- ✓ people with chronic diseases
- ✓ people with limited mobility, mentally disabled, physical disabled
- ✓ female heads of households with children
- ✓ children
- ✓ LGBTQI persons

### What is a Disaster?

In the case of the Caribbean, IDPs have historically and predominantly fled their homes due to natural disasters, as compared to refugees who were forced to flee due to internal conflict within their countries.

- ✚ A Disaster is defined as “an overwhelming **ecological or man-caused occurrence that, with or without warning, disrupts the normal pattern of life**. It can plunge a country into economic confusion and suffering from the need for food, shelter, clothing, medical attention, and other basic needs, as well as from the burdens of national economic infrastructure rehabilitation, possibly requiring outside assistance”. The impact of a disaster often surpasses the ability of the affected society to cope utilizing its own resources. (Dominica National Disaster plan, 2001)

Modern science underscores that disasters are as a consequence of inappropriately managed risk, and the risks are a product of the interaction between hazards and vulnerability. Disasters are possible when hazards strike in areas where people are highly vulnerable. Developing countries such as the Caribbean islands and most SIDS, suffer the greatest costs when a disaster hits. Losses due to natural disasters are

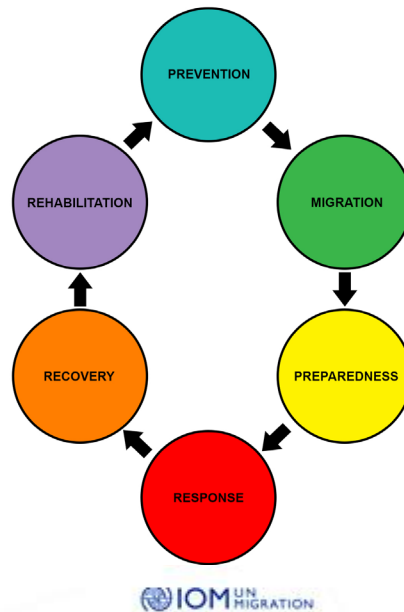
said to be 20 times greater than in industrialized countries, and more than 95% of disaster related deaths occur in developing countries (Wikipedia.org).

In order to reduce the harmful effects of disasters and to minimize human and economic losses, sound Disaster Management becomes a priority.

✚ **Disaster Management** is the **“organization and management of the resources and responsibilities for dealing with all humanitarian aspects of emergencies (preparedness, response, mitigation, and recovery)** (Wikipedia.org). The activities of disaster management must always aim at the organization and facilitation of **timely and effective rescue, relief and rehabilitation from damage.**

A good grasp of the phases that comprise the Disaster Risk Management Cycle is essential for understanding Emergency Shelter Management.

### DISASTER RISK MANAGEMENT CYCLE



✚ **PREVENTION** refers to the **outright avoidance** of adverse impacts of hazards and related disasters (UNISDR 2009.)

Very often though, the complete avoidance of losses is not feasible and the task transforms to that of mitigation.

✚ **MITIGATION** is the **lessening, or limiting of the adverse impacts** of hazards and related disasters. Mitigation measures encompass engineering techniques and hazard-resistant construction as well as improved environmental policies and public awareness. (UNISDR, 2009)



- ✚ **PREPAREDNESS** pertains to the **knowledge and capacities** developed by governments, professional response and recovery organizations, communities and individuals **to effectively anticipate, respond to, and recover from, the impacts** of likely, imminent or current hazard events or conditions. (UNISDR, 2009)

Preparedness is based on a sound analysis of disaster risks and good linkages with early warning systems. It includes such activities as:

- ✓ contingency planning
- ✓ stockpiling of equipment and supplies
- ✓ the development of arrangements for coordination
- ✓ evacuation and public information
- ✓ associated training and field exercises.

These must be supported by formal institutional, legal and budgetary capacities. **The related term “readiness” describes the ability to quickly and appropriately respond when required**, and a key component of “readiness” is having Early Warning Systems in place.

- ✚ **An Early Warning System** refers to the **set of capacities** needed to generate and disseminate **timely and meaningful warning information** to enable individuals, communities and organizations threatened by a hazard **to prepare and to act appropriately and in sufficient time** to reduce the possibility of harm or loss. (UNISDR, 2009)

A people-centered early warning system necessarily comprises four key elements:

- ✓ knowledge of the risks;
- ✓ monitoring, analysis and forecasting of the hazards;
- ✓ communication or dissemination of alerts and warnings;
- ✓ local capabilities to respond to the warnings received

The expression **“end-to-end warning system”** is also used to emphasize that warning systems need to span all steps **from hazard detection through to community response** (UNISDR, 2009).

- ✚ **RESPONSE** relates to **the provision of emergency services and public assistance during or immediately after a disaster** in order to save lives, reduce health impacts, ensure public safety and meet the basic subsistence needs of the people affected. (UNISDR, 2009)

Disaster response is predominantly **focused on immediate and short-term needs** and is sometimes called **“disaster relief”**.

- ✚ **RECOVERY** deals with the **restoration and improvement** where appropriate, of facilities, livelihoods and living conditions of disaster-affected communities, **including efforts to reduce disaster risk factors**. (UNISDR, 2009)

The recovery task of rehabilitation and reconstruction begins soon after the emergency phase has ended, and should be based on pre-existing strategies and policies that facilitate clear institutional responsibilities for recovery action and enable public participation. Recovery programmes, coupled

with the heightened public awareness and engagement after a disaster, afford a valuable opportunity to develop and implement disaster risk reduction measures and to apply the “build back better” principle (UNISDR, 2009).

### What is an Emergency Shelter?

- ✚ An **Emergency Shelter** is a place “for people to **live TEMPORARILY** when they cannot live in their previous residence,” (Wikipedia.org) and a person utilizing an emergency shelter can be referred to as a “**shelteree**”.

#### Emergency shelters are similar to homeless shelters but there is a main difference:

- ✓ An emergency shelter usually accommodates people fleeing a specific situation related to disasters, violence, strife, abuse. Such people often have places of permanent residence whereas homeless persons often do not have a permanent place of residence.
- ✓ Shelterees can stay at the shelter all day except if they have work or school or errands, whereas homeless shelters often expect persons to vacate the shelter during the day and return only to sleep or eat.

Emergency shelters are often provided by governments, organizations or private individuals, and these shelters due to their varied nature (such as tents, temporary structures or buildings normally used for alternative purposes) cause “emergency shelters to be synonymous with the term ‘settlements.’” Settlements may be occupied by shelterees for the entire reconstruction process.

The types of settlements where IDPs can TEMPORARILY seek assistance and protection can take a variety of forms. They can be:

- ✓ planned or spontaneous
- ✓ grouped or dispersed

This depends on the type of emergency, the setting and the external factors involved and these settlements have an impact on their quality of life (dignity) of shelterees during displacement.

The **types of settlements** include:

- ✚ **Planned camps:** These are places in either rural or urban locations, where displaced populations find accommodation on **purposefully-built sites, to be supplied with services** which may include food, water, sanitation, locations for health or medical services, the distribution of clothing or other non-food items and meetings and recreation places for cultural events. Other services such as **a location for livestock or religious worship** may also be made available. The use of these sites is **typically, exclusively for the population of the site**, but exchange and interaction with the neighbouring host community is highly encouraged.
- ✚ **Spontaneous or self-settled camps** are set up by displaced groups, often in smaller groups of affiliated people who may **self-settle** in urban or rural sites **on their own**. These types of settlements are **typically independent of assistance and exist without receiving any humanitarian interventions**. Self-settled camps can be situated on state-owned, private or communal land, **usually after limited or no negotiations with the local population or private**

**owners over use and access.** In some cases, a Camp Management Agency may operate in the vicinity and learn about their needs and attempt to assist them with operational assistance.

Families in self-settled camps (especially in urban areas) are **more likely to occupy land that is less than suitable and in high risk areas** (such as hillside slopes or ravines) **or in public areas such as parks or public squares from which authorities will want them to relocate.** Depending on the context and urgency, such camps may need to be relocated or upgraded. An assessment should be carried out to decide if the camp is safe and sustainable, or if the residents should be relocated to another area or settlement.

- ✚ **Collective centres** could be a **large variety of pre-existing buildings and structures** such as hotels, schools, factories, or public/government buildings that are often **used when displacement occurs in an urban setting or when there are significant flows of displaced people into a city or town.**

Like a camp, a collective centre **is intended only as a temporary or transit accommodation.** Levels of assistance may vary from full assistance to varying levels of self-reliance. **A collective centre manager can have a strong role to play here in terms of coordinating services which are supplied through existing municipal services.** The Collective Centre Manager is responsible for addressing these issues, mitigating protection risks and ensuring a healthy, secure environment that promotes dignity and privacy.

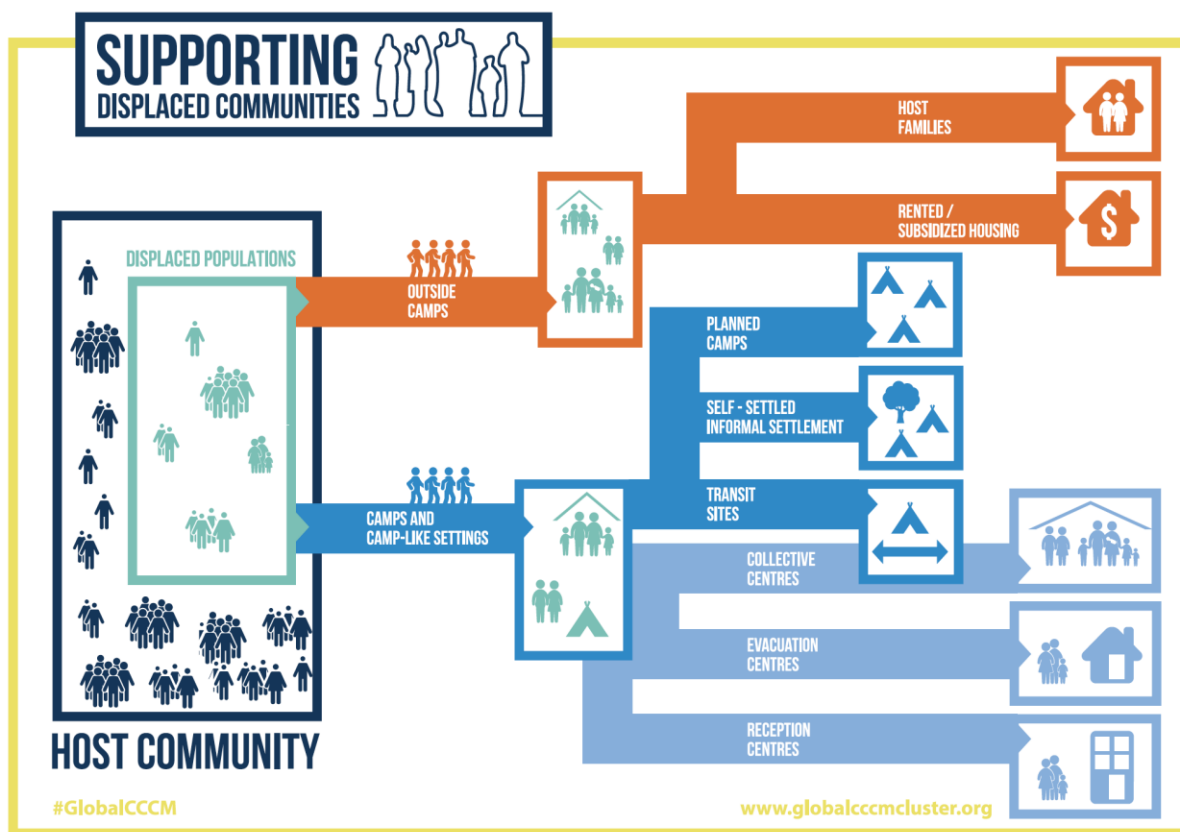
- ✚ **Evacuation centres:** These may be **established to provide appropriate temporary shelter for persons fleeing a specific and immediate threat,** such as fighting, or a natural hazard, such as a cyclone, forest fire or following an earthquake. Schools, sporting arenas, and religious or civic buildings are often used for this purpose. Emergency evacuation **centres should be prepared and planned for in advance** of disaster events where and when possible.

In general, usually factors such as:

- ✓ the nature of the displacement
- ✓ scale of emergency
- ✓ dispersal of people
- ✓ availability of resources
- ✓ local climate
- ✓ safety factors
- ✓ and social-cultural issues

will determine what type of shelter facilities are provided.

The following diagram depicts the various types of settlements.



In any case, emergency shelters:

- ✓ need to be **ready** for disaster
- ✓ need to be **habitable**, with adequate covered living space
- ✓ need to provide a **secure** and **healthy** living environment with **privacy** and **dignity**.

Emergency shelters need to adhere to minimum standards for space and density in order to promote dignity and avoid health and protection issues associated with overcrowding.

## SUMMARY: MINIMUM STANDARDS TO KEEP IN MIND



Living space per person 40 squares feet



Maximum 20 persons per latrine, separation per gender, no more than 154 feet from dwelling



30 L (7 gallons)/person /day, 250 people per tap, less than 1640 feet away from HHs



100L garbage disposal per 10 households




One shower per 30 persons



Shelters are not always the settlement option chosen by the displaced populations. **Staying with a family member, a friend or neighbour or host family is common and ideal; where there are specific social, ethnic, or religious relationships** between the displaced and the host community. This may be a long term or a short-term solution, and levels of humanitarian intention may vary from a lot of support, to nothing. **However, resources within a host family, and across communities, may become strained, particularly when displacement becomes prolonged.**

### What is Emergency Shelter Management?

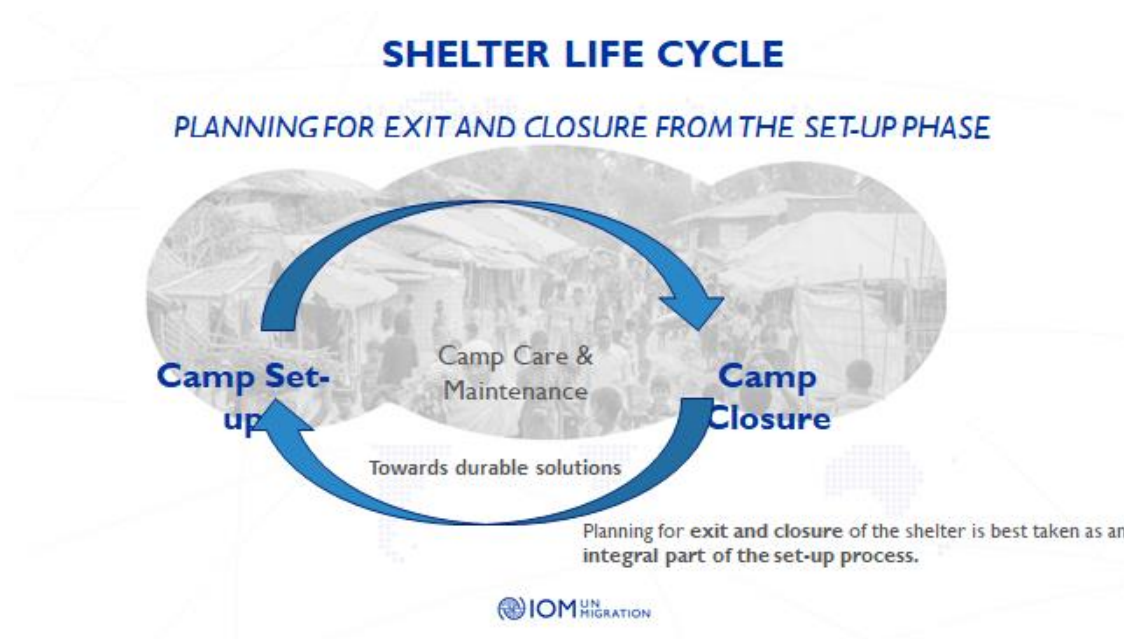
- 
**Shelter Management** consists of **providing assistance and protection to displaced populations living in shelters**, according to the legal protection framework and minimum humanitarian standards, thus ensuring that affected populations participate in shelter daily activities. The Shelter Management House illustrates that Camp Management implies a holistic approach, and a cross-cutting sector response.

### THE SHELTER MANAGEMENT “HOUSE” AIMS TO

- Provide assistance and protection to displaced populations living in shelters.
- Communicate and coordinate with range of actors.
- Ensure the rights of the shelter population.
- Provide a holistic approach and a multi-sectorial response.



Below is a graphic which commonly portrays the three camp life phases of the Shelter Life Cycle. Each phase mandates specific duties on the part of Shelter Managers and Coordinators.



In the Shelter Life Cycle, three camp life phases usually overlap with each other as settlements face continuous change, but key to managing this successfully is always having an exit strategy.

For the purposes of this document, the Shelter Management Cycle will comprise of these 4 distinct but interconnected phases that better clarify the roles and responsibilities of key actors:

✚ **Preparedness (Pre-Event):** this is a time of disaster awareness, planning, training and resourcing shelters.

Priority activities during the Preparedness Phase of the emergency shelter:

- ✓ Identification and inspection of shelters
- ✓ Recruitment, orientation and training of shelter team
- ✓ Completing or reviewing the Emergency Shelter Operations Plan
- ✓ Maintenance and equipping of physical shelter and surroundings
- ✓ Heightening community awareness on disasters, use of emergency shelters etc

✚ **Early Warning (Pre-Occupancy):** During this phase a disaster is imminent, suspected or possible. “Some disasters such as earthquakes, chemical spills, explosions, volcanic eruptions and air crashes are designated “No Warning” disasters and will often not have an alert phase. (Trinidad Shelter Policy, 2012)

Priority activities during the Early Warning Phase of the emergency shelter:

- ✓ Alerting and mobilizing shelter team and vulnerable persons in the community
- ✓ Cleaning, inspecting and preparing the emergency shelter to receive shelterees
- ✓ Testing equipment, checking supplies and administrative tools, testing power / utility systems
- ✓ Alerting essential support services / “stand by” team in the community



- ✚ **Emergency Response (During and After):** “This phase concerns shelter opening and care and maintenance, combating a disaster and its effects either directly or indirectly (Trinidad Shelter Policy, 2012).

Priority activities during the Emergency Response Phase of the emergency shelter:

- ✓ Admittance and registration of shelterees
- ✓ Administration of shelter services such as clinic, relief packages, meals, psycho social support etc
- ✓ Orientation of shelterees to the rules, services, programs of the shelter
- ✓ Identification of shelterees’ needs, interests, skills and enabling their meaningful participation in shelter operations
- ✓ Facilitating shelterees in deriving durable solutions in order that they may vacate the shelter and regain independent living
- ✓ Maintaining a healthy and secure environment and addressing protection needs promptly
- ✓ Maintaining a hygienic and functional space
- ✓ Communicating and liaising with authorities
- ✓ Collecting, managing and securing data / information

Timely distribution of assistance, resumption of education for children, livelihoods, and creation of leisure activities will strengthen the community and prevent increased vulnerability as a result of temporary displacement.

- ✚ **Early Recovery and Rehabilitation (Post-Event):** This phase refers to **shelter closure**. The disaster is over and disaster response organizations have completed their tasks; they have commenced clean up and debris removal, essential services and life line systems are restored, and efforts are made to return a community to normalcy.” (Trinidad Shelter Policy, 2012).

Priority activities during the Early Recovery and Rehabilitation Phase of the emergency shelter:

- ✓ Assisting shelterees find durable solutions
- ✓ Assisting shelterees with rehabilitation arrangements and supplying them with “Return Packages” is possible to enable them to live independently in the community or elsewhere
- ✓ Deregistration of shelterees
- ✓ Inspecting, repairing, cleaning and sanitizing of the shelter
- ✓ Completing and submitting final reports including inventory of supplies and equipment
- ✓ Closing the shelter and returning the keys

\*It is important to note that **although this phase is often referred to as “shelter closure” the emergency shelter should continue to provide accommodation for shelterees who are unable to return home or have no other solution alternatives.**

Emergency shelters should close when:

- ✓ There is a durable solution in place
- ✓ Assistance and service provision phase out - normally linked to lack of resources or end of donor support
- ✓ Safety and security threats to shelterees or shelter team
- ✓ Government decides to close the shelter
- ✓ Another transitional settlement solution is required

**Durable Solutions** are one of the most essential elements of effective shelter management because they enable shelterees to leave the emergency shelter and be reintegrated into society. This is critical, and **from the outset it must be a core part of planning on the part of all actors and stakeholders involved in Disaster Management** since **emergency shelters are always only a TEMPORARY response to displacement.**

## WHAT ARE DURABLE SOLUTIONS?

### INTERNALLY DISPLACED PERSONS (IDP'S)

1. Return to the place of origin
2. Local integration in the area where IDP's have taken refuge
3. Settlement elsewhere in the country

A durable solution is achieved “when IDPs no longer have specific assistance and protection needs that are linked to their displacement”, and when displaced persons can “enjoy their human rights without discrimination resulting from their displacement”

*Framework on Durable Solutions for Internally Displaced Persons*

**\*Competent authorities have the primary duty and responsibility to establish conditions as well as provide the means which allow IDPs to return voluntarily, in safety and with dignity to their homes or places of habitual residence or to resettle voluntarily in another part of the country or elsewhere.”**

The roles of Shelter Managers and Coordinators will vary depending on the phase of the shelter management cycle and these roles and responsibilities will be detailed accordingly in the Roles and Responsibilities sections of the manual.



## Who Manages an Emergency Shelter?

- ✚ The one who is primarily responsible for managing an emergency shelter is a Shelter Manager. “The **Shelter Manager** is the focal point for effective coordination of the assistance and services provided at the emergency shelter.”

**The Shelter Manager WORKS in PREVENTION, MITIGATION and IDENTIFICATION of RISKS** through such activities as registration, identification of vulnerable groups, capacity building, monitoring equal and safe access to services, site design and improvement, and more.

Such a person should be:

- ✓ Ideally, someone from the community or one who understands the local context
- ✓ One who is familiar with or normally manages the shelter facility during non-disaster times
- ✓ A person who is willing to commit their full accessibility to the role of shelter manager
- ✓ One who is literate

The Shelter Manager needs to:

- ✓ Lead the development of and be guided by the Emergency Shelter Operations Plan
- ✓ Divide and delegate tasks and have a clear understanding of the roles and responsibilities of all actors to reduce gaps and avoid duplication in service provision and assistance
- ✓ Engage in regular phone calls, meetings, reporting, information dissemination
- ✓ Monitor equal and safe access to services
- ✓ Make recommendations as needs of the shelterees change over time
- ✓ Collect, store and share personal data in a way that **respects the right to privacy; safeguarding confidentiality while sharing information that provides assistance in a responsible way**
- ✓ Acknowledge the relevant national laws, existing protection programs and also protection mandated agencies and institutions that can address and follow up on protection issues directly; ***Shelter Managers ONLY address protection cases through reporting and referring cases (based on the assumption that the Government has functional systems in place). Response to protection cases shall be done by protection specialists.***
- ✓ Disseminate information about referral pathways to the shelter population
- ✓ Follow up on individual cases in close collaboration with community members and protection agencies
- ✓ Document and share protection and other issues affecting shelterees with competent authorities and service providers on a regular basis so they can plan, finance and mobilize resources for affected people
- ✓ Advocate for the adherence of all principles and standards

The shelter manager should possess the following skills:

- ✓ Good supervisory or management skills
- ✓ The ability to handle stressful conditions
- ✓ The skill to deal sensitively with a diverse shelter population

- ✓ analysis and problem-solving
- ✓ decision-making
- ✓ working with other actors
- ✓ negotiating
- ✓ leadership
- ✓ coordination
- ✓ facilitating meetings, focus group discussions, etc.
- ✓ representation

**Skills** refer to technical expertise and they can be easily acquired and are often learned in school or on-the-job training. Many of the generic skills needed in shelter management are based around communication.

But the success of a shelter management operation depends to a great extent on strong interpersonal skills. Interactions with the displaced people, colleagues, and staff that is supervised needs to be solution oriented based on empathy with those living in shelters. Having an open attitude and behaviour will undoubtedly have a positive impact on humanitarian operations. The shelter team's interpersonal communication skills, which include verbal, nonverbal and listening skills, in addition to decision-making, problem-solving and negotiating, will aid in developing relationships with key partners.

A Shelter Manager should work with the support of a **shelter team or shelter operations team**. Such team would include voluntary or paid staff, including shelterees who assist in carrying out the daily activities of the emergency shelter. Members of the team can comprise of a Deputy Shelter Manager, Registration Clerk, Security Officer, Storekeeper, Emergency Communications Operator, Cook, Cleaner and several others like Driver and Medic. However, in communities where financial and other resources are limited, many of the persons who could assist on the shelter team could do so on a "stand by" or "on call" basis.

Shelter Managers along with their shelter teams need to demonstrate higher levels of respect for persons affected by disasters and apply the humanitarian principles to their daily behaviours by being compassionate, empathetic, open-minded, positive, proactive and flexible.





Is trained in Basic Life Support and emergency shelter and Disaster related topics

Takes self-care seriously

Is kind but firm

Is caretaker of shelter space

Cares about having a good reputation and maintaining quality standards

Knows his/her limitations

Knows how to delegate tasks and to refer cases

Is resourceful and perseveres till solutions are met

Engages in active listening with shelterees and team members

Engages in active listening with shelterees and team members

Likes building teams and is a good team leader and good team player

Takes information management seriously, respects confidentiality and controls the spread of rumors

Knows that emergency shelters should be temporary and therefore advocates for shelterees reinstatement to regular community life

Protects the rights and privacy of others, including children's rights

Adheres to the 'Do No Harm', principle

## What are the Humanitarian principles involved in Emergency Shelter Management?

Humanitarian action almost always takes place in complex political and militarized environments. Therefore, adherence to the Humanitarian Principles is essential to distinguish humanitarian action from the activities and objects of political, military and other actors. The Humanitarian Principles have been integrated into frameworks developed by humanitarian organisations to guide them in their daily work. Examples include: Codes of Conduct, and the SPHERE Standards which are an established set of Humanitarian standards to be applied in Humanitarian response around the world. Many NGOs have also incorporated the principles into their policies and procedures.

The core principles are:

- ✚ **HUMANITY:** “Human suffering must be addressed wherever it is found. The purpose of humanitarian action is the **protection of life and health, as well as to ensure respect for human beings.**”
- ✚ **NEUTRALITY:** “The provision of humanitarian assistance, **without engaging in hostilities or taking sides in controversies of a political, religious or ideological nature.**”
- ✚ **IMPARTIALITY:** “The provision of humanitarian **assistance without discrimination** among recipients and guided solely by needs, with priority given to the most urgent cases of distress. Humanitarian action **must be carried out on the basis of need alone, giving priority to the most urgent cases of distress and making no distinction on the basis of nationality, race, gender, religious beliefs, class or political opinion.**”
- ✚ **OPERATIONAL INDEPENDENCE:** “The provision of humanitarian assistance based on policies formulated and implemented independently from parties involved in the conflict, or parties that have a stake in the outcome. Humanitarian action must be **autonomous from the political, economic, military or other objectives** that any actor may hold with regard to areas where humanitarian action is being implemented.”

**Do No Harm is the key principle for those involved in humanitarian response to take steps to minimize and avoid ANY adverse effect of their intervention, particularly exposing people to risks, dangers, or abuse of their rights.**

The Humanitarian Principles of humanity, impartiality, independence and neutrality are derived from the Fundamental Principles of the International Red Cross and Red Crescent Movement and from United Nations General Assembly resolutions 46/182 of 19 December 1991 and 58/114 of 5 February 2004.

The first three principles (humanity, neutrality and impartiality) are endorsed in General Assembly resolution 46/182, which was adopted in 1991. General Assembly resolution 58/114 (2004) added independence as a fourth key principle underlying humanitarian action. ***The General Assembly has repeatedly reaffirmed the importance of promoting and respecting these principles within the framework of humanitarian assistance.***




Regardless of the professional profile of the person who carries out the assistance or protection actions - it may be voluntary personnel, government officials, teachers, parish priests, doctors, military personnel, etc. - in a humanitarian response operation **Everyone is bound to abide by the Humanitarian Principles.**



It is extremely crucial that Shelter Managers do not operate emergency shelters all by themselves. The successful management of emergency shelters require a team effort. For the purposes of this manual such a team is titled the Emergency Shelter Management Support Team ('shelter team' for short). Shelter team members have a balance of skills and capacities, whether in protection, distribution, community services, technical sectors, administration, IT, conflict management, information management, community mobilisation.

The ratio of men and women should be equal to the needs and demographics in the shelter population.

Each member of the shelter team should have a specific Terms of Reference, job description defining roles and responsibilities, but most importantly, members must agree to and sign a Code of Conduct.

 **A Code of Conduct** is key to ensuring shelter based **staff reflect the desired attitude & behaviour** in their work with affected populations. The Code of Conduct is:

- ✓ A formal commitment to hold Shelter Managers and their team accountable for their behaviour
- ✓ A commitment that they will not do things that put other colleagues or shelterees at risk of harm
- ✓ Identifies minimum standards of behaviour for all humanitarian personnel working in the shelter
- ✓ Is a moral code but it does not have the force of law
- ✓ **A critical tool to prevent sexual exploitation and abuse** with the objective of strengthening the protection and care of women and children in situations of humanitarian crisis

A Code of Conduct can be developed as a team effort by any organization, or institution that **cares about the quality of their services and their good name, and above all, cares about the equal right of each human being to live with dignity.** It is imperative that all members get to review, appreciate and sign on to a Code of Conduct (sometimes annually) and apply the principles to the way they work with their beneficiaries, clients and colleagues.

The following is a sample of a basic framework for a Code of Conduct by the International Red Cross.

### The Code of Conduct: 10 Core Principles

1. The humanitarian imperative comes first.
2. Aid is given regardless of the race, creed or nationality of the recipients and without adverse distinction of any kind. Aid priorities are calculated on the basis of need alone.
3. Aid will not be used to further a particular political or religious standpoint.
4. We shall endeavour not to act as instruments of government foreign policy.
5. We shall respect culture and custom.
6. We shall attempt to build disaster response on local capacities.
7. Ways shall be found to involve programme beneficiaries in the management of relief aid.
8. Relief aid must strive to reduce future vulnerabilities to disaster as well as meeting basic needs.
9. We hold ourselves accountable to both those we seek to assist and those from whom we accept resources.
10. In our information, publicity and advertising activities, we shall recognize disaster victims as dignified human beings, not hopeless objects.

*The Code of Conduct: Principles of Conduct for the International Red Cross and Red Crescent Movement and NGOs in Disaster Response Programmes for full text @see Annex 2*

**\*Without a uniform approach and use of a minimum set of standards as outlined in a Code of Conduct to guide the actions and behaviour of Shelter Managers and their teams, shelterees are potentially open to further harm and stress in addition to the disruptions in their lives brought on by the disaster. Consequently, this can damage the reputation of those managing the emergency shelter and the effects will cascade on to the reputation of the community and ultimately, the Government.**



## PERSONS WITH SPECIFIC PROTECTION NEEDS: SAME RIGHTS, DIFFERENT NEEDS



Only trained experts conduct interviews with individuals at risk

### Age

- Children
- Adolescents
- Older Persons

### Diversity

- Ethnicity
- Language
- Culture
- Religion
- Disability
- Family status
- Socio-economic status



As noted from the beginning, the core purpose of emergency shelters is to temporarily assist Internally Displaced Persons (IDPs) and or refugees who would have already been vulnerable in a variety of ways prior to the disaster (hence their use of the shelters) and who would have perhaps become even more vulnerable post the disaster. **Hence, it is absolutely crucial that Shelter Managers and their shelter teams understand what makes certain individuals and groups of persons vulnerable and how to address their needs appropriately.**

Presented below are the vulnerability profiles of:

- Children
- The Elderly
- Persons with Disabilities
- People living with and are affected by HIV
- LGBTQI Persons
- Persons who need mental health and psycho social support
- Indigenous Peoples
- People in Urban Settings
- Gender

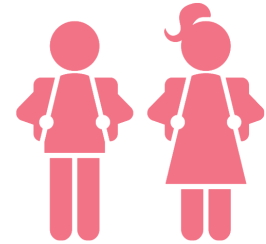
Information presented combines guidance from the SPHERE standards and the studied context in Dominica and the wider Caribbean.

## CHILDREN

**Fact:** Though children make up a significant percentage of any crisis-affected population they are often less visible. Children's capacities and needs vary according to their biological age and stage of development. A population's general perspective of children and the rights that children are entitled to as human beings will affect how children are considered and their needs are addressed during an emergency.

**Vulnerability:** Children face specific life-threatening risks during crises, such as:

- ✓ Malnutrition
- ✓ Separation from their families
- ✓ Trafficking
- ✓ Recruitment into armed groups
- ✓ Physical or sexual violence and various types of abuse
- ✓ Neglect and abandonment
- ✓ Children with disabilities are more vulnerable to neglect or abandonment and girls with disabilities face greater risk of sexual abuse, sexual exploitation and malnutrition.
- ✓ Adolescent girls in general are more likely to be recruited as sex slaves or trafficked.
- ✓ Boys are more to be recruited as soldiers by armed forces and groups or to participate in the worst forms of child labour.



**Action:** Any population that understands the importance of children's role and wellbeing as a core pillar of sustainable development **will assess and address children's needs with immediate action.**

- ✓ Actively seek the views of girls and boys of all ages and backgrounds so they can influence how assistance or services are delivered, monitored and evaluated
- ✓ Facilitate age appropriate care such as Psychosocial Support, child centred activities like play and recreation, support with their studies, art and social activities, assistance with school access needs
- ✓ Prevent or lesson their exposure to inappropriate adult behaviours / activities
- ✓ Attend promptly and effectively to their protection needs in order not to compound their exposure to an already traumatic experience. Otherwise, this can negatively affect their future growth and development.

### Children's reaction to disasters

Children show remarkable resilience in the face of disasters. Those affected, however, show temporary emotional upsets such as **insomnia, clinging to parents, dependency and fear**. After disasters, **children usually fear:** • **Recurrence, injury or death.** • **Being separated from parents.** • **Being left alone.**

### How to cope - These steps can help:

- Keep the family together. Avoid leaving the child alone.
- Give assurance by word and deed.
- Listen to what a child says about his/her fears.
- Encourage the child to talk about his/her reactions to the disaster.
- Include children in cleaning up and other activities.
- **Parents must control their own fears and seek professional help if a child's sleeping problem is prolonged, Clinging behaviour does not diminish, and/or Fears become worse.**



## THE ELDERLY

**Fact:** The Elderly are a fast-growing proportion of the population in most countries, but are often neglected in humanitarian response. The physical and psychological effects on their person during that stage of development compounded with the diverse experiences with family relations and the related challenges of caring for themselves render them quite vulnerable.

**Vulnerability:** Specific examples of conditions that increase their vulnerability:

- ✓ Isolation
- ✓ Physical weakness
- ✓ Disruption of family and community support structures
- ✓ Chronic illness
- ✓ Functional difficulties
- ✓ Declining mental capacities
- ✓ Subjection to various types of Elderly abuse including financial abuse



**Action:** The Elderly bring knowledge and experience of coping strategies and act as caregivers, resource managers, coordinators and income generators. They often embody traditions and history and act as cultural reference points.

- ✓ Ensure that the Elderly are consulted and involved at each stage of humanitarian response
- ✓ Consider age-appropriate and accessible services, environments and information
- ✓ Use age-disaggregated data for programme monitoring and management
- ✓ Know who and where they are and respond to their needs urgently

## PERSONS WITH DISABILITIES

**Fact:** About 15 per cent of the world's population lives with some form of disability. Persons with disabilities include those who have long-term physical, mental, intellectual or sensory impairments which, in interaction with various barriers, may hinder their full and effective participation in society on an equal basis with others.

**Vulnerability:** In humanitarian contexts, persons with disabilities are more likely to face barriers and obstacles to:

- ✓ The physical environment
- ✓ Transportation
- ✓ Information and communications
- ✓ Humanitarian facilities or services
- ✓ Risks to women and girls with disabilities can be compounded by gender inequality and discrimination.

**Action:** consider the capacities and needs of all persons with disabilities and make deliberate efforts to remove physical, communication and attitudinal barriers to their access and participation.

## PEOPLE LIVING WITH & AFFECTED BY HIV

**Fact:** Any individual can contract HIV but persons at the highest risk of HIV and AIDS include men who have sex with men, people who inject drugs, sex workers, transgender people, persons with disabilities, and people in prisons and other closed settings.

**Vulnerability:** Displacement may lead to increased HIV vulnerabilities.

- ✓ Crises are likely to cause disruption in prevention, testing, care, treatment and support services
- ✓ Those affected are likely to face violence and discrimination
- ✓ This can be compounded by gender inequality and discrimination based on disability status, gender identity and sexual orientation
- ✓ This may discourage people living with HIV to seek services in a crisis, if any are available
- ✓ Violence, discrimination and negative coping strategies such as transactional sex increase vulnerability to HIV transmission, especially for women, girls and LGBTQI communities

**Action:** **Dispel any possible misconceptions** about the presence of people living with HIV and an increased HIV prevalence to **avoid discriminatory practices**. People living with HIV are entitled to **live their lives in dignity**, free from discrimination, and **should enjoy non-discriminatory access to services**.



## LGBTQI people

(Lesbian, Gay, Bisexual, Transgender, Queer, and Intersex)

**Fact:** People who identify as lesbian, gay, bisexual, transgender, queer or intersex (LGBTQI) are often at heightened risk of discrimination, stigma, and sexual and physical violence. **In some countries, their rights as human beings may not be protected by law and this may affect the way they are perceived and considered both in times of normalcy and, more so, during times of crisis.**

**Vulnerability:** They may face barriers to

- ✓ Accessing healthcare
- ✓ Housing
- ✓ Education
- ✓ Employment
- ✓ Information
- ✓ Humanitarian facilities. For example, LGBTQI people **often face discrimination in assistance programmes that are based on “conventional” family units**, such as for emergency accommodation or food distribution. **Such barriers affect their health and survival and may have long term consequences on integration.**



**Action:** **Include specific, safe and inclusive protection responses in preparedness and planning.** Ensure meaningful consultation with LGBTQI individuals and organizations at each stage of humanitarian response.

## INDIGENOUS PEOPLE

**Fact:** Over 300 million indigenous people in some 90 countries around the world continually face **systematic discrimination and exclusion politically and economically**, and they continue to make up a large percentage of those who are the most poor and vulnerable in society (*Human Rights Council, 2014*).

### **Vulnerability:**

- ✓ Indigenous peoples are very vulnerable to changes and damage to the environment since they have a very close relationship with nature.
- ✓ They face lower agricultural productivity and reduced access to food and other materials which they are dependent on from the natural environment due to disasters and climate change. Their livelihoods are greatly interrupted as a result.
- ✓ Those living in rural communities face challenges with lack of access to government and financial institutions, with communication, and with fewer opportunities to make a living.
- ✓ Though they have lived on their lands and territories for centuries, they have often been denied their rightful ownership and right to self-determination.
- ✓ Some are vulnerable to extractive industry development which causes them to be dispossessed of their lands, territories and resources.
- ✓ Indigenous peoples, especially those who live in remote areas, often suffer from exclusion, discrimination and challenges in accessing health services. Along with other ethnic groups, they face the highest inequalities in health and mortality in Latin America and the Caribbean.
- ✓ Their health is further threatened when they lose the medicinal herbs and natural foods that they are used to.
- ✓ Migration to urban areas often results in them being housed in informal settlements where housing is inadequate and unsafe.
- ✓ Indigenous women and children in particular are very vulnerable to various forms of abuse, and exploitation.

**Action:** Take the time to allow Indigenous peoples to work out local solutions as opposed to imposing centralized solutions for them. Interface with them and be familiar with their systems and culture. Work with them on plans and ideas and follow through on agreements and promises. Increase educational awareness on GBV and increase vigilance and protection. Prioritize prompt solutions to shelter, livelihoods and health care.



## MENTAL HEALTH and PSYCHOSOCIAL SUPPORT

**Fact:** Mental health and psychosocial support People react differently to the stress of a humanitarian crisis.

**Vulnerability:** Some are more likely to be overwhelmed by distress, especially if they have been:

- ✓ Forcibly displaced
- ✓ Separated from family members
- ✓ Survived violence or experienced previous mental health conditions
- ✓ Some such persons already face frequent challenges coping with daily life and navigating through the variety of relationships and activities in society and a crisis situation can worsen their ability and capacity to manage.
- ✓ This also renders them likely to experience discrimination and abuse.

**Action:** To both prevent distress among affected populations and address discrimination it is essential to:

- ✓ Provide basic services and security in a socially and culturally appropriate way
- ✓ Facilitate their spiritual or religious needs as affected populations often express a spiritual or religious identity and may associate themselves with a faith community which helps them to cope. **A people-centred approach requires humanitarian workers to be aware of the faith identity of affected populations.**
- ✓ Strengthen community psychosocial support and self-help programs and activities to create a protective environment, allowing those affected to help each other towards social and emotional recovery
- ✓ Facilitate focused individual, family or group interventions, including clinical interventions



## URBAN SETTINGS

**Fact:** As more and more of the world's population moves to towns and cities, humanitarians must be prepared to respond in urban contexts. Urban areas typically differ from other contexts in terms of:

- ✓ **Density:** a **higher density of people**, houses, infrastructure, laws and cultures in a relatively small area
- ✓ **Diversity:** social, ethnic, political, linguistic, religious and economically **diverse groups live in close proximity**
- ✓ **Dynamics:** urban environments are **fluid and changing, with high mobility and rapidly shifting power relationships**. (As a specific example, people in cities and towns rely almost predominantly on cash to pay rent, buy food and access healthcare etc as compared to the neighbourhood sharing approach which occurs in many communities in rural settings).

**Vulnerability:** Some conditions that contribute to persons being vulnerable in urban settings include:

- ✓ Unemployment
- ✓ Heightened exposure to crime and drugs
- ✓ Being coerced into transactional sex
- ✓ Being forced to join gangs in order to have a support system
- ✓ Being forced out on the streets or not having a stable place to live or regular meals
- ✓ Being invisible in the society and excluded from some support services
- ✓ Awareness of these conditions can also cause urban dwellers to be more assertive, more direct, and sometimes more aggressive in their approach to ensuring their needs are met and their rights are fulfilled.

**Action:** Actions to address urban settings should be strategic, well planned and coordinated and issues should be addressed swiftly:

- ✓ Access to basic services, food security and livelihoods should be carefully assessed, including any discrimination
- ✓ The Minimum Standards for life with dignity apply, regardless of how the assistance is provided
- ✓ Utilize entry points for providing assistance in urban areas, including through settlement, neighbourhood or area-based approaches. For example, work with established groups who share common interests, such as schools, clubs, women's groups and taxi drivers, as they can provide useful entry points.
- ✓ Work with local actors (such as the private sector, local government, neighbourhood leaders and community groups) who can be vital in restarting, supporting and strengthening existing services instead of replacing them
- ✓ Consider existing resources and opportunities, such as commerce, cash, technology, public spaces, people with specialized skill sets, and social and cultural diversity, alongside risks and protection aspects. The analysis should inform response options and the final choice of delivery mode, such as deciding to provide in-kind or cash-based assistance (and the best way for doing so).
- ✓ Security and protection prevention and response mechanisms should be in place; proper lighting, constant monitoring, police patrol, law enforcement and rapid response to reports

## GENDER

**Fact:** “Gender” refers to the socially constructed differences between women and men throughout their life cycle. This may change over time and within and across cultures and context. Gender often determines the different roles, responsibilities, power and access to resources of women, girls, boys and men.

Gender is not the same as sex, which refers to the biological attributes of a person.

“Gender” does not mean “women only”. While women and girls most often face constraints within gender roles, men and boys are also influenced by strict expectations of masculinity.

### **Vulnerability:**

“Gender-based violence” describes violence based on gender differences between males and females. It underscores how inequality between males and females is the foundation of most forms of violence perpetrated against women and girls across the world. **Crises can intensify many forms of gender-based violence, including intimate partner violence /domestic violence, child marriage, sexual violence and trafficking.**

**Action:** All Actors should take all necessary steps to prevent the sexual exploitation and abuse of people affected by crises, including in their own activities.

- ✓ Consider GBV risks during site /shelter planning (i.e proper lighting throughout the shelter grounds, sectioning off areas that are unsafe or not in use, making special or separate provisions for sleeping and washroom facilities that considers gender
- ✓ When allegations of misconduct are found to be true, it is important that the competent authorities hold the perpetrator to account and that cases are dealt with in a transparent way
- ✓ Lead by example (what we say, do and portray including body language)
- ✓ Be aware of the agencies responsible for GBV prevention and response
- ✓ Have clear protocols and utilize them consistently
- ✓ **Be on the alert for violations and address them immediately**



### **GBV Incident Type Definitions particular to Dominica**

[ Excerpt from the drafted “Standard Operating Procedures for Dealing with GBV in Dominica “, 2018]

**Rape:** sexual intercourse without consent regardless of the marital status or gender of the parties. Rape must involve penetration of the vagina. Even if a penis has not completely penetrated it is rape. If consent is withdrawn part of the way through it is still rape. Note that the age of consent is 16. Therefore, any child under 16 having sexual intercourse, however willing, is being raped and the adult is liable to be arrested and charged with unlawful sexual intercourse and can be sentenced as a rapist. (this used to be statutory rape)

**Buggery:** the insertion of a penis into the anus. (victim can be of either gender)

**Sexual connection:** the introduction of any part of the body including the tongue into the vagina or anus of the other person without consent. Children under 16 cannot consent.

**Gross Indecency:** an act other than sexual intercourse (whether natural or unnatural) by a person involving the use of the genital organs, breasts or anus for the purpose of arousing or gratifying sexual desire: This includes acts between lesbians.

**Indecent assault:** assault or battery accompanied by words or circumstances indicating an indecent intention or any form of unwanted sexual contact/touching that does not result in or include penetration (i.e. attempted rape). Examples can include but are not limited to: attempted rape, unwanted kissing, and unwanted stroking, unwanted touching of breasts, genitalia and buttocks even through clothes. This incident type does not include rape, where penetration has occurred.

**Voyeurism:** observation or recording of another person performing a sexual act in private or a private act without the consent of that other person for the purpose of obtaining sexual gratification, and knowing that the other person does not consent to being so observed

**Sexual Grooming:** meeting or communicating with a child under 16 with the intention of engaging him/her in sexual activity.

**Physical assault:** physical violence that is not sexual in nature. Examples include but are not limited to: hitting, slapping, choking, cutting, shoving, burning, shooting or use of any weapons, acid attacks or any other act that results in physical pain, discomfort or injury.

**Psychological/emotional abuse:** infliction of mental or emotional pain or injury. Examples can include but are not limited to: name-calling, threats of physical or sexual assault, intimidation, humiliation, forced isolation (i.e. by preventing a person from contacting their family or friends), and harassment. “Harassment” means engaging in a pattern of conduct that evokes the fear of harm to the victim and includes all sexual harassment which is defined as: unwanted attention, remarks, gestures or written words of a sexual and menacing nature (no physical contact).

**Financial Abuse:** denial of resources, opportunities or services: denial of rightful access to humanitarian aid, economic resources/assets or livelihood opportunities, education, health or other social services. Examples include but are not limited to: money withheld by an intimate partner or family member, household resources (to the detriment of the family’s well-being), being prevented by one’s intimate partner from pursuing livelihood activities, a widow prevented from accessing an inheritance, denial of access to registration for humanitarian aid..

**Trafficking:** It involves an act of recruiting, transporting, transferring or receiving a person through use of force, coercion or other means, for the purpose of exploiting them; this can be local, regional or global.



## Gender Based Violence Response Protocol

Upon receiving a report by a shelteree or shelter team member, the Shelter Manager or delegate should:

1. Promptly contact the District Development Officer (DDO) or District Development Assistant (DDA) who will proceed with the following protocol, utilizing the **Referral Process Algorithm for GBV**
2. **If the DDO or DDA is not accessible**, the Shelter Manager or delegate **will proceed to implement the said protocol**, utilizing the **Referral Process Algorithm for GBV**, then **fill out a GBV report and file the report in the designated secured space**.

If the case concerns a child who is under 18 years old:

3. Promptly contact the parent to accompany the child
4. If parent is the accused, then request another adult or guardian to accompany the child
5. Take the child to the Health Center to the nearest Family Nurse Practitioner [FNP] focal point. The child should not be examined or questioned beyond the very basics.

The Family Nurse Practitioner (FNP) will:

6. Contact the Social Welfare focal point staff
7. The Social Welfare focal point will look to the best interest of the child and decide whether the child needs to be removed to a place of safety and other prompt action needed.

Contact Police focal point who will:

1. Advise on how to make a report to female officer and where to go for medical exam by an APPROVED Doctor who is prepared to go to court if required
2. Police should determine whether a crime has been committed and should arrest and secure the perpetrator away from the victim

If out of hours, contact the FNP, the local Police Inspector or take to the district medial office or the Princess Margaret Hospital.





## The Importance of the Role of Coordinators in Emergency Shelter Management

The term “Coordinators” defines the agencies and authorities, particularly the essential services and other Government Ministries, departments and officials, including donors and Non-Governmental Organizations who are responsible for ensuring the conditions and provisions that support both the individual emergency shelter and the entire emergency shelter program. The role of the Coordinators, if left undefined and Coordinators are not held accountable to their primary role as duty bearers who are mandated by international conventions to fulfil the rights of displaced persons, can cause emergency shelters to become a setting for heightened crisis and bad practice. **In essence, effective management of emergency shelters will be near impossible if local and external Coordinators fail to do their part,** which include:

- ✓ Provision of human and material resources
- ✓ Ensuring access to emergency shelters
- ✓ Provision of essential support services
- ✓ Provision of relief and recovery programs including durable solutions
- ✓ Keeping the peace
- ✓ Monitoring and improving systems
- ✓ Integrating coordination efforts among actors
- ✓ Holding duty bearers accountable to adherence to laws and humanitarian principles and standards
- ✓ Saving life and property

Coordinators must prioritize the collection of valuable data which will enable them to make informed decisions that are geared towards effective solutions. **Coordinators must place the dignity and worth of individuals and the collective society at the centre of their work ensuring that people’s rights are fulfilled.** And most importantly, Coordinators must lead by example and utilize strong ethical practices that guide humanitarian work. The roles and responsibilities of the front line Coordinators involved in Emergency Shelter Management in Dominica are outlined further on in this manual.



**SOME COMMON HINDRANCES TO  
EFFECTIVE MANAGEMENT OF  
AN EMERGENCY SHELTER PROGRAM.**

**AWARENESS OF THESE FAILINGS MAY  
HELP TO PREVENT THEM IN FUTURE. THEY ARE:**

**Insufficient planning**

**Not being fully equipped with the necessary tools and data**

**Lack of equipment and supplies in shelter**

**Lack of clarity on roles and responsibilities**

**Lack of visible leadership**

**Lack of understanding of where one fits in the bigger picture and who  
the key players are**

**Making uninformed decisions**

**When Shelter Managers or Coordinators are stretched and have  
multiple roles**

**Working in isolation without the appropriate help or support**

**Lack of recognition including remuneration**

**Lack of timely and functional response to referrals**

**Lack of understanding and application of rights based practices or  
humanitarian principles**

**Non-use of a Code of Conduct**

**Interfering in sensitive protection cases that should be handled by  
expert staff**

**Post Disaster let down**

## Self –care and Personal Preparedness

Shelter Managers and Coordinators need to be healthy and prepared to deal with a disaster in their own personal lives and in the operations of emergency shelters.

On the premise of maintaining good health, it is advisable that Shelter Managers and Coordinators should:

- ✓ Eat healthy meals
- ✓ Conduct regular visits to the doctor or health professional
- ✓ Monitor and manage health conditions and medications
- ✓ Seek assistance for personal and staff debriefings including psychosocial support
- ✓ Seek advice from appropriate (informed / experienced) sources
- ✓ Partake in positive activities that bring contentment
- ✓ Treat themselves and celebrate achievements
- ✓ Be frank and with family, friends, colleagues and supervisors about their challenges and their needs

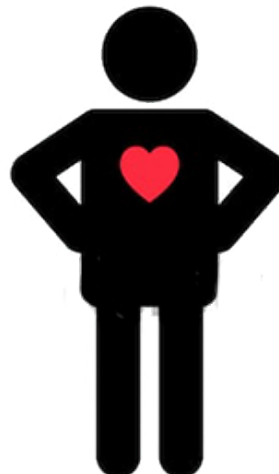
**All involved should get adequate rest and relief. Hence, all agencies and/or committees will be responsible for ensuring that a proper relief system exists. NO PERSON SHOULD WORK ANY LONGER THAN a 12 HOUR SHIFT.**

It is also critical to be prepared to manage the effects of a disaster or emergency. Generally, each person is primarily responsible for his or her own personal disaster preparedness. Each person should have a self and family preparedness plan in place. If one is not prepared at home, it becomes quite difficult to be accessible to and to serve effectively in shelter operations.

Individual preparedness requires at least the minimum:

- ✓ An Evacuation Plan
- ✓ An Out-of-Area Contact Person
- ✓ Enough emergency supplies to last 3-days at home and work

*(See the Family Plan developed by the Dominica Red Cross and the 2018 Hurricane Preparedness Checklist brochure by the ODM)*





# DOMINICA CONTEXT

GEOGRAPHICAL CONTEXT  
EMERGENCY SHELTER TRENDS IN DOMINICA  
MANAGEMENT STRUCTURE  
ACTIVATION AUTHORIZATION  
EMERGENCY SHELTER SUPPORT TEAM  
CORE FUNCTIONS OF SUPPORT TEAM  
INFORMATION MANAGEMENT & SHARING SYSTEM

## Dominica's Geographical Context as it Relates to Hazards

- Situated at 15 25 North, 61 20 West between the French islands of Guadeloupe to the north and Martinique to the South in the Eastern Caribbean region, the Commonwealth of Dominica as a Small Island Developing State is highly susceptible to a multitude of natural disasters. As stated earlier, the Caribbean Region is **one of the most hazard prone regions** of the world.
- Dominica spans 291 square miles (754 square kilometres) with 91 miles of coastline. It is extremely mountainous and lush with mostly tropical rainforest, 365 rivers, waterfalls, and black sand beaches.
- It is nestled approximately 50 miles near the crumbling fault line of the overriding Caribbean tectonic plate and the subducted Atlantic tectonic plate and has one of the highest concentrations of live volcanoes (9 of them) in the world. The capital Roseau sits on a pyroclastic flow fan, and there are many other areas with Sulphur deposits and hot springs on the island, including the second largest boiling lake in the world. Scientists and other professionals who have studied the island's geology in the last few years predict a fair probability of a volcanic eruption in the southern region of the island within the next 100 years.
- The island is largely composed of volcanic rocks with the highest elevation being Morne Diablotin at 4, 747 feet in the north of the island near the main Douglas-Charles Airport.
- Ranking among the wettest islands in the Eastern Caribbean and centered in the Hurricane Belt. Hydrometeorological hazards alone, between 2015 and 2018 have cost Dominica over EC\$4 billion in damage and losses. Due to Climate Change the island should anticipate an increase in storm intensity and frequency (Category 3-5 hurricanes per year).
- Prevailing hazards that have been noted in Dominica's Disaster History between 1920 and 2017 include: **Tropical Storms, Hurricanes, Landslides, Flash Floods, Fire, Drought, Earthquakes** (mostly volcanic related), **Insurrection Social Unrest** and more so in the last decade, **Disease**.



Potential Hazards to Dominica		
Natural	Man Made	Extraordinary
Volcanic Eruption Hurricane Earthquake Landslides Flood Drought Epidemic Tsunami	Fire Pollution Power Failure Invasion Shipwreck Strikes Aircraft Crash Toxic and Oil Spills Construction Failures Major Road Accidents Hazardous Material Spills (Hazmat Spills) Mass poisoning Toxic Chemical Spills Civil Strife Terrorism Pest and disease Bomb threats and other threats of violence Health Emergencies	Nuclear Explosions Other Radioactive agents

Vulnerability Index (Dominica Country Poverty Assessment, 2009):

- Poverty in Dominica is generally defined by either Unemployment or Underemployment.
- Generally, women, the Kalinago and children make up the majority of those who are poor, with children accounting for 52% of all living in poverty.
- The 3,000 strong indigenous Kalinago population account for 49.8% of the total poor.
- Women faced higher levels of unemployment than men, and female headed households account for approximately 40% nationally.



## Emergency Shelter Trends in Dominica

### ● Average number of available emergency shelters per year

There are usually 110 – 140 emergency shelters, distributed across all districts in Dominica, with an average of 3 to 5 shelters per community.

### ● Average number of shelters activated per year

All emergency shelters are usually activated across the entire island simultaneously. There have hardly been sections of the island where shelters would have been activated while the rest were not at the onset of an event. However, there were some shelters that were activated post event to accommodate evacuees (i.e in the case of Tropical Storm Erika – 2015, when shelters had not been activated in the advent of the storm).

### ● Indicative length of time shelters are in use (minimum and maximum length of time )

The minimum length of time emergency shelters have been operational is 24 hours and the maximum length of time borders on 2 years.

### ● Average reasons for lengthy stay at the emergency shelters

- Damage to or loss of residence
- Damage to road networks and other infrastructure, including landslide and loss of bridges which impact access to original residence
- Evacuation and abandonment of community / residential area
- Lack of or unavailability of family members to provide care (particularly if ill, elderly, orphaned, homeless)
- Unavailability of owned land for the construction of new homes
- To be recipient to aid and support

### ● Types of buildings usually utilized as shelters

- Primarily primary and secondary school buildings
- Community centers
- Churches
- Private homes / buildings
- Tents are utilized as last resort and mostly in the aftermath of a highly impactful disaster

- **Average population/ head count of shelterees per shelter**

The population of shelterees could range from 20 persons to 300 (Gospel Tabernacle emergency shelter post Hurricane Maria) per emergency shelter and these numbers range much lower as pertains to private homes which are utilized as emergency shelters. A private home may host an average of 5-10 persons). The minimum and maximum number of persons who access the shelters also depend on the projected intensity and scale of the impending or past event.

- **Socio-economic status /profile of shelterees**

- The elderly
- Low income and indigent
- Homeless
- Disabled
- Persons whose residential homes are structurally unsafe
- Persons who live near hazardous zones –rivers, coastline, cliffs, low lying areas
- Persons who live alone or are fearful of being alone during an emergency
- Children

Due to the large scale and catastrophic impact of recent disasters, emergency shelters have also hosted middle income persons who lost their homes post the disaster event.

- **Typical origin/background of shelter managers**

- Persons who serve on Village Councils, Disaster Committees or Development Committees
- Persons who volunteer on a regular basis in their communities
- Schools personnel such as teachers, or principals – in rare cases
- Persons who live near the shelters
- Persons who often need to be sheltered at the emergency shelter
- Mostly females (60:40 female to male ratio)
- The majority of Shelter Managers are 40 years+ and considered mature / experienced
- Average income earners

- **Are Shelter Managers paid and accessible full time to the shelter?**

Shelter Managers are often volunteers and are sometimes offered a telephone or transportation allowance by the Ministry hosting the Local Government Department, and this has a negative impact on their fulltime availability to manage and support the emergency shelters. They often have to divide their time between caring for their homes, going to work at their place of employment or tending to their livelihoods. As a result, shelterees are often left to fend for themselves particularly if the shelter is operational for an extended period of time.

- **Do Shelter Managers have official support teams to manage the emergency shelters?**

The Shelter Management structure is part of the Community Disaster Committee. The practice is however one where Shelter Managers or their assistants delegate responsibility to shelterees. In many cases the Shelter Manager may just report and ensure that the shelter is opened. Some Shelter Managers often have volunteers from the Village Councils, Disaster Committees, other community groups, family members and shelterees themselves who assist them in the overall management of the emergency shelter.

But there has never been an officially established, standardized shelter management team structure that gives full priority and respect to the multiple and extended functions required in shelter management. Due to this oversight many Shelter Managers have managed solo, and compounding the situation is often the infrequent presence and assistance of essential service providers at emergency shelters. There is another challenge in that there may be an existing structure, yet Parliamentary Representatives may dictate the assignment of roles and responsibilities to individuals who may not be part of the original structure.

- **The difference in circumstances between urban and rural shelters**

Urban settings pose a greater challenge on many fronts to Shelter Managers, Coordinators and service providers; populations are often larger and urban settings are often out skirted with unrelated, low income families who may have internally migrated to urban areas, families who may be residing on squatted land, persons who are unemployed /underemployed, who are part of gangs and illicit activities, who have large families and who are very assertive in certain respects. Rural communities, especially those with smaller populations are often more community minded and are often more closely related to each other. Urban settings often pose a more complex challenge with regards to relief distribution.

- **Attention to Vulnerable groups**

Dominica is very explicit in its directives to the public to prioritize the care of vulnerable groups such as the elderly, the disabled, those who are ill, children and infants, pregnant women, single parents, and the Homeless. Relief programs often tend to seek and assist vulnerable groups during and post times of emergency. However, in terms of accessibility to physical structures and age /ability appropriate, sustainable services are somewhat insufficient.

- **Common challenges faced by the shelterees, the Shelter Managers, the physical shelters themselves, and at Coordinators' level**

**Shelterees:** Inadequate lighting and communications, theft, molestation, physical and emotional abuse, lack of privacy

**Shelter Managers:** Lack of support and protection gear /equipment, lack of compensation and Appreciation

**Physical shelters:** inadequate WASH facilities, accommodation and access for persons with disabilities, and insufficient equipment and supplies

**Coordinators & Service Providers:** Inadequate Communications technology and systems, insufficient resources, political interference and role confusion, issues related to access - from the point of service providers

- **Successes and achievements in the shelter management sector**

- Active voluntarism
- Shelter activation and occupation is often incident free (major incidents)
- Shelters are always made available to temporarily provide safety to vulnerable persons

- **Data and Information Management**

National coordinators in partnership with external partners have often conducted Post Disaster Needs Assessments (PDNAs) and some reports related to the assessment of shelters. Some guidelines on shelter inspection such as the one developed and provided in partnership with the World Bank, revised building codes with the aid of UNDP, and the Durable Solutions surveys that have been conducted by a few INGOs have been particularly beneficial for Dominica's decision makers. Additionally, several data gathering systems are utilized by national agencies such as the Local Government Department. However, data gathering and dissemination is scattered through various sectors and not sufficiently consolidated and meaningfully and systematically shared. The speed, frequency and the mode of data transmission from the field to the Coordinators / decision makers is quite inconsistent and faces several challenges, hindering timely gathering and analysis of data. Communication mechanisms (including communications equipment) are not standardized to effectively serve emergency shelters or Coordinators.

- **Who are the external Actors/donors who have or continue to assist with Emergency Shelter Management in Dominica**

International Organization for Migration, World Bank, UNICEF, UNDP, WHO, PAHO, IsraAid, Maria Holder foundation, OCHA, ChildFund International, UNFPA, Dominica Red Cross, Samaritan's Purse, USAID, Habitat for Humanity among others

- **Major current projects and milestones regarding Emergency Shelter management in Dominica**

- Evacuation shelters being constructed at Layou and Castle Bruce
- Housing settlements are being constructed in several districts and communities for evacuated populations including those who lost their homes due to disasters in the last several years.



- **Future needs and recommendations for Emergency Shelter Management in Dominica**

- The construction and enhancement of structures and open spaces that can be utilized as emergency shelters or safe spaces for multiple hazards, especially seismic related hazards
- The establishment of effective communications systems, devices and trained personnel
- Installation of contextualized / indigenous Early Warning Systems in Emergency shelters and communities
- The enhancement of decentralized bases for essential service providers
- Enactment of Disaster related legislation and policies
- Policy, shelter and other service provisions for potential refugee situations
- Effective remuneration of Shelter Managers and support teams



## The Overall Structure for the Management of Emergency Shelters in Dominica

The national coordinating authority for all disasters and emergencies in Dominica is the National Emergency Planning Organization (NEPO). This structure has approximately 120 members from various government ministries and departments, non-governmental organizations, and private sector entities who are collectively responsible for oversight and direct implementation of all activities related to disasters and emergencies. NEPO is run by an executive referred to as the National Emergency Executive Committee. This committee is comprised of approximately 24 members of the overall membership of NEPO and it is headed by the Prime Minister who is overall responsible for the general direction and control of the operations of NEPO.

To best execute its mandate, NEPO maximizes key expertise within its membership through nine Subcommittees which spearhead: Emergency Shelters, Food and General Supplies, Health Services, Welfare, Environmental Protection, Public Utilities, Telecommunications, Transport Evacuation and Equipment, and Public Information and Education. The Emergency Shelter Subcommittee is chaired by the Local Government Commissioner who is assisted by the Chief Education Officer as Deputy Chair. Other members who serve on the subcommittee include: the Manager of Housing Division, Senior Environmental Health Officer, Structural Engineer of Communications, Works and Housing, Senior Physical Planner, Assistant Chief Welfare Officer, and a representative each from the Dominica Red Cross, the Government Information Service, the Opposition party and from the Office of the Disaster Management. NEPO, and more so, the subcommittees gather several times throughout the year, particularly during the hurricane season, to plan, monitor and evaluate set initiatives, but also to share critical information and integrate efforts.

The Office of Disaster Management (ODM) which currently operates under the Ministry of Environment, Climate Resilience Disaster Management and Urban Renewal, plans and organizes counter-disaster measures at central level as its primary responsibility. It is headed by a National Disaster Coordinator. ODM also serves as the Secretariat to NEPO. Hence it coordinates activities and acts as a central point for the operations of NEPO and all its committees and special task forces including the National Emergency Operations Center (NEOC).

A major function of NEPO is to develop, operate, and maintain the NEOC which is guided by the directives outlined in the National Disaster Plan. The NEOC usually comprises of various senior ranking



officers / personnel from the Commonwealth of Dominica Police Force, the Fire and Ambulance Services, medical professionals and other critical sectors (utility, communications and transport etc) and sometimes the Chair of several subcommittees. The ODM houses the National Emergency Operations Center and facilitates the set up and management of an alternate site when access to the ODM becomes a challenge due to a disaster or emergency. The Deputy National Disaster Coordinator (which currently does not exist) or the National Disaster Coordinator himself serves as the Operations Officer for the NEOC. Note that an EOC can be set up at the district or community level if circumstances necessitates.

Overall, ODM and NEPO lead and coordinate programs and activities using pillars of the Disaster Risk Management Cycle: prevention, mitigation, preparedness, response and recovery.

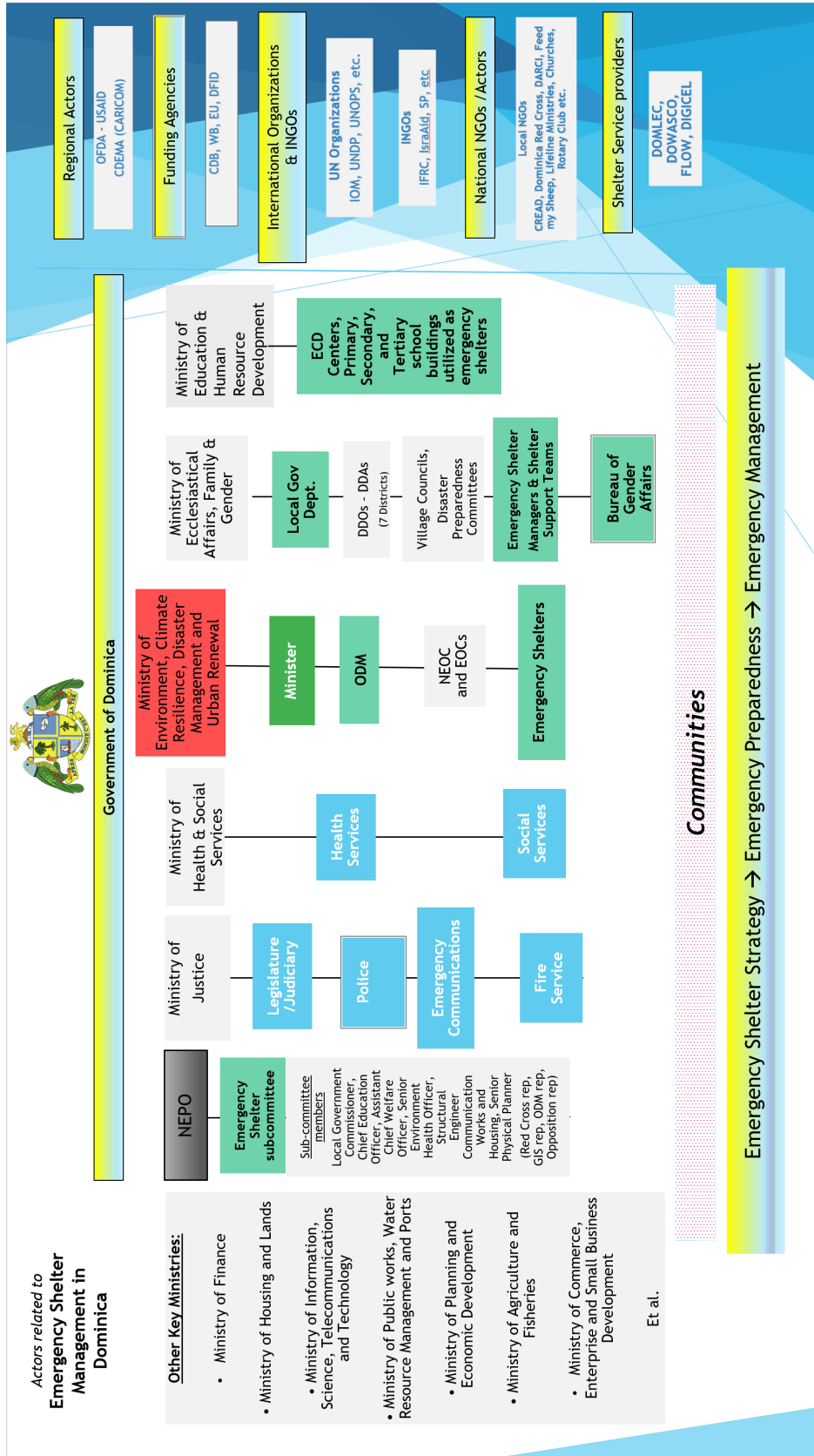
At the district and community levels, there are District Disaster Committees and Community Disaster Committees. It is within the Community Disaster Committees, most often, that personnel for Shelter Management are generated. The Shelter Managers may be designated by these committees or by the Village Councils (local authorities), or Shelter Managers may simply and independently volunteer their services. On other occasions, Shelter Managers are sought / 'recruited' by DDOs / DDAs of the Local Government Division, or by staff of the ODM. The entire service is based solely on voluntarism but various options are being considered for the near future.

The manual further outlines the core functions and responsibilities of the teams that manage the emergency shelters and elaborates on the same for the front line government departments or organizations that play a vital role in the coordination of shelter management activities. As depicted by the composite structure below of actors related to emergency shelters in Dominica, almost all Ministries have a role to play in emergency shelter management, and although the latter has been placed under the mandate of the ODM, it is quite clear that the Local Government Division is a major front partner due to its expanded network on the ground. The ODM is extremely limited in terms of human resources and is challenged with the capacity to manage such a massive undertaking as well as its other functions. Fortunately, there is also support and leadership by the Emergency Shelter Subcommittee, including the other related subcommittees, non-governmental organizations, donors and private sector entities.

Communication to and from the different actors within the comprehensive structure, particularly during a disaster or emergency, is also vital to emergency shelter management and communication channels and content are further expanded upon throughout the manual.



# The Overall Structure for the Management of Emergency Shelters in Dominica



## Activation Authorization of Emergency Shelters

There is a series of communications that takes place before a declaration is made to activate emergency shelters.

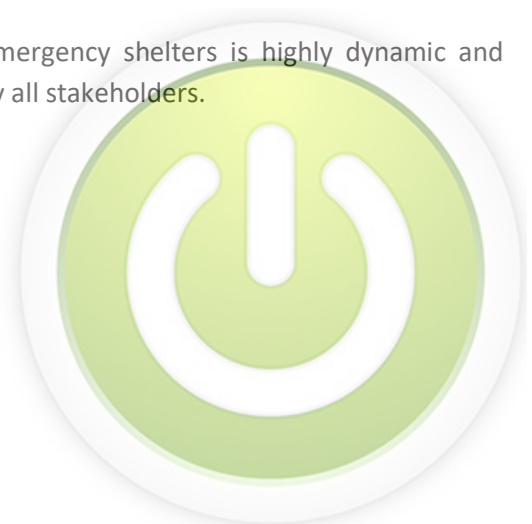
If there is a potentially highly impactful impending Hydrometeorological or climatic event, the Dominica Meteorological Office issues an early alert internally and to the general public, and discussions are held between the MET Office, the Office of Disaster Management, and the Chair of the National Emergency Planning Organization who is the sitting Prime Minister. After weighing the presenting risks associated with the impending hazard, the Chair of NEPO may advise the President of Dominica to declare a State of Emergency. During this time, the ODM along with the MET Office, the Chair of the Emergency Shelter Subcommittee, and sometimes the Chair of NEPO jointly utilize all media avenues, particularly national media agencies such as the Dominica Broadcasting Station and the Government Information Service (television) to issue warnings and advisories to the public.

Before these publicized warnings, the Local Government Commissioner who is also the Chair of the Emergency Shelter Subcommittee authorizes the District Development Officers and District Development Assistants in the Local Government Division to instruct all emergency shelter managers to activate emergency shelters and prepare the community for accessing and utilizing the shelters. This announcement is also broadcast through the media advisories. The list of emergency shelters, their locations and the name of their Shelter Managers are announced to the general public. This list of emergency shelters is also published through print and online media at the advent of the Hurricane Season annually.

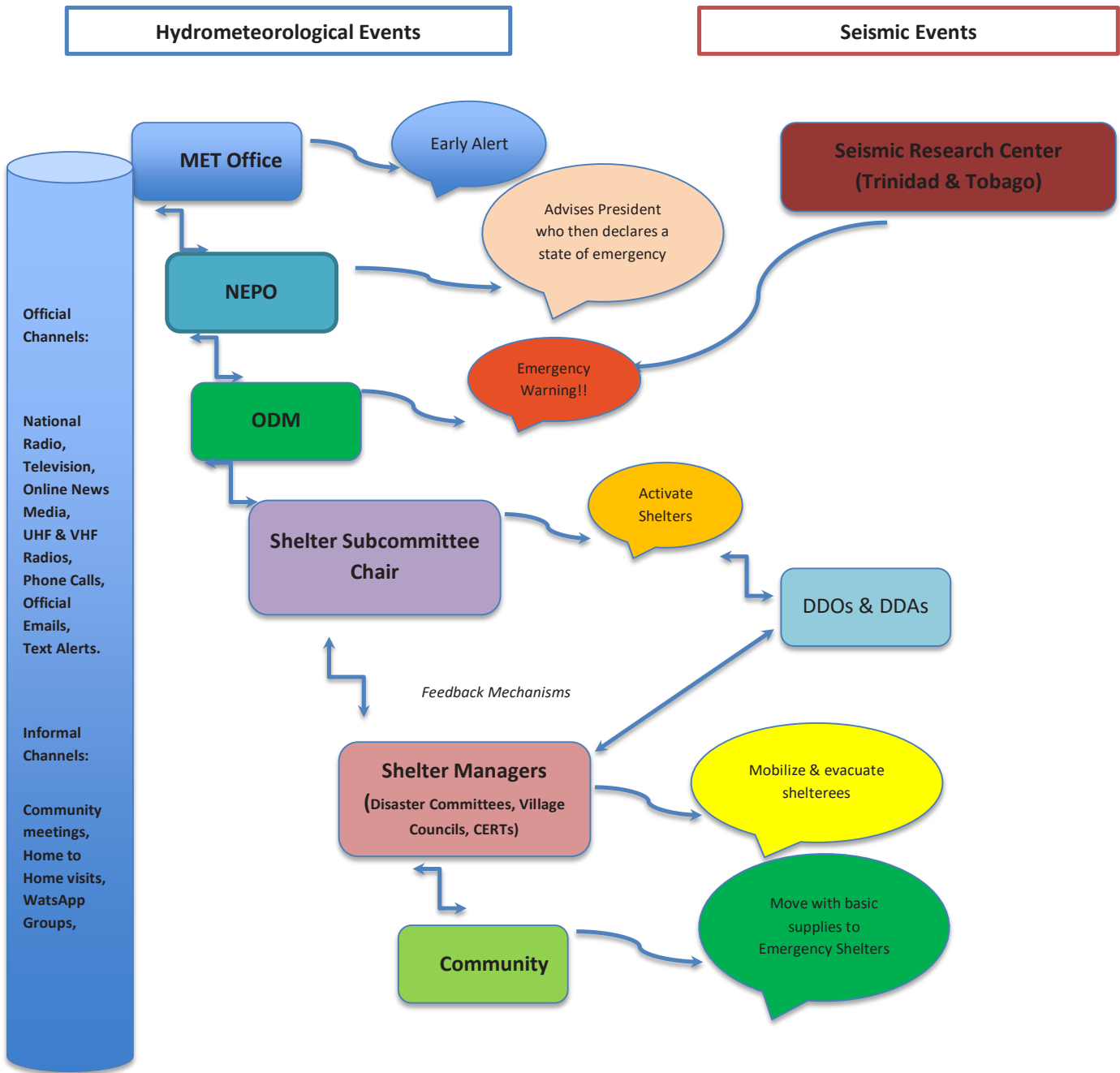
In a reverse trend, Shelter Managers provide key feedback information through the DDOs and DDAs to the Emergency Shelter Subcommittee and the ODM. Such information may concern additional space needed in alternate buildings, key equipment needed urgently, assistance with ambulance transportation to the main hospital for critically ill persons before the event.

For seismic events, the ODM is the frontline agency to issue an alert and advise the public, but the protocol to activate shelters remains generally the same.

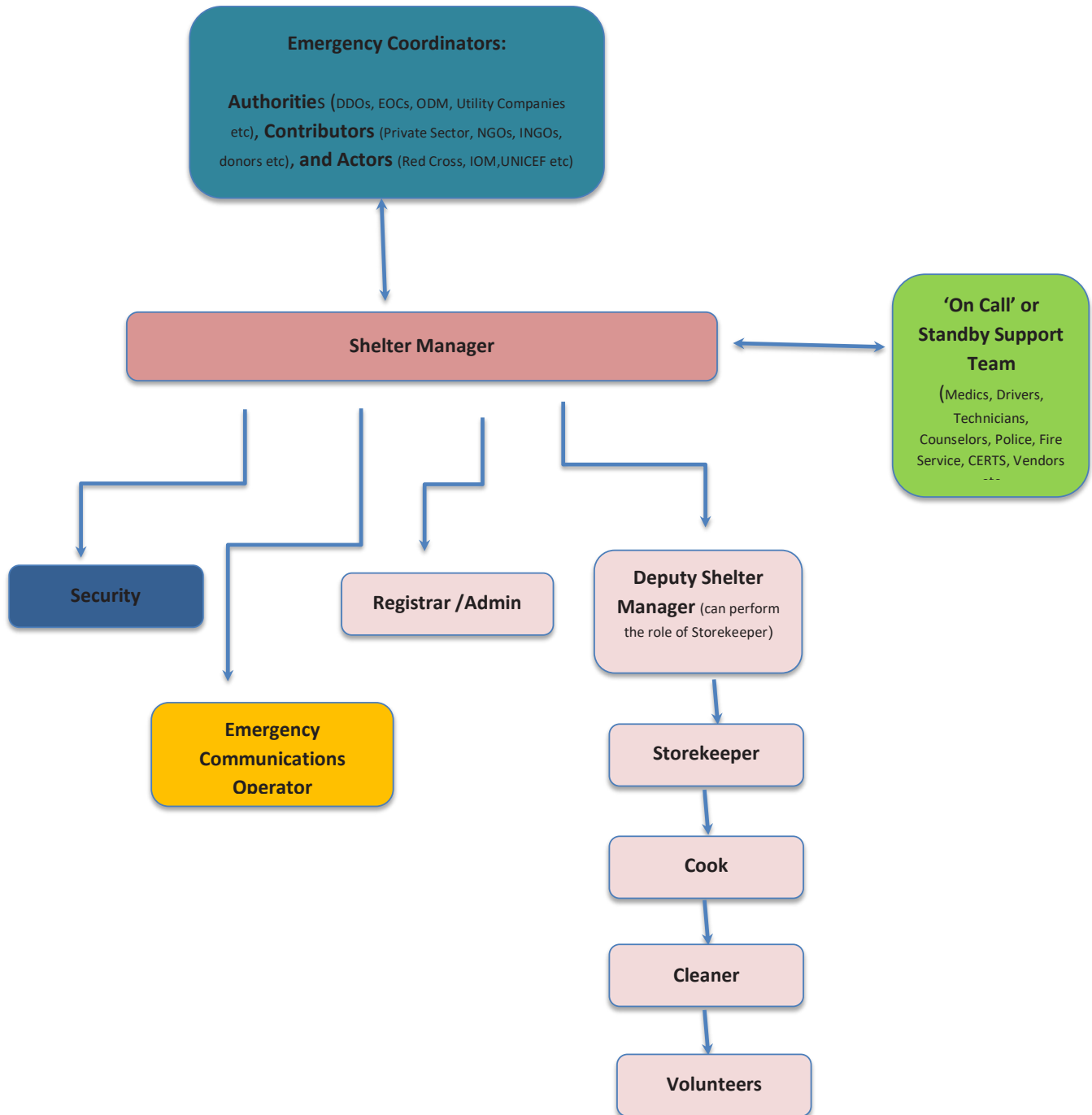
The entire decision making process for the activation of emergency shelters is highly dynamic and interactive even as clear directives are issued and respected by all stakeholders.



# Emergency Shelters Activation Authorization Protocol








## Emergency Shelter Management Support Team



## Core Functions of Emergency Shelter Management Support Team

Roles	Core Functions
<b>Shelter Manager:</b>	<p>Is accountable for and assumes these major oversight functions regarding the Emergency Shelter:</p> <ul style="list-style-type: none"> <li>➤ Planning &amp; logistics</li> <li>➤ Shelter Operations (team roster and planned daily activities)</li> <li>➤ Shelter preservation and maintenance</li> <li>➤ Finance and Administration (supervising, registration, documentation, relief distribution)</li> <li>➤ Emergency Communications</li> <li>➤ Supervision of shelter team &amp; team building</li> <li>➤ Oversight and support to shelteree subcommittees</li> <li>➤ Information Management (including the upkeep of the Shelter Administrative Kit and the Daily Log)</li> <li>➤ Referrals (of shelterees' needs, in addition to GBV and Psychosocial needs)</li> <li>➤ Reporting</li> <li>➤ Liaising with authorities and external partners</li> <li>➤ Media Relations</li> </ul> <p>The Shelter Manager champions the care and wellbeing of both shelterees and shelter team, (in particular the most vulnerable) and promotes a healthy and positive environment within and around the emergency shelter.</p>
<b>Deputy Shelter Manager:</b>	<ul style="list-style-type: none"> <li>➤ Acts as Shelter Manager and assumes oversight of all the Shelter Managers' responsibilities as listed above when the Shelter Manager is absent or off duty</li> <li>➤ Assists Shelter Manager with tasks and roles assigned by the Shelter Manager; particularly the roles of Registrar and or Store Keeper</li> <li>➤ Assist with logistical arrangements related to transportation of shelterees or relief food and non-food items</li> <li>➤ Supports the Shelter Manager in team building and maintaining a healthy and positive atmosphere</li> <li>➤ In emergencies the Deputy has the authority to make decisions</li> </ul>
<b>Registrar / Admin</b>	<ul style="list-style-type: none"> <li>➤ Assumes the specific responsibility of registering shelterees</li> <li>➤ Ensures other reporting forms are completed, filed and submitted to relevant authorities in a timely manner</li> <li>➤ Maintains data bases and shelter records</li> <li>➤ Ensures the security and confidentiality of data and shelterees' documents, funds, prescriptions etc when necessary</li> <li>➤ Puts measures in place to ensure data protection and secure files</li> <li>➤ Signs a code of conduct</li> <li>➤ Assists with the coordination of Intention / Durable Solutions Survey and any other data gathering within the emergency shelter</li> </ul>

<p><b>Security Officer /Personnel</b></p> 	<ul style="list-style-type: none"> <li>➤ Holds the primary function of devising preventative measures to alleviate or reduce crimes, violations and disturbances in and around the emergency shelter</li> <li>➤ Puts security measures in place (i.e visitor log)</li> <li>➤ Briefs shelterees about the rules and regulations</li> <li>➤ Assists the Shelter Manager in performing safety and maintenance checks in and around the emergency shelter</li> <li>➤ Helps to relay and enforce emergency shelter rules and regulations and maintain peace and cooperation</li> <li>➤ Assists with measures to prevent theft, assault and destruction of property</li> <li>➤ Monitors persons and substances entering and exiting the emergency shelter</li> <li>➤ Recommends measures that will enhance or fortify safety and security</li> <li>➤ Prompts reporting of security incidents to relevant authorities, particularly the Police, Fire Service, Social Welfare Division etc</li> <li>➤ CAN assume the responsibilities of the Emergency Communications Operator as delegated by the Shelter Manager when necessary</li> </ul>
<p><b>Emergency Communications Operator</b></p> 	<ul style="list-style-type: none"> <li>➤ Trains in the use of various communications devices that both rely and do not rely on electrical power</li> <li>➤ Utilizes communications devices and communications channels to relay key information in and out of the emergency shelter</li> <li>➤ Keeps updated with radio and other announcements related to the Emergency and reports to and advises the Shelter Manager and the shelter team</li> <li>➤ Reports gaps or needs related to communications systems /equipment</li> <li>➤ Limits messages to and from the shelter to essential information (information that is kept as short as possible)</li> <li>➤ Keeps a log of messages sent or received and recorded by time and date</li> <li>➤ Is assigned to the relevant equipment for the purpose of receiving and transmitting messages to the NEOC or key authorities</li> <li>➤ Assists the Shelter Manager in disseminating or posting all information received that is of concern to shelterees at the Shelter Manager's direction on a bulletin board or other visible location.</li> </ul>
<p><b>Store Keeper</b></p> 	<ul style="list-style-type: none"> <li>➤ Supervises reception of items and informs Shelter Manger accordingly (there might be items the shelter may not need or may not be able to keep)</li> <li>➤ Conducts inventory of incoming and outgoing supplies and equipment on a regular basis</li> <li>➤ Checks expiring dates and uses fresh stock first (first in - first out)</li> <li>➤ Ensures the necessary paperwork is signed</li> <li>➤ Is available to receive supplies</li> <li>➤ Assists in the management and supervision of supplies distribution</li> <li>➤ Prepares requisition for needed supplies</li> <li>➤ Advises the Shelter Manager on supplies needed and the status of existing supplies</li> <li>➤ Monitors the inventory of food items daily in tandem with the Cook</li> <li>➤ Ensures secure storage for supplies</li> <li>➤ With the Registrar, ensures receipts by shelterees and shelter team for distributed items are processed properly</li> </ul>

	<ul style="list-style-type: none"> <li>➤ Helps manage quality control of supplies and the disposal of expired or unsafe supplies</li> </ul>
<p><b>Cook</b></p> 	<ul style="list-style-type: none"> <li>➤ Prepares and Distributes meals</li> <li>➤ Prepares and posts basic menus</li> <li>➤ Secures food items and utensils</li> <li>➤ Develops a set of rules for kitchen use including kitchen resources (i.e use of gas and utensils and clean up)</li> <li>➤ Authorizes who can use the kitchen for cooking</li> <li>➤ Maintains set meal times and distribution schedules</li> <li>➤ Monitors families using the kitchen on their own to cook their meals</li> <li>➤ Manages a sanitary cooking environment</li> <li>➤ Conducts daily stocktaking of food and meal related items</li> <li>➤ Advises the Shelter Manager on issues related to meals and food distribution</li> <li>➤ Checks the quality and safety of food items (i.e expiry dates, rust, exposure to rodents etc)</li> <li>➤ Registers and caters for persons with allergies, specific food preferences related to religion /culture or due to non-communicable diseases</li> <li>➤ Utilizes perishable foods first and uses low salt and low sugar guidelines in consideration of persons with food restrictions</li> <li>➤ Assists the Shelter Manager in facilitating arrangements (ideally - prearrangements) with store keepers or local suppliers regarding the provision of food items or meals for the emergency shelter when necessary - particularly when government supplies are not available or have not kicked in</li> </ul>
<p><b>Cleaner /s</b></p> 	<ul style="list-style-type: none"> <li>➤ Develops a cleaning schedule (who, what and frequency)</li> <li>➤ Monitors the implementation of the cleaning schedule</li> <li>➤ Inspects the cleanliness of the shelter regularly</li> <li>➤ Maintains the proper hygiene and sanitation of the emergency shelter on a frequent basis</li> <li>➤ Ensures the availability and use of cleaning supplies in coordination with the storekeeper (utilizing the list of necessary supplies)</li> <li>➤ Disposes of garbage according to the recommendations by Environmental Health for different types of refuse (i.e hazardous waste, medical waste, non-biodegradables etc)</li> <li>➤ Reports to the Shelter Manager on issues related to garbage disposal along with potential solutions to address issues</li> <li>➤ Assists the Shelter Manager in advising the shelterees on hygiene and sanitation</li> </ul>



This Emergency Shelter Management Support Team structure, though slightly adjusted to suit the Dominica context, is recommended for better standardization and effectiveness of the team approach to managing shelters successfully. It discourages the historical practice of Shelter Managers having to manage emergency shelters on their own or having to rely on help that is inconsistent, unreliable or unstructured.

The proposed systems approach promotes more accountability, more integration and more role sharing. This helps to lighten the weight of responsibility borne by the Shelter Managers. A standardized structure of persons paid or volunteering helps all actors involved to be familiar with each other and this enhances planning and response. Each player gets to understand where he or she fits in the bigger picture and impresses upon them the importance of their role in saving and enhancing the lives of persons needing to live temporarily in an emergency shelter.

Clearly defined roles and functions help team members take greater ownership of their work and their contribution to effective shelter management. Other persons who assist in managing the shelters comprise of members of Disaster Committees, Village Councils, schools or community groups. But shelterees as well have often presented their skills set and assumed roles and responsibilities within emergency shelters. This is encouraged particularly when other assistance is unavoidable or roles /positions are vacant, or shelterees feel to contribute and participate more meaningfully in the shelter. Although, this should be managed by the Shelter Manager or shelter team in a way that does not further strain the shelterees.

The 'On call' or 'Standby' team such as medical professionals, police officers, fire officers and other skilled persons residing in the community may not be a part of the internal structure of the shelter team but it ensures the shelter has access to near-by essential services. The stations of these essential service providers must be adequately equipped with the necessary personnel, supplies and equipment to promptly and successfully respond to the needs of the shelter.

Emergency Coordinators are part of the Emergency Shelter Management Support Team but primarily in the capacity of provider and supervisor. Without their oversight, sector coordination and leadership, the immediate shelter team faces a major challenge to function successfully.

Effective communication helps saves lives.

Every child and every adult has a right to information that is relevant to his / her life. Being informed allows each person to make informed choices.

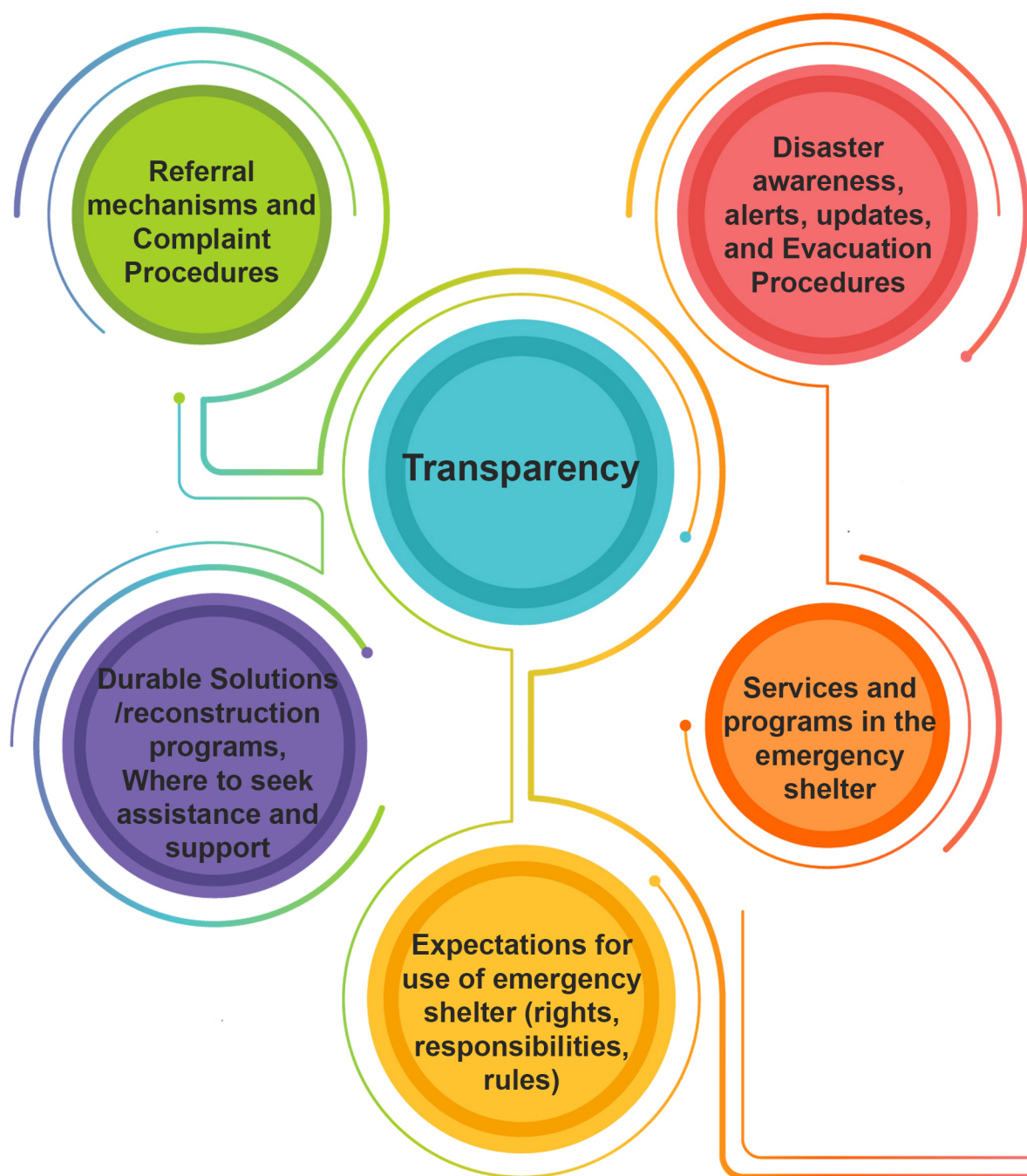
Before, during and after an emergency, it is absolutely necessary and critical that communication is:

- **People centered** (cares about people, puts people's needs first, values human life, promotes meaningful participation)
- **Transparent** (mindful of people's 'right to know', persists in accuracy)
- **End to End** (ensures that information is received and encourages feedback / two-way communication)
- **Mindful of people's Privacy and Dignity** (is sensitive to people's wishes and circumstances)
- **Tailored for diverse groups and abilities** (considers literacy level, persons with disabilities, people who are home bound, people who do not have access to communications devices)
- **Relevant and timely** (the information matters to people, is real- time, up to date)
- **Unhindered and assertive** (free, multiple options are available)
- **Respects authority and is based on mutual trust** (trust and compliance with critical directives issued)

Effective communications is vital to emergency shelter management.



## INFORMATION SHARING WITH COMMUNITIES AND SHELTEREES BEFORE, DURING AND AFTER EMERGENCIES



Information sharing with communities and shelterees can be done through diverse ways such as: meetings, through radio, television, print and online media, or through theatre and music, home to home visits, notice boards or community drive-through utilizing megaphones etc. Phone calls, group chats, text messages and social media are also common avenues.

## INFORMATION SHARING WITH COORDINATORS & SERVICE PROVIDERS BEFORE, DURING AND AFTER EMERGENCIES



Information sharing with Coordinators is generally more formerly done through: documented reports, emails, requests and proposals, official meetings, referrals and authorized disclosures.

A Shelter Manager and shelter team members must be well informed and able to communicate effectively; and key to communicating effectively is planning effectively.

Therefore, shelter teams must be equipped with planning tools, and have access to communications devices and the skills set to use them. They should also be equipped with protective gear and supplies that help keep them safe. Such tools must be part of a shelter's administrative kit.

This kit should contain (among others things) an Emergency Shelter Operations Plan which entails various maps, contact information, strategies, protocols and work plans that will be developed locally by the shelter team, utilized on a regular basis, and revised annually or when necessary. There should also be an adequate stack of reporting forms for appropriate use by the shelter team. Many of these tools including the operations plan are provided in the tools section later on in the manual. Additional contents of the Shelter Administrative kit include lighting sources, communications devices, First Aid and early warning supplies and equipment. The kit should be thought of as an office in a box / bag that is made use of on a daily basis during shelter activation, and it should be conserved and easy to transfer to a new location if the circumstances call for it.

Altogether, being equipped bolsters the shelter team's confidence and state of readiness to manage the operations of the emergency shelter.

## **SHELTER ADMINISTRATIVE KIT**

**Emergency Shelter Operations Plan**

**Shelter map or blueprint**

**Community map (with evacuation routes & resources demarcated)**

**Weather map**

**Emergency Shelter Management Manual**

**Reporting forms**

**Stationary**

**Battery operated radio**

**Lamp /light source**

**First Aid kit Early Warning kit (megaphone etc.)**

**Communications devices (cell phone, amateur radio etc.)**

**High quality plastic tub or Back Pack to serve as kit**

**Key reporting to the National Emergency Operations Center (NEOC) during and in the immediate aftermath of an emergency: through couriers, emergency communications equipment, DDOs, or electronic Apps (which could be developed):**

1. Emergency shelter in use or not in use
2. Shelter capacity
3. Number of persons in emergency shelter (disaggregated by gender, age, children, elderly, disabled)
4. Number of fatalities at the shelter
5. Number of persons injured, ill and unstable or in late stages of pregnancy and needing specialized medical care including airlifting or other modes of transportation
6. Number of persons at the shelter not from the community
7. Special food, relief and medical items needed urgently by emergency shelter
8. Number of shelterees' relatives reported missing
9. Infrastructural, utilities and communications damage or challenges affecting accessibility to and from the community and the emergency shelter

#### **DECISIONS NEEDED TO BE TAKEN BY NEPO DURING AN EMERGENCY**

- Where to deploy medical and other relief assistance
- Where to prioritize rehabilitation of infrastructural, utilities and communications access
- Where to deploy various front line authorities and local and international agents
- Where to assign contingency/ back up emergency shelters
- When and where to request and accommodate external support
- Where to support and reinforce peace keeping
- When to issue an "All Clear"

Structured meetings and reporting can assist the shelter team to remain focused and on point. Furthermore, it helps speed up the documentation and reporting, and this can enable decision making to be quicker and better informed.

**Briefings and meetings during shelter activation should include:**

1. Status of emergency
2. Unresolved Problems
3. Major new problems
4. Assistance needed from other agencies / outside organizations
5. Information and reports to pass on to Coordinators
6. Staff Care – Stress debriefings

**Meeting Minutes should capture:**

1. Who attended the meeting
2. Date, Time, Location
3. What decisions were taken
4. What information needs to be shared or submitted
5. Help and support needed





**ROLES AND  
RESPONSIBILITIES AT  
SHELTER MANAGERS'  
LEVEL**

# 1. MAIN ROLES AND RESPONSIBILITIES OF SHELTER MANAGERS' LEVEL

## A. PREPAREDNESS (PRE-EVENT)

### Shelter Manager Tasks Specific to the Shelter Manager's Administrative Duties

- Be officially designated as Shelter Manager
- Receive and read the shelter manager Terms of Reference and sign a Code of Conduct
- Obtain Shelter Manager's ID card
- Participate in shelter management training
- Obtain and be knowledgeable of keys to the emergency shelter. Have duplicate keys and ensure they are labeled and secured but accessible when needed.
- Participate on the technical evaluation and inspection of shelters (a. *Conduct preliminary inspection to determine if the building is fit for use as a shelter.* b. *Determine space available, identify space to be used for housing shelterees and other activities and determine and allocate square footage per person.* c. *Check building to assess whether essential facilities are in good working condition such as running water, toilets functioning, power, kitchen, storage).* d. *Check for any visible defects (Loose connections, bolts and fasteners, roof, leaks, windows and doors).*
- Recruit and orient the Emergency Shelter Management Support Team
- Review the Emergency Shelter Management Manual
- Prepare the Emergency Shelter Operations Plan preferably with the participation of the Emergency Shelter Management Support Team, Village Councils, Disaster Committees and other critical persons or groups in the community
- Be aware of and familiar with the Community Vulnerability Profile, developed by Disaster Committees in reference with Disaster Plans
- Participate in District level Emergency Shelter Management Committees where they exist and emergency preparedness activities
- Review standard shelter rules and regulations and adapt as necessary
- Review and secure duplicated quantities of intake / reporting forms
- Liaise with coordinators, authorities and other partners

### Shelter Manager's Tasks Related to the Emergency Shelter

- Check assigned emergency shelter to ensure it is equipped with emergency supplies and report accordingly to Coordinators (including food, basic non-food- items & emergency equipment)
- Identify means of communication

### Shelter Manager's Tasks Related to the Shelter Management Support Team

- Be knowledgeable of the National Emergency Plan
- Train in shelter management and emergency preparedness
- Participate in emergency preparedness activities in communities

### Shelter Manager's Tasks Related to the Community / Potential Shelterees

- Support community's assessment to identify existing or potential vulnerabilities (disaggregated by age, sex and persons with special needs)
- Support public awareness on shelters' use at community level through various mediums including community meetings, announcements and postings
- Assist with information dissemination of emergency shelter rules and regulations



*The related reporting forms, checklists, and guides for this Phase can be identified under the Preparedness (Pre-Event) phase of the section in the manual labeled 'Key Tools in Emergency Shelter Management.'*

## **B. EARLY WARNING (PRE-OCCUPANCY): A DISASTER IS IMMINENT, SUSPECTED OR POSSIBLE. "NO WARNING" DISASTERS WILL NOT HAVE AN ALERT PHASE.**

### Shelter Manager Tasks Specific to the Shelter Manager's Administrative Duties

- Be on the alert for pre-activation call by the Chair of the Emergency Shelter Subcommittee
- Mobilize the Emergency Shelter Management Team and delegate duties and tasks and prepare roster with rotating duties
- Obtain and secure in waterproof casing all necessary intake/reporting forms
- Review the Emergency Shelter Operations Plan
- Have on hand and as part of the operations plan the list of families, particularly vulnerable families in the community who would be needing shelter
- Make arrangements to easily access shelter keys
- Coordinate with relevant stakeholders (service providers) according to directives by the authorities
- Participate in meetings when needed

### Shelter Manager's Tasks Related to the Emergency Shelter

- Inspect and clean the emergency shelter
- Ensure emergency equipment (generators etc) works
- Establish and test communications systems and equipment

- Allocate spaces / rooms with consideration for gender, age, disabilities
- Furnish allocated rooms with key necessities such as mattresses, sleeping cots and other essential items if available
- Label rooms and spaces and post ground rules where relevant (i.e bathrooms, kitchen etc)
- Source and securely store necessary supplies
- Make arrangements for receiving supplies (storage space)
- Conduct a proper inventory of items (check expiration dates of canned or packaged goods, check for integrity of cans - dents, etc.)
- Inspect generator, antennas, food and water stocks, and fuel supply (payment of utility bills should be up to date)
- Set up or install the following items if possible: basic office furniture, communications equipment, charts and display materials, phones, fax, computers, radios and scanners

### Shelter Manager's Tasks Related to the Shelter Management Support Team

- Alert and inform shelter team on when and where to report and recruit additional team members if necessary
- Register shelter team if not already part of the operations plan
- Orient shelter team and deploy them according to the roster of duties
- Demonstrate to the team how to fill in the forms, in particular the Shelter Registration form
- Receive and store supplies as per the Supplies and Distribution Guide
- Host essential meetings with the shelter team
- Alert essential support services in the community / district to be equipped and on standby (Community Health center, CERTs etc)

### Shelter Manager's Tasks Related to the Community / Potential Shelterees

- Host meetings with community / potential shelterees
- Communicate and disseminate relevant information to targeted community, as required
- Communicate timing of commencement of shelter occupancy



***The related reporting forms, checklists, and guides for this Phase can be identified under the Early Warning (Pre- Occupancy) phase of the section in the manual labeled 'Key Tools in Emergency Shelter Management.'***

## Shelter Preparation (Pre-activation / Pre-Occupancy) Checklist

### 1. Prepare a management plan

**Completed**

- 1.1 Building inspected -----
- 1.2 Rooms allocated for special activities -----
- 1.3 Receipt and storage of supplies -----
- 1.4 Shelter team mobilized -----
- 1.5 Relevant authority and interest groups contacted-----
- 1.6 Staff meetings held -----
- 1.7 Meetings arranged with prospective shelterees -----
- 1.8 All necessary forms obtained -----
- 1.9 List of shelterees needs and priorities prepared -----
- 1.10 Shelter prepared -----

## C. EMERGENCY RESPONSE (DURING AND AFTER EVENT)

### Shelter Manager's Tasks Related to the Community / Potential Shelterees

- Organize the registration process (ensure proper space, make arrangements for vulnerable groups –chairs, etc) and explain the process to the people
- Complete Shelteree registration by the end of the first day or upon admittance of shelterees
- Register all people staying in the shelters in a disaggregated manner (by age, sex, special needs) and update regularly
- Issue allocation of space for families or by gender depending on the layout of the physical space
- Activate and direct shelterees to emergency clinic and counseling services
- Brief shelterees:
  - ✓ Announce and introduce assigned or designated areas such as health clinic, counseling space, recreation areas, and post a general map or use notice board to display this information
  - ✓ Introduce the Shelter Manager and the members of the shelter team
  - ✓ Review ground rules and expectations regarding care, respect, Human Rights and shelterees' obligations. Emphasize the stance on Substance Abuse, Use of Weapons and Violence including Gender Based Violence. (Rules can also be posted in general areas or issued as handouts; expectations for use of washrooms should be posted in washrooms as well)
  - ✓ Inform shelterees about the complaint procedures

- ✓ Review liability and responsibilities (i.e breakage, damage, willful destruction)
  - ✓ Establish and introduce the Sign-in/Sign-out policy when shelter residents leave for any period. This helps to keep an accurate shelter population headcount.
- Disseminate relevant information to shelter residents regarding assistance, services, and protection activities, as well as ongoing reconstruction programmes and durable solutions, or other issues that may be of interest to them
  - **Check all shelter residents have safe access to assistance and services, in particular vulnerable individuals (elderly, persons living with disabilities, children, those who are ill or injured etc)**
  - Identify and refer persons with specific protection needs to mandated institutions
  - Determine interests and skills of shelterees and facilitate their participation in shelter operations if there is a need and if they wish to contribute their assistance
  - Continuously inform shelterees on the status of the emergency
  - Identify shelterees' needs and conduct ongoing solutions based casework towards final evacuation of emergency shelter
  - Make provisions for debriefing sessions preferably to be facilitated by trained personnel (Without trained counselors, the shelter team can organize community group debriefing sessions as an opportunity for shelterees to share their feelings and to realize that their particular reactions are not abnormal.”
  - Consider activities to help children express their feelings about the disaster
  - Ensure two-way communication mechanisms that allow feedback (information desks, suggestion boxes, field monitors, hotlines, complaint forms etc.)
  - Host meetings with shelterees when necessary
  - Conduct a daily Head Count preferably at the end of each day
  - Ensure shelterees sign out upon departure

#### **Shelter Manager's Tasks Related to the Emergency Shelter**

- Activate work plan of shelter activities such as cooking, cleaning, store keeping, food and supplies distribution, record intake, health checks, security rounds, emergency clinic and counseling, recreation, religious and child appropriate activities
- Designate roles and responsibilities for food – children care - first repairs - cleaning the premises (WASH) - Non Food Items distributions - health – logistics – security - recreational activities - identification of durable solutions case work
- Develop participatory structures

#### **Shelter Manager's Tasks Related to the Shelter Management Support Team**

- Register people upon arrival
- Implement shelter work / activity plan
- Enforce shelter rules and appoint monitors
- Maintain contact with relevant authorities
- Perform Shelter safety and maintenance checks
- Identify, report and resolve problems
- Utilize effective / established communication channels

- Prepare and submit daily reports
- Ensure daily stock taking and daily inventory reports
- Perform requisition of supplies
- File, refer, resolve protection violations swiftly
- Report security incidents to relevant authorities
- Keep registration information (personal data) secured and only share with authorized persons ensuring confidentiality
- Monitor proper functioning of shelter services on a regular basis.

### Shelter Manager Tasks Specific to the Shelter Manager's Administrative Duties

- Conduct registration of members of the Shelter Management Support Team
- Post duty rosters and appoint store keeper and persons to: distribute and receive supplies, prepare and distribute meals, clean, coordinate specific activities such as recreation, religious, children's activities)
- Identify, select and appoint persons to perform security functions and issue badges or IDs if possible
- Incorporate opportunities for debriefings and lessons learned during team meetings
- Bring assistance and service gaps to the attention of Coordinators
- Coordinate emergency communication and exchange information with relevant authorities (i.e Fire Services, Police and Health)
- Coordinate with the shelter Emergency Communications Operator (i.e. 2-way radio) for two-way communication with authorities
- Keep a logbook updated on shelter daily activities
- Submit periodic reports to Coordinators
- Organize and monitor distribution activities and monitor the supply storage
- Maintain inventory of all incoming supplies and equipment
- Review and revise shelter activities when necessary
- Participate in Shelter Committee and emergency related meetings
- Manage Media relations at the shelter
- Manage conflicts



***The related reporting forms, checklists, and guides for this Phase can be identified under the Emergency Response (During and After Event) phase of the section in the manual labeled 'Key Tools in Emergency Shelter Management.'***





**SHELTER MANAGER CHECKLIST Shelter Opening (Activation)**

- | <b>2. Prepare for occupancy of shelter</b>   | <b>Completed</b>         |
|--|--------------------------|
| 2.1 Staff alerted -----                      | <input type="checkbox"/> |
| 2.2 Shelter opened and checked -----         | <input type="checkbox"/> |
| 2.3 Staff registered -----                   | <input type="checkbox"/> |
| 2.4 Staff assigned and deployed -----        | <input type="checkbox"/> |
| 2.4 Communications established -----         | <input type="checkbox"/> |
| 2.5 Necessary supplies ordered -----         | <input type="checkbox"/> |
| <br>   |                          |
| <b>3. Shelter occupied.</b>                  |                          |
| 3.1 Shelteree registration established ----- | <input type="checkbox"/> |
| 3.2 Shelter work plan implemented -----      | <input type="checkbox"/> |
| 3.3 Shelterees briefed -----                 | <input type="checkbox"/> |
| 3.4 Relevant authorities contacted -----     | <input type="checkbox"/> |
| 3.5 Additional staff recruited -----         | <input type="checkbox"/> |
| 3.6 Supplies distributed -----               | <input type="checkbox"/> |
| 3.7 Duty rosters posted -----                | <input type="checkbox"/> |
| 3.8 Staff meetings held -----                | <input type="checkbox"/> |
| 3.9 Necessary records prepared -----         | <input type="checkbox"/> |
| 3.10 Shelter rules enforced -----            | <input type="checkbox"/> |
| 3.11 Food prepared and distributed -----     | <input type="checkbox"/> |
| 3.12 Emergency clinic established -----      | <input type="checkbox"/> |
| 3.13 Shelter activities reviewed -----       | <input type="checkbox"/> |
| 3.14 Shelter safety checks performed -----   | <input type="checkbox"/> |
| 3.15 Problems identified and resolved -----  | <input type="checkbox"/> |

## **D. EARLY RECOVERY AND REHABILITATION (POST EVENT) – SHELTER CLOSURE**

### **Shelter Manager's Tasks Related to the Community / Potential Shelterees**

#### Evacuation of shelter

- Disseminate information at the shelter level concerning ongoing durable solutions and return and reconstruction programs
- Continue to assess the intentions of the shelterees through shelter surveys
- Complete rehabilitation arrangements for shelterees
- Ensure shelterees have personal documentation and assets in their possession
- Arrange necessary transportation especially for those in need (aged, disabled, elderly, sick etc)
- Sign out shelterees
- Continue to provide accommodation in the emergency shelter for those unable to return home.
- Conduct daily Head Counts

### **Shelter Manager's Tasks Related To The Shelter Management Support Team**

#### Administrative details completed

- Conduct meeting with shelter team to include team debriefings and lessons learned
- Complete ALL necessary and mandatory forms
- Update and complete Activity Log
- Prepare final reports (obtain reports / information from key team members )
- Update list of shelter team members and volunteers
- Work with Coordinators and other relevant key stakeholders to ensure the identification of durable solutions for the shelter residents
- Distribute Return Packages if necessary (rent assistance, financial aid, rebuilding hand tools etc)

### **Shelter Manager's Tasks Related to the Emergency Shelter**

#### Shelter building cleaned and restored

- Return remaining supplies and equipment, particularly equipment on loan
- Conduct a final inspection of the shelter
- Repair damage to structure
- Clean and sanitize the shelter
- Restore arrangement of building spaces
-

## Shelter Manager Tasks Specific to the Shelter Manager's Administrative Duties

- Be informed about the national exit plan to phase out shelter-based assistance in order to prepare for shelter closure
- Plan for shelter closure in close collaboration with shelter Coordinators
- Assist with the coordination of environmental rehabilitation or restoration needs
- Support post-inspection process
- Update inventory of supplies, materials, equipment
- Obtain and communicate 'All Clear' signal
- Conduct a head count
- Submit final reports to Local Government and ODM etc detailing major actions taken during the Shelter operations, major needs outstanding and recommended follow up actions, casualties, physical damage, threats and challenges
- Close the shelter and return the keys



*The related reporting forms, checklists, and guides for this Phase can be identified under the Early Recovery and Rehabilitation (Post Event) phase of the section in the manual labeled 'Key Tools in Emergency Shelter Management.'*

### SHELTER MANAGER CHECKLIST Shelter Closing (De-activation/Post-activation)

	Completed
<b>4. Evacuation of Shelter</b>	
4.1 Rehabilitation arrangements completed for shelterees -----	<input type="checkbox"/>
4.2 Necessary transportation arranged -----	<input type="checkbox"/>
4.3 Shelterees signed out -----	<input type="checkbox"/>
<b>5. Administrative details completed</b>	
5.1 Staff meeting held -----	<input type="checkbox"/>
5.2 All forms completed (Registrations, requisitions, inventories) -----	<input type="checkbox"/>
5.3 Activity log completed -----	<input type="checkbox"/>
5.4 Final reports written -----	<input type="checkbox"/>
<b>6. Shelter building cleaned and restored</b>	
6.1 Remaining supplies and equipment returned -----	<input type="checkbox"/>
6.2 Shelter inspected -----	<input type="checkbox"/>
6.3 Damage to structure repaired -----	<input type="checkbox"/>
6.4 Shelter cleaned -----	<input type="checkbox"/>
6.5 Keys returned -----	<input type="checkbox"/>

In the event of cascading hazards and disasters while emergency shelters are still operational, the following protocols for Tsunami, Earthquake, Fire, Flooding, Intruder Response and Medical Emergency will help guide shelter occupants to safety. (These protocols are adapted by the protocols outlined in the School Emergency Operation Plan 2019 for Dominica developed by IsraAid and financed by UNICEF). The Smart Action Guide advises the Shelter Manager and shelter team on the appropriate stance and actions to take regarding certain situations at the shelter (i.e substance abuse, use of weapons etc).



### **Tsunami Response Protocol**

1. Upon an official alert, the Shelter Manager / shelter team member in charge will activate the Tsunami Evacuation Protocol immediately!
2. The Shelter Manager / shelter team member in charge will sound an alarm utilizing a PA system / megaphone / identified alarm system while shouting the words:  
"THIS IS A TSUNAMI EVACUATION ALERT!  
PLEASE EVACUATE IMMEDIATELY!  
THIS IS NOT A DRILL!"
3. Shelterees and shelter team will immediately exit the emergency shelter to the designated Tsunami Safe Zone in a brisk and orderly manner
4. The Shelter Manager / shelter team member in charge should make sure to evacuate with their emergency GRAB BAG / Shelter Manager's Administrative Kit which should also contain the shelterees registration forms
5. The Shelter Manager / shelter team member in charge will facilitate the safe evacuation of the most vulnerable (elderly, persons with medical conditions, disabled, children etc)
6. Everyone will gather at the Tsunami Safe Zone and await further instructions
7. Persons evacuated from the emergency shelter should congregate together at the Tsunami Safe Zone since many other persons from the community may gather at the same location. Attend to special needs of shelterees and staff
8. All should return to the emergency shelter in an orderly manner once an official "All Clear" is issued by the appropriate authorities
9. Depending on the severity of the incident, the Shelter Manager /shelter team member in charge will proceed to act based on the advice of the appropriate authorities.

*This protocol should be posted and shared throughout the emergency shelter and should be regularly tested to ensure familiarity and compliance. (See also the ODM's Tsunami Brochure)*

## Earthquake Response Protocol



### If INSIDE the Emergency Shelter:

1. Shelterees and staff will remain indoors, move away from windows, shelves, heavy objects or furniture which could topple over and cause injury
2. Take cover under a sturdy desk or table and hold on as in “Drop, Cover, Hold”
3. If in a hallway, stairway or other areas inside the shelter where cover is not available, stay close to an interior wall
4. In the kitchen or cooking area, all burners should be turned off (if possible) before taking cover

### If OUTSIDE the Emergency Shelter:

1. Shelterees and Shelter staff will move to an open space, away from buildings and overhead power lines
2. All persons should lie down or crouch low to the ground
3. Keep looking around in order to identify dangers which may require persons to move
4. If on a vehicle, the driver should stop the vehicle away from power lines, bridges, overpasses and buildings
5. Persons on the vehicles should remain seated and hold on

### BEFORE EVACUATING the Emergency Shelter:

1. Assess the situation. Coordinate with your team members
2. Determine if the main exits are clear. If not coordinate with colleagues / shelterees to have them cleared of dangers
3. Determine if the designated assembly site is safe. If not, direct all persons to the alternate assembly site
4. Avoid any wires that are down or exposed
5. Areas near fences should be avoided; they are an electric shock hazard if live wires touch them
6. Note that if a door is jammed, use a pry bar and gloves to open the door or window to exit the room. If not possible, blow the whistle to alert rescuers
7. Once it is deemed safe to do so, proceed with the evacuation of the emergency shelter
8. Shelter team should assist each other in executing the protocol including in the event that team members are injured or hindered.

### POST EVACUATION of the Emergency Shelter:

1. Check to be sure all occupants have evacuated the emergency shelter
2. Notify Police and Fire Services (dial 911) if you have trapped or missing persons
3. Request or organize Search and Rescue adult teams to search for missing or trapped persons
4. Organize a check of every room in the emergency shelter to ensure they are empty of occupants
5. Notify utility and maintenance companies of any damage or suspected damage to utility lines, pipes etc
6. Provide for the welfare and positive morale of the shelterees and shelter team. Set up area for food preparation and service if persons are to stay out for long periods. Maintain food and water supplies and provide for sanitation needs

### **Fire Response Protocol**

1. If someone discovers a fire in or around the emergency shelter which could pose a danger to others, s/he will report it to the nearest shelter team member
2. The shelter team member will immediately sound the fire alarm (whatever is designated as a fire alarm) and all shelter occupants will immediately cease all activities and proceed very quickly and orderly through the fire exits
3. If fire extinguishers are available and it is safe to use them in the moment only then should the shelter team members utilize them to extinguish the fire
4. All burners should be turned off if possible, including the electrical main switch
5. All persons will proceed to and gather at the Collection Point; Families should cluster together
6. Assist persons who are disabled or need special assistance to evacuate
7. Conduct a Head Count to ensure everyone has been evacuated
8. Do not re-enter the building or the shelter grounds until the Fire Department or relevant personnel issues the 'All Clear'

### **Flood Response Protocol**

1. Determine if evacuation is required
2. Notify Police /Fire Services of the intention to evacuate and give them the location to the safe site and the evacuation route that will be taken
3. Conduct a quick Head Count
4. Evacuate all shelterees and shelter team through the designated exits and evacuation routes in a brisk and orderly manner
5. Children and persons who have special needs should be assisted appropriately
6. If possible in time shelter team should secure all important documents
7. Ensure all persons have vacated the building and leave a notice on the door indicating the relocated site
8. Upon arrival at the safe site, conduct another Head Count and do not return to the emergency shelter until the Fire Services have issued the authorization to return

### Intruder Response Protocol

If Intruder is OUTSIDE or INSIDE a separate section of the emergency shelter:

1. Shelter team should issue the alert signal
2. Implement Lockdown ; “Locks, Lights and Out of Sight”
3. Move away from sight
4. Maintain silence
5. Quietly alert the Police
6. Wait for First Responders to open the door
7. Conduct Roll Call

If intruder has created a HOSTAGE situation of the emergency shelter occupants:

1. Leave your possessions behind
2. Form a single line if asked to move
3. Show your hands
4. Remain calm

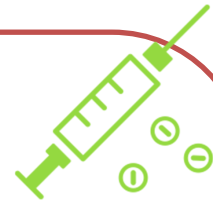
### Medical Emergency Protocol



1. Visually confirm medical emergency
2. The Shelter Manager, Emergency Communications Operator or shelter team member on duty will contact the Fire and Ambulance Service or local Health focal point
3. Indicate:
  - the name and location of the shelter,
  - the number of persons ill or injured,
  - hazards involved in the incident,
  - the nearest entrance or emergency access point
  - and any other information request
4. Meanwhile another shelter team member will alert TRAINED staff to administer First Aid or CPR if necessary
5. Only TRAINED persons should administer First Aid
6. Do not move the victim unless the victim's location is unsafe
7. Control access to the scene
8. Take recommended precautions to prevent contact with body fluids and exposure to blood-borne pathogens using latex gloves or plastic bags if gloves are not immediately available
10. Meet the ambulance or Health professionals at the nearest entrance and direct them to the incident location / patient



## Substance Abuse



1. Substance abuse including illegal drugs, and alcohol will **NOT** be permitted at the emergency shelter.
2. This rule should be **made clear from the beginning and posted clearly** where all can see it.
3. Shelterees **must agree to remain sober and abstain** from the use of harmful and illegal drugs while staying or working at the shelter.
4. Persons violating this rule will be **asked to leave** the shelter.
5. **If a disaster is imminent** and a person who is severely drunk seeks admittance to the shelter, **section off the individual** in an open area of the shelter and monitor the individual. If it becomes necessary contact the Police.

## Weapons

1. Weapons will **NOT** be allowed in the emergency shelter.
2. Anyone violating this rule **should be barred** from staying at the shelter. This should be **stated from the outset and clearly posted** throughout the shelter including the shelter grounds.
3. Weapons include: any type of gun, knives, ice picks, cutlasses, spears, swords, clubs /sticks, explosive devices, martial arts weapons, mace/pepper spray, Tasers, slingshots, razer etc that **can cause harm or injury to others or that are intended to hurt self or others.**
4. Shelter team will also define what constitutes a weapon.
5. **Items which are needed for legitimate purposes** such as: work tools (hammers, box cutters, cutlasses), heavy flashlights, canes, sports equipment (baseball bats ), jewelry with spikes, studs and other protrusions **MUST be CHECKED IN** and **stored in a secured space** preferably away from the main shelter space but where it can be monitored. This is more anticipated where shelter occupation is prolonged.
6. Shelterees needing this check-in service should be asked to **fill out the Personal Effects Form or a Property Log** whenever admitting / submitting and retrieving such items.

### Violent Behaviour



1. Violent behaviour will **NOT** be tolerated at the emergency shelter.
2. This should be **stressed upon and repeated and clearly posted** within the shelter and on the exterior.
3. Shelterees or any person witnessed, or has admitted to being violent, or has attacked someone at the shelter will be **asked to LEAVE the shelter. If the person refuses and depending on the situation, the Police should be contacted immediately.**
4. **Violent behaviour includes:** hitting, slapping, kicking, pushing, throwing objects at others, any such unwanted physical contact, being repeatedly abusive verbally to someone or to others.
5. **Prioritize being in common areas with persons when tensions are high** and be upfront with the person/s when they are being asked to leave the shelter. If possible, **assist them with their plans and discuss alternatives.** Shelter team should **remain non-judgmental.**
6. If anger or violence is directed towards Shelter Team member who may be working alone, **another team member or witness could be called in before speaking with the person** and after taking all necessary precautions until the situation has ended, it is important to **complete a Critical Incident Form.**

### Spirituality

1. Participation in religious activities is **neither compulsory nor expected, but can take place** at the emergency shelter.
2. During the admittance and registration process **assess shelterees' interests in religious or spiritual development.**
3. **Post a regular schedule** of any religious activities occurring within or near the shelter.

### Privacy and Confidentiality

1. Shelterees must **feel confident that information they provide** at the emergency shelter is **safeguarded appropriately**.
2. **Treat as confidential all case records / files** of shelterees, **all discussions** about shelterees and all other material containing information about shelterees.
3. Inform shelterees when their personal information is being recorded or has to be shared.
4. Keep shelterees and shelter team **files SECURE and LOCKED** in a designated space and limit such information to **AUTHORIZED persons only**.
5. Do NOT leave confidential information exposed / out in the open / unattended.
6. Disclosed information about the sexual abuse of a child / minor **MUST** be reported as per the revised Sexual Offences Act.

### Complaints



1. **Feedback is important** and everyone should **have opportunities to express** their concerns or complaints.
2. There should be complaints systems set up to accommodate diverse abilities and personalities (i.e complaints box, special private meeting request with shelter team, group meetings etc)
3. Shelter teams and Coordinators **have a DUTY to listen to and respond** to the needs of shelterees.
4. Upon first hearing the shelterees' concerns / complaints, shelter team members should **attempt to resolve it using active listening and conflict resolution skills**.
5. In the event that the complaint needs to be taken before a higher authority, shelter team can **refer the matter or direct the shelteree/s to the ODM, the Local Government Division or the Emergency Shelter Subcommittee**.

### Critical Incidents

1. Critical incidents **MUST be documented**.
2. Critical Incidents include: situations or occurrences that necessitated reporting to the Police, Fire, Welfare, Medical, or other emergency service.
3. The **Shelter Manager or delegate must be promptly informed** of any critical incident.
4. A Critical Incident Form with as **much concise and factual detail** as possible **should be filled out** and made available to the Shelter Manager.
5. **Refrain from rumours, judgements or opinions** and stick to factual information.
6. Depending on the incident or when necessary, the Shelter Manager will **initiate a stress debriefing** with shelter team members concerned.



### Conflict Resolution

1. Persons should resolve conflicts with each other by talking calmly and directly with each other to find some resolution.
2. The Shelter Manager or shelter team member can mediate between the two parties in a secure space if this becomes necessary.
3. Each party has to first agree to abide by the final decision or resolution agreed upon, otherwise depending on the issue /situation, they may have to vacate the shelter.
- 4.
5. Each party should present their side of the story in a respectful way and should not be interrupted by the other party.
- 6.
7. The Shelter Manager or shelter team member should encourage the parties to suggest compromises that could resolve the situation. If they are unable to do so the Shelter Manager or shelter team member can suggest compromises that could work in favour of both sides.
8. If parties are just not able to compromise or come to a resolution, they may be asked to stay away from each other and out of each other's business and if they cannot abide by such and continue to engage in disruptive / aggressive behavior they may be asked to leave and other arrangements can be made for them regarding shelter.

## Pets



1. Pets are **NOT allowed** inside the emergency shelter.
2. Some shelterees can be allergic to certain animals, they may have certain fears and phobias about certain animals, and animals may contribute to disease in humans depending on a variety of reasons including the care and upkeep and the health conditions of the animals.
3. Shelterees can leave their pets in the care of other community members who can accommodate them, or in safe spaces on their property.
4. Shelterees and shelter team can discuss and decide on a secure location to house pets away from the emergency shelter if such a need is presented.

## Death

9. In case of a death of a shelteree or shelter team member **CALL 911 or the local Police.**
10. **Do NOT move or touch the body** or anything on or near the body.
11. Call the Shelter Manager or another shelter team member for support.
12. **Section off the area and clear the way for the Police and the Medical staff** to respond quickly and efficiently until the body is taken away.
13. **Immediately sanitize the area.**
14. **Initiate a critical incident debriefing** for shelterees and shelter team as appropriate. Call in the necessary help to assist.
15. **Fill out a Critical Incident Form and report to the District Development Officer (DDO).**
16. **Refer and assist with psychosocial support** for any who may need it.



### Handling Shelterees Money

1. **This practice should be discouraged** but if there is absolutely no other option and there is a dire need, these actions can assist.
2. Shelterees, particularly the elderly who do not have family support, may wish to have their money (cash) kept somewhere safe rather than on their person.
3. Shelterees can place the cash in an envelope. On this envelope should note the shelteree's name and cash balance along with his / her initials if possible and the initials / signature of the shelter team member receiving the money.
4. Cash envelopes can be placed in the emergency shelter safe or in designated secured space.
5. The Shelter Manager should be notified when the shelteree would like to access his/her money.
6. The Shelter Manager will give the envelope to the shelteree and will record the new balance on the envelope, and both if possible will initial or sign by the new balance.
7. Such transactions should be also documented in a cash log book .

### Working Alone

1. All shifts should have at least two persons on duty. For safety and support, shelter team members should not work alone.
2. However, if circumstances cannot be avoided and persons do have to work alone, the Shelter Manager should check in with the shelter team member within the course of the shift (i.e at the beginning, midway or at the end of the shift).
3. If the Shelter Manager is the one working alone, someone assigned should be of such support to the Shelter Manager.
4. The team member working alone will have a communications device that can be used to call for help in the event of a personal security or emergency issue.



**ROLES AND  
RESPONSIBILITIES AT  
COORDINATORS' LEVEL**



## 2. MAIN ROLES AND RESPONSIBILITIES OF SHELTER COORDINATORS' LEVEL

### National Emergency Planning Organization (NEPO):

#### Preparedness (Pre Event)

- Enact the necessary legislation to support all aspects of Emergency Shelter Management
- Revise and adopt an Emergency Shelter Policy
- Support and oversee the Emergency Shelter Subcommittee which is responsible for managing and supervising the national emergency shelter programme
- Ensure that victims of disasters who have been made homeless are provided with temporary shelter and the necessary assistance for expediting their rehabilitation
- Ensure shelter capacity in relation to the size of the population at risk
- Specify technical and functional standards
- Construct structurally sound, fully stocked and fully equipped new emergency shelters in priority locations
- Take all necessary action to ensure public buildings which are potential emergency shelters such as schools, churches and community centres are situated and constructed according to established building codes and they are equipped with the standard internal provisions. Buildings which are renovated should meet current building standards.
- Sustain the cost of retrofitting emergency shelter buildings fully owned by Government and make provisions for the necessary retrofitting of privately owned buildings to ensure emergency shelters meet the required standards
- Ensure shelter inspections are conducted and documented utilizing the World Bank contextualized inspection checklist for Dominica which establish minimum shelter requirements for facilities that are utilized for emergency shelters
- Facilitate MOUs with donors and partners, particularly Private entities
- Define Liability Policy for private shelters
- Link shelter management with the national evacuation and relief programmes and establish a mechanism for the provision of services for emergency shelters
- Sustain the staffing or the contingency of shelter teams in emergency shelters throughout Dominica
- Promote community assessment and inventory of vulnerable people

#### Early Warning (Pre-occupancy)

- The Chair of NEPO who is the Prime Minister to advise the President of Dominica when to declare a State of Emergency
- Activate Disaster plans
- Authorize evacuations
- Ensure that all government departments with operational roles are prepared to respond

- Ensure all available means are utilized to warn the public and that people are given explicit instructions regarding the actions they should take to increase their chances of survival

### **Emergency Response (During & After)**

- Direct every effort to enhance the capacity and quality of public emergency shelters even while they are activated
- Inform the population of actions being taken for their welfare and safety
- Receive updated situation reports, and respond to requests for assistance where possible
- Facilitate the continuity of authority in all major government departments and agencies, and in all major institutions, business and industry
- Promote cooperation and consultation between the appropriate government agencies, the private sector and non-governmental organizations (NGOs) to ensure the provision of adequate temporary shelter
- Ensure that steps are taken for the conservation, use, and distribution of any resources that are made available by Regional or international agencies and/or Governments.

### **Early Recovery and Rehabilitation (Post Event)**

- Take all necessary action in support of programmes or activities to expedite the rehabilitation of the homeless victims of disasters particularly in situations where there are long term sheltering requirements



Develop, standardize and consolidate tools utilized by NEPO to assist in the fulfillment of the stated responsibilities.

## **Emergency Shelter Subcommittee:**

### **Preparedness (Pre Event)**

- Organize selection, designation, maintenance and inspection of shelters
- Identify possible emergency shelter alternate sites and prepare substitute shelter list
- Select and inspect shelters
- Submit initial selection of emergency shelters to Local Government, Environmental Health and Public Works for inspection
- Coordinate the repairs/retrofitting of emergency shelters
- Designate and mark shelters with Emergency Shelter signs
- Categorize shelters
- Ensure physical integrity of all buildings chosen as shelters
- Make provisions for adequate sanitary facilities in all buildings chosen as shelters
- Ensure the proper maintenance of emergency shelters

- Make certain there are adequate trained shelter personnel and the requisite resources available for manning shelters during and after any disaster
- Resolve disputes arising from the appropriation of building and occupancy rights

#### **Early Warning (Pre-occupancy)**

- Issue early warnings to the general public
- Authorize District Development Officers / Assistants to activate emergency shelters

#### **Emergency Response (During & After)**

- Convey shelter needs from Shelter Managers to the NEOC and NEPO and advise and coordinate solutions
- Facilitate coordination of public and private organizations involved in pre and post-disaster shelter activities

#### **Early Recovery and Rehabilitation (Post Event)**

- Consolidate needs assessments of shelterees and emergency shelters to advise relevant Ministries for solution oriented results
- Issue directives for closure of emergency shelters
- Prepares Lessons Learned / After Action Review Report for NEPO



Develop, standardize and consolidate tools utilized by the Emergency Shelter Subcommittee to assist in the fulfillment of the stated responsibilities.

### **3. Office Disaster Management:**

#### **Preparedness (Pre Event)**

- Lead prevention and preparatory activities
- Coordinate sector integration
- Develop and enforce Standard Operating Procedures
- Facilitate capacity building in all sectors related to emergency shelter management (i.e Conduct special workshops regarding roles and responsibilities for shelter personnel, Media workers, personnel from the essential services, NGO's, private organizations etc)
- Review and endorse emergency shelter and evacuation plans
- Purchase and acquire emergency items and equipment and arrange appropriate storage
- Organize and secure warehouses, and with a decentralized strategy (Establish national policy, develop guidelines to establish warehouse, determine security needs, develop guidelines for inventory/stocking/access and supplies requisitions and develop warehouse forms (inventory, requisition, stock taking) and disseminate through training)

- Furbish emergency shelters and communities with emergency supplies and equipment
- Educate on national disaster plan (inform re: roles and responsibilities)
- Update and disseminate listing of all approved emergency shelters (related to various hazards)
- Ensure all emergency shelters are clearly marked with the Emergency Shelter signs
- Develop and sign MOU's for the use of privately owned resources
- Develop and conduct regular drills to test shelter plans, prepare drill scenarios, and identify observers / evaluators
- Ensure that the NEOC is staffed with trained personnel, that communications are operational and that appropriate pre-positioned data and aids are available in the NEOC in order to relate effectively with emergency shelters
- Check operational readiness of alert and warning systems and improvise means of warning areas not currently covered by the system
- Establish district committees of shelter managers
- Organize training of shelter management personnel (Identify needs and prioritize, develop test and revise training materials /modules, identify and secure trainers, identify and secure training facilities, secure funding, evaluate training programmes)
- Develop, review, and print forms, handbooks and other materials and supply them to emergency shelters (Identify information needs and develop forms to meet requirements)
- Develop applicable database files and data tools (i.e Interactive Shelter Map, Training Matrix, data Aps etc)
- Ensure community awareness and education regarding disasters and emergency shelters (i.e Identify and prepare public education materials, disseminate via mass media, door to door community meetings, workshops, institutions, technology etc)
- Liaise with support agencies (Identify agencies, establish contact, identify and delegate responsibilities, develop operational procedures, establish MOUs)
- Provide in the annual budget estimates for the maintenance, stocking and outfitting of emergency shelters
- Coordinate an annual evaluation of shelters with relevant government departments
- Arrange for the repairs of privately owned buildings pre-designated as shelters if any damage is done to them by occupants of the building while they are being used as such
- Maintain a list of public and private buildings suitable for use as emergency shelters during a disaster alert or in the aftermath of a disaster and issue regulations governing their use
- Designate the periods for which shelters can be used during a threatened disaster alert
- Pursue resource mobilization consistently

### **Early Warning (Pre-occupancy)**

- Issue emergency alerts
- Authorize opening and closing of shelters as part of the Emergency Shelter Subcommittee
- Provide information to Shelter Managers regarding activation, updates, all clear
- Activate the National Emergency Operations Center (NEOC)
- Determine through the Director or Operations Officer that the police, fire, public works, welfare,

shelter medical emergency/disaster organizations and other appropriate agencies are alerted and ready to be deployed

- Check deployment of disaster response personnel to Forward Command posts if applicable
- Ensure communications exist between emergency shelters and the NEOC
- Check the deployment of manpower, vehicles and equipment of the various utility and industrial organizations and their availability for operational assignments with a decentralized approach

### **Emergency Response (During & After)**

- Provide emergency status updates and issue the “All Clear” when appropriate
- Refer to the Shelter Facility Chart or Shelter Interactive Map which includes information on shelter locations spaces still available and communications links
- Refer to the Chair of NEPO all problems/challenges that require national deliberation and decision making
- Ascertain whether the NEOC receives pertinent and timely reports from the field / disaster areas
- Review and keep abreast of the operational activities being undertaken by the various agencies in the operations room
- Coordinate sector integration
- Notify and advise the public to remain in shelters until it is determined safe to return to their communities and homes, and to obey the instructions of the shelter managers

### **Early Recovery and Rehabilitation (Post Event)**

- Determine when it is safe for the population to leave shelters
- Maintain surveillance over post-shelter deployment
- Closely monitor the establishment of the emergency medical and welfare systems and the clean-up activities
- Ensure the integrity, conservation, proper use and distribution of vital supplies and materials made available by outside sources and international relief organizations and/or Governments
- Ensure that reports are made to the appropriate government officials
- Consolidate and disseminate Lessons Learned reports



Develop, standardize and consolidate tools utilized by the Office of Disaster Management to assist in the fulfillment of the stated responsibilities

## 4. Local Government Division

### Preparedness (Pre Event)

- Assist in the identification of suitably safe buildings for use as emergency shelters
- Conduct inspections of shelters along with Environmental Health and the Public Works Division
- Assist in the recruitment and training Shelter Managers
- Collate shelter data and prepare and update shelter data
- Collaborate with disaster committees
- Assist in capacity building on Shelter Management, collective centre management and collective centre coordination, and the associated roles and responsibilities
- Help educate shelter teams and communities on the national disaster plan
- Support and guide Shelter Managers in the preparation of emergency shelter operation plans including daily activity plans
- Assist the ODM in reviewing, updating and testing emergency shelter operation plans
- Pursue resource mobilization consistently

### Early Warning (Pre-occupancy)

- Determine activation of shelters as part of the Emergency Shelter Subcommittee and instruct DDOs and DDAs accordingly
- Coordinate with emergency communication operators at the emergency shelter and the National Emergency Operation Centre (NEOC / District EOCs)

### Emergency Response (During & After)

- Help monitor routinely the operations of emergency shelters
- Attend and supervise meetings at shelter committees or at emergency shelters
- Lead in the supervision of Shelter Managers
- Assist in addressing shelter issues and monitor incident reporting, shelteree participation, and complaints mechanisms
- Prepare requests and account for supplies and equipment
- Support the coordination of best practice supplies distribution
- Coordinate with Shelter Managers and emergency communications operators the dissemination of relevant information to emergency shelters and to communities
- Liaise with support agencies
- Submit status reports to the Emergency Shelter Subcommittee

### Early Recovery and Rehabilitation (Post Event)

- Prepares Lessons Learned / After Action Review Reports



Develop, standardize and consolidate tools utilized by the Local Government Division to assist in the fulfillment of the stated responsibilities.

## 5. Ministry of Education and Human Resource Development:

### Preparedness (Pre Event)

- Secure school equipment, learning materials and confidential data
- Agree on the use of selected spaces within the school compound for shelter use
- Ensure designated spaces within schools are cleared for emergency shelter use
- Secure keys in designated locations (i.e. Police Stations, with teachers /principals in communities, with school security guards)
- Implement maintenance checks and repairs for school buildings
- Pursue resource mobilization consistently

### Early Warning (Pre-occupancy)

- Make school appliances accessible for emergency shelter use

### Emergency Response (During & After)

- School security personnel to also serve as security officer for emergency shelter
- Assist with the provide psychosocial support services and activities such as Counseling and Return to Happiness activities and facilitate Child Friendly Spaces in emergency shelters and regular school / learning settings

### Early Recovery and Rehabilitation (Post Event)

- Solicit the services of Environmental Health to clean and sanitize schools upon closure of schools utilized as emergency shelters



Develop, standardize and consolidate tools utilized by the Ministry of Education to assist in the fulfillment of the stated responsibilities.



## 6. Ministry of Health and Social Services

### Preparedness (Pre Event)

- Make community health nursing (CHN) services and district health (DN) nursing services available to emergency shelters
- Monitor, assess and report on the community disaster health status
- Train Shelter Managers and communities on Basic Life Support and other related Health topics

### Early Warning (Pre-occupancy)

- Assist in locating vulnerable persons (bed bound, psychiatric clients etc) and getting them to safety
- Ensure that emergency kits, First Aid kits are stocked

### Emergency Response (During & After)

- Establish medical clinic stations at emergency shelters where necessary
- Provide health services (such as Sexual Reproductive Health, Mental Health, First Aid,) to shelterees
- The Environmental Health Division is to provide periodic health inspections of the shelter including a sanitary inspection
- Environmental Health Division is to address food and water safety and sanitation issues in shelters
- Monitor and evaluate the health status of the shelter population and prevent the spread of communicable disease
- Manage drug prescription plans including prescription refills
- Assist with the secure storage of medicines
- The Acute Psychiatric Unit is to provide crisis support
- Assess and activate the response to disaster mental health issues
- Make counselors available to emergency shelters to provide mental health services
- Ensure the continuation of care, treatment and housing for those clients currently residing within the Mental Health System
- When necessary demarcate a section within the shelter for the privacy and isolation of ill persons
- Collect and manage critical data
- Pursue resource mobilization consistently

### Early Recovery and Rehabilitation (Post Event)

- Document and share Lessons Learned reports with relevant audiences



Develop, standardize and consolidate tools utilized by the Ministry of Health and Social Services to assist in the fulfillment of the stated responsibilities.

## 7. Social Services (Social Welfare Division and Gender Bureau)

### Preparedness (Pre Event)

- Lead community awareness activities that stress on GBV and clarify referral and reporting protocols, emergency hotlines etc
- Educate communities on the services provided by the Social Welfare Division and the Gender Bureau during and post emergencies

### Early Warning (Pre-occupancy)

- Have staff on standby and assign focal points

### Emergency Response (During & After)

- Assist with the distribution of food and emergency supplies
- Provide Counseling, Public Assistance /financial assistance, child safety and other safety net programs /services
- Manage case work of shelterees when necessary
- Provide psychosocial support such as Counseling, Return to Happiness activities and Child Friendly Spaces in shelters, in coordination with the Ministries of Education and Health
- Provide services to seniors and people with disabilities, including mentally disabled adults and elderly persons in coordination with relevant institutions/organizations
- Ensure prompt facilitation of services for children who are victims of abuse or neglect or lack family care, including children without family supervision post disaster
- Collect and manage critical data
- Pursue resource mobilization consistently

### Early Recovery and Rehabilitation (Post Event)

- Continue to assist with durable solutions and case management of shelterees
- Document and share Lessons Learned reports with relevant audiences



Develop, standardize and consolidate tools utilized by the Social Welfare Division and the Gender Bureau to assist in the fulfillment of the stated responsibilities.

## 8. Ministry of Justice, Immigration and National Security:

### Preparedness (Pre Event)

- Enact and enforce legislation and emergency shelter policy
- Establish and maintain Communications systems and equipment in coordination with other key departments and organizations
- Pursue resource mobilization consistently

### Early Warning (Pre-occupancy)

- Facilitate safe Evacuations
- Issue safety directives to the public including curfew orders
- Enforce curfew order

### Emergency Response (During & After)

- Provide security reinforcement
- Assist with supplies distribution
- Facilitate modes of Communications (i.e two-way radio)
- Manage curfews and maintain Law and Order
- Work with Fire Services to carry out search and rescue
- Address reported cases expeditiously and in tight coordination particularly with the Health Services and the Social Welfare division

### Early Recovery and Rehabilitation (Post Event)

- Document and share Lessons Learned reports with relevant audiences



Develop, standardize and consolidate tools utilized by the Ministry of Justice, Immigration and National Security to assist in the fulfillment of the stated responsibilities.

## 9. Dominica Red Cross

### Preparedness (Pre Event)

- Facilitate Disaster Preparedness awareness & Shelter Management training
- Provide shelter training to members of the public
- Assist Coordinators with shelter planning and preparedness activities

### Early Warning (Pre-occupancy)

- Be on standby to assist with disaster relief

### Emergency Response (During & After)

- Assist with Emergency communications (two-way radio)
- Provide care and shelter supplies for shelterees
- Provide food and relief supplies to emergency shelters and others in need
- Assist with water, sanitation and hygiene
- Provide Emergency First Aid
- Mobilize blood drives
- Assist with vector control
- Coordinate various Health Support
- Assist with durable solutions to the displaced and others in need
- Assist with restoring family links
- Provide psychosocial support

### Early Recovery and Rehabilitation (Post Event)

- Document and share Lessons Learned reports with relevant audiences



Develop, standardize and consolidate tools utilized by the Dominica Red Cross to assist in the fulfillment of the stated responsibilities.

Roles and responsibilities of Coordinators			
Level	Product / Service	Process Owners / Organizations	Process Partners
Planning & Strategy Development	<b>A. Responsibilities to Legislation and Policy</b>	Attorney General's Chambers	
	A1. Drafting of legislation		
	A2. Enacting legislation	Parliament	
	A3. Drafting Emergency Shelter Policy	Attorney General's Chambers	
Oversight & Monitoring	A4. Adoption of Emergency Shelter Policy	Cabinet of ministers	
	<b>B. Responsibilities regarding Oversight and Coordination</b>	Shelter Subcommittee	
	B1. Oversight to the Emergency Shelter sector		
	B2. Ownership & supervision of Shelter Policy	Office of Disaster Management	Shelter Subcommittee
Coordinating Operations	B3. Coordination of multi sectors, agencies and projects related to Emergency Shelter Management program	Office of Disaster Management	
	B4. Development and Supervision of the use of the Emergency Shelter Management manual	Office of Disaster Management	Local Gov't Shelter Subcommittee Disaster Committees
	<b>C. Responsibilities related to the Physical Shelter</b>	Any Ministry with the resources /assigned by NEPO	
	C1. Building of Emergency Shelters		
	C2. Identification of Shelters	Local Government	Office of Disaster Management, Communities
	C3. Publication of approved Shelters	Shelter Subcommittee	Office of Disaster Management
	C3. Inspection of shelters	Ministry of Public Works...	Shelter Subcommittee Shelter Managers
C4. Shelter Maintenance	Office of Disaster Management Ministry of Education... (for school buildings)	Ministry of Public Works... INGOs NGOs Private Sector Village Councils Disaster Committees	
C5. Retrofitting of shelters	Public Works Department		
C6. Sanitization of shelters	Environmental Health		

	C7. Payment of shelter utilities including cooking gas	Ministry of Environment... Ministry of Education...	
	<b>Product / Service</b>	<b>Process Owners / Organizations</b>	<b>Process Partners</b>
	<b>D. Responsibilities related to Provisions of Supplies and Equipment to shelters</b>	NEPO Office of Disaster Management	Other ministries with budget allocation for disasters and emergencies, INGOs NGOs
	D1. Purchasing of equipment and emergency supplies for shelters and protective gear (rain boots)		
	D2. Distribution of equipment to shelters	Office of Disaster Management	Local Government
	D3. Distribution of emergency supplies	Office of Disaster Management	Local Government
	D4. Provider of Communications equipment to shelters	Office of Disaster Management	Police NGOs INGOs,
	D5. Provision of power supply and lighting sources including gas for generators	NEPO Office of Disaster Management	Utility Companies
	D6. Servicing generators and equipment, including communications equipment	NEPO	
	D7. Provider of food items	Food & General Supplies Subcommittee	Ministry of Trade
	D8. Provision of Secure storage for bulk items	Office of Disaster Management	DEXIA
<b>Coordinating Operations</b>	<b>E. Responsibilities related to Shelter Personnel</b>	Local Government	Office of Disaster Management Disaster Committees Village Councils
	E5. Identification, recruitment and supervision of Shelter Managers		
	E6. Provision of IDs, Code of Conduct, TORs, Shelter Manual to shelter managers	Office of Disaster Management	Local Government
	E7. Capacity building for Shelter management support teams	Office of Disaster Management	Local Government Health Red Cross etc
	E8. Provision of data forms, learning materials, EICT materials	Office of Disaster Management	Local Government Health Red Cross etc
	E9. Provision of financial / assistance /remuneration to shelter managers	Ministry of Finance... Ministry of Environment...	

<b>Coordinating Operations</b>	<b>F. Responsibilities related to Shelterees</b>	Food & General Supplies Subcommittee	
	F1. Supply Relief packages to shelterees		
	F6. Addressing GBV incidents reported by shelterees	Family Nurse Practitioner (FNP) Social welfare Police	Gender Bureau
	<b>Product / Service</b>	<b>Process Owners / Organizations</b>	<b>Process Partners</b>
	F2. Facilitation of Medical clinics, medical assessments and treatments for shelterees, including at the shelter	Ministry of Health	Dominica Red Cross
	F3. Provision of Psychosocial support	APU- Acute Psychiatric Unit	Social Welfare Division Ministry of Education
	F4. Coordination of durable solutions	Local Government	Office of Disaster Management
	F5. Placement of security personnel for the shelter	Shelter Owner (i.e Ministry of Education)	Police
	F6. Protection from crime and other types of violations	Police	
	F7. Provision of fire and ambulance services	Fire Service	
F8. Management of casework towards durable solutions	Social Welfare Division	Local Government	
<b>Closing &amp; Evaluation</b>	<b>G. Responsibilities related to Shelter Closing</b>	Shelter Subcommittee	Office of Disaster Management
	G1. Issue the directive to close shelter		
	G2. Final maintenance check of shelter	Shelter Subcommittee Ministry of Public Works... Ministry of Education...	
	G3. Sanitization of shelters	Environmental Health	
	G4. Disposal of hazardous waste	Environmental Health	
G5. Official evaluation / Lessons Learned reports	Local Government	ODM	







# KEY TOOLS IN EMERGENCY SHELTER MANAGEMENT

SHELTER MANAGEMENT TOOL	(SOURCE)
● A1. Shelter Manager ToR	(To Be Developed)
● A2. Shelter Code of Conduct	(IOM)
● A3. Shelter Rules and Regulations	(USAID reference guide)
● A4. Shelter Information Form	(USAID reference guide)
● A5. Emergency Shelter Operations Plan (Contents Page)	(Developed)
● A6. Information Dissemination Plan for shelterees and the wider community	(Developed)
● A7. Emergency Supplies Contingency Sourcing Table	(Developed)
● A8. Localized Plan for Evacuating Community Members to the Emergency Shelter	(Developed)
● A9. Shelter Team Work Plan	(Developed)
● A10. Shelter equipment and emergency supply checklist	(USAID reference guide)
● A11. Emergency Shelter Survey and Assessment (Shelter Inspection)	(World Bank guide)
● A12. Shelter Pre-Activation checklist	(USAID reference guide)
● B1. Coordinators Emergency Contact Information	(Developed)
● B2. Shelter Managers Localized Directory	(Developed)
● B3. Shelter Team Directory	(Developed)
● B4. Emergency Shelter Multi-hazard –Disaster Response Alert & Evacuation Matrix	(Developed)
● C1. Registration form	(USAID reference guide)
● C2. Shelter Household registration	(IOM)
● C3. Shelteree Rights & Responsibilities	(California Guide)
● C4. Daily Activity Shelter Log	(USAID reference guide)
● C5. Shelterees’ Needs Request Form	(Local Government)
● C7. Incident Report	(Salvation Army)
● C8. Grievance Form	(Salvation Army)
● C9. Supplies & Equipment Accounting – Non-Relief /Non-Food	(USAID reference guide)
● C10. Supplies & Equipment Accounting – Relief & Food Supplies	(USAID reference guide)
● C11. Food and Supplies Distribution Guide and Checklist	(CCCM manual)
● C12. Shelteree Personal Effects Form	(Salvation Army)
● C13. Dismissal / Violation Form	(Salvation Army)
● C14. GBV Incident Report Form	(SOPs for GBV in Dominica)
● C15. Referral Process Algorithm for GBV	(SOPs for GBV in Dominica)
● D1. Shelter closing checklist	(USAID reference guide)
● E1. Child Centered Approach to Shelter Management – checklist	(Developed)
● E2. General Guide for Shelter Agreements (MOUs)	(USAID reference guide)
● E3. Monitoring Standards in Service provision and protection (SPHERE)	(SPHERE Handbook)

Name of Tool	Type	Owner	Recipient	Frequency	Mechanism	Shelter Management Phase
Emergency shelters list	List	ODM	General Public	Once per year & at any time for various hazardous events	-newspaper publication -DBS radio announcements -Other media	<b>A. Preparedness (Pre Event)</b>
Emergency Shelter Managers and Assistant Managers List	List, Database	Local Government	ODM Shelter Subcommittee NEPO	Once per year	-email -Coordinators Monitoring Database	
A1. Shelter Manager ToR	Form	Shelter Team	Shelter Team	Once per year	-in person	
A2. Shelter Code of Conduct	Form	Shelter Team	Shelter Team	Once per year	-in person	
A3. Shelter Rules and Regulations	Guide	Shelter Team	Shelterees	Permanent posting During shelter activation		
A4. Shelter Information Form	Form	Shelter Team	Shelter Team & Local Government	Once per year	-email	
A5. Contents of an Emergency Shelter Operations Plan	Guide	Shelter Team	Shelter Team & Local Government (DDO/DDA)	Once per year & Revise annually	-email -in person	
A6. Information Dissemination Plan for shelterees and the wider community	Form	Shelter Team	Shelter Team, Coordinators	When necessary	Part of Operations Plan	
A7. Emergency Supplies Contingency Sourcing Table	Form	Shelter Team	Shelter Team, Coordinators	When necessary	Part of Operations Plan	
A8. Localized Plan for Evacuating Community Members to the Emergency Shelter	Form	Shelter Team	Shelter Team, Coordinators	When necessary	Part of Operations Plan	
A9. Shelter Team Work Plan	Form	Shelter Team	Shelter Team	When necessary	Part of Operations Plan	
A10. Shelter equipment and emergency supply checklist	Guide	Shelter Team	Local Government (DDO/DDA)	Permanent posting		
A11. Emergency Shelter Survey and Assessment (Shelter Inspection)	Form	Public Works	Shelter Subcommittee	Once per year	-sight visit	
A12. Shelter Pre-Activation checklist	Checklist	Shelter Team		Once per year		
B1. Coordinators Emergency Contact Information	Guide	Shelter Team, Coordinators	All stakeholders	Permanent posting	Part of Operations Plan	<b>B. Early warning (Pre-Occupancy)</b>
B2. Shelter Managers Localized Directory	Form	Shelter Team, Coordinators	All stakeholders	Anytime, all year	Part of Operations Plan	
B3. Shelter Team Directory	Form	Shelter Team,	All stakeholders	All year	Part of Operations Plan	

Name of Tool	Type	Owner	Recipient	Frequency	Mechanism	
B4. Emergency Shelter Multi-hazard –Disaster Response Alert & Evacuation Matrix	Form	Shelter Team	Shelter Team, Coordinators	When necessary	Part of Operations Plan	
C1. Registration form	Form	Shelter Team	Shelter Team	Upon admittance to shelter During shelter activation	Securely filed	<b>C. Emergency response (During &amp; After)</b>
C2. Shelter Household registration	Form	Shelter Team	Shelter Team	During Activation	Securely filed	
C3. Shelteree Rights & Responsibilities	Guide	Shelter Team	Shelterees	During shelter activation and Community education	Permanent Posting	
C4. Daily Activity Shelter Log	Form	Shelter Manager	Shelter Team	Every day During shelter activation	-log book stationed at emergency Shelter	
C5. Shelterees' Needs Request Form	Form	Local Government	Ministry....	Permanent posting During shelter activation	-sight visit	
C6. Incident report	Form	Shelter Team	Local Government (DDO/DDA) Police, Health etc	Only if needed During shelter activation	-email -courier -photo & Watsap -phone call -sight visit	
C7. Grievance Form	Form	Shelter Team	Local Government (DDO/DDA)	Only if needed During shelter activation	-email -courier -photo & Watsap -phone call	
C8. Inventory Form	Form	Shelter Team	Shelter Team	When needed During shelter activation	-email -courier -photo & Watsap -phone call	
C9. Supplies & Equipment Accounting – Non-Relief /Non-Food	Form	Shelter Team	Shelter Team Coordinators	When necessary		
C10. Supplies & Equipment Accounting – Relief & Food Supplies	Form	Shelter Team	Shelter Team Coordinators	When Necessary		
C11. Personal Effects Form	Form	Shelter Team	Shelter Team	Only if needed During shelter activation	-securely filed	
C12. Dismissal / Violation	Form	Shelter Subcommittee	Shelteree / shelter team?	Only if needed During shelter activation	-submit form in person	

Name of Tool	Type	Owner	Recipient	Frequency	Mechanism	
C13. GBV Incident Report Form	Form	Shelter Team	Family Nurse Practitioner, Local Government (DDO/DDA), Welfare Division	Only if needed During shelter activation	-Show to authorized personnel but do not hand over; keep secured	
C14. Referral Process Algorithm	Guide	(DDO/DDA), Shelter Team	Shelter Team Shelterees	Permanent posting		
D1. Shelter Closing checklist	Checklist	Shelter Team	Shelter Team	Just before shelter closing	-securely filed	D. Early Recovery and Rehabilitation (Post Event)
E1. Child Centered Approach to Shelter Management - checklist	Checklist	Shelter Team	Shelter Team	During Planning		E. Other
E2. MOU / Shelter Agreements	Guide	NEPO, Shelter Subcommittee, ODM	Private Property Owners,	When necessary	-securely filed	
E3. Monitoring Standards in Service Provision and Protection (SPHERE)	Guide	Shelter team, Coordinators		When necessary		

## CODE OF CONDUCT for Shelter Managers and Shelter Teams

1. I will respect, and treat equally without any discrimination, shelterees and colleagues of various nationalities, race, gender, disabilities, religious and political affiliations.
2. I will respect the laws of Dominica, including the local customs and culture.
3. I will place at the center of my work, the care and protection of the rights of the most vulnerable such as; children, including orphans and separated children, the elderly, disabled, chronically ill, women, single parents, those with mental health challenges, and other minority groups.
4. I will serve the emergency shelter with competence, efficiency and integrity.
5. I will safeguard and manage efficiently and with integrity the supplies, equipment, utilities, and the physical structure of the emergency shelter.
6. I will report information with accuracy and objectivity, and will refrain from spreading rumours and using indecent / abusive language.
7. I will manage data and information responsibly, with confidentiality and with respect for persons' privacy.
8. I will refrain from using any form of illegal / harmful drugs, and alcohol at the emergency shelter and while on duty as a representative of the emergency shelter (includes while driving).
9. I will not engage in any pornographic activities, handle pornographic materials or view pornographic websites at the emergency shelter.
10. I will not tolerate, nor take part in any illegal, exploitative or abusive behaviours such as sexual harassment, bullying, prostitution, human trafficking, child labour or abuse of power.
11. I will report any breach of the Code of Conduct to the relevant supervisors.
12. I will adhere to the provisions set out in the Code of Conduct or face disciplinary action or dismissal.

.....  
Name

.....  
Emergency Shelter

.....  
Date

## **SAMPLE SHELTER RULES AND REGULATIONS**

### **LAW AND ORDER**

1. All existing laws of the country will be enforced.
2. Shelterees shall use the shelter areas as assigned by the shelter manager.
3. Personal conflicts shall be resolved by shelter group leaders if possible.
4. Minor violations, such as loud noise at night, shall be handled by group leaders.
5. Any necessary restraint and serious disciplinary action will be ordered only by the shelter manager in consultation with his/her advisory committee.
6. Serious violations, such as wounding, stealing or rape shall be dealt with quickly and forcefully by the shelter authority (on which the police is represented).

### **HEALTH AND SANITATION**

1. Shelterees with contagious disease shall be isolated immediately.
2. Shelter floors and yard area shall be swept free of waste materials.
3. Sleeping areas shall be kept clean and tidy at all times.
4. Waste containers shall be disposed of as soon as filled.
5. Personal hygiene must be observed (bathing, laundering and toilet duties, etc.).
6. No pets will be allowed inside the main shelter area.

### **SAFETY AND FIRE**

1. No dangerous weapons, liquids, or other safety hazards shall be kept by shelterees.
2. Smoking will be permitted only in designated areas.
3. Matches and cigarettes will be extinguished in a suitable receptacle.
4. No alcoholic beverages will be consumed within the shelter area.
5. Shelterees shall watch for and report any potential fire hazard, such as careless use of combustible materials.
6. Do NOT tamper with fire extinguishers and/or other safety equipment



### SAMPLE SHELTER INFORMATION FORM

<b>Parish/District:</b>		<b>Shelter Name:</b>	
<b>Shelter Address/Location:</b>		<b>Telephone:</b>	
<b>Community Served:</b>		<b>Community Population:</b>	
<b>Capacity of Shelter:</b>		<b>Expected Shelterees:</b>	
<b>Shelter Owner:</b>			
<b>Owner's Consent:</b> Yes <input type="checkbox"/> No <input type="checkbox"/>			
Person in charge/contact:			
Name:		Title:	
Address:			
Telephone:			
Location of key:			
Name:			
Address:			
Telephone:			
General description of building ( <i>sketch on back</i> )	Length:		Square Feet:
	Width:		# of Rooms:
Facilities: Cooking	Yes <input type="checkbox"/>	No <input type="checkbox"/>	Storage:                      Yes <input type="checkbox"/> No <input type="checkbox"/>
Refrigerated:	Yes <input type="checkbox"/>	No <input type="checkbox"/>	Sanitary adequate                      Yes <input type="checkbox"/> No <input type="checkbox"/>
Utilities adequate:	Yes <input type="checkbox"/>	No <input type="checkbox"/>	
Normal use of building:		Age of building:	
Past disaster history of building:			
Last building inspection:		Inspector:	
Needs re-inspection:	Yes <input type="checkbox"/> No <input type="checkbox"/>	Needs maintenance:	Yes <input type="checkbox"/> No <input type="checkbox"/>
Shelter Manager:			
Contact at:			
Assistant Shelter Manager:			
Contact at:			
Information recorded by:		Current to date:	

## EMERGENCY SHELTER OPERATIONS PLAN

To be prepared or revised every year during the Preparedness Phase. Ensure planning processes include input from the Emergency Shelter Support Team as well as authorities in the community (i.e Fire, Police, Health, Village Council, Disaster Committee, CERTs, community members) and with consideration for the most vulnerable. If there are multiple emergency shelters within a community, shelter teams can plan together and integrate processes where possible but maintain uniqueness where necessary.

Contents should include the following; most of which can be derived from the manual and developed locally by each Emergency Shelter Team.

- ❑ Shelter Information Form *(in manual)*
- ❑ Emergency Shelter Diagram / map with key spaces, exits and disaster response equipment demarcated *(to be developed by shelter team)*
- ❑ Community Map *(to be developed by shelter team)*
- ❑ Community Vulnerability Profile *(to be developed by shelter team)*
- ❑ Information Dissemination Strategy / Plan *(in manual)*
- ❑ Localized Plan for Evacuation TO the Emergency Shelter *(in manual)*
  
- ❑ Shelter Team Structure and Core Functions *(in manual)*
- ❑ Shelter Team Directory *(in manual)*
- ❑ Shelter Managers Localized Directory of “On Call or Standby” personnel / agencies *(in manual)*
- ❑ Code of Conduct *(in manual)*
- ❑ Shelter Team Roster *(to be developed by shelter team)*
- ❑ 3 Shelter Manager’s Roles & Responsibilities Checklists for: Shelter Preparation, Shelter Activation, Shelter Closure *(in manual)*
  
- ❑ Inventory of Equipment & Supplies on Hand *(in manual)*
- ❑ Inventory of Equipment & Supplies Needed *(in manual)*
- ❑ Emergency Supplies Sourcing Table *(in manual)*
- ❑ Food and Supplies Receipt & Distribution Guide *(to be developed by shelter team)*
  
- ❑ Emergency Shelter Multi-hazard Disaster Response Protocols *(in manual)*
- ❑ Emergency Shelter Multi-hazard Disaster Response Alert & Evacuation Matrix *(in manual)*
  
- ❑ Internal Meeting guide *(in manual)*
- ❑ Shelter Rules and Regulations *(in manual)*
- ❑ Shelterees’ Rights and Responsibilities *(in manual)*
- ❑ GBV Referral Algorithm / Pathways *(in manual)*
- ❑ Smart Action Guide *(in manual)*

**Information Dissemination Plan for Shelterees and the Wider Community**

<b>INFORMATION</b>	<b>Dissemination Strategy (HOW &amp; WHERE information will be shared with shelterees or community)</b>	<b>WHEN &amp; by WHOM (will this information be shared)</b>
Disaster Awareness		
Information on Disaster / Emergency Alerts		
Information on Evacuation Procedures		
Expectations for use of emergency shelter & services and programs offered at the emergency shelter		
Information on how food items and supplies will be distributed		
Information on Referral Mechanisms & Complaint Procedures		
Information on where to seek assistance and support regarding Durable Solutions, reconstruction programs etc		
Other:		

**Emergency Supplies (Contingency) Sourcing Table**

*(when supplies from the authorities have not kicked in and the emergency necessitates longer occupation of the shelter)*




















<b>Necessity</b>	<b>Where?</b>	<b>From Whom?</b>	<b>When?</b>	<b>How?</b>
Food (i.e ground provisions, canned food, cooked food)				
Water (i.e drinking water, water for bathing & laundry)				
Shelter parts (i.e plywood, tarpaulins)				
Electrical Power				
Medical Supplies				
Safe spaces for storing extra /backup water tanks, solar panels, generators etc				
Other:				

**Localized Plan for Evacuating Community Members TO the Emergency Shelter**

<b>Action</b>	<b>Process</b> (consider multi-hazard & multiple modes of communication and community outreach)	<b>Responsible</b>
Alerting the Shelter Team		
Alerting community residents (including issuing start and end time for the evacuation & evacuation routes accessible)		
Mobilizing transportation to assist with evacuations		
Reaching persons with limited mobility (i.e elderly, disabled, children utilizing Community Vulnerable Profile)		
Assisting hard-to-reach persons / groups (i.e persons without fixed residence etc)		
How will residents be informed of what to take to the emergency shelter?		
Ensure security for safe evacuation through high risk areas / routes		
Ensure shelter team is ready to receive shelterees		

### SHELTER TEAM ACTIVITY PLAN

SHELTER MANAGER:		PHONE NUMBER:		
SHELTER TEAM:				
SHELTER NAME:		LOCATION:		
DATE:				
SECTOR Area of work	ACTIVITIES What is needed?	WHO Who is responsible?	WHEN When will it be done?	OBSERVATIONS

<b>Equipment</b>		<b>Equipment and Supplies for Emergency Shelters</b>
	1. Communications - Telephones, Radios, Facsimile Machines	
	2. Transportation – Vehicles for people and for cargo	
	3. Power - Portable Standby Generator and necessary Batteries	
	4. Lighting – Portable Lights, Lanterns, Flashlights and Batteries	
	5. Tools – Cutlasses, Spades, Forks, Hammers, Saws, Screwdrivers, Nails, etc.	
	6. Cooking – Stoves, Table Models and/ or other types, Gas Coal, Kerosene or oil.	
	7. Water – Storage Containers.	
	8. Furniture – Tables, Chairs, Storage Cabinets and Cots.	
	9. Emergency – Fire Extinguishers and first Aid kits designed for emergency situations in a disaster shelter	
<b>Supplies</b>		
	1. Sleeping –Cots, Mattresses, Bedding and Blankets, Mats, Rugs, Foams or Rubbers.	
	2. Food – Canned and dried packaged foods for 3 days, Cooking oils and condiments.	
	3. Cooking and Eating – Cots, Pans and Tools, Can openers, Knives, Forks and Spoons, Plates, Cups and Glasses.	
	4. Water – An amount to last for 3 days at a minimum and Water purification tablets or chemicals.	
	5. Cleaning –Brooms, Mops, Buckets, Soap and Disinfectants and rags.	
	6. Sanitation –Garbage bags and Dustbins	
	7. Sanitary Supplies – Toilet Paper, Paper Towel, Napkins, Soaps, Feminine hygiene supplies.	
	8. Miscellaneous – Kerosene and Matches, Rope to hang heavy clothes and blankets on a line.	
	9. New and Used articles of clothing	
	10. Office – File Folders, Pens and Pencils, rubber bands, firms and papers and a bulletin board for notices.	

# **EMERGENCY SHELTER STRUCTURAL SURVEY & ASSESSMENT**

## **A. Shelter Data**

1. Shelter Code: \_\_\_\_\_
2. Shelter Name \_\_\_\_\_
3. Community \_\_\_\_\_
4. DISTRICT \_\_\_\_\_
5. Shelter Manager: \_\_\_\_\_
6. Property Owner: \_\_\_\_\_
7. Was Shelter Manager in attendance during Inspection:     Yes     No
8. Was Property Owner in attendance during Inspection:     Yes     No
9. Was full access provided for the Inspection:                     Yes     No
10. If no, explain the reason why inspection was not allowed: \_\_\_\_\_  
\_\_\_\_\_

## **B. Building Data**

1. Building Use:     *School*     *Church*     *Community Center*     *Other* \_\_\_\_\_
2. Year Building Originally Completed: \_\_\_\_\_
3. Is a drawing or sketch of the Shelter Floor Plan attached/included:     Yes     No
4. Total Number of Floors (including ground floor or basement): \_\_\_\_\_
5. Shelter Floor Total Area: \_\_\_\_\_

Indicate whether Shelter is located at:

- Basement             First Floor             Second Floor

1. Photographs of Building Elevations (from 4 sides): Photos No.    \_\_\_\_\_    \_\_\_\_\_    \_\_\_\_\_    \_\_\_\_\_

## **A. Structural Characteristics of Building**

### **C.1 Roof**



1. Describe the Roof geometry:

- Flat     Gable     Hip     Other (Describe)\_\_\_\_\_

2. Describe the material used for the roof construction:

- R.C. Roof Slab  
 Composite metal deck and concrete slab  
 Metal Roofing Sheets and Timber Rafters  
 Other (Describe)\_\_\_\_\_

3. Describe the primary structural members which supports the roof:

- R.C. Beams  
 Structural Steel Beams  
 Timber Roof Truss  
 Exposed Timber Rafters  
 Timber Rafters (with ceiling)      Is it inaccessible  Yes     No  
 Other (Describe)\_\_\_\_\_

**Rate the overall condition of the primary roof structural members**

- Excellent (new and/or in good condition)  
 Intermediate (old and/or in need of repair)  
 Poor (clear signs of damage)  
 If poor provide Photos No.    \_\_\_    \_\_\_    \_\_\_    \_\_\_  
(Provide photos of damaged areas)

4. Describe Type of Anchorage Connecting the Roof Structure to the Exterior Walls:

1. R.C. Roof Slab and Ring Beam Connection       Yes     No  
2. Rafter embedded in RC Ring Beam       Yes     No  
3. Anchor Bolts through R.C. Ring Beam and Timber Top Plate, With:  
i. Metal Hurricane Structural Ties:       Yes     No  
ii. If None, Describe type of Structural Connector: \_\_\_\_\_  
iii. Describe Fastener:       Screws     Nails     None  
iv. Fastener is Inaccessible for Inspection:       Yes     No  
4. Metal Rafter Hangars:       Yes     No  
5. Other (Describe)\_\_\_\_\_  
6. Are roof structural connections inaccessible       Yes     No  
7. Provide (see) Photos No.    \_\_\_    \_\_\_    \_\_\_    \_\_\_

**Rate the overall condition of the roof anchorage**

- Excellent (new and/or in good condition)  
 Intermediate (old and/or in need of repair)

- Poor (clear signs of inadequate structural anchorage)
  - If poor provide (see) Photos No. \_\_\_\_\_
- (Provide photos of damaged areas)

**Describe type of roof covering used:**

- Concrete
- Corrugated Metal Sheets
- Asphalt Shingles
- Wood Shingles
- Tile
- Other

8. Any skylights or ventilators on the roof?  Yes  No

**Rate the overall condition of the roof covering**

- Excellent (new and/or in good condition)
  - Intermediate (old and/or in need of repair)
  - Poor (clear signs of damage)
  - If poor provide (see) Photos No. \_\_\_\_\_
- (If poor provide pictures of damaged areas)

**C.2 Structural Frame and Walls**

1. What is the primary vertical load resisting system (structural wall type)?

- Reinforced Concrete Frame
- Masonry Block Walls
- Structural Steel Frame
- Timber Frame
- Reinforced Concrete Wall Panels
- Other \_\_\_\_\_

2. Are there cracks in the structural walls?  Yes  No  
 If yes provide (see) photos No. \_\_\_\_\_
3. Are there signs of deterioration of the concrete?  Yes  No  
 If yes provide (see) photos No. \_\_\_\_\_
4. Does the building have a soft storey?  Yes  No  
 If yes provide (see) photos No. \_\_\_\_\_
5. Are any of the Wall or Column Foundations visible at or above Ground Level?  Yes  No  
 If yes provide (see) photos No. \_\_\_\_\_

**Rate the Overall Condition of the Primary Vertical Load Resisting System**

- Excellent (new and/or in good condition)
  - Intermediate (old and/or in need of repair)
  - Poor (clear signs of damage or incorrectly installed/constructed)
- (Provide photos of damaged or incorrectly installed/constructed areas; No \_\_\_\_\_)

**C.3 External Wall Openings**

State Total Area for all external Walls \_\_\_\_\_ Sq. m

Wall Opening	Are there Permanently installed Shutters		Area (Sq. m)	% of Total Wall Area			
	Yes	No		0-5	6-20	21-60	>60
Plain Glass							
Windows							
Mesh							
Open blocks							

1. If no Shutters are provided (see) Photos No. \_\_\_\_\_
2. Indicate the type of cladding /partition walls used.
  - Block masonry    precast concrete    stone panels    timber    other \_\_\_\_\_
3. Indicate type of external doors in building.
  - Metal panels    solid wood    hollow-core plywood    solid-core plywood    Other \_\_\_\_\_

**C.4 Floor System**

What type of floor system exists in the area Designated for the Emergency Shelter?

- Concrete Slab on Grade
- Elevated Concrete slab and Beams
- Structural Steel
- Timber
- Other \_\_\_\_\_

**Rate the Overall Condition of the Floor System**

- Excellent (new and/or in good condition)
  - Intermediate (old and/or in need of repair)
  - Poor (clear signs of damage or incorrectly installed/constructed)
- (Provide photos of damaged or incorrectly installed/constructed areas)

**A. Environment of the Shelter**

1. What is the type of surrounding terrain?  
 Coastal    Open Field    Town    Other \_\_\_\_\_
  
2. In what type of topography is the building located?  
 Flat    slope with an angle <10%    10-30%    >30%    valley    ridge
  
3. Is the building near to a river, ravine, major storm drain or any other significant water course?  
 Yes, nearest distance [m] \_\_\_\_\_ No   
*If yes provide (see) Photo No.*   \_\_\_\_\_   \_\_\_\_\_   \_\_\_\_\_   \_\_\_\_\_
  
4. Is the building near to the sea?  
 Yes, nearest distance [m] \_\_\_\_\_  No  
*If yes provide (see) Photos No.*   \_\_\_\_\_   \_\_\_\_\_   \_\_\_\_\_   \_\_\_\_\_
  
5. Are there evidences of landslides & rock falls?    Yes    No  
*If yes provide (see) Photos No.*   \_\_\_\_\_   \_\_\_\_\_   \_\_\_\_\_   \_\_\_\_\_
  
6. Is access to the shelter likely to be blocked by landslides or flooding?    Yes    No  
*If yes provide (see) photos No.*   \_\_\_\_\_   \_\_\_\_\_   \_\_\_\_\_   \_\_\_\_\_
  
7. Are there any visible damages to the following due to past events:    Yes    No  
 Roof    floor    columns    beams    wall    other \_\_\_\_\_

*Was damage caused by any of the following?*

- Floods    wind    earthquake    landslide    tree falls    other \_\_\_\_\_
- Unsecured large structural Items    Unsecured Construction materials
- Unsecured objects that are likely to be moved during a hazardous event,  
*describe* \_\_\_\_\_

Please provide details under “General Comments” (below).

*General Comments:*

---



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## Shelter Preparation (Pre-activation / Pre-Occupancy) Checklist

### 1. Prepare a management plan

**Completed**

- 1.1 Building inspected -----
- 1.2 Rooms allocated for special activities -----
- 1.3 Receipt and storage of supplies -----
- 1.4 Shelter team mobilized -----
- 1.5 Relevant authority and interest groups contacted-----
- 1.6 Staff meetings held -----
- 1.7 Meetings arranged with prospective shelterees -----
- 1.8 All necessary forms obtained -----
- 1.9 List of shelterees needs and priorities prepared -----
- 1.10 Shelter prepared -----

**Comments:**

# COORDINATORS EMERGENCY CONTACT INFORMATION

1

## Police:

Tel: 911 or 448-2222

Email: [cdpf@dominica.gov.dm](mailto:cdpf@dominica.gov.dm)

2

## Fire and Ambulance Services:

Tel: 445-7849 or 445-7878 or Hotline: 447-5555

Email: [fireservices@dominica.gov.dm](mailto:fireservices@dominica.gov.dm)

3

## Dominica Social Welfare Division:

Tel: 24 hour service line 275-8310

Email: [socialwelfare@dominica.gov.dm](mailto:socialwelfare@dominica.gov.dm)

4

**Crime Stoppers Hotline: 1-800-8477#**

5

## Local Government:

Tel: 266-3909

Email: [localgovernment@dominica.gov.dm](mailto:localgovernment@dominica.gov.dm)

6

## Princess Margaret Hospital:

Tel: 266-2000

Email: [pmh@dominica.gov.dm](mailto:pmh@dominica.gov.dm)

7

## Office of Disaster Management (ODM)

Tel: 448-7777 or 448-2883

Email: [odm@dominica.gov.dm](mailto:odm@dominica.gov.dm)

8

## Dominica Meteorological Service:

Tel: 445-7849 or 448-7878 HOTLINE: 447-5555

Email: [Dmsmelvillehall@dominica.gov.dm](mailto:Dmsmelvillehall@dominica.gov.dm)

9

## Dominica Red Cross:

Tel: 448-8280 or 440-2483

Email: [directorgeneral@redcross.dm](mailto:directorgeneral@redcross.dm)

10

## Environmental Health:

Tel: 266-3468

Email: [environmentalhealth@dominica.gov.dm](mailto:environmentalhealth@dominica.gov.dm)

**SHELTER MANAGER'S LOCALIZED DIRECTORY  
(“On Call” or Standby Support)**

**Name of Shelter:**

<b>Organization</b>	<b>Telephone Number</b>	<b>Email Address</b>	<b>Address</b>
District Development Officer (DDO)			
District Development Assistant (DDA)			
Office of Disaster Management			
Family Health Nurse (FHN)			
Health Center			
Police Station			
Fire Station			
Social Welfare Officer			
Driver/s			
Shopkeeper/s			
Maintenance			
School Principal			
Village Council Chairperson /Office			
Disaster Committee Chair			
Environmental Health			



**SHELTER TEAM DIRECTORY**

Name of Shelter:

Organization	Telephone Number	Email Address	Home Address
Shelter Manager			
Deputy Shelter Manager			
Security Officer			
Registrar / Admin			
Emergency Communications Officer			
Storekeeper			
Cook/s			
Cleaner/s			
Special Volunteer/s			

**Emergency Shelter Multi-hazard Disaster Response Alert & Evacuation Matrix**

**Name of Shelter:**

<b>Hazard</b>	<b>Alert Mechanism/s (alerting persons in the shelter)</b>	<b>Evacuation Routes/ Exits</b>	<b>Safe Zone/s</b>	<b>Appropriate Authority</b>
<b>Tsunami</b>				ODM Tel:
<b>Earthquake</b>				ODM Tel:
<b>Fire</b>				Fire Service Tel:
<b>Flood</b>				Fire Service Tel:
<b>Dangerous Intruder</b>				Police Tel:
<b>Volcano</b>				ODM Tel:
<b>Deadly Disease Outbreak</b>				Ministry of Health Tel:

### SHELTER REGISTRATION

Name of shelter: \_\_\_\_\_ Date: \_\_\_\_\_

Location of shelter: \_\_\_\_\_

#### INITIAL INFORMATION

Surname: \_\_\_\_\_ Other Names: \_\_\_\_\_

Name commonly used: \_\_\_\_\_ Date of Birth: \_\_\_\_\_ M F

Address: \_\_\_\_\_

Next of kin: \_\_\_\_\_

Address: \_\_\_\_\_

#### FOLLOW-UP INFORMATION

Date of arrival in shelter: \_\_\_\_\_

Family Group Names:	Health Status	Occupation	D.O.B	Sex

General health condition: \_\_\_\_\_  
\_\_\_\_\_

Unique or emergency health needs: \_\_\_\_\_

Damage to home/crops: \_\_\_\_\_  
\_\_\_\_\_

Possibility of going to home of friends or family: Y N

Name and address: \_\_\_\_\_

Date of leaving shelter: \_\_\_\_\_

Destination: \_\_\_\_\_

Recorder: \_\_\_\_\_ Date: \_\_\_\_\_



## **Shelterees' Rights and Responsibilities Include:**

### **RIGHTS**

- The right to assistance during a crisis or to prevent a crisis;
- The right to be considered for accommodation and housing based on fair policies;
- The right to receive help finding and staying in suitable housing on a long-term basis;
- The right to be free from discrimination;
- The right to respect for your culture;
- The right to respect, dignity and privacy;
- The right to participate in the decision making process of organizations;
- The right to help applying for income support, employment and health services, educational opportunities and other support services;
- The right to make a complaint or appeal a decision you do not agree with and receive an answer that makes sense to you.

### **RESPONSIBILITIES**

- The responsibility to respect the rights of others to feel safe;
- The responsibility to respect the cultural backgrounds and privacy of others;
- The responsibility to treat others with respect and dignity;

The responsibility to follow schedules and rules of the emergency shelter and its programs;

- The responsibility to let shelter personnel know if you are unable to keep an appointment and need to reschedule;
- The responsibility to inform shelter personnel if you feel that any staff member has breached the code of ethics, confidentiality or has treated you unfairly.



## Shelterees' Needs Request Form

List of Names and Status of Shelterees at \_\_\_\_\_ Emergency Shelter

Date: \_\_\_\_\_

#	Name	Male	Female	Age	Needs	Status

Request made for assistance towards these priority needs:

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Total budget: \_\_\_\_\_ Daily / Weekly / Monthly

.....  
Signature

.....  
Signature





**GRIEVANCE FORM**

**PLEASE COMPLETE & SUBMIT TO THE SHELTER MANAGER OR DDO /DDA**

Name/ Contact Number: \_\_\_\_\_

Date: \_\_\_\_\_

WHAT IS THE NATURE OF THE GRIEVANCE?

(PLEASE EXPLAIN IN DETAIL, INCLUDE NAMES AND DATES.)

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WHAT STEPS WERE TAKEN TO RESOLVE THE GRIEVANCE?

(SPOKE TO PERSON INVOLVED, STAFF, ETC)

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\_\_\_\_\_

SIGNATURE OF STAFF RECEIVING GRIEVANCE

\_\_\_\_\_

DATE

\_\_\_\_\_

SHELTER MANAGER / DATE



### Supplies Accounting

#### \*Relief & Food Supplies

District: \_\_\_\_\_ Shelter: \_\_\_\_\_ Date: \_\_\_\_\_

Shelter Manager: \_\_\_\_\_

Type of Report (period/event): \_\_\_\_\_

#### Relief

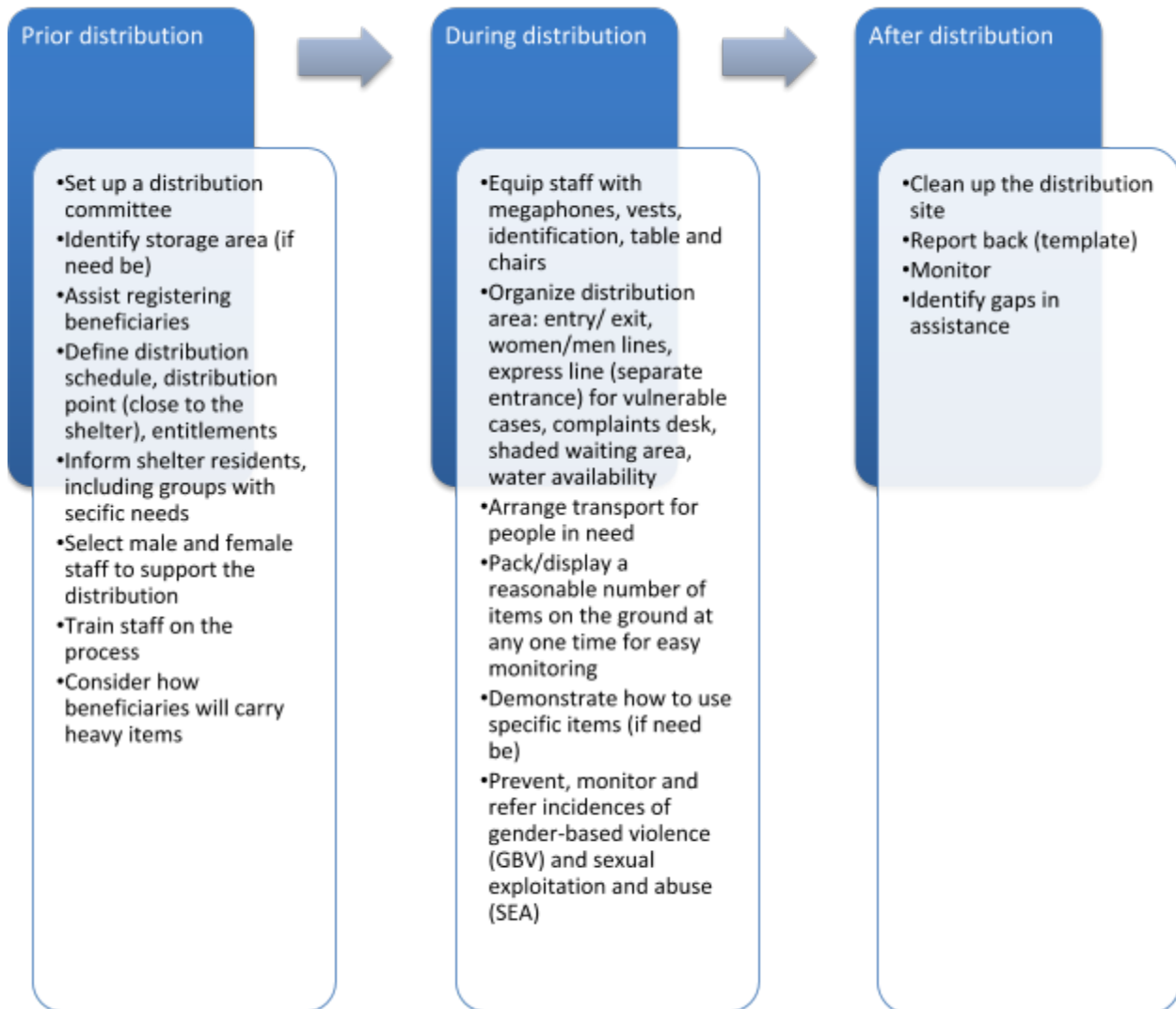
Item	Received	Turned-In	On-Hand

#### Food

Item	Received	Turned-In	On-Hand

Report Prepared By: \_\_\_\_\_

## Distribution Guide



The committee's tasks will be:

- Supporting all aspects of distribution (prior, during and after)
- Explaining the distribution process to the shelter population
- Assisting with crowd management: organizing the people during the distributions, ensuring safety and security in a non-violent manner
- Prioritizing and assisting vulnerable people during the distribution in carrying the items
- Setting up a complaints mechanism
- Assisting with post-distribution monitoring quality control
- Facilitating the discussions about population needs and available items of the food basket and non-food items (NFIs)

**SHELTEREE PERSONAL EFFECTS FORM**

48 Hours after shelteree has exited the facility and tagged with shelteree's name. Staff packs effects, placing in secured space at the emergency shelter with a tag on the bag taped or stapled and to be matched with a record in the Log book.

Shelteree \_\_\_\_\_

Shelteree ID# \_\_\_\_\_

Entry Date \_\_\_\_\_

Exit Date \_\_\_\_\_

Number of bags & general contents \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Witness: \_\_\_\_\_

Date items Must Leave the Facility \_\_\_\_\_

Additional comments:

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

\_\_\_\_\_  
Staff Signature

\_\_\_\_\_  
Date

\_\_\_\_\_  
SHELTER MANAGER

\_\_\_\_\_  
Date

**DISMISSAL/VIOLATION**

To: \_\_\_\_\_

Date: \_\_\_\_\_

This is to notify you that you have violated the rules and/or agreement of your stay at the Emergency Shelter in the following ways:

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Action:

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SHELTER MANAGER

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DISTRICT DEVELOPMENT OFFICER

Code Number		Referencing Agency/ Emergency Shelter	
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## GBV INCIDENT REPORT FORM

Interview Details			
Survivors Name		Date:	
Address			
Cell Number:		Alternate Cell Number:	
Email:			
Code Number:	<i>(Date of Birth &amp; Initials)</i>		
Consent Form			
I hereby consent to sharing of my personal information with police, medical and psycho social support professionals in order to assist me. I understand that data about my case will kept by the Gender Bureau under the code number _____ for statistical purposes.			
Signature			
Survivor's name in Block Capitals			
Witness Name:			
Signature:		Date:	
Comments:			
<input type="radio"/> I am a survivor of a gender based violence incident			
<input type="radio"/> I need help to obtain medical/ police/legal/ Psycho Social Support (Please circle all that apply)			

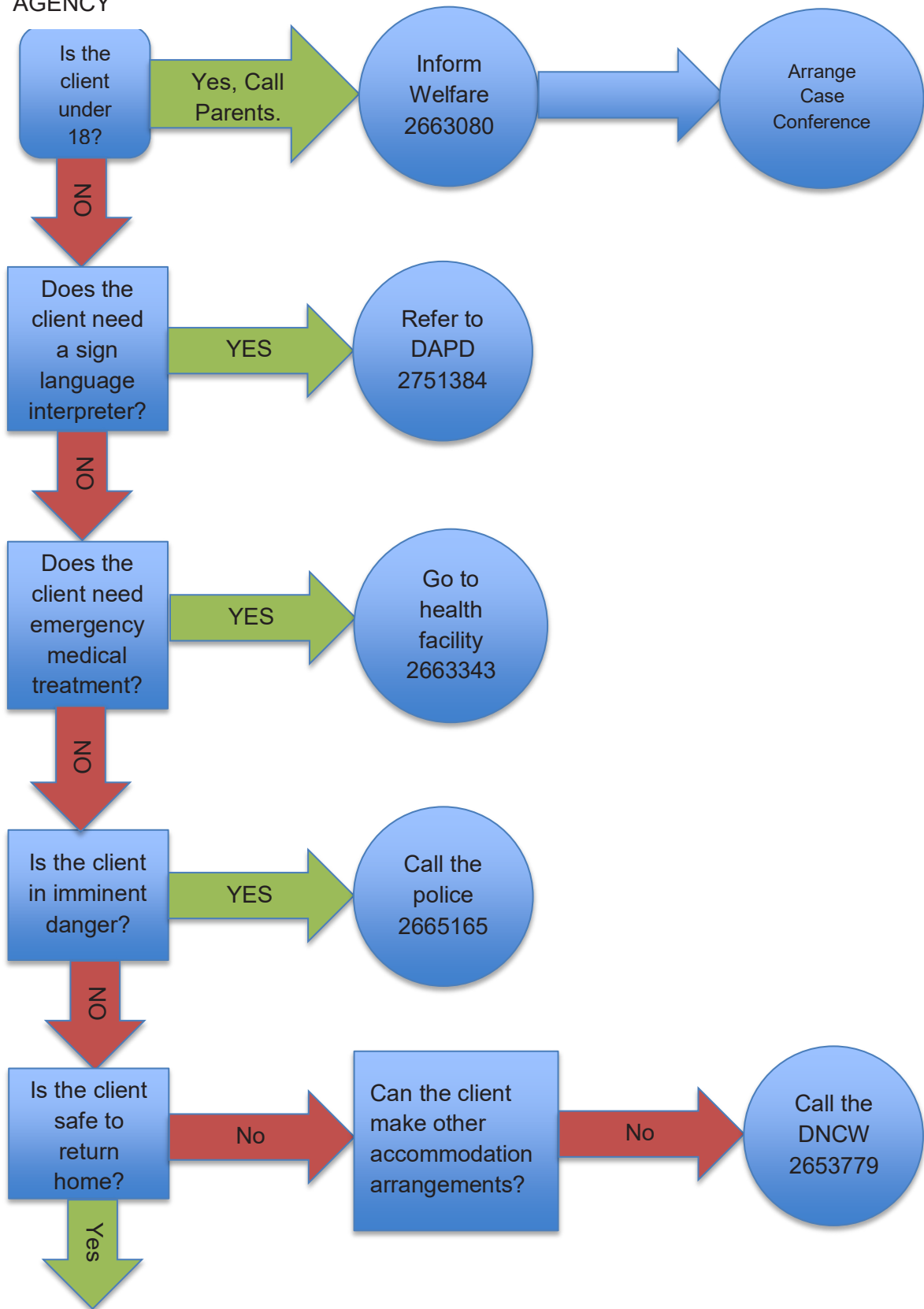
Data for Statistics			
Location Of Incidents		Age of Survivor	
Home	<input type="radio"/>	Under 2	<input type="radio"/>
School	<input type="radio"/>	2 – 5	<input type="radio"/>
Work	<input type="radio"/>	6 – 11	<input type="radio"/>
Public Places	<input type="radio"/>	12 - 15	<input type="radio"/>
Hospital	<input type="radio"/>	16 - 17	<input type="radio"/>
		18 - 30	<input type="radio"/>
		30 - 60	<input type="radio"/>
		60 - 70	<input type="radio"/>
		70 +	<input type="radio"/>
Identity of Perpetrator		Gender of Survivor	
Spouse	<input type="radio"/>	Male	<input type="radio"/>
Unmarried Sexual Partner	<input type="radio"/>	Female	<input type="radio"/>
Parents	<input type="radio"/>		
Parent's Partner	<input type="radio"/>	Nationality of Survivor	
Sibling	<input type="radio"/>	Dominican	<input type="radio"/>
Grandparent	<input type="radio"/>	Dominican (Kalinago)	<input type="radio"/>
Other relatives	<input type="radio"/>	Haitian	<input type="radio"/>
Family Friend	<input type="radio"/>	Dominican Republic	<input type="radio"/>
Stranger	<input type="radio"/>	Other	<input type="radio"/>
Type of Incident		Disability	
Sexual		Amputee	<input type="radio"/>
● Rape	<input type="radio"/>	Wheel Chair User	<input type="radio"/>
● Unlawful Sexual Intercourse	<input type="radio"/>	Hearing Impaired	<input type="radio"/>
● Sexual Assault	<input type="radio"/>	Visual Impairment	<input type="radio"/>
● Sexual Harassment	<input type="radio"/>	Intellectually Challenged	<input type="radio"/>
● Grooming	<input type="radio"/>		
● Voyeurism	<input type="radio"/>		
Physical	<input type="radio"/>		
Financial	<input type="radio"/>		
Emotional	<input type="radio"/>		

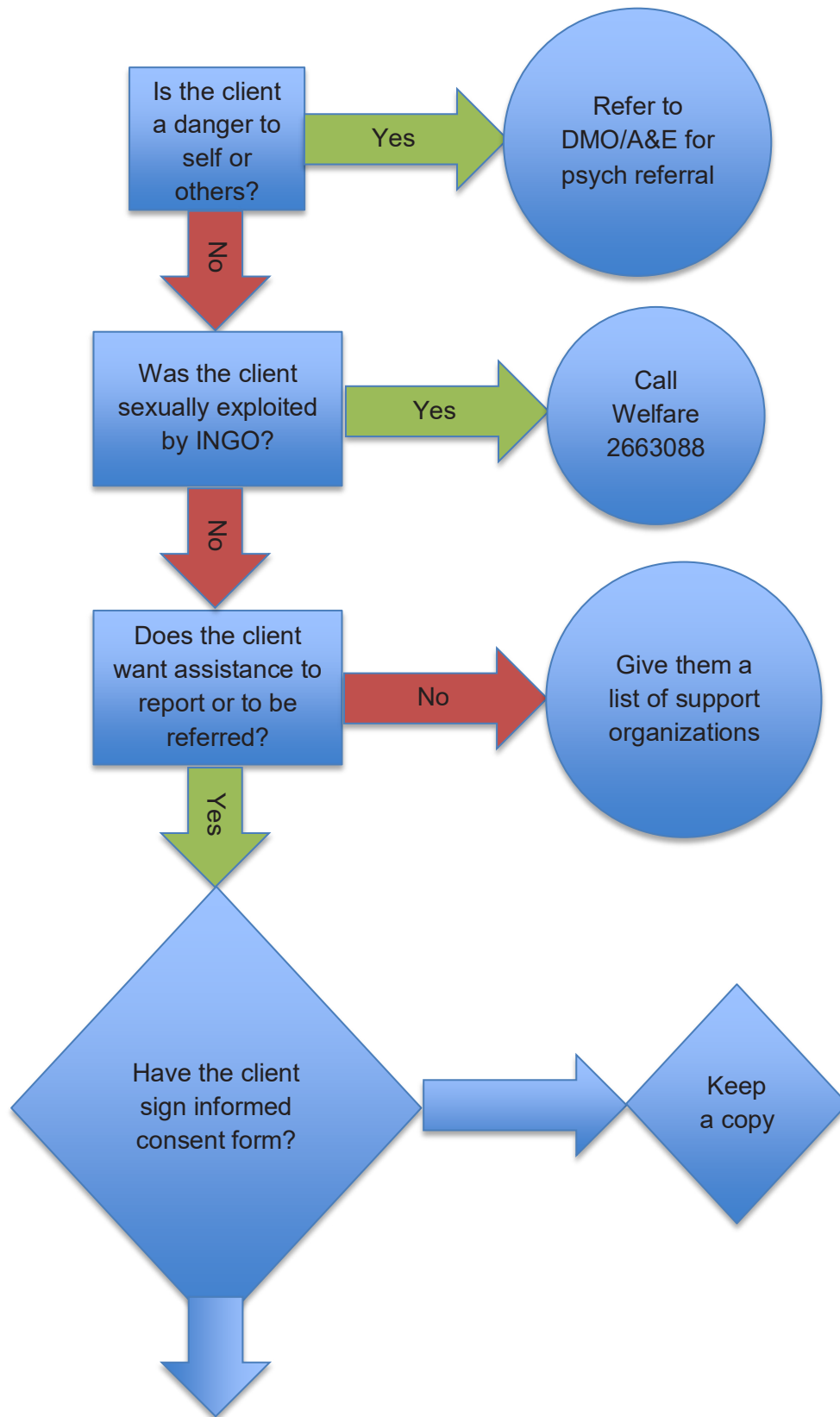
Referred for Medical/ Police / Legal / Psycho-social support (Please Circle all that apply)

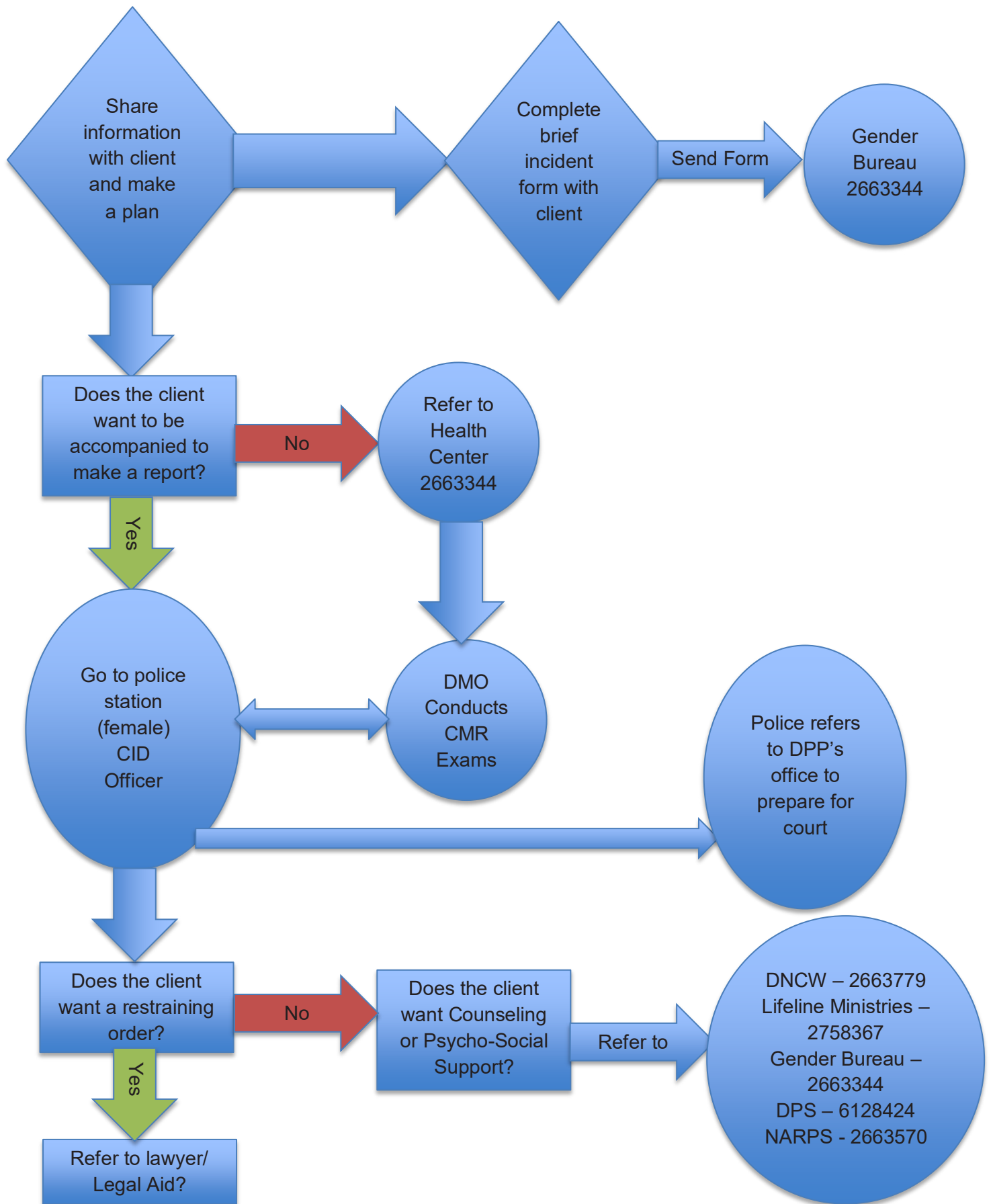


## Referral Process Algorithm for Gender Based Violence

CLIENT PRESENTS  
TO FRONTLINE  
AGENCY







**SHELTER MANAGER CHECKLIST**  
**Shelter Closing (De-activation/Post-activation)**

**4. Evacuation of Shelter**

**Completed**

4.1 Rehabilitation arrangements completed for shelterees -----

4.2 Necessary transportation arranged -----

4.3 Shelterees signed out -----

**5. Administrative details completed**

5.1 Staff meeting held -----

5.2 All forms completed (Registrations, requisitions, inventories) -----

5.3 Activity log completed -----

5.4 Final reports written -----

**6. Shelter building cleaned and restored**

6.1 Remaining supplies and equipment returned -----

6.2 Shelter inspected -----

6.3 Damage to structure repaired -----

6.4 Shelter cleaned -----

6.5 Keys returned -----

**Comments:**

## Child Centered Approach to Shelter Management: Checklist

(Developed by ChildFund Caribbean 2016 utilizing various International Standards guides post Tropical Storm Erika)

1. Shelter team is oriented on basic knowledge of children in emergencies - child protection, gender appropriateness, facilitating child friendly spaces [ ]
2. A shelter team member or special facilitator is assigned to coordinate children's activities [ ]
3. Shelter team is oriented on ethical behaviour towards children [ ]
4. Emergency shelter has available child friendly resources – play materials, recreation spaces and supplies, chart on Children's Rights, learning materials [ ]
5. Support persons are available to facilitate debriefings and psychosocial support for children and adults [ ]
6. Special attention is given to the needs of orphans and children separated from their parents and guardians [ ]
7. The emergency shelter is open to external aid and other child agencies that wish to assist, including health, education and welfare services [ ]
8. There is a secure process for reporting child abuse and children and other shelterees know where and how to make a report [ ]
9. Children and youth are debriefed on matters affecting them and are given opportunities to partake in decision making [ ]
10. There is a specific schedule for children and youth activities posted in plain sight [ ]
11. Spaces within the emergency shelter enable privacy and security for the children, including children with disabilities [ ]
12. Expectations for behaviour and relations within the shelter are discussed with the children, invite children's input and are posted in plain sight [ ]
13. Parents continue to be the primary caregivers and representatives of their children while the shelter and are oriented on non-violent ways to relate with children particularly while at the shelter [ ]
14. Enumerators seek informed consent of the parents / guardians to conduct assessments/research [ ]
15. All shelter operations are conducted with due consideration for children and youth [ ]

## GENERIC GUIDE FOR SHELTER AGREEMENTS

Shelter agreements establish understanding regarding the following:

1. Authorization for use of the facility and procedures for notification
2. Describes terms of use for equipment at the facility such as radios, fax machines, televisions, computers, etc.
3. Describes any reimbursement or arrangements for use of utilities such as gas, water, electricity and telephones
4. Discusses the length of use (use for as short a period as possible; continued use of the facility will be based on the mutual decision of both parties)
5. Emphasizes the return of the facility to its original condition
6. Includes consideration for replacement or reimbursement for any damage or materials/supplies consumed at the facility while being utilized as a shelter
7. Defends, holds harmless, and indemnifies the facility against any legal liability for actions that occur during the sheltering operation
8. Describes the communication channels between the facility owner and the user

## Monitoring standards in service provision and protection (SPHERE)

Sector and Issues	SPHERE Standards and Guiding practice	Action needed
<b>WATER, SANITATION AND HYGIENE</b>		
<p>Do all residents have safe and equitable access to a sufficient quantity of water for drinking, cooking and personal and domestic hygiene?</p> <p>Are public water points sufficiently close to households to enable use of the minimum water requirement?</p> <p>Is water always available at all time or are there shortages / ration in the site? If yes, please mention the duration of shortage.</p>	<p>15 to 30 L / person / day</p> <p>Water point is located less than 500m away from HHs housing units. 250 people per tap.</p> <p>In situations where water is rationed or only available at given times, this should be planned in consultation with the residents (including PSWN). i.e. House Hold (HH) needs to have access to appropriate water containers.</p>	
<p>Is available water of sufficient quality? Specify water source.</p>	<p>- Water smell and color are normal, No increase in water borne diseases since the last month (i.e. scabies, skin diseases, diarrhea)</p> <p>- water trucking supply, spring, connection to the municipality network</p>	
<p>Are there enough and secure latrines in the site? Are there latrines in need of repair?</p> <p>Do people practice open defecation?</p>	<p>Maximum 20 persons per latrine, separation per gender, presence of lock on the door, latrines are no more than 154 feet from dwelling, maintenance of latrines (presence or absence of feces)</p> <p>Open defecation in demarked areas or random.</p>	
<p>Are there any complaints about lack of privacy in latrines or washing facilities?</p>	<p>Separation by sex or households</p>	
<p>Are there designated areas for the residents to dispose of garbage?</p>	<p>100L garbage disposal per 10 households</p> <p>Municipality is collecting garbage on a regular basis</p> <p>No Garbage present outside of designated areas</p>	
<p>Is there a functioning drainage system? Are parts of the site flooded?</p>	<p>No stagnant water observed in and around the shelter, drainage channels are cleaned and able to manage grey water</p> <p>Existing trenches to prevent flooding</p>	
<p>Is black water managed?</p>	<p>Latrines connected to a pit, municipal sewage system, absence of feces in/around the shelter, absence source of contamination</p> <p>Dislodging of latrines pit has been planned</p>	
<p>Do people have safe hygiene practices?</p>	<p>Hygiene promotion information and activities available on a regular basis, Hand-washing options, available soap, observation of good practices (food covered, no presence of feces, water containers covered)</p>	
<b>HEALTH</b>		
<p>Do people living in the site have access to functioning health services?</p>	<p>Mobile clinic, health point or nearby hospital, access to pharmaceuticals, anti-retroviral (ARV) treatment, etc.</p> <p>Residents understand their coverage under</p>	

	Globmed scheme.	
Is there a possibility of transport to the nearest hospital for emergency cases? Is there access to nearby medical staff if needed?	ambulances, Doctors, Nurses, Midwives on site, community based transportation mechanism set up by the residents	
Are any public health concerns observed in the site: - Reported illness? - Disease outbreaks? - Reported deaths?	Symptoms of head ache, coughing, body ache, nausea, diarrhea, scabies or other skin diseases.	
<b>PROTECTION</b>		
Any psycho-social problem identified?	Related to protracted or prolonged situations in site Post traumatic disorder Depression	
Is any organization or entity providing psycho-social support?	Governmental, international or national NGOs, etc	
Livelihood opportunities	Is there equal access for men and women to livelihood opportunities? Agencies supporting livelihood schemes	
Are there incidents of violence within households, between households or between distinct groups from within the residents population?	Gender-based violence, alcohol and/ or drug abuse	
Have there been security incidents inside the site?	Theft, harassment, abuse, gender-based violence	
Are there any concerns related to the specific needs of the following groups: - Women at risk - Children - Youth - Older persons - Persons with disabilities	Gender-based violence, sexual harassment, rape; denial of birth registration, prevention from attending school; reduced mobility, discriminatory treatment, isolation, etc...	
Are there sufficient protection measures in place for persons with specific needs and increased vulnerabilities?	Inclusive participation of all people in the Collective center, <i>including</i> persons with specific needs	
Are there incidents of violence between site residents and host community members?	Positive interaction between displaced population and host community	
Have people access to documentation? Have people access to replacement of lost identity documents?	Birth certificates, national identity documents, death certificates, residency permit	
Is there regular presence of security forces patrolling around the collective center? Did the resident set up a community based security mechanism? Is available security system gender balanced?	Police or security guard visiting site regularly. Women police staff. Shelter committee has set up a security system (i.e. security volunteer, visiting hours are mentioned in the resident code of conduct). PWSN have been consulted regarding these mechanisms and their feedback taken into consideration	
Are there any protection prevention measures in place?	Sensitization activities and awareness-raising on protection, reporting mechanism in place, referral system established	
Are there adequate lighting in the site?	Lights available at: - Latrines - Washing facilities	



	<ul style="list-style-type: none"> <li>- Cooking areas</li> <li>- Etc...</li> </ul>	
Are there housing units or apartment available specifically allocated to single female headed households in the site? If yes, how many housing units are available?	Not mandatory. Depends on the shelter resident profile. Up to 4 housing units or 1 apartment specifically allocated for single female headed households.	
Are there housing units available for HH in need of emergency shelter? If yes, how many housing units are available?	5% of the total number of housing units	
<b>SITE DESIGN OR LAYOUT</b>		
Are there areas that may pose risks to the site residents?	Dark or isolated areas in or near the site, obstacles restrict safe and easy access to specific areas, facilities, services	
Are there emergency evacuation areas established?	Emergency protocols, information, drills	
Are disabled persons able to move within the site to access services?	Ramps, handles, etc	
<b>SHELTER AND INFRASTRUCTURE</b>		
Do people have enough space within the Shelter?	11.5 squares feet in warm climates, excluding cooking facilities and/ or sanitation facilities. 15 squares feet - 18 squares feet in cold climates or urban areas, including cooking facilities and/ or sanitation facilities.	
Fire prevention and first aid equipment's available?	1 First Aid kit + fire extinguisher / shelter	
Are any housing unit damaged or in need of repair?	No leakages, presence of ventilation / good airflow, lockers/door handles function	
Are structures save?	Any signs of injury risk, e.g. sharp edges, protrusions	
Is the condition of internal and external electrical connections of the site save?	electric poles and mains wiring leading to the site, installations, etc	
Residents have access to maintenance tools.	hand tools, shovels, sandbags, as needed	
<b>EDUCATION</b>		
Do boys and girls have access to education? Are there any boys and girls in the site that are not attending school?	Education point on site, nearby school, available teachers in the collective center	
Do adult have access to live skill trainings or capacity-building in support of livelihoods, etc.	Cooking, computer skills, home gardening, etc.	
<b>FOOD AND NON-FOOD ITEMS</b>		
Is the food in sufficient and good quality? Are there cases of under or malnutrition reported	Cases of under-or malnutrition	
Are there any complaints related to the distribution of NFI/Food?	Timely information on distribution, Equitable distribution, item distributed are of appropriate quality / quantity	
<b>OTHER AREAS FOR MONITORING</b>		
Is the site committee functioning? Do the residents comply with the code of conduct?	Regular participation of site committee members, Terms of Reference and Code of Conduct in place, involvement of refugee	

	population and host community, shelter residents show overall acceptance of the committee.	
<b>Did the site committee/s receive appropriate training</b>	Shelter management and coordination, Conflict resolution, first aid and fire prevention.	
<b>Durable solutions under discussion/in process?</b>	Information about options and support for return, local integration or resettlement	

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#### **ANNEXES:**

Annex 1: Emergency Shelter Operations Plan

Annex 2: Coordinators' Monitoring Database for Emergency Shelters



# Office of Disaster Management

Dominica 2019