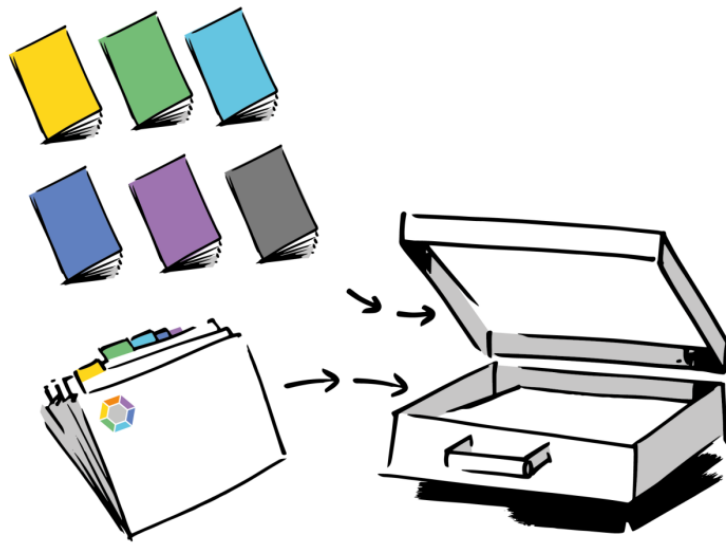


# Mass Shelter Capability (MaSC)

## Tool Box



**Frame Document**

***read first***

## Acknowledgment

The development of this comprehensive MaSC Tool Box was a collaborative work over four years. It included the inputs and learnings of a number of different organizations, institutions, universities and individual experts.

Without the financial contribution of the European Union, via the Union Civil Protection Mechanism, this set of tools would have never been developed. And even more important the six major events during the implementation phase of the two projects would have not been taken place. And especially at these occasions, the joint work on the tools, the joint effort to find common definitions and understandings not only among civil protection agencies or practitioners but furthermore also between ministries, NGOs and UN agencies was a significant step forward to increase the preparedness level of nearly all Participating States in the Mechanism.

Therefore many thanks go to all participants who were present and engaged in the different workshops, experts meetings and coordination events through the two projects. Without the comprehensive collaboration of all through the development process this product would have never been what it is now.

This is especially true for all project partners involved in the implementation of the two MaSC projects, namely:

- Northamptonshire County Council, UK
- National Directorate for Fire and Emergency Management (NDFEM), Ireland
- International Organization for Migration (IOM), Switzerland
- Cabinet Office, UK
- Department for Communities and Local Government (DCLG), UK
- Federal Agency for Technical Relief (THW), DE

The Mass Shelter Capability (MaSC) projects were both co funded by the European Union Civil Protection Mechanism (UCPM). The first project ran from January 2015 until end of 2016. The second project started in 2017 and ended in 2018. Although the two projects were administratively distinct the second project built upon on the outputs of the first, creating one overall result.

The purpose of the first phase of the project (MaSC I) was to bring together European expertise through a series of structured workshops to design and agree consistent standards for the development of a scalable, modular and phased mass shelter capability. The overall objective of the second project (MaSC II) was to enhance preparedness across participating states of the UCPM regarding deployment and hosting of mass shelter capabilities by identifying detailed requirements for the deployment of the defined mass shelter capability and produce recommendations for participating states as well as DG ECHO. All results and products are summarized and made available through this MaSC Tool Box.



## Contents

1. What is the MaSC Tool box? .....	3
2. What you will find in the MaSC Tool Box .....	5
3. Considerations in Mass Shelter provision .....	7

# 1. What is the MaSC Tool box?

Are you ready for a one in a hundred year disaster?

Floods, earthquakes, cross border fires or other manmade disasters can strike in an instant and leave those responsible confronted with the unexpected and in the case of extreme events, overwhelmed.

This tool box is designed to support mayors, municipal and local authorities, civil protection agencies and others to prepare for and to respond to situations where a significant proportion of the population requires temporary shelter. The tools provided in this toolbox will equip you with a expert guidance for before, during and after an emergency Encompassing all phases of shelter response where many people have gathered at the same site(s). It was developed by civil protection and shelter experts. When national capacity is overwhelmed, the toolbox also describes how international assistance can be requested through the Emergency Response and Coordination Centre (ERCC) in Brussels.

## 1.1. Why is a MaSC Tool Box needed?

National authorities, mayors and their teams need to be prepared to provide temporary shelter following disasters irrespective of scale.

As disasters are becoming more frequent, increasingly people will require shelter in many locations including: collective centres, self-settled and planned camps. The MaSC Tool Box will provide guidance with preparedness actions as well as outlining the steps involved in the establishment, running and phase out of these sites.

## 1.2. Who might use the MaSC Tool Box?

The intended users of the MaSC Tool Box range in scope from those in decision making roles to those who would lead the response at the sub-national level down to operational camp planners or technicians. The users will benefit from a collection of tools which might be outside their technical expertise but serve to introduce them to the topic and oversee decisions based on local circumstances and response to particular situations.

## 1.3. When might the MaSC Tool Box be used?

Hazards in Europe ranked by numbers potentially affected are shown in the table here. Due to the multiple risk profiles of Europe – as well as the potential population requiring temporary shelter, the tools in the MaSC Tool Box could be used in both the preparedness and the response phase.

### Preparedness

The best time to use most of the tools is in the preparedness phase at which stage they can be used as a checklist testing manuals, handbooks and standard operating procedures already in use on local, region and even national level. National adaption of the tools is necessary and might include a review of national preparedness plans.

Earthquake	121,974,452
River flooding	78,455,890
Landslides	42,167,777
Nuclear power plant	28,002,993
30 m tsunami	21,939,128
Refineries	18,237,340
15 m tsunami	11,275,366
Chlorine works	10,827,183
6 m tidal surge	10,580,639
5 m tidal surge	9,605,982
4 m tidal surge	8,544,866
Volcanic eruption	5,878,707
2 m tidal surge	5,786,441
Wild fires	258,700

*People affected by disaster*

## Response

If there has not been an opportunity to test and integrate the tools fully during the preparedness stage, they can also be used during the response phase on the basis of “better late than never”.

All tools of the MaSC Tool Box have been developed with a major crisis in mind with the following criteria for “major”:

1. National capacity overwhelmed
2. Significant number of internally displaced people needing shelter in collective centres and / or camps
3. Collective centres and / or camps will be required for weeks and possibly months

The tools are primarily designed for major crises arising from disasters related to natural hazards and industrial accidents and do not necessarily address the challenges of conflict or major migrant and / or refugee flows.

### 1.4. What type of settlement and shelter does it apply to?

The tools in the MaSC Tool Box consider all types of settlement and shelter, both mass shelter and dispersed shelter and settlement. The tools can be used irrespective of whether or not a MaSC shelter team is deployed.

The graphic does not necessarily include all options and each context will be different, however key points are:

- There is a wide range of options
- These will change over time and people will make choices

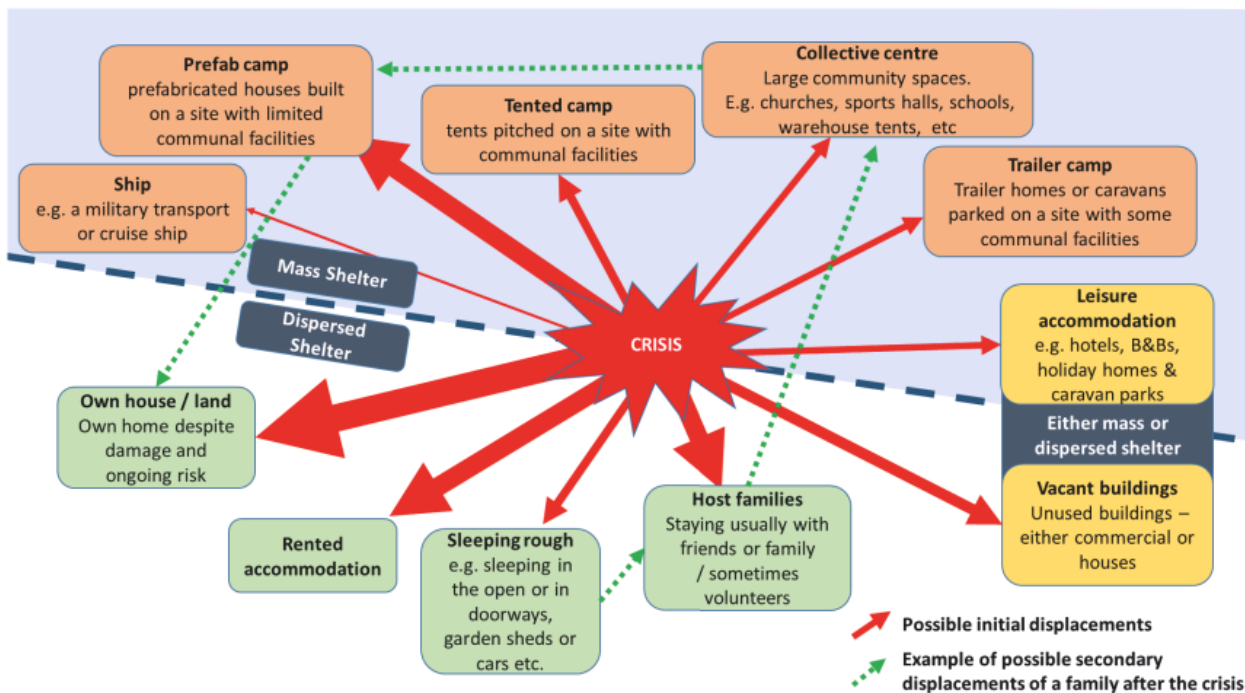


Illustration of some of the shelter options post crisis. Note people will also choose to move between types of shelter as time passes.

## 2. What you will find in the MaSC Tool Box

The MaSC Tool Box contains a range of tools which can be easily adapted and used either individually or as a whole as required by the user. This chapter explains the overall content and structure of the MaSC Tool Box. Bearing in mind that the MaSC Tool Box is not a “one size fits all” solution for mass shelter situations,

### 2.1. Structure

The MaSC Tool Box is divided into 6 different phases. The phases follow the logic of the disaster management circle, supplemented by the phase “0 Awareness”.

- Phase 0 – Awareness
- Phase 1 – Preparedness
- Phase 2 – Assessment
- Phase 3 – Mobilisation
- Phase 4 – Response
- Phase 5 - Closure

Within each Phase there are two levels: booklets on specific subjects in level 1 and supporting working documents in Level 2. A detailed list of contents is given in 2.4. Overview.

#### Level 1: The Booklets

- Provide the summarized information for each phase
- Explanatory notes for the individual tools, easy to understand.

#### Level 2: The working documents

- materials for the practical implementation/ usage
- they are checklists, which can be filled, matrixes which can be visualized, etc.
- easy to duplicate in the very usual office (either by printing them from the electronic master or by simply coping the hardcopy template)

### 2.2. Formats

The MaSC Tool Box will be available in two formats:

1. **A hardcopy version:** This will be handed over to each Participating State (PS) in the Mechanism so that every PS will at least have one full hardcopy version.
2. **An electronic version** in both PDF and editable formats:
  - a) the **PDF version** of all documents allows an easy reproduction and all tools do fit into a usual A4 folder.
  - b) the **editable version** of all documents is based on office programs. This will ensure that each stakeholder take the tools and adapt them to their respective environment / circumstances.

## 2.3. Distribution

The electronic version of the MaSC Tool Box will be distributed through two main channels are:

a) the current version of the whole MaSC Tool Box will be found on the memory stick in the Box itself and will contain both printable and editable version of the MaSC Tool Box.

b) The MaSC Tool Box will be also published on the ERCC portal website:

<https://erccportal.jrc.ec.europa.eu/>. Once registered you will find the MaSC Tool Box under the heading "Preparedness".

## 2.4 Overview of the MaSC Tool Box

Phases	Booklets (Level 1)	Working Documents (Level 2)
<b>Phase 0 - Awareness</b>	0.1 - Legal and regulations context "summary"	
	0.2 - Decision making tool for settlement and shelter (DMTSS) (notes)	0.2.T1 - DMTSS (matrix) 0.2.T2 - DMTSS (options diagramm)
	0.3 - Settlement Typologies (notes plus graphic)	0.3.T - Settlement Typologies (graphic)
	0.4 - Composite Schedule of Needs (notes and graphic)	0.4.T - Composite Schedule of Needs (illustration)
	0.5 - MaSC Support Description	0.5.T - MaSC Support Description
	0.6 - MaSC Glossary (notes)	0.6.T - MaSC Glossary (short)
<b>Phase 1 - Preparation</b>	1.1 - Pre-Disaster Preparedness Key Questions (notes)	1.1.T - Pre-Disaster Preparedness Key Questions (questionnaire)
	1.2 - Key contacts address book (notes)	1.2.T1 - Key contacts address book (template) 1.2.T2 - Key contacts address book (template) 1.2.T3 - Key contacts address book (template)
	1.3 - Emergency Communications Tree (notes)	1.3.T - Emergency Communications Tree (template)
	1.4 - Contextualised Planning Figures (notes)	1.4.T - Contextualised Planning Figures (Chart)
	2.1 - Disaster Response Decision-Making Flow-chart (notes)	2.1.T - Disaster Response Decision-Making Flow-chart (questionnaire)
	2.2 - Remote Assessing Immediately After a Disaster (notes)	2.2.T - Remote Assessing Immediately After a Disaster (Survey)
<b>Phase 2 - Assessment</b>	2.3 - Mass Shelter Assessment Tool (notes)	2.3.T - Mass Shelter Assessment Tool (fill-out form)
	3.1 - Comparative Duration Matrix and Timeline (notes)	3.1.T - Comparative Duration Matrix and Timeline (timeline)
	3.2 - Consequences Matrix Parts 1 (notes)	3.2.T - Consequences Matrix (matrix)
<b>Phase 3 - Mobilisation</b>	3.3 - MaSC Expert Profiles (notes)	3.3.T1 - MaSC Expert Profiles (profiles) 3.3.T2 - Possible MaSC Team Org Chart (chart)
	4.1 - Technical Flow-chart: Indoor and Outdoor Sites (notes)	4.1.T - Technical Flow-chart: Indoor and Outdoor Sites (survey)
	4.2 - Example plans for Indoor Sites (Notes plus sketch)	4.2.T1 - Example plan for Indoor Site - school (Map) 4.2.T2 - Example plan for Indoor Site - store (Map)
<b>Phase 4 - Response</b>	4.3 - Example Outdoor Site Plan (Notes plus small sketches)	4.3.T - Example Outdoor Site Plan - sketches
	4.4 - Resources List (Notes plus chart)	4.4.T - Resources List (example calc)
	4.5 - Data Modelling (notes)	4.5.T Data Modelling (excel spreadsheet elec only!)
	4.6 - Coordination and Monitoring Template	4.6.T - Coordination and Monitoring Template (template)
	4.7 - What do people need to know (notes)	4.7.T - What do people need to know (survey)
	4.8 - Information Management for Running Sites (Notes)	4.9.T - Information Management for Running Sites (Survey)

<b>Phase 5 - Closure</b>	5.1 - Don't Forget the Host Population Checklist (notes)	5.1.T - Don't Forget the Host Population Checklist (checklist)
	5.2 - Exit and Handover Strategy (notes)	5.2.T - Exit and Handover Strategy (checklist)
<b>Further Reading</b>	Risk Profile Report incl. Annexes	
	MaSC II Literature Review 2017	
	MaSC I Literature Review 2015	
	PrefabHousing Overview	
	Legal background	
	MaSC glossary (long)	

## 3. Considerations in Mass Shelter provision

### 3.1. Role of National authorities

The MaSC Tool Box recognises that the government leads the response and any responders and supporting organizations have a primary duty to respect the sovereignty of the disaster affected country.

### 3.2. People centred approach:

Recognising that the first responders to any crisis are the affected population themselves, most people will try to find their own shelter solutions. Broadly this is a process that shelter and mass strategies should seek to assist where it is safe to do so. It is generally recognised by the international community that **camps and mass shelter are a last resort** as they can reduce independence, privacy and dignity and lead to longer term dependence issues.

The MaSC Tool Box does not seek to promote camps, or mass shelter, more it seeks to promote the better planning, implementation and handover, when they are the only option.

### 3.3. Capacity, Resource and Risk Mapping

During all consultations undertaken during the four years it was obvious that a detailed risk assessment in combination with a good overview on the available capacities and resources is the main basis on any further discussions or planning for the area of mass shelter. However it was also recognized and pointed out that these mappings could only be done at nation or even local level and therefore not be covered through the projects or in the MaSC Tool Box.

Nevertheless it is strongly recommended to set up a detailed mapping on both: risks and capacities/resources. A European wide first general assessment of risks in relation to mass shelter could be found under further reading with in the MaSC Tool Box.

### 3.4. Financing

One of the most crucial preparedness actions is to make sure that emergency funds are available. At least mechanisms should be defined and worst case scenarios at least taken into consideration, e.g. insurance companies are not able to pay anymore due to the size of the disaster or the number affected.

Furthermore t this guiding MaSC Tool Box is completely free of charge and even if MaSC expertise is requested, through the Mechanism as part of the European Civil Protection Team it is free of charge.

### 3.5. Who will need assistance - people with special needs

In an emergency the response should establish in advance mechanisms for identifying vulnerable people who will need assistance. **Vulnerable people are defined as those ‘that are less able to help themselves in the circumstances of an emergency.’** Vulnerable people might fall into several categories such as elderly, single headed households, people with medical conditions, migrants and also those receiving social assistance from state or other charitable organizations.

### 3.6. Security

The security of affected population and responders including those managing sites comes first. There can be many causes of risks, from poorly located displacement sites, poor conditions or local risks such as fire risks within them, or within the affected population itself. Overcrowding and lack of privacy, poor or uncertain living conditions, combined with traumatic events and mixed populations can lead to additional tensions and need to be managed.

### 3.7. Registration

Registration of mass shelter populations is a prerequisite to many forms of assistance. Whilst communication between responders and managing agencies is essential, be aware that personal data will often be subject to data protection legislation. But note that registration is not covered in detail in the MaSC Tool Box.

### 3.8. Gender Based Violence (GBV)

The safety, dignity, well-being and equitable access of vulnerable people is one of the most critical issues in emergency settings. Risks to safety and well-being includes the risks of gender based violence (GBV). GBV is a serious and life-threatening issue, that can include any harmful act, committed against a persons’ will based on power. GBV primarily affects women and girls, but can also affect men, boys and those identifying as lesbian, gay, bisexual, transgender or intersex individuals.

Emergency workers must **always assume that GBV is occurring**. While it is often underreported due to fear of retaliation, stigma or impunity for perpetrators, it should not be ignored in an emergency setting.

### 3.9. Belongings, Vehicles and animals

#### Private property

People displaced by crisis will want to remain near their belongings – either wishing remain near the site of their damaged house or if that is not an option bringing materials with them. Sites need to consider not only the needs of affected people themselves but also space and security for their possessions.

#### Vehicles

When large numbers of people are displaced they will also need parking space for their cars. this needs to be factored in to the overall planning of shelter sites and surrounding area.



## Pets

Pet owners will usually in no case leave behind their pets (irrespective of which sort of animal). The joint accommodation of humans and pets into one collective shelter creates challenges on side (e.g. people afraid of dogs) and might have positive effects on the other hands (e.g. social support given by pets). Whether pets are allowed in mass shelter needs to be thought through.

At the least, the following preparations need to be considered: Veterinarian treatment, suitable food, space (separated from other people) and indoor and outdoor and if necessary, cages or covered area

## Livestock

Especially in rural areas livestock it needs to be taken into consideration. People might not leave their respective living area without their life stock. Or people might show up bringing their livestock along.

At the least, the following preparations need to be considered: Veterinarian treatment, suitable food, enough and suitable space (indoor and outdoor) including fencing etc.