

## 9. ESF 6 – APPENDIX 1 - SHELTERING

### 9.1 Stakeholders

**Table 5**

PRIMARY DEPARTMENT	ESF COORDINATOR
Seattle Parks and Recreation Department	Seattle Human Services Department
Seattle Human Services Department	

**Table 6**

SUPPORT DEPARTMENT AND AGENCIES	
Seattle Center	Public Health – Seattle & King County
Seattle Department of Construction and Inspections	King County Metro
Seattle Department of Finance and Administrative Services (includes Seattle Animal Shelter)	King County Office of Emergency Management
Seattle Fire Department	Administration for Children and Families
Seattle Office of Emergency Management	Federal Emergency Management Agency
Seattle Office of Housing	American Red Cross
Seattle Police Department	Crisis Connections
Seattle Public Library	The Salvation Army
Seattle Public Utilities	Other Non-Governmental and Religious Organizations
Seattle Housing Authority	Private sector
Seattle Public Schools	

## 9.2 INTRODUCTION

### 9.2.1 Purpose

The Sheltering Appendix describes how sheltering will be provided in a disaster. The Appendix also defines the roles and responsibilities of the various support organizations and agencies, and how their efforts will be coordinated.

### 9.2.2 Scope

- This document focuses on sheltering and does not address transitional or permanent housing plans. Shelters are limited in timeframe and designed to be a safe place for people to live temporarily when they cannot live in their homes. However, moving from shelters to permanent housing is a continuum process with the components often overlapping and being coordinated between responding agencies.
- This document applies to all primary and support agencies involved in developing and implementing the shelter strategy within Seattle.
- This document is designed to be scalable and to integrate local, regional, state, and national agencies/organizations into the response. This includes:
  - Non-governmental organizations that provide sheltering and shelter feeding support, with the primary agency being the American Red Cross.
  - Governmental organizations at all levels that have shelter capabilities or resources, ranging from the Seattle Department of Parks and Recreation (SPR) to the Federal Emergency Management Agency (FEMA).
  - Faith-based organizations that may be registered on the National Shelter System (NSS) or spontaneously open a shelter, and/or have facilities, kitchens, or volunteers.
  - Private sector, such as food vendors or building owners with facilities that could be used for sheltering.
  - Businesses that may be sheltering employees or have a need to provide shelter to employees.
  - Organizations that address access and functional needs.
  - Agencies that provide pet sheltering, with the primary agency being the Seattle Animal Shelter.
  - A strategy for pet sheltering that complements the overall shelter plan. The Seattle Animal Sheltering Plan specifically addresses these components. The Animal Sheltering Plan will be incorporated into the ESF 6 Mass Care, Housing and Human Services response and, where appropriate, activities will be combined, such as delivering human and animal supplies from the shelter caches. This Shelter Appendix focuses on the human shelter strategy, but not to the exclusion of the animal shelter plan. Service animals are kept with the person they are providing assistance to, and the Seattle Animal Shelter will help provide support to these animals if needed.
- Critical partners to the success of the sheltering plan are ESF 7 Resource Support (logistics, supplies and shelter caches) and ESF 8 Public Health and Medical Services. Additionally, substantial issues around shelter are resolved when roads and transportation are operational

(ESF 1 Transportation), water and sewer systems are functioning (ESF 3 Public Works and Engineering), and power is on (ESF 12 Energy). In the event of structural damage to buildings and housing, the Seattle Department of Construction and Inspections (SDCI) becomes an essential partner in not only determining whether people can stay in their homes, but whether shelter space is structurally sound. This plan does not go into detail on the role of these ESFs; however, it recognizes the importance of integrating into their plans, responses, and priorities.

- This Appendix does not address shelter-in-place, which is used when people need to seek immediate shelter in an emergency, such as a chemical release, and remain there rather than evacuate.

## 9.3 SITUATION

### 9.3.1 *Emergency Conditions and Hazards*

The Seattle Hazard Identification and Vulnerability Analysis (SHIVA) identifies and discusses in detail a wide range of hazards that could result in a need to shelter people. This includes natural, technical, and human caused disasters, such as severe weather, earthquakes, infrastructure failure, and acts of terrorism. Depending on the disaster, sheltering can take a number of forms, such as warming or cooling sites, and overnight shelters. Shelters may be established in community centers, arenas or in soft-sided shelters (e.g., tents). In longer term situations where housing is severely damaged and not available for an extended period, people are moved from emergency shelters into transitional housing or, optimally, into permanent housing. These longer-term housing situations are described in other plans, such as the Washington State Department of Commerce’s Long Term Disaster Housing Plan and FEMA’s Disaster Housing Plan, and on the local level in the Seattle Disaster Recovery Framework.

Along with sheltering, other complementary support plans may be needed. These can include, but are not limited to feeding, transportation, sanitation, hygiene, childcare and pet sheltering. Additional areas of support can include medical, access and functional needs, interpretation/translation, financial assistance, and others depending on the disaster and the populations impacted.

In general, the American Red Cross responds to emergencies, such as fires, that displace households. In situations where a larger number of households are displaced or additional assistance is needed, the City of Seattle’s ESF 6 leverages the larger emergency support structure to mobilize governmental and community partners, resources, and services that can provide sheltering and the accompanying support. In catastrophic situations, the national American Red Cross and other national organizations will respond along with local agencies. Additionally, the City can adapt, and potentially surge, its existing service system for people in the aftermath of a disaster.

### 9.3.2 *Planning Assumptions*

- A disaster can occur without warning at a time of day that may produce extensive casualties and widespread damage requiring the temporary relocation of disaster survivors. Some survivors will go to mass shelter, others will find shelter with friends and relatives, and many survivors will remain with or near their damaged homes.
- The City of Seattle does not maintain mass care shelters on a day-to-day basis. Instead, the City has identified both public and private facilities that can be converted from normal use to support the range of mass care needed in an emergency or disaster. This does mean displacing other programs including childcare and recreation programs.
- Besides shelter, the basic services and commodities to be provided in a mass care facility may include food, water, clothing, provisions for hygiene, emergency medical services, counseling and communications support.
- In a catastrophic situation, it will take days to establish shelters.
- It will be at least three days before national assistance begins to arrive.
- People prefer to be in their own homes or as close as possible.
- Approximately 10% of displaced people will need shelter.

- Ability to set up and support sheltering will depend on availability of transportation system, supplies and staff.
- Buildings for shelters may not exist or be useable.
- People with the fewest resources are more likely to need sheltering.
- Shelters require 24-hour staffing.
- Shelters may not be able to handle every type of need when they open.
- There may be limited food and water at the shelter.
- There will be a need for medical support at the shelter, and some people will be missing medications and/or medical devices and supplies.
- People will have a variety of access and functional needs.
- Interpretation and translation will be needed.
- People are likely to be under stress and have experienced some form of difficulty, trauma and/or loss.
- Families may be separated, family members may be missing, injured, or deceased, and minors may be unaccompanied by adults.
- Children will have different needs than adults.
- People will come to the shelter with their pets.
- Shelters established following American Red Cross shelter standards will not accept pets.
- People will not want to be separated from their animals and may develop hybrid sheltering approaches, such as sheltering the animal in their car.
- There are varying definitions of “service animal” in Seattle depending upon the agencies and facilities involved.
- A complementary pet sheltering plan has been developed that strives to locate pet shelters close to human shelters.
- Some businesses will shelter their own staff.
- Many people will establish their own sheltering solutions.
- Depending upon the time of the event, up to 400,000 people could be in Seattle who are not residents and some of whom may need shelter or help returning home.
- If the disaster is caused by an earthquake, people will set up their own tents and there will also be a demand for soft-sided sheltering as people avoid being in buildings.
- A federal disaster declaration will be needed for certain types of shelter and assistance to become available.
- The FEMA National Shelter System (NSS) will be an important tool in identifying facility options, and tracking and reporting on the number of people and animals being sheltered.

## 9.4 CONCEPT OF OPERATIONS

In a disaster, people can be displaced from their homes for a variety of reasons. Their homes could be destroyed and no longer habitable, essential services such as water and heat might not be working, access to the home might be cut off, or people may have had to evacuate their area. Whatever the reason, if people cannot stay in their homes due to a disaster and they do not have good options for a place to stay, establishing a shelter(s) may be the best strategy. If a shelter(s) is established, the following concepts will be important:

- Respect the dignity of all shelter occupants.
- People need to be in permanent homes as soon as possible.
- Design the shelter to be accessible and address functional needs.
- Locate shelters as close to the affected homes and community as possible.
- Keep families together.
- Keep pets as close to the families as possible.
- Keep the community together.
- Create a safe environment.
- Keep children in school.
- People are able to continue their employment.
- If people were able to drive to the shelter, allow for parking.
- If people do not reside in Seattle, identify whether they need assistance to return to their homes.
- Develop a meal plan to support the shelter.
- Assess the needs of shelter clients regarding diet, language, custom, information needs, health, mental health, safety, etc.
- People are able to access services.
- Provide clear updated communications externally and internally.
- Communicate how long the shelter is expected to be open as soon as possible.

Shelters are generally open for the length of time needed to support the affected population, ranging from a few days to several weeks, depending on the severity of the event. In a catastrophic situation, such as the 2011 tsunami in Japan, shelters may need to be open for months.

There are a variety of ways to approach sheltering. There could be a single small shelter, multiple shelters, a larger mega-shelter, soft-sided shelters (most likely to occur after an earthquake), consolidation of shelters, etc. The shelter strategy must balance the needs of people displaced with the available resources, as well as the cost of the solution. Consideration also needs to be given as to how long a particular shelter option can be supported and whether the approach is equitable, especially where multiple shelters are established.

Developing a shelter strategy can be complex. ESF 6 partners work together on a sheltering strategy relying heavily on the expertise of the American Red Cross and SPR. As the complexity of the sheltering needs grow, a Shelter Task Force may be formed as a subgroup of ESF 6.

ESF 6 will operate according to standard Red Cross shelter procedures. These procedures include the use of Red Cross forms. At each facility, the shelter manager will keep records of shelter registration, supplies and equipment, and a log of operations and activities.

Complementing the shelter efforts, there are additional areas of consideration:

- Warming/cooling sites may be an option where people are able to get enough relief that they are able to stay in their homes. These sites may include recharging stations, food and first aid.
- A pet sheltering strategy may range from holding people's animals at the Animal Shelter until the event is over to developing additional pet shelters that may or may not be connected to human shelters.
- If possible, keep operations of shelters and support services open that regularly serve homeless persons. This shelter system assists hundreds of people on a daily basis and has the ability to connect people to specialized services. The City of Seattle supports a surge capacity as well, which is outlined in the City of Seattle Emergency Response Plan for People Experiencing Homelessness.
- Reception centers may be needed in an evacuation situation where people are provided information and possibly directed to shelter sites.
- People who are not residents of Seattle may need shelter until they can procure transportation to return to their homes.

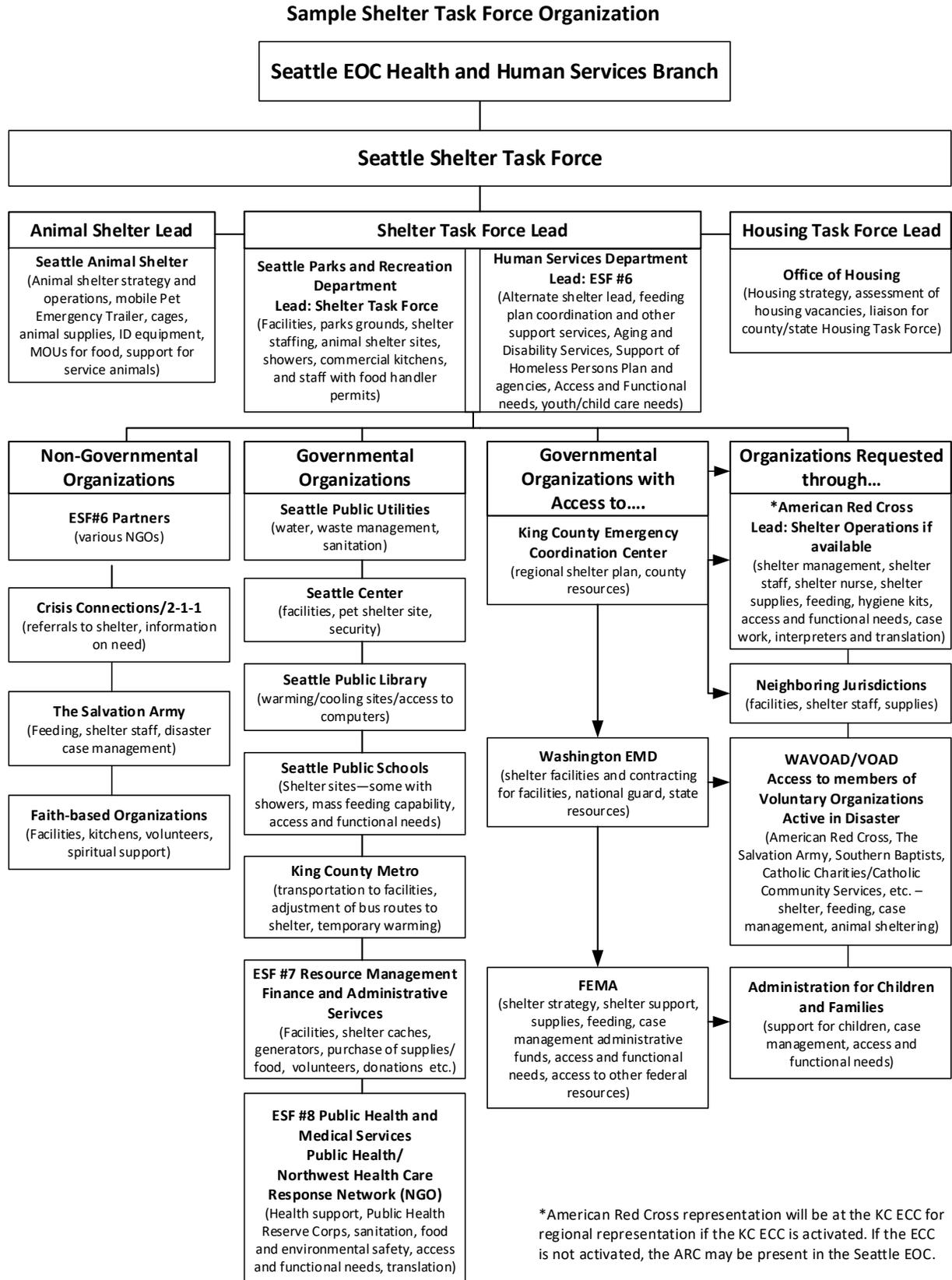
Overall, each sheltering strategy is developed from a range of options and resources for the people impacted and adapted to the situation. It has been found that going into a shelter is generally not people's first preference, so supporting efforts that may help them achieve a better option is also part of the sheltering strategy.

#### **9.4.1 Organization**

- Sheltering operations are coordinated through ESF 6, which is in the Health and Human Services (HHS) Branch when the Seattle Emergency Operations Center (EOC) is activated. Planning for sheltering operations is assigned to SPR as a part of ESF 6. ESF 6 operates within the Incident Command System (ICS). ESF 6 can also coordinate sheltering when the EOC is not activated. Activities of the branch are communicated to the EOC, ESF 6 supporting agencies, and other stakeholders that are identified.
- SPR provides for the leadership of the sheltering effort within ESF 6. Specific supporting agencies may or may not be present in the EOC, but ESF 6 will be in regular communication through emails, conference calls, and/or meetings. Additional agencies that may be involved in the sheltering effort include: American Red Cross, SPR, Seattle Center, Finance and Administrative Services (FAS, which includes EOC Logistics coordination and the Seattle Animal Shelter), Human Services Department, Office of Housing, Seattle Housing Authority, Seattle Public Schools, The Salvation Army and Crisis Connections. Depending on the situation, other supporting partners could include Seattle City Light, Seattle Fire Department, Seattle Police Department, Seattle Public Utilities, Seattle Department of Construction and Inspections, Seattle Office of Immigrant and Refugee Affairs, King County Metro, and King County Emergency Coordination Center (ECC) and neighboring jurisdictions. Additional assistance may be provided by other governmental or non-governmental supporting agencies.

- ESF 6 may form a Shelter Task Force to develop a sheltering strategy, and coordinate and oversee the sheltering effort. For a larger event requiring county, regional and/or state coordination, sheltering task forces may be formed at any of those levels as well, in which case ESF 6 would appoint a shelter representative to participate in any appropriate task force. It is likely that additional partners on a state or national level will be added such as Washington State Emergency Management Division (EMD), Administration for Children and Families (ACF), FEMA, and Washington Voluntary Agencies Active in Disasters (WAVOAD) agencies. Task Forces may coordinate in person, through conference calls, online or any means that enable the group to communicate and work together under the circumstances. Figure 2, “Sample Seattle Shelter Task Force”, shows an example of a shelter task force.

Figure 1



### 9.4.2 General Response

The initial strategy for the activation of shelters will be determined as soon as it is anticipated that shelters may be needed. It is important to lean forward when activating shelters, as notification to supporting agencies, identification of the best shelter options, structural inspection (if needed), obtaining shelter resources and staff for the shelter all take time. The process is even more complicated if there is damage to the city's infrastructure, communications, and buildings.

- ESF 6 will closely coordinate shelter planning with the American Red Cross, and, if involved, King County ECC and neighboring jurisdictions.
- If shelters are needed outside Seattle and a regional strategy is implemented, ESF 6 will participate in the development of the regional strategy while simultaneously implementing a local response. The local response will serve as backup plan and be folded into the regional strategy as the regional plan becomes operational. Elements of the local response may remain to complement the regional strategy.
- Ideally, the American Red Cross will be able to coordinate shelter operations and keep ESF 6 apprised of the number of people sheltered and any unmet needs or additional assistance that is needed. In disasters where the King County ECC is activated, the American Red Cross will report to King County, assess the county as a whole and determine where their assistance is needed most. In this case, Seattle may need to support shelters with partial Red Cross assistance (e.g. the Red Cross providing meals) or independently.
- HSD is the lead for ESF 6, but SPR will take the lead for sheltering if the City's shelter response is using SPR resources, such as an SPR facility or SPR staff, or setting up a Shelter Task Force. SPR and the American Red Cross will coordinate closely on efforts where resources are shared.
- For complex sheltering situations where a shelter task force is formed or State or national assistance is requested, ESF 6 will be the lead for a Seattle shelter task force and represent Seattle on county, regional or state shelter task forces.
- ESF 6 is the lead for warming/cooling shelters. Libraries, SPR and the Seattle Center provide leadership for their sites with ESF 6 at the EOC Health and Human Services Branch coordinating the overall warming/cooling strategy.
- The Seattle Animal Shelter is the lead for ESF 6 on animal sheltering needs.
- The Seattle Human Services Department is the lead for ESF 6 on the Emergency Response Plan for People Experiencing Homelessness.

### 9.4.3 Direction and Control

Each ESF 6 agency is responsible for providing direction within their organization. At the EOC, HSD is responsible for staffing the Branch Director position of the HHS Branch or arranging for an HHS Branch Director from one of the City ESF 6 Supporting Departments. The Branch Director will verify the lead shelter roles and appoint a lead for the Shelter Task Force if the Branch determines that one should be formed. The Shelter Task Force will keep the Branch informed of the shelter strategies, timelines, supporting agencies, service provided, costs and assistance needed. In addition, the shelter lead will keep the EOC Advance Planning Group apprised of their efforts.

The shelter lead or Shelter Task Force, if it is formed, will coordinate with the Housing Task Force should one be established. As the EOC closes, a Recovery structure may be established, and any remaining sheltering efforts would be incorporated into the Recovery Plan.

#### 9.4.4 Procedures

- Phone lists are maintained by individual departments and agencies of their partners and staff; OEM maintains an EOC Call Out List that includes all departments; and ESF 6 maintains a contact list for ESF 6 participants, including shelter partners.
- SPR keeps shelter kits maintained at each community center site. Shelter forms and checklists are kept in the shelter caches.
- The ADA Checklist for Emergency Shelters is available on the internet at the Project Civic Access site, and kept by the ESF 6 Coordinator. SPR maintains a specialized tool kit to assess facilities based on the ADA Checklist for Emergency Shelters. The American Red Cross also conducts an independent functional needs assessment of facilities prior to their use as a Red Cross shelter.
- SPR keeps a copy of the Shelter Communication Toolkit at Community Centers designated as Priority One and Two Shelter Sites. The Toolkit is also available online as part of the Regional Catastrophic Program Grant documents.
- The American Red Cross maintains documented shelter procedures and offers training on the sheltering procedures.
- The American Red Cross maintains shelter site facility data in the American Red Cross National Shelter System (NSS) of any facility that has a “Statement of Agreement for Use of Facility” with the Red Cross. This includes many city-owned buildings, such as community centers.
- FEMA maintains the FEMA National Shelter System (NSS) on the internet that synchronizes with the Red Cross NSS. Access to FEMA NSS is maintained by the ESF 6 Coordinator, SPR Emergency Manager and Seattle Animal Shelter Lead, and facilities not tracked by the American Red Cross (such as pet shelter sites) are the responsibility of those with access to the site.
- The Seattle Animal Sheltering Plan is maintained by the Seattle Animal Shelter and kept at the Shelter, EOC and with the ESF 6 Coordinator.
- The ESF 6 Coordinator and the SPR Emergency Manager have a chart of service animal definitions applicable in Seattle that was developed by the Vulnerable Populations Coordinator. A corresponding policy for shelter staff on how to determine if an animal is a service animal is included.
- The Shelter Worksheet is maintained by the ESF 6 Coordinator.
- Guidelines for event venue shelters are outlined in the Mega-Shelter Planning Guide, which is produced and maintained on the internet by the International Association of Venue Managers and the American Red Cross.
- The City of Seattle Emergency Response Plan for People Experiencing Homelessness is updated each fall by the Human Services Department.
- Regional coordination across jurisdictions is outlined in the Regional Catastrophic Preparedness Grant Program (RCPGP) Evacuation and Sheltering Annex.

## 9.5 RESPONSIBILITIES

### 9.5.1 *Prevention and Mitigation Activities*

- HSD, as the ESF 6 lead, will:
  - Participate in applicable mitigation activities.
  - Each fall, review the City of Seattle Emergency Response Plan for People Experiencing Homelessness, work with agencies to improve the plan, and update contact information for each supporting agency.
  - Partner with SPR to assess any new priority one and priority two SPR shelter sites using the ADA Checklist for Emergency Shelters.
- ESF 6 support organizations will:
  - Help the Seattle Office of Emergency Management staff to identify populations and communities that will benefit from disaster preparedness training. This includes organizations such as homeless shelters, low income housing projects, and emergency food providers.
- SPR, as the sheltering lead, will:
  - Maintain and test the generators installed in ten community centers located at the six Priority One shelter sites and the four Priority Two shelter sites.
  - Build new community centers with a transfer switch that will enable a generator to be transported to the site and connected.
  - Build new community centers in compliance with the ADA.

### 9.5.2 *Preparedness Activities*

- HSD, as ESF 6 lead, will:
  - Provide an ESF 6 Coordinator as designated by the HSD Director.
  - Coordinate the ESF 6 group to include scheduling and chairing regular meetings to lead development of the group's capacity to provide for mass care, including sheltering and feeding, housing, and human services in a disaster.
  - Provide training and exercises to support organizations on ESF 6-related topics and plans.
  - In collaboration with the Office of Emergency Management, identify, train and assign personnel to staff ESF 6 in the Emergency Operations Center.
  - Work in collaboration with SPR, Office of Emergency Management, and others to assess ability to provide shelter that meets ADA requirements, as well as access and functional needs.
  - Develop a chart of Service Animal Definitions used in the area, and a Service Animal shelter policy to help shelter staff navigate through the possible interpretations.
  - Maintain ESF 6 emergency response team lists.
  - Review and update the Sheltering Appendix.

- Participate in the King County Mass Care Workgroup and other regional groups to coordinate cross-jurisdictional sheltering procedures, develop common sheltering and support standards, and exercise sheltering procedures.
- ESF 6 support organizations will:
  - Be the City government organization with the authority and responsibility to organize and operate public shelter, mass care, food and support services; the group will work closely with the American Red Cross in shelter preparedness and response.
  - Participate in the ESF 6 monthly meetings.
  - Participate in shelter plan exercises.
  - Participate in the review of the Sheltering Appendix.
  - Update contact lists annually.
  - Develop formal agreements, including memorandums of understanding, and working relationships with supporting mass care agencies and organizations, as required.
- SPR will:
  - Develop and maintain procedures and plans to support sheltering components and activities.
  - Maintain a cadre of staff trained in the Incident Command System (ICS), American Red Cross Sheltering procedures, and access and functional needs for general population shelters.
  - Keep updated shelter kits and Shelter Communication Kits in the shelter caches and at the Priority One and Two shelter sites.
  - Be prepared to use supplies on hand to operate a shelter at a designated community center.
  - Maintain current shelter facility information and capacity through the American Red Cross and FEMA NSS.
  - Ensure ADA Shelter Surveys are completed on SPR Priority One and Priority Two shelter sites.
  - Maintain a communication system, such as radios, text messaging, and cellular telephones so contact can be maintained between the EOC, Command and Control Sites, shelters and other support staff.
- American Red Cross will:
  - Provide planning and training support to help establish shelter sites.
  - Collaborate with the City in identifying potential shelter sites.
  - Maintain current shelter facility information in the American Red Cross NSS.
  - Maintain a regional cache of shelter supplies and food, in addition to local supplies.
  - Be prepared to operate shelters in compliance with the ADA, and to support access and functional needs.
- Seattle Center will:

- Maintain a disaster response plan that provides for the use of their facilities as shelters in an emergency.
- Maintain current shelter facility information and capacity through the American Red Cross and FEMA NSS.
- FAS, Seattle Animal Shelter, will:
  - Maintain the Seattle Pet Sheltering Plan.
  - Train staff and a cadre of volunteers to implement the pet sheltering plan.
  - Maintain animal shelter supplies in four shelter caches in different geographic areas of the city.
  - Have available and maintain the Pet Emergency Trailer and supplies (PETS).
- FAS, as Logistics Section lead, will:
  - Maintain sources for sheltering supplies and services through contracts with vendors or other means.
  - Maintain the four shelter caches containing the shelter and Animal Shelter supplies.
  - Provide access and arrange delivery of shelter supplies to designated shelter sites.
  - Develop a volunteer plan to include people who could qualify and be trained for staffing or supporting shelter operations.
- Office of Emergency Management will:
  - Share information on current shelter best practices, lessons learned, legal requirements, and other resources to improve sheltering capabilities.
  - Assist with shelter-related exercises.
- Department of Construction and Inspections will:
  - Maintain a list from SPR of Priority One and Two shelter sites with their designated outbuildings for pet sheltering to be ready to include on the inspection list if sheltering is needed due to an earthquake.

### **9.5.3 Response Activities**

- HSD, as the ESF 6 lead, will:
  - When requested by the EOC Director, the Department Head or designee, provide to the EOC the Health and Human Services (HHS) Branch Director to coordinate the Branch and ESF 6 support organizations. Usually the ESF 6 Coordinator is the HHS Branch Director and is responsible for mobilizing and coordinating ESF 6 representatives in the EOC based on the need for shelter support, mass care, food and human services.
  - In conjunction with SPR and the American Red Cross, the ESF 6 Coordinator assesses whether there is the potential for people to need shelter. If available, obtain preliminary information on people impacted, such as number of people displaced, and whether there are injuries, access or functional needs, pets or service animals, children or elderly.

- The ESF 6 Coordinator notifies all ESF 6 support agencies upon activation and continues communicating with the agencies throughout the event regarding the extent of the disaster and the status of response operations.
- ESF 6 support organizations will:
  - Report to the EOC, if requested, to coordinate mass care, shelter, food and related support services.
  - Through the Health and Human Services Branch, support SPR as needed in using the Shelter Site Worksheet to assess whether the facility would be safe and offer basic needs. If a critical item is missing, such as water, work with ESF 6 Supporting Partners to determine whether there is a work around to the missing item. Request a structural inspection through the Department of Construction and Inspections, if needed.
  - Help SPR develop a feeding plan to support the shelter.
  - Request and, if available, provide support for access, functional and medical needs.
  - Help coordinate support services, which may include, but is not limited to: Medical services through Public Health Reserve Corps, Interpretation, Disaster Case Management and Transportation.
  - Communicate to Public Information Officers information on the shelter(s), including pet sheltering.
- SPR, as the sheltering lead, will:
  - Be designated as the ESF 6 sheltering lead. The ESF 6 Coordinator may provide an alternate lead if appropriate and mutually agreed.
  - Determine with the American Red Cross whether they will be operating the shelter, providing supplies and meals, and whether they need assistance identifying sites. If there will be regional needs, work with the ESF 6 Coordinator to contact King County ECC to start regional coordination.
  - Determine whether a Shelter Task Force should be formed to coordinate and oversee shelter-related operations, and if so, coordinate with the ESF 6 Coordinator to identify a lead and participants as quickly as possible. At a minimum, start with representatives from SPR, American Red Cross, Human Services Department, Seattle Center and Finance and Administrative Services (for Logistics and Pet Sheltering). If a Task Force is not formed at this time, continue to appraise whether one should be formed later.
  - Identify potential shelter sites from City facilities or with the American Red Cross if a site has not yet been determined. The FEMA NSS can be used to run a report on all potential shelter sites in Seattle that have been vetted with the American Red Cross or added through the City of Seattle. If the disaster requires sheltering beyond the Priority One or Two sites, consider implementing the campus concept with Seattle Public Schools.
  - Determine what shelter option or combination of options will be used. A summary of shelter options is outlined in the following table. A shelter strategy may use a number of these options or create additional approaches depending on what is needed and what resources are available.

- Work with the Seattle Animal Shelter to provide support for service animals and to develop a supporting pet sheltering plan, if needed.
- Identify and request staff to open a facility for the American Red Cross and Animal Shelter and/or to provide the shelter staff and meal preparation.
- Request needed supplies, once a site(s) is identified and confirmed, from the shelter caches, the American Red Cross, or request procurement through the Logistics vendor contract.
- Use the ADA Checklist for Emergency Shelters to assess what adjustments might be needed to meet ADA requirements. If a Priority One or Two shelter site is selected, the completed ADA Checklist for items related to the facility is already on file.
- Consult with the Seattle Fire Department on the fire and occupancy safety of the shelter.
- Consult with Public Health on the environmental safety of the shelter, as needed.
- Consult with Aging and Disability Services, the City’s Title II Coordinator or designated representative, Public Health and/or Office of Immigrant and Refugee Affairs on issues regarding access, functional and cultural needs.
- Open the shelter and provide a safe and welcoming environment for people. Have appropriate support partners available to assist people.
- Develop a demobilization plan in conjunction with opening the shelter.
- Report every 12 hours the shelter numbers in FEMA NSS and/or in the Seattle EOC WebEOC shelter board.
- Communicate regularly with the Health and Human Services Branch, EOC, American Red Cross and the KC ECC to provide updates on the shelter strategy status.
- American Red Cross will:
  - Act in a supportive role to local government during a disaster. For small emergencies or localized events not requiring activation of the Seattle EOC, the Red Cross will provide mass care. During a federally declared disaster, the American Red Cross and FEMA are co-leads in mass care.
  - In conjunction with SPR and HSD, assess whether there is a need for shelter, and if so, determine the scope of what is needed.
  - Work with SPR to identify the appropriate shelter option, what level of support the American Red Cross can provide and when, and whether there are additional needs.
  - If able, provide shelter services including staff, shelter supplies and support services including interpretation. If no appropriate facility from the American Red Cross NSS is available, work with SPR and/or ESF 6 to identify a city-owned building, such as a Priority One or Two shelter site, or other option.
  - Assess facility and operations to meet ADA requirements and access and functional needs.
  - Track and report on American Red Cross NSS the number of people in the shelter and the number of meals served.
  - Provide daily updates to ESF 6 on the status and needs of the people and shelter operations.
- Seattle Center will:

- Provide shelter facilities and or other sheltering support, such as pet sheltering facility or site to provide services.
- FAS, Seattle Animal Shelter, will:
  - Identify the appropriate level of support if there are service animals or pets.
  - In conjunction with SPR and the American Red Cross, develop a supporting pet sheltering plan, if needed.
  - If needed, identify appropriate pet shelter site(s) to support sheltering sites identified by SPR and/or the American Red Cross.
  - If applicable, coordinate with SPR to jointly request: Pet shelter information on the Shelter Site Worksheet; Inspection of facility by Department of Construction and Inspections; Supplies from the shelter caches.
  - Arrange for staffing to support 24-hour shelter operations.
  - Set up pet shelter in accordance with the Seattle Pet Shelter Plan.
  - Develop a demobilization plan in conjunction with opening the shelter.
  - Report every 12 hours the pet shelter numbers in FEMA NSS.
  - Communicate regularly with SPR, the Health and Human Services Branch, EOC, American Red Cross to provide updates on the pet shelter strategy status.
- FAS, as Logistics Section lead, will:
  - Arrange for delivery of items requested from the shelter caches.
  - Fill resource requests for shelter and support including, portable generators if needed, fuel, cots, food, staffing (or volunteer support), etc.
- Department of Construction and Inspections will:
  - Prioritize inspecting sites pre-designated from SPR of Priority One and Two shelter sites list if sheltering is needed due to an earthquake.
- Public Health – Seattle & King County will:
  - Provide assessment of environmental safety of the shelter, if needed.
  - Provide medical support, medications and durable medical equipment as needed.
  - Provide mental health support to residents and staff at the shelter.
- Seattle Fire Department will:
  - Conduct fire safety inspections of facilities and enforce fire prevention measures to reduce vulnerability of shelters to fire.
  - Coordinate emergency medical, search and rescue, and decontamination if necessary.
- The Salvation Army will:
  - Help provide support to local government efforts during a disaster. At the request of the ESF 6 Coordinator, The Salvation Army will assist in the management of meal provision for the displaced population and support personnel as required.

- Provide appropriate support services for the displaced population that are consistent with their available resources.
- Emergency Operations Center will:
  - Provide information on the nature and extent of the hazard including the number of any people evacuated, number of people requiring shelter, safe routes of travel for shelter staff and supplies, status of supply and staffing requests.
  - Coordinate communication and resources, including State and Federal assistance for sheltering needs.
- Joint Information Center, Public Information Officer will:
  - Coordinate public information concerning shelter services, pet shelters, as well as warnings, advisories, and other information.
  - Communicate information to the public through various means and media, as well as in multiple languages and accessibility options to reach the intended audience.
- Other Organizations will:
  - Be contacted as appropriate to act in support of community members in diverse parts of Seattle to provide both immediate emergency support and ongoing services where their resources will reach residents who might not otherwise be assisted.
  - Need assistance or options to leverage their capabilities to provide ongoing support if their resources do not allow them to start or continue needed services.

Table 1

SHELTER OPTION	ROLE FOR CITY OF SEATTLE
1. <b>American Red Cross in non-city facility</b> (Church, school, etc.)	Not involved unless there is a request for assistance.
2. <b>American Red Cross in city facility</b> (Community center, Seattle Center, other)	SPR or the Seattle Center determines facility availability, sets up building access, assigns after hours staff and/or security, reschedules conflicting activities/programs and arranges janitorial service.
3. <b>SPR operates shelter in city facility or other arranged facility.</b> (American Red Cross could provide shelter supplies and/or food.)	Provide facility, shelter staff and supplies. 100 Park staff are trained in American Red Cross shelter standards and processes. 3,500 cots and other shelter supplies are stored in four city caches (no food).
4. <b>SPR expands to a campus concept, using a community center and neighboring school facilities.</b> (Capacity could be up to 1,000 people. Multiple services could be offered.)	Work with Seattle Public Schools to arrange for additional facilities. Provide all of #3 option as well. May need additional staffing help from other agencies or trained volunteers.
5. <b>Mega-shelter operated by either local or national American Red Cross.</b> (Could be set up for people in Seattle or evacuees from other areas. Facility could be in stadium, exhibition facility, Port, etc. Could also be a leased vacant facility. County, State and/or FEMA would likely be involved.)	Possible assistance with security, traffic control, garbage and miscellaneous logistics. If needed, staffing could be provided by SPR and other operations coordinated by the City of Seattle.
6. <b>Shelter trained SPR employees help staff American Red Cross managed site.</b>	Provide shelter-trained staff who have been backgrounded according to American Red Cross requirements (not all staff have gone through this background check). Would have secondary impact of covering responsibilities for reassigned staff.
7. <b>Spontaneous shelters open in the community.</b> (Organizations with facilities such as churches, private schools, businesses, etc. may offer independently to shelter people.)	Identify spontaneous shelters, assess with site whether assistance is needed and how long they will stay open, refer to Public Health for inspection, determine whether additional shelter capacity needs to be added for area, add sheltering information to National Shelter System.
8. <b>Soft-sided shelter camps.</b> (These could be organized in city parks or spontaneously develop in open spaces.)	Assess whether a soft-sided/tent shelter camp should be established. If so, where and what support would be needed, such as

	<p>meals, hygiene and sanitation facilities. If spontaneous camps develop, determine what assistance is needed, whether camp residents should relocate and if there is a better shelter solution that could be offered. Work with Public Health to assess health and sanitation issues.</p>
<p><b>9. Alternative shelter arrangements:</b> Ad hoc shelter arrangements such as staying in cars or RVs, crowding in undamaged residences, staying in homes that are lacking utilities or are significantly damaged, creating own shelters, etc.</p>	<p>Identify what shelter solutions are being used and whether alternate shelter options or assistance could be offered. Work with Public Health, Department of Construction and Inspections, and other partners to assess whether people are safe.</p>
<p><b>10. Hotel/Motel/Other paid accommodation</b> (May work for some people depending on whether accommodations are available and whether people displaced have access to the financial resources for the duration needed.)</p>	<p>If needed, help people access resources they are eligible for, such as insurance or FEMA Individual Assistance. Provide public information to make people aware of possible resources.</p>

### 9.5.4 Recovery Activities

ESF 6 participates in the recovery of the community as designated in the ESF 14 Transition to Recovery and/or the Disaster Recovery Framework. Specific recovery activities for sheltering may include the following:

- HSD, as ESF 6 lead, will
  - Direct the phasing out and the closing of mass care, food services and, in conjunction with SPR as applicable, emergency shelters.
  - If schools have been used for sheltering and school is in session, prioritize demobilizing (closing) these shelters to enable schools to resume.
  - With the help of support organizations, identify outstanding issues and unmet needs.
  - Update support organizations' status.
  - Call a debriefing meeting within a month after the disaster is concluded.
  - Provide the Office of Emergency Management with the ESF 6 and/or HSD portion of the After Action Report.
- SPR will:
  - Coordinate the phasing out of shelters and prepare for the return to normal operations of facilities.
  - Coordinate with the Red Cross and other agencies to package unused supplies and equipment so they can be returned to the proper authority.
  - Demobilize sheltering equipment and return applicable equipment to FAS for cleaning, packaging and return to caches.
  - Provide a detailed written report and back-up data, logs and accounting invoices to the SPR Superintendent, and OEM if requested, within a week of shelter phase out.
  - Thoroughly clean and make repairs if necessary, before the return to normal operations. The Building Services and Custodial Services will assist with the cleaning and repairs process.
  - Shelter staff will attend a debriefing meeting to record and suggest improvements to the service provision of shelter during an emergency.
- ESF 6 support organizations will:
  - Coordinate with the Housing Task Force to move people from the shelter to transitional or permanent housing.
  - Work with ESF 8 to assess and provide for the on-going emotional and mental health needs of the community.
  - Provide information on their status (e.g., operations normal, closed, or modified).
  - Provide information on ongoing disaster-related services, outstanding needs, and/or their role in recovery.
  - Participate in related debriefings, and as applicable, the development of the After Action Report.
  - As needed, revise shelter plans, procedures and tools to reflect lessons learned.

- American Red Cross, will:
  - Phase out involvement in shelter, mass care, food, and volunteer services.
  - Demobilize their equipment and staff.
  - Participate in applicable debriefing meetings.
- Seattle Center will:
  - Phase out any facilities used for sheltering or related support and prepare for the return to normal operations of facilities.
  - Coordinate with the Red Cross and other agencies to package unused supplies and equipment so they can be returned to the proper authority.
  - Demobilize sheltering equipment and return applicable equipment to FAS for cleaning, packaging and return to caches.
  - Provide a detailed written report and back-up data, logs and accounting invoices to the Seattle Center Director, and OEM if requested, within a week of shelter phase out.
  - Thoroughly clean and make repairs if necessary, before the return to normal operations.
  - Staff supporting the sheltering or related operations will attend a debriefing meeting to record and suggest improvements to the provision of shelter during an emergency.
- FAS, Seattle Animal Shelter, will:
  - Reunite pets with their owners. If owners cannot be found for an extended period, find foster or permanent homes for the animals.
  - Demobilize pet shelters.
  - Return applicable pet sheltering equipment to FAS for cleaning, packaging and return to caches.
  - Clean and resupply the Pet Emergency Trailer (PETS) as needed.
  - Provide a detailed written report and back-up data, logs and accounting invoices to the FAS Director, and OEM if requested, within a week of shelter phase out.
  - Staff supporting the animal shelter or related operations will participate in debriefing meeting to record and suggest improvements to the service provision of shelter during an emergency.

## 9.6 RESOURCE REQUIREMENTS

### 9.6.1 *Logistical Support*

- Facilities
  - Facilities that could serve as shelters such as Community Centers, Seattle Center buildings, and non-city facilities such as schools and churches that have an agreement with the American Red Cross, are identified in the Red Cross National Shelter Database and synchronized with FEMA’s National Shelter Database. This detailed data is available to designated ESF 6 participants that have been granted access by the ESF 6 Coordinator and FEMA.
  - City-owned facilities that could be used for sheltering include: Human and/or Animal Sheltering, Warming Sites: Community Centers and other facilities. (See table below for more details on City-owned sites.); Human and/or Animal Sheltering: Seattle Center Campus - 305 Harrison St., Seattle, WA; Animal Sheltering: Seattle Animal Shelter (with access to mobile pet shelter trailer) - 2061 15th Ave W, Seattle, WA; Warming/Cooling Sites - Seattle Public Library (Central) – 1000 4th Ave., Seattle, WA
  - Swimming pools, and to a limited extent some community centers could provide hygiene services. Portable showers, toilets and hand washing stands could also be procured.
  - Some SPR outbuildings have been identified for complementary pet sheltering that could be located close to Priority One or Two community center shelter sites.
  - SPR open grounds – these areas may be appropriate for tent sheltering, but may need supplemental showers, restrooms, and access to heat and potable water.
  - For mega shelters, other facilities may be an option, such as colleges and universities, large venue sites and leased private warehouse or other facilities. These sites would need to be negotiated with the owners/managers of the sites, and it is likely that King County, Washington State or FEMA would be involved in these negotiations.
  - See table below for a list, by priority and sector, of City-owned sites that can serve as emergency shelters sites. Sites with back-up diesel-electric generation capability are noted with an asterisk (\*). Sites that can be expanded into a campus concept by using nearby schools and fields are noted with a (C).
    - Priority One – These sites have generators, a larger capacity and most are located near a Seattle Public School that would enable a campus concept to be implemented. A fully implemented campus concept would have a capacity of approximately 1,000 people. Priority One community center shelter sites are located in different sections of the city.
    - Priority Two - Sites have a generator and will have a moderate capacity.
    - Other - The remaining sites are smaller, but may be ideal depending on the situation, location needed and number of people needing shelter.
    - Specific shelter sites are not determined until the number of people needing shelter, the preferred location of the shelter, and the shelter sites available and able to meet sheltering criteria (including structural integrity, power, water, etc.) have been identified. The chart below shows some of the options that could be available.

Table 2

Priority	Southeast Seattle	Southwest Seattle	Central West Seattle	Central East Seattle	Northwest Seattle	Northeast
<b>1</b>	Rainier Beach Community Center * (C)	Southwest Teen Center * (C)	Queen Anne Community Center * (C)	Garfield Community Center * (C)	Bitter Lake Community Center *	Meadowbrook Community Center * (C)
<b>2</b>	Jefferson Community Center *	Delridge Community Center *				Magnuson Community Center*
	Rainier Community Center *					
<b>Others</b>	International District/ Chinatown Community Center	Alki Community Center	Magnolia Community Center	Miller Community Center	Ballard Community Center	Green Lake Community Center
		Hiawatha Community Center	Seattle Center (various facilities)	Montlake Community Center	Loyal Heights Community Center	Laurelhurst Community Center
	Van Asselt Community Center	High Point Community Center		Yesler Community Center		Northgate Community Center
	Amy Yee Tennis Center (unheated)	South Park Community Center				Ravenna-Eckstein Community Center

- Shelter Caches
  - Four secured caches of shelter supplies are located in the city, including a total of 3,500 regular cots plus additional bariatric cots, 7,000 blankets and 500 animal cages.
  - An additional stock of cots, blankets and other shelter supplies is kept on hand by the American Red Cross and a backup regional supply is located within hours.
- Pet Emergency Trailer – Seattle (PETS)
  - The Seattle Animal Shelter maintains a Pet Emergency Trailer that contains emergency pet sheltering supplies for up to 40 animals along with identification equipment. The trailer can be used to support shelter operations or become a mobile shelter in the trailer.
- Shelter Staff Personnel
  - Staffing is needed for 24-hour coverage at shelters. This can quickly become an obstacle to opening or continuing shelter operations.

- SPR has approximately 100 staff trained in American Red Cross shelter procedures. Additional personnel have food handlers' permits and a number of personnel can provide security.
- The Seattle Animal Shelter has a cadre of trained volunteers that can operate Animal Shelters.
- Medical support is needed at shelters, and this can be supplied by the Public Health Reserve Corps or volunteers from the American Red Cross.

### **9.6.2 Communications and Data**

- Communications
  - SPR uses 800 MHz radios, in addition to standard communication tools
  - HSD also has two 800 MHz radios.
  - All ESF 6 sheltering partners use email, landline phones and/or cell phone for day to day communication.
- Data Systems
  - Systems that sheltering efforts would rely on are the:
    - FEMA National Shelter System (NSS)
    - Identification reader for animal data chips.

## 9.7 ADMINISTRATION

### 9.7.1 Cost Accounting and Cost Recovery

Departments, organizations or agencies with a lead or support role for this ESF will track all costs based on guidance provided by their organization and the Seattle EOC. Reimbursement of costs is not guaranteed and, if provided, will likely not cover all costs incurred.

### 9.7.2 Appendix Maintenance

This document is an external plan as defined by the City of Seattle Emergency Management Program Planning Policy and follows the maintenance process, which includes a method and schedule for evaluation and revision, as described therein.

The ESF 6 Coordinator, HSD Emergency Management Coordinator, is responsible for updating this appendix. The appendix will be reviewed and updated annually as prescribed in the CEMP or when deemed necessary by the ESF 6 Coordinator, the Seattle Office of Emergency Management, or one of the Leads under the Sheltering activities. The ESF 6 Coordinator will also be responsible for ensuring all Primary and Support department and agency personnel are trained at least annually on the information contained within this appendix.

**Table 3**

RECORD OF CHANGES			
DATE	TYPE	CONTACT	SUMMARY
April 2021	Update	J Watson	Administrative changes, such as adding EMAP-compliant verbiage.
March 2017	Update	J Watson L Meyers	Completed annual update
May 2015	Update	K Neafcy	Completed annual update

## **9.8 TERMS AND DEFINITIONS**

See Comprehensive Emergency Management Plan Glossary.