



Multnomah County

Mass Shelter Plan 2019

Tất cả mọi người đều được chào đón tại đây. Dhammaan halkan waa lagu soo dhowaynayaa جميع مرحب به هنا
ここでは、だれでも歓迎です。 이 곳에 오시는 모든 분을 환영합니다. ၎်အံၤ ၵတူၢ်လိၢ်မ့ၢ် ၵၢ်ကိးဂၢၤလိၢ်.
Здесь рады всем. Todos son bienvenidos aquí. सबैलाई यहाँ स्वागत छ। 欢迎各位蒞臨。

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Over 70 partners helped to develop this plan. Each offered perspective that makes this plan representative of Multnomah County: our risks, our resources, our communities, and how we work together to provide shelter services in a way that is uniquely Multnomah County.

Thank you:

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- Multnomah County Department of Human Services: Domestic Violence
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- Oregon Food Bank
- Oregon Office on Disability and Health

- Outside In
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1 INTRODUCTION

Overview

This Mass Shelter Plan addresses Multnomah County's response to care for everyone, everywhere in the county who needs shelter services following a catastrophic event that displaces a large number of people.

This plan is an annex to Multnomah County's all-hazard Emergency Operations Plan (EOP) and mirrors the State of Oregon's Emergency Response Plan and the federal government's National Response Framework (NRF). Within each of these plans, disaster sheltering falls under the purview of Emergency Support Function 6 (ESF 6) Mass Care. The Department of Homeland Security is the primary federal agency leading Mass Care, Emergency Assistance, Housing, and Human Services. In the State of Oregon, the ESF 6 lead is the Department of Human Services. In Multnomah County, the Department of County Human Services (DCHS) leads ESF 6.

With DCHS in the lead coordinating role, mass sheltering can be realized only with the support of the whole community. This includes support from other county departments, incorporated cities, special districts, community organizations, the business community, residents and others. This plan outlines a coordinated whole-community approach to supporting a mass shelter program across the county.

1.1 Purpose

This plan describes the roles, responsibilities and expectations of organizations and agencies required for coordination of a mass shelter response in Multnomah County. It provides guidance to county employees trained in shelter management, shelter facility property owners and the Emergency Operations Center (EOC). The focus of this plan is the *who, what, where* and *why* of shelter operations. Forms, standard operating procedures (SOPs) and other plans that describe *how* to operationalize specific mass shelter functions may be added over time as appendices to this plan, and must be aligned with the guidelines described herein.

1.2 Mass Shelter Planning Process

The Mass Shelter Plan is the result of more than two years of meetings and coordination among county, city and community partners. A whole-community approach was taken by the Multnomah County Office of Emergency Management (MCEM) to ensure this plan was written with a wide range of stakeholders and perspectives that represent the people who may be in need of shelter services. The Planning Team includes approximately 70 partners who participated on the Advisory Team, task forces, workshops and focus groups. Listed below are each group's role, stakeholders, frequency of meetings and key deliverables.

1.2.1 Advisory Team

The Advisory Team met monthly to provide direction to MCEM on the scope and scale of the plan; ensure the plan aligned with other regional plans; identify risks, mitigation and contingency plans; and make key strategy decisions. Advisory Team members included county departments, the City of Portland, the City of Gresham, two shelter village organizations, the American Red Cross and other community organizations. Advisory Team members liaised with their respective organizations to garner support for the plan and planning process.

1.2.2. Access and Functional Needs Task Force

The Access and Functional Needs Task Force provided equity guidance, training and technical support to the Planning Team. This group met twice per month for six months to develop the Social Vulnerability Index and the Mass Shelter Equity Lens and Guidance tools. The group then met roughly every other month for one year to provide technical support to the Planning Team. This task force also participated in several plan writing workshops. Members include the American Red Cross, MCEM, Oregon Health Authority, and individuals and organizations that represent people with disabilities and other access and functional needs and other underserved and underrepresented communities. The Multnomah County Mass Shelter Social Vulnerability Index is located in Appendix D: Shelter Profiles. The Multnomah County Mass Shelter Equity Lens and Guidance are located in Appendices A and B.

1.2.3 Facilities Task Force

The Facilities Task Force met monthly for six months to identify shelter criteria; prioritize shelters in the American Red Cross potential shelter list; identify gaps in potential shelter locations; and develop the Shelter Profile template for this plan. This group consisted of the American Red Cross, county and city emergency management, and county and community partners who are subject matter experts in structural engineering, environmental health, human services and people transitioning from homelessness.

1.2.4 Orientation and Training

In April 2017, 38 Planning Team members attended a one-day orientation and training. During the first half of the day, MCEM, DCHS and the American Red Cross provided an orientation to the plan framework. Following the orientation, the Access and Functional Needs Task Force and MCEM facilitated a half-day training on the Mass Shelter Equity Lens.

1.2.5 Focus Groups and Workshops

Individual meetings were held with focus groups to provide guidance on telecommunications, law enforcement and security. In addition, between May and July 2017, 30 community partners participated in 10 plan writing workshops. Each group applied the Mass Shelter Equity Lens as they developed their respective sections of the plan.

1.2.6 Shelter Village Meetings and MOU

In February 2016, MCEM began meeting with representatives from potential shelter villages. (For a definition of shelter villages, see section 2.2 Shelter Model.) These meetings continued quarterly through the development of the plan, for roughly one and a half years. Together, MCEM and these organizations defined roles, responsibilities and triggers following a mass displacement event. Two versions of a Memorandum of Understanding (MOU) — a short and a long version — were developed by the group and approved by the Multnomah County Attorney's Office. MCEM is coordinating with each potential village for approval of an MOU with its organization.

1.3 Plan Scope

This plan focuses solely on mass shelter. It addresses the most catastrophic event projected for Multnomah County, a Cascadia Subduction Zone (CSZ) earthquake. While this plan addresses our greatest displacement threat, it is scalable. Flexibility in the model allows the county to adjust elements of the plan to respond to smaller, more common events. Frequent activations of this plan help to identify what works well and what needs adjustment. Each time we test the model, we build local relationships, capacity and capabilities.

This plan focuses on the first two weeks after a Cascadia Subduction Zone event. Prior to the two-week mark, we believe the county will be responding with little to no federal assistance to support sheltering. Roughly two weeks following the event, significant federal assistance will begin to arrive in the area, including people, equipment and supplies.

The Operational Area includes all the cities and unincorporated areas within Multnomah County.

1.3.1 Cascadia Subduction Zone Earthquake Event

The Cascadia Subduction Zone is a 600-mile fault that runs from northern California to British Columbia, and is about 70 to 100 miles off the Pacific coast shoreline. Multnomah County has the potential for a 9.0+ magnitude earthquake caused by the Cascadia Subduction Zone. There is an estimated four to six minutes of shaking or rolling that will be felt along the coast line with the strength and intensity decreasing as the effects move further inland.

“Currently, scientists are predicting that there is about a 40% chance that a small or large megathrust earthquake will occur in the next 50 years. This event will be felt throughout the Pacific Northwest.” (Source: Madin, I. P., & Burns, W. J., 2013.)

“With Oregon's current preparedness levels, we can anticipate being without services and assistance for at least two weeks, if not longer, when the Cascadia Subduction Zone earthquake occurs.” (Source: <http://www.oregon.gov/oem/hazardsprep/Pages/Cascadia-Subduction-Zone.aspx>)

It will take much longer to restore critical services such as electricity (1 to 3 months), drinking water (1 month to 1 year), top-priority highways (6 to 12 months) and healthcare facilities (18 months). (Source: http://www.oregon.gov/oem/Documents/Oregon_Resilience_Plan_Final.pdf)

1.3.2 Assumptions

The Advisory Team developed assumptions of the expected effects on Multnomah County from a Cascadia Subduction Zone earthquake, based on the Oregon Resilience Plan projections for the Willamette Valley; FEMA models for the Interstate 5 corridor; guidance from the American Red Cross and FEMA for Access and Functional Needs; and lessons learned from other disasters.

- Approximately 88,000 people will be displaced in Multnomah County.
- Shelters and shelter services will be needed for an extended period, more than 60 days, due to damage to property and infrastructure.
- Local American Red Cross capabilities will not meet the initial mass shelter needs following a catastrophic event.
- Multnomah County will identify space to support shelter services for the expected displaced population.
- County employees will support county mass shelter operations.
- About half of the trained county shelter managers and pre-identified just-in-time (JIT) shelter staff will be available to support shelter operations.
- People displaced by the disaster will seek shelter with family and friends, in hotels/motels, or will leave the impacted area, whenever possible.
- Many people who suffered structural damage to their homes will choose to remain on or near to their property (i.e., camp out) versus going to a general population shelter.
- Many people not needing emergency shelter will seek access to other shelter resources such as food, water and medical care.
- Spontaneous shelters will emerge, both indoors and outside, and will draw on government-operated shelters for essential resources.
- Over time, spontaneous shelters may need to relocate and join county shelters.
- People with the fewest resources are more likely to need sheltering.
- Shelters will require 24-hour staffing.
- Some displaced individuals will require transportation to a shelter.
- Many people seeking emergency shelter will prefer to remain outside.
- Approximately 230,000 people will need to be fed daily.
- Approximately 140,000 pets will need to be fed daily.
- Shelters will require translation services and other communications assistance.
- Some people seeking shelter will fear coming to government-operated shelters.
- Drinking water and sewers will not be functioning.
- Healthcare facilities will be seriously degraded and will be overwhelmed by an influx of people needing assistance.

- Mobility along transportation routes will be severely impacted by debris and damage to roads and bridges. This will impact the ability of people to travel to shelters, including people needing shelter services and shelter staff.
- Only localized or onsite power sources will be operational (i.e., generators, solar panels).
- Standard telecommunications will not be available, including wireless and landline phones.
- Over time, a surge of spontaneous volunteers will arrive at shelters with skills that do not match needed shelter services.

1.3.3 Limitations

Limitations consist of actions either required (must do) or prohibited (cannot do) in shelter operations. The Advisory Team identified the following constraints and restraints upon mass shelter activities.

- A federal disaster declaration will be needed for certain types of shelter and assistance to become available.
- Law enforcement must prioritize life safety and will be unable to provide security in shelters.
- Designated shelter facilities must be deemed safe for occupancy before use and after every significant aftershock.
- Shelter management must conduct just-in-time training (JITT) with county employees and volunteers in order to fill needed shelter staff positions.
- The county will work with each facility to identify areas restricted to shelter services (e.g., space for continuity of operations; and space for groups the facility already serves, such as students).
- Shelter management must prepare to allocate limited resources.
- In the event of mass telecommunication failure, the county must develop alternative means of communication, such as radio communication, with the County EOC and shelters.

1.3.4 Planning Considerations

The following matters must be taken into account when developing mass shelter plans.

- Everyone coming to the shelter has experienced some level of trauma.
- Pre-existing vulnerabilities aggravate the impacts crises have on particular groups of people. Some groups with increased risks include women, children, older people, people with disabilities, and people who experienced homelessness before the incident.
- Resources will be distributed based on life safety and humanitarian need.
- Individuals and communities recover more quickly when shelters are within their community and when families remain together.
- Thirty percent or more of individuals needing emergency shelter will have access or functional needs.

- Emergency shelters are for everyone, everywhere needing shelter services across the county, including people with access and functional needs.
- Shelters must prepare for the sheltering and care of service animals and household pets. Under the Americans with Disabilities Act (ADA), service animals are granted the same access to facilities as the individuals they serve.
- Families may be separated; family members may be missing, injured or deceased; and minors may be unaccompanied by adults. Reunification, particularly reunification of children with parents, will be of principal concern.
- It may not be safe for some adults or children to be reunified with their family, if their situation was unsafe before the event.
- Children have different needs than adults.
- People affected by disasters are more susceptible to illness and death from disease, which is often related to inadequate sanitation, inadequate water supplies and the inability to maintain good hygiene.
- It could take one to two weeks for outside resources to begin supporting mass shelters. This includes food, water, durable medical supplies, medications and other items needed to support people with disabilities and other access and functional needs.
- Shelters will not be able to handle every type of need when they open, and an alternate standard of care will need to be adopted that focuses on life-sustaining services.
- People who were experiencing homelessness before the incident will require special assistance when the shelter closes.
- Facilities hosting shelters want to return to regular operations as soon as possible.
- Shelters will be given priority for restoration of services.

2 MASS SHELTER STRATEGY

Overview

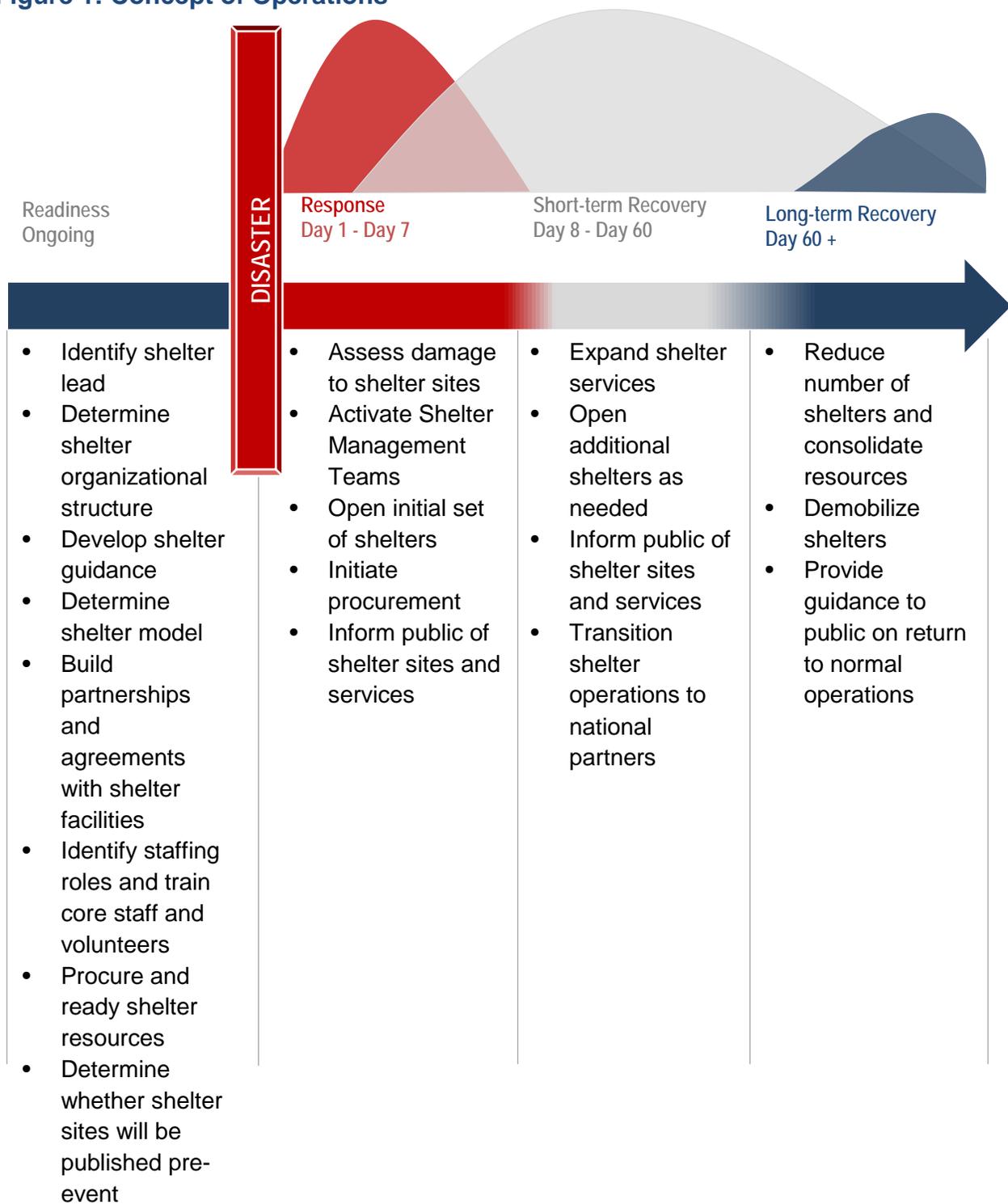
The National Preparedness Goal is: “A secure and resilient nation with the capabilities required across the whole community to prevent, protect against, mitigate, respond to, and recover from the threats and hazards that pose the greatest risk.” (Source: FEMA, 2015)

The National Preparedness System enables the nation to meet the National Preparedness Goal. The National Response Framework is an essential component of the National Preparedness System and establishes a set of core capabilities that must be achieved during disasters to save lives; protect property and the environment; and preserve the social, economic, cultural and political structure. Mass care services within shelters support several core capabilities that provide life-sustaining and human services to the affected population, including hydration, feeding, sheltering, evacuee support and reunification. Depending on the size, scope and magnitude of the disaster, local jurisdictions will be required to conduct mass shelter operations.

2.1 Concept of Operations

The concept of operations describes the processes for how to achieve the objectives of the plan. This section is organized chronologically to demonstrate the activities that will take place during each phase of mass shelter (Figure 1).

Figure 1: Concept of Operations



2.1.1 Readiness

2.1.1.1 Shelter Lead

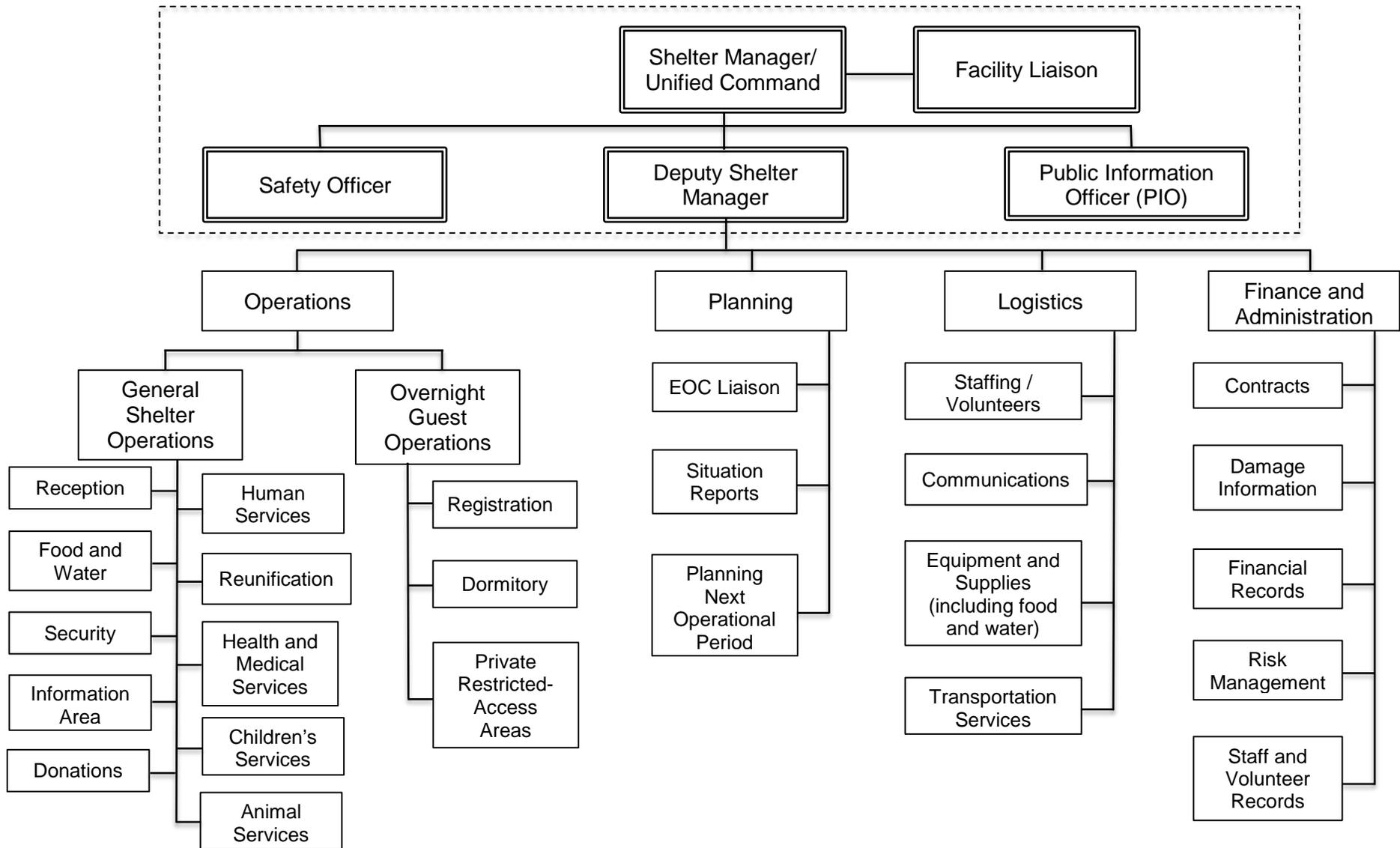
In a catastrophic event, Multnomah County assumes the lead role for ESF 6 Mass Care for all jurisdictions within the county. Multnomah County works closely with the local American Red Cross chapter and recognizes the limited capacity of local resources to initially respond to a mass displacement event. As such, following a massive earthquake or other large disaster that displaces thousands of people, shelters will be managed by the county.

Sheltering operations are coordinated through ESF 6 Mass Care, for which the Department of County Human Services (DCHS) is the lead. The Multnomah County Library will play a key role in supporting DCHS in county-run shelters. Other county departments also will support shelter operations, to varying degrees.

2.1.1.2 Shelter Organizational Structure

Figure 2 (following page) shows how shelter operations could be organized under the Incident Command System (ICS). This organizational structure will have the capability to expand and contract as necessary, depending on the situation. Maintaining a cohesive and flexible organizational structure with a clear leader will ensure a coordinated and comprehensive response strategy.

Figure 2: Sample Shelter Staffing Model



2.1.1.2.1 The Shelter Management Team

The main priority of the Shelter Management Team is to keep the community at a shelter safe and comfortable, to the best of their ability with the resources available. Table 1 identifies the operational roles and responsibilities of the Shelter Management Team at each shelter.

Table 1: Shelter Management Team Roles and Responsibilities

Role	Responsibility
Shelter Manager and Deputy Shelter Manager	<ul style="list-style-type: none"> • Overall management of the shelter • Assigns staff to key roles • Establishes immediate priorities • Works with the planning section to establish long-term priorities • Coordinates with outside organizations • Establishes shelter organization and layout • Addresses policy issues and prioritizes limited life-saving resources • Implements situational awareness practices for shelter leadership and EOC, including meetings and reports
Public Information Officer	<ul style="list-style-type: none"> • Reports to the shelter manager/deputy and keeps them informed on policy issues • Approves information and signage around the shelter • Responsible as the primary point of contact for media • Develops and reviews information being provided to shelter residents • Collects and disseminates information from the EOC • Shares with the EOC information being disseminated to the shelter from other sources as well as information being disseminated within the shelter • Considers joint press releases or joint briefings with other agencies
Facility Liaison	<ul style="list-style-type: none"> • Reports to the shelter manager/deputy and keeps them informed on policy issues • Liaises with shelter facility owners/operators • Helps to identify shelter layout with a focus on avoiding hazards while leveraging facility assets and resources • Identifies areas available for mass sheltering, and areas that are off limits to mass shelter operations and reserved for the organization's continuity of operation and the people the organization typically serves (e.g., students, staff) • Coordinates volunteer requests with shelter facility owners/operators • Provides documentation of resource requests and costs to appropriate shelter management leadership

Role	Responsibility
Safety Officer	<ul style="list-style-type: none"> • Reports to the shelter manager/deputy and keeps them informed on policy issues • Coordinates with local fire department to identify point(s) of contact • Coordinates with site security • Patrols common areas and reinforces safety guidelines made by the Shelter Management Team • Collects information regarding any safety complaints/concerns • Coordinates with facility liaison to identify and monitor overall site safety, including fire safety • Works with facility liaison to identify and disseminate information on areas with limited or no access or areas deemed unsafe • Documents site security procedures • Makes recommendations for additional staff and supplies (e.g., lighting, fencing, personnel) • Provides safety advice in the Incident Action Plan (IAP) • Exercises emergency authority to prevent and stop unsafe acts • Briefs Unified Command / Incident Command on safety issues and concerns
Operations Chief	<ul style="list-style-type: none"> • Reports to the shelter manager/deputy and keeps them informed of shelter operations and policy issues • Responsible for managing the daily operations of the shelter • Coordinates with shelter operational area teams to establish policy for staff (including volunteers) • Identifies shelter services requiring background check (e.g., child care, private restricted-access areas, dormitory areas) • Ensures appropriate staff-to-resident ratios • Coordinates with logistics chief to fill staff/volunteer recruitment needs based on staffing policy
Planning Chief	<ul style="list-style-type: none"> • Reports to the shelter manager/deputy and keeps them informed on policy issues • Responsible for collecting, evaluating and disseminating information about the shelter • Develops situation reports and provides them to key staff and EOC • Works with the Shelter Management Team to create priorities for the next operational period

Role	Responsibility
Logistics Chief	<ul style="list-style-type: none"> • Reports to the shelter manager/deputy and keeps them informed on policy issues • Orders and procures resources through appropriate channels • Provides staffing, including the relief and replacement of staff and volunteers • Coordinates volunteer recruitment and determines best placement, including who, what, where and when • Coordinates transportation • Coordinates communication within the shelter, Shelter Management Team and between the shelter and EOC • Facilitates resource requests and procurement (e.g., food, water, supplies, donations) • Works closely with operations chief to support shelter operations
Finance and Administration Chief	<ul style="list-style-type: none"> • Reports to the shelter manager/deputy and keeps them apprised of shelter operations and policy issues • Assumes responsibility for financial and cost analysis • Approves incident expenses and keeps all documentation for those expenses • Keeps documentation for volunteers and donated goods • Creates and maintains contracts/policies • Captures the who, what, where, when and why for purchases

2.1.1.3 Guidance

Guidance was developed by subject matter experts related to technology, security and equity. The Planning Team considered this guidance when developing the Mass Shelter Plan.

Technology guidance, developed by the Multnomah County Information Technology Team, and security guidance, developed by law enforcement in the Portland Metro region, provide realistic expectations following a catastrophic earthquake. The Mass Shelter Equity Lens, developed by the Access and Functional Needs Task Force, is a tool to ensure lawful and equitable integration of people with access and functional needs and underrepresented and underserved communities throughout the planning process and the plan itself. The full guidance documents are located in Appendices A and B.

2.1.1.3.1 Technology Guidance Overview

Initially following a large earthquake, it is expected that the county and the surrounding area will be without a functioning telecommunications infrastructure for around 16 days. Due to the lack of power, the damage to the infrastructure and the lack of sustained backup power at cellular

tower sites, it is expected that telecommunication companies will be unable to provide anything more than intermittent services for that time. This includes no internet, phone lines, mobile device apps that depend on the internet, or connections to social media. Limited text messaging may be available.

Recommendation: The county should be prepared to operate without telecommunications and internet functionality for approximately 16 days.

2.1.1.3.2 Security Guidance Overview

In a catastrophic event, local sheriff and police departments will not have the resources to staff shelters. Public safety agencies will have specific roles in each phase of response and recovery that will either limit or negate their ability to support 24/7 security in shelters. As such, local officers/deputies will not be able to commit dedicated resources to provide security at shelters.

Recommendation: The county should identify other entities to provide security in shelters.

2.1.1.3.3 Mass Shelter Equity Lens

Not everyone needs the same thing to meet life safety or other basic needs before, during or after an emergency. When we consider equity, we are considering the whole community with an eye toward individuals with access and functional needs and communities who have been historically underserved or underrepresented. For example, some individuals may need extra assistance to travel to a shelter, complete shelter registration forms, or remain independent in a shelter. There is no “one-size-fits-all.”

Requirement established by the Advisory Team: Develop the plan through the Mass Shelter Equity Lens.

2.1.1.4 Model

The Shelter Village model meets the unique needs of communities across the county. This model balances the need to provide safe shelter environments with harsh limitations while honoring the community-centric ethos of the county. Everyone, everywhere in the county displaced by the incident will be welcome at Multnomah County Shelter Villages.

The Planning Team developed criteria for potential shelter sites. (See section 2.2.1 Shelter Model, Shelter Villages.) The criteria helped identify the shelter village locations during the planning process. They also provide guidance on favorable characteristics of additional potential shelter sites, if needed. During an emergency, the criteria can assist the ESF 6 section in the EOC in determining preferential shelter sites for activation.

2.1.1.4.1 Facilities

Multnomah County established relationships with multiple facilities across the county that met the shelter village criteria. MOUs have been established with facilities. Template MOUs are located in Appendix C. Each organization that signs an MOU will also complete a Shelter Profiles. A Shelter Profile template can be found in Appendix D.

Additional organizations interested in becoming shelter villages will work with the county to determine if they meet the shelter village criteria and to establish an MOU. As new MOUs are formed, new Shelter Profiles will be added to the plan.

2.1.1.4.2 Shelter Staff Roles

Mass shelters are county-run but require support from the whole community to operate successfully. Roles of county employees, cities, the shelter facility staff and community, trained American Red Cross personnel, other trained volunteers and spontaneous volunteers are described below.

County Employees

County employees assume the lead role in shelter management. DCHS is the shelter lead. Libraries are the primary support for shelter operations. Other departments will support shelter operations as needed.

Facility Staff

Each shelter village is invited to appoint a facility liaison from its organization. The facility liaison will work with the Shelter Management Team to identify areas that are:

- suitable for mass shelter operations;
- set aside for the organization's continuity of operations;
- reserved for the community the organization regularly serves (e.g., students); and
- not suitable for shelter operations (i.e., unsafe structures or areas).

The facility liaison will collaborate with the Shelter Management Team to identify other resources available for mass shelter operations, such as food, water, equipment and supplies.

The facility's organization will encourage the groups it regularly serves (e.g., students, the surrounding community and its partners) to support county-run mass shelters operating at its facility.

American Red Cross

Local American Red Cross staff, volunteers and shelter resources will support county mass shelter operations in Multnomah County to the best of their ability. As additional resources

arrive, American Red Cross personnel and resources will take a stronger role in shelter operations in partnership with the county.

Other Trained Volunteers

Community partners trained in specific areas that correspond with shelter functions (e.g., medical field, animal services, feeding and child care) will support shelter services.

Spontaneous Volunteers

Throughout the recovery period, a great influx of volunteers is expected to arrive spontaneously at shelters following a catastrophic event. This includes shelter residents wishing to assist with shelter operations. Volunteering can empower disaster-stricken individuals and communities in their own recovery, and is encouraged among the shelter environment. Skill levels and the ability to provide security clearance will determine which areas within the shelter are appropriate for each volunteer.

2.1.1.4.3 Training

Multnomah County is committed to training 200 county employees in shelter management. DCHS and Library employees are being targeted for shelter management training. Other departments are encouraged to participate in shelter trainings and provide assistance in a supportive role. Shelter village organizations, cities and community partners are also invited to attend shelter management trainings.

Another 1,000 county employees from across the enterprise are being identified by county leadership to arrive at a shelter following a disaster to receive just-in-time (JIT) shelter services training.

In addition, the county will provide Applied Technology Council (ATC) trainings on procedures for post-earthquake safety evaluation of buildings. County staff, shelter village organizations, cities and community partners will be invited to attend damage assessment trainings in support of the mass shelter plan.

2.1.1.4.4 Resources

Sustained mass shelter operations require plans for the acquisition and distribution of supplies and equipment to support individuals displaced by the emergency. Multnomah County, in cooperation with shelter facility partners and the American Red Cross, has pre-positioned small quantities of shelter equipment and supplies.

Future MCEM procurement of mass shelter equipment and supplies will be subject to available funding. Inventories will be conducted on a semi-annual basis, or whenever equipment and supplies are used for contingencies or in conjunction with an exercise. Resource lists will be

updated as additional locations, types, and numbers of equipment and supplies increase.

Resources will be distributed based on life safety and humanitarian need.

Dormitory Supplies

Multnomah County recognizes the gap between available local shelter supplies and the demand created by a mass displacement event. In response, the county began purchasing shelter dormitory equipment and supplies in 2017, and will purchase additional equipment and supplies as funding opportunities arise. MCEM intends these supplies to be available for smaller-scale events, including severe weather. Equipment or supplies used for purposes other than mass shelter will be cleaned and returned to storage after use by the agency using them.

Types of dormitory supplies include cots (standard, medical and bariatric), cot covers, blankets and transfer equipment (gait belts, transfer boards, hoist lifts).

The **Emergency Management Shelter Supply Inventory** located on the Google Drive at https://docs.google.com/spreadsheets/d/1WpqcEYCPLQ9SZadyvll_vjSjPA6PI-OZqUERnBf9-PQ/edit#gid=672395113, includes a comprehensive list of supply type, quantity and storage location. This list will be updated as additional locations, types, and numbers of equipment and supplies change.

Distribution of pre-staged equipment and supplies will be determined by MCEM, in consultation with shelter facility partners and the American Red Cross.

Shelter Kits

Portable handheld filing boxes called shelter kits contain basic administrative supplies to help the Shelter Management Team stand up the shelter. The county has 15 shelter kits staged at the EOC. Shelter kit contents include office supplies, "All Are Welcome" signage and American Red Cross shelter guidance.

Chromebooks

The county has five deployment-ready Chromebooks and five jetpacks specifically designated to emergency shelter operations.

2.1.1.4.5 Pre-event Messaging

Prior to the event, it is impossible to predict where and when shelters will be needed, which shelters will be safe, and when a shelter can open. The Advisory Team considered these restraints and recommendations from the Access and Functional Needs Task Force when determining whether to pre-publish shelter locations. Ultimately, the Advisory Team decided not to advertise these sites as shelter locations, but to build upon the well-established Basic Earthquake Emergency Communication Node (BEECN) program administered by the City of Portland.

A BEECN is a place to go in Portland after a major earthquake to get information or ask for emergency assistance if phone service is down, or report severe damage or injury. Each BEECN site has a small cache of communications equipment, first aid supplies and an information tent.

See the Portland Bureau of Emergency Management website for more information on the BEECN program: <https://www.portlandoregon.gov/pbem/59630?>.

2.1.2 Response

2.1.2.1 Damage Assessment

Damage assessments are necessary to determine which buildings and outside areas are safe to occupy. Prior to opening any shelter village, a damage assessment will be conducted by trained personnel (e.g., a county or shelter village employee). Each structure or outdoor area must be deemed safe to occupy prior to entry of any shelter service. In addition to damage created by the initial event, aftershocks will further compromise structures. Following aftershocks, people will move outside for some period of time until building damage is reassessed, the building is deemed safe for re-entry and confidences to go indoors are strengthened.

2.1.2.2 Shelter Management Team

The first people at the shelter site will identify who is in charge. The county employee with the most shelter knowledge, relevant experience and authority for the county shall assume leadership. Based on available shelter staff, a Shelter Management Team will be determined. The Shelter Management Team will work closely with the facility owners and operators to identify areas available for mass sheltering, and areas unavailable to the general population for sheltering (e.g., areas reserved for students, facility staff and continuity of operations for the facility). The Shelter Management Team will establish operational periods and a system to transfer leadership.

As the event continues, additional shelter staff are likely to arrive, and some may be better suited to serve as the shelter lead. If this occurs and it is determined the lead should change, the current lead shall brief the proposed lead and inform other shelter management staff of the leadership change and when it will take place.

2.1.2.3 Initial Shelters

MCEM will coordinate directly with local jurisdictions to determine the best and highest application for a facility following an incident.

A phased approach will be taken to open shelters. Shelters will be activated based on need, safety and available resources. A set of shelters will be opened initially, followed by other shelters being activated as resources become available.

Initially, shelters will not be able to handle every type of need. An alternate standard of care will be adopted. This standard of care will be focused on life-sustaining services at the shelter sites.

Resources will be distributed based on life safety and humanitarian need.

2.1.2.4 Procurement

In a catastrophic earthquake, life-safety shelter resources will begin being requested immediately. Upon confirmation that a shelter site has been deemed safe to occupy via a damage assessment, shelter resources will be pushed to that site.

Requests for shelter supplies, equipment and personnel support will be submitted via ESF 6 Mass Care for consolidation with other requests. The ESF 6 staff will prioritize requests prior to forwarding them to the finance and logistics branch via the operations branch chief.

The **Resource Request Form** is located on the Google Drive:

https://docs.google.com/spreadsheets/d/1xry62qfVMcViMKIMpLmwZIFN_0jEPdHzaICiDMLUybs/edit?usp=sharing.

The shelter logistics chief will assume responsibility for establishing procurement procedures for supplies and equipment. In order to speed delivery, procedures should emphasize obtaining equipment and supplies from local resources to the greatest extent possible. County employees assigned as logistics chiefs will receive procurement authorization upon activation of the EOC.

ESF 7 Resource Support will attempt to satisfy the request from county assets, through mutual aid, or from local vendors. ESF 7 will forward requests that cannot be satisfied locally to the Oregon State Emergency Coordination Center (ECC) for procurement.

It is essential for logistics chiefs to document all procurement actions, including expenditures authorized and executed at the shelter locations, and obtain receipts for all incoming supplies and equipment.

2.1.2.5 Public Information

Public information following a disaster will be a coordinated effort in accordance with the National Incident Management System (NIMS). The designated public information officer (PIO) will coordinate public messages. The PIO will serve as the primary point of contact between the EOC, the media and the public. The PIO will coordinate public information messages within the county as well as with other affected jurisdictions to ensure an accurate, consistent and timely

message is communicated to target populations. This collaborative effort could involve the establishment of a Joint Information Center. The PIO will lead efforts to verify information and monitor media reports as well as social media posts in regard to mass shelter, reunification and other mass care operations.

The PIO also will coordinate the development and dissemination of messages with the ESF 6 section lead. The ESF 6 section lead will verify with shelter village managers the accuracy of information pertinent to each site.

2.1.2.6 Reunification

Reunification will be of primary concern following a mass displacement incident. A Reunification Plan will be established and implemented during the initial response phase. The ESF 6 section lead at the EOC will stand up a Reunification Task Force to establish a comprehensive Reunification Plan. The Reunification Plan will be coordinated with all shelter villages.

Prior to the Reunification Plan being established and executed, reunification efforts will be initiated at individual shelter villages. These efforts will be contingent on the status of telecommunications:

- ***Without telecommunications***, reunification boards will be posted in shelter villages. Names of individuals looking for family members will be recorded by reunification staff at each shelter.
- ***With telecommunications***, several reunification websites will be available to the public in addition to reunification boards at shelter sites.

2.1.3 Recovery: Short-Term

2.1.3.1 Expand Shelter Services

Mass care and shelter needs will evolve following aftershocks, subsequent earthquakes, and when displaced people from other areas come to Multnomah County for assistance. Additionally, spontaneous shelters may need to relocate to county shelter locations. Shelter operations will expand beyond life-sustaining services as resources become available.

2.1.3.2 Additional Shelters

Additional shelter villages will open when the number of people seeking mass care and shelter services exceed the capacity at existing shelter villages. ESF 6 staff will strive to ensure new shelters are prepared to receive supplies and other resources and have adequate staff available prior to activation.

2.1.3.3 Public Information

The expansion of shelter locations and services at those locations will be communicated to the public via the PIO. The PIO will coordinate the development and dissemination of messages with the ESF 6 section lead. The ESF 6 section lead will verify with shelter village managers the accuracy of information pertinent to each site.

2.1.3.4 National Partners

As national resources become available, they will support shelter operations. The county will then incrementally transition to further supporting mission-essential functions and other government functions in accordance with departmental Continuity of Operations Plans.

2.1.3.5 Reunification

The Reunification Task Force will coordinate the execution of the Reunification Plan. Shelter staff will direct individuals and families to reunification locations and to internet-based people-finding tools. Until the Reunification Task Force activates, shelter village staff will provide secure and supervised spaces for unaccompanied children.

2.1.4 Recovery: Long-Term

2.1.4.1 Consolidation

As national resources and staff become available, the county will assess how service delivery needs to shift to meet the community's needs. For example, as shelters demobilize, shelter communities and resources may need to be merged.

2.1.4.2 Demobilization

A shelter site will demobilize when the county, in cooperation with the shelter facility owner, determines the number of residents remaining at the shelter can be safely transported to and accommodated at another shelter, or when the organization is able to resume normal operations.

The decision regarding when a shelter will close originates from the EOC following consultation between the EOC manager, the ESF 6 lead at the EOC, the shelter manager and the shelter facility owner. This decision will be based on a number of factors, including but not limited to the current state of each facility, the status of the disaster that necessitated the shelter being opened and the availability of alternative venues for shelter users.

Upon a decision to close the shelter(s), the ESF 6 lead in the EOC will immediately notify 211, the PIO assigned to the EOC, the shelter manager and the shelter facility owner. The shelter

manager will notify the facility liaison, all staff within the shelter, shelter residents and others accessing shelter services.

A **minimum of 24 hours notice** shall be provided for shelter closure, except when more immediate closure must take place to protect life safety.

Site cleanup will be organized by the Shelter Management Team in coordination with the shelter host organization. Each facility used for shelter operations will be restored to its pre-shelter state, as well as can be reasonably achieved.

2.1.4.3 Public Information

The consolidation and closing of shelter locations and services will be communicated to the public via the PIO. The PIO will coordinate the development and dissemination of messages with the ESF 6 section lead. The ESF 6 section lead will verify with shelter village managers the accuracy of information respective to each site.

2.2 Shelter Model

2.2.1 Shelter Villages

Mass sheltering constitutes one of the most delicate operations in emergency response and recovery. The shelter village model is designed to provide a safe environment outside of hazard inundation areas. This model recognizes that keeping families and communities together helps our people, the county, the region and our economy recover more quickly. Shelter villages are nestled in or within close proximity of residential areas. They include multiple buildings with large indoor and outdoor spaces. Shelter villages welcome everyone, including service animals and pets. This model is flexible, allowing Shelter Management Teams and the ESF 6 Mass Care team at the EOC to scale shelter operations to meet the unique and changing needs of the event and the people needing shelter services.

This model recognizes that, initially, shelters will not be able to handle every type of need. An alternate standard of care will be adopted. This standard of care will be focused on life-sustaining services at the shelter sites. **Shelter services and resources will be distributed based on life safety and humanitarian need.**

2.2.1.1 Criteria

When selecting potential shelter village sites, the following are the preferred criteria the ESF 6 partners are seeking, to the extent possible:

- Property characteristics
 - Large indoor capacity

- Built to current seismic building standards
- Construction materials include minimal glass, no unreinforced masonry
- Contents of building are not hazardous
- ADA compliant or capable of becoming accessible in an emergency via reasonable modifications
- Many toilets
- Backup (power) generation
- Many showers
- Commercial kitchen(s)
- Minimum of one refrigerator powered through electric receptacle (for medicine)
- Pet friendly
- Large outdoor capacity (for parking, deliveries, outside shelter operations)
- Location:
 - Hazard exposure is minimized
 - Proximity to emergency transportation routes
 - Proximity to people, especially areas with high concentrations of highly vulnerable populations

2.2.1.2 Values

Values define the deeply held beliefs and principles of the shelter village. They create a moral compass that guides attitudes, actions and decision-making in the shelter. Shelter village values were identified by the Planning Team and follow humanitarian principles described in the Humanitarian Charter. The Humanitarian Charter defines the principles, rights and duties that govern international humanitarian action, including shelter. The charter is founded on the principle of humanity: that all beings are born free and equal in dignity and rights. The seven shelter village values include:

- **Safety:** We avoid exposure to further harm and support the right to life and privacy of information.
- **Inclusion:** Everyone, everywhere in need of shelter services in Multnomah County is welcome in our shelters.
- **Universal Accessibility:** Shelter locations and services are accessible to everyone, including people with disabilities and others with access and functional needs.
- **Equity:** Resources and services are distributed to prevent disparate impact across our communities, in proportion to need and without discrimination.
- **Compassion:** We value each other's perspectives and situations.
- **Respect:** We treat others the way we wish to be treated.
- **Dignity:** We respect the inherent value and worth of each person.

2.2.1.3 Community Rules

Shelter community rules protect the safety and well-being of everyone within the shelter environment. This includes shelter residents, others seeking shelter services or visiting the

shelter, and shelter staff, including volunteers. These community rules apply to all shelter villages:

- Everyone is welcome to receive shelter services.
- Everyone is treated with respect and dignity.
- We strive to create safety for everyone here.
- We recognize that we are all in this together.
- We are all held accountable for our actions.
- This space is universally accessible.
- If you see something, say something.
- No threatening or violent behavior.
- No open drug/alcohol use/consumption on campus.
- No smoking outside of designated areas.
- Access limitations to certain areas must be enforced.

2.2.1.4 Shelter Services

This section describes the main operational areas within the shelter village and the overarching principles that apply to those areas.

2.2.1.4.1 Guiding Principles

These principles provide guidance on the delivery of shelter services. They apply to all services provided in a shelter. All staff, including volunteers, are held accountable to these principles.

- Resources will be distributed based on life safety and humanitarian need.
- We are here to help.
- Everyone coming to the shelter has experienced some form of trauma.
- Keep families together.
- Do the most good for the most people, in response to the greatest need.
- Personal information is confidential. Informed consent is required to release any personal information.
- Background checks are required to work in areas with elevated privacy or security risk.
- Minimum of three staff at a time are required to work in any area of the shelter.
- Unaccompanied children are never alone in any area of the shelter, for any reason. A minimum of two staff are required with a young unaccompanied child(ren). Older unaccompanied minors may “go with a peer”.
- Accommodations must be made for residents unable to access services (e.g., people with disabilities and other access and functional needs, and people needing to remain in private restricted-access areas).
- Only the Public Information Officer communicates with the media.
- Shelter services are available to all shelter staff, including volunteer staff.

- Shelter services are available to the families of staff, including volunteer staff.
- Self-care activities are necessary to maintain staff health, including volunteer staff.
- De-escalation and self-management is the job of all staff, including volunteer staff, as well as shelter visitors.

2.2.1.4.2 Background Checks

Background checks are required to work in areas with higher risk and security needs, but a lack of telecommunications and an imminent need to provide shelter services may preclude the ability of shelter staff to always conduct formal background checks. In the absence of being able to conduct a formal background check, certain credentials that require background checks can be accepted. Some, but not all, of the professions and permits that require a background checks include:

- child care workers and school employees, such as teachers, bus drivers, janitors, kitchen staff and administrative employees
- government employees
- law enforcement
- attorneys
- healthcare workers

2.2.1.4.3 Conflict Resolution and De-escalation

Everyone needing shelter services has experienced some form of loss and uncertainty. Furthermore, the shelter environment itself can be very stressful, especially when there is a scarcity of resources. Trained conflict resolution and de-escalation personnel may be available at shelter sites. However, creating a positive environment and practicing de-escalation and self-management is the responsibility of all staff, including volunteers, as well as shelter residents and visitors. Based on guidance from the American Red Cross and the Multnomah County Office of Diversity and Equity, some basic guidelines to prevent and de-escalate conflict include:

- Always strive to remain calm and objective.
- Avoid taking sides.
- Use diplomacy.
- Avoid threatening statements.
- Distinguish between levels of conflict.
- Ensure all parties want assistance.
- If needed, request help from behavioral health or security staff.

2.2.1.4.4 Core Functions

Table 2 describes the main operation areas in a shelter, referred to as core functions. Core functions are divided into two categories: services for overnight guests, and general shelter

services available to both general public and those needing overnight shelter. Table 2 lists guiding principles specific to each function, identifies whether or not a background check is required to work in that area, and defines roles and responsibilities. **Shelter services and resources will be prioritized based on life safety and humanitarian need.**

Table 2: Core Shelter Functions

SERVICES FOR OVERNIGHT GUESTS
Registration
The process of collecting basic information about new shelter residents and their needs, and informing residents of shelter services.
Background check required? NO
<p>Guiding Principles</p> <ul style="list-style-type: none"> ➤ Personal information about shelter residents is confidential. ➤ Documentation (e.g., identification card, immigration status, etc.) is not required. ➤ Staff trained in trauma-informed care are especially important at registration. ➤ The first touchpoint to identify people needing access to private restricted-access areas, and sex offenders.
<p>Roles/Responsibilities</p> <ul style="list-style-type: none"> • Welcome. <ul style="list-style-type: none"> ○ Set up and maintain accessible registration area. ○ Set up accessible signage. ○ Provide comfort. ○ Provide translation and interpretation services. • Register. <ul style="list-style-type: none"> ○ Complete registration, as able. ○ Assist with writing questions/answers. ○ Use alternate communication devices (e.g., picture boards). ○ Maintain secure system for registration records to ensure privacy of information, as possible. • Determine/ask needs of registrants. <ul style="list-style-type: none"> ○ Persons needing to be in private restricted-access area (e.g., unaccompanied minors, domestic violence survivors, people within adult protective services, and others who have been victimized). <ul style="list-style-type: none"> ▪ Adults: Private restricted-access spaces are optional. ▪ Unaccompanied minors: Private restricted-access spaces are required. ○ Registered sex offenders <ul style="list-style-type: none"> ▪ Person without a child: Refer to appropriate dormitory area. ▪ Person with child: Ask how we can meet their court-mandated needs. ▪ If court-mandated needs create unaccompanied minors, staff should work to make special accommodations. • Inform. <ul style="list-style-type: none"> ○ Get consent on Code of Conduct. ○ Share personal safety messages. ○ Explain available shelter services and location of the Public Area Information Board.

<ul style="list-style-type: none"> ○ Identify shelter services that may be applicable for family members, including reunification, human services, etc.
<p>Dormitory</p>
<p>Sleeping areas reserved for and restricted to shelter residents. Separate dormitory areas are established for different groups of people based on the population at the shelter.</p>
<p>Background check required? YES</p>
<p>Guiding Principles</p> <ul style="list-style-type: none"> ➤ Keep families together. ➤ Residents self-select their sleeping areas (e.g., family, gender-neutral, access and functional needs). ➤ Provide dignified dormitory spaces.
<p>Roles/ Responsibilities</p> <ul style="list-style-type: none"> ● Organize and manage sleeping areas. <ul style="list-style-type: none"> ○ Determine a dormitory layout that provides safe separation and privacy for different groups, such as: <ul style="list-style-type: none"> ▪ Families, single women, single men, gender-neutral, day sleepers, people with pets. ▪ Optional space for people with access and functional needs and their families/caregivers (e.g., allergen-free space, near restrooms, quiet space). ▪ Identify cultural or religious needs and determine with residents best way to meet those needs. ▪ Provide residents who have medical equipment access to electrical outlets. ▪ Consult people with disabilities regarding placement of their cots. ○ Set up dormitory. ● Maintain safety. <ul style="list-style-type: none"> ○ Maintain sign-in/sign-out sheets for residents in sleeping areas. ○ Determine system to ensure safe access to bathrooms. ○ Monitor safety. ● Provide resident counts to operations chief. ● Create a Resident Stakeholder Committee for each dormitory area. <ul style="list-style-type: none"> ○ Determine times for activities in sleeping areas (e.g., lights out, cleaning, etc.). ○ Create community rules for that sleeping space. ○ Keep corridors and routes through dormitory areas clear and accessible. ○ Establish how residents will regulate security of personal items. ● Coordinate with other shelter functions for support services (e.g., custodial resources). ● Maintain dormitory-specific information board, including: <ul style="list-style-type: none"> ○ Meal schedule. ○ Shower schedule. ○ Kindness reminders. ○ Safety reminders. ○ Buddy-system reminders. ○ Dormitory rules and schedules created by the Resident Stakeholder Committee.
<p>Private Restricted-Access Space</p>
<p>Areas set aside for people needing additional levels of privacy, including but not limited to dormitory spaces.</p>
<p>Background check required? YES</p>

<p>Guiding Principles</p> <ul style="list-style-type: none"> ➤ These spaces are for people needing additional levels of privacy including unaccompanied minors, domestic violence survivors, individuals in adult protective services, and others who have been victimized. <ul style="list-style-type: none"> ○ These spaces are optional for adults. ○ These spaces are required for unaccompanied minors. ➤ Access to these spaces is restricted to residents of and staff supporting these spaces. ➤ These spaces and their locations are not advertised within the general population shelter. ➤ Shelter registration team identifies residents for these spaces. ➤ Services must be delivered to these spaces (e.g., food and water, human services, children’s services). ➤ Keep families together, when appropriate.
<p>Roles/Responsibilities</p> <ul style="list-style-type: none"> • In addition to the roles/responsibilities listed under dormitory and any other service that must come to these private restricted-access spaces. <ul style="list-style-type: none"> ○ Front door staff <ul style="list-style-type: none"> ▪ Limit access to residents and staff of these areas. ▪ Track everyone who goes in/out of these spaces, including staff. ○ Additional support staff needed inside these spaces.
<p>GENERAL SHELTER SERVICES</p>
<p>Reception</p>
<p>The first point of contact for shelter residents and others needing shelter services. Information provided in this area helps orient people to appropriate shelter services.</p>
<p>Background check required?: NO</p>
<p>Guiding Principles</p> <ul style="list-style-type: none"> ➤ We are glad you are here. ➤ Be approachable and friendly. ➤ We are the first impression people have of the shelter.
<p>Roles/Responsibilities</p> <ul style="list-style-type: none"> • Develop strategies to make the wait as comfortable as possible. <ul style="list-style-type: none"> ○ Minimize waiting times. ○ Minimize exposure to elements (e.g., direct waiting lines to shaded areas). ○ Provide seating for those most in need. • Greet. <ul style="list-style-type: none"> ○ Help people feel welcome. ○ Walk the registration line and update those waiting with any new information (e.g., estimated time in queue). • Inform. <ul style="list-style-type: none"> ○ Direct people to appropriate services. <ul style="list-style-type: none"> ▪ Direct new shelter residents to the registration line. ▪ Direct non-shelter residents to appropriate shelter services.

<ul style="list-style-type: none"> ○ Explain registration process, information required and information not required to register. ○ Answer questions as able. ○ Distribute registration forms, if available. ● Identify and triage needs. <ul style="list-style-type: none"> ○ Direct people with immediate life-safety needs to appropriate services. ○ Identify translation, interpretation and other communication needs. ○ Identify other common accommodations needed (e.g., mobility devices, accessible spaces, mental health needs).
Reunification
Services to help families and friends make contact with loved ones.
Background check required? YES
<p>Guiding Principles</p> <ul style="list-style-type: none"> ➤ Reunification may not be safe for everyone. ➤ Personal information about shelter residents and visitors is confidential, and requires informed consent for any reunification activity.
<p>Roles/Responsibilities</p> <ul style="list-style-type: none"> ● With telecommunications. <ul style="list-style-type: none"> ○ Direct people to existing online resources, (e.g., Facebook, Google, American Red Cross website). ○ Use reunification boards at shelter. ● Without telecommunications. <ul style="list-style-type: none"> ○ If the person seeking reunification is comfortable publishing personal information. <ul style="list-style-type: none"> ▪ Record name. ▪ Direct person to the “reunification board” to add their name. ○ If the person wants to keep personal information private. <ul style="list-style-type: none"> ▪ Record name for when resources are available. ▪ Try to identify if the person prefers to be in a private restricted-access area (i.e., unaccompanied minors, domestic violence survivors, individuals in adult protective services, and others who have been victimized).
Food and Water
Prepared food and water available inside the shelter.
Background check required? NO
<p>Guiding Principles</p> <ul style="list-style-type: none"> ➤ Dietary restrictions need to be understood and accommodated (e.g., needs of infants, seniors and people with disabilities). ➤ Drinking water must be made available at all times. ➤ Limited resources mandate that efforts should be made to ensure drinking water is being used for drinking and food is being consumed. ➤ Meal schedules must accommodate cultural considerations. ➤ Do not accept protein-based donations (for food safety). ➤ Food storage and preparation sites are kept out of sight.

<p>Roles/Responsibilities</p> <ul style="list-style-type: none"> • Provide access to available food and water to all shelter residents and “meal guests.” • Designate specific areas for food storage, feeding and eating. • Maintain basic food safety procedures. • Serve individual meals to residents during specific meal hours. • Identify resources available onsite and in the local community; plan meals based on available resources. • Request additional resources through logistics (including serving and cleaning resources). • Create and implement a method of food and water distribution within the shelter village. <ul style="list-style-type: none"> ○ Bring meals directly to residents unable to access feeding sites. • Provide food and water to populations waiting at registration, with a focus on medical needs. • Keep food storage and prep sites secure.
<p>Human Services</p>
<p>Support services for individuals and families.</p>
<p>Background check required: YES</p>
<p>Guiding Principles</p> <ul style="list-style-type: none"> ➤ Client information is confidential. ➤ Important touchpoint to identify people needing access to private restricted-access areas, and sex offenders. ➤ Trained social services personnel required.
<p>Roles/Responsibilities</p> <ul style="list-style-type: none"> • Organize private spaces for support services. • Track services provided. • Provide support services, such as: <ul style="list-style-type: none"> ○ Case management ○ Care Planning (e.g., caregivers, durable medical goods, ongoing needs) ○ Domestic violence survivor support ○ Other crisis support services • Coordinate with other health services, such as: <ul style="list-style-type: none"> ○ Behavioral Health Team ○ Medical Team ○ Pharmacy
<p>Social and Wellness Activities</p>
<p>Scheduled and non-scheduled activities and spaces for shelter residents to relax and relieve some of the stress associated with disaster recovery and shelter life.</p>
<p>Background check required: NO</p>
<p>Guiding Principles</p> <ul style="list-style-type: none"> ➤ Share limited space. ➤ Activities may require different levels of privacy and security. ➤ Consider specific cultural needs.

<p>Roles/Responsibilities</p> <ul style="list-style-type: none"> • Schedule activities that meet the diverse needs of shelter residents. <ul style="list-style-type: none"> ○ Educational space. ○ Family space. ○ Open space. ○ Talking space. ○ Stress relief zones, including quiet spaces. ○ Recreation space. ○ Space for breastfeeding. ○ Space for spiritual practice, both organized events and individual (quiet) practice (e.g., religious services, meditation, praying). • Identify privacy and security needs. • Coordinate with activity leaders, as applicable.
<p>Children’s Services</p>
<p>Services and activities for children in a safe and restricted area.</p>
<p>Background check required? YES</p>
<p>Guiding Principles</p> <ul style="list-style-type: none"> ➤ Minimum of two staff are required with young children anywhere in shelter, at any time, (e.g., trips to the bathroom). ➤ Older unaccompanied minors may “go with a peer”. ➤ Create an inclusive environment that provides services for children with disabilities and others with access and functional needs. ➤ Provide respite to families. ➤ Create a fun and educational space that promotes child and family healing and return to normalcy. ➤ Keep families together, including siblings.
<p>Roles/Responsibilities</p> <ul style="list-style-type: none"> • Ensure safety of children. <ul style="list-style-type: none"> ○ Coordinate with logistics chief to establish non-negotiable requirements for working in child care area (e.g., background check requirement). ○ Establish staff-to-child ratio. ○ Track everyone who enters and exits the child care area. <ul style="list-style-type: none"> ▪ Sign children in and out of child care area, including age, time stamp. ▪ Sign adults in and out of child care area, including staff and family of child authorized to pick up child. • Establish and publicize operating hours to meet needs of children. • Identify needs of children, and identify shelter support services for children’s families. • Set up age-segregated activity spaces. • Schedule activities for different age groups, abilities and needs (e.g., teaching, story time, music, art, exercise).
<p>Health and Medical Services</p>
<p>Medical, behavioral health and public health related services to support safe independent living.</p>
<p>Background check required? YES</p>

<p>Guiding principles</p> <ul style="list-style-type: none"> ➤ Medical services are provided by licensed, qualified individuals who are clearly identified. ➤ Medical services are available to everyone in the shelter 24/7. ➤ Anyone needing a higher level of care will be transferred to a hospital, if possible. ➤ Anyone needing a higher level of care who cannot be safely transferred to a hospital will receive comfort care.
<p>Roles/Responsibilities</p> <ul style="list-style-type: none"> • Recruit, vet and clearly identify qualified individuals to perform medical- and health-related services. <ul style="list-style-type: none"> ○ Mobilize Medical Reserve Corps volunteers as able. • Provide basic exams and perform medical triage, prioritizing threats to life and limb. • Dispense medication and provide the best care as circumstances and supplies allow, including supportive and/or palliative care. • Facilitate transfer of individuals needing a higher level of care if possible. • Coordinate disaster behavioral health services. • Assure safe food handling and other basic communicable disease prevention in place, based on Shelter Health and Safety Standards. • Coordinate and monitor the portability of water, wastewater disposal, solid waste disposal and vector control.
<p>Security</p>
<p>Activities that ensure a safe environment within the shelter.</p>
<p>Background check required? YES</p>
<p>Guiding Principles</p> <ul style="list-style-type: none"> ➤ Life safety is always the first priority. ➤ Traditional law enforcement uniforms in living spaces can further traumatize shelter residents. ➤ Safety officers who normally work at the shelter village site know the local community and are familiar with the facility.
<p>Roles/Responsibilities</p> <ul style="list-style-type: none"> • Coordinate with facility liaison to determine safe and unsafe areas. • Minimize safety hazards in and around the shelter. • Identify areas where additional safety measures are needed (e.g., paths to/from bathrooms). • Provide safety advice to shelter teams, for example: <ul style="list-style-type: none"> ○ Dormitory stakeholder committees ○ People in private restricted-access areas ○ Child care service providers ○ Medical teams • Ensure safe universal accessibility to all shelter services. • Exercise emergency authority to prevent and stop unsafe acts.

Information Area
Places with important information for shelter residents and nonresidents.
Background check required? NO
<p>Guiding Principles</p> <ul style="list-style-type: none"> ➤ Translate materials. ➤ Provide interpretation services. ➤ Post information in universally accessible formats (i.e., 14-point sans serif font, plain language, respectful person-first language).
<p>Roles/Responsibilities</p> <ul style="list-style-type: none"> • Display maps of shelter village layout and services, including off-limits areas. • Post general shelter rules. • Provide safety reminders: <ul style="list-style-type: none"> ○ Buddy system. ○ Moving around after dark. ○ Bathroom usage and traveling to/from. ○ If you see something, say something. • Show kindness reminders. • Provide information updates. <ul style="list-style-type: none"> ○ Shelter meetings. ○ Activity schedule. ○ Meal schedule. ○ Recovery status and updates (e.g., roads open/closed, telecommunications availability, etc.).
Animal Services
General care and medical care services for animals.
Background check required? NO
<p>Guiding Principles</p> <ul style="list-style-type: none"> ➤ Accredited professionals needed to prescribe and administer medication. ➤ Workers work in pairs. ➤ Animals outside cages must be on leash and muzzled. ➤ All animal services are available to all animals (i.e., service animals, animals with owners residing in shelter, animals with non-shelter residents, and strays). ➤ Pet owners are accountable to walk, feed and care for animals to the greatest extent possible. ➤ Animal services are open 24/7. ➤ Recruit pet owners to volunteer in animal services. ➤ Considerations for onsite animal services areas: <ul style="list-style-type: none"> ○ Need direct access to outdoor space. ○ Should be near pet owners to provide easy access to care for pet. ○ Keep away from medical areas, quiet spaces, unaccompanied minors, food and water.

Roles/Responsibilities

- Intake
 - Document information for owner.
 - Document information for pet (e.g., veterinary history, medical needs, etc.).
 - Photograph owner with pet.
 - Establish identification (tag) system:
 - Tag animal with unique ID number.
 - Give tag number to owner.
 - Maintain records of ID numbers matching animal to owner (keep with photos, if possible).
- Medical care
 - Provide veterinary exams.
 - Determine medical needs.
 - Triage medical needs.
 - Dispense medication.
- Shelter operations
 - Housing.
 - General animal care (e.g., clean litter boxes, kennels, etc.).
 - Feeding.
 - Track animals going in/out of shelter.
- Additional considerations for strays and animals not being cared for by owner.
 - Walking.
 - Feeding.
- Pet reunification.
 - With telecommunications:
 - Direct to existing online resources.
 - Use pet reunification boards at shelter.
 - Without telecommunications:
 - Record owner name, pet name and description.
 - Use pet reunification boards at shelter.

Volunteer Management

Coordination of trained and spontaneous volunteers.

Background check required? NO

Guiding Principles

- Recruit volunteers with all abilities, including people with disabilities and other access and functional needs, to provide greater depth of support and understanding for the shelter community.
- Volunteering helps the healing process.
- All shelter staff and volunteers are required to follow the Multnomah County Code of Ethics.
- Volunteers are treated as staff.
- Not every volunteer opportunity is appropriate for every volunteer.
- Services provided in the shelter are available to volunteers.
- Keep volunteers safe.

<p>Roles/Responsibilities</p> <ul style="list-style-type: none"> • Coordinate with logistics chief to support staffing needs. <ul style="list-style-type: none"> ○ Identify outstanding staffing needs. ○ Identify roles that require background checks. ○ Redirect volunteers to logistics when volunteer supply exceeds the needs at the shelter. • Recruit <ul style="list-style-type: none"> ○ Develop and execute a Volunteer Recruitment Plan. ○ Develop plain-language volunteer recruitment messages, such as “Help your neighbor” or “Want to help?”, recognize the term “volunteer” means different things to different groups. • Intake <ul style="list-style-type: none"> ○ Provide an orientation of the shelter operations, values and rules for volunteers. ○ Develop a system for spontaneous background checks • Assign <ul style="list-style-type: none"> ○ Match skills sets with tasks. ○ Direct volunteer to appropriate operational area, where they will receive shift assignments, just-in-time training, and shelter team identification. • Manage <ul style="list-style-type: none"> ○ Supervise and monitor performance. ○ Check in with operations branch to ensure proper placement of volunteers. ○ Reassign volunteers, if needed. ○ Encourage volunteer self-care activities, such as taking breaks and accessing supportive services within the shelter. • Plan for volunteer attrition
<p>Donations</p>
<p>Management and distribution of in-kind donations for shelter residents and nonresidents.</p>
<p>Background check required? NO</p>
<p>Guiding Principles</p> <ul style="list-style-type: none"> ➤ Keep donations out of sight of shelter clients (i.e., sorting, storage, dumpsters). ➤ Connect food, water and animal-related donations with those operational area teams in the shelter. ➤ Only a Public Information Officer (PIO) talks with media. ➤ Always work in groups of three or more (for personal safety). ➤ Waiting in line may traumatize people.
<p>Roles/Responsibilities</p> <ul style="list-style-type: none"> • Establish criteria for types of donations accepted and not accepted. • Coordinate with PIO to develop public messaging regarding donation needs and methods to donate. • Organize a donation storage area. <ul style="list-style-type: none"> ○ Identify an area that is out of sight of shelter community. ○ Include areas for receiving, sorting and inventorying.

- Plan for donations to greatly increase over time.
- Organize a donations distribution area.
 - Identify space and staff to support front desk roles and runner roles.
 - Front desk greets and helps place donation request order.
 - Runners fill order and bring to front desk.
 - Create a comfortable waiting area.
- Receive donations from donors.
 - Identify a reception space/loading dock that is out of sight of shelter community.
 - Thank donor.
 - Accept only what meets the donation criteria.
 - Track donations received.
 - Transport donations to sorting area.
- Sort donations (e.g., gender, gender-neutral, size, season).
- Inventory donations.
- Distribute donations.
 - Track items that are given to shelter community.
 - Determine a donation distribution system that is culturally sensitive.
 - Determine a waiting line method that minimizes additional trauma (e.g., a take-a-number system).
- Coordinate redistribution of unneeded donations with the logistics chief.
- Identify donation needs from community, including needs for future operational periods.

2.2.1.4.5 Staffing Guide

The staffing matrix located in Table 3 provides a guide for staffing ratios for each core shelter function. The staffing guide is based on the *Mega Shelter Planning Guide* developed by the American Red Cross and the International Association of Venue Managers. DCHS and MCEM modified the *Mega Shelter Planning Guide* staffing matrix to reflect lessons learned during smaller local incidents and the organizational structure within Multnomah County.

Table 3: Shelter Village Staffing Guide¹

NOTES:

- Based on 1,000 residents
 - Staffing is *per shift*
- Staffing levels and scaling factors are guidelines, staffing at each shelter is situation dependent
- Staffing is for 1 shift, during daytime hours of shelter operation
- Night shift requires supervisory and worker staffing based on activity level and situation

Functional Area	Manager	Supervisor	Workers	Scaling factor per population	Background check required?	Notes
Services for Overnight Guests						
Registration	1	1	6	1:165, minimum	NO	Workers include leads, typically 1 per 9 workers.
Dormitory	1	1	10	1:100, minimum	YES	Workers include leads, typically 1 per 9 workers.
Private Restricted-Access Areas	1	1	10	1:100, minimum	YES	Workers include leads, typically 1 per 9 workers.
General Shelter Services						
Reception		1	3	1:500	NO	Workers include leads, typically 1 per 9 workers.
Food and Water	1	1	9	1:110, minimum	NO	Staffing is for food serving only; food preparation is not included. Workers include leads, typically 1 per 9 workers.
Reunification	1	1	3	1:500, minimum	YES	Workers include leads, typically 1 per 9 workers.

¹ Modified Mega Shelter Staffing Matrix based on smaller local activations within Multnomah County

Functional Area	Manager	Supervisor	Workers	Scaling factor per population	Background check required?	Notes
Health and Medical Services	1	1	5	1:200, minimum	YES	Accredited professionals. Workers include a lead.
Human Services	1	1	2	1:200	YES	Section Manager oversees all human services (day shift only)
Children's Services	1	2	15	1:8 children average	YES	Staffing ratio is dependent on age of children and their emotional and behavioral needs. Other staff may be needed dependent on additional children's areas and services provided. Assume 25% of population are children and no greater than 50%.
Animal Services	1	1	10	1:100	NO	Will need accredited professionals to prescribe and administer medication. Workers should work in pairs.
Social and Wellness Activities		1	3	1:1000, minimum	NO	Probably 1 supervisor (not per shift). Coordinate welfare inquiry, technology systems.
Donations	1	1	3	1:350, minimum	NO	Activity, situation and length dependent.
Information Area		1		1:1000, minimum	NO	Information posted here; area may not need to be staffed.
Volunteer Management	1	1	3	as appropriate	NO	Responsibility typically tasked to a local agency for oversight and coordination. Probably 1 lead worker (not per shift) onsite. Activity and situation dependent.
Security	1	1	10	1:100	YES	Security staffing is a combination of building security, crowd management and law enforcement.

Functional Area	Manager	Supervisor	Workers	Scaling factor per population	Background check required?	Notes
						Security needs include door guard, admission, etc. A review of facility, resident demographics and operations is necessary to determine appropriate staff.

2.2.1.4.6 Outdoor Spaces

History shows that following seismic events, some people will not want to go indoors for some period of time, even after a formal damage assessment has been conducted and a building has been deemed safe to enter. Shelter villages include options for people to come inside or remain outdoors, as they prefer. While it is difficult to predict which elements of the shelter will be indoors or outdoors, it can be expected that outside populations will increase following aftershocks.

This section provides guidance for providing shelter services in outdoor spaces. Guidance is informed by best practices defined by *The Sphere Handbook: Humanitarian Charter and Minimum Standards in Humanitarian Response*, including international Water Sanitation and Hygiene (WASH) public health standards; Mercy Corps; the City of Portland and Multnomah County Joint Office of Homeless Services; other outdoor shelter plans; and the Multnomah County Mass Shelter Equity Lens.

Flexible Layout

People and services occupying inside spaces will need to move outside following aftershocks and subsequent earthquakes.

- Reserve open space around buildings for people to easily evacuate buildings.
- Design outside spaces that are flexible, so they can expand and contract as people move inside and outside.

Topography, Ground, Drainage

Terrain, ground cover and drainage impact access to and functionality of outside shelter operations.

- Avoid placing shelter services or walkways on steep slopes, narrow valleys, ravines and rocky soil.
- Keep storm water drains clear of debris.
- For good drainage, a site should have a slope of 2% to 4%, and not more than 10%.
- Stay away from areas likely to become marshy or waterlogged during the rainy season (e.g., low-lying areas).

Uneven terrain and different types of ground cover may create additional mobility challenges, especially for individuals with disabilities.

- Design the outside shelter layout and walkways to accommodate universal access to services.
- Consider user needs when deciding location of shelter services.

Weather and Hazards

Cold, heat, wind, flooding, liquefiable soils, landslides and other weather and natural hazard events could further impact people and compromise the functionality of outdoor spaces.

- Leverage trees, tarps and other forms of shade to minimize exposure to the weather (e.g., cold, heat, rain, wind) and other threats to health.

Water

According to WASH standards “The quantity of water needed for drinking, hygiene and domestic use is context-based, and depends upon the phase of a response. Needs also vary according to severity of public health risks, the climate, the sanitation facilities available, people’s habits, their religious and cultural practices, the food they cook, the clothes they wear, children’s faeces, menstrual and incontinence management practices, income, and lifestyle.”

Drinking Water

Shelter residents and nonresidents need 24/7 access to drinking water. Excessive queuing times are indicators of insufficient water availability due to either an inadequate number of distribution points or inadequate yields of water.

- Each person needs a minimum of 1 gallon of water per day for drinking and hygiene practices.
- Approximate guidelines for numbers of persons per water facility/are:
 - 250 persons per tap, based on a flow rate of 2 gallons per minute
 - 500 persons per hand pump, based on a flow rate of 4.5 gallons per minute
 - 400 persons per single-user open well, based on a flow rate of 3.75 gallons per minute
- Establish multiple outside water stations.
- Ensure safe and universally accessible access to water stations, water pumps and water carrying containers.
- Strategically place water stations to ensure queuing time is no more than 30 minutes
- Place some outside water stations near the perimeter of the shelter village for easy 24/7 access for non-shelter residents. This will also limit traffic inside the shelter village.
- Assure water distribution points are free of standing wastewater.

Sanitation and Hygiene

Outdoor restroom and bathing areas require additional attention. Open defecation and hygiene are more challenging to manage outdoors.

Toilets

- Approximate numbers of persons per toilet, bathing and laundry facilities are:
 - Family toilets (preferred, when possible):
 - Target: 1 toilet per 20 people.
 - Maximum: 1 toilet per 50 people.
 - Single-person (non-family) toilets:

- Target: 1 toilet per 20 persons.
- Maximum: 1 toilet per 50 persons.
- Establish gender-specific toilets (female, male, gender-neutral).
- The ratio of female to male toilets is 3:1.
- Toilets are no more than 150 feet from dwelling and dormitory spaces.
- Consider increased levels of groundwater during the rainy season when determining the location for outside toilets and bathing areas.
- Keep solid waste at least 90 feet from any groundwater source.
- Place the bottom of any toilet at least 4.5 feet above the water table.
- Modify outdoor toilets to be universally accessible. In addition, as a rule of thumb, single-access, gender-neutral toilets with ramps or level entries, with enhanced accessibility inside the superstructure, should also be made available at a minimum ratio of 1:500 people.
- Cover children's feces right away. Children may need assistance using the toilet.
- Provide means for safe disposal of infant feces (i.e., diapers).
- Bury solid waste daily to prevent attraction of vectors.
- Dispose of fecal matter separately from food waste, medical waste and dead bodies.
- Fence off fecal disposal sites to prevent accidents and access by animals and children.
- Assign staff for regular cleaning of restrooms and bathing areas.

Hand-washing Stations

- Make hand-washing stations available near latrines.
- Number of people per washing basin are:
 - Maximum of 100 persons per washing basin.
 - Establish private bathing areas for women.
 - Establish gender-neutral bathing areas.
- Promote good hygiene practices to wash hands after defecation and after cleaning a child's bottom.
- Strategically place hand-washing stations to ensure queuing time is no more than 30 minutes.

Hand washing when preparing food and before eating is also essential to reduce hygiene-related diseases.

- Make hand-washing stations available where food is being prepared.
- Make hand-washing stations available at feeding locations.
- Strategically place hand-washing stations to ensure queuing time is no more than 30 minutes.

Personal Safety

Outdoor restroom and shower areas often experience an elevated safety risk. Gender-based violence and sexual violence tend to be more common in, around and along pathways to these areas, especially when traffic is lighter (i.e., night and early morning).

- Assign staff to monitor restroom and shower areas.
- Place restrooms and showers in well-lit areas.

Vector Control

A vector is a disease-carrying agent, and vector-borne diseases are common causes of illness and death in any major disaster. Furthermore, outdoor spaces pose an elevated risk to vector-borne diseases.

- Place shelter services and access to services away from mosquito breeding sites (e.g., swamps, lakes, any standing water).
- Consider fecal disposal methods and locations that control flies and rodents.
- Drain areas with standing water.
- Cover pit latrines, water containers and wells.

Parking Lots

Cars in parking lots within the shelter village could limit space available for shelter operations as well as limit accessibility to shelter services. Furthermore, some people needing shelter services may choose to sleep in their cars rather than within shelter dormitory areas.

- Develop a car removal strategy for unoccupied cars.
- Identify a parking area for people sleeping in cars, outside but near the shelter village.

Borders

Borders for outside spaces are more permeable than inside spaces with permanent walls. This may pose an additional safety and security risk for people and property within the shelter village.

- Utilize tents, drainage trenches and other resources to strategically form a perimeter around the shelter village.
- Place shelter services that have a lower security risk along the shelter village perimeter.

2.2.1.4.7 Prioritizing Services for Indoor and Outdoor Spaces

Based on the event, available resources and demand, the Shelter Management Team will prioritize shelter operations to be placed inside and outside. Operations to be given priority for limited indoor space include humanitarian life-safety needs and persons and resources needing additional levels of security. Some services may need to be tented if occurring outdoors. Table 4 provides guidance on prioritizing operations to be placed inside and outside. These services are listed alphabetically.

Table 4: Shelter Service Priorities for Indoor and Outdoor Spaces

Indoor Priority	Outdoor Priority
<ul style="list-style-type: none"> • Dormitories and services for: <ul style="list-style-type: none"> ○ Infants ○ Single-parent/-guardian households ○ Pregnant and lactating women ○ Elderly ○ Individuals with disabilities ○ Individuals needing private restricted-access accommodations: <ul style="list-style-type: none"> ▪ Unaccompanied minors ▪ Domestic violence survivors ▪ Individuals in adult protective services ▪ Others who have been victimized • Medical services <ul style="list-style-type: none"> ○ Pharmacy ○ Services for critical life-safety needs • Refrigeration • Secure space for personal items 	<ul style="list-style-type: none"> • Activity spaces • Biohazard disposal • Dormitory space • Food distribution • Information boards • Latrines and showers • Morgue • Pet-free spaces • Pet-friendly spaces • Reception area • Smoking space • Waste management

2.3 Organizational Roles and Responsibilities

2.3.1 Organizational Structure for Mass Shelter Operations

To mount an effective response to a mass displacement incident, roles and responsibilities must be clearly delineated between county departments, local municipal jurisdictions, state and federal agencies, and cooperating agencies with a role in response. In addition, all of the responding agencies must respond in a coordinated manner to ensure mass shelter operations are conducted as efficiently and as safely as possible.

Achieving an organized and efficient approach is facilitated through utilization of the Incident Command System (ICS). ICS provides a standardized approach to incident management and helps organize response agencies under a top-down, modular organization that is flexible based on the scope of the incident. In addition, under ICS there is a well-defined process for setting response objectives and communicating those objectives throughout the response organization. Multnomah County will coordinate response using the ICS structure to effect an organized and timely mass response to a mass displacement incident.

2.3.2 Roles and Responsibilities

Many stakeholders will be involved in mass shelter operations. In addition to local governments, state and federal agencies will have a role in mass shelter, as will cooperating agencies, shelter

facility organizations, community partners, private-sector business enterprise and the community. These roles and responsibilities are described below.

2.3.2.1 Multnomah County

Multnomah County will be responsible for mass shelter operations across the entire county. The following table provides general roles and responsibilities of Multnomah County departments in mass shelter operations.

Table 5: Multnomah County Department Roles and Responsibilities

County Department	Role	Responsibilities
Department of County Human Services	Primary	<ul style="list-style-type: none"> • Assess the situation and identify the mass shelter needs of the impacted community. • Activate the Mass Shelter Plan. • Coordinate mass shelter for the public. • Provide assessment and emergency-related case management services. • Coordinate the delivery of health and welfare services. • Coordinate assistance for individuals with special health or medical needs.
Health Department	Support	<ul style="list-style-type: none"> • Monitor medical needs within the shelter. • Coordinate medical sheltering operations, including pharmaceuticals. • Coordinate disaster-related behavioral health services. • Monitor safe food handling. • Monitor basic communicable disease prevention. • Monitor sanitation.
Office of Emergency Management	Support	<ul style="list-style-type: none"> • Determine the need to stand up the EOC in support of sheltering and other response efforts. • Assist in securing assets, including people and supplies, defined as critical to sheltering operations. • Assist with coordination with other ESF teams to support shelter operations.
Department of County Assets	Support	<ul style="list-style-type: none"> • Assist in acquiring suitable space to perform mass shelter activities. • Employ county facilities, fleet and distribution resources to establish a logistical supply chain for mass shelter operations.

County Department	Role	Responsibilities
Department of Community Services: Animal Services Division	Support	<ul style="list-style-type: none"> • Provide shelter options for service animals and pets, and coordinate animal relief efforts with local animal rescue organizations. • Support the collocation of pets with their owners at shelters. • Provide reunification services for pets and pet owners.
Sheriff's Office	Support	<ul style="list-style-type: none"> • Coordinate site security for all locations hosting mass shelter activities. • Provide security for special populations affected by the emergency.
Library	Support	<ul style="list-style-type: none"> • Provide shelter staff to county-managed shelters, as required.
Disaster Policy Group	Guidance	<ul style="list-style-type: none"> • Make policy-level decisions related to mass care. Policy-level decisions may include activating the Mass Shelter Plan, any multi-jurisdictional coordination, and cooperative purchasing or contracting, among other things.
County Chair's Office	Policy	<ul style="list-style-type: none"> • Provide signature authority for legal documents, including mutual aid agreements with neighboring jurisdictions, inter-local agreements, and notices to proceed with contracted service providers.

2.3.2.2 Cooperating Agencies

A variety of cooperating agencies provide support through coordination of emergency functions within their own authorities/jurisdictions, or are able to provide additional resources to support county response activities.

Some, but not all, cooperating agencies that support ESF 6 Mass Care are coordinated through the Oregon Volunteer Organizations Active in Disaster (OR-VOAD). A few examples include:

- American Red Cross
- Church of the Brethren
- Oregon Food Bank
- Seventh Day Adventists

2.3.2.3 Shelter Facility Organizations

Shelter facility organizations play a pivotal role in mass shelter operations. Upon agreeing to host a shelter village, these organizations may provide any of the following to support mass shelter operations:

- A facility liaison to coordinate with the shelter manager regarding the use of the facility, including areas suitable and not suitable for shelter activities (e.g., occupied dormitories, safety considerations, etc.).
- Inside and outside space.
- Food, water and other resources.
- Encouragement to staff, clients and the surrounding community to support shelter operations.

2.3.2.4 Municipalities

Local municipalities within Multnomah County rely on the county to coordinate mass care activities. As such, the cities defer to the county to coordinate all ESF 6 Mass Care operations. The county will coordinate with each jurisdiction to determine best and highest use of resources within that community, including resources for sheltering.

2.3.2.5 Special Districts and Private-sector Business Enterprise

Special districts and the private sector are crucial in the community's overall recovery.

Multnomah County hosts special districts that have been granted authority to oversee specific critical functions for the community, such as providing transportation and public works services. Multnomah County also hosts a strong private-sector community that provides water, power, communication networks, transportation, medical care, security and numerous other services on which shelter operations are dependent. General responsibilities of special districts and businesses pertaining to mass shelter operations include:

- Where appropriate, establishing mutual aid and assistance agreements to provide specific mass care capabilities.
- Where appropriate, participating as support or cooperating partners in relevant ESFs.
- Providing assistance (including volunteers) to support local emergency management and public awareness.
- Coordinating and providing status information through appropriate channels to the EOC.

2.3.2.6 Community Partners

Community partners, including nongovernmental organizations (NGOs), play enormously important roles in shelter operations. These partners provide shelter, emergency food supplies, counseling services and other vital support services to bolster the response and promote recovery. Community partners collaborate with responders, governments at all levels, and other agencies and organizations. Some emergency shelter related roles of community partners include:

- Training and managing volunteer resources, including spontaneous and unaffiliated volunteers.
- Identifying and distributing needed supplies.
- Providing critical supplies, such as cleaning supplies, clothing and food.
- Identifying those whose needs have not been met and helping coordinate the provision of assistance.

2.3.2.7 Individuals and Households

Spontaneous volunteering and donations from individuals and households provide community-level support to mass shelter operations and aid in the overall recovery of the community.

2.3.2.8 State Government

State agencies provide regulatory guidance and technical assistance for shelter operations.

The State of Oregon emergency organization can be activated through the Oregon Office of Emergency Management (OEM), a division of the Oregon Military Department. The state provides direct state-agency support to the local level and serves as a channel for obtaining resources from within and outside the state structure, including the assistance provided by other states through the Emergency Management Assistance Compact (EMAC) and by federal agencies. Local resources (personnel, equipment, funds, etc.) should be exhausted or projected to be exhausted before a county requests state assistance.

2.3.2.9 Federal Government

Federal agencies support mass shelter operations by providing operational assistance, disaster assistance funding, regulatory oversight and technical assistance.

Federal response partners are typically requested by OEM in the event that state resources become limited or specialized services are needed. In most instances, federal resources become available following a formal declaration of emergency by the Governor. Thus, procedures and policies for allocating and coordinating resources at the federal level follow the State of Oregon EOP and, if necessary, the National Response Framework (NRF).

3 Finance, Administration and Logistics

3. Finance

All departments and agencies will maintain records of personnel, equipment and material resources used to comply with this plan. Such documentation will be used to support reimbursement from any state or federal assistance that may be requested or required.

3.2 Documentation

Accurate and complete cost tracking is critical to obtain assistance for disaster-related costs. Emergency protective measures can be eligible for reimbursement. If the incident allows for warning, public entities should begin tracking costs once the threat has been identified. If there is no warning, public entities should begin tracking costs as soon as possible. The county will coordinate with state and federal agencies to obtain disaster-specific cost tracking spreadsheets and templates. Accounting best practices for tracking costs include the following:

- Identify a person who will be responsible for compiling disaster-related costs for the jurisdiction.
- Establish a cost code for disaster-related costs.
- Establish a file structure for each site where recovery work has been or will be performed.
- Maintain accurate disbursement and accounting records to document the work performed and the cost incurred.
- Obtain and review applicable local, state and federal policies and regulations.
- Document administrative costs.
- Begin compiling recovery project documentation.

Any costs incurred by the shelter village facility or property owner as a result of the shelter operations should be reported to MCEM for accurate cost tracking and to ensure reimbursement, if available.

By the end of each operational period, the county shelter manager will report supply utilization to the ESF 6 desk at the EOC. When the shelter is closed, the county shelter manager is responsible for taking custody of the shelter kit and making arrangements for return of the kit to its normal pre-event location.

4 Operational Coordination and Communication

4.1 Direction and Control

The ultimate responsibility for command and control of Multnomah County departments and resources lies with the Multnomah County Chair; however, the Multnomah County Emergency Management Director will maintain direction and control of the County Emergency Management Organization, unless otherwise delegated. County emergency operations, both on-scene and in the county EOC, will be conducted in a manner consistent with the National Incident Management System (NIMS).

The County Disaster Policy Group provides policy guidance and establishes overarching priorities. It also defines critical information requirements and sets thresholds for making certain policy actions or decisions.

During a county-declared disaster, control is not relinquished to state authority but remains at the local level for the duration of the event.

4.1.1 Emergency Operations Center

The Multnomah County Emergency Operations Center (EOC) provides a central location for emergency management operations and coordination between cities and unincorporated areas within Multnomah County, as well as coordination with neighboring jurisdictions, NGOs, private industry, the State of Oregon and any federal responses within Multnomah County. The organizational structure in Figure 3 provides one example of how the EOC could be organized. Responsibilities of the EOC command staff and Emergency Support Functions (ESFs) are described in Tables 6 and 7, respectively.

Figure 3: Possible Multnomah County Emergency Operations Center Organizational Chart

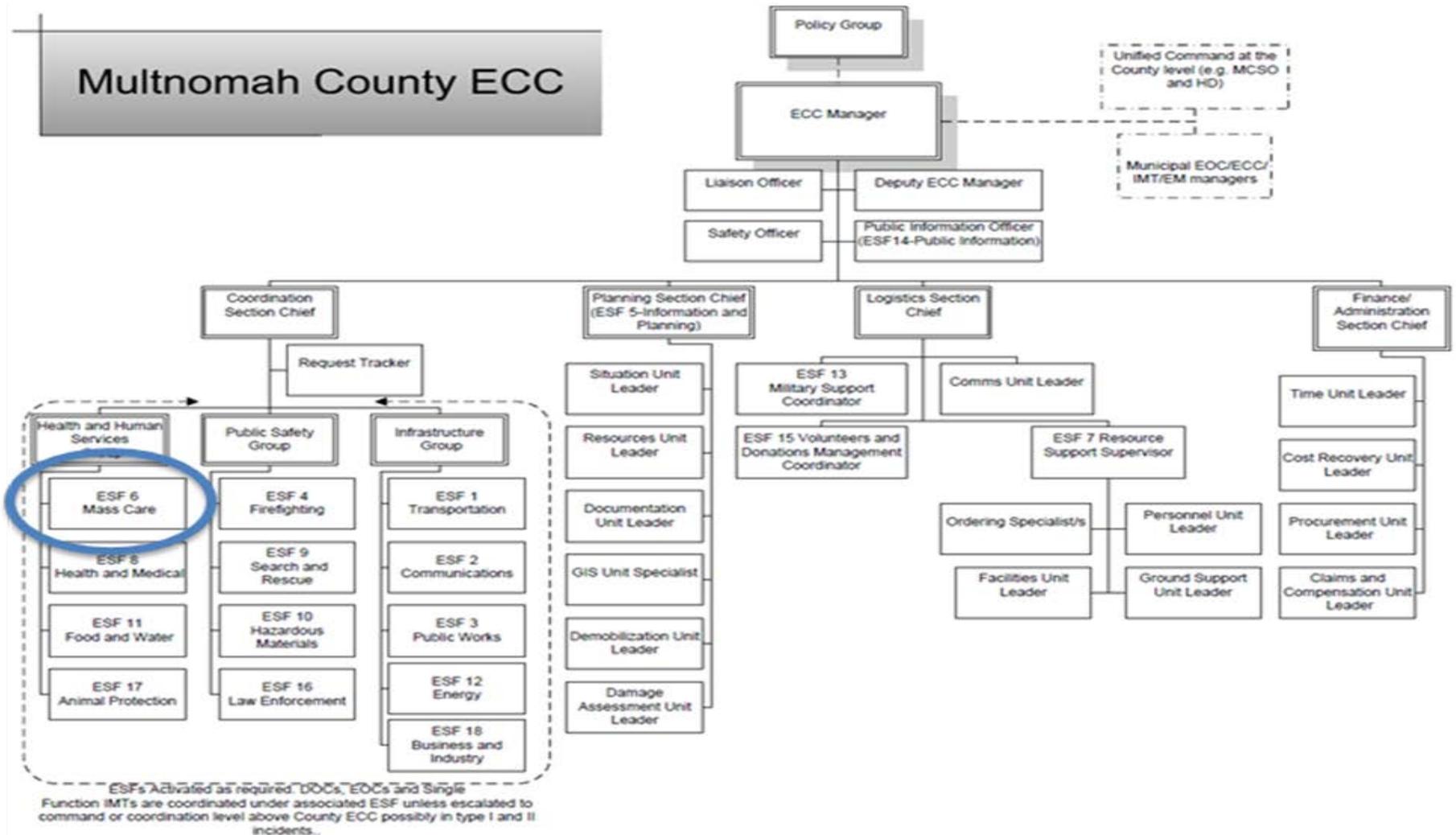


Table 6: Responsibilities of the EOC Command Staff

Staff	Responsibilities
Public Information Officer	<ul style="list-style-type: none"> • Determine, according to direction from the EOC Manager, any limits on information release. • Develop accurate, accessible and timely information for use in press/media briefings. • Obtain IC’s approval of news releases. • Conduct periodic media briefings. • Arrange for tours and other interviews or briefings that may be required. • Monitor and forward media information that may be useful to incident planning. • Maintain current information, summaries and/or displays on the incident. • Make information about the incident available to incident personnel. • Participate in the planning meeting.
Safety Officer	<ul style="list-style-type: none"> • Identify and mitigate hazardous situations. • Ensure safety messages are disbursed and briefings conducted. • Exercise emergency authority to stop and prevent unsafe acts. • Review the Incident Action Plan for safety implications. • Assign assistants qualified to evaluate special hazards. • Initiate preliminary investigation of accidents within the incident area. • Review and approve the Medical Plan. • Participate in planning meetings.
Liaison Officer	<ul style="list-style-type: none"> • Act as a point of contact for agency representatives. • Maintain a list of assisting and cooperating agencies and agency representatives. • Assist in setting up and coordinating interagency contacts. • Monitor incident operations to identify current or potential inter-organizational problems. • Participate in planning meetings to provide current resource status, including limitations and capabilities of agency resources. • Provide agency-specific demobilization information and requirements.
Additional Command Staff	<p>Additional command staff positions may be necessary, depending on the nature and location(s) of the incident, and/or specific requirements established by the IC. For example, a legal counsel may be assigned directly to the command staff to advise the IC on legal matters, such as emergency proclamations, legality of evacuation orders, and legal rights and restrictions pertaining to media access. Similarly, a medical advisor may be designated and assigned directly to the command staff to provide advice and recommendations to the IC in the context of incidents involving medical and mental health services, mass casualty, acute</p>

	care, vector control, epidemiology and/or mass prophylaxis considerations, particularly in the response to a bioterrorism event.
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Table 7: Responsibilities of Emergency Support Functions

ESF	Function	Description
ESF 1	Transportation	Coordinates governmental and nongovernmental organizations managing transportation systems, modes and infrastructure in response to threats or incidents.
ESF 2	Communication	Coordinates governmental and nongovernmental organizations that provide the communications and information technology capabilities necessary to support response efforts, facilitate the delivery of information to emergency management decision-makers, and stabilize and re-establish systems and applications following natural and human-caused incidents.
ESF 3	Public Works	Coordinates governmental and nongovernmental organizations managing assessments of public works and infrastructure, and performing emergency work to restore critical lifelines and key resources to support life-saving and life-sustaining services.
ESF 4	Firefighting	Provides support for the detection and suppression of wildland, rural and urban fires resulting from or occurring coincidentally with a large-scale incident.
ESF 5	Information and Planning	Supports strategic and operational decision-making by collecting, analyzing and disseminating information about a potential or actual incident; facilitates crisis action planning; and ensures proper recordkeeping, documentation and safeguarding of critical incident information.
ESF 6	Mass Care	Coordinates the delivery of mass care, emergency assistance, temporary housing and human services. Example of mass care activities include but are not limited to sheltering, feeding, emergency first aid, bulk distribution of emergency items and family reunification.
ESF 7	Resource Support	Provides logistical support through the timely and efficient acquisition and distribution of resources, including supplies, equipment, personnel, facilities and other assets necessary to support disaster operations.
ESF 8	Public Health and Medical	Coordinates the county’s public health and medical resources in an all-hazards emergency or disaster event that exceeds routine response capabilities, or in response to a declared “state of public health emergency” as defined in Oregon Revised Statutes (ORS) 433.

ESF	Function	Description
ESF 9	Search and Rescue	Coordinates search and rescue operations and resources in support of water, urban and wilderness search and rescue during actual or potential emergencies.
ESF 10	Hazardous Materials	Coordinates response operations resulting from a threat to public health, welfare or the environment caused by actual or potential oil and hazardous materials incidents. Hazardous materials include chemical, biological, radiological and nuclear substances, whether accidentally or intentionally released.
ESF 11	Food and Water	Undertakes action to assess food and water requirements within the county in the event of an emergency. These actions include coordinating with other jurisdictions, the Oregon Food Bank, and other government and nonprofit organizations to determine food assistance needs; procuring food and water supplies; and arranging transportation of these supplies to shelters or staging areas within the county.
ESF 12	Energy	Collects, evaluates and shares information on energy system damage; provides estimations on the effect of energy system outages within the affected area; and coordinates governmental and nongovernmental efforts to establish temporary emergency energy production and transmission capabilities to support critical lifelines and facilities until permanent restoration is accomplished.
ESF 13	Military Support	Establishes a coordination point between local government and military support capabilities made available through the State of Oregon.
ESF 14	Public Information	Provides accurate, coordinated, timely and accessible information to affected audiences, including governments; media; the private sector; and the local populace, including children, individuals with disabilities and/or access and functional needs, and individuals with limited English proficiency.
ESF 15	Volunteers and Donations	Establishes the coordination processes used to ensure the most efficient and effective utilization of unaffiliated volunteers and unsolicited donated goods during incidents requiring a local response.
ESF 16	Law Enforcement	Coordinates law enforcement personnel and equipment to support emergency response operations. This support function is inclusive of general law enforcement duties, emergency police and public safety services.

ESF	Function	Description
ESF 17	Agriculture and Animal Protection	Provides support for protection of the food supply and addresses issues of plant and animal health, agricultural security, and care and shelter of livestock and other large animals.
ESF 18	Business and Industry	Describes and implements the policies, responsibilities and concept of operations for county incident management activities involving coordination with the private sector during incidents requiring coordinated response.

4.2 Coordination

In a large or widespread disaster affecting the entirety of Multnomah County where increased cooperation and coordination would be beneficial, it may be advantageous to activate a countywide mass care task force.

ESF 6 often works closely with other county ESFs as part of coordinated response and recovery activities. The following ESFs support mass care activities and may be included in a mass care task force:

- **ESF 1 Transportation:** Provides transportation to and from shelters for all people with all abilities.
- **ESF 3 Public Works:** Coordinates public works, utilities and sanitation at shelters.
- **ESF 7 Resource Support:** Helps secure personnel, equipment and supplies to execute response operations.
- **ESF 8 Public Health and Medical:** Provides shelter population monitoring and disaster-related behavioral health; verifies shelter sanitation; facilitates medical needs sheltering activities; and supports responder health and safety.
- **ESF 11 Food and Water:** Supports food and water needs within shelters.
- **ESF 14 Public Information:** Shares information to the public about shelter locations, services and needs.
- **ESF 15 Volunteer and Donations:** Manages and oversees volunteers supporting mass care initiatives. Coordinates the receipt of physical and non-physical donations.
- **ESF 16 Law Enforcement:** Coordinates with onsite security and 911 assistance at shelters, as needed.
- **ESF 17 Animal Services:** Provides animal shelter and animal services within shelter villages.

The ESF 6 team or operations section chief may decide to create an interagency task force (ITF) to focus specifically on shelter operations or a shelter-related mission or task. ITFs follow ICS principles. A shelter ITF has a designated leader who exercises command authority through delegation of authority from the primary responsible agency, DCHS. ITFs may fall under an ESF

or under a separate branch in the operations section. ITFs may also be deployed to assist under a city's EOC/ECC.

4.2.1 Situational Awareness

The Shelter Management Team will need to provide situational updates on shelter operations to ESF 6 at the EOC. Some of the information that should be documented includes but is not limited to:

- Status of current conditions
- Imminent threats to public health and safety
- Resource needs, such as:
 - Food and water
 - Sanitation
 - Utilities
 - Assistance to individuals with disabilities and others with access and functional needs
 - Medical services
 - Reunification
 - Public information
 - Transportation
- Environmental concerns

4.2 Resources and Logistics

Multnomah County will conduct mass shelter operations within areas under its authority to the greatest extent possible using internal resources, mutual aid or contracted services. In the event that the county needs additional resources to conduct shelter operations, the county can request assistance from the State of Oregon.

The county is responsible for prioritizing resources for mass shelter in support of the following priorities:

1. Protecting human life, safety and health
2. Protecting property and the environment
3. Restoring utilities and essential government functions
4. Supporting regional coordination among all levels of government

Multnomah County, through ESF 6, will monitor the status of mass shelter operations throughout the county to assist in providing resources in support of these goals. The county will prioritize resources based on critical need to the greatest extent possible to support a responsible and equitable distribution of resources.

4.3 Communication

Widespread damage to telecommunications infrastructure is expected following a catastrophic seismic event. Telecommunications service will be disrupted for weeks to months. This includes disruption to telecommunications systems used to communicate between the EOC and shelter villages.

Until traditional communication methods are available, the county will rely heavily on alternative communication systems, such as amateur radios. The county will be limited by the communication equipment and trained personnel available. The EOC manager will determine communication priorities to support response efforts. Two-way communication between the EOC and shelter villages will be a high priority for these alternative systems and trained operators. These systems will be imperative in transmitting situation status reports, resource requests and other information between the EOC and shelter villages.

Each shelter village will communicate shelter status to the EOC at agreed-upon intervals. Depending on availability of equipment and trained personnel, communications support may not be available 24/7 at shelter villages. Each shelter manager will coordinate with the EOC to determine communication operational periods based on resource availability.

5 Plan Maintenance Strategy

5.1 Plan Maintenance

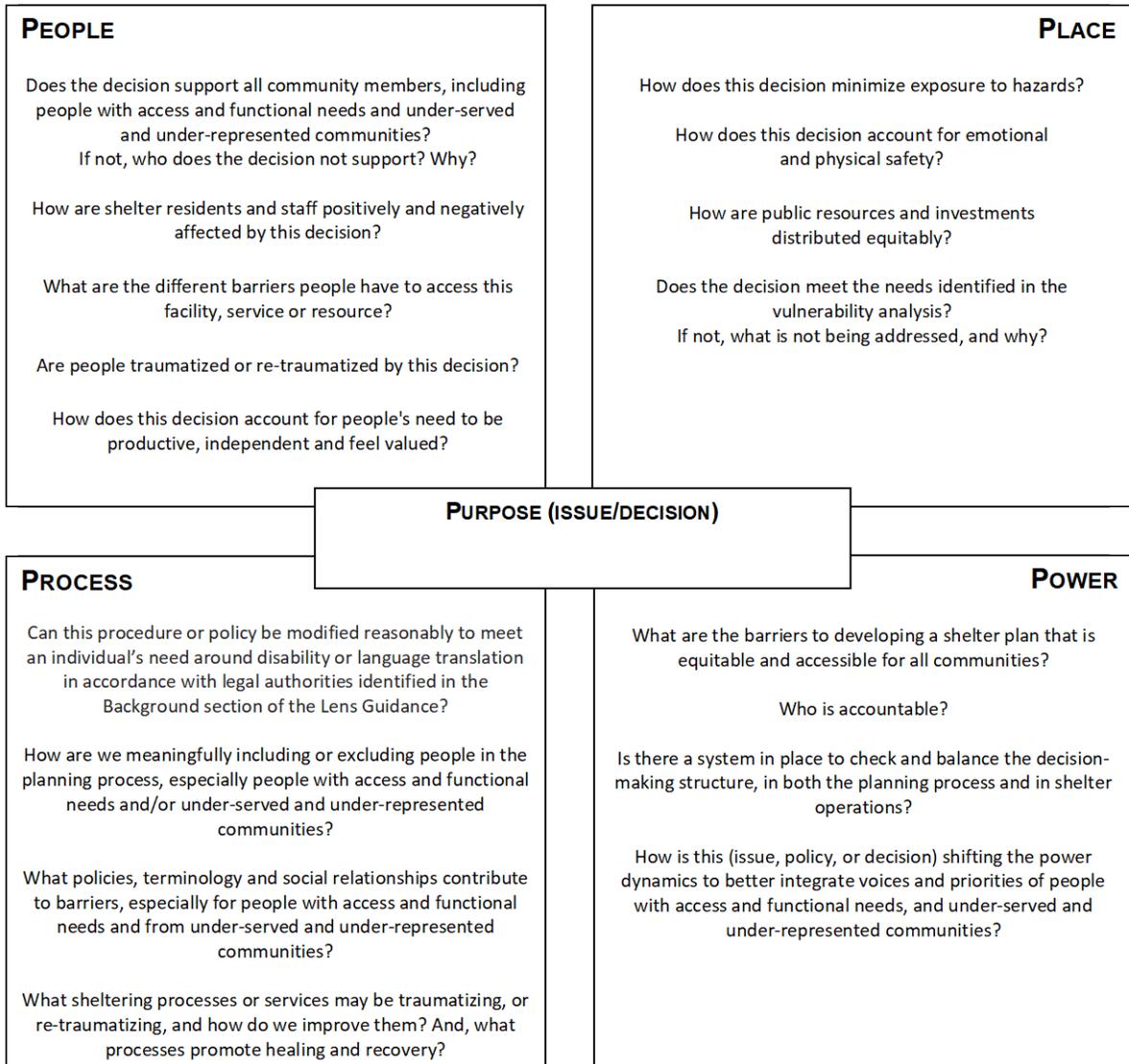
For this plan to maintain viability, the document will be updated annually and county staff and partners will be trained on the content prior to a disaster. This section provides guidance on maintaining this plan to ensure it is current and relevant. FEMA periodically updates mass care guidance based on lessons learned from recent disasters. It is important for this plan to include the most current program guidance.

5.2 Plan Review

MCEM, in conjunction with DCHS, will facilitate an annual review of the Mass Shelter Plan with the Advisory Team. The plan will be updated based on organizational changes, new policies and guidance, and lessons learned from actual shelter events. Changes made to the plan will be noted on a plan changes log.

Appendix A: Multnomah County Mass Shelter Equity Lens

Mass Shelter Equity Lens: 4P's



PEOPLE refers to individuals, groups, communities or populations. This includes shelter staff and anyone needing resources at a shelter. Consider which communities are impacted by this decision, policy, plan, et cetera. Who wins? Who loses?

PLACE refers to a physical space comprised of social relationships and meaning. Consider the impact place makes, for better or worse.

PROCESS refers to policies, plans and decision making structures. Consider methods to engage and build relationships to create a more inclusive, respectful and aware process. *How* is just as important as the *What* and *Why*.

POWER refers to who is making decisions and who is impacted by those decisions. Similar to process-related questions, consider methods to engage and build relationships to create a more inclusive, respectful and aware process. *How* is just as important as the *What* and *Why*.

October 21, 2016



Mass Shelter Equity Lens: Guidance

A guidance tool to ensure an equitable Mass Shelter Plan for everyone everywhere in Multnomah County in need of shelter during a mass displacement event such as a catastrophic earthquake.

Have questions or want more information about these tools? Please contact:
Lisa Corbly, Planning Division Chief, Multnomah County Office of Emergency Management,
501 SE Hawthorne Blvd, Suite 400, Portland, OR 97214; O 503.988.8372; C 503.201.8495; F 503.988.6095; E lisa.corbly@multco.us

Acknowledgements

This document is the result of the hard work and dedication of the Multnomah County Mass Shelter Access and Functional Needs Task Force. It is a testament of their passion to support people with access and functional needs and under-served and under-represented communities.

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As new information becomes available, The Lens will be updated to reflect current authorities, definitions and our understanding of how to best plan for mass sheltering.

Purpose

The purpose of the Multnomah County Mass Shelter Equity Lens is to ensure lawful and equitable integration of people with access and functional needs, and under-represented and under-served communities, throughout the Multnomah County Mass Shelter planning process and the plan itself. (See page 4 for definitions of equity, access and functional needs, under-represented and under-served communities, and more.)

Background

Equity is a keystone value for Multnomah County. The Office of Diversity and Equity (ODE) was established to hold the County accountable to ensure access, equity, and inclusion in our services, policies, practices, and procedures. ODE developed the Empowerment and Equity Lens to move the value of equity into action. The Empowerment and Equity Lens is a transformative quality improvement tool used to advance planning, decision-making, and resource allocation leading to more equitable policies and programs. The work we are engaged in at Multnomah County is part of a national and international movement that supports human rights for all.¹

Providing equity guidance for the entire Mass Shelter Project Team is a primary objective of the Access and Functional Needs (AFN) Task Force. To achieve this, the AFN Task Force tailored the county's Empowerment and Equity Lens to our Mass Shelter Plan. The result is a customized Mass Shelter Equity Lens, referred to as **The Lens** in this document. Each Project Team (including the Advisory Team and all Task Forces) will apply The Lens as we develop elements of the Plan. The AFN Task Force will review our draft deliverables and provide feedback. They can also provide technical assistance as needed. For example, the AFN Task Force can provide clarity on the intent of a question or they can provide examples that pertain to your section of the Plan.

Applying The Lens encourages us to ask difficult questions, explore creative solutions, be honest with ourselves, and be transparent about what we are able to do, our limitations, and the possible impacts of our decisions. The Lens will help us identify:

- Individuals and communities impacted by our decisions;
- Benefits and burdens different populations may experience from our decisions; and
- Actions we can take to minimize burdens.

¹ <https://multco.us/diversity-equity>

Authorities

Developing an equitable Mass Shelter Plan aligns with our County values, is the right thing to do, and is our legal mandate. Some individuals, specifically those with access and functional needs and from under-served or under-represented communities, may require additional assistance before, during, or after disasters. Federal civil rights law and policy require nondiscrimination for certain populations, including on the bases of race, color, national origin, religion, sex, age, disability, English proficiency, and economic status. The following federal authorities identify protected classes and define our legal responsibility to make reasonable modifications to our policies, practices, and procedures to ensure equitable outcomes for everyone.

According to **Civil Rights Act of 1964 Title VI** and its amendments, no person shall, on the grounds of race, color, national origin, sex, religion, age, disability, English proficiency or economic status, be denied the benefits of, be deprived of participation in, or be discriminated against in any program or activity receiving federal financial assistance. Emergency personnel conducting assistance functions, including the distribution of supplies, the processing of the applications, and other relief and assistance activities, shall perform their work in an equitable and impartial manner without discrimination.²

The **Fair Housing Act** (Title VIII of the Civil Rights Act of 1968) and the **Architectural Barriers Act of 1968** require equal sheltering opportunities for people with disabilities. This includes sheltering people with disabilities in the most integrated setting appropriate to the needs of the person, which in most cases are the same setting people without disabilities enjoy. This also pertains to the selection of accessible sites for the location of general population emergency shelters, the construction of architecturally compliant mass care shelters and elements, and required physical modifications to ensure program accessibility in existing facilities.³

The **Americans with Disabilities Act of 1990** (ADA) prohibits discrimination on the basis of disability. Under **Title II, III and V of the ADA**, emergency programs, services, activities, and facilities must be accessible to people with disabilities. This requires that emergency management make reasonable modifications to policies, practices, and procedures when necessary to assure the inclusion of the needs of people with disabilities in: preparation; notification; evacuation and transportation; sheltering; first aid and medical services; temporary lodging and housing; transition back to the community; clean up; recovery; and other emergency- and disaster-related programs, services, and activities.⁴

Title IX of the Education Amendments of 1972 prohibits discrimination on the basis of gender.⁵

Section 504 of the Rehabilitation Act of 1973 states individuals with a disability shall not be excluded from, denied the benefits of, or be subjected to discrimination under any public program or activity.⁶ **Section 508 of the Rehabilitation Act** requires federally funded electronic and information technology to be accessible to people with disabilities, including employees and members of the public.⁷

² https://www.fema.gov/media-library-data/20130726-1829-25045-8202/civil_rights_title_vi_directive.pdf

³ FEMA (2010) Guidance on Planning for Integration of Functional Needs Support Services in General Population Shelters. Found on website: https://www.fema.gov/pdf/about/odc/fnss_guidance.pdf

⁴ http://www.ada.gov/ada_title_II.htm

⁵ <https://www.fema.gov/pdf/emergency/nrf/nrf-authorities.pdf>

⁶ <http://www.hhs.gov/ocr/civilrights/resources/factsheets/504.pdf>

⁷ <https://www.fema.gov/pdf/emergency/nrf/nrf-authorities.pdf>

The **Individuals with Disabilities Education Act of 1975 (IDEA)** ensures services to children with disabilities. IDEA governs how public agencies provide early intervention, special education and related services to infants and toddlers (birth to two years), and children and youth (3 to 21 years) with disabilities.⁸

The **Age Discrimination Act of 1975** prohibits discrimination on the basis of age.⁹

Amendments to the **Stafford Act of 1988** address nondiscrimination of protected classes. **Section 308** protects individuals from discrimination on the basis of race, color, religion, disability, nationality, sex, English proficiency, sexual orientation or economic status in all disaster assistance programs. **Section 309** applies these nondiscrimination provisions to all private relief organizations participating in response and recovery efforts.¹⁰

The **Post-Katrina Emergency Management Reform Act, (PKEMRA)**, which is **Title VI of the Department of Homeland Security Appropriations Act, 2007**, made changes – some appearing in the **Homeland Security Act** and some in the **Stafford Act** – directing FEMA, *among other things*, to:

- Develop guidelines to accommodate individuals with disabilities;
- Add disability and English proficiency to the list of provisions requiring nondiscrimination in relief and assistance activities;
- Provide transportation assistance for relocating and returning individuals displaced from their residences in a major disaster;
- Provide rescue, care, shelter, and essential needs assistance to individuals with household pets and service animals as well as to such pets and animals, referred to as the **Pets Evacuation and Transportation Standards Act of 2006 (PETS Act)**
- Provide case management assistance to identify and address unmet needs of victims of major disasters.¹¹

Passed in 2010, 21st Century Communications and Video Accessibility Act (CVAA) updated federal communications law to increase the access of persons with disabilities to modern communications. The CVAA makes sure that accessibility laws are brought up to date with 21st century technologies, including new digital, broadband, and mobile innovations.¹²

⁸ <http://idea.ed.gov/>

⁹ <https://www.fema.gov/pdf/emergency/nrf/nrf-authorities.pdf>

¹⁰ <http://www.fema.gov/civil-rights-program>

¹¹ <https://www.fema.gov/pdf/emergency/nrf/nrf-authorities.pdf>

¹² <https://www.fcc.gov/consumers/guides/21st-century-communications-and-video-accessibility-act-cvaa>

Definitions

Equity Lens terminology is defined below to provide a shared framework of understanding for the entire project team.

Whole Community

The federal government is committed to including the whole community as integral partners in planning for disasters and other emergencies. A whole community focus refers to enabling the participation in preparedness activities to a wider range of players from the private and nonprofit sectors, including nongovernmental organizations and the general public, in conjunction with the participation of federal, state, tribal and local government partners in order to foster better coordination and working relationships.¹³ Participation of the whole community requires equitable access to preparedness activities and programs without discrimination and consistent and active engagement and involvement in all aspects of planning. For inclusive planning to be successful, individuals who are often underrepresented or excluded must be actively involved.¹⁴

The following definitions include communities who are part of the whole community.

Under-served¹⁵

Under-served means people and places that historically and currently do not have equitable resources, access to infrastructure, healthy environments, housing choice, etc. Due to historical inequitable policies and practices, disparities may be recognized in both access to services and in outcomes.

Under-represented¹⁶

Under-represented recognizes that some communities have historically and currently not had equal voice in institutions and policy-making and have not been served equitably by programs and services.

Access and Functional Needs¹⁷

Participation of the whole community requires equal access to preparedness activities and programs without discrimination; meeting the equal access and functional needs of all individuals; and consistent and active engagement and involvement in all aspects of planning. Many individuals with equal access and functional needs, including those with and without disabilities can be accommodated with actions, services, equipment and modifications including physical/architectural, programmatic, and communications modifications.

¹³ National Preparedness Goal, First Edition, September 2011, A-2.

¹⁴ This definition of whole community is taken from correspondence with FEMA on January 19, 2016.

¹⁵ This definition of under-served community comes from the City of Portland's Climate Action Plan, and can be found on website: <https://www.portlandoregon.gov/bps/article/531984>

¹⁶ This definition of under-represented community comes from the City of Portland's Climate Action Plan, and can be found on website: <https://www.portlandoregon.gov/bps/article/531984>

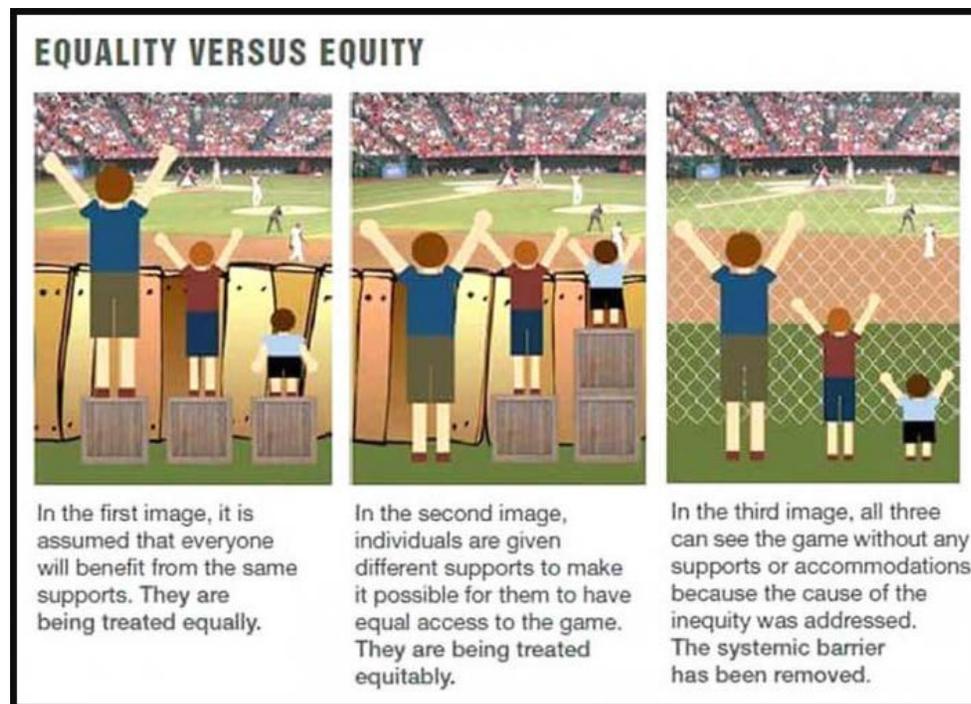
¹⁷ This definition of access and functional needs is taken from correspondence with FEMA on January 19, 2016, and is based on *Guidance on Planning for Integration of Functional Needs Support Services in General Population Shelters*, November 2010, p. 8 and *Comprehensive Preparedness Guide 101 Version 2.0*, November 2010, Appendix B, p. B-1.

CMIST¹⁸

CMIST – Communication, Maintaining Health, Independence, Support/Services/Self-Determination, and Transportation – is a framework for integrating considerations for at-risk individuals with access and functional needs into emergency planning. The CMIST Framework provides a streamlined approach to inclusive emergency planning through a broad set of common, cross-cutting, function-based and access-based needs irrespective of specific diagnoses, statuses, or labels.

Equity¹⁹

Equality is not equity. Equality involves the uniform distribution of goods and services. Equity involves trying to understand and give people what they need to prevent disparate impact across our communities. Translated into emergency management, not everyone needs the same thing to meet life safety or other basic needs before, during or after an emergency. When we consider equity, we are considering the whole community with an eye towards individuals with access and functional needs (including those with CMIST needs) and towards communities who have been historically under-served or under-represented. For example, some individuals may need extra assistance to: travel to a shelter, complete shelter registration forms, or remain independent in a shelter. There is no “one-size-fits-all”. People do not all require the same assistance and do not all have the same needs. In addition, an individual with access and functional needs who also has been under-served or under-represented is likely to experience a disproportionate impact from a mass displacement event. As illustrated on the right, limited resources may need to be distributed differently in order to create equitable outcomes for everyone.²⁰



¹⁸ CMIST definition by Kailes, J. I., & Enders, A. (2007). Moving beyond “special needs” A function-based framework for emergency management and planning. *Journal of Disability Policy Studies*, 17(4), 230-237. as referenced by the US Department of Health and Human Services Public Health Emergency website, found at: <http://www.phe.gov/Preparedness/planning/abc/Pages/afn-guidance.aspx>

¹⁹ FEMA (2010) Guidance on Planning for Integration of Functional Needs Support Services in General Population Shelters. Found on website: https://www.fema.gov/pdf/about/odc/fnss_guidance.pdf

²⁰ Adapted from an image found at The City of Portland’s Office of Equity and Human Rights’ website: <https://www.portlandoregon.gov/oehr/article/449547>

Applying The Lens

The Lens includes 17 shelter-specific questions for us to consider as we develop key deliverables for the Plan. Each question is accompanied with 1) an explanation of why the question is important to this project, and 2) two or more examples of how that question may be realized in this Plan. Though there are many ways each question can be applied to mass shelter, we strived to identify at least one example related to each shelter operational area.

Who Does The Lens Apply To?

The Lens will help us consider the many types of stakeholders impacted by a catastrophic earthquake. Stakeholders include:

- *Recipients of shelter services:* Anyone in need of shelter or services offered by the shelter, including: individuals living in, working in, or traveling through the county, and people from other areas needing to be relocated to the county for refuge after the event;
- *Shelter staff:* Trained Red Cross staff (paid and volunteer), county staff, community groups, spontaneous volunteers, and others;
- *Government employees:* Those supporting shelter operations; and
- *Individuals with access and functional needs, and from under-served or under-represented communities:* Individuals needing additional assistance to access or receive services in a general shelter. Some, but not all, of the reasons a person may need additional assistance include: (listed alphabetically, and in no order of priority)

Age: child, elder	Disability ²¹	Health condition (acute or chronic)	Limited English proficiency	Pet	Religion/spirituality
Behavioral health	Ethnicity	Homelessness	Low educational attainment	Poverty	Sexual orientation ²⁴
Caregiver	Family	Immigration status	Person of color	Pregnancy	Sexual violence
Criminal record	Gender expression ²²	Lack transportation		Race	Single parent/guardian
Cultural sensitivity	Gender identity ²³			Refugee	Substance use disorder
Dietary needs					Supervision needed

Three Simple Steps

1. **Train.** The AFN Task Force trains the Planning Team on The Lens.
2. **Apply.** Each Planning Team group considers the 17 Lens questions as they develop a draft section of the Plan. Each group completes The Lens worksheet and submits to MCEM.
3. **Update.** The AFN Task Force reviews Lens worksheets and draft sections of Plan, and provides feedback. Each group updates their drafts, as needed and as able.

²¹ Disability is defined by the American Disability Act as a person who has a physical or mental impairment that substantially limits one or more major life activities, a person who has a history or record of such impairment, or a person who is perceived by others as having such impairment. Definition found on website: <http://www.ada.gov/cguide.htm>

²² Gender expression is the external manifestations of gender, expressed through one's name, pronouns, clothing, haircut, behavior, voice, or body characteristics. Definition found on website: <http://www.glaad.org/reference/transgender>

²³ Gender identity refers to one's internal, deeply held sense of one's gender. Gender identity is not visible to others, and may not neatly fit into one "boy" or "girl" category. Definition found on website: <http://www.glaad.org/reference/transgender>

²⁴ Sexual orientation refers to an individual's enduring physical, romantic and/or emotional attraction to another person. Definition found on website: <http://www.glaad.org/reference/transgender>

MASS SHELTER EQUITY LENS

When applying The Lens, consider each stakeholder group’s physical, spiritual, emotional, racial, ethnic, and cultural contexts.

Consider that every person entering a shelter has experienced some form of trauma before or during the event that brought them to the shelter.

Questions are in numerical order for reference only, not in order of prioritization. Each team determines which questions are most relevant to their unique situation.

PEOPLE: Refers to individuals, groups, communities or populations. This includes shelter staff and anyone needing resources at a shelter. Consider which communities are impacted by this decision, policy, plan, et cetera. Who wins? Who loses?

1	Does the decision support all community members, including people with access and functional needs and under-served and under-represented communities? If not, who does the decision not support? Why?	The whole community is impacted by our decisions. However, history has shown individuals with access and functional needs and from under-served and under-represented communities have been disproportionately burdened by disasters. Planning <i>with</i> the communities we are planning <i>for</i> will help ensure the needs of everyone impacted are addressed in this Plan.	<ul style="list-style-type: none"> • Recruit planning team members that represent the whole community, especially people with access and functional needs and from under-served and under-represented communities. • Plan meals in shelters that accommodate special dietary needs.
2	How are shelter residents and staff positively and negatively affected by this decision?	Our decisions will impact shelter staff and residents. Shelter staff may include county employees, community based organizations and volunteers. Typically, people who come to a shelter have exhausted all other resources. Often that includes people living in or on the edge of poverty. Historically, roughly 20% of emergency shelter residents have access and functional needs. Consider how this decision will balance the needs of staff and residents.	<ul style="list-style-type: none"> • Provide counseling services for shelter residents as well as staff. • Include residents in developing community rules for congregate living. • •
3	What are the different barriers people have to access this facility, service or resource?	Different communities experience different barriers, and what works for one group will not work for everyone. ²⁵ Using the C-MIST framework will help identify a wide range of solutions that ensure services and resources are accessible to everyone. C-MIST stands for: Communication (written and spoken), Medical Needs, Independence, Supervision, and Transportation. Consider how this decision will remove or minimize those C-MIST barriers.	<ul style="list-style-type: none"> • C: Develop written materials at the third grade reading level. • M: Provide personal aides. • I: Provide electricity for motorized wheelchairs. • S: Identify an area for child care. • T: Coordinate accessible transport to/from the shelter.
4	Are people traumatized or re-traumatized by this decision?	Everyone displaced by a disaster has experienced some level of loss and trauma. Furthermore, some people will be more impacted by a disaster than others. In other words, something that feels like a pebble dropped on my foot might feel like a boulder to someone else. Creating a shelter environment that is actively non-violent, collaborative, welcoming, and supportive will help minimize a traumatic experience.	<ul style="list-style-type: none"> • Dress security/enforcement officers in de-militarized uniforms when possible, or have accompanied by plain-clothed personnel. • Establish a message board for all important information, even information that was spoken (trauma affects memory), and provide translation services to communicate those messages.

²⁵ The City of Portland’s Climate Action Plan Equity Objectives, Appendix 1, found at website: <https://www.portlandoregon.gov/bps/article/531984>

5	How does this decision account for people's need to be productive, independent and feel valued?	How people are treated in a shelter can compound a negative experience or can help lighten the impact of the disaster that brought them there. Empowering shelter residents to be independent and productive in a shelter will help them feel valued and will increase individual and collective resiliency. Consider ways residents can be empowered at every human touch point in the shelter.	<ul style="list-style-type: none"> • Develop Just-In-Time training modules for shelter residents, so they can support shelter operations. • Provide translators and picture boards.
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PLACE: Refers to a physical space comprised of social relationships and meaning. Consider the impact place makes, for the better or worse.

1	How does this decision minimize exposure to hazards?	Life safety is top priority. Every decision must minimize everyone's exposure to hazards to every extent possible.	<ul style="list-style-type: none"> • Conduct a damage assessment before opening a shelter. • Appoint a shelter safety officer in charge of identifying hazards and unsafe conditions.
2	How does this decision account for emotional and physical safety?	Life safety is top priority. Every decision must support physical safety. Emotional safety is intimately linked to well being, and is therefore also high priority. Shelter location, environment and policies must support physical and emotional safety.	<ul style="list-style-type: none"> • Co-locate people and animals in shelters when possible. • Communicate clearly and widely that all people, including undocumented individuals and all ethnic and religious groups, are welcome and safe in the shelter.
3	How are public resources and investments distributed equitably?	Though plans and policies may attempt to deliver benefits <i>equally</i> , the impact across individuals and communities may not be <i>equitable</i> based on the cumulative experience of current and past inequitable policies and investments. If this context is not considered, plans and policies may do more harm than good. ²⁶ Every community will not need the same resources. The more equitable approach is to balance available resources with need.	<ul style="list-style-type: none"> • Identify shelters near to the most vulnerable populations. • Designate some shelter restrooms as gender neutral.
4	Does the decision meet the needs identified in the vulnerability analysis? If not, what is not being addressed, and why?	The vulnerability analysis identifies areas subject to hazard exposure, a demographic profile including social vulnerability, and the location of response resources, including potential shelters. This analysis will help to identify potential shelter sites in areas with limited exposure to hazards in close proximity to vulnerable communities. It will also help the Emergency Operations Center (EOC) predict shelter staff, service and resource needs.	<ul style="list-style-type: none"> • Describe the demographics around each shelter in the shelter profile, including the share of population with disabilities and other access and functional needs (including CMIST needs). • Identify shelters in areas that could become "islands", cut off from response services.

²⁶ The City of Portland's Climate Action Plan Equity Objectives, Appendix 1, found at website: <https://www.portlandoregon.gov/bps/article/531984>

PROCESS: Refers to policies, plans and decision making structures. Consider methods to engage and build relationships to create a more inclusive, respectful and aware process. *How* is just as important as the *What* and *Why*.

1	Can this procedure or policy be modified reasonably to meet an individual’s need around disability or language translation in accordance with legal authorities identified in the Background section of this document?	Federal Civil Rights Laws require state and local government to provide equal access to services and activities by providing reasonable accommodations to people with disabilities and people who do not have English as their primary language. Procedures and policies need to be flexible to meet our legal, moral and mission-driven imperative to meet an individual’s need around disability or language translation.	<ul style="list-style-type: none"> • Provide aids, ramps, and accessible bathrooms and showers. • Provide interpreters and picture boards. • Translate public information, signage and shelter materials in multiple languages. •
2	How are we meaningfully including or excluding people in the planning process, especially people with access and functional needs and/or under-served and under-represented communities?	Designing a process that is inviting to community leaders to participate in decision making from the onset will lead to a participatory process that is authentic. Informal community leaders often participate in government planning processes on a volunteer basis. Often that means they cannot attend frequent meetings during regular business hours. Explore creative ways to engage community volunteers in the planning process.	<ul style="list-style-type: none"> • Schedule planning meetings that are accessible, including, meeting location, facility, time, and language. • Offer a variety of ways to participate in the planning efforts (full participation, ability to only participate at key decision making points, in-person meetings, webinars, conference calls, etc.)
3	What policies, terminology and social relationships contribute to barriers, especially for people with access and functional needs and from under-served and under-represented communities?	Government programs have historically been designed for a dominant culture, which can inhibit successful participation by other cultural communities. Policies and terminology need to be designed so they are accessible to a wide range of stakeholders. ²⁷	<ul style="list-style-type: none"> • Spell out acronyms and define terminology. • Invite non-traditional partners to join the planning team.
4	What sheltering processes or services may be traumatizing, or re-traumatizing, and how do we improve them? And what processes promote healing and recovery?	An experience in a shelter may traumatize or re-traumatize people, including but not limited to those who are undocumented, people who have been institutionalized and people with mental health needs. Task Forces need to consider ways to minimize trauma that may be created by a shelter location, facility type, dormitory environment, or shelter service.	<ul style="list-style-type: none"> • Develop a training module for shelter staff on trauma-informed care. • Create a policy that a home address is not required to enter a shelter.

²⁷ The City of Portland’s Climate Action Plan Equity Objectives, Appendix 1, found at website: <https://www.portlandoregon.gov/bps/article/531984>

POWER: Refers to who is making decisions and who is impacted by those decisions. Similar to process-related questions, consider methods to engage and build relationships to create a more inclusive, respectful and aware process. *How* is just as important as the *What* and *Why*.

1	What are the barriers to developing a shelter plan that is equitable and accessible for all communities?	Project timeline and lack of funding are two barriers experienced by the entire project team. In addition, your Task Force may find it difficult to get the right people to the table and to consistently participate. This may be especially true for community-based organizations and others historically not participating in emergency management processes and programs. Consider creative ways your Task Force can engage the whole community, especially non-traditional partners.	<ul style="list-style-type: none"> • Ask MCEM for translation services at planning meetings when needed. • Ask the AFN Task Force for technical assistance if you don't understand a Lens question.
2	Who is accountable?	We know that in emergency situations we will rely on existing systems to get the job done. When identifying roles and responsibilities, determine if a government, private or community partner already provides that service or action. Consider how that entity can be empowered to implement that action or service in a mass displacement event. If that entity does not have the needed authority or resources, how can we boost their ability and/or capacity to ensure equitable implementation?	<ul style="list-style-type: none"> • Identify training needs. • Look for ways government can coordinate with private and community partners to best deliver the service or action.
3	Is there a system in place to check and balance the decision-making structure, in both the planning process and in shelter operations?	Whole community implementation requires flexibility and refinement based on lessons we learn throughout the planning process and during shelter operations. ²⁸ A decision-making process with feedback loops ensures decisions are not made in a vacuum. Our goal is to create a decision-making process that receives and reviews feedback and then refines the Plan, or shelter operation, as needed.	<ul style="list-style-type: none"> • Establish a process for planning team members to provide feedback to the Advisory Team. • Establish a clear and simple process for shelter residents to provide feedback to shelter staff about shelter operations.
4	How is this (issue, policy, or decision) shifting the power dynamics to better integrate voices and priorities of people with access and functional needs, and under-served and under-represented communities?	In a congressional testimony, FEMA Administrator Craig Fugate testified "... we fully recognize that a government-centric approach to disaster management will not be enough to meet the challenges posed by a catastrophic incident. That is why we must fully engage our entire societal capacity...." ²⁹ To the extent possible, involve the whole community in your decision making process.	<ul style="list-style-type: none"> • Develop Standard Operating Procedures for translating public alerts, including coordination with community partners to ensure wide-spread distribution to Limited English Proficiency populations. • Ask community leaders, especially for access and functional needs, under-served and under-represented communities, for suggestions on how to best communicate with their community.

²⁸ http://www.fema.gov/media-library-data/20130726-1813-25045-0649/whole_community_dec2011__2_.pdf

²⁹ http://www.fema.gov/media-library-data/20130726-1813-25045-0649/whole_community_dec2011__2_.pdf

Appendix C: Template Memorandums of Understanding with Shelter Village Facilities

Two versions of this memorandum of understanding (MOU) are provided below, a long version and a shortened version.

LONG VERSION:

Memorandum of Understanding Emergency Management Facility Arrangements

PURPOSE

This Memorandum of Understanding (MOU) defines the relationship between Multnomah County (the County), its constituent departments and offices, and the <Organization>, during the conduct of shelter operations during a mass displacement event. The MOU provides guidance for cooperation between the County and the <Organization> for supporting individuals and families displaced as a consequence of a catastrophic event affecting Multnomah County.

While impossible to predict the exact location and impact of a catastrophic event, the County and <Organization> agree to support mass sheltering to the best of their ability. The County recognizes the <Organization> must care for its <groups>. The County will work with the <Organization> to balance the life safety needs of the <groups> with those of people needing emergency shelter services.

This MOU is made and entered into as of the date of signature between Multnomah County and <Organization> to establish shelter site locations, terms of use and expectations. This MOU will continue in effect for a period of five years unless earlier rescinded in writing by either party. Either party, upon sixty (60) days written notice to the other party, may terminate this agreement.

PARTIES

1. Multnomah County
 - a. Multnomah County Code §25.420 establishes an Office of Emergency Management (M). "The Office maintains an emergency services coordination system by planning, preparing, and providing for the mitigation, response and recovery coordination for emergencies and disasters in the County."
 - b. The Code instructs the MCEM Director to administer the county emergency management program with specific responsibilities, which include representing the County with other agencies in matters pertaining to emergencies and disasters.

This Memorandum of Understanding is a Non-Binding Agreement
August 2017

- c. Multnomah County is subject to natural, human-caused, and technological hazards that could affect our communities, environment, infrastructure, and economy. A Cascadia Subduction Zone (CSZ) earthquake represents the most catastrophic hazard that could impact the county and Pacific Northwest. A CSZ earthquake or other disaster may create a mass displacement event causing thousands of individuals and families to seek emergency shelter.
- d. The local chapter of the American Red Cross (ARC) typically supports emergency sheltering needs. However, the local ARC lacks the capacity to fully support mass displacement of people following a catastrophic disaster. Consequently, Multnomah County assumes responsibility for shelter operations following a mass displacement event. As such, the County has developed a Mass Shelter Plan to meet this need.
- e. The Mass Shelter Plan describes an emergency shelter model: the shelter village. This model meets the unique needs of communities across the county. Shelter villages balance the need to provide safe shelter environments while honoring the community-centric ethos of the County.
- f. Shelter villages are nestled in or within close proximity of residential areas. They include multiple buildings with large indoor and outdoor spaces. Shelter villages welcome everyone, including service animals and pets.
- g. Mass sheltering constitutes one of the most delicate operations in emergency response and recovery. Multnomah County will operate shelter villages; but villages require whole-community support.

2. Other Parties

- a. <Organization> is a private. . . .
- b. Brief description of other party. . . .

ROLES AND RESPONSIBILITIES

1. Multnomah County

- a. The County, in cooperation with <Organization>, will activate mass shelter operations at <physical address> when a catastrophic event causes a mass displacement of people and disrupts normal operations for the <Organization>.
- b. The County will work with utilities to prioritize the restoration of utility services and transportation infrastructure to support mass shelter facilities.

- c. The County will exercise care in the conduct of sheltering activities in <Organization> facilities. In the event that this arrangement is utilized as described herein, County agrees that it will, in good faith, negotiate a written agreement with <Organization> in order to establish arrangements for the following:
- Replace or reimburse <Organization> for any items, materials, equipment, or supplies that may be used by the County in the conduct of mass shelter operations in <Organization> facilities;
 - Replace or restore buildings, facilities, or equipment belonging to <Organization> damaged in the conduct of mass shelter operations;
 - Reimburse <Organization> for bona fide expenditures of personnel required to maintain the facility, including overtime costs, upon presentation of time sheets to the County;
 - Reasonable compensation for activities conducted in support of mass shelter operations and this MOU;
 - Reasonable risk liabilities as appropriate to County activities at the <Organization>, including liability for minors.
 - Reasonable risk liabilities as appropriate to County activities at the <Organization>.
- d. The County will provide, to the best of its ability, the following commodities, personnel, and functions in support of shelter activities:
- County staff to support mass sheltering operations;
 - emergency sheltering supplies;
 - food and water;
 - human services;
 - communications between the shelter and the County Emergency Operation Center; and
 - other sheltering services to support life safety.
- e. The County will develop all information releases to the media regarding the mass shelter community or operations. Requests for interviews or information submitted to the <Organization> regarding the mass shelter community or operations will be directed to the Multnomah County Public Information Officer or the MCEM representative.
- f. The County will recognize the hospitality of <Organization> in any press or media releases pertaining to mass shelter operations, when appropriate.

- g. Mass shelters will be demobilized when the County, in cooperation with <Organization>, determines the number of residents remaining at the shelter can be safely transported and accommodated at another shelter or when the <Organization> is able to resume normal operations in support of the <groups>.
- h. The County will not, under this MOU, pay any operational or administrative fees to <Organization>.
- i. The County will provide free periodic training in shelter management and damage assessment for the signatories of this MOU.

2. <Organization>

- a. <Organization> agrees that, after meeting obligations to <group>, it will permit, to the best of its ability and upon request by Multnomah County, to support County run mass shelter operations.
- b. In consultation with the County, the <Organization> will allocate space for the <groups> and for mass sheltering operations.
- c. <Organization> will work with County shelter management to identify locations that may be less suitable for shelter operations, e.g. occupied dormitories, unsafe structures or areas, areas needed for <Organization's> continuity of operations, etc.
- d. <Organization> agrees, to the best of its ability, to assist the County in making buildings and outside spaces accessible, including rest rooms.
- e. <Organization> agrees, to the best of its ability, to provide County administrative personnel an area with phone and internet connection.
- f. <Organization> is invited to identify a Facility Liaison to work with the Shelter Management Team.
- g. <Organization> will encourage <group>, community, and partners to support county-run mass shelters operating at its facility.

Nothing in this MOU is intended to conflict with current laws or regulations. If a term of this agreement is inconsistent with such authority, then that term shall be invalid, but the remaining terms and conditions of this MOU shall remain in full force and effect.

This is a non-binding agreement and may be modified upon the mutual written consent of the parties.

The parties hereby acknowledge the foregoing as the terms and conditions of their understanding.

Chris Voss, Director
Multnomah County
Office of Emergency Management

Date

Authorized Signature
<Organization>

Date

SHORT VERSION:

Memorandum of Understanding Emergency Management Facility Arrangements

This Memorandum of Understanding (MOU) defines the relationship between Multnomah County (the County), its constituent departments and offices, and the <Organization>, during the conduct of shelter operations following a mass displacement event. The MOU provides guidance for cooperation between the County and the <Organization> for supporting individuals and families displaced as a consequence of a catastrophic event affecting Multnomah County.

During a catastrophic event, normal operations at the County and <Organization> will be significantly interrupted, and a need to provide sheltering to protect people's lives may be necessary. It is unlikely the local chapter of the American Red Cross (ARC) will be able to meet the need for mass sheltering. Under these circumstances, the County shall open County run shelters at <Organization>.

While impossible to predict the exact location and impact of a catastrophic event, the County and <Organization> agree to support mass sheltering to the best of their ability. The County recognizes the <Organization> must care for its <groups>. The County will work with the <Organization> to balance the life safety needs of the <groups> with those of people needing emergency shelter services.

This MOU is made and entered into as of the date of signature between Multnomah County and <Organization> to establish shelter site locations, terms of use and expectations. This MOU will continue in effect for a period of five years unless earlier rescinded in writing by either party. Either party, upon sixty (60) days written notice to the other party, may terminate this agreement.

To the best of their ability, <Organization> agrees to open their campus and buildings after a catastrophic event in order to support County run shelters.

To the best of their ability, the County will provide county staff to support mass sheltering activities at the facility.

Both parties will do their best to provide emergency sheltering supplies, food, and water to shelter residents.

The County will work with utilities and other county partners to prioritize the restoration of power, water, gas and transportation infrastructure to facilities at <Organization>.

In the event that this arrangement is utilized as described herein, County agrees that it will, in good faith, negotiate a written agreement with <Organization> in order to establish arrangements for the following:

- Replacement or reimbursement of <Organization> for any items, materials, equipment or supplies that may be used by the County in the conduct of its sheltering activities in said facilities.
- Replacement, restoration or the repair of damage occasioned by the use of any building, facilities, or equipment belonging to <Organization>.
- Reimbursement of <Organization> for any bona fide expenditure of personnel required to maintain the facility, including overtime costs, upon production of receipts or time sheets.
- Reasonable compensation for activities conducted under this arrangement.
- Reasonable risk liabilities as appropriate to the County activities at the facility.

Nothing in this MOU is intended to conflict with current laws or regulations. If a term of this agreement is inconsistent with such authority, then that term shall be invalid, but the remaining terms and conditions of this MOU shall remain in full force and effect.

This is a non-binding agreement and may be modified upon the mutual written consent of the parties.

The parties hereby acknowledge the foregoing as the terms and conditions of their understanding.

 Chris Voss, Director
 Multnomah County
 Office of Emergency Management

 Authorized Signature, Organization

 Date

 Date

Appendix D: Shelter Village Profile Template

A Shelter Profile will be developed by each Shelter Village that signs an MOU.

Shelter Profiles are For Official Use Only.

Distribution of Shelter Profiles is limited, and is not releasable to the public, or to any public website.

Mass Shelter Plan Shelter Village Profile

Facility Name:

Facility Address:

Completed by: (Name/ Title)

Date completed:

1. Facility and property

Buildings: <i>Name</i> <i>(Type/ Use)</i>	Example: Richmond Hall (student union/resource center, student clubs, food court, 10 conference rooms, 2 ballrooms) 1. 2. 3.
Number of Parking Spaces	Standard: Accessible: Van Accessible:
Outdoor spaces/ Courtyards: <i>Name (Sq. Ft. / terrain / ground composition)</i>	Example: Quad (500 sq. ft. / flat / grass and paved) 1. 2. 3. 4.

Number of Students	School year: <ul style="list-style-type: none"> • On-Campus: • Off-Campus: During Holiday Breaks: <ul style="list-style-type: none"> • On-Campus: • Off-Campus: During Summer: <ul style="list-style-type: none"> • On-Campus: • Off-Campus:
Number of Staff	School year: <ul style="list-style-type: none"> • On-Campus: • Off-Campus: During Holiday Breaks: <ul style="list-style-type: none"> • On-Campus: • Off-Campus: During Summer: <ul style="list-style-type: none"> • On-Campus: • Off-Campus:

2. For what **other emergency purposes** has your campus been designated? (PODS, staging, evacuation point, federal medical station, other)

3. **Known security risks** in your location (neighborhood security issues, gang activity, other):

4. Transportation options

Bus/Mass Transit Routes	
Impediments <i>(Example: possible collapsed overpasses, bridges, construction, etc.)</i>	
Walk-ability Score <i>(if known)</i>	
Other	

5. Onsite Resources or Assets

<p>Generator</p>	<p>Total number of generators:</p> <p>Total generator capacity:</p> <ol style="list-style-type: none"> 1. Generator 1: <ol style="list-style-type: none"> a. Size: b. Fuel Type: c. Location d. Buildings/Functions Supported: e. Transfer switch? f. Other 2. Generator 2: <ol style="list-style-type: none"> a. Size: b. Fuel Type c. Location d. Buildings/Functions Supported: e. Transfer switch? f. Other 3. Generator 3: <ol style="list-style-type: none"> a. Size: b. Fuel Type: c. Location d. Buildings/Functions Supported: e. Transfer switch? f. Other
<p>Child Care Facilities and Services</p> <p><i>(capacity and description)</i></p>	<p>Total capacity:</p> <ol style="list-style-type: none"> 1. 2. 3.
<p>Medical & Mental Health /Clinical Facilities and Services</p>	<ol style="list-style-type: none"> 1. 2. 3.
<p>Food Services/ Facilities</p>	<ol style="list-style-type: none"> 1. Facility 1 name: <ol style="list-style-type: none"> a. Location (within which building?): b. Type (example: snack bar, partial kitchen, full kitchen): c. Capacity: d. Type of utility (gas, electric): e. Other important information: 2. Facility 2 name:

	<ul style="list-style-type: none"> a. Location (within which building?): b. Type (example: snack bar, partial kitchen, full kitchen): c. Capacity: d. Type of utility (gas, electric): e. Other important information: <p>3. Facility 3 name:</p> <ul style="list-style-type: none"> a. Location/Address b. Type (example: snack bar, partial kitchen, full kitchen): c. Capacity d. Type of utility (gas, electric): e. Other important information:
<p>Dormitory Capacity ADA Accessible? Y/N</p>	<p>Total number of dormitory facilities:</p> <p>Total capacity:</p> <p>1. Dormitory 1 name:</p> <ul style="list-style-type: none"> a. Location/Address (within which building?) b. Capacity c. Co-ed/ Male Only/ Female Only d. Other important information e. ADA accessible? f. Other important information <p>2. Dormitory 2 name:</p> <ul style="list-style-type: none"> a. Location/Address (within which building?) b. Capacity c. Co-ed/ Male Only/ Female Only d. Other important information e. ADA accessible? f. Other important information <p>3. Dormitory 3 name:</p> <ul style="list-style-type: none"> a. Location/Address (within which building?) b. Capacity c. Co-ed/ Male Only/ Female Only d. Other important information e. ADA accessible? f. Other important information
<p>HAM radios</p>	<p>Number:</p>
<p>Trained people</p>	<p>ROTC</p> <ul style="list-style-type: none"> a. # Staff: b. # Volunteers: <p>CERT/NET</p> <ul style="list-style-type: none"> a. # Staff

	<ul style="list-style-type: none"> b. # Volunteers: Shelter Management: <ul style="list-style-type: none"> a. Staff: b. Volunteers: HAM radio operators <ul style="list-style-type: none"> a. Staff: b. Volunteers: Other: <ul style="list-style-type: none"> a. Staff: b. Volunteers:
Water resources	
Other resources	

6. **Hazard Exposure:** Are there hazardous materials stored on your campus? If yes, in which building, or what is the general location?

7. **Social Vulnerability:** What can you tell us about populations surrounding your campus that may need additional assistance in a shelter environment? (Example: languages spoken, specific cultural needs, other)

8. Any other important information about your facility that we should know?

9. Please attach

- a. Your organization’s Organizational Chart
- b. Site Plan

10. Multnomah County will provide

- a. National Shelter System Data, provided by Red Cross
- b. Maps
 - i. Hazard Exposure
 - ii. Proximity to Hazards
 - iii. Social Vulnerability Index
 - iv. Special Populations (Example: long-term care facilities, nursing facilities, rehab hospitals)

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