

Approach to Winter Planning

The Winter Emergency Plan below guides communities through identifying resources needed to effectively respond to three levels of escalating winter sheltering needs:

- **Plan A:** Baseline projected seasonal shelter needs that communities are capable of meeting with planned winter homelessness resources.
- **Plan B:** Surge in demand that exceeds traditional winter shelter capacity, requiring activation of key partners (i.e., Emergency Management) to expand to new spaces and staff.
- **Plan C:** High surge of shelter demand, which extends beyond the homeless system's capacity in every area of response (i.e., budget, staffing, facilities, supplies) and requires a complete government response to meet shelter demand.

How to Use the Winter Plan

This framework aims to drive collaboration between homeless system leaders and key stakeholders, such as emergency management and public health authorities, who play an important role in the winter emergency response. Continuums of Care (CoCs) could use the planning process itself to trigger engagement or draw on the completed plan to make the case for additional resources and investments needed from these partners.

How to Complete the Winter Plan

This section provides guidance on how to complete the Winter Emergency Plan, including considering options for alternative sheltering sites this year. Complete one plan for adult-only households and one for adult and child households.

Planning Assumptions and Capacity Needs

- Enter the total number of winter overflow beds or family units needed to meet the projected demand in **Plan A**. See Section 2 (Projecting Winter Capacity Needs) of the [Winter Planning Guide Overview](#).
- Define the levels of need that trigger the activation of **Plan B** and **Plan C**. Base assumptions on local considerations and available resources. For example, Plan B is activated when demand is up to 20 percent over the projected winter needs and Plan C is activated when demand is greater than 20 percent over the projected winter needs.
- Note: Communities that lack adequate data to determine winter sheltering needs for unaccompanied youth should coordinate closely with youth service providers and mainstream agencies to decide where to locate dedicated youth overflow beds and whether more youth-focused outreach is needed.

Facilities

- Identify facilities needed to meet overflow shelter needs and work with public health organizations to determine the maximum capacity of each facility to meet physical distancing requirements.
- Determine the sequence in which facilities will become available and the facility adaptations needed prior to opening.
- Ensure the terms of use for equipment are understood by site operators (e.g., radios, fax machines, televisions, computers, etc.). Determine payment for use of utilities.
- Determine whether specific insurance is needed at the facility; enlist support from local municipalities if there are challenges with securing adequate insurance.

Staffing

- Consider having a lead operations person in charge of preparing and activating sites and communicating needs to key partners (i.e., public health and emergency management).
- Determine the client-to-staff ratio for shelter operations, which depends on factors such as the number of floors or rooms staff are monitoring as well as tasks they are undertaking. For example, the staff-to-client ratio in some large single-floor facilities is 1:25, while a multi-level facility may require a staff person per floor and staff to provide meals, cleaning services, and supplies to guests.
- Ensure the staff reflects the racial and ethnic makeup of the populations served to ensure Black, Indigenous, and people of color (BIPOC) feel comfortable accessing the winter shelter options.
- Consider a combination of paid staff and volunteers. See [Appendix 1](#) for more information on Creative Staffing Solutions.

Transportation Strategy

- Develop transport solutions for activities such as moving people to and from shelters, moving people from overcrowded shelters to less-crowded shelters, and providing supplies to people living in unsheltered settings who decline to move to a shelter.
- Consider designing pick-up locations or a centralized dispatch system for providers to arrange transport for people experiencing homelessness.
- Work with public health partners to ensure [transport options are safe and that COVID-19 mitigation measures](#) are in place, including regular cleaning and sanitation of vehicles.
- Ensure pickup locations are easily accessible for BIPOC experiencing homelessness who may be living unsheltered in all areas of the community, including those not traditionally covered by outreach services. Expand outreach coverage to all areas of the community, taking steps to improve access to safe winter sheltering options for BIPOC.

Personal Protective Equipment (PPE)

- Use the [Centers for Disease Control and Prevention \(CDC\) PPE Burn Rate Calculator](#) and work with public health partners to quantify the specific amount of various supplies (i.e., gloves, masks, face shields) needed for each facility.
- Work with emergency management to identify sources for PPE for Plan A, Plan B, and Plan C.

Roles and Responsibilities of Critical Partners

- Document the expectations of critical partners; in some phases of the winter response, partners may play different roles depending on the severity of the emergency and shelter demand.

Winter Emergency Plan Template (Adult-Only Households)

	Plan A Projected Need	Plan B Marginal Surge	Plan C Substantial Surge
Planning Assumptions	Projected needs	<i>[Define level B needs— e.g., up to 20 percent over projected need]</i>	<i>[Define level C needs— e.g., greater than 20 percent over projected need]</i>
Winter Overflow Beds Needed	<i>[See Section 2 of the Winter Planning Overview Guide]</i>		
Facilities <i>[View HUD's Alternative Sheltering Guide]</i>	Facilities designated to meet projected demand: <ul style="list-style-type: none"> <i>[Facility] [Max capacity]</i> <i>[Facility] [Max capacity]</i> <i>[Facility] [Max capacity]</i> Site adaptations needed:	Facilities designated to meet surge demand: <ul style="list-style-type: none"> <i>[Facility] [Max capacity]</i> <i>[Facility] [Max capacity]</i> <i>[Facility] [Max capacity]</i> Site adaptations needed:	Facilities designated to meet surge demand: <ul style="list-style-type: none"> <i>[Facility] [Max capacity]</i> <i>[Facility] [Max capacity]</i> <i>[Facility] [Max capacity]</i> Site adaptations needed:
	Insurance needs:	Insurance needs:	Insurance needs:
	Lead (Name/Contact): <i>[Identify the person authorized to activate these resources]</i>	Lead (Name/Contact):	Lead (Name/Contact):
Staffing <i>[View Creative Staffing Solutions]</i>	Operational staff plan for Plan A facilities: <ul style="list-style-type: none"> <i>[Type] [Quantity]</i> <i>[Type] [Quantity]</i> Security staff:	Operational staff plan for Plan B facilities: <ul style="list-style-type: none"> <i>[Type] [Quantity]</i> <i>[Type] [Quantity]</i> Security staff:	Operational staff plan for Plan C facilities: <ul style="list-style-type: none"> <i>[Type] [Quantity]</i> <i>[Type] [Quantity]</i> Security staff:
	Lead Name/Contact: <i>[Identify the person authorized to activate these resources]</i>	Lead Name/Contact:	Lead Name/Contact:

Transportation Strategy	<ul style="list-style-type: none"> • Vendor: • # of vehicles: • Pick-up locations and schedule: • Transport arranged through: • COVID-19 mitigation measures needed: 	<ul style="list-style-type: none"> • Vendor: • # of vehicles: • Pick-up locations and schedule: • Transport arranged through: • COVID-19 mitigation measures needed: 	<ul style="list-style-type: none"> • Vendor: • # of vehicles: • Pick-up locations and schedule: • Transport arranged through: • COVID-19 mitigation measures needed:
	Lead Name/Contact: <i>[Identify the person authorized to activate these resources]</i>	Lead Name/Contact:	Lead Name/Contact:
Personal Protective Equipment (PPE) <i>[View the CDC's PPE Burn Rate Calculator]</i>	PPE needs: <ul style="list-style-type: none"> • <i>[Quantity] [Type] [Source]</i> 	PPE needs: <ul style="list-style-type: none"> • <i>[Quantity] [Type] [Source]</i> 	PPE needs: <ul style="list-style-type: none"> • <i>[Quantity] [Type] [Source]</i>
	Lead Name/Contact: <i>[Identify the person authorized to activate these resources]</i>	Lead Name/Contact:	Lead Name/Contact:
Roles and Responsibilities of Critical Partners	Continuum of Care: Public health: Emergency management: Shelters: Outreach: Other (i.e., Veterans Affairs Lead, Faith-based Lead, etc.):	Continuum of Care: Public health: Emergency management: Shelters: Outreach: Other (i.e., Veterans Affairs Lead, Faith-based Lead, etc.):	Continuum of Care: Public health: Emergency management: Shelters: Outreach: Other (i.e., Veterans Affairs Lead, Faith-based Lead, etc.):

Winter Emergency Plan Template (Adult and Child Households)

	Plan A Projected Need	Plan B Marginal Surge	Plan C Substantial Surge
Planning Assumptions	Projected needs	<i>[Define level B needs— e.g., up to 20 percent over projected need]</i>	<i>[Define level C needs— e.g., greater than 20 percent over projected need]</i>
Winter Overflow Beds Needed	<i>[See Section 2 of the Winter Planning Overview Guide]</i>		
Facilities <i>[View HUD's Alternative Sheltering Guide]</i>	Facilities designated to meet projected demand: <ul style="list-style-type: none"> <i>[Facility] [Max capacity]</i> <i>[Facility] [Max capacity]</i> <i>[Facility] [Max capacity]</i> Site adaptations needed: Insurance needs:	Facilities designated to meet surge demand: <ul style="list-style-type: none"> <i>[Facility] [Max capacity]</i> <i>[Facility] [Max capacity]</i> <i>[Facility] [Max capacity]</i> Site adaptations needed: Insurance needs:	Facilities designated to meet surge demand: <ul style="list-style-type: none"> <i>[Facility] [Max capacity]</i> <i>[Facility] [Max capacity]</i> <i>[Facility] [Max capacity]</i> Site adaptations needed: Insurance needs:
	Lead (Name/Contact): <i>[Identify the person authorized to activate these resources]</i>	Lead (Name/Contact):	Lead (Name/Contact):
Staffing <i>[View Creative Staffing Solutions]</i>	Operational staff plan for Plan A facilities: <ul style="list-style-type: none"> <i>[Type] [Quantity]</i> <i>[Type] [Quantity]</i> Security staff:	Operational staff plan for Plan B facilities: <ul style="list-style-type: none"> <i>[Type] [Quantity]</i> <i>[Type] [Quantity]</i> Security staff:	Operational staff plan for Plan C facilities: <ul style="list-style-type: none"> <i>[Type] [Quantity]</i> <i>[Type] [Quantity]</i> Security staff:
	Lead Name/Contact: <i>[Identify the person authorized to activate these resources]</i>	Lead Name/Contact:	Lead Name/Contact:

Transportation Strategy	<ul style="list-style-type: none"> • Vendor: • # of vehicles: • Pick-up locations and schedule: • Transport arranged through: • COVID-19 mitigation measures needed: 	<ul style="list-style-type: none"> • Vendor: • # of vehicles: • Pick-up locations and schedule: • Transport arranged through: • COVID-19 mitigation measures needed: 	<ul style="list-style-type: none"> • Vendor: • # of vehicles: • Pick-up locations and schedule: • Transport arranged through: • COVID-19 mitigation measures needed:
	Lead Name/Contact: <i>[Identify the person authorized to activate these resources]</i>	Lead Name/Contact:	Lead Name/Contact:
Personal Protective Equipment (PPE) [View the CDC's PPE Burn Rate Calculator]	PPE needs: <ul style="list-style-type: none"> • <i>[Quantity] [Type] [Source]</i> 	PPE needs: <ul style="list-style-type: none"> • <i>[Quantity] [Type] [Source]</i> 	PPE needs: <ul style="list-style-type: none"> • <i>[Quantity] [Type] [Source]</i>
	Lead Name/Contact: <i>[Identify the person authorized to activate these resources]</i>	Lead Name/Contact:	Lead Name/Contact:
Roles and Responsibilities of Critical Partners	Continuum of Care: Public health: Emergency management: Shelters: Outreach: Other (i.e., Veterans Affairs Lead, Faith-based Lead, etc.):	Continuum of Care: Public health: Emergency management: Shelters: Outreach: Other (i.e., Veterans Affairs Lead, Faith-based Lead, etc.):	Continuum of Care: Public health: Emergency management: Shelters: Outreach: Other (i.e., Veterans Affairs Lead, Faith-based Lead, etc.):

APPENDIX 1: Creative Staffing Solutions

Communities have created auxiliary congregate and non-congregate shelter facilities during the COVID-19 pandemic to allow for adequate physical distancing in existing emergency shelters and isolation and quarantine housing. A common challenge with implementing temporary shelters is finding the staff to operate these sites. Communities have leveraged a wide range of staffing resources to operate temporary emergency shelters. Examples include hiring:

- [School nurses and nursing administrators](#), many of whom are not working because students are attending school virtually.
- Social work students, nursing students, and medical school residents.
- Retired medical professionals; some states have allowed retirees [to come out of retirement](#) to support COVID-19 response efforts.
- Residents of the state's Department of Corrections pre-release center.
- Members of the National Guard (community examples include Long Beach, Colorado, and Virginia).
- Members of Red Cross.
- Repurposed or furloughed county or city staff.
- Community Conservation Corps.
- State Volunteer Corps (e.g., [Cal Volunteers](#)).
- [Ready Responders](#) (staffing firm for disaster events to meet diverse staffing needs including medical services, transportation, etc.).
- Employees from temp agencies.
- Employees targeted in industries where staff are being laid off or furloughed: hospitality-industry staff, librarians, lifeguards, school nurses, etc.

Communities have deployed the following strategies to fill staffing needs:

- Working with the local department of labor or workforce development agency to target staff in industries whose workers are in lower-demand due to the coronavirus pandemic (e.g., school-based jobs, medical providers in non-essential settings, etc.).
- Providing hazard pay, sign-on bonuses, and volunteer incentives to attract candidates.
- Posting positions with universities and student portals, including nursing schools and schools of social work.
- Working with emergency management to find third-party staffing agencies experienced in identifying contract workers.