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# **Disaster Housing Concept of Operations & Practitioners Guide**

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3/19/10**

- 1 The diagram below shows the Disaster Housing Concept of Operations and Practitioners
- 2 Guide key chapters and their organization:

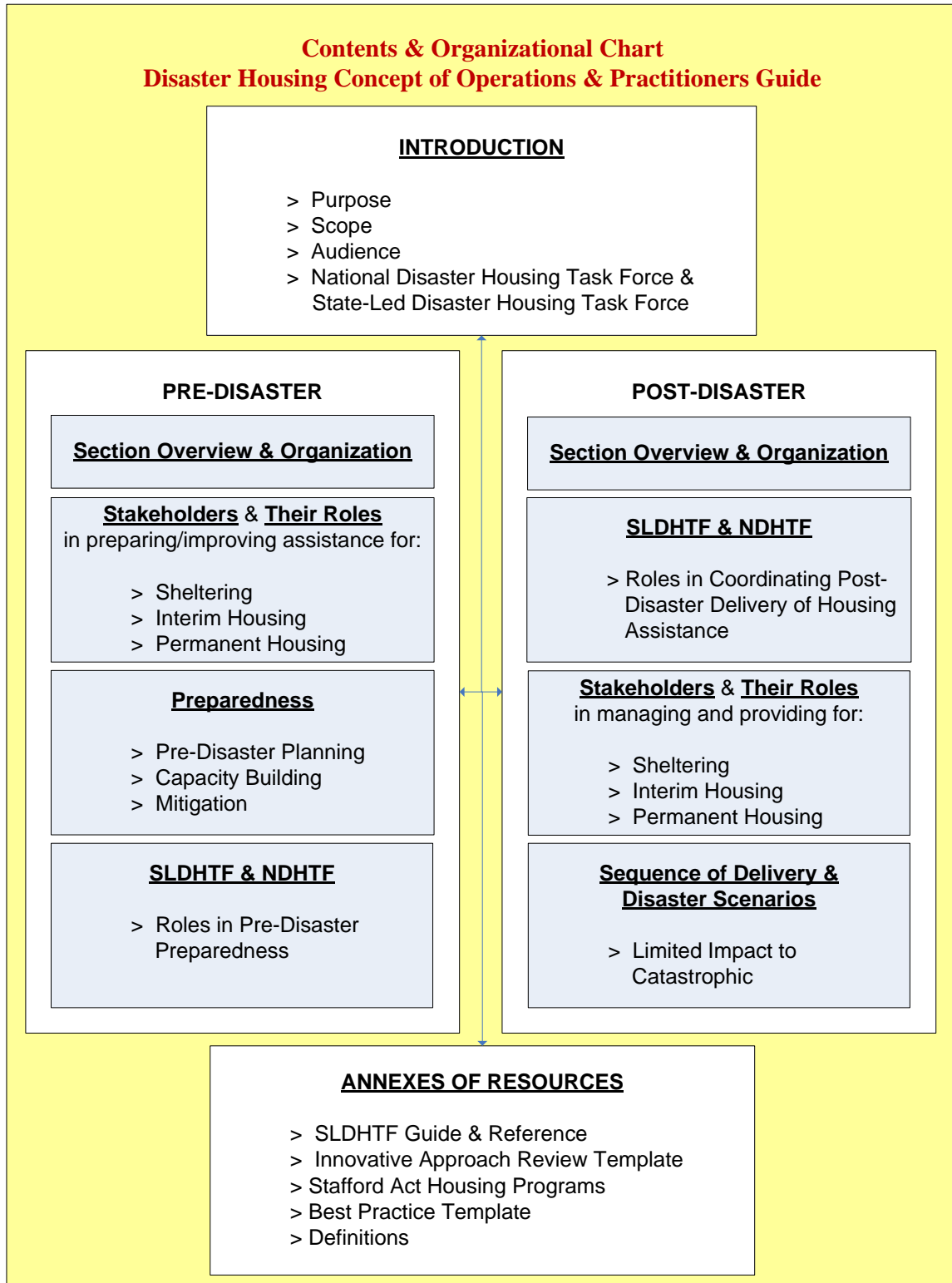


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# INTRODUCTION

## I. Purpose

The Disaster Housing Concept of Operations and Practitioners guide (“CONOPS - Practitioner’s Guide”) serves as a guide for state, local, tribal, and territory disaster housing assistance practitioners to develop disaster housing strategies that improve disaster responsiveness and consider the unique needs of all people displaced by disasters. It also identifies preparedness and mitigation measures that enable state, local, tribal, and territory governments to better prepare for, respond to, and recover from different types and levels of disasters and resulting housing needs.

The CONOPS-Practitioner’s Guide also provides guidance and tools for disaster housing practitioners to prepare to coordinate and run a disaster housing mission to house individuals and families in their communities or neighboring communities following small and large disasters, as well as catastrophic events. It uses several disaster scenarios to provide tangible examples of potential disaster effects and the housing needs of an area in the wake of a disaster. By showing these impacts, the CONOPS-Practitioner’s Guide illustrates an integrated approach to systematically and simultaneously address sheltering, interim housing and permanent housing needs.

Lastly, the CONOPS-Practitioner’s Guide provides disaster housing practitioners with searchable program templates on Federal and other programs for housing assistance. The intent is to improve the practitioners’ understanding of housing assistance – especially on determining Federal programs – that are available following a disaster, and how and when this assistance is provided during the recovery process.

## II. Scope

The CONOPS-Practitioner’s Guide is organized into three (3) sections in addition to the Introduction. The “Pre-Disaster” Section provides guidance on pre-event disaster housing planning, preparedness, mitigation, lessons learned and best practice development that can improve disaster housing assistance and readiness. The “Post Disaster” Section describes a framework identifying how disaster assistance for sheltering, interim and long-term housing would be sequenced and delivered, and how various practitioners would work to facilitate housing assistance under different disaster scenarios. Furthermore, these Pre-Disaster and Post-Disaster Sections explain the role of the State-led Disaster Housing Task Force (SLDHTF) both pre- and post-disaster, including a proposed structure, functionality, and benefits of establishment. The last Section of the CONOPS-Practitioner’s Guide comprises annexes that offer detailed information on important resources such as disaster housing assistance programs, relevant authorities, definitions, and templates and tools for promoting best practices.

These resources also include a web-based portal of lessons learned and best practices, web-based searchable program templates that will allow emergency managers to enter their community's baseline data and disaster-related damages to determine Federal housing programs available following an event.

As a whole, the CONOPS-Practitioner's Guide is designed to assist disaster housing practitioners to:

- Identify critical planning factors to consider the unique needs of disaster survivors, including but not limited to access to human/social support systems.
- Identify existing and newly available housing programs and appropriate applicability (a menu of options) to meet the needs of state, local, tribal and territorial governments for environments ranging from rural to densely populated urban areas.
- Establish or project the capacity of each existing or new housing program, including the production schedule and timeline.
- Demonstrate the sequence of disaster program delivery.
- Illustrate the decision flows and interrelationships of sheltering, interim and permanent housing.
- Provide a framework for addressing all events, including catastrophic disasters.
- Create recommendations, clarify functions, and provide guidance for the development and implementation of the SLDHTF.

### **III. Audience**

The CONOPS-Practitioner's Guide is intended for use by individuals in governments, the private sector, and non-profit organizations who would be responsible for developing, improving, managing and delivering disaster housing assistance to impacted communities and affected households. These disaster housing assistance practitioners include, for example, Federal government staff and managers with authorities and resources relevant to disaster housing, state and local government officials in emergency management and disaster recovery, and private and non-profit sector representatives with expertise and funds essential to disaster recovery. In particular, this document is designed to support practitioners who would have a direct role in implementing the SLDHTF in either pre- or post-disaster environments. Last, but not least, the CONOPS-Practitioner's Guide recognizes individuals and families not only as potential disaster applicants seeking assistance, but also as a vital partner in lowering disaster impact and facilitating disaster recovery. One of the four (4) stakeholder groups, government, private sector, non-profit sector, and individuals and households whose preparedness and participation can contribute significantly to

#### IV. NDHTF & SLDHTF

The National Disaster Housing Task Force (NDHTF) and State-led Disaster Housing Task Forces (SLDHTF) together play significant roles in guiding and supporting disaster housing assistance at the Federal and state levels.

##### **NDHTF**

The NDHTF is a Federal interagency organization that supports disaster housing assistance effort. In the aftermath of a disaster resulting in substantial housing damages, the NDHTF will convene Federal partner agencies to coordinate and provide technical expertise and support to the Joint Field Office and the SLDHTF. These Federal agencies and programs include for example, Federal Emergency Management Agency (FEMA), United States Department of Housing and Urban Development (HUD), United States Department of Agriculture (USDA), and United States Department of Veterans Affairs (VA), which together represent a wide range of relevant authorities, access, and resources.

In a post disaster environment, the NDHTF may deploy a single liaison or teams of technical experts to effected states to help develop and tailor Federal and state disaster housing plans to meet the needs of the particular event. In this role, Federal representatives on the NDHTF will work with and support established FEMA field operations and structures, and work directly with State-led Disaster Housing Task Forces.

During the pre-disaster period, the NDHTF's role is to actively pursue ways for improving the nation's disaster housing preparedness. In particular, the NDHTF will coordinate and guide ongoing national level effort to capture, evaluate, implement and integrate lessons-learned and best practices.

##### **SLDHTF**

A primary purpose for establishing a State-Led Disaster Housing Task Force (SLDHTF) is to ensure total and timely focus can be systematically, simultaneously and strategically given to all three areas of disaster housing needs from day-one through recovery. Another is to promote participation and coordination of the wide range of stakeholders whose involvement and ability to work in concert will be critical.

The SLDHTF was first executed in response to California wildfires in 2007. Since then, they have been implemented several more times primarily in response to Federal disaster declarations. Based on these field experiences and lessons learned, the concept of the SLDHTF was defined in the National Disaster Housing Strategy (Strategy), which was published on January 16, 2009.

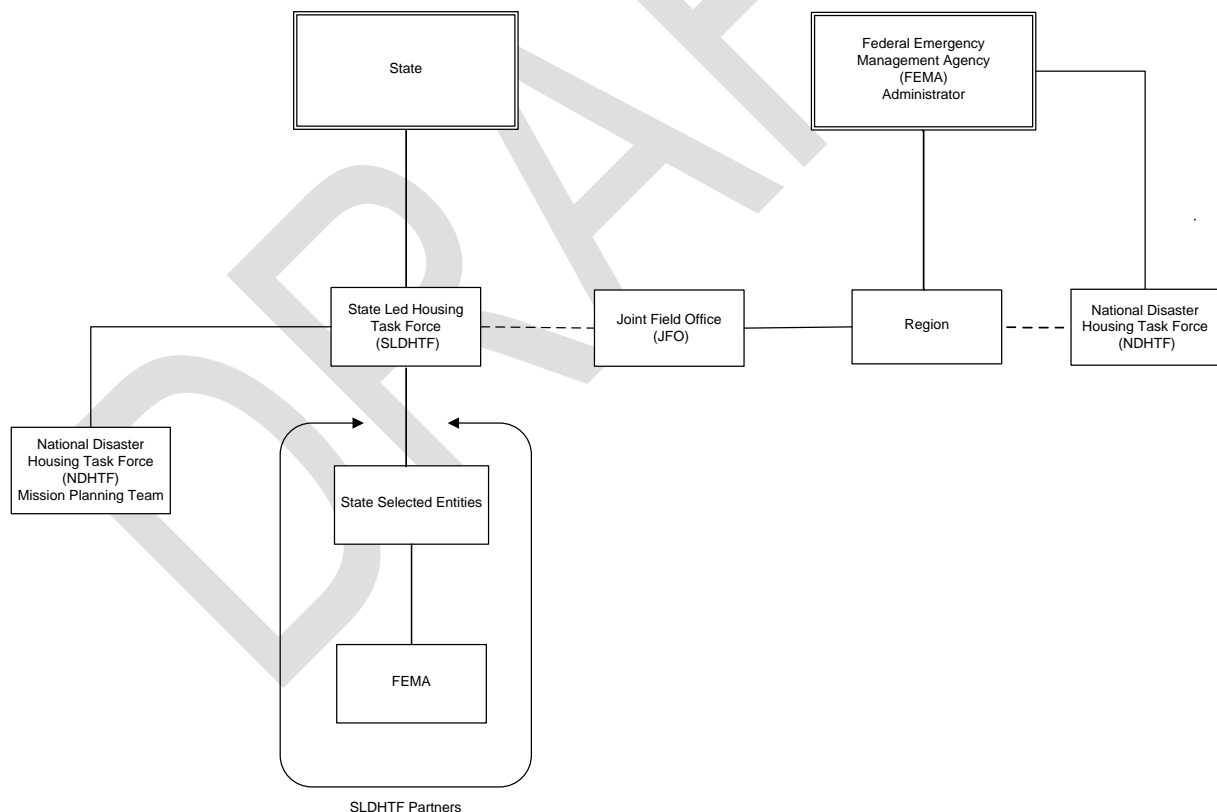
The goal for the future is to encourage state, territory, and tribal governments to create and maintain a standing SLDHTFs that will not only respond to specific events, but also

provide a forum for identification of potential housing and recovery issues in peacetime, and facilitate problem-solving and partnership.

At a minimum, a SLDHTF should include the following critical participants to develop, analyze and implement a plan for housing:

- Local Government Representatives
- State Emergency Management Agency
- Governor’s representative
  - Direct line to governor for decision-making
  - Especially critical in catastrophic disasters
- FEMA Regional Offices

Following diagram illustrates the organizational relationships of the NDHTF and SLDHTF to both the impacted state government and FEMA.



Among the SLDHTF’s key functions are:

- Facilitate State and local actions to expedite delivery of Federal programs
- Promote the State’s role in decision-making and setting priorities



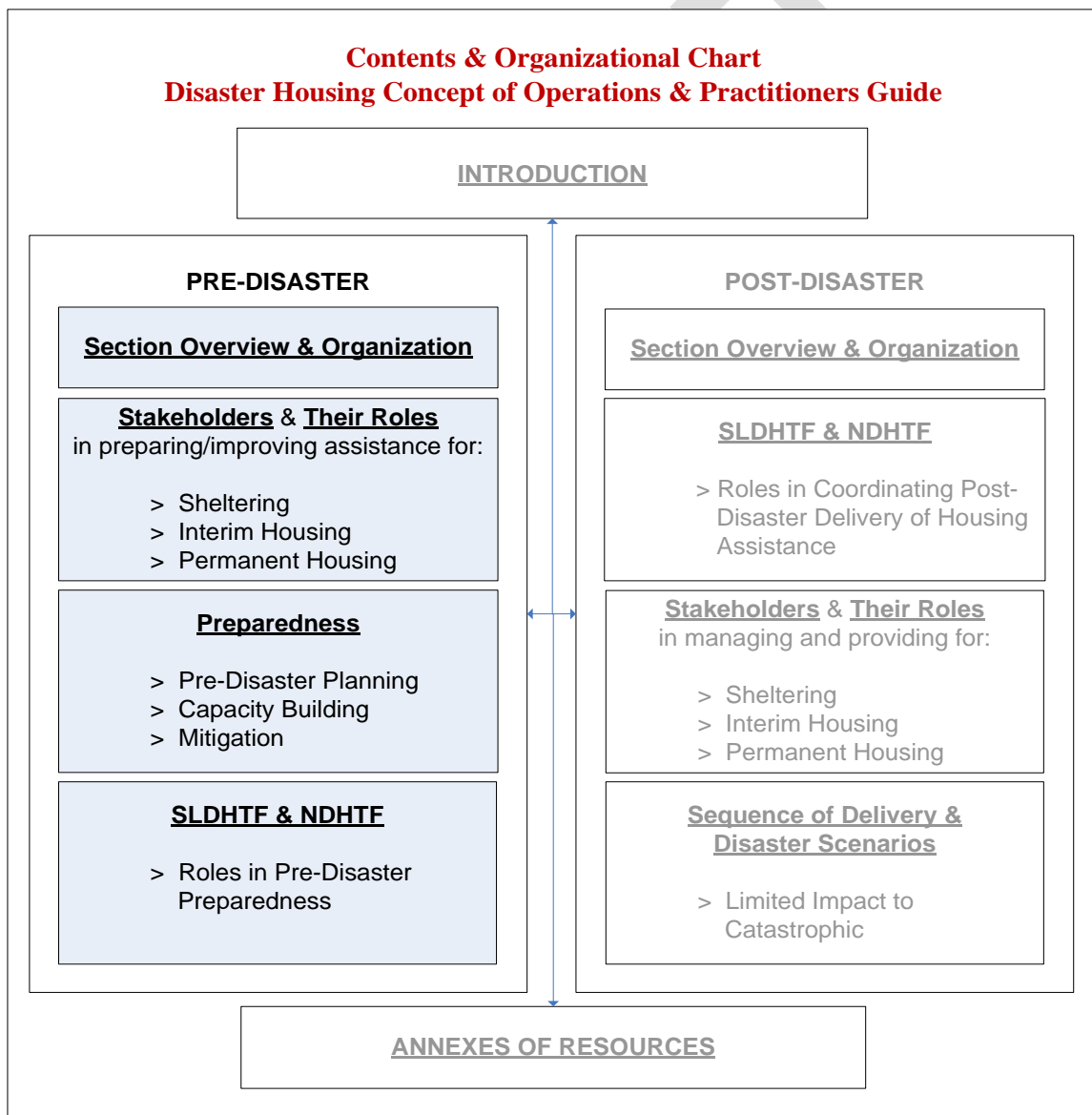
- Represent the interest of the State’s senior leadership
- Pre-identify vulnerable populations
- Provide subject matter expertise about legal authorities and needs related to the provision of housing (i.e. for children, elderly, and adults with disabilities, environmental considerations such as NEPA, etc)
- Engage local governments and human service programs - in the best position to know community needs, vulnerable populations, etc
- Identify populations for priority occupancy (such as families with children and persons with disabilities)
- Ensure that both community officials and the general public understand capabilities, eligibility requirements, and timelines
- Provide forum for identification of housing issues and problem-solving in a partnering environment
- Avoid focus on individual/organizational agendas; focus on overall challenges and issues
- Develop and achieve concurrence on State Disaster Housing Plan
- Identify, prioritize, and coordinate housing resource databases
- Manage overlapping phases of disaster housing (sheltering, interim, long-term/permanent) to ease the transitions between phases

Along with the SLDHTF Guide and Reference in the Annex, two sub-sections in the CONOPS-Practitioner’s Guide provide further guidance for the establishment and staging of State-Led Disaster Housing Task Forces. They explain also how the proposed organizational and operational frameworks are designed to facilitate greater participation and coordination among the stakeholders, and promote a more integrated and innovative approach to sheltering, interim housing and permanent housing.

# PRE-DISASTER

## I. Section Overview & Organization

This section describes who the key groups of stakeholders are, and what their roles are in preparing and improving assistance delivery for sheltering, interim housing, and permanent housing. It also supports increasing preparedness activities by providing guidance for pre-disaster housing planning, capacity building and mitigation. Lastly, this section describes the roles the SLDHTF and the NDHTF play in facilitating pre-disaster preparedness. Following table highlights the three (3) key topics under this section.



## II. Stakeholders & Roles in Disaster Housing Preparedness

Generally speaking, stakeholders can be categorized into four (4) groups:

- The **Government Sector** group, which includes local, state, territory, tribal and Federal governments.
- The **Private Sector** group, which refers to both:
  - **Housing-specific** entities, which include, but are not limited to, real estate agents, home repair contractors, builders/developers, planners, architecture and engineering specialists, suppliers, bankers, and insurance companies.
  - **Non-Housing-specific** entities, such as employers, retailers, and medical care providers among others.
- The **Non-Profit Sector** group, which includes the full range of non-profit organizations, including voluntary, faith-based, community organizations, philanthropic groups and foundations.
- The **Individuals & Families** who are displaced by the disaster.

Overall, local governments have the primary responsibility in developing a sheltering, interim and long-term housing strategies and plans. States have the responsibilities of supporting local jurisdictions in their pre-disaster planning effort and serve as an important intermediary and facilitator of resources and guidance between the local communities and the Federal government. The Federal government's role is to facilitate and support the development of these plans, preparedness, and mitigation measures that can improve local, state, tribal, territory's ability to withstand, respond to, and recover from a disaster.

Federal, state, tribal, and local government agencies and NGOs have statutory or mission-based disaster housing responsibilities, capabilities, and resources. These agencies and organizations usually work together after a disaster to coordinate efforts and avoid duplication of benefits.

The table below captures some specific pre-disaster roles and responsibilities per stakeholders for all three areas of disaster housing needs: Sheltering, Interim Housing, and Long-Term Housing.

Pre-Disaster Stakeholders' Key Roles & Responsibilities		
A. Local Governments		
<u>Sheltering</u>	<u>Interim Housing</u>	<u>Long-Term Housing</u>
<ul style="list-style-type: none"> <li>Assess community composition and demographics, including individuals with disabilities, in order to develop a community specific sheltering plan</li> <li>Identify local shelter requirements</li> <li>Identify suitable and accessible facilities</li> <li>Identify key partners and resources and their responsibilities</li> <li>Identify support services needed</li> <li>Ensure sheltering for those not able to be accommodated in general population shelters (i.e. medical shelters)</li> <li>Include household pet sheltering in sheltering plan</li> <li>Establish guidelines for shelter operations and management</li> <li>Ensure close coordination across all shelter partners.</li> </ul>	<ul style="list-style-type: none"> <li>Articulate specific local disaster housing needs, and</li> <li>Facilitate collaboration with state and Federal governments, private sector and non-profit organizations</li> <li>Decide which interim housing options will be best for the jurisdiction</li> <li>Identify a range of physically accessible disaster housing options</li> <li>Identify available and suitable facilities and land</li> <li>Ensure availability of local services</li> <li>Pre-identify waivers to local building codes and zoning ordinances</li> </ul>	<ul style="list-style-type: none"> <li>Assume primary responsibility for permanent housing with State, territory and tribal governments</li> <li>Support residents in their return to communities, where feasible</li> <li>Identify a long-term rebuilding strategy</li> <li>Determine appropriate housing options</li> <li>Identify available land and buildings</li> <li>Ensure an adequate number of trained building inspectors</li> </ul>
B. States, Territories, & Tribal Governments		
<u>Sheltering</u>	<u>Interim Housing</u>	<u>Long-Term Housing</u>
<ul style="list-style-type: none"> <li>Designate or appoint a lead official (by Governors and tribal</li> </ul>	<ul style="list-style-type: none"> <li>Establish a SLDHTF prior to an event to coordinate readiness</li> </ul>	<ul style="list-style-type: none"> <li>Determine appropriate housing options, identify available land and buildings,</li> </ul>

Pre-Disaster Stakeholders' Key Roles & Responsibilities		
<p>leaders) responsible for coordinating planning, developing, resourcing, exercising, and refining an emergency sheltering plan</p> <ul style="list-style-type: none"> <li>• Target plan to support and supplement local community sheltering, or to coordinate shelter operations and resources across the state</li> <li>• Develop guidelines, policies, and procedures resulting in increasing collaboration, cooperation, and consistency in statewide emergency and shelter planning</li> <li>• State sheltering plan must integrate nongovernmental organizations and their resources such as the American Red Cross, The Salvation Army, community- and faith-based organizations, animal control and animal welfare organizations as well as private-sector resources</li> <li>• Coordinate among jurisdictions within the State to identify potential resource and capacity shortfalls and develop mutual aid and assistance agreements</li> <li>• Ensure that the sheltering plan includes accessible facilities to accommodate those with disabilities and those who support them</li> </ul>	<p>activities</p> <ul style="list-style-type: none"> <li>• Include representatives from all entities that have a stake in interim housing, including organizations that represent people with disabilities on the SLDHTF</li> <li>• Develop a pre-disaster interim housing strategy</li> <li>• Tribal Nations should pass legislation that protects tribal sovereignty and provides for partnering relationships with other governments in development of disaster housing plans</li> <li>• Establish databases of potential rental resources to include HUD and USDA properties</li> </ul>	<p>and support residents in their return to their pre-disaster communities whenever feasible</p> <ul style="list-style-type: none"> <li>• Determine “breaking point” and potential relocation plans</li> </ul>

Pre-Disaster Stakeholders' Key Roles & Responsibilities		
C. Federal Government		
<u>Sheltering</u>	<u>Interim Housing</u>	<u>Long-Term Housing</u>
<ul style="list-style-type: none"> <li>Lead Federal preparedness efforts through ESF #6 – Mass Care, Emergency Assistance, Housing, and Human Services</li> <li>Coordinate support via technical assistance contractors for shelter staffing, management or turnkey operation</li> </ul>	<ul style="list-style-type: none"> <li>Support the creation of SLDHTF and assist States in the development of disaster housing strategies</li> <li>Provide national strategy for multi-state disaster housing in large scale events</li> <li>Identify available government owned housing stock that may be used to house disaster survivors</li> <li>Maintain an adequate inventory of temporary housing units</li> <li>Have contracts in place to transport and install temporary housing units on short notice</li> <li>Work with private industry to develop innovative solutions for alternate types of disaster housing</li> </ul>	<ul style="list-style-type: none"> <li>Facilitate the application and delivery of federal financial and technical assistance that are relevant to post disaster housing, infrastructure, economic redevelopment, Such programs include HUD's CDBG, FEMA's long-term community recovery technical assistance, and USDA Rural Development Grant.</li> </ul>
D. Non-Profit Sector		
<u>Sheltering</u>	<u>Interim Housing</u>	<u>Long-Term Housing</u>
<ul style="list-style-type: none"> <li>Recruit and train staff on sheltering procedures and guidelines</li> <li>Identify potential facilities for sheltering in response to a disaster; execute agreements with these facilities.</li> <li>Identify necessary supplies and equipment</li> </ul>	<ul style="list-style-type: none"> <li>Determine anticipated support services for interim housing</li> <li>Work to ensure organizations can provide and sustain necessary services</li> </ul>	<ul style="list-style-type: none"> <li>Build relationships with EM and other recovery officials in their communities</li> <li>Take an active role in local disaster recovery planning, articulating resources and capabilities and establishing partnerships</li> <li>Conduct various community workshops to determine</li> </ul>

Pre-Disaster Stakeholders' Key Roles & Responsibilities		
<ul style="list-style-type: none"> <li>for sheltering operations</li> <li>• Procure and/or establish a supply chain that may be activated when needed</li> <li>• Work with local communities, states, and the Federal government to estimate potential disaster-caused sheltering needs; identify sheltering capabilities and resources; determine gaps; and, develop plans to increase capacity and to fill estimated shortfall</li> </ul>		<ul style="list-style-type: none"> <li>priority issues for recovery</li> <li>• Incorporate lessons learned from previous disaster recovery experiences into housing strategies for the State Organizations Active in Disaster (VOAD)</li> </ul>
<b>E. Private Sector</b>		
<b><u>Sheltering</u></b>	<b><u>Interim Housing</u></b>	<b><u>Long-Term Housing</u></b>
<ul style="list-style-type: none"> <li>• Provide resources to support sheltering operations</li> <li>• Contribute to local emergency planning</li> <li>• Enter into agreements for technical assistance, goods, and services</li> <li>• Donate space for shelter operations or provide donations that can be used to fund sheltering</li> <li>• Operate shelters for their employees and their families</li> </ul>	<ul style="list-style-type: none"> <li>• Share expertise and provide technical assistance to government housing officials</li> <li>• Collaborate with government organizations in examining interim housing options, suggesting innovative solutions, and pre-identifying actual structures suitable for interim housing</li> <li>• Carry adequate insurance to quickly rebuild damaged housing facilities to provide housing options for disaster survivors who have lost their homes</li> <li>• Partner with the government by participating in</li> </ul>	<ul style="list-style-type: none"> <li>• Contract with government agencies develop new ways to meet the access and functional needs of people with disabilities and other community members, provide mechanisms to assist those with disabilities to live independent lives, and/or to provide adequate housing for persons with low-income</li> </ul>

Pre-Disaster Stakeholders' Key Roles & Responsibilities		
	initiatives such as the “rental repair pilot program” to benefit both business and housing needs	
<b>F. Individuals &amp; Families</b>		
<u>Sheltering</u>	<u>Interim Housing</u>	<u>Long-Term Housing</u>
<ul style="list-style-type: none"> <li>• Develop personal emergency plans to meet their sheltering and personal needs (e.g., food, clothing, medications, important documents, and identification) for at least the first 72 hours following a disaster</li> <li>• Reflect the composition and character of the household, which may include the elderly, children, and individuals with disabilities and their service animals or access and functional needs populations, as well as household pets in plans</li> <li>• Reflect multiple shelter options in plans, including sheltering in place, in a hotel, with friends / family, or seeking a publically provided emergency shelter</li> <li>• Make arrangements, if possible and necessary, for those who may require additional support</li> <li>• Obtaining insurance to cover losses and temporary housing expenses</li> </ul>	<ul style="list-style-type: none"> <li>• Assess possible interim housing options in the event that a disaster causes a prolonged loss homes</li> <li>• Pre-identify realistic personal options based on a careful evaluation of their needs, preferences, and resources (including possible insurance proceeds and other available funds or living arrangements)</li> <li>• Become familiar with disaster assistance programs to develop realistic expectations regarding the types and amount of assistance they may receive through governmental or volunteer agencies</li> </ul>	<ul style="list-style-type: none"> <li>• In development</li> </ul>



### **III. Preparedness**

#### **A. Pre-Disaster Planning**

Pre-Disaster housing planning is a critical component to disaster housing preparedness. A disaster housing strategy should be developed during non-event time as an overarching document. Disaster Housing plans can be event specific and draw from the preexisting disaster housing strategy. Pre-disaster planning should aim at developing and improving the guidance, “know-how,” and implementation ability needed to successfully address the most commonly faced disaster event, which helps to establish the local core competency. Then, it should be enhanced further by identifying and developing the additional and alternative resources and approaches needed to address those disasters that are rare but potentially more devastating.

This section supports pre-disaster housing assistance planning by describing key planning considerations and assumptions, such as demographic factors, risks and vulnerabilities, and constraints and barriers that help to determine post disaster housing needs and options. It also describes baseline capacities, operating principles and implementation approaches that help guide disaster housing delivery. One such guidance is the “Three (3) tiers housing assistance delivery approach, which is based on (first) what resource exist in the impacted area, (second) what resources can be brought in; and (third) what the breaking point for relocation would be. Together, these considerations, principles, and guidance are essential for developing disaster housing plans that are realistic, feasible, dynamic and effective.

##### **1. Key Planning Considerations**

A disaster housing strategy should include the following considerations. In developing the strategy, it is important to avoid vague assumptions for projecting disaster housing needs, assessing recovery capacity and available resources, and planning the delivery of assistance and for contingencies. Assumptions should be tailored to the community, and should be based to the greatest extent possible on conditions that are likely to occur in that community following a disaster. For example, a post-earthquake housing strategy for a jurisdiction with frequent seismic activity should use past data regarding sheltered populations to develop sheltering assumptions for the strategy. It is also important that current and accurate information be utilized to the extent possible in addressing these considerations.

In order to develop the disaster housing strategy, first identify core capacities and primary resources most needed based on the type of disasters that frequently confront the community. Then, enhance the disaster housing strategy by identifying new capacities, additional resources, and alternative approaches necessary to prepare for events that are less likely but potentially more destructive.

333 The following table presents seven (7) key planning considerations:  
 334

PLANNING CONSIDERATIONS		
1.	Disaster Housing Needs	<p>Project disaster housing needs by considering:</p> <ul style="list-style-type: none"> <li>➤ Known disaster risks and potential vulnerabilities               <ul style="list-style-type: none"> <li>– What are the natural and man-made hazards that the community is at risk of?</li> <li>– What are the geographic areas, infrastructures, facilities, housing and essential services in the community that are vulnerable to loss due to known disaster risks?</li> </ul> </li> <li>➤ Demographic factors               <ul style="list-style-type: none"> <li>– Quantify and map the density and locations of the local populations; identify the number and locations of individuals and families who are at risk, vulnerable, or have pre-existing special needs, such as people with disabilities or other function and access needs, elderly, children, low income, or language barriers.</li> </ul> </li> <li>➤ Past and projected disasters, including the scale of the event and corresponding levels of impact based on different risks.</li> </ul>
2.	Recovery Capacity & Resources	<ul style="list-style-type: none"> <li>➤ Determine level, type and capacity of financial, material, and human resources that can be dedicated to supporting the delivery of assistance for Sheltering, Interim Housing, and Permanent Housing.               <ul style="list-style-type: none"> <li>– Consider not only the quantity of the resources dedicated, but also their quality and readiness to be placed quickly into service and possibly for a sustained period of time.</li> <li>– Identify internal authorities and established programs and processes, cash reserves and funding mechanism, and insurance coverage.</li> </ul> </li> <li>➤ Begin by identifying recovery capacity and resources that exist within the impacted community and establish means to quickly and accurately confirm the level and type of surviving resources and capacities post disaster. Then, identify and confirm additional resources that need to and can be brought into the community after a disaster to replace and/or supplement existing ones.</li> <li>➤ Identify and confirm sources of alternative resources and capacities that can be tapped to supplement the community resources (i.e., Mutual Aid Compacts).</li> <li>➤ Identify “Breaking Points” at which the local resources and capacities are overwhelmed, and where relocation becomes a key if not final best option to provide assistance to affected households.</li> <li>➤ Assess sufficiency of local home and business insurance coverage.</li> </ul>

PLANNING CONSIDERATIONS		
		<ul style="list-style-type: none"> <li>➤ Include a clear understanding of the availability, proximity and accessibility of essential services, including employment, medical, etc.</li> <li>➤ Identify any response and/or recovery capacity and resources become infeasible due to any particular risk (i.e., seismic event making certain structural/in-door facilities “not usable” as emergency shelters due to possible damage or people’s fear).</li> </ul>
3.	System & Process for Assistance Delivery	<p>Indicate the mechanism, organization, process and procedures that the community would use to determine, apply, allocate and deliver housing assistance. This should include :</p> <ul style="list-style-type: none"> <li>➤ Responsible Parties</li> <li>➤ Resource Providers</li> <li>➤ Managers &amp; Operators</li> <li>➤ Chain of Command</li> <li>➤ Protocol &amp; SOPs for Communication and Coordination</li> <li>➤ Disaster Case Management that addresses both individual immediate and long-term recovery needs</li> </ul>
4.	Timeframe and Sequence of Delivery	<ul style="list-style-type: none"> <li>➤ Describe the timeframe required to successfully meet the complete life cycle of disaster housing assistance needs.</li> <li>➤ Articulate the sequence of how key housing assistance activities and assistance would be performed and delivered within the desired timeframe.</li> <li>➤ Show how affected households can be transitioned from emergency or congregate shelters to non-congregate shelters or interim or permanent housing.</li> <li>➤ Demonstrate key decision points or activity junctures where the information and decision relating to sheltering, interim, or permanent housing are needed to direct actions and decisions on the others. For example, see End State discussion below.</li> </ul>
5.	The “End State”	<p>Clearly define the desired end state of disaster housing – especially in regard to permanent housing. First question to respond to is who and how would the following key questions be answered. It is encouraged that the state and local governments pre-identify the relevant officials and experts that would have responsibilities in not only addressing sheltering or interim housing needs, but also permanent housing and the overall recovery of the impacted community. These other key questions are:</p> <p><b><u>Permanent Housing</u></b></p> <ul style="list-style-type: none"> <li>➤ How feasible, how quickly, and what quantity of permanent housing in the impacted community can be rebuilt or repaired to sufficiently meet the need of the affected households?</li> </ul>

## PLANNING CONSIDERATIONS

		<ul style="list-style-type: none"> <li>➤ How soon will the impacted community be able to reestablish access to employment and services that are essential to supporting self-sufficiency?</li> <li>➤ In short, what would be considered a successful end state for permanent housing?</li> <li>➤ Note that these questions would require local input and leadership and that the some of the local stakeholders who can supply the answers are likely involved in the local long-term recovery process, which typically runs separately and in parallel to the housing planning.</li> </ul> <p><b><u>Interim Housing</u></b></p> <ul style="list-style-type: none"> <li>➤ Assuming that a sufficient quantity of permanent housing, in addition to employment and access to essential services, can be reestablished on a reasonable timeframe, what quantity of temporary housing units will be needed? For what duration? Which resources would be utilized to provide interim housing, and where would these interim housing be located?</li> <li>➤ If permanent housing and necessary services cannot be established in a feasible timeframe, and/or the cost and time needed to provide interim housing is determined infeasible, would relocation be an acceptable – or even preferred - option?</li> <li>➤ In short, what would be considered a successful end state for interim housing? Is it relocation? Is it delivery of temporary housing units?</li> </ul> <p><b><u>Sheltering</u></b></p> <ul style="list-style-type: none"> <li>➤ Given the responses to permanent and interim housing questions, for how long will sheltering be provided? What would this sheltering look like in terms of types, size, and locations?</li> </ul> <p>Note: Regarding permanent housing, it may take a long period of time before all the answers can be confirmed. Also, players other than the ones active and involved in SLDHTFs are likely to play the role in making decisions and performing actions – which also likely to be separate from the SLDHTF – that influence the end state.</p>
6.	Constraints, & Barriers	<p>Plans should include locally possible constraints and barriers, and identify which ones pertain to the individuals and families, the local jurisdiction, private sector, etc. Identify which barriers would be difficult to overcome, which ones can be prevented or at least mitigated, or would need to have contingency/alternatives established for them. For instance, procedural barriers because of convoluted or conflicting process requirement may be fixed through pre-event process improvement and streamlining. A post</p>

PLANNING CONSIDERATIONS		
		<p>disaster barrier that would be difficult to overcome and mitigate may be the loss of the local key economic drivers, which hinders long-term community recovery. Some considerations:</p> <ul style="list-style-type: none"> <li>➤ Capacity &amp; Resource Constraints</li> <li>➤ Organizational &amp; Process-based Challenges</li> <li>➤ Legal Constraints &amp; Requirements</li> <li>➤ Community Acceptance of Housing Option/Approach</li> <li>➤ Prolonged loss of infrastructure and essential services, employment</li> <li>➤ Land-use policies and/or decisions that are delayed</li> <li>➤ Difficulty in getting insurance</li> <li>➤ Difficulty in getting building contractor/supply</li> <li>➤ Personal to community's financial reserve and resiliency</li> <li>➤ Decisions to not rebuild certain structures, or delays in rebuilding structures</li> <li>➤ Pre-disaster blight</li> <li>➤ Unclear or confused end state (no clear plan or path for rebuilding)</li> <li>➤ Other barriers that typically slow or stop community and individual housing relief and recovery</li> </ul>
335 336	7. Contingency Measures	<p>Develop contingency measures for when the surviving core resources and capacities become inadequate or inappropriate to addressing post disaster housing needs. In addition, develop contingency or alternative approach to help provide disaster housing and other essential needs.</p> <ul style="list-style-type: none"> <li>➤ What is the community's alternative approach if the pre-disaster decisions are made infeasible by post-disaster conditions?</li> <li>➤ Identify any secondary resources; redundant capacity; back-up system and processes.</li> </ul>

2. **Community Considerations**

**People with disabilities, and others with access and functional needs**

Communities have to consider the needs of individuals and families that may have challenges in one or more of the following functional areas: maintaining independence, communication, transportation, supervision, and medical care. Individuals in need of additional response assistance may include: those who have disabilities; who live in institutionalized settings; who are elderly; who are from diverse cultures; who have limited English proficiency; children; or, who do not have access to transportation.

Housing practitioners should plan for making accommodations for individuals with functional needs, which could include additional support to accommodate assistive technologies, durable medical equipment, and/or service animals. Households with children and pet owners may have unique needs that will need to be addressed throughout the housing continuum. Housing assistance programs must include a range of options that can meet those needs and accommodate the diversity of cultures, languages, and dialects within a community.

State Volunteer Organizations and other non-governmental agencies such as the American Red Cross and The United Way should be part of the local planning process to assist with needs of these populations. For an expanded list of National VOAD partners, and state information, visit <http://www.nvoad.org/>.

**Individual supported by service animals**

Some individuals with disabilities may be supported by service animals. Service animals are individually trained to perform tasks for people with disabilities, such as guiding people who are blind, alerting people who are deaf and hard of hearing, pulling wheelchairs, alerting and protecting a person who is having a seizure, or performing other special tasks. Although they may provide emotional support for their owners, service animals are working animals, not pets.

Under the Americans with Disabilities Act (ADA), entities that serve the public must allow people with disabilities to bring their service animals into all areas of a facility where the public is normally allowed to go. This Federal law applies to housing facilities open to the public, including but not limited to hotels, motels, shelters, and factory built housing group sites.

Persons with disabilities cannot be asked to remove their service animal from the premises unless: (1) Their animals are out of control and they do not take effective action to control them (e.g., a dog that barks repeatedly during a movie), or (2) Their animals pose a direct threat to the health or safety of others. Allergies and/or fear of animals are generally not valid reasons for denying access or refusing service to people with service animals.



Populations with service animals must be given additional consideration in disaster planning. While people with disabilities who use service animals cannot be charged extra fees, isolated from others, or treated less favorably than others are treated, it may be harder for them to access shelters, interim and long-term housing.

### **Elderly**

Housing assistance planners should identify areas with high concentrations of elderly populations and consider additional needs in transportation, housing access, as well as medical and personal care requirements. Elderly populations will likely be less mobile, and require different sheltering, interim housing and long term housing needs than families with young children. These needs may include:

- Living space for a caregiver
- Accommodations for wheelchairs or other mobility aids
- Handrails or other assistance devices for bathing
- Transportation accommodations

### **Children and Unaccompanied Minors**

Disasters have a profound effect on the community, but are particularly traumatic and disruptive for children. Children are not simply small adults. A stable, consistent and supportive environment is a major factor in mitigating the long-term impact of disasters on the development and mental health of children. It is essential that access, proximity and transportation to educational institutions, safe recreational sites, child care, health and mental health care, child welfare, health and essential social services are primary considerations during the process of locating suitable housing options or in planning and designing a community site.

### **Low Income**

Finding a permanent housing solution for low-income individuals and families may be especially difficult—particularly where there is a housing shortage. Available housing may be out of the acceptable rental range for low-income households. Consequently, greater efforts to house them may be required.

Disaster survivors frequently lack the financial resources to begin rehabilitation or reconstruction, or otherwise obtain permanent recovery housing early on following a disaster. This is especially true for lower income homeowners who are without resources to recover or begin the recovery process on their own and work with communities to ensure they are practical.

State, tribal, and local entities have a responsibility to encourage the development of resources for low-income households. However, there may be some difficulty in effectively engaging this group to determine how best to serve it with permanent housing solutions. Some strategies to engage low-income households and provide housing assistance include:

- Note: per the comment, include some of the strategies to encourage development of resources for low-income households

### **Language Needs**

Language needs should be considered from immediate evacuation and sheltering through long-term housing needs and community rebuilding. A community should account for communications both verbally and written at all stages of response and recovery to ensure non-verbal or non-English speaking populations are not left behind.

### **Transient Population**

Housing assistance planners should have an accurate account of the number of non-residents who can be expected on a daily and seasonal basis to be within the community. This transient population includes those who may commute into the community to work, shop, attend school, seek services, or conduct other commercial, religious, social and governmental activities in addition to populations that enter the community after the event to provide support, such as construction workers and volunteers. Especially for communities with strong tourism activities or those that act as a transport hub, planners must consider both short and longer term visitors.

### **Undocumented Individuals**

Pursuant to Section 403 of the Stafford Act, FEMA provides sheltering to all individuals regardless of citizenship status. However, interim housing assistance is only available to applicants who are eligible to receive Federal public benefits as defined under Title IV of the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (P.L.-104-193), commonly known as the Welfare Reform Act. Such categories of individuals who are eligible are U.S. Citizens, Non-Citizen Nationals, and Qualified Aliens. Applicants who do not fall within those categories may be eligible for assistance and will need further review.

### **Renters**

Following a disaster, rental properties may not return to the housing stock, or may take several years to rebuild. Further, available housing may be unaffordable. As a result, finding a permanent housing solution for renters may be especially difficult. State, tribal, and local entities have a responsibility to encourage the development of rental resources, and promote the return of affordable permanent rental housing.

### **Originating from Public or Private Mass Housing Facilities**

Many individuals and families live in various short-term public and private housing facilities, including those created for educational, medical, rehabilitation, and correctional purposes. Housing accommodations provided to an individual by a public or private facility are generally temporary, and do not always meet the definition of primary residence as required for housing assistance qualification. An individual's primary residence may include a supervised or congregate care living facility if it is not a temporary housing situation, such as a group home, nursing home, or other supervised



living facility in the community. However, individuals who were temporarily staying in hospitals, correctional institutions, college campus dormitories, and other similar temporary accommodations may be eligible only for housing assistance if they can demonstrate that their primary/permanent residence was also affected by the disaster.

#### **Separated Households**

A household is defined as all persons (adults and children) who lived in a single pre-disaster residence – this includes the head of household and any dependents. A dependent is someone who would normally be claimed on the Federal tax return of the other, according to the Internal Revenue Code.

As related to applications for housing assistance, it is anticipated that household members who were living together before a disaster will remain together after a disaster. However, in some circumstances, remaining together after a disaster is not always feasible; some members of pre-disaster households may need to live apart temporarily or permanently in separate locations.

Both interim and permanent housing assistance may be authorized for pre-disaster household members residing in separate geographical areas after the disaster. This allows separated household members to apply for housing assistance and, if eligible, receive assistance independent of other pre-disaster household members.

#### **Household Pets**

The Stafford Act, as amended by The Pets Evacuation and Transportation Standards Act of 2006, requires that household pets be rescued, cared for, sheltered, and provided with essential needs. Past disasters have shown that many people will not evacuate if it means leaving their pets. It also requires that the individuals who care for household pets be taken into account prior to, during, and following a major disaster or emergency. This requirement does not apply to livestock and other animals not traditionally kept as household pets.

### **3. Long Term Community Recovery Considerations:**

Possible constraints/barriers to Long term Community Recovery:

- In the post-disaster environment, obtaining insurance becomes more difficult and more costly. Prices for new policies generally rise for about 18 to 24 months – if insurance is available at all.
- The capacity of local building and zoning department to ensure repairs or replacement of homes are properly sited, designed, constructed and inspected will be overwhelmed. Building departments will require additional resources to address reconstruction activities in their community.
- Rehabilitation, reconstruction, and replacement of permanent housing will be heavily influenced by the decisions of local employers. It cannot be assumed that all pre-disaster jobs will remain in the area. While some new businesses may relocate in the area after a disaster, some pre-disaster businesses may close and

501 others may take the opportunity to move permanently to locations that are more  
502 favorable. Regular unemployment and disaster unemployment assistance may be  
503 crucial.

- 504 • Their financial ability to secure and/or repair or rebuild permanent housing. For  
505 renters, this includes their ability to find and afford post-disaster rental housing.  
506 For homeowners and landlords, this includes whether they had adequate insurance  
507 and/or the ability to finance the cost of repairs or rebuilding. This will also be  
508 influenced by the availability and cost of building materials.
- 509 • The timeliness and effect of local land use decisions, environmental and historic  
510 preservation laws, building codes, and permitting processes, including the  
511 implications for where, how, and whether homes can be rebuilt.
- 512 • Recovery of the community infrastructure such as police, fire service, healthcare,  
513 public transportation and schools will also influence neighborhood re-habitation  
514 following an event.
- 515 • Decisions by neighboring property owners to rebuild or abandon damaged  
516 structures. A large number of owners deciding not to rebuild can create  
517 substantial problems for the neighbors that do rebuild.

#### 518 4. **Risk & Vulnerability Assessments**

519 Risk and vulnerability assessments are an integral part of pre disaster planning. When  
520 used in conjunction with the capabilities assessment, they provide state, local, tribal and  
521 territorial governments with an important bundle of tools for creating and confirming the  
522 validity of their disaster housing plans.

523  
524 Housing practitioners should consider their community's geographic location and  
525 features, climatic tendencies and historical disaster data to determine their risks to which  
526 types of disasters that are more likely to occur in their community, and which types of  
527 disaster that are less frequent but potentially more deadly and destructive if occurred.

528  
529 Housing practitioners should also identify community vulnerabilities and provide  
530 additional levels of assistance due to special needs, low income or other conditions. This  
531 should be done in conjunction with assessing the community's built environment such as  
532 the type, age, architecture, and construction standards of its housing stocks, commercial  
533 buildings, public facilities and infrastructures. For housing, the assessment should  
534 consider also housing affordability and vacancy rates, which may challenge how soon  
535 displaced households can reestablish permanent housing, and in turn impact on how long  
536 interim housing would be needed.

Furthermore, the assessment should evaluate vulnerability in the community's resources and capacity to coordinate, communicate and implement disaster assistance in the aftermath of a disaster. This may entail looking beyond government organizational capacity alone to include sources of its revenues. Instead, the community and local government may include a joint assessment with private sectors partners to assess the vulnerability of the local economic drivers (i.e., its largest employer or sources of commercial activities and tax revenue such as tourism) and the impact of their disruptions or destruction may have on the government's capacity to provide and sustain housing assistance and recovery.

The nature and magnitude of the disaster, along with complexity of individual and household needs, community characteristics and available housing options, will determine the types of shelter, interim housing, and permanent housing programs and resources that will meet the needs of the community and individuals.

#### Risk & Vulnerability Assessment Considerations

*Geographic Location:* Geographic location can impact the exposure a community will have to a disaster. It is especially critical in communities located in areas of known threats, such as floodplains, along hurricane-vulnerable coastlines or near earthquake fault lines.

*Historical Disaster Information:* Historical data can provide knowledge about scope and scale of a potential disaster

*Community Characteristics:* Communities that are high in populations that require special support will need to understand where those populations are, and what their housing needs will be immediately following a disaster.

*Housing Characteristics:* Housing location, construction, age and primary housing materials used should be known to housing practitioners because they will affect the damage potential to community housing stock.

### 5. Identifying baseline housing capacities

A completed capabilities assessment prior to an event will enable housing practitioners to compare established baseline capabilities with the anticipated requirements generated pre and post event. The analysis will identify needs or shortfalls that will have to be filled in order to provide adequate housing for the disaster survivors. The checklist below can guide the practitioner in understanding what capabilities currently exist. It should be noted, that these questions are not exhaustive, and should provide the starting point for a capabilities assessment.

By assessing capabilities and determining where shortfalls are possible, the lead organizations can work with the private sector, the state and the Federal government to increase local capabilities which will decrease potential shortfalls immediately following a disaster. Consideration should be given to the demographics of the area, housing stock

and potential site locations. By establishing what resources are available pre-disaster, a stakeholder can create a projected timeline for assistance delivery. Listed below is a checklist for each phase of the housing continuum to help Practitioners establish baseline capabilities.

**Sheltering and Mass Care Baseline Capabilities Checklist**

- ☐ Does the jurisdiction have a Mass Care or Shelter plan incorporated into or as an annex of its Emergency Operating Plan?
  - ☐ If so, do the plans that identify what organizations support sheltering?
- ☐ Has the jurisdiction identified the agency and/or individual who serve as the lead for the planning and execution of sheltering activities?
- ☐ Does the jurisdiction have plans that address:
  - ☐ General Population?
  - ☐ Medical Needs population?
  - ☐ Household pet population?
- ☐ Does the jurisdiction have an estimate of the number of:
  - ☐ The potential shelter population requirements for people?
  - ☐ The shelter population requirements for household pets?
- ☐ Does the jurisdiction know the requirements for quantities/availability of the following resources to meet the sheltering requirement?
  - ☐ Facilities?
  - ☐ Supplies?
  - ☐ Trained staff?
- ☐ Does the jurisdiction have access to the National Shelter System (NSS) or an equivalent system for management of shelter facility information, shelter operations and population reporting?
- ☐ Does the jurisdiction have plans to operate any shelters other than General Population, Medical Needs and Emergency Household Pet shelters?
- ☐ Have the facilities that have been identified as resources been surveyed for accessibility and ability to meet the community's needs?

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**Interim Housing Baseline Capabilities Checklist**

- ☐ Has the state identified a lead agency to convene a SLDHTF at the Joint Field Office to evaluate housing requirements?
  - ☐ If yes, what is the lead agency?
  - ☐ Has the state identified support agencies? If so, whom? Has the state convened the SLDHTF to conduct preparedness activities, including planning?
- ☐ Does the state/jurisdiction currently inventory rental properties?
- ☐ If yes, have buildings been identified as transitional shelters?
- ☐ If yes, can buildings accommodate the physically disabled in accordance with the Architectural Barriers Act/American for Disabilities Act?
  - ☐ Does the state/jurisdiction have an agreement with other states to host evacuees if need exceeds capacity?
  - ☐ Does the state/jurisdiction have an inventory of commercial manufactured housing pads including availability status?
    - ☐ If no, do you have a plan in place to collect inventory?
- ☐ Has the state/jurisdiction identified prospective group site locations?
  - ☐ If no, do you have a plan in place to identify?
- ☐ Does the state have a plan to expedite housing permits, including those needed for group site development?
- ☐ Does the state Department of Transportation (DOT) have a plan to expedite permits to transport manufactured housing units specifically for disaster housing?
- ☐ Does the state/jurisdiction have adequate building inspector resources to increase building inspection capacity?
- ☐ Does the state/jurisdiction have adequate inspector resources to increase capacity to mark utility lines (“Call before you dig”)?
  - ☐ Does the state/jurisdiction have a communications plan in place to distribute information on housing assistance?
  - ☐ Does the state/jurisdiction have a plan in place to compile damage assessments, affected persons reporting, and structural inspection information to estimate housing requirements?
- ☐ Is there a long-term plan to meet the needs of persons displaced for more than 18 months?
- ☐ Does the state/jurisdiction have the capacity to provide caseworkers for impacted survivors?
- ☐ Does the state have a point of contact for utilities installation?
- ☐ Has the State identified an acceptable formaldehyde level for manufactured housing units?
- ☐ Has the State/jurisdiction identified what types of temporary housing units can be used?

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**Long Term and Permanent Housing Capabilities Check List**

- ☐ Does the community have an identified housing need?
  - ☐ Rental Units?
  - ☐ Permanent Housing?
  - ☐ Repair and Reconstruction?
  - ☐ Relocation
- ☐ Has the agency identified the permanent housing vacancy rates?
- ☐ Has the jurisdiction pre-established a coordination system for implementing community recovery activities?
  - ☐ Are there staff resources to “surge” during recovery activities?
  - ☐ If no, can the jurisdiction sign a Memorandum of Understanding (MOU) with a neighboring jurisdiction for additional staff?
- ☐ Do you have an approved or registered contractors list for repair and reconstruct properties?
- ☐ Has the agency identified any alternative organizations to provide technical assistance?
  - ☐ Example: Engineer or architecture students at local colleges and universities
- ☐ Has the local government identified sites that are available to be converted from interim housing to permanent housing?
- ☐ Has the agency identified which units are compliant with the American with Disabilities Act?
- ☐ Does the community have a waiting list for affordable housing?
- ☐ For affordable housing, is there an application process in place?
  - ☐ Is there a modification plan in case of a disaster?
- ☐ Does the community have a housing trust fund in place?
  - ☐ If yes, are there provisions in the trust fund that address disaster recovery?
- ☐ Has the community identified tax credits that can be used by disaster survivors for permanent housing?
  - ☐ If yes, is there a plan in place to educate community members of tax credits?
- ☐ Does the Community Development Agency have an allocation method for supplemental funding?
- ☐ For rural communities, are there existing USDA loan guarantee programs in place?

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593 **6. Overarching Planning Assumptions**

- 594 • Long-term community planning for recovery and redevelopment, prior to and
- 595 directly after the event, is important to the success of permanent housing
- 596 strategies. A State-Led Disaster Housing Task Force will facilitate coordination
- 597 of disaster housing assistance, and implement cost-effective solutions appropriate

- for the impacted communities. Planning must include transportation and utility infrastructure. Energy, potable water, and sewerage must all be available to support community repopulation following a disaster
- Schools, congregate care facilities, home health services, medical facilities, child care and other essential community and human services must be re-established for successful housing recovery. The close proximity of available community services to permanent housing can speed and enhance recovery.
  - Sheltering, interim, and permanent housing plans will need to be developed with consideration for climate, geography, and the cultural needs of the affected community.
  - Disaster survivors must have buy-in for their housing decision. The applicants' opinions must have value and be weighted toward the overall decisions. If applicants are not satisfied with the explanations of the collective housing plans, they may disengage or leave the community.
  - Funding must be spent appropriately to meet the housing need. Rebuilding usually takes more time than people would prefer, and individuals need to prepare for this extended timeline.
  - Immediate messaging to explain long term recovery processes must be prepared and updated as soon as the event occurs. Messaging must set realistic expectations for the coming months and years. The need for expedited construction and repairs in the interest of public safety should be balanced with the equal but more time-consuming objective to incorporate mitigation into new, upgraded building standards when considering construction options.
  - Insurance is the first line of defense in personal recovery. Households whose permanent housing recovery needs are satisfied by insurance recover much faster than households that rely on other public or private recovery resources.
  - Partnerships between the government and NGOs have the potential to produce strong results on any disaster where there are large numbers of destroyed dwellings and businesses.
  - All housing phases must address the needs of those with disabilities and medical conditions affecting their environment.

### Sheltering Planning Assumption

- Shelter operations are primarily a local responsibility and will initially rely on resources currently stored or available within a community.
- When the capacity of local/tribal/state sheltering options are exceeded, sheltering options outside the impacted area may be necessary until housing resources become available in the respective area or community. States should establish mutual aid compacts to establish sheltering agreements with neighboring municipalities and states prior to disaster is recommended.
- People generally prefer sheltering near their affected property.
- Many affected households will opt to stay with family and friends (Self Sheltering) in the surrounding areas.
- Emergency planners should anticipate ten to twenty percent (10 - 20%) of those affected by the disaster to seek congregate care shelter services.
- Shelters that are not pre-identified, or Spontaneous shelters will emerge in the aftermath of a disaster. To the greatest extent possible, local/tribal emergency management will need to identify and coordinate resources and communications for these shelters.
- NGOs will actively participate in providing shelter services. Private sector organizations will seek ways to participate in disaster response. Emergency planners should anticipate this action and be prepared to integrate private sector resources into their operations.
- Service animals will be allowed to remain with the persons they serve in all public places, including shelters.
- Jurisdictions will need to assist individuals and households that are ineligible for government housing programs in finding solutions to their housing needs because this impacts when shelter operations can conclude.
- When developing plans for operating and closing congregate shelters, it will be necessary to consider accommodating personnel required to support the response and recovery process.
- Secondary events, such as fires, floods, and hazardous material spills, may further restrict the availability of shelter sites. Urban areas with high concentrations of industry and population may be at a higher risk of such hazards.
- Jurisdictions will need to plan appropriately to provide emergency household pet shelters near the survivors who bring their pets to shelters.
- Whenever possible, access to FEMA's disaster registration process will be provided in congregate shelters, including special needs shelters.
- An effective communication system with established shelters will need to be coordinated by the local/tribal officials, with federal and state support as needed.



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**Interim Housing Planning Assumptions**

- Households should be placed in temporary housing as close as possible to their original home or community;
- Relocation to neighboring municipalities and states may need to be arranged for interim housing once local resources reach a breaking point. Sites for placement of manufactured housing in the disaster area will need to be evaluated to determine feasibility and timelines.
- Statutory prohibitions or requirements, or lack of statutory authority, may limit federal, state, tribal, and local departments and agencies ability to provide interim housing solutions that may be preferred by survivors.
- Wrap around services will be considered when selecting community site locations, and may be integrated into the community site design where necessary and feasible.
- Some interim housing solutions can be transitioned into permanent housing solutions.

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**Long-Term Housing Planning Assumptions**

- In the interim and permanent housing phases, construction resources in some areas will be overwhelmed, and the construction industry, including materials, labor and equipment, will be impacted by the disaster. Augmentation of indigenous construction capabilities with assistance from outside the disaster area may be required to achieve an acceptable rate of reconstruction.
- Meeting various regulatory and administrative requirements, ranging from environmental and historic preservation considerations to Davis-Bacon minimum wage provisions to licensing/building codes, and meeting any accessibility requirements can significantly slow down the repair or rehabilitation of damaged dwellings and construction of interim housing.
- Timetables for rebuilding need to budget time to carry out procedures required to meet environmental and historic preservation requirements. They also should factor in availability of building inspectors and licensing officials, availability of labor and materials and their logistics, market factors including interest of private sector builders, etc. Case management will be a critical need for many disaster survivors to successfully transition from interim to permanent housing.
- Low-income households and many pre-disaster renters, particularly those who may have lost their jobs in the disaster, will constitute an especially difficult portion of the caseload because affordable housing options may be limited. Catastrophic incidents require extra coordination and resources to achieve permanent housing.

## B. Capacity Building

### 1. Promoting Communication

How effectively you communicate at each point during the response and recovery will impact the community's success during the housing response. Immediately following a disaster during shelter operations through the long term housing phase the communication plan should address two target audiences:

1. The individuals and families that will require shelter, interim housing or long term housing assistance
2. The partners and other stakeholders who will be involved in delivering housing assistance.

Communication plans should explicitly lay out forms of communication, the format that information is delivered by, and the frequency with which it is delivered. Guidance should emphasize the need for information to be clear, concise, mission-relevant, timely and accessible.

**Form:** How information is disseminated  
**Format:** How information is displayed  
**Frequency:** How often new information is given

When plans have been established, they need to be exercised properly so adjustments can be made where necessary. The assigned people will need to train their staff as outlined in the plan so everyone knows their role.

In developing communication capacity, it is especially important for the jurisdiction to pre-identify how it would collect, confirm, and circulate mission-critical information timely and accurately to its key decision makers, operational staff, and resource providers in a post disaster environment. In addition, the jurisdiction must also pre-identify how public messaging would be properly developed, vetted, concurred upon, and conveyed to the public in a form, format, and frequency that would be timely, accessible and useful to the public. Avoid unnecessary chattering and multiple sources of messaging that can be perceived by the public as inconsistent, inaccurate, or in conflict.

### Individuals and Families

Communicating with individuals and families requiring housing assistance should focus on providing timely and accurate information on what assistance is available, where and how to obtain or apply for it and the requirements related to eligibility and deadlines. When selecting the form and format for communication, the jurisdiction must consider

the diversity and inherent special needs of its population, and ensure their needs for example, language assistance and accessibility are met. Furthermore, good communication will entail anticipating and addressing concerns that individuals will have as they move through the different forms and phases of disaster housing needs. Accomplishing this will help to inform, instruct and set expectations as well as to promote recovery.

The communication plan should contain the protocol and identify the key players for meeting these communication requirements, such as how messaging would be vetted immediately following an event. Using the Form, Format, Frequency structure, here is an example of how you might begin to formulate a plan:

**Form:** Media, fliers, community meetings, public communications campaign, email/text message

**Formats:** Multi-lingual, brail, verbal

**Frequency:** As new information is available. More frequent at the beginning of a disaster as information develops, and regulate as the initial response concludes. Make your constituents aware

## **Jurisdictions, Partners and other Stakeholders**

Jurisdictions, Partners and other stakeholders involved in delivering housing assistance will require a robust communications plan because of the level of detail, accuracy, urgency and concurrence required. When formulating the communications plan, roles and responsibilities and scope of involvements of all stakeholders should be established. Specifically, plans should include their potential resource contacts, including shelter managers, hotel operators, and other contractors, and non-governmental staff that could be called upon during response and recovery. Communications plans will need to address how these different stakeholders communicate amongst themselves, how information will be collected and confirmed, and what is the leadership/chain of command to direct and adjust the timing and content of information to be shared internally and externally with the general public.

**Form:** Meetings, Planning Sessions, conference calls

**Format:** Electronic, memos, guides

**Frequency:** Stakeholders should convene on a regular basis to develop their communication protocol. During these meetings, a framework and timeline should be established that will be followed post event.

## **2. Promoting Intrastate & Interstate Mutual Aid Compacts (MACs)**

Put needed MOUs and Memorandums of Agreement (MOAs) in place between states, and within a state between the state government and its local jurisdictions. The intent is

to improve overall capacity of each state and local jurisdiction. The severity of disasters may at times overwhelm state and local response resources; mutual aid agreements provide an opportunity for neighboring jurisdictions or states to assist in providing personnel and resources to their impacted counterparts, thus ensuring the continued operational capacities of the affected jurisdictions.

### **Intrastate MACs**

Creating and updating mutual aid agreements requires participating organizations to have an awareness and understanding of each other's personnel, equipment, and technological resources. Ultimately, mutual aid agreements demonstrate a formal commitment by participating jurisdictions to provide a unified and coordinated response structure that is available for quick activation and sharing of resources during an emergency.

Examples of mutual aid agreements include but are not limited to the following:

- Agreements between emergency response groups resources/assistance (e.g., fire and police, emergency medical/ambulance)
- Resource Agreements with private sector (e.g., outside assistance, personnel, equipment).
- Agreements for providing and receiving debris clearance providers
- Agreements for alert and notification and dissemination of emergency public information
- Agreements between medical facilities/personnel inside and outside the jurisdiction (e.g., for using facilities, accepting patients)
- Evacuation agreements (e.g., use of buildings, restaurants, homes as shelters/lodging, relocation centers; transportation support), including agreements between jurisdictions for the acceptance of evacuees.
- Agreements between state and local agencies responsible for building codes to help supplement local building officials after a disaster with inspection and permitting responsibilities.
- Response and recovery team compositions, structures, equipment, communications interoperability, and training and accreditation standards are frequently addressed within mutual aid agreements.

### **Interstate EMAC**

The Emergency Management Assistance Compact (EMAC) is a Congressionally ratified organization that provides structure to interstate mutual aid. It is a national governor's interstate mutual aid disaster relief compact that facilitates the sharing of resources, personnel and equipment across state lines during disaster and emergency times. Through EMAC, a disaster-affected state, with a governor-declared State of Emergency, can request and receive assistance from other member states quickly and efficiently.

The assistance and resources are used to supplement the states' own resources and does not replace Federal support. All 50 states, the District of Columbia, Puerto Rico, and the U.S. Virgin Islands have ratified the Compact. Within the provisions of the Compact, states receiving assistance are legally responsible for reimbursing assisting states and

liable for out-of-state personnel. This significantly reduces the confusion sometimes associated with interstate assistance:

- Maximizes use of all available resources
- Coordinates deployment of EMAC resources with National Response Plan resources
- Expedites and streamlines delivery of assistance between member states
- Protects state sovereignty
- Provides management and oversight

Both intrastate and interstate mutual aid agreements are an effective means for states and local governments to leverage existing and new assets to the maximum extent possible.

### 3. Training & Exercises

Training and exercises should involve key stakeholders who will be responsible for developing and implementing the disaster housing plans. These activities should focus on testing and improving:

1. Validity and currency of a housing plan's premises in addressing both the common and rare but devastating disasters;
2. Effectiveness of the assistance delivery process and the applicability of the assistance to be delivered;
3. Knowledge, skills and ability of the staff and managers who will be responsible for planning and implementing disaster housing assistance and operations; and
4. Responsiveness and flexibility of the core disaster housing assistance planning, management and operational structures and system to adjust and integrate alternative/supplemental resources and approaches to deal with the rare but devastating events.

### 4. Identifying Innovative Approaches to Delivering Disaster Housing

The NDHTF will act as a central national level repository and catalyst for the collection, evaluation, sharing and stimulation of innovative approaches to disaster housing assistance (DHA) delivery. It will consider innovations based on three overarching guiding principles that:

- Innovation for the sake of novelty will be avoided. An approach that is merely new does not necessarily add value or represent an innovation,
- Innovative approaches should add value to the existing delivery process, assistance program or quality of the assistance (e.g. increasing timeliness, cost-effectiveness, or the range of assistance), and/or,
- Innovations should contribute to the long-term disaster recovery of the impacted households and communities.

## **Key Responsibilities**

The following define how the NDHTF will collect, evaluate, share and stimulate innovative approaches.

### **Collecting ideas via both a passive and an active means**

- Passive Collection – Organizations and individuals can voluntarily submit their approaches via the Disaster Housing Resource Center website <http://www.fema.gov/emergency/disasterhousing/> and related links.
- Active outreach & research – the NDHTF will actively reach out to and research for innovations from partners, subject matter experts, State and local organizations, and others involved with DHA through email communications, notices in professional journals, participation in conferences and advertising in trade magazines. The research component will also rely on internet based searches, after-action-reports, and emails with experts identified through partnerships.

### **Evaluating innovative approaches for their applicability and usefulness**

- Evaluation begins with the initial review by the NDHTF staff after the information on a particular innovative approach has been collected. Staff member will identify key characteristics of the approach using a NDHTF developed template (see Annex), and attempt to determine if the approach meets the three overarching principles cited above.
- A second and key step in the evaluation will involve an expert panel, who will bring disaster housing and related expertise and experience from the local, State, and Federal levels to assess innovations for their potential application to the relevant disaster event. To facilitate this process, the NDHTF will provide expert staff support to the Evaluation Panel as they consider various options and consider the specific requirements of the disaster.

### **Sharing of Innovative Approaches**

- The collection and review of innovations and best practices will result in a compendium of approaches that can be assessed and made more useful via:
  - A web-accessible repository
  - A dedicated group of technical staff to support practitioner's usage.

### **Stimulating innovative approaches relevant to existing problems faced**

- The NDHTF will foster new ideas and facilitate constructive dialog by sharing, on a quarterly basis, two or three targeted issues or shortcomings that have been captured via after-action reports (AAR) and other means, and determined by the Evaluation Panel and NDHTF leadership as significant and urgent.

## C. Mitigation

Communities should make decisions about both how housing is built or repaired and where it is located. These decisions will affect how the community recovers in future disasters. The following mitigation measures are part of enhancing preparedness and capacity to withstand against and to recover quickly from disasters. Build buildings that are stronger, in areas that are less vulnerable, and acquire sufficient and appropriate insurance to help cover cost for repairing and rebuilding, and replacing real and personal property lost. Each of these three mitigation focus areas includes key recommendations, expertise and actionable items.

### Structural Mitigation

The key focus for this section is to encourage local/state/tribal/territory governments to review their existing building codes and update them through the adoption, maintenance, and enforcement of latest best building codes and standards. The intent is build homes that are structurally stronger and safer against natural hazards such as floods, hurricanes, earthquake, extreme heat and cold temperatures, snow, fire, mold and other events. Following are some key recommendations and actionable items:

- For housing structures, the latest editions of the International Code Council series of the International Building Code (IBC) and/or the International Residential code (IRC) are acceptable codes and standards.
- FEMA and the International Code Council have established a Memorandum of Understanding (MOU) to address both pre-disaster and post-disaster cooperation. Language should be added to this MOU to specifically address building code issues to support the National Disaster Housing mission.
- The state agency responsible for building codes should be on the state task force to ensure appropriate building codes are used for both new construction and repair.
- The State Hazard Mitigation Officer can provide technical assistance on the specific hazards in the state, how the state may influence housing decisions, and funding opportunities available to mitigate housing stock. The State Hazard Mitigation Plan and local Hazard Mitigation Plans are a resource in making housing decisions.
- Remove any administrative or regulatory impediments to the adoption and use of disaster-resistant building codes and standards and incorporating best practices in floodplain management ordinances.
- Identify minimum acceptable building code requirements and quality assurance/quality control (QA/QC) processes for design, construction and inspection. Post-disaster assistance to building departments is an eligible activity under Hazard Mitigation Grant Program.
- The amount of repair and construction after a disaster can overwhelm the resources of local building officials. Representatives of local building officials

895 and others should identify how to supplement local building official resources  
896 after a disaster.

897 **Construction Options**

898 When considering construction options, usually construction management, funding and  
899 other administrative requirements—not building stronger or in safe locations--determine  
900 both the start and duration of a project. If mitigation of housing is considered at the  
901 beginning of a project, it will cause minimal or no delay in either the start or completion  
902 of a housing project.

903

904 **Site Selection**

905 In addition to adopting latest best building codes and standards for repairing, rebuilding,  
906 and rehabilitating homes, permanent housing plans should include comprehensive  
907 mitigation strategies that strive to minimize economic and housing impacts in future  
908 disasters. This could include seizing opportunities to move the most vital parts of the  
909 community out of high risk areas. In other cases, such as waterfront or other  
910 infrastructure that must remain along the coast or shoreline or in a floodplain, objectives  
911 may include making them less vulnerable to damage through flood-proofing, elevation,  
912 or other structural mitigation approaches.

- 913
- 914 • Identify high hazards site that either must be avoided or require special design  
915 attention.
  - 916 • The State Hazard Mitigation Officer can provide technical assistance on the  
917 specific hazards in the state, how the state may influence housing decisions, and  
918 funding opportunities available to mitigate housing stock. The State Hazard  
919 Mitigation Plan and local Hazard Mitigation Plans are a resource in making  
920 housing decisions.
  - 921 • Special Flood Hazard Areas should not be used as sites to house disaster survivors  
922 unless no other alternatives exist as determined through the EO 11988 process.  
923 When no other alternate sites exists, ASCE 24, Flood Resistant Design and  
924 Construction, should be used for foundation design.
  - 925 • Sites for new or temporary housing—sites available for new or temporary housing  
926 should be investigated for natural hazard including flood, geologic, and  
927 environmental risk. Appropriate state agencies should be identified who can  
928 support identifying potentially suitable housing sites in an expedited manner.
  - 929 • All states have flood risk. The State NFIP Coordinator can provide support to the  
930 State Housing Task Force, especially in repair and new construction that can  
931 contribute to safe building/rebuilding by sound floodplain management.

931 **Insurance (NFIP, Residential/Business)**

- 932
- 933 • All states have flood risk. The State NFIP Coordinator can provide support to the  
934 State Housing Task Force, especially in repair and new construction that can  
935 contribute to safe building/rebuilding by sound floodplain management.
  - 936 • Insurance is the first line of defense in personal recovery. Households whose  
937 permanent housing recovery needs are satisfied by insurance recover much faster  
938 than households that rely on other public or private recovery resources.



#### IV. Role of the SLDHTF in Supporting Preparedness

While the pre-disaster preparedness discussed above can be achieved without the use of a SLDHTF, states are encouraged to adopt it as its primary “peace-time” mechanism for facilitating readiness activities, including interim housing planning efforts, during non-event times. The mechanism, members and methods developed to promote and coordinate stakeholders, planning and capacity building will add to the state’s responsiveness and effectiveness post disaster.

States selecting to establish a SLDHTF should develop a charter that identifies which components shall lead and support the SLDHTF following an event. Pre-identifying membership for a SLDHTF and ensuring that they are provided with current guidance on FEMA housing programs, other Federal programs, and the expectations associated with leading a SLDHTF will greatly improve program delivery following an event. Each state should pre-identify the SLDHTF membership, and ensures it include key housing experts whose role may be to monitor the status of the housing market in advance of a disaster and make informed recommendations in the event of a disaster requiring a housing mission.

The following is a typical list of SLDHTF’s pre-disaster housing preparedness activities:

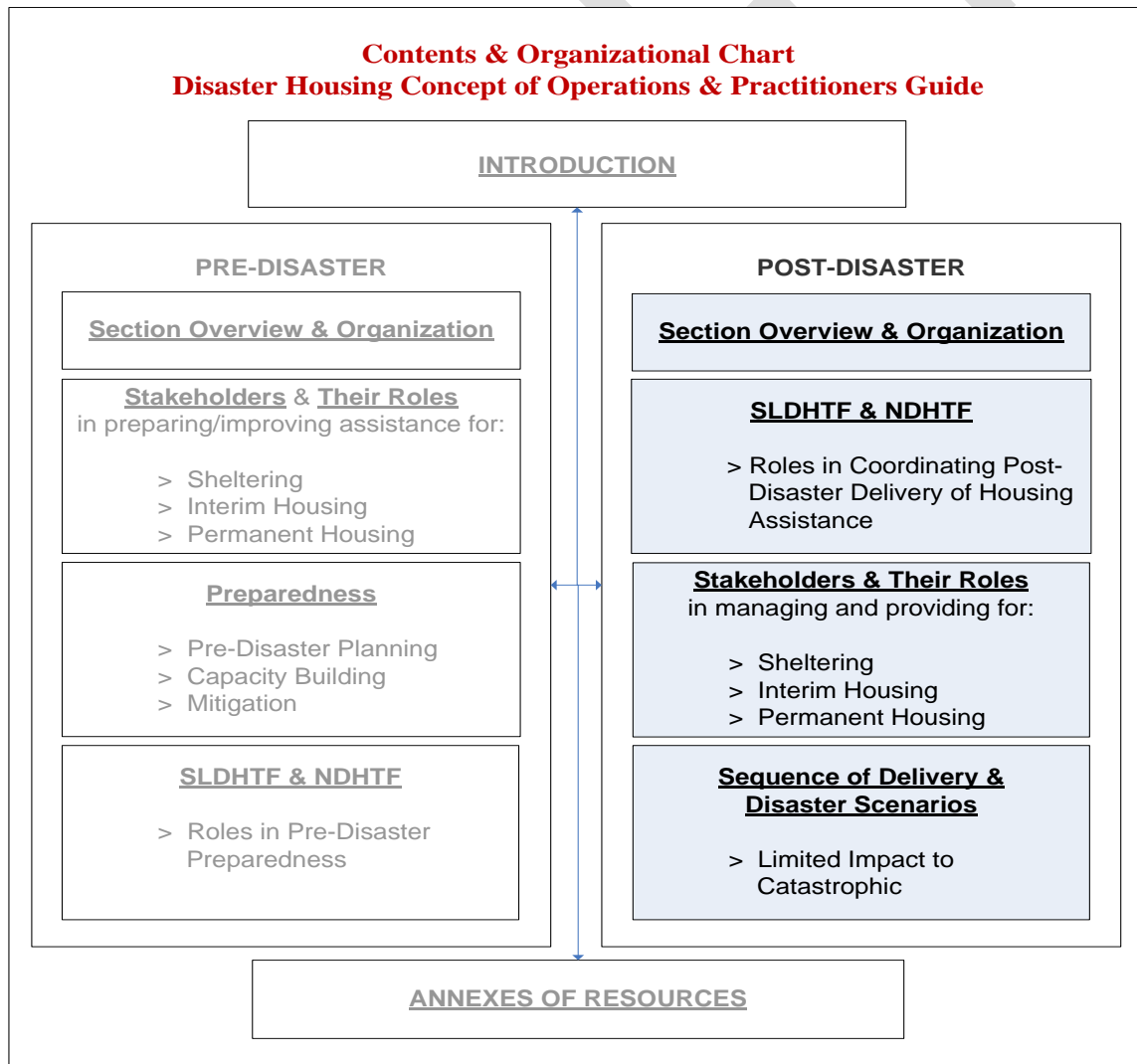
- Identify housing options for non-Federal declarations
- Determine local governments’ needs and objectives
- Solicit input from local human services programs to determine needs
- Provide local governments with information to facilitate preparedness
- Streamline permitting process and building code enforcement to better facilitate recovery
- Delegate expected actions and responsibilities for state entities in the event of a Governor’s Declaration of State of Emergency
- Identify opportunities for mitigation
- Improve State disaster housing capabilities
- Pre-identify disaster housing options and resources
- Pre-determine strategic placement of temporary housing units (i.e. within city limits) and provide technical assistance

FEMA Regions should coordinate with States to ensure they have access to the full range of funding and technical assistance available from the Federal government to develop a robust readiness posture for interim housing needs, and are aware of readiness planning activities that occur at the national level. Practitioners can refer to the State-Led Disaster Housing Task Force Guide & Reference in the Annex Section for more information.

# POST DISASTER

## I. Post Disaster Section Overview & Organization

This section explains how the SLDHTF and the NDHTF support post disaster housing missions. It outlines how the SLDHTF is structured and coordinated to facilitate state leadership, full participation of key stakeholders. Further, it illustrates the use of innovative solutions to systematically, simultaneously and strategically address sheltering, interim and permanent housing needs. This Section describes the general sequence of assistance delivery, and how, through the use of different disaster scenarios, the core group of stakeholders and activities for determining and delivering assistance can be enhanced and adapted to different situation through the inclusion of supplemental resources, methods and players. The following table highlights the three (3) key topics under the section on Post Disaster.



## II. SLDHTF’s Role in Post Disaster Housing Assistance

When the impact of the disaster requires the development of interim housing options, the State will be expected to convene a Disaster Housing Task Force as outlined in the Strategy to bring together State, Tribal, local, Federal, non-governmental and private sector expertise to evaluate housing requirements, consider potential solutions, and propose recommendations, some of which may require national-level concurrence or engagement. States are also encouraged to include disability organizations and advocacy groups on the Task Force to provide advice regarding housing requirements for those with special needs or limited English proficiency.

Post disaster, states that have already established a standing SLDHTF should activate it immediately. For states that have not, it is strongly recommended that they set up such a coordination body as soon as possible. This section outlines the organizational and operational framework that underlies the purpose and effectiveness of the SLDHTF.

1. Organizational framework: designed to facilitate such systematic, simultaneous and strategic approach that also enhances participation and expedites good decision-making and communication
2. Operating guidance/schedule: designed to provide a structure for promoting communication, concerted approach, cross sector and cross focus approach.

### A. Sheltering, Interim Housing, and Permanent Housing Committees

It is recommended that the SLDHTF be organized into three working committees: sheltering, interim housing, and permanent housing. The purpose for this organizational strategy is to ensure total and timely focus can be *systematically, simultaneously* and *strategically* given to these three important and interlocking areas of disaster housing needs from day one and throughout. This organizational approach is also designed to promote participation, communication and collaboration among the large and diverse number of stakeholders representing all levels of government, and private, non-profit and public sectors, whose is critical to the disaster housing assistance and recovery effort.

#### **Activation**

When the SLDHTF is activated, the three working committees will mobilize and operate concurrently. Cross committee coordination and communication will be facilitated through a *Unified Leadership* and an *Integrated Planning and Reporting Process* discussed below. Committee activities include needs assessment, resource identification, shortfalls analysis, and solution development. Each committee’s members should be representative of organizations with similar needs and interests, or with expertise, authority or resources relevant to the committee’s focused assistance area.

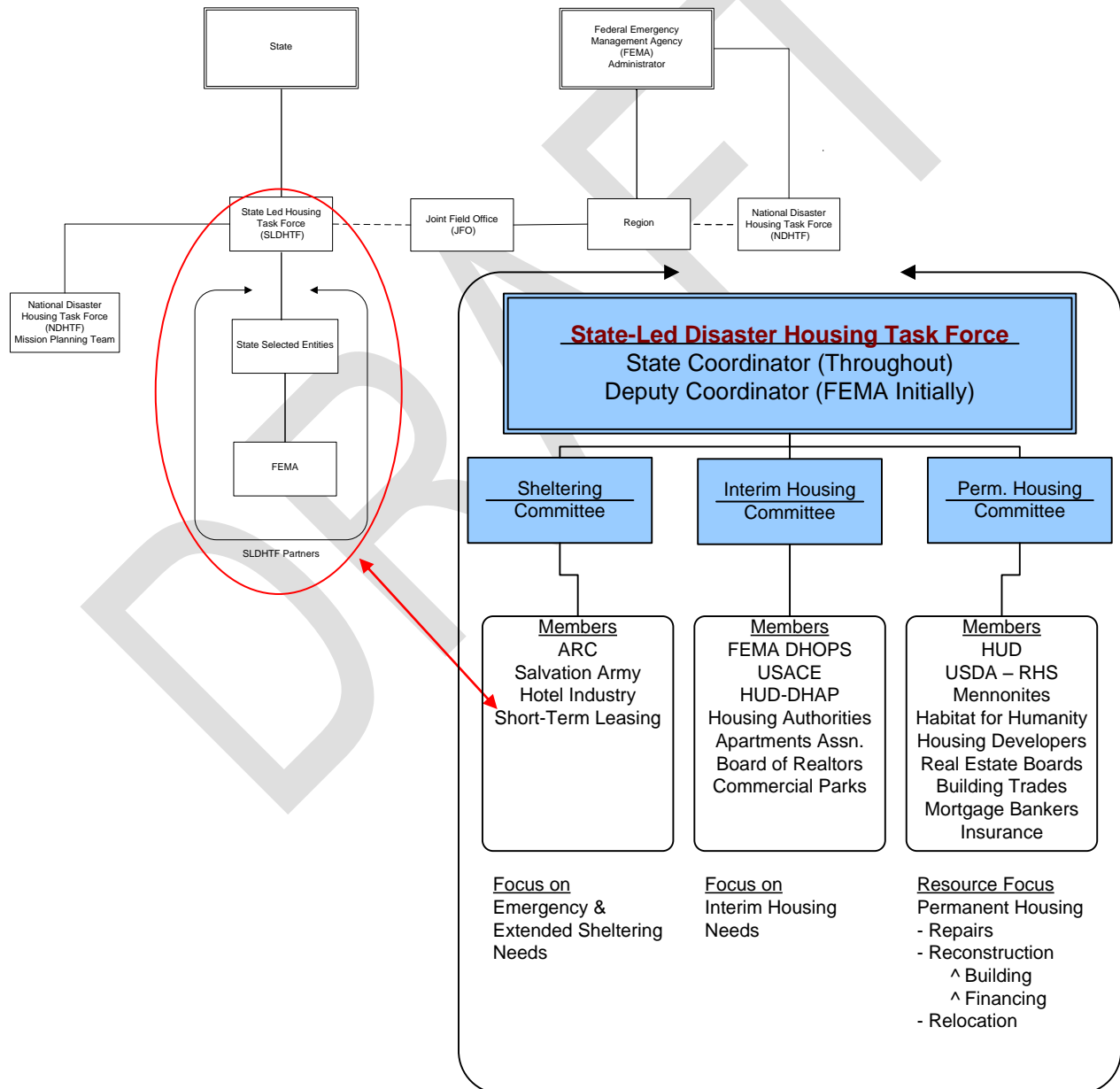
#### **Committee Leads**

To enable every committee to maintain its focus and to operate independently and effectively on its own, each committee should have at least one experienced and well-

supported lead who is not the same person(s) leading the overall SLDHTF. The ideal arrangement is to have two co-leads representing different sets of resources, organizations, or levels of government. These co-leads should be from organizations that possess the most relevant expertise, authority, or resources in their committee's focused area and are prepared to commit time and energy to lead their committee's work as well as ensure recruitment of additional, appropriate stakeholders.

### Organizational Chart and Proposed Committee Members

The Following diagram details the organizational approach and proposed membership in the SLDHTF:



**Schedule**

Each committee's focus will result in its own work pace, milestones and deactivation schedule. While there will be regular leadership meetings between the SLDHTF lead and all committee co-leads, each committee's co-leads will also hold meetings with their stakeholders. As each committee completes its mission or concludes no action is needed, its co-lead will advise the SLDHTF leadership and commence stand down of its disaster activities. In a smaller disaster it is possible that only the Interim Housing Committee will remain active because extended sheltering and permanent housing needs are met or not required. For a disaster with permanent housing need, the Permanent Housing Committee can continue as part of the local and state long-term recovery operations.

**B. An Integrated Planning & Reporting Structure**

The objective is to promote collaborative planning and cross-committee communication in a format and frequency that is transparent, consistent and accessible, while reinforcing each committee's focus on its assigned housing assistance area.

The integrated planning and reporting process will provide each committee with its own relevant set of operational objectives, timeframes, and milestones to help guide the focus and pace of their activities. The reporting process suggested here is a series of 5 reports due on Disaster (D) +5 days, D+15 days, D+30 days, D+60 days, and D+90 days. This process recognizes that while all three housing assistance areas are important, not all share the same immediacy, and each committee needs a different operating time frame to adequately assess and address its areas of housing needs.

The earliest reports (D+5 through D+30) will focus strategically on sheltering needs assessments and solutions for emergency and extended sheltering needs that exceed pre-identified mass care capacity. These reports may benefit from input and assistance from members of the Interim and Permanent Housing Committees. Likewise, the mid-term reports (D+15 through D+60) will focus on interim housing, and the latest reports (D+30 and D+90) on permanent housing. The proposed D+ days schedule can be adapted in special circumstances because it is important to provide sufficient time for the committees to perform their work and avoid unnecessary frequency. These reports are intended as strategic planning and reporting tools, not a substitute for daily reports. The table below captures the content and relationship of these integrated Reports:

Plan/Report Schedule	Sheltering Committee	Interim Housing Committee	Permanent Housing Committee
D+5	<ul style="list-style-type: none"> <li>Focus on sheltering requirements – especially emergency and extended sheltering needs that go beyond pre-identified mass care capacity, and</li> </ul>		

Plan/Report Schedule	Sheltering Committee	Interim Housing Committee	Permanent Housing Committee
	<p>which may benefit from input and assistance from members of the Interim and Permanent Housing Committees.</p> <ul style="list-style-type: none"> <li>Identify additional emergency and extended sheltering resources, options, and propose preliminary strategies</li> </ul>		
D+15	<ul style="list-style-type: none"> <li>Present status of the sheltering mission; report progress on strategy implemented concerning additional emergency and extended sheltering requirements.</li> <li>Recommend next steps: additional time and resources needed; strategy and operational adjustment; and/or schedule for stand down</li> </ul>	<ul style="list-style-type: none"> <li>Establish initial forecast on temporary housing “ballpark” range based on disaster damage and impact assessments</li> <li>Identify locations of vulnerable populations with urgent housing needs and possible solutions; utilize report on extended sheltering</li> <li>Identify locally-specific (i.e., county-wide) temporary housing options (with focus on population retention)</li> </ul>	
D+30	<ul style="list-style-type: none"> <li>Present status of the sheltering mission; continued needs or deactivation status; lessons learned</li> </ul>	<ul style="list-style-type: none"> <li>Present state-wide and county-specific interim housing plans</li> <li>Update initial forecast on the magnitude of interim housing needs, such as the number of families needing interim housing and for how long</li> <li>Incorporate permanent housing findings</li> <li>Update on interim housing options</li> </ul>	<ul style="list-style-type: none"> <li>Present preliminary assessment on potential permanent housing needs, including early assessment of time needed to rebuild</li> <li>Assess feasibility, timeframe, and impact of home repairs option</li> <li>Assess relocation resources and feasibility</li> </ul>
D+60		<ul style="list-style-type: none"> <li>Review status of</li> </ul>	<ul style="list-style-type: none"> <li>Report refined</li> </ul>

Plan/Report Schedule	Sheltering Committee	Interim Housing Committee	Permanent Housing Committee
		interim housing mission, need for strategic and operational adjustments <ul style="list-style-type: none"> <li>▪ Validate temporary housing needs forecast and mission timeframe based on FEMA Pre Placement Interviews and Applicant Registrations</li> <li>▪ Confirm and review implementation progress of state-wide and local-specific strategies</li> </ul>	assessment on permanent housing needs, including timeframe for bringing back on line permanent homes and relocating displaced households <ul style="list-style-type: none"> <li>▪ Present preliminary long-term housing strategies , including impacted community’s plans to relocate, rebuild and repopulate</li> </ul>
D+90		<ul style="list-style-type: none"> <li>▪ Progress on interim housing mission</li> </ul>	<ul style="list-style-type: none"> <li>▪ Present permanent housing plan that describe impacted community’s strategy and timeframe for rebuilding homes, mitigation, relocating and repopulating its community</li> <li>▪ Plan should include how this Permanent Housing Committee may continue its operation at the impacted state and community levels</li> </ul>

1113

1114 **C. A Defined Leadership**

1115 The objective of a defined leadership is to facilitate independent initiatives and consistent  
 1116 focus by each working committee, while permitting the overall SLDHTF leadership to  
 1117 remain strategically focused and comprehensive.

1118

1119 ***SLDHTF Coordinator***

1120 The SLDHTF coordinator will facilitate communication and collaboration among all  
 1121 three Working Committees. The SLDHTF coordinator ensures that each committee  
 1122 understands of the issues and associated activities are informed by its members’ findings,

1123 experience, and perspective, as well as the findings and input from the other committees.  
1124 To facilitate this inter-committee collaboration, the SLDHTF coordinator will hold  
1125 regular steering committee meetings with the co-leads from all three Working  
1126 Committees, where draft content of each of the D+ Reports will be thoroughly reviewed,  
1127 any proposals refined, and activities coordinated prior to being finalized and published.  
1128 The objective is to promote collective planning, so that a more comprehensive,  
1129 innovative and locally-suitable plan and package of assistance for housing recovery can  
1130 be produced.

1131  
1132 The SLDHFT coordinator should not serve as a co-lead in any of the Working Committee  
1133 to avoid being bogged down by any one area and losing view of the larger and longer-  
1134 term picture.

1135  
1136 ***Steering Group***

1137 The Steering Group will be chaired by the State and supported by a deputy from FEMA,  
1138 recognizing the role FEMA plays in coordinating Federal assistance for sheltering and  
1139 interim housing. FEMA can also provide technical assistance in the beginning of the  
1140 disaster to help the SLDHTF become operational. If FEMA does provide this support, a  
1141 transition plan will be in place identifying the timeframe and milestones for the transition  
1142 of duties from the FEMA deputy coordinator to a State designee. The other members of  
1143 the Steering Group will be comprised of the co-leads from the three work committees.



1145 **III. Stakeholders Post Disaster Roles & Responsibilities**

Post Disaster Stakeholders' Key Roles & Responsibilities		
A. Local Governments		
<u>Sheltering</u>	<u>Interim Housing</u>	<u>Long-Term Housing</u>
<ul style="list-style-type: none"> <li>Identify sheltering needs and coordinate with all agencies and organizations that support sheltering to ensure needs are met</li> <li>Ensure close coordination across shelters during a disaster</li> <li>Facilitate support services as needed</li> <li>Coordinate with State for provision of additional sheltering and / or support when local capacity is exceeded.</li> </ul>	<ul style="list-style-type: none"> <li>Engage with various state, tribal, Federal, private-sector, and nongovernmental partners to find the best housing solutions for their community</li> <li>Include a range of physically-accessible buildings and suitable land in housing options</li> <li>Ensure the availability of local services for residents throughout their stays in disaster housing</li> <li>Provide clear and consistent messaging to elected officials and the general public</li> <li>Refer disaster survivors to community organizations that can provide additional support</li> <li>Establish building codes and zoning regulations and consider issuing waivers to local zoning and ordinances to accommodate interim disaster housing</li> <li>Ensure integrated efforts across government offices, the private sector, and nongovernmental organizations during the implementation</li> </ul>	<ul style="list-style-type: none"> <li>Develop and implement a long-term planning strategy</li> <li>Direct land use decisions, building and occupancy inspections and permits</li> <li>Provide and restore basic services such as water and sewer, trash pickup, public transportation, police, and fire</li> <li>Work closely with privately owned utilities to restore services</li> <li>Consider how to provide or encourage provision of adequate, hazard-resistant housing for all income groups and special needs populations, such as the elderly and persons with disabilities</li> <li>Ensure compliance with fair housing and civil rights laws, protecting citizens and meeting Federal requirements</li> <li>Adopt, maintain, and enforce modern building codes, or review and update current building codes to reflect the latest standards applicable to their geographic area</li> <li>Remove regulatory barriers to reconstruction</li> <li>Encourage construction methods that emphasize high quality, durability, and energy efficiency</li> <li>Ensure an adequate number of trained building inspectors, either through existing capacity or additional training</li> <li>Enact and enforce consumer</li> </ul>

Post Disaster Stakeholders' Key Roles & Responsibilities		
	phase of recovery projects and activities	protection laws to combat fraud
<b>B. States, Territories, &amp; Tribal Governments</b>		
<u>Sheltering</u>	<u>Interim Housing</u>	<u>Long-Term Housing</u>
<ul style="list-style-type: none"> <li>• Coordinate with all agencies in the State to ensure that resources, including equipment, facilities, supplies, and personnel, are available to support shelter operations when required to do so</li> <li>• Coordinates among jurisdictions within the State to identify and fulfill shortfalls through execution of mutual aid and assistance agreements.</li> </ul>	<ul style="list-style-type: none"> <li>• Ensure the safety and security of their residents by working in conjunction with local and Federal officials to establish requirements for interim housing, evaluate options, determine which are best, and, if requesting Federal assistance, take responsibility for the assistance when it is provided</li> <li>• Finalizes housing requirements put forward by the SLDHTF</li> <li>• Request assistance from the Federal Government to determine which SLDHTF options best meet State needs</li> <li>• Work with Federal partners to make plans to quickly transition Federally provided assistance, services, and/or temporary housing structures to State oversight and management</li> <li>• Tribal Nations facilitate and oversee a case management process that is accessible and inclusive and partner with other governments to provide timely information and</li> </ul>	<ul style="list-style-type: none"> <li>• Promote modern building codes, mitigate flood and other risks for all income groups and special needs populations who lived in the disaster-impacted areas</li> <li>• Provide state resources, and identify or request Federal resources that are available for developing permanent housing</li> <li>• Combat fraud during disaster recovery by enacting and enforcing consumer protection laws</li> <li>• Act as a conduit between the Federal government and local governments to provide access to funds (CDBG, HOME, HMGP)</li> <li>• Employ innovative strategies, such as with a trust fund, to provide a funding stream for housing reconstruction and recovery.</li> </ul>

Post Disaster Stakeholders' Key Roles & Responsibilities		
	<p>manage expectations</p> <ul style="list-style-type: none"> <li>• Tribal Nations may also establish a system to apply, receive, and manage recovery grant resources unique to tribes.</li> </ul>	
C. Federal Government		
<u>Sheltering</u>	<u>Interim Housing</u>	<u>Long-Term Housing</u>
<ul style="list-style-type: none"> <li>• Provide assistance through ESF #6 – Mass Care, Emergency Assistance, Housing, and Human Services including policy, guidance, and resources to support and build local and State capability</li> <li>• Provide assistance through the Stafford Act, Public Assistance Program (when approved) which may reimburse a portion of sheltering and mass care and emergency assistance costs</li> <li>• Augment, as requested, State and local services and resources, such as feeding, shelter management, facility maintenance, security, emergency supplies, medical, veterinary, mental health and emotional support services, family reunification, and other emergency assistance</li> <li>• Provide support, as necessary, to States that host evacuees</li> <li>• Coordinate the availability of and</li> </ul>	<ul style="list-style-type: none"> <li>• Establish and maintain a framework of guidelines, capabilities, and resources designed to support State and local governments with a range of disaster housing options when the State requests support</li> <li>• Engage with State officials and coordinate Federal interim disaster housing efforts</li> <li>• Provide a range of physically-accessible interim housing options based on Federal authorities and capabilities during catastrophic incidents</li> <li>• Tailor housing options to meet State-specific requirements such as geography, climate, or cultural considerations.</li> <li>• Monitor and make necessary adjustments to Federal assistance programs and their delivery to more appropriately and timely address recovery needs of the affected states and local communities</li> </ul>	<ul style="list-style-type: none"> <li>• Provide financial and technical assistance to support the permanent housing decisions made by individuals as well as local, State, and tribal governments</li> <li>• Provide supplemental appropriations as authorized by the Congress</li> <li>• Provide disaster home loans, through SBA, directly to disaster survivors for refinancing, rebuilding, mitigation improvements to property, and personal property loss</li> <li>• Provide for use of Federal programs (HUD CDBG and HOME programs) for housing and other recovery-related activities</li> <li>• Make financing available for disaster survivors for rebuilding through FHA</li> <li>• Provide for sale of Federal housing stock</li> <li>• Provide for affordable housing through Federally subsidized public housing agencies and landlords</li> <li>• Implement USDA grant and loan programs to aid recovery of housing following a disaster.</li> <li>• Provide for use of tax credits,</li> </ul>

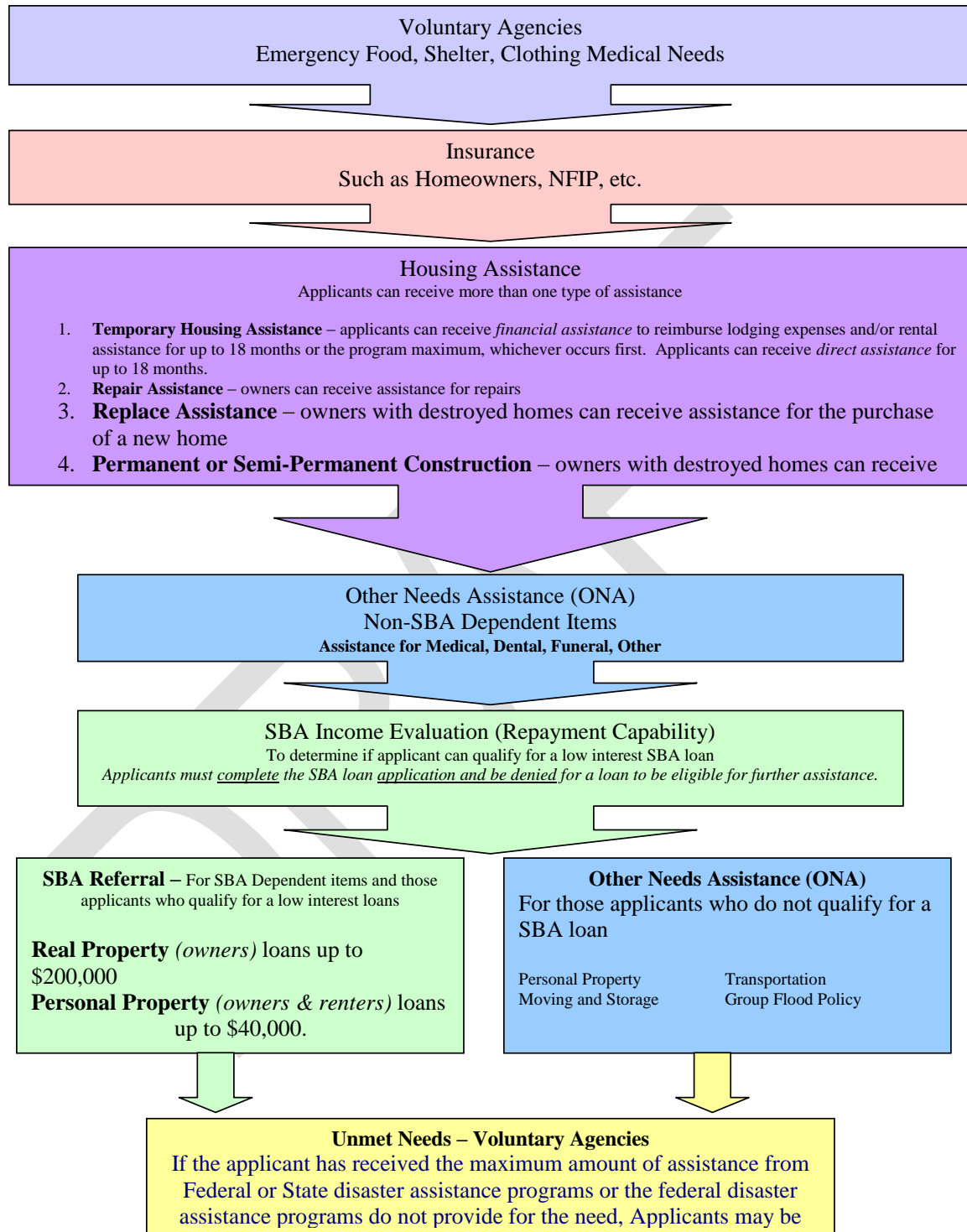
Post Disaster Stakeholders' Key Roles & Responsibilities		
<p>transportation to shelters located in other States during catastrophic incidents</p> <ul style="list-style-type: none"> <li>• Provide technical guidance, or material or human resources through FEMA, other Federal agencies, or contractors</li> </ul>	<ul style="list-style-type: none"> <li>• Communicate timely information to the public and manage expectations in coordination with local, tribal, and other stakeholders</li> </ul>	<p>such as the Low-Income Housing Tax Credit Program to raise private equity in order to fund the repair or new construction of affordable rental housing, and the</p> <ul style="list-style-type: none"> <li>• Provide for use of PAB program to enable lenders to support financially distressed properties damaged by a disaster</li> </ul>
<b>D. Non-Profit Sector</b>		
<u>Sheltering</u>	<u>Interim Housing</u>	<u>Long-Term Housing</u>
<ul style="list-style-type: none"> <li>• Provide sheltering and support services</li> <li>• Work with government and other NGOs at the local/tribal level to ensure sheltering needs and feeding are met quickly</li> <li>• Coordinate with local or State emergency management to ensure all disaster-affected populations are sheltered and create a plan for the opening and closing of shelters</li> </ul>	<ul style="list-style-type: none"> <li>• Assist individuals and households in locating interim housing along with cleaning, removing debris, repairing and rebuilding their damaged homes</li> <li>• Work closely with all levels of government to connect households with the wrap around services they need to resume their lives</li> <li>• Assist communities to establish long-term recovery committees to organize residents and bring community-based organizations, local government, and the private sector together to deal with recovery-related issues and unmet needs</li> </ul>	<ul style="list-style-type: none"> <li>• Build relationships with EM and other recovery officials in their communities</li> <li>• Take an active role in local disaster recovery planning, articulating resources and capabilities and establishing partnerships</li> <li>• Conduct various community workshops to determine priority issues for recovery</li> <li>• Incorporate lessons learned from previous disaster recovery experiences into housing strategies for the State Organizations Active in Disaster (VOAD)</li> </ul>
<b>E. Private Sector</b>		
<u>Sheltering</u>	<u>Interim Housing</u>	<u>Long-Term Housing</u>
<ul style="list-style-type: none"> <li>• Provide resources to support sheltering operations, including</li> </ul>	<ul style="list-style-type: none"> <li>• Offer property, products, services, and expertise to</li> </ul>	<ul style="list-style-type: none"> <li>• Bring expertise and critical services to permanent housing</li> </ul>

Post Disaster Stakeholders' Key Roles & Responsibilities		
<p>technical assistance, goods, services, facilities, and/or volunteers to support sheltering efforts</p> <ul style="list-style-type: none"> <li>• Operate shelters for their employees and their families</li> </ul>	<p>complement and support governmental housing efforts</p> <ul style="list-style-type: none"> <li>• Collaborate with government organizations in examining interim housing options, suggesting innovative solutions, and providing actual structures.</li> <li>• Perform wrap around services in locating and renting available dwellings to house disaster survivors</li> <li>• Work with building and construction professionals to rapidly repair and restore rental property that has been damaged as a result of the disaster</li> <li>• Lease existing mobile home/travel trailer pads for placement of temporary housing units, or land on which community sites may be constructed</li> <li>• Provide goods and services to support interim housing, either under government contracts or as donations</li> <li>• Provide building supplies can increase stocks of lumber, drywall and other materials needed to repair and rebuild damaged homes and businesses</li> <li>• Hire additional staff to increase capacity to meet the demands of the local rebuilding</li> </ul>	<ul style="list-style-type: none"> <li>• Provide insurance payouts, and continue to offer insurance to property owners and renters once homes are rebuilt</li> <li>• Provide, for local lending institutions, grants and other low-cost funds to finance housing</li> </ul>

Post Disaster Stakeholders' Key Roles & Responsibilities		
	effort <ul style="list-style-type: none"> <li>Assist employees by providing land for placement of temporary housing, assisting in job placement, or helping them to relocate within the company</li> </ul>	
F. Individuals & Families		
<u>Sheltering</u>	<u>Interim Housing</u>	<u>Long-Term Housing</u>
<ul style="list-style-type: none"> <li>Shelter in place or utilize other sheltering options, including public shelters, as described in household sheltering plans</li> </ul>	<ul style="list-style-type: none"> <li>Arrange for living space and actively seek to meet interim housing needs</li> <li>Work with disaster personnel to determine which option best meets household needs</li> <li>Evaluate personal housing options</li> <li>Register for assistance</li> <li>Seek additional information about housing options and eligibility requirements</li> <li>Supply necessary documentation to verify eligibility</li> <li>Maintain contact with government agencies, maintain any government supplied property, actively seek opportunities for permanent housing, and develop realistic expectations regarding the type and amount of government assistance they will receive</li> </ul>	<ul style="list-style-type: none"> <li>Seek out available replacement rental housing</li> <li>Make decisions to rebuild homeowner properties and / or rental units</li> <li>Coordinate with insurance providers and seek other financing as required; secure adequate resources to rebuild while meeting local government requirements</li> <li>Rebuild in accordance with building standards, codes, and elevation requirements</li> </ul>

1146

1147 **IV. Sequence of Delivery of Programs**



1148  
1149  
1150



**A. Direct Housing Assistance**

Unique among Federal programs that provide disaster housing assistance, FEMA’s Direct Housing Assistance is provided in the form of temporary housing units. However, this program is initiated only after all other forms of disaster assistance are unable to address the needs of displaced disaster survivors. It is an option of last resort - when a shortage of available affordable housing resources renders financial assistance inadequate, for instance.

Direct housing assistance is implemented as part of a “three (3) tiered” assistance delivery approach. (First), FEMA seeks to maximize the use of all surviving housing resources within the impacted community as interim and/or permanent housing through rental and home repairs assistance; (second), if needed and feasible, FEMA supplements the existing housing resources inside the community by bringing in “outside” resources such as temporary housing units via the direct housing assistance program; then (third), if the post disaster housing needs reached a “breaking point” when they become too large, too urgent for the existing and outside resources to adequately, timely and appropriately meet, FEMA would support the relocation of the displaced households to other areas where interim and/or permanent housing are available.

While direct housing assistance is typically provided to displaced households with no other feasible housing options for a period of up to 18 months or less, catastrophic disasters may require an extension of the period of assistance beyond the traditional 18 months, causing greater use of government resources.

The most common forms of direct housing units are manufactured homes and large recreational vehicles. Selection of disaster housing units are based on many factors, but units provided must meet or exceed all applicable construction, accessibility, and safety standards.

Direct housing requires substantial advance planning. Depending on the magnitude of the event and the number of households that require housing, manufactured housing units can be installed on private property adjacent to the damaged home, placed on leased pads at existing commercial sites, or developed as community sites. Installation of single units on an individual’s private property allows them to remain near their home while it is being repaired. However, the property must be large enough for the housing unit and have access to existing utilities. In some instances, the site may not be large enough to accommodate a housing unit or units large enough for the intended occupants.

If existing commercial sites are available in the area, using these facilities reduces site preparation by utilizing preexisting pads and utility connections. Manufactured housing can also be used to create community sites to accommodate multiple units when private sites are not feasible and/or commercial sites are not available. This option requires extensive construction including roads, water, sewer, electrical, and telecommunications lines. Whether commercial sites or community sites are utilized, designers must consider access to public transportation, police, fire, emergency medical services, health care



1196 facilities, educational institutions, places of employment, food, shopping centers, laundry  
1197 facilities and child care enabling individuals to successfully rebuild and return to work.  
1198 In addition to child care, commercial sites must also have safe play areas for children and  
1199 areas for household pets. The needs of elderly populations and individuals with  
1200 disabilities must also be considered.

1201  
1202 The first step in the community site operations is to assess the needs of affected  
1203 communities. Determining these needs will allow for the selection of the best housing  
1204 solutions, including the potential use of community sites.

## 1205 **B. Determination of Need for Temporary Housing Units**

1206 Determining the housing requirements of an affected community begins with a  
1207 preliminary assessment of the housing needs. To assist in this process, the Joint Housing  
1208 Solutions Group has developed a mission scoping tool to help determine the potential  
1209 number of applicants who will require temporary housing. To arrive at its determination,  
1210 the scoping tool compares data from the Census Bureau, preliminary Damage  
1211 Assessments (PDAs), shelters, and eligible applicants with available rental resources. A  
1212 multi-agency Housing Portal collects information on available housing resources.

1213  
1214 Applicants are also contacted directly to further identify those in need of housing  
1215 assistance as well as their potential accessibility needs. While the scoping tool is not  
1216 intended to establish the need for a community site, it will help determine the total  
1217 number of housing units needed. A thorough examination of available resources to  
1218 include private sites, commercial pads as well as rental resources will still need to be  
1219 considered before the decision to build a community site is finalized.

## 1220 **C. Mission Planning Team**

1221 A Mission Planning Team (MPT) can be deployed to assist the State-Led Housing  
1222 Solutions Task Force, providing tactical support with the analysis of housing needs  
1223 and/or mass care needs, scoping the technical requirements to meet the need, and  
1224 facilitating pre-operations planning. JFOs request the deployment of an MPT through  
1225 FEMA.

1226  
1227 The MPT is initially composed of subject matter experts from FEMA, USACE, HUD,  
1228 USDA, Veteran Affairs (VA), and other agency components as required. The findings  
1229 and recommendations of the MPT include recommended housing options, and a pre-  
1230 operations plan, which address the disaster-specific technical requirements. These  
1231 requirements will be provided in sufficient detail to develop the technical components  
1232 required to successfully run the appropriate housing mission.

1233  
1234 The MPT will perform three critical tasks for the successful execution of the mission:  
1235 specific housing/mass care mission planning, scoping of requirements, and researching  
1236 State regulatory/environmental requirements with the appropriate functional leads.  
1237 Details of the tasks include:

- 1238 • Regulatory laws, zoning, and permit requirements (FEMA/ HUD/ state/ tribal/  
1239

- 1240 local).
- 1241 • Consideration of flood zoning restrictions (FEMA/state/tribal/local).
- 1242 • Hauling restrictions and required permits (FEMA/DOT/state/tribal/local).
- 1243 • Assist with locating and analyzing potential group and commercial sites
- 1244 (FEMA/USACE/EPA/state/tribal).
- 1245 • Installation requirements such as anchoring, blocking, etc. (FEMA/
- 1246 USACE and state/tribal/locals).
- 1247 • Environmental requirements such as air pollution restrictions, fuel storage, water
- 1248 use, solid and hazardous waste disposal, sewage disposal, etc.
- 1249 (FEMA/USACE/EPA).
- 1250 • Electrical coordination such as for community site and haul & install
- 1251 (local/USACE).
- 1252 • State, local and public service districts points of contact (FEMA’s Disaster
- 1253 Housing Operations).
- 1254 • Support identification and analysis of available rental resources, as
- 1255 required (FEMA/HUD/USDA/VA/state/tribal/local).
- 1256 • Support analysis of the housing needs identified in the pre-placement
- 1257 interview process as needed (FEMA/State/tribal/local).
- 1258 • Support to any State-led DHTF, as required.
- 1259

1260 Additionally, the USACE may be tasked with the preliminary study, environmental

1261 assessment, and site design of a potential community site. Completing design plans

1262 during the MPT phase will ensure that vital steps are taken towards completion of a

1263 community site in a timely manner.

#### 1264 **D. Direct Housing Delivery Sequence**

1265 Community sites, when used, are employed and operated as part of FEMA's standard

1266 process and order, or sequence of delivery, for the distribution and awarding of specific

1267 types of disaster assistance. Title 44 CFR 206.117(b)(1)(ii) lays out the authorities for

1268 when FEMA may provide the different types of temporary housing assistance and

1269 specifically in 206.117(b)(1)(ii)(E)(3) and (4), community sites.

1270

1271 Direct housing is used only when all other housing options, including financial assistance

1272 for rent, transitional shelters, and relocation, have been exhausted or are unreasonable.

1273 Direct housing is limited only to situations in which traditional financial temporary

1274 housing options are not sufficient to meet the needs of the affected populations. When

1275 financial assistance options are infeasible based on established criteria and guidance

1276 provided by FEMA, the SLHTF can request the use of direct housing options. Direct

1277 housing options can include the use of factory built housing units (e.g., modular homes,

1278 manufactured homes, etc.). The SLHTF will also determine whether units will be

1279 clustered and which types of units and sites will be used will need to be determined.

1280

1281 A direct housing mission may include placing units on private sites to enable

1282 homeowners to remain on their properties while they repair and/or rebuild their

1283 permanent residences. Units may also be placed in pre-existing commercial parks to

1284 accommodate renters, or owners without a feasible place for a unit. If housing needs are

1285 unable to be addressed with commercial and private sites, direct housing may be placed

in community site configurations. Manufactured homes are generally used to satisfy temporary housing needs and are typically placed on commercial pads or in community sites developed expressly for these homes to be placed in a community-like setting. Commercial and private site options must be exhausted before a community site is considered.

#### **E. Criteria for Community Site Selection**

The durability, safety, and functionality of community sites can be improved by taking proactive planning measures prior to beginning construction. When the determination is made to develop community sites, appropriate site selection and development is important in the disaster recovery process, and community site plans must be developed with consideration for the climate, geography, and accessibility and cultural needs of the affected community. If appropriately selected, these sites can offer individuals and households the opportunity to return to their pre-disaster communities when permanent housing resources have been destroyed. Additionally, these sites offer the community the opportunity to address housing needs for its residents and reestablish its workforce, tax based, and population following the loss of permanent housing stock due to a disaster.

However, identifying appropriate construction sites for temporary housing in the disaster area may be difficult due to feasibility, environmental, and availability issues. Sufficient time and resources must be allotted for meeting various regulatory and administrative requirements, including environmental and historic preservation considerations, Davis-Bacon minimum wage provisions, licensing/building codes, and accessibility specifications. Climate and seasonal requirements will also affect housing requirements; if community sites will be provided beyond the current season, planning efforts should consider the full seasonal cycle to ensure such housing is adequate for a full four-season climate.

#### ***Land Leasing***

A key component of the community site operation process is the leasing of the land on which a community site will be developed. All options for leases should be evaluated, but standard guidelines and procedures can help ensure that the chosen community site is both cost effective and can be used towards permanent community housing goals. Title 44 CFR 206.117(b)(1)(ii)(E) outlines the specific order in which different sites and properties can be considered for community sites.

To begin, properties owned by Federal, state, and local governments should be considered as the first option in an effort to reduce costs. State and local governments are responsible for identifying vacant land that they own that may be suitable for a community site. Once a suitable site has been chosen and acquired, a memorandum of understanding between FEMA and the government entity that owns the site is prepared, generally detailing the State or local government agrees to let FEMA use the land chosen for a community site for the duration of the housing program.

If publicly owned land is unavailable or infeasible, the state and local government are responsible for identifying potentially viable sites for FEMA to lease. The U.S. General

Services Administration (GSA) can be used to acquire a lease from private landowners. Leasing options that can be used to provide permanent housing for individuals and/or may be converted into permanent ownership for future development, such as a permanent mobile home park or residential subdivision, are preferred. This will facilitate housing solutions that incorporate hazard mitigation principles at the earliest possible stage. If FEMA agrees to put in infrastructure that will remain and can be used after the community site is deactivated, terms can often be negotiated which compensate the government for any permanent repairs or upgrades.

#### ***Environmental and Historic Preservation Reviews***

After determining the need and identifying a requirement to utilize community sites, FEMA engages in environmental and historic preservation reviews to make informed decisions regarding site selection and construction. The purpose of the environmental and historic preservation reviews is to assess the impacts of potential new sites on the natural environment, and on historic properties. In general, sites whose presence will have significant impact on the environment should not be chosen. The reviews occur during site selection to determine site feasibility, and identify considerations for site design and construction. The environmental and historic preservation review may impose conditions that must be followed during construction, operation, or depopulation. FEMA will identify who (e.g., FEMA, contractor, site proponent, or landowner) is responsible for meeting these conditions, and the FEMA Regional Environmental Officer (REO) is the primary point of contact for coordinating the environmental and historic preservation review and addressing questions and concerns. The environmental and historic preservation review must be completed before land can be leased for a community site and construction may begin.

The National Historic Preservation Act (NHPA) provides considerations for community site selection. The initial step in identifying and assessing NHPA considerations for community sites involves the impact of community sites to historic properties such as archeologically sensitive areas, buildings, districts, structures, or objects listed on or eligible to be listed on the National Register of Historic Places. It is also necessary to consult with the State Historic Preservation Officer (SHPO) or Tribal Historic Preservation Officer (THPO) if any action will affect historic properties.

To mitigate potential damage to the environment, a specific level of National Environmental Policy Act (NEPA) analysis is required based on several factors surrounding the environment in which community sites may be placed. To identify the level of NEPA analysis required, the Categorical Exclusions (CATEX) for emergency and commercial community sites are first documented.

CATEX are actions which have no significant effect on the human environment and are, therefore, categorically excluded from the preparation of environmental impact statements and environmental assessments except where extraordinary circumstances as defined in Title 44 CFR 10.8(d)(3). The identification of the level of NEPA analysis needed also includes the Environmental Assessment (EA) for commercial community sites, and the EA for previously undeveloped community sites (green sites) must also be considered as well as the Environmental Impact Statement (EIS) for sites that have significant impacts to the human environment. The following are issues of concern for

the EA and EIS:

- **Floodplains.** Full floodplain review must be conducted for all community sites as under FEMA's regulations, the agency cannot place units on sites located in the coastal high hazard area or floodways (44 CFR 9.13). Sites located in a floodplain should also be avoided, as, if chosen, FEMA must elevate units located in the floodplain to the fullest extent possible (44 CFR 9.13).
- **Wetlands and Storm Water.** Selecting sites in wetlands should be avoided. Site designs should be modified, if necessary, to avoid impacts to and from wetlands. Site designs and operations should be coordinated with the appropriate state and/or local authorities on the need for storm water and/or erosion control management techniques and/or permits.
- **Environmental Justice.** Sites that, if selected, would have disproportionately high and adverse environmental and health impacts to minority and low-income communities should not be selected. Additionally, once any site is selected, public notice and comment opportunities should be made available.
- **Hazardous Materials/ Wastes.** Site conditions should be identified and assessed regarding presence of hazardous materials and wastes (e.g., spills, chemicals, wastes, underground storage tanks, Superfund sites, reportable chemicals, etc.). Sites with unmitigated/un-remediated hazardous materials/wastes issues must not be selected.
- **Endangered and Threatened Species.** Site conditions should be identified and assessed regarding the presence of endangered or threatened species or a protected habitat. The Fish and Wildlife Service (FWS) or National Marine Fisheries Service (NMFS) should be consulted if action will likely adversely affect endangered or threatened species or adversely modify the critical habitat. Sites that have endangered or threatened species present or are within protected habitat should not be selected for use.
- **Coastal uses.** Coastal zone consistency determination should be used if needed. Sites in Coastal Barrier System Units (CBRS) should not be elected.
- **Noise.** Unacceptable noise sources and sensitive receptors should be identified and assessed. Sites adjacent to unacceptable noise sources that cannot be mitigated (e.g. Airports, quarries, etc.) should be avoided.
- **Land Use and Zoning.** Sites should be identified and assessed for existing land uses and possible change in land use as a result of the new housing site. Sites that would require converting prime and unique farmland into residential or urban land should be avoided. Additionally, sites must be compatible with existing zoning designations.

- **Transportation.** Existing transportation patterns and system, as well as any potential need to modify these to accommodate the community site, should be considered.
- **Natural Hazards.** Sites in areas with potential natural hazards should be avoided. These hazards include seismically sensitive areas, areas prone to falling rocks or avalanches, etc.

Unless it is also engaged in construction efforts, FEMA typically does not perform environmental and historic preservation reviews for any other type of temporary housing, including hotel or motel reimbursement, home repairs assistance, transitional shelters, or the placement of units on private or commercial sites when such action has minimal ground disturbance.

#### *Site Selection Considerations*

- **Zoning and Local Compliance.** Local and tribal governments hold the primary responsibility of selecting and approving sites, as well as streamlining the permitting and zoning processes for site development. During the community site design phase, it is critical that all relevant building codes, Federal, State, and local environmental regulations and other relevant requirements are considered. This includes those for storm water, water discharge, air quality, waste disposal, and buildings. These requirements can vary greatly from region to region, and close coordination with State and local governments, as well as other responsible Federal agencies is essential to ensure adherence to applicable laws, codes, and regulations. Sufficient coordination, research and pre-planning can go a long way towards verifying compliance prior to site construction. Once ownership of land slated for use is established, zoning must be considered to ensure proper land use.
- **Host Community Considerations.** If possible, community sites should be located within, or in close proximity to, the affected community to allow survivors to return to their communities, promote community recovery, and to avoid adverse impacts on the tax base of the community. It is critical to ensure the intersection of community site development with other community plans and goals. The presence of significant public opposition can adversely affect the success of a site. See Strategy Annex 2 for best practices for interaction between host communities and relocated disaster survivors, including those in community sites.
- **Utility Infrastructure.** One of the most critical factors to consider during the community site selection process is the availability and accessibility of essential utility infrastructure. Electrical, water and septic systems must be located and evaluated to determine if they are capable of supporting a fully operational community site for the duration of the interim housing period. If it was determined for any reason that any or all of these systems are incapable of sustaining operations, plans must be made to either upgrade or replace the affected elements. The most efficient locations to consider for site placement are sites that previously supported a mobile home site or other form of temporary housing. Paved areas with above ground utilities, such as military bases, business

1476 parks, or airports should also be considered. If a site is being constructed in an  
1477 area that has not previously been used to support housing, significant  
1478 infrastructure upgrades and construction may be necessary, and site factors may  
1479 necessitate the construction of facilities such as sewage lift stations, electrical  
1480 substations, and utility corridors.

- 1481
- 1482 • **Essential Services.** Proximity to essential services, such as fire, police, medical,  
1483 and education services, is a prime concern when selecting potential community  
1484 site locations. Accessibility requirements must also be considered, such as access  
1485 to transportation and bus lines, senior shuttles for shopping, and other needs.
- 1486
- 1487 • **Environmental Hazards and Considerations.** In addition to the criteria for  
1488 environmental preservation outlines in the previous section, environmental  
1489 hazards, other factors that may contribute to inadequate living conditions, should  
1490 be considered. This includes distance away from wet areas as well as mosquito,  
1491 snake, and rodent infested areas. FEMA should ensure that soil tests are  
1492 conducted and the results analyzed prior to construction. This can help ensure  
1493 that proper excavation, backfill/refill, and compaction measures are taken  
1494 throughout the site to prevent sub-base failure. Topography should be considered  
1495 to comply with Uniform Federal Accessibility Standards (UFAS) requirements  
1496 and open flat areas generally make for the most effective and usable community  
1497 sites.
- 1498

#### 1499 *Timeframes*

1500 The environmental and historic preservation review is conducted after a site has been  
1501 identified by FEMA as a potential candidate for group housing. Sites requiring an  
1502 environmental assessment, environmental impact statement, or sites that will be located  
1503 in floodplains may trigger the need for public review. Once completed FEMA will make  
1504 a decision on whether to proceed with the site. Once approval has been granted, a Notice  
1505 to Proceed is issued, and the community site construction process begins.

1506

1507 States, tribal, and local government can expedite the environmental and historic  
1508 preservation review process by engaging in pre-identification, pre-evaluation, and pre-  
1509 selection of sites for group housing. These entities can use the criteria for community site  
1510 selection information to screen sites that would not be suitable or would require  
1511 significant time for consultation. Although responsibility for compliance under various  
1512 laws like NEPA; NHPA; the Endangered Species Act; 44 CFR 9; Floodplain  
1513 Management and Wetlands Protection (EO 11988); the Environmental Justice and  
1514 Coastal Zone Management Act, among others, falls strictly with the Federal agency  
1515 engaging in the action, State, tribes and local government entities can facilitate the review  
1516 process by considering taking into account impacts to the natural environment and to  
1517 historic properties and providing FEMA through the FEMA REO, with any information  
1518 that was collected during the pre-identification of sites.

#### 1519 **F. Community Site Development**



Once the community site has been selected, other key components must be carefully considered, planned, and designed to ensure the success of a site. Prior to beginning work on a community site, it is critical that all parties have discussed, and agree on proposed design specifications and construction processes. FEMA, USACE, the SHSTF, and contractors should all be on the same page regarding methods and design direction. Concurrence between all parties involved in the process of community site design and construction should be reached before construction is initiated. Clear communication of objectives is also critical to the establishment of attainable mission goals.

### ***Infrastructure Design***

Site design must adhere to local building and zoning codes and requirements. Local codes, such as setbacks from boundary lines and other units, depth of buried water, and regulations for sewer and electrical lines, cannot be circumvented. Electrical service requirements and codes are of primary concern, as are adequate water supply and sewage facilities. Where no sewer or septic system exists, a portable wastewater treatment facility may be provided.

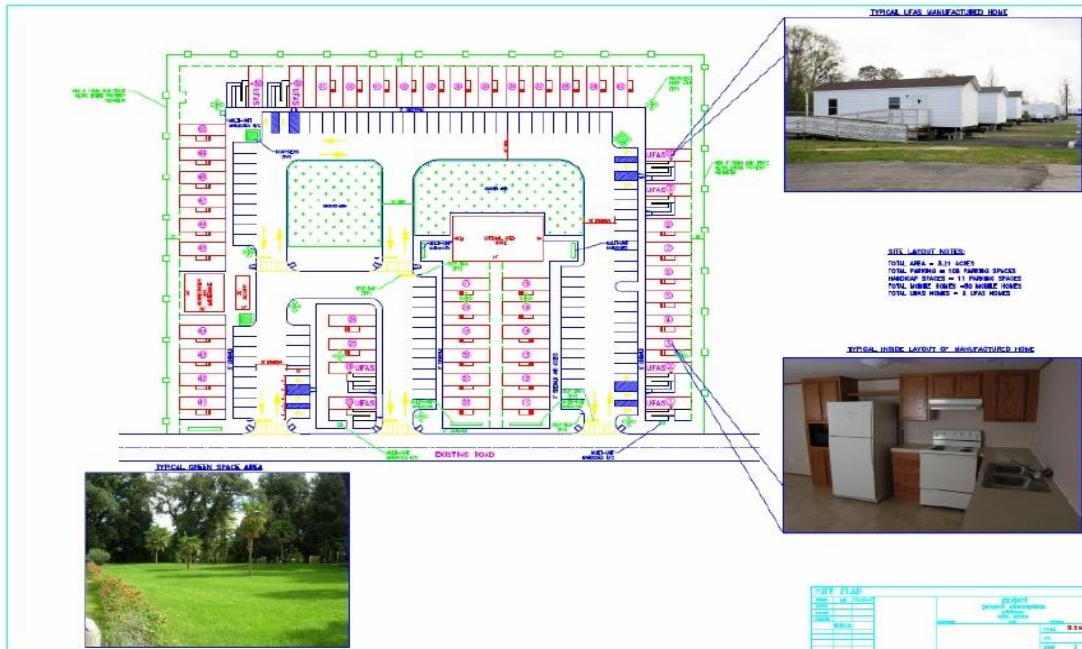
Gravel sidewalks and driveways should either be built above grade and contained by framing material, or built below grade to be even with the ground to prevent spreading of gravel. Torrential, sustained rainfall can cause compacted material used for driveways and sidewalks to loosen, spread and scatter. This deterioration can cause the surfaces to sink into the soil below, as well as lead to the clogging of drainage culverts.

## **G. Temporary Housing Unit Types**

The Housing Assessment Tool (HAT) is a tool designed to collect information on housing products and help FEMA determine whether proposed options are suitable for disaster housing needs. The assessment tool contains 175 questions about the major aspects of the housing products proposed by potential providers and used to determine appropriate unit types to use based on local characteristics, including climate, topography, proximity to floodplain, and other factors as follows:

- **Range of Use.** This assesses how adaptable a unit would be under various environmental, geographic, and cultural or conditions required by local government. For example, in coastal areas characteristic of high wind zones, units need to meet wind zone standards and specialized units may be needed for colder climates.
- **Livability:** The livability discusses how well the units can accommodate or help provide for a household's daily living essentials as well as their physical and emotional needs.
- **Timeliness.** The timeliness, or how fast units could be made ready for occupancy, is a crucial factor in providing rapid response in the wake of a disaster.





- **Cost.** A unit's cost-effectiveness is assessed both in absolute terms and in terms of its value relative to other housing options.

Additionally, most units must comply with the HUD regulations, and UFAS compliant units must be available.

## H. Group-Site Design Accommodation for 50 Units

This is the design of a typical 50-units community site. It is projected that a typical unit should comfortably accommodate, on average, two to three individuals. The density of the site, defined as the number of individuals can be housed in the site at one time against the size of the site, is an important consideration during the community site design phase as the site density impacts site access as well as the size of each resident's individual lot.

## I. Wrap Around Services

It is essential that access to educational institutions, places of employment, and essential social services is considered during the process of planning and designing a community site. However, in many cases, positioning a community site in close proximity to these facilities is not always possible. The term 'wrap-around services' includes the delivery of infrastructure and additional social services to affected residents living on temporary housing sites that go beyond a physical need for housing.

Returning disaster survivors to their pre-disaster communities is preferred, however, when community sites are placed outside or in a different part of the affected community, additional infrastructure and other services are often requested. These services can

include access to public transportation (including paratransit services), emergency services, and healthcare facilities. The availability of accessible food and shopping services, laundry facilities, childcare, and common areas such as playgrounds and pet areas can also be considered.

The availability and proximity of infrastructure and services are prime consideration factors in the evaluation of a site for utilization as a community site; therefore requested enhancements are site and population specific. For example, an urban population dependant on public transportation may have difficulty in accessing services in a more rural community where public transportation does not exist. The needs of elderly populations, individuals with disabilities, and families requiring childcare should also be considered.

Through the evaluation of lessons learned, study of our best practices, and by partnering with other service providers (Federal, state, local, voluntary, and private sector), wrap-around services were identified as a key concern requiring further evaluation and discussion to ensure the consistent and appropriate delivery of community site housing assistance. Many of the wrap around services requested of FEMA by local authorities, advocacy groups, and voluntary organizations, are traditionally provided by State, local, or private entities in the communities from which the affected population was living before the disaster. As a result of the disaster, applicants who require a direct housing solution will have to temporarily relocate out of the range of the pre-existing service. The Stafford Act currently provides no specific authorities to FEMA for these temporary augmentations; however, all of these factors should be taken into consideration during the community site design process.

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Unit placement in commercial and community sites must comply with applicable State and local codes and ordinances as well as guidelines pertaining to Floodplain Management and Protection of Wetlands.

## **J. Uniform Federal Accessibility Standards (UFAS)**

The Uniform Federal Accessibility Standards (UFAS) present uniform standards for the design, construction and alteration of buildings so that individuals with disabilities will have ready access to and be able to use these structures. In coordination, temporary housing must address the needs of those with functional disabilities and medical

conditions that affect the configuration of their housing environment and must comply with UFAS. A 42 point inspection process, which has been reviewed and approved by the Access Board, is used to assess and determine UFAS compliance. Fifteen percent of the unit pads and parking spaces must be compliant with UFAS in the contractor's design unless otherwise specified. Other UFAS-related concerns can include access to dumpsters and mailboxes, as well as parking for wheelchair-equipped vans. Full UFAS specifications are available: [www.access-board.gov](http://www.access-board.gov), and when developing a community site design and placing individuals with disabilities, the Special Needs Coordinator for the disaster, or the FEMA Disability Coordinator in the Office of Equal Rights should be consulted.

### ***Safety and Security Measures***

As an option of last resort, the design of a community site can affect the safety and security of all residents. Planners must consider the relative safety of the area selected for development of the site, including the level of crime in the surrounding community. If additional site security is necessary, provisions for solutions such as fencing and the hiring of additional security personnel should be considered. Local law enforcement should be consulted prior to building a community site as well as coordinated with during operation.

Planners must also ensure that the number and location of fire hydrants are appropriate for the size and design of the site, and conform to the National Fire Code. Coordination with local emergency responders to develop roads that will satisfy the requirements for emergency vehicle access in case of an emergency should also be addressed. In addition to emergency planning, road and access route design should also take into consideration the volume of traffic in the area which may increase significantly once a community site is fully populated. This can have an impact on the safety of both vehicular and pedestrian traffic.

Emergency storm shelters may be needed when a community site is constructed in an area with a high probability of severe weather activity. If shelters are required, the construction and positioning of these shelters will need to be considered during the overall community site design process.

Additionally, security during the lifespan of the community site must be offered. This includes the preliminary determination of the level of security needed. Security will depend on several factors including the size of the park and location. Larger parks (up to 200 units) will require a higher level of security than smaller parks. In larger parks, vehicle access passes and a controlled access point along with roving patrols within the park will deter unwanted visitors. A system also needs to be in place to allow access for health and social service workers as well as other wrap around services personnel. The park rules and regulations must clearly define visitor hours for non-residents.

Identification must be made as to who among Federal, state, territory, tribal, and local agencies will provide security, including establishing the level of access to community

sites for non- residents. In tribal areas, the tribe reserves the option to employ their own security force.

***Construction***

After the site design plans have been finalized, the lease has been agreed upon, and permits are in place, a 'Notice to Proceed' is issued, and the community site construction can commence at the direction of FEMA. Federal expense is limited to 75 percent of the cost of construction and development, including installation of utilities. In accordance with Section 408(a)(4) of the Stafford Act, the State or local government shall pay any cost which is not paid for from the Federal share, including long-term site maintenance such as snow removal, street repairs, and other services of a governmental nature.

The designated contractor will begin the process by securing permits and coordinating efforts with the local utility providers. The contractor should allow for sufficient time to organize and deploy construction resources. It is expected that the contractor will complete construction of the site according to the approved design, operations plan and project schedule. The surveying, clearing, debris disposal, fill and grading, and infrastructure installation should conform to agreed-upon specifications and applicable regulations. The construction of roadways, culverts, and driveways should be closely monitored to ensure that they are constructed according to plan.

It is expected that the contractor will schedule work to meet the required deadlines. Working in shifts to cover 24 hours per day is not mandatory, but permissible. The contractor may be expected to work seven days per week, including weekends and holidays, based on operational and disaster needs. It is anticipated that, barring any contingencies such as local opposition and rain delays, the site should be ready for the first unit to be installed within approximately 30 days after the 'Notice to Proceed' is issued, and, if the community site is scaled to accommodate greater than 100 housing sites, a reasonable timeframe would be for the first 100 units to be installed within 45 days.

During this process, state and local officials, as well as other internal and external customers, should be kept abreast of progress. In addition to managing expectations, these entities can provide invaluable assistance in meeting project goals. Additionally, all involved parties should develop contingency plans to manage and mitigate any obstacles that may arise.

After the actual construction of the site has been completed, unit installation activities can commence. FEMA should work with the construction contractor, as well as with State and local authorities, to ensure that the appropriate permits and waivers are in place. FEMA will closely monitor the installation process to verify that all units are blocked, leveled, and positioned according to requirements. Once it has been confirmed that the unit is ready for occupancy, FEMA can complete the process of assigning the applicant to their temporary home.

Quality and costs can be controlled effectively if direct coordination between the contractor and utility/commodity companies is permitted. It is much easier to manage project timelines and milestones when this sort of direct communication exists. In future disasters, it may be beneficial to consider exploring alternative contracting vehicles and approaches for community site related requirements. For example, existing public assistance contractors and programs may be considered to assist with the replacement and repair of utility structures.

#### **K. Placement of Individuals and Households**

The state, tribal, territory, and local government will determine the priorities for placement of individuals and households. Through the SLDHTF, the decisions will be made as to which populations have precedence to ensure that everyone is housed to best suit their individual needs. Items the Task Force may consider when determining housing priorities are:

- **Medical Needs.** Any person who may not remain in optimum health in a shelter or other emergency facility. Such persons may include those dependent upon oxygen or dialysis equipment. However, disaster survivors with medical needs should not be provided with housing until the services they need to assist them are available. One consideration for housing locations is proximity to facilities that will assist in meeting their medical needs.
- **Accessibility Requirements.** As outlined in the 'UFAS' section above, a UFAS compliance check-list is used to determine accessibility, and strategic consideration is given to the number of UFAS-compliant units that will be required as well as which residents will be placed specifically into UFAS-compliant units.
- **Court Restrictions.** Although FEMA may not discriminate in housing applicants, court orders take precedence. Applicants with court orders excluding them from living in proximity to specified groups or individuals may not be suitable for housing in a community site. Special housing arrangements will need to be provided and State and local partners should be engaged to help facilitate the placement of these applicants.

Other disaster-dependant considerations may be made for first responders, which are any person who has a need to remain in the community to help in the response and recovery for the event. Such persons may include police, firefighters, medical staff, and other emergency personnel.

The Pre-Placement Interview (PPI) is a FEMA tool used to determine the type and scope of housing needs for a disaster. Each applicant who indicates they have a housing need is called and asked a set of questions, through which it is determined what type of resource will best fit their housing needs. During the PPI, the household size, household composition, and any special accommodations that may be required are identified. Applicants may require, for example, a UFAS-compliant unit, a ramp, or special bathing facilities.



During the PPI, it is decided if the applicant is to be provided with a temporary housing unit. If the applicant is provided with a unit, it will either be a private site, where the applicant has private property on which to place a unit (dependent upon a site inspection for feasibility), a commercial site where FEMA has identified and contracted for pads within an existing commercial site, or a community site where, due to lack of private sites and existing commercial sites, FEMA has contracted to develop a site on land either donated or leased.

If the applicant is not provided with a temporary housing unit during the PPI, they will either remain in their damaged dwelling, be provided information on rental resources if available, or confirm that they have located or will locate their own housing resources. In this case, the PPI determined that the applicant was not eligible for the direct housing assistance, or the applicant selected another housing option to meet their needs.

#### **L. Community Site Management**

There are two distinct aspects to community site management. First, physical maintenance is performed to ensure the site is properly kept throughout the duration of its use. Site maintenance includes but is not limited to the upkeep of the infrastructure including utilities, roads, snow removal, maintenance of common areas, waste (e.g., solid, hazardous, sewage) management and removal, signage, and the eventual deactivation of the site. This may also include mowing of grass and rodent and pest control. Additionally, unit maintenance includes routine maintenance and repairs to individual units, replacement or deactivation of units as required; or alterations to individual units to meet accessibility needs. It also includes keeping area surrounding individual units free from debris, unusable vehicles, pet waste, and maintained in a neat and orderly manner for the health and safety of all park residences.

The second aspect of the community site management involves ensuring appropriate case management support for the residents. Case management includes determining an occupant's continued eligibility for residing on site and ensures residents comply with the terms of their revocable licenses and site rules. Case management includes assisting residents in identifying long-term housing solutions that are sustainable without disaster related assistance and potential on-site management to assist the residents.

FEMA has the authority to terminate assistance for an individual or household for a number of eligible reasons either for cause or due to change in eligibility status. For example, if an applicant fails to meet FEMA's requirements for housing eligibility repeatedly violates park rules or is a threat to the safety and security of other park residents, FEMA may take actions to terminate the occupancy agreement.

The importance of effective communication, coordination and cooperation between emergency management agencies and the local utility providers cannot be overstated. It is imperative that levels of responsibility are agreed upon as far in advance as possible. An example of this sort of coordination could include determining which entity would

respond in the event of an emergency situation such as a power outage or a water main break. If a municipal water system fails, deciding on lines of responsibility in advance can minimize service interruption to the individuals residing in the park.

#### **M. Depopulation, Conversion, and Deactivation Strategies**

Depopulation of a community site is achieved through intensive case management of the applicants. Helping an applicant and their families find safe, suitable permanent housing is the ultimate goal of FEMA recertification and case management. A FEMA employee will visit with each applicant at least once every month to assist them with the development of their Permanent Housing Plan (PHP) as well as providing access to local, State, and Federal unmet needs providers. The PHP is a realistic plan that, within a reasonable timeframe, will put the disaster survivor back into permanent housing that is similar to their pre-disaster housing situation. A reasonable timeframe includes sufficient time for securing funds, locating a permanent dwelling, and moving into the dwelling.

FEMA case workers will assist with finding and matching rental resources to applicants who were renting homes or apartments before the event. They will also track the progress of repairs of damaged or destroyed homes owned by the applicant. Once an applicant has met their housing plan, FEMA ensures that the applicant is furnished with all available resources for dealing unmet needs.

Once a FEMA temporary housing unit has been vacated and is determined to no longer be needed, it is deactivated from the site. FEMA issues a work order to its Maintenance and Deactivation Contractor (MDC) to complete the work. The deactivation of a temporary housing unit consists of four steps. First, all utilities must be disconnected and capped or made safe. Second, all utility materials (sewer pipe, electrical wiring/conduit etc.) must be removed in accordance with the terms of the lease agreement. Third, the unit is removed from the site and returned to either National Logistics Staging Area (NLSA) or a Temporary Housing Storage Site (THSS). Both of these are operated by FEMA's Logistics Management Directorate (LMD).

Finally, the site is returned to the land owner in a predetermined condition set forth in the lease agreement for the community site. Returning the site to the land owner may require site restoration activities including but not limited to rehabilitation of vegetation, natural drainage patterns, etc. Once the temporary housing unit is returned to the LMD, the determination is made on whether or not the unit can be refurbished and reused. If the unit cannot be reused it will be disposed of in accordance with LMD policy.

FEMA is authorized under Section 408 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act to dispose of temporary housing units through sales to occupants when the applicant lacks permanent housing. FEMA will generally sell units at an adjusted fair market value, and adjustments to the sale price will be made in a fair and equitable manner. Using the same authorization, FEMA may also donate housing units to a qualified recipient organization for the sole purpose of providing temporary housing to survivors of major disasters. In most cases, the qualified recipient is either a

1861 voluntary agency or an impacted State/tribal territory. Certain provisions are required;  
1862 please see the attached Donation Agreement for additional guidance on implementing  
1863 this program.  
1864  
1865

- 1866 • **Incentive programs for individuals help facilitate recovery.** Individuals and  
1867 families must take initial responsibility for their recovery, and disaster assistance  
1868 should essentially be used to provide a bridge to recovery. To accomplish this, a  
1869 phased approach should be used to transition housing support from the  
1870 government to the individual. One approach is to increase the "rent" the disaster  
1871 survivor pays gradually each month. Other incentive programs include the  
1872 establishment of a partnership with local educational organizations to provide the  
1873 training necessary for residents receiving housing assistance (particularly in  
1874 community sites) that will help them move beyond reliance on Federal assistance.  
1875 Such training could address basic educational deficiencies or may target specific  
1876 skills necessary to qualify for a specific career area.  
1877
- 1878 • The recipients of housing assistance will not be able to move onto their own until  
1879 they have the capability to assume such costs, and many HUD programs work to  
1880 build that degree of self-sufficiency in individuals. Such supportive services  
1881 should be integrated between Federal agencies and with the local community.  
1882 Through Homeowner Voucher Assistance, assistance provided through a voucher  
1883 can be applied to the costs of homeownership. Resident Opportunity and Self  
1884 Sufficiency programs provide training and other supportive services to housing  
1885 residents to increase their self sufficiency. Family Self Sufficiency programs  
1886 assisted individuals in overcoming many impediments to their participation in  
1887 training or employment such as transportation, childcare, remedial education or  
1888 job skills.  
1889
- 1890 • **Strategies of community site placement to ensure employment and the**  
1891 **resources disaster survivors need for living are available.** When  
1892 determining potential community site placement, experiences from past  
1893 disasters have highlighted the importance of considering the availability of  
1894 employment opportunities, and other important resources that would aid  
1895 disaster survivors in returning to normalcy. Selecting sites near these  
1896 important resources is a critical part of assisting disaster survivors in taking  
1897 ownership of their recovery process. Placing disaster survivors in areas where  
1898 employment opportunities and other resources are unavailable facilitates a  
1899 dependence on government, nongovernmental organizations (NGO), and  
1900 private sector assistance, and prolongs and impeding the recovery of  
1901 individuals and communities.  
1902

1903 Ensuring these types of resources are available where community sites are developed is a  
1904 challenging task. In addition to ensuring the availability of these resources, comes the  
1905 critical component of connecting disaster survivors to the resources.  
1906



## 1907 V. Disaster Housing Assistance Options and Decision Matrix

1908 Matrix below captures four major macro-level considerations for determining whether  
 1909 sheltering, interim housing and permanent housing assistance can be feasibly applied to  
 1910 an impacted community. The matrix also captures the interlocking relationships and  
 1911 impact each of the three categories of disaster housing assistance may have upon the  
 1912 other. This highlights the importance of cross-function communication and concerted  
 1913 planning that the SLDHTF or similar coordinating structure can provide to the overall  
 1914 effectiveness of disaster housing assistance delivery.

1915

	KEY PLANNING/DECISION CONSIDERATIONS	SHELTERING	INTERIM HOUSING	PERMANENT HOUSING
1	<p><b>Is assistance FEASIBLE?</b></p> <p>Given the community’s post disaster condition, is it <b>feasible</b> to provide assistance within the impacted community?</p> <ul style="list-style-type: none"> <li>❖ If <b>Yes</b>, assistance may be provided in or near the impacted communities if other considerations are met below.</li> <li>❖ If <b>No</b>: See descriptions under each relevant assistance column.</li> </ul> <p>^This consideration should be a part of the initial damage and impact assessment.</p>	<p>If <b>No</b>: Sheltering assistance may have to be provided primarily in areas outside the impacted community.</p> <p>Also, determine feasibility not only based on immediate conditions, but <u>whether the sheltering option can be sustained if the community conditions do not improved or continue to deteriorate?</u></p>	<p>If <b>No</b>: Relocation Assistance needed and some forms of interim housing assistance may be provided in places where displaced residents are relocated.</p>	<p>If <b>No</b>: Rebuilding, Repairing, and/or Relocating housing within the impacted the community may be delayed.</p> <p>Residents may have to relocate voluntarily or mandatorily for a period of time.</p>
2	<p><b>What are the OPTIONS?</b></p> <p>Are the surviving housing Resources/ Options <b>adequate and appropriate</b> to meet the post disaster housing needs?</p> <p>^Note that certain resources/options, such as indoor shelters may become “infeasible” after a seismic event due to people’s fear of aftershocks, even though the sheltering facility may be</p>	<p>If <b>No</b>: Identify resource/option gaps and may have to shelter some or all affected households using any of the following options available outside the impacted community.</p> <p><i>Situation may post urgent interim housing requirement.</i></p>	<p>If <b>No</b>: Relocation Assistance needed. Other IH assistance may be provided in areas outside the impacted community. If feasible, bring in external resources such as temporary housing if feasible.</p> <p><i>Situation may post extended sheltering requirement.</i></p>	<p>If <b>No</b>: Residents may relocate to reestablish permanent housing outside the impacted community; or stay and wait for available capacity and resources to pursue PH options below.</p> <p><i>The latter situation may post long-term interim housing requirements.</i></p>

	<b><u>KEY PLANNING/DECISION CONSIDERATIONS</u></b>	<b><u>SHELTERING</u></b>	<b><u>INTERIM HOUSING</u></b>	<b><u>PERMANENT HOUSING</u></b>
	<p>structurally not damaged.</p> <ul style="list-style-type: none"> <li>❖ If <b>Yes</b>, assistance may be provided in or near the impacted communities if the other considerations are met below.</li> <li>❖ If <b>No</b>: See descriptions under each relevant assistance column. Also, identify gaps and which types of resources/options may be provided or obtained from outside the impacted community are needed.</li> </ul> <p>^ This consideration is part of the post-disaster <u>Needs, Resources Capacity &amp; Gaps Assessment</u>.</p>	<p><b><u>Shelter Options</u></b></p> <ul style="list-style-type: none"> <li>*Shelter-in-Place</li> <li>*Families &amp; Friends</li> <li>*Emergency Shelters</li> <li>*Medical Support Shelters</li> <li>*Household Pet Shelters</li> <li>*Spontaneous/Ad Hoc</li> <li>*Congregate Shelters</li> <li>*Open-Air Shelters</li> <li>*Transitional Shelters</li> <li>* Hotel/temporary lodging</li> <li>* Lodging Voucher Program</li> </ul>	<p><b><u>Interim Housing Options</u></b></p> <ul style="list-style-type: none"> <li>* Rental Assistance</li> <li>* Rental Rehab/Repair</li> <li>* Direct Housing               <ul style="list-style-type: none"> <li>- Private Site</li> <li>- Commercial Site</li> <li>- Community Site</li> </ul> </li> <li>▪ Alternative Units</li> <li>▪ Temp-to-Perm</li> <li>* Relocation Assistance</li> </ul>	<p><b><u>Permanent Housing Options</u></b></p> <ul style="list-style-type: none"> <li>* Renting Another Home</li> <li>* Buying Another Home</li> <li>* Repairing Home</li> <li>* Rebuilding Home</li> <li>* Relocation</li> <li>* Constructing New Residential Developments</li> </ul>
3	<p>Are the options <b>ACHIEVABLE</b>?</p> <p>Is there <b>sufficient, needed capacity</b> to start up and sustain the assistance delivery in terms of speed and duration?</p> <ul style="list-style-type: none"> <li>❖ If <b>Yes</b>, assistance may be provided in or near the impacted communities if other considerations are met below.</li> <li>❖ If <b>No</b>: See descriptions under each relevant assistance column. Also, identify gaps and which types of capacities may be timely and sufficiently brought into the impacted community to supplement.</li> </ul> <p>Note: 1. Operational/ Implementation</p>	<p>If <b>No</b>: Identify capacity gaps, bring in external capacity to support in-community operations if feasible. Otherwise, may have to shelter some or all affected households outside the impacted community using options described above.</p> <p>Conditions may cause delay.</p> <p><i>Situation may post urgent interim housing requirement.</i></p>	<p>If <b>No</b>: Identify capacity gaps and may have to bring in external capacity to supplement and support operations. Relocation Assistance may be needed. Other IH assistance may have to be provided in areas outside the impacted community. Identify external resources available.</p> <p><i>Situation may post extended sheltering requirement.</i></p>	<p>If <b>No</b>: Residents may have to relocate to reestablish permanent housing outside the impacted community. For those who stay in the impacted community will likely experience in delays as they have to wait for capacity and resources for repair and rebuild to reestablish, and/or for housing resources to become available for rent or purchase.</p> <p><i>Situation may post extended interim housing requirement.</i></p>

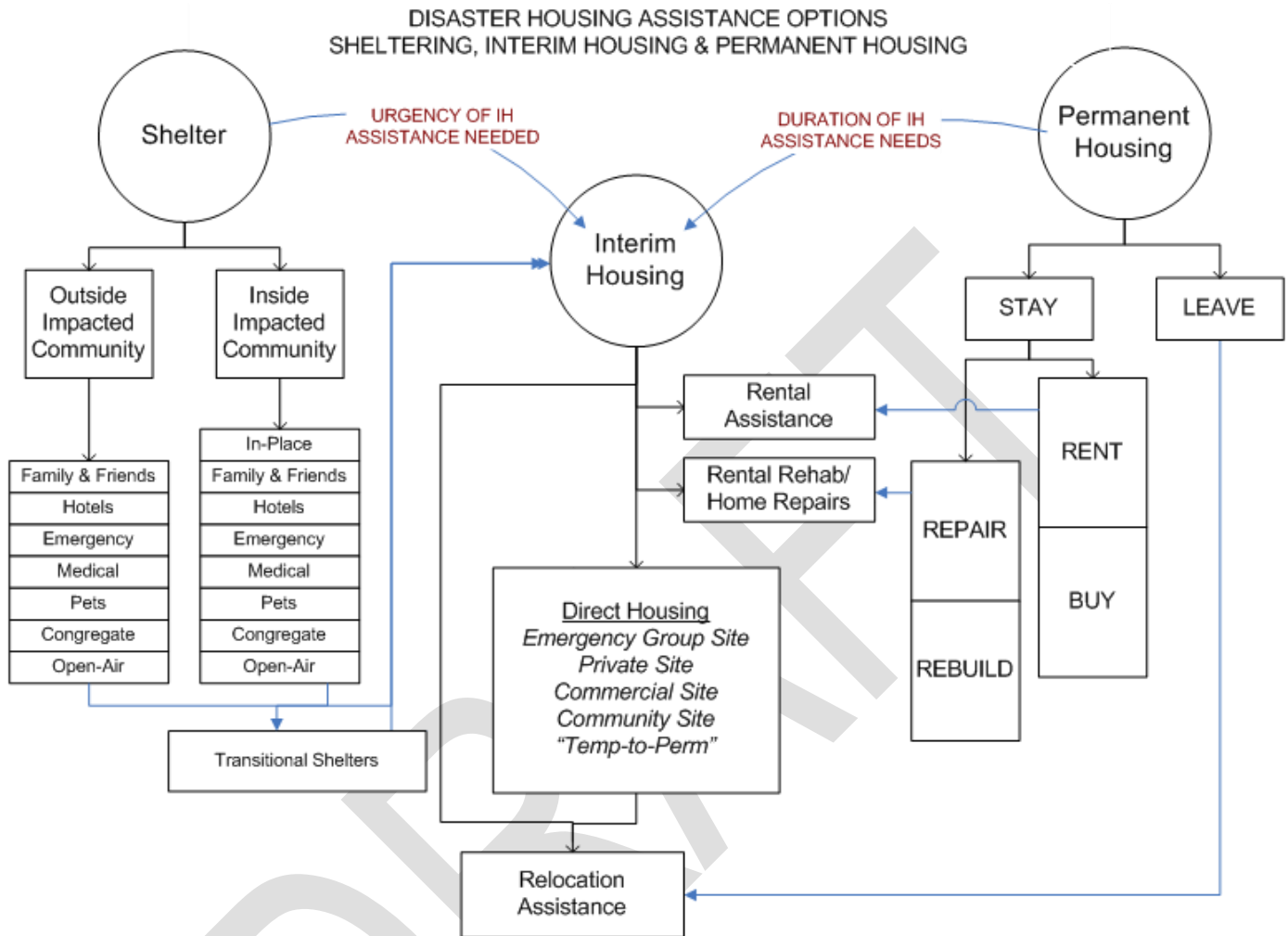
	<u>KEY PLANNING/DECISION CONSIDERATIONS</u>	<u>SHELTERING</u>	<u>INTERIM HOUSING</u>	<u>PERMANENT HOUSING</u>
	<p>planning takes place as each Assistance Group plans out its logistical, staffing and organizational requirements for delivering assistance.</p> <p>2. Challenge is to avoid “silo” planning through the SLDHTF or other mechanism that promotes cross function communication and concerted planning.</p> <p>^ This consideration is part of the post-disaster <u>Needs, Resources Capacity &amp; Gaps Assessment</u>.</p>			
4	<p>Is assistance still <b>FEASIBLE</b>?</p> <p>In looking at the cost, time, and effectiveness of the resources that are available and options that are achievable, is it still <b>feasible</b> to provide assistance in the impacted community?</p> <p>❖ See key questions to ask under each assistance category.</p> <p>Note:</p> <p>1. Coordinated planning among sheltering, interim and permanent housing decision-makers are needed;</p> <p>2. Decision of what options to choose or any assistance to provide at all would be impacted by the information and decision from the other assistance area.</p>	<p><u>Will extended or transitional sheltering be needed beyond the immediate emergency ones?</u></p> <p>Answers will come in part from the speed of which Interim and Permanent Housing can be provided.</p> <p><i>Response dictates whether sheltering in the impacted community is feasible, and where and what type of sheltering options may be needed when and for how long in areas away.</i></p>	<p><u>How urgent will IH assistance be needed?</u> Answer is to come from Sheltering, which define URGENCY for interim housing.</p> <p><u>How long will assistance be needed for?</u> Answer is to come from Permanent Housing END STATE response.</p> <p><i>Responses to the above questions, along with an analysis of the cost and time required for the types and levels of IH assistance needed, would dictate whether or not it is still feasible to provide IH assistance in the impacted communities or would it be more cost-effective to relocate?</i></p> <p>If feasible, explore</p>	<p><u>How soon and how many displaced households can reestablish permanent housing within or outside their impacted communities through:</u></p> <ul style="list-style-type: none"> <li>Repairing or rebuilding homes</li> <li>Renting or purchasing homes</li> </ul> <p><u>How soon will the impacted community be able to reestablish access to employment and other public, commercial and community services and activities that are essential to supporting self-sufficiency?</u></p> <p>The intent is to identify:</p> <ul style="list-style-type: none"> <li>* households stay or relocate</li> <li>* Types and duration</li> </ul>

	<u>KEY PLANNING/DECISION CONSIDERATIONS</u>	<u>SHELTERING</u>	<u>INTERIM HOUSING</u>	<u>PERMANENT HOUSING</u>
			temp-to-perm options and coordinate and support permanent housing re- establishment.	of interim housing – especially FEMA direct housing needed.  <i>Response to questions dictate how long interim housing may be needed if all needs cannot be met timely and sufficiently by relocation. .</i>

1916

1917

1918



Note: Disaster Housing options listed lower are generally more specialized and/or more intensive in terms of time and resource requirements.

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1920 **VI. Scenarios**

1921 **Scenario 1: Catastrophic disaster in an urban environment**

1922  
1923 **Event type:** Earthquake

1924  
1925 **Secondary Event:** Mild Tsunami

1926  
1927 **Affected areas:** Honolulu County, Hawaii County, Kalawao County, and Maui County

1928  
1929 **Population:** Honolulu, Hawaii, Kalawao, and Maui, Counties combined est. 1.3 million

1930  
1931 **Description of Incident:**

1932 A violent earthquake rattled most of Hawaii when a 7.6-magnitude earthquake occurred  
1933 along a fault zone in a metropolitan area of the city. A tsunami followed the earthquake  
1934 less than eight hours after the initial shock mostly effecting the shorelines but further  
1935 exasperating devastating conditions. Honolulu was most impacted by the events but the  
1936 counties of Hawaii, Kalawao, and Maui have also sustained severe damage.

1937  
1938 While scientists had been predicting a moderate to catastrophic earthquake in the region  
1939 sometime in the future, there was no specific indication that an earthquake was imminent  
1940 in the days and weeks prior to this event.

1941  
1942 There were no warnings/alerts issued before the earthquake but tsunami warnings were  
1943 issued immediately after the initial shock.

1944  
1945 **Initial damage assessment:**

1946 Thousands of homes have shifted off their foundations due to the earthquake's rapid  
1947 movements and some residential and commercial buildings have collapsed entirely. Soil  
1948 liquefaction has occurred in some areas (including residential areas) creating quicksand  
1949 like conditions.

1950  
1951 Service disruptions are numerous to households, businesses, and military facilities.  
1952 Medical services are overwhelmed and functioning trauma hospitals are limited.  
1953 Due to flooded and damaged roadways, capability of evacuation route is limited.  
1954 Motorists are stranded in gridlocked traffic while debris on the highways is blocking  
1955 alternate routes to other communities. Other available modes of transportation include  
1956 airplanes and cruise ships but they will likely be unavailable for the days immediately  
1957 following the disaster.

1958  
1959 **Infrastructure Damage:**

1960 Multiple water main breaks have flooded major streets. Highway 1 on the Island of Oahu  
1961 in addition to major routes along the coastline such as State Highway 30 on the Island of  
1962 Maui and Route 270 on the Island of Hawaii all have areas with severe flooding as a  
1963 result of the tsunami. Expectedly, damaged runways have caused indefinite flight

1964 cancellations and damage to the port has adversely affected its capacity to provide as  
1965 entry point for assistance and/or relief.

1966 Damaged transformers knocked down telephone service and power to 40% of the  
1967 residences in the affected counties and have left response efforts hampered by  
1968 communications failures.

1969  
1970 Fuel storage and distribution structures have been damaged; and various other public  
1971 structures such as schools and Fire and Emergency Medical Services (EMS) stations and  
1972 trucks were damaged and will require damage assessment.

1973  
1974 Wastewater primary receptors have broken, closing down systems and leaking raw  
1975 sewage into the streets resulting in a public health concern.

1976  
1977 The unavailability of services is disruptive and will be costly.

1978

1979 **Essential Services:**

1980 More than 400,000 housing units are reported to have been damaged, destroyed or  
1981 inaccessible. An unknown transient/tourist population will also seek immediate  
1982 sheltering and will likely have no means to self-evacuate and/or self-shelter.  
1983 The need for evacuation is widespread and dire; survivors will need airlift or boat  
1984 transportation to unaffected areas of Hawaii and to other states however once out of the  
1985 disaster area, 20% of the evacuees will be able to self-shelter.

1986

1987 In addition, survivors will need immediate access to clean water and food.

1988 Emergency medical stations will need to be staged to treat and shelter those needing  
1989 medical attention.

1990

1991 **Key issues:**

- 1992
  - Potential for sizable aftershocks in the following days and months are prevalent
  - Hazardous contamination impacts of concern include natural gas and are not
  - 1993 known
  - Officials struggle to determine casualties and assess the damage
  - 1994
  - Logistically, evacuation from increase demands
  - 1995
  - A large percentage of the Hawaii is either uninhabitable or designated as a
  - 1996 national park making temporary staging housing efforts complicated
  - 1997
  - 1998

1999

2000 **Demographics of the displaced population:**

2001 The median is slightly lower than the state median Information such as median household  
2002 incomes and the percentage of households with homeowners and flood insurance are  
2003 good indicators for projecting future demand for interim and long term housing  
2004 assistance. However, these estimates will be skewed as an effect of the massive impact  
2005 to the state and the likelihood that insurance companies will exhaust their financial  
2006 resources and therefore be unable to pay out a significant number of claims.

2007 Approximately 7% of the residents of the affected counties are persons living below  
2008 poverty.

2009

2010 **Housing effort:**

2011 Mass sheltering will be needed for the maximum time available both in Hawaii and in  
2012 close by states.

2013

2014 A large percentage of the displaced population specifically in Honolulu County will  
2015 require interim and long term housing assistance.

2016

2017 **Timeline for the likely length of displacement**

2018 Hardest hit communities will require approximately two years to be restored to a livable  
2019 standard comparable to that of its pre-disaster state.

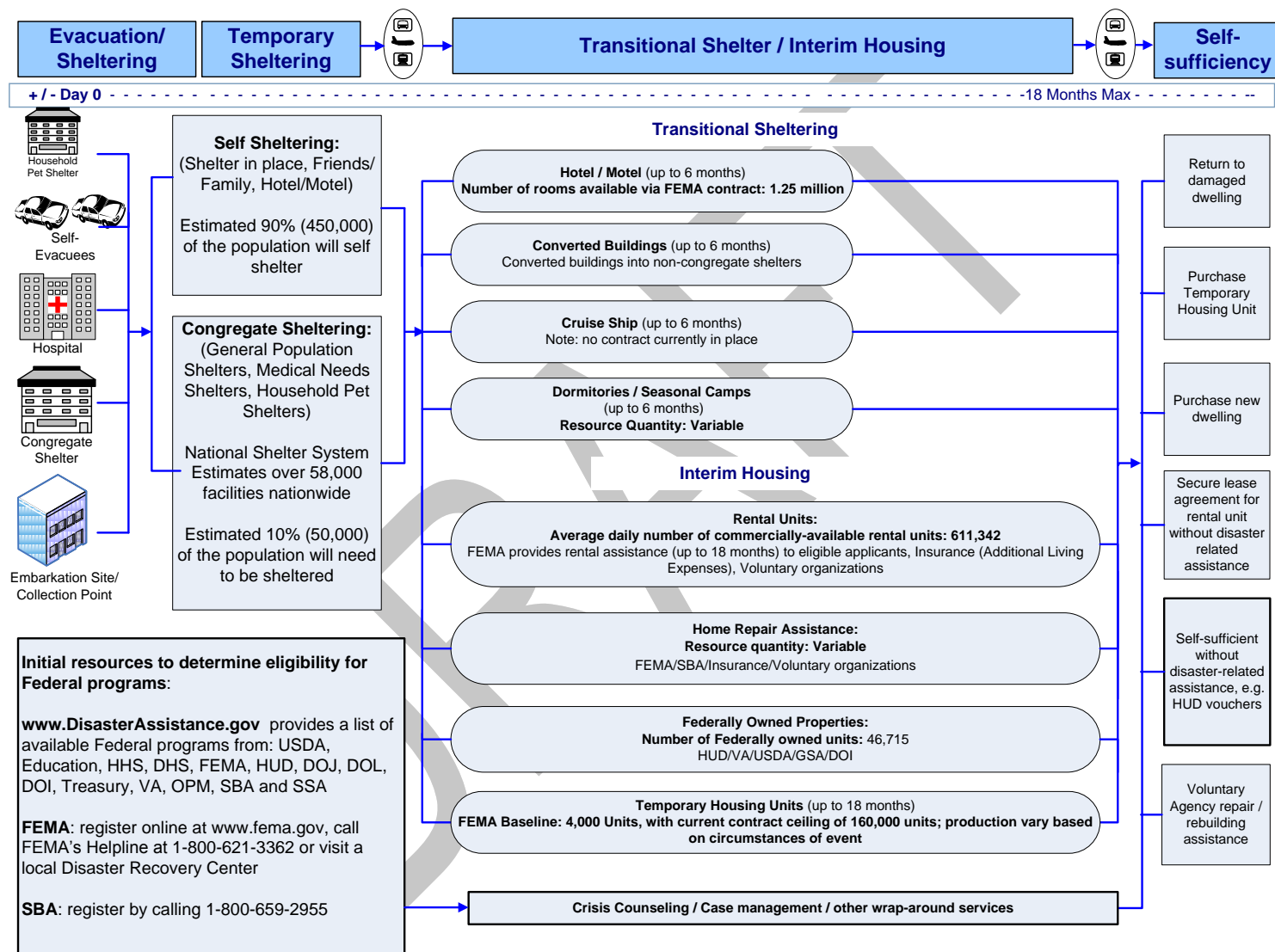
2020

2021

2022

2023 **Placeholder: Next subsection is in development. It will be a framework for**  
2024 **illustrating the decision and assistance delivery processes in meeting the needs of**  
2025 **this catastrophic event.**





**Scenario 2: Small to medium sized disaster in a rural area**

**Event type:** Multiple tornados

**Affected areas:**

Los Alamos (Los Alamos County) and Espanola (Rio Arriba County), New Mexico

**Population:**

Los Alamos est. 12,000

Los Alamos County est. 19,000

Espanola est. 10,000

Rio Arriba County est. 41,000

**Description of Incident:**

A fast moving low pressure front passed through northwestern New Mexico, producing severe thunderstorms, baseball-sized hail, and five tornadoes, including two EF-3 tornados that directly hit Los Alamos and Espanola causing extensive damage.

Widespread damage to Sandoval and Santa Fe counties has also been confirmed. The tornado's path extended for approximately 22 miles with a maximum width of one half mile and winds as high as 145 mph.

15 minutes before the tornado touched down, the National Weather Service issued a tornado warning for several counties and the local tornado sirens went off in both Los Alamos and Rio Arriba Counties.

**Initial damage assessment:**

Approximately 35 homes have been severely damaged along the tornados path in addition to 450 homes that have sustained hail, wind, and debris damage. There has been significant structural damage to Espanola Hospital, an 80 bed general and acute care hospital.

An estimated 8,000 residences and businesses within the effected counties are without power and communication failures have been reported due to damaged power lines and overwhelmed capabilities. PNM Electric the utility provider in the area expects to restore power within five to six days.

**Essential Services:**

Of the 450 households that sustained damage, 190 will remain in their damaged residence or self shelter and approximately 260 households will require immediate sheltering, food, possibly transportation to sheltering and other essential services.

**Key Issues:**

- Damage to Los Alamos Laboratory, a nuclear development site, is unknown and has the potential to be harmful to residents.
- Roadways are reported to be hazardous due to trees and other debris making post disaster evacuation challenging.
- Secondary hazards include small electrical fires.

**Demographics of the displaced population:**

Los Alamos County and Rio Arriba County vary greatly in terms of key demographics relating to housing; while specifics are not yet know about the areas where the 485 households have been displaced, countywide figures are reasonably accurate. Heaviest hit by the tornado was Los Alamos County which has a high median income, well above the state average, has an estimated 3% of the population living below poverty and about 90% of the residents carry homeowners insurance.

Rio Arriba County however with a median income lower than the state average and one-third that of Los Alamos has an estimated 21% of the population living below poverty and about 60% of the residents carry home owners insurance.

A combined 30 residents of the 485 household affected are persons living with disabilities that may require special needs during the evacuation and sheltering effort.

**Housing effort:**

Of 35 households that were completely destroyed, seven households require assistance in obtaining both interim and long term housing.

Of the 190 households that either remained in their homes or self-sheltered initially, 25 require interim housing while repairing their home; 20 will return home but require housing repair assistance and 145 households require no further assistance.

Of the 260 households that required assisted sheltering, 30 now require interim housing while repairing their home; 50 will return home but require housing repair assistance and 180 households require no further assistance.

In sum, Of the 485 households that were either destroyed or damaged, 325 require no further assistance; 55 households require interim housing with or without housing repair assistance; 70 households will return to their damaged residence but may require housing repair assistance; and seven households will require long-term housing assistance.

2110 **Placeholder: In development is a framework for illustrating the decision and**  
2111 **assistance delivery processes in meeting the needs of this catastrophic event.**

DRAFT

**Scenario 3: Events requiring permanent relocation**

**Event type:** Nuclear Device Detonation

**Affected areas:** Washington, DC

**Population:** Est. 595,000 Surrounding metropolitan area including parts of Virginia and Maryland est. 5.3 million

**Description of Incident:**

An unknown group of terrorist detonated a gun-type nuclear device in the central business district of Washington, DC. Most buildings in a large radius are destroyed and an Electromagnetic Pulse (EMP) has damaged most electronic devices within about 3 miles. A mushroom cloud is above the city and is drifting northeast and spreading contamination.

One hour before the blast, an immediate and mandatory evacuation was issued for unknown reasons through broadcasts on television, radio, and police announcement for the DC, Virginia and Maryland areas. Personal and commercial vehicles, buses, trains, and planes (both commercial and military) were filled beyond capacity and used to evacuate the public.

**Initial damage assessment:**

The blast and subsequent fires have destroyed all buildings in a 15 miles radius of the detonation. All homes and buildings within a 30 mile radius have suffered total to moderate damage. The area is experiencing total infrastructure failure.

**Essential Services:**

Approximately, 3 million people did not evacuate or did not reach beyond the 10 mile radius before the nuclear device detonated; for this population, radiation exposure is the largest concern following the blast. This population needs clear effective communication on whether and how to shelter-in-place or the appropriate evacuation instructions. Prompt decontamination assistance in addition to access to mass sheltering facilities beyond the contaminated area of approximately 150 miles is vital.

For evacuees that have travelled beyond the hazardous area, mass sheltering is needed.

**Infrastructure Damage**

There is significant damage to the general public support infrastructure; systems effected include: transportation lines and nodes (e.g., air, water, rail, highway); power generation and distribution systems; communications systems; food distribution; and fuel storage and distribution. There are also concerns about the safety and reliability of many structures such as tunnels, bridges, dams, levees, nuclear power plants, hazardous material storage facilities. Water main breaks are widespread and gas leaks are further stimulating existing fires. Structures that are used to provide essential services such as hospitals and schools are destroyed.

Power production and distribution installations and substations have been destroyed and in turn the electrical power grid is damaged. In addition, such high levels of radiation create a high-voltage spike that radiates out from the detonation site. It has the potential to disrupt the communication network, other electronic equipment, and associated systems within approximately a 3-mile radius from the blast.

The grid damage may cause power outages and communication system failures over wider areas, perhaps over several states but likely be repaired within days to weeks.

**Key Issues:**

- There is a shortage or lack of personal protective equipment for responders at the blast site and inexperience using the radiation detection devices.
- Non-profit organizations, FBCOs and other groups or individual, that traditionally provide search and rescue, evacuation, or sheltering facilities may not have the appropriate protective equipment or decontamination equipment to safely assist the population left within that the unsafe area of the blast.
- Evacuees that successfully travelled beyond the contaminated area have been taken to various states across the United States and there is no system of accounting for the numbers or the locations of these evacuees; sheltering sites must be staged promptly and in many states.

**Demographics of the displaced population:**

The total area and population that has been affected is so immense that the demographics are wide ranging and cannot produce reliable data for the purposes of needs assessment, projections, or decision making. Households that may traditionally have the capability to self-evacuate or self-shelter, may no longer have that capability due the extraneous nature of the disaster.

**Timeline for the likely length of displacement:**

Decontamination of sites involves the removal of all affected material, so most buildings in the immediate fallout path will likely have to be destroyed in the decontamination effort. At a distance of about 40 miles beyond the blast point, the buildings will not have to be destroyed and removed but will still require decontamination of all affected surfaces. This effort will last many years.

Public service disruption will be extensive in the area near the blast and in the fallout path for several miles downwind. Services in these areas will not be restored for years after the decontamination effort because the land affected cannot be returned to use until the decontamination is complete and the structures rebuilt.

In addition there is an unknown area that will likely not be unfit for future use.

**Housing Effort**

**Scenario 4: Catastrophic disaster – multi-state, varying small to medium population densities.**

**Event type:** Hurricane

**Secondary Event:** Tornado

**Affected areas:** GA Counties: Camden, Glynn, McIntosh, Liberty, Bryan, Chatham  
FL Counties: Nassau and Duval  
South Carolina: Jasper County

**Population:**

**Description of Incident:**

A Category 5 hurricane hit the coastline of Georgia with sustained winds of 160 mph and a storm surge greater than 20 feet above normal. Subsequently, tornadoes were generated by the storm and further devastated parts of these hard hit states. Significant damage is reported on the Coastlines of Georgia and parts of northern Florida and one southern county in South Carolina.

Two days prior to landfall, it was determined that a hurricane was going to pose as a significant threat to the eastern coastline. As the storm moved closer to land, massive evacuations were issued. Certain low-lying evacuation routes were inundated by water anywhere from five hours before the eye of the hurricane reached land.

**Initial damage assessment:**

Glynn, McIntosh, Liberty, and Bryn Counties of Georgia, hardest hit by the storm, have been completely destroyed. The hurricane, and its associated rain, wind, hail and tornados have destroyed thousands of homes far beyond the immediate land-path of the hurricane. Several affected counties have a relatively large population of manufactured/modular housing units; it is expected that these units will, by in large, be wiped out. Many older buildings along the Georgia coastline have collapsed. Newer facilities and structures survived the influx of water, but sustained heavy damage on the lower levels.

Low lying areas are experiencing catastrophic flooding. River banks and other river systems are far beyond record flood levels. Many of the storm drains are backed up and there is imminent risk of hazardous waste in the community

Large debris and hazardous waste is widespread and, most of the coastline areas are only accessible by helicopter or boat. As a result emergency responders are unable to perform search and rescue/evacuation and damage assessment to the extent needed. Actual damage to housing units will not be confirmed for many months however, 25,000 housing units are said to be completely destroyed or no longer standing; approximately 50,000 additional housing units are expected to have varying degrees of damage.

**Infrastructure Damage:**

Utility providers have reported that at least 60% of the households within the devastated counties have lost power entirely. Most communications systems within the impacted area are not functioning due to the damage and lack of power.

Water purification plants have sustained unknown damage making the water supply unsafe.

**Secondary hazards**

Flooded and damaged petrochemical facilities, chemical plants, sewage treatment plants, and other facilities threaten the health of citizens, create a hazardous operating environment, and require immediate cleanup and remediation. An oil tanker was blown off course during the storm and sustained serious damage and is leaking oil into the waters adjacent to some of the affected counties.

**Essential Services:**

Tens of thousands are immediately homeless, and all areas are in serious need of drinking water; food is in short supply and spoiling quickly due to the lack of refrigeration.

Shelters throughout the region have opened facilities but the sheltering need is far beyond their capacities. Alternative sheltering solutions are imperative.

**Key Issues:**

- There is a significant elderly population that may require additional assistance during the evacuation and sheltering effort.
- Many areas are inaccessible and there is no accurate estimate for the sheltering need.
- Rescue efforts are stifled as widespread communication failures persist.
- Until debris is cleared, rescue operations are difficult because much of the area is reachable only by helicopters and boats.

**Demographics of the displaced population:**

The varying counties have significantly differing population. Consistent demographics throughout the devastated areas indicate that there is both a significant elderly population as well as a significant population of children below the age of five.

**Housing effort:**

Sheltering needs will continue for two months or until households are able to transition into interim housing or, for a small number of households, return home. Due to the time of year there is a large traveling population that will also require sheltering for five to ten days until they are able to make arrangements to return to their home states.

45,000 housing units, including apartment buildings, single family homes and townhouses have been destroyed and these households will require long term housing assistance.



Approximately 55,000 homes have been condemned and require intense remediation. However, due to the high demand of remediation services across the three states, for public, commercial, and residential structures, these residents will wait as long as 12 months to two years for complete remediation of their homes. These households will require interim housing assistance as they wait for remediation services and then obtain a certificate of occupancy from their local jurisdiction.

The housing units that incurred the least damages were areas affected only by the associated winds. These 40,000 households will return home after just weeks of sheltering but will still request housing repair assistance.

**Timeline for the likely length of displacement**

A large sheltering effort will be needed for the maximum time available until household's transition to interim housing. A large majority of the affected households will return to self sufficiency within two years of the disaster. Those that lost their homes entirely will either rebuild or move to other areas within three to four years after the disaster.

**Catastrophic Response and Recovery Sheltering 500,000 Households**

Sheltering 500,000 households within 60 days of a catastrophic event will require the full capabilities and resources of government without regard to jurisdictional levels. Housing operations occur in support of state and local governments, and in conjunction with the private sector, individual members of the community, and the disaster survivors themselves. This section outlines the estimation of sheltering capabilities with the understanding that leveraging them is contingent on full cooperation of all levels of government, NGOs, the private sector and survivors.

Utilizing Existing Resources:

Sheltering efforts immediately following a catastrophic event would focus on providing congregate or non-congregate sheltering as available to disaster survivors needing assistance. Subsequent efforts would focus on providing non-congregate sheltering for a temporary or interim period. Initially, this would focus on available, usable resources in the affected area, such as habitable rental resources and/or hotel/motel rooms.

FEMA has a contract to facilitate the placement of FEMA-assisted households in hotel/motel rooms for an extended period. The number of hotel/motel rooms available via this contract mechanism at any given time is fluid, averaging 35 percent, or about 1,250,000 rooms nationwide per night. The contractor has entered into agreements with thousands of hotels, although lodging providers are not required to commit a particular number of rooms to disaster survivors.

For privately owned rental apartments, the Federal government does not have direct control over leasing these units, and cannot require private owners to lease to disaster survivors. However, FEMA provides applicants with information on potential rental resources in the affected area upon request. Both hotel/motel and apartment availability varies by area.

On average, there are also approximately 46,715 Federally-owned, unoccupied housing units nationwide which may be used following a catastrophic event. However, our Federal partners do not always track the habitability of these units, and since many of these properties have been acquired through foreclosure, they may be uninhabitable. In addition, the use of these properties would require the development and/or execution of Inter Agency Agreements with the owner agency. As such, these factors make potential estimations of Federally owned housing availability and functionality difficult to predict, and may vary greatly at any given time, as well as by geographic area.

Deploying Resources:

If existing resources in the affected area are not sufficient to address housing needs, temporary housing units (THUs) may be brought in to meet those needs. However, the effectiveness and timeliness of using THUs following a catastrophic event is dependent on many internal and external factors which must be taken into consideration when

estimating potential delivery and installation following a major disaster. Some of those key factors include the speed of applicant registration, site feasibility, severity of infrastructure and utility damage, accessibility of the area (roads, bridges, etc), local permitting requirements, environmental impact concerns, family composition factors and resolution of land ownership issues.

Of particular importance in delivering and installing THUs in a timely basis is a host community's willingness to allow group sites to be set up in their area for long-term use while a heavily impacted area's infrastructure and housing stock are being restored. For THUs to be factored into a viable plan for housing disaster survivors, the host community must rapidly identify land that meets all necessary regulatory requirements for use as a group site and approve the use of said land for this purpose.

Understanding these factors may impact speed and capabilities, and based on program complexities and historical operations, FEMA will be able to install and have 1,000 THUs ready for occupancy within the first 60-days from the decision to execute a direct housing mission.

The conversion of buildings, both in and outside of the affected area, may be considered as an interim or long-term housing solution as well. However, converted buildings require time to accommodate facility identification, leasing, building out, inspecting, and furnishing, and are therefore not available immediately.

#### Relocation:

When existing area resources and bringing in resources to the area still cannot meet the housing need, disaster survivors must consider relocation. In a large-scale event, it is important to stress that the available resource may not be the housing option a household would prefer, but it can accommodate their housing needs. The challenge will be to help facilitate their return as quickly as possible, so they can help their communities recover.

2392 **VII. Resources - Helpful websites and numbers**

2393 **In development**

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## ANNEXES

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2399 **Annex:**  
2400 **State Led Disaster Housing Task Force Guidance**  
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2403 Federal Emergency Management Agency Veteran's Affairs US Army Corps  
of Engineers Housing and Urban Development Small Business  
Administration US Department of Agriculture US Department of Health  
2404 and Human Services Federal Emergency Management Agency Veteran's  
Affairs US Army Corps of Engineers Housing and Urban Development  
Small Business Administration US Department of Agriculture US  
2405 Department of Health and Human Services Federal Emergency  
Management Agency Veteran Affairs US Army Corps of Engineers  
2406 Housing and Urban Development Small Business Administration US  
Department of Agriculture US Department of Health and Human  
2407 Services Federal Emergency Management Agency Veteran Affairs US  
2408 Army Corps of Engineers Housing and Urban Development Small  
Business Administration US Department of Agriculture US Department of  
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## **State-Led Disaster Housing Task Forces**

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## **Guide and Reference**

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**March 2010**

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## INTRODUCTION

In 2009, the National Disaster Housing Strategy (Strategy) called for the development of a National Disaster Housing Task Force (Task Force) to coordinate all Federal disaster housing related resources and develop new and innovative approaches to disaster housing. Additionally, the Strategy calls for the Task Force to support and build state and local disaster housing preparedness, response, and recovery efforts through State-led Disaster Housing Task Forces (SLDHTF).

This document will provide guidance regarding the establishment and staging of State-Led Disaster Housing Task Forces. This guidance is based on information collected from FEMA Regional offices, state plans, and National Disaster Housing Task Force members and partners. It serves as a collection of best practices to date.

Most SLDHTF thus far have primarily been created in response to federal disaster declarations. The goal for the future is for each state to create and maintain a standing SLDHTF that will not only respond to specific events, but will provide a forum for identification of potential housing/recovery issues in peacetime, and facilitate problem-solving in a partnering environment. Additionally, SLDHTFs will be able to identify baseline capacity and identify breaking points, as well as develop strategies for when those breaking points are reached.

This document provides specific guidance on:

- The functions of a State-Led Disaster Housing Task Force
- How to establish a State-Led Disaster Housing Task Force
- State-Led Disaster Housing Task Force suggested membership
- How a State-Led Disaster Housing Task Force fits into the national disaster housing picture

**PROCEDURAL GUIDANCE**

**I. Membership**

Staffing of a SLDHTF is typically a volunteer or collateral duty. Membership should be comprised of people well versed in all phases of disaster housing as well as stakeholders commonly engaged in emergency management. A core group of members should be established, with ancillary members added as needed (i.e. local officials from a disaster-affected area). To assist those states that have limited Individual Assistance (IA) staff, FEMA Regional IA staff members are available to assist States in setting up and operating SLDHTFs.

One agency/office should be identified as the lead for the SLDHTF.

State Government

- Governor's office
- State Department of Natural Resources
- State Housing Finance Authority
- State Department of Health
- State Emergency Management Agency
- State Recovery Office
- State Manufactured Housing Association
- State Independent Living Council
- State Protection and Advocacy Agency
- Governor's Disability Office
- State Developmental Disability Council
- State Insurance Department
- State insurance oversight agencies
- Corporation for National and Community Services
- State Department of Social and/or Human Services
- State Agency on Aging

Nongovernmental Organizations

- Voluntary Agencies
  - Local VOAD
  - National VOAD – [www.nvoad.org](http://www.nvoad.org)
  - State Associations of Independent Living Centers ([www.ncil.org](http://www.ncil.org))

Private Sector

- Independent Living Centers
- Aging and Disability Centers
- Local Meals on Wheels offices for home-delivered and congregate meal services
- Developmental Disability Agencies
- Other disability services organizations
- Advocacy groups for populations not covered under specific authorities
  - Low-income populations
  - Children

- 2520                   ○ Pets
- 2521                   ○ Seniors
- 2522                   ○ Other Special Needs

2523     Federal Government

- 2524             • Federal Emergency Management Agency (FEMA)
- 2525             • Department of Housing and Urban Development (HUD)
- 2526             • Small Business Administration (SBA)
- 2527             • United States Department of Agriculture (USDA)
- 2528             • Department of Veterans Affairs (VA)
- 2529             • Department of Health and Human Services (HHS)
- 2530             • US Department of Labor (DOL)
- 2531             • US Census Bureau
- 2532             • Department of the Interior, Bureau of Indian Affairs (BIA)
- 2533             • United States Army Corps of Engineers (USACE)
- 2534             • Environmental Protection Agency (EPA)
- 2535             • National Council on Disability
- 2536             • US Access Board

2537     Neighboring states, particularly in multi-state disasters

- 2538             • At a minimum, a SLDHTF should include the following critical
- 2539                 participants to develop, analyze and implement a plan for housing:
  - 2540                     ○ Local Government(s) from affected area(s)
  - 2541                     ○ State Emergency Management Agency
  - 2542                     ○ Governor's representative
    - 2543                         ▪ Direct line to governor for decision-making
- 2544             • Especially critical in catastrophic disasters
- 2545             • FEMA Regional Offices
- 2546

## II. Function

### A. General

In the event of a disaster, State governments are better positioned to determine housing solutions than the Federal government. States can leverage established relationships with local agencies that help expedite the delivery of assistance. State-led Disaster Housing Task Forces can help formalize and streamline the local-State-Federal partnership, as well as help build and define State and local capacities.

State-Led Disaster Housing Task Force members should be made up of local emergency managers and housing experts who ensure a collaborative and comprehensive approach to meeting the needs of communities impacted by disaster. In response to disasters, these Task Forces coordinate housing strategies, solutions, and resources across all sectors and affected populations. Additionally, they serve to facilitate State and local actions to expedite the delivery of Federal programs. A State may maintain these Task Forces throughout the year, improving State disaster housing capabilities and gaining familiarity with current guidance on FEMA, HUD, and other Federal programs. By establishing a permanent Task Force, States will have the expertise needed to identify and address potential disaster housing needs within their State emergency operations plans.

A standing SLDHTF will serve to have a centralized, official body with the authority and credibility to discuss disaster housing issues. This credibility and authority comes from the collaboration of representatives from all levels and sectors of the emergency management spectrum. One of the major benefits of creating a Standing State-Led Disaster Housing Task Force is to expedite the delivery of Federal Programs by having a direct line to the Federal applicant process and a way for all levels of disaster management and response agencies to work collaboratively. Additionally, SLDHTFs can represent and organize the interests of the state's senior leadership.

#### Preparedness

- Identify housing options for non-federal declarations
- Determine local governments' needs and objectives
- Solicit input from local human services programs to determine capabilities and needs
- Provide local governments with information to facilitate preparedness
- Streamline permitting process and building code enforcement to better facilitate recovery
- Delegate expected actions and responsibilities for state entities in the event of a Governor's Declaration of State of Emergency

#### Non-Incident Focused Activities (Strategic)

- Preparedness activities
- Identify opportunities for mitigation
- Improve State disaster housing capabilities
- Pre-identify disaster housing options and resources
- Pre-determine strategic placement of temporary housing units (i.e. within city limits) and provide technical assistance

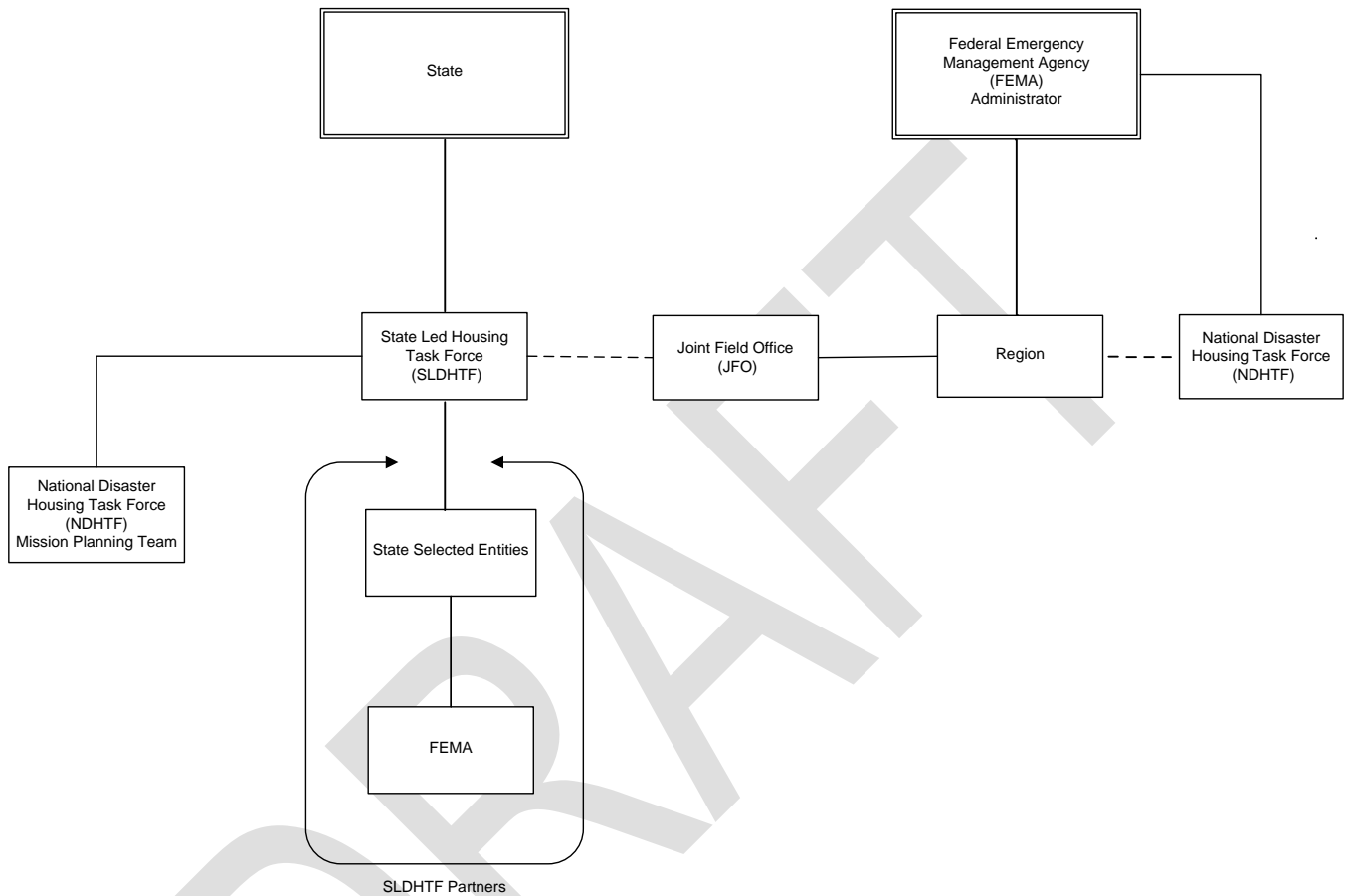
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Crisis Action Activities (Disaster-Specific)

- Coordinate housing strategies, solutions and resources
- Identify vulnerable affected populations
- Meet as needed to address issues
- Maintain operational status until housing operation is complete

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### III. Organizational Chart (Example)



#### IV. Preparedness Activities

A. By establishing a permanent SLDHTF, States will have the expertise needed to identify and address potential disaster housing needs within their State emergency operations plans. A permanent SLDHTF will also facilitate building critical relationships prior to a disaster event and assist in the delineation of roles and responsibilities. FEMA, USACE, and IA-TAC contractors can work with the SLDHTF to develop playbooks and readiness plans in advance of a disaster.

##### **Assessment**

The activities of the SLDHTF should include a strategic assessment of current capabilities, which would lead to the development of both organizational capacity and flexible housing strategies. In conducting gap analyses and detecting deficiencies, the SLDHTF can address issues and remedy operational concerns. Developing capabilities in a pre-disaster environment will reduce the stresses that are placed on State and local resources during the disaster.

##### **Planning**

The SLDHTF should ensure that their disaster housing strategies meet both the objectives of ESF #6 and ESF #14 in the National Response Framework, as well as the objectives of the upcoming National Disaster Recovery Framework. Shelters and temporary housing stock should be pre-identified, including shelters that are accessible for both individuals with disabilities and their caregivers. Pre-disaster planning should also include information on potential permanent housing solutions so the long-term community recovery process can be readily initiated.

Memoranda of Understanding and Interagency agreements should be prepared as part of the preparedness process. The SLDHTF will determine the need for MOUs to address evacuation, rescue equipment, sheltering, interstate housing, as well as the needs of individuals with special needs, and will execute them as part of the State Disaster Housing Strategy. In response to an event, the Strategy will be the basis of a disaster specific State Disaster Housing Plan created to determine the best solutions to conditions and challenges.

#### B. Drafting a State Disaster Housing Strategy

The Housing Strategy will delineate the actions that the State, FEMA, and other Federal Agencies will take to meet the housing needs of disaster survivors. The SLDHTF should conform its State Disaster Housing Strategy to the prioritized approach set forth in the National Disaster Housing Strategy and applicable FEMA policies, including the annually released FEMA Housing Plan (i.e. *2009 Disaster Housing Plan*). The State Disaster Housing Strategy should establish state-specific scalable disaster housing operations templates that can be tailored in response to different types of events.



**Goals**

A Housing Strategy template is provided at the end of the *Guide*. At a minimum, the Housing Strategy will include guidance and resources that outline how to perform the following:

- Identify baseline capabilities
- Determine housing availability and the immediate post-disaster housing need
- Create projections of total housing need, by type of housing
- Identify community considerations (e.g. demographics, special needs)
- Consider potential locally specific constraints (e.g. geographic, economic)
- Identify responsible parties and resources available to meet the housing need
- Analyze innovative housing solutions and alternatives
- Determine acceptable state formaldehyde levels for temporary housing units – State may accept FEMA’s level in writing\*
- Determine the timeframe in which housing programs can be executed
- Establish metrics and monitoring and evaluation strategies
- Identify which programs best suit the need and which should be implemented
- Identify populations targeted for each program as appropriate
- Propose a sequence of delivery
- Provide plans for transitioning disaster survivors from emergency, congregate shelters to temporary or permanent housing
- Provide training and conduct exercises

**Partnerships**

The SLDHTF should identify private sector and non-profit sector partners and considerations while drafting the Housing Strategy. For example, existing commercial sites can be inventoried as potential locations for group housing. The Housing Strategy can also outline how to maximize the use of national voluntary organization home repair resources.

**Coordination**

The Housing Strategy should also address State and local capacity and regulations. One component might address an increase in the capacity of the State Insurance Department to manage issues and complaints related to settlement claims. A dearth of local contractors might require that the plan consider licensing out-of-state contractors, as well as address the potential need to house out-of-town contractors to increase capacity for construction and repair, and prevent fraudulent and predatory contracting.

Consideration should be given to encouraging mitigation and resilient construction technologies for new housing, so communities can “build back stronger.” More rigorous building codes and floodplain regulations can be promoted alongside disaster-resistant repair and retrofitting. Zoning and permit concerns, as well as potential transportation issues, should also be taken into

account when local, county, and State officials are identifying prospective group site locations.

- Developing capabilities
- Identifying risks
- Conducting gap analyses and identify deficiencies
- Meeting the objectives of ESF #6 and ESF #14 in the National Response Framework and National Disaster Recovery Framework when completed.
- Pre-identifying shelters and temporary housing stock
- Determining need for and executing Memoranda of Understanding/Interagency Agreements for:
  - Evacuations
  - Shelters
  - Rescue Equipment
  - Support, assistance, and accessibility needs
  - Interstate housing and shelter arrangements
- Ensuring shelters are accessible for individuals with disabilities and those associated with them
- Coordinating with FEMA, USACE, and IA-TAC contractors to develop readiness plans and playbooks

#### C. Drafting a State Disaster Housing Plan

- Housing Plans should conform to the prioritized approach set forth in the *National Disaster Housing Strategy* and applicable FEMA policies, including the annually released FEMA Housing Plan (i.e. *2009 Disaster Housing Plan*)
- Establish scalable disaster housing operations templates based upon different type and size events
- Document the actions that FEMA, the State and other Federal Agencies will take to meet the housing needs of disaster survivors
- Include, at a minimum step-by-step guidance and resources to perform the following:
  - Identification of the current housing need
  - Reasonably accurate projection of the total housing need
  - Resources available to meet those needs
  - Analysis of potential alternatives to the current actions being taken that may be used to meet those needs
  - Clearly identify:
    - Which programs will be implemented to meet the housing needs
    - Sequence of delivery
    - Plans for transitioning shelterees from emergency, congregate shelters to non-congregate shelters or interim or permanent housing
    - Populations targeted for each program, as appropriate

- 2748                   – Determining acceptable state formaldehyde levels for temporary housing  
2749                   units (i.e. manufactured housing)—State may accept FEMA’s level in  
2750                   writing<sup>1</sup>  
2751                   – Provision of training and exercises  
2752                   • Contracting considerations  
2753                   – Plan for licensing out-of-state contractors  
2754                   – Address the potential need to house out-of-town contractors to increase  
2755                   capacity for construction and repair  
2756                   – Prevent fraudulent and predatory contracting  
2757                   • Increase the capacity of the State Insurance Department to manage issues and  
2758                   complaints related to settlement claims  
2759                   • Prepare for/engage maximum use of national voluntary organization home  
2760                   mud-out and repair resources  
2761                   • Promote good building codes and disaster-resistant repair and retro-fitting  
2762                   • Work with local, county, and State officials to identify prospective group site  
2763                   locations, keeping in mind zoning and permit issues, including transport of  
2764                   emergency housing  
2765                   • Create an inventory of existing commercial sites  
2766

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<sup>1</sup> FEMA’s allowable formaldehyde level was developed in consultation with other federal agencies’ guidance and expertise.

**V. Disaster Roles and Responsibilities**

- A. A State Disaster Housing Plan should be drafted and tailored for each disaster and should:
- Identify need and availability of shelters and housing for affected citizens
  - Identify and prioritize sheltering and housing needs
  - Determine housing authorities and resources necessary to provide temporary housing
  - Determine whether direct housing is suitable and necessary. Document must include justification of why alternate forms of housing assistance are infeasible
  - Determine methods for interfacing housing arrangements with existing community services, such as health care, supportive services, law enforcement
- B. Basic housing options to consider
- Relocate disaster survivors to existing housing resources in the local area
  - Relocate disaster survivors to areas outside local area where housing resources exist
  - Deliver housing resources (i.e. manufactured homes) into local area
- C. Preliminary Damage Assessments (PDAs)
- Determine housing needs, affected populations, housing stock, etc
  - Gathers operational information which may prove useful if a direct housing mission is needed.
  - Validate availability of rental resources
- D. Objectives and Deliverables
- Establish a Common Housing Requirements Picture
  - Explore the range of available interim housing options:
    - Maximize Available Rental Resources
    - Use Traditional Forms of Interim Housing
    - Employ Innovative Forms of Interim Housing
    - Authorize Permanent Construction
    - Include the housing and community access needs of people with disabilities in all considerations
  - Determine a Disaster-Specific Housing Plan
  - Some courses of action may require national-level approval
- E. Role of State government
- Establish priorities
  - Make key decisions on how to meet disaster housing needs (within existing authorities)
- F. Potential roles of Federal partners
- Federal Emergency Management Agency (FEMA) –  
[www.disasterassistance.gov](http://www.disasterassistance.gov)
    - Primary coordination point for national IA/ESF-6 capabilities
    - Includes “traditional” Individual Assistance functions and components
    - Assumes as much “heavy lifting” as possible to enable the State to focus on decision-making and establishing priorities
    - Provide lists of available rental properties

- 2813 • **Department of Housing and Urban Development (HUD) – [www.hud.gov](http://www.hud.gov)**
- 2814 – Provides information on and access to available, habitable housing units,
- 2815 including units accessible to eligible applicants with a disability
- 2816 – Ensures applicants who were receiving Section 8 assistance prior to the
- 2817 disaster are re-integrated into the program (both Housing Choice Voucher
- 2818 and project-based Section 8 applicants)
- 2819 – When requested by the State and funded by FEMA, administers the
- 2820 Disaster Housing Assistance Program (DHAP)
- 2821 – Provides access to housing counseling services
- 2822 – Provides enforcement of the Fair Housing Act
- 2823 • **United States Department of Agriculture (USDA)**
- 2824 – Provides information on available Federal housing units (HUD, USDA)
- 2825 – Provides Letters of Priority Entitlement to eligible disaster survivors for
- 2826 placement in USDA-financed housing
- 2827 • **Department of Veterans Affairs (VA)**
- 2828 – Upon receiving a request from FEMA for housing, the Department of
- 2829 Veterans Affairs will provide FEMA a list of all VA owned habitable
- 2830 housing units in the areas requested. These housing units may be
- 2831 available for use as interim housing for up to 18 months. VA and FEMA
- 2832 have a Memorandum of Understanding and Modifications Number 1 and 2
- 2833 to the MOU describe this process.
- 2834 • **United States Small Business Administration (SBA)**
- 2835 – Provides low interest loans to homeowners with the ability to repay the
- 2836 loan for repair or replacement of the damaged residence. Also can provide
- 2837 low interest loans to owners of single and multi-family rental properties to
- 2838 repair or replace the residences.
- 2839 • **Department of Health & Human Services**
- 2840 – Provides access to case management services
- 2841

## VI. Tools and Resources

- A. Tools and resources currently utilized by States:
  - National Disaster Housing Strategy
  - FEMA’s 2009 Disaster Housing Plan
  - State and Local Plans
  - Census Data
  - Shelter Databases
  - Rental Resource Databases
  - Shared training opportunities (HUD training – Disaster Preparation Training for Multi-Family Properties)
  - State mentoring
- B. Additional items available online:
  - List of Other Federal Agency Points of Contact (POC)
  - FEMA’s Evacuee Support Planning Guide and Concept of Operations ([fema.gov/government/espg.shtm](http://fema.gov/government/espg.shtm))
  - List of Regional Housing POC
  - Case studies of State-Led pilot efforts under the Alternative Housing Pilot Program (AHPP) (<http://www.fema.gov/about/programs/ahpp/index.shtm>)
  - FEMA Reference Guide pursuant to Section 689 [www.fema.gov/oer/reference](http://www.fema.gov/oer/reference)
  - DOJ Guide to Disability Rights Laws [www.ada.gov/cguide](http://www.ada.gov/cguide).
- C. Project Management
- D. Funding
  - State Funding—varies based on state budget
  - FEMA National Preparedness Directorate/Grants Preparedness Directorate (NPD/GPD) Grants
    1. **Regional Catastrophic Preparedness Grant Program – FY2009, p.5-6 (emphasis added):** For the FY 2009 grant cycle, RCPGP grantees will continue working towards the development of regional plans and processes for catastrophic incidents; however, the focus will expand from the initial gap identification and development of plans and processes to the synchronization, coordination, and implementation required to support the success of the plans developed. Additionally, while not a specific deliverable of the program, participants are strongly encouraged to begin examining and addressing the catastrophic disaster housing issue as part of the FY 2010 grant cycle. ***This planning should include working with the State to form a State Disaster Housing Task Force comprised of agencies with a housing-related function.*** Additional guidance on this topic will be distributed at a later date.
    2. **FY 2009 Homeland Security Grant Program (HSGP) Guidance:** The FY 2009 HSGP Guidance and Application Kit defines five broad categories of allowable planning costs. One of these broad categories is “Developing or conducting assessments” which includes “activities that directly support the identification of pre-designed temporary housing sites.”
    3. **FY 2009 Emergency Management Program Grants (EMPG) Guidance:** FY 2009 EMPG Guidance notes that states have the

2888 opportunity to use EMPG funds to “further strengthen their ability to  
2889 support emergency management mission areas while simultaneously  
2890 addressing issues of national concern as identified in the National  
2891 Priorities of the National Preparedness Guidelines.” The Guidance cited  
2892 FEMA’s initiation of the Gap Analysis Program in spring 2007 as an  
2893 example. As part of this pilot program, EMPG funds were used to  
2894 “identify and address shortfalls in meeting disaster resource and planning  
2895 requirements” in the hurricane-prone regions of 20 States and territories  
2896 with a focus on critical response areas such as interim housing, sheltering,  
2897 and evacuation. All EMPG applicants must submit a Work Plan that  
2898 outlines the State’s emergency management sustainment and enhancement  
2899 efforts, including projects, proposed for the FY 2009 EMPG period of  
2900 performance. In order to address national preparedness issues while also  
2901 providing the flexibility to manage State and local preparedness issues,  
2902 States are strongly encouraged to draw upon the National Disaster  
2903 Housing Strategy (*new in FY 2009*) as a basis for developing FY 2009  
2904 EMPG Work Plans. The Guidance also directs States to focus on  
2905 developing scenario-specific plans that incorporate findings identified  
2906 through the 2006 Nationwide Plan Review; especially with regard to areas  
2907 of evacuation and re-entry planning, long-term housing, and continuity of  
2908 operations. FY 2009 EMPG Guidance also directs grant recipients to  
2909 place a high priority on developing/enhancing scenario specific plans that  
2910 incorporate activities across the pillars of prevention, protection, and  
2911 response and recovery, to include disaster housing planning.

- 2912 • For more information on FEMA Grants and Assistance Programs:
  - 2913 – <http://www.fema.gov/government/grant/index.shtm>
- 2914 • HUD Community Development Block Grants (CDBG)
  - 2915 – Accountability—make sure allocated funds are used for expressed purpose
  - 2916 – For more information:
  - 2917 – <http://www.hud.gov/offices/cpd/communitydevelopment/programs/>

## VII. Potential Issues and Pitfalls

The State-Led Disaster Housing Task Force will be most effective if it is incorporated into pre-disaster planning strategies and not created in response to a disaster. A written State Disaster Housing Strategy can enhance recovery when a disaster does occur by expediting the process and ensuring that a comprehensive approach to disaster housing will be taken.

However, the willingness and capability of States to participate will vary. Funding the work of the task force may be an issue that can be addressed through grants. Since participation is voluntary, some States may defer the establishment of a task force, but developing operational guidance to support the disaster housing mission through the creation of a SLDHTF and a Housing Strategy will document the critical procedures needed to promote the efficient delivery of housing assistance.

### *Staffing*

The size and composition of each task force will also vary based on the State entities and other agencies that participate, and may expand in the event of a disaster. The Membership Section of this document recommends the establishment of a small core group of task force members that can be expanded during a disaster. Because membership on the SLDHTF is likely to be a collateral duty, accountability for the completion of the SLDHTF's tasks may be an issue. However, senior leaders should resist imposing timelines upon task forces, as their autonomy is critical to their success.

FEMA and the NDHTF can assist the staff of the SLDHTF in the creation of a State Disaster Housing Strategy, and in the event of a disaster, FEMA may be able to carry some of the administrative burden of the task force. In both pre-disaster and post-disaster contexts, the chain of command for the SLDHTF should be clear to all members and to leadership. Because task force membership may vary, consistency of information sharing to all stakeholders will be crucial.

### *Project Management*

Task force members should identify closeout goals early in the planning process and keep sight of these goals through implementation. Metrics and monitoring and evaluation plans should be established. Housing solutions with multiple benefits should be explored, including innovative solutions. State Disaster Housing Strategies will also need to take into account that different communities within the State may have different needs and priorities, and that a strategy promoted by one jurisdiction may not be acceptable Statewide.

Environmental and historic preservation issues may be a factor in certain geographic areas and must be taken into consideration. Zoning regulations and building codes also need to be taken into account, as should the building permitting process itself, which may be streamlined with a Governor's emergency declaration. The SLDHTF should be sure that their programs meet all legal requirements and enforce floodplain management



2963 regulations. The task force might also investigate incorporating mitigation  
2964 methodologies into their Housing Strategy so communities can “build back better and  
2965 stronger” and avert repeated losses.

- 2966
- 2967
  - Consistency of information sharing
- 2968
  - Enforcement of existing building codes—streamline permit process
- 2969
  - State participation is voluntary
- 2970
  - Funding
- 2971
  - Accountability
- 2972
  - Chain of command—clarify
- 2973
  - Project Management
    - 2974
      - Identify close-out goals early in the planning process
    - 2975
      - Look for solutions that have multiple benefits
    - 2976
      - Ensure consistent information flow to stakeholders
- 2977
  - Meeting legal requirements
    - 2978
      - Environmental (historic preservation in impact areas)
    - 2979
      - Floodplain requirements
- 2980
  - Lessons learned thus far
    - 2981
      - Willingness and capability to participate will vary among States
    - 2982
      - Autonomy of task forces is critical; Senior Leaders should resist
    - 2983
      - imposing timelines upon task forces
    - 2984
      - FEMA often will be better staffed to carry as much of the
    - 2985
      - administrative burden as possible
    - 2986
      - Size and composition of each task force will vary based upon the
    - 2987
      - unique requirements of each disaster and the State entities tasked to
    - 2988
      - participate
- 2989

**VIII. National Disaster Housing Task Force**

- A. Support Regions and States in disaster housing planning, response and recovery
- B. Types of assistance the NDHTF may provide include:
  - Technical Assistance
  - Subject Matter Expertise
  - Support resolution of high-level political and interagency issues
  - Non-declaration communication
  - Financial assistance for support staff travel (pending budgetary ability)
  - Educational materials, templates and training aids

## IX. Housing Plan Template

This template was developed to standardize the format, content, and function of Disaster Housing Plans (DHP). This template specifies the minimum information and data requirements for an acceptable Disaster Housing Plan (Plan), but also recognizes that other information may be included based on the type of disaster and the circumstances. Use of this template will ensure that the appropriate steps are taken to meet each disaster's unique housing needs. The uniform format will help State-Led Disaster Housing Task Forces (SLDHTF) to review and analyze disaster housing needs, and quickly develop a Disaster Housing Plan that addresses those needs with the most appropriate solutions.

The template reinforces FEMA's prioritized approach established in the National Disaster Housing Strategy and the 2009 Disaster Housing Plan.

1. Maximize Use of Available Housing Resources
2. Provide traditional Forms of Temporary Housing Units
3. Alternative Forms of Housing Units
4. Authorize Semi-Permanent and/or Permanent Construction

The DHP should be 3-5 pages long for most disasters. If it is a catastrophic event the size of the document can increase. Please note that operational details for the delivery of more complex forms of assistance (such as direct housing, permanent construction, or a pilot program) should be addressed in an implementation plan for that specific component of the overall Plan.

If you have questions regarding the creation of your Disaster Housing Plan, or this template, please contact the National Disaster Housing Task Force at [FEMA-NDHTF@dhs.gov](mailto:FEMA-NDHTF@dhs.gov) for assistance.

### 1. The Cover Page: Setup

*Should have at a minimum the name of the State-Led Disaster Housing Task Force (SLDHTF), i.e., the Michigan SLDHTF or the Washington SLDHTF. If a federal declaration has been made, include the disaster number. Ideally it should have the FEMA seal and the Seal for the State Agency designated as the lead for the State-Led Disaster Housing Task Force. Pictures that demonstrate the effects of the event can be included here if available.*

### 2. The Housing Plan

#### I. Introduction:

*Identify the type of event, i.e. Severe Storms and Flooding, Hurricane, Earthquake, etc.. This information should be taken from the Regional Summary,*

*Analysis and Recommendation Template. The Incident Period should also be included for federal declarations.*

*Identify the members of the SLDHTF, as well as all contributing agencies and organizations and/or are signatories to the document.*

**II. Background:**

*Describe factors that are pertinent to the housing mission. Pertinent facts include, but are not limited to: identifying the number of inaccessible units; demographics; special needs populations; language barriers; transportation shortages or lack thereof; and the effects on the business community or commerce.*

**III. Summary of Actions Taken:**

*Identify steps that were taken to ascertain available housing stock and to provide housing assistance to disaster survivors. The discussion should include steps taken by all components of the SLDHTF, including the State, FEMA, other Federal Agencies, and volunteer agencies. List the available housing stock, based on the number of bedrooms.*

**A. Actions taken to identify available resources and capabilities:**

- i. Provide a breakdown of rental resources by number of bedrooms.*

**B. Actions taken to deliver housing assistance:**

- i. List all programs/activities currently in place to assist disaster survivors, including State and VOLAG activities*
- ii. Vital statistics of assistance delivered to date from all active programs*

**C. Actions taken to identify unmet housing needs:**

- i. Mission Planning Team - Describe the actions that the Team has taken to identify and analyze the housing needs of the disaster.*
- ii. Pre-Pre Placement Interviews (Pre-PPI) - Has a Pre-PPI survey been performed to identify possible needs? If yes, note when it occurred and provide the results. If no, explain why it has not been done.*

**IV. Current Resources and Capabilities:**

*Provide charts identifying the total number of housing resources available from all sources, including other Federal Agencies. They should be listed by resource, county and number of bedrooms. Additionally, if the event is catastrophic or there appears to be a great shortage of available housing stock at the current FMR, provide information on the HUD FMR at 125% and HUD FMR at 150%.*

*A discussion should follow that includes of the capabilities of each task force member to provide housing. Include as much detail as possible including the type*

and amount of housing assistance each program or activity can provide and, the types of households and the time frame in which they can provide the assistance. The discussion should also include the capability of all available housing programs, including FEMA, State, OFA's, and VOLAGs.

**FMR**

County	1-Br Unit	2-Br Unit	3-Br Unit	Total Units
<b>Totals</b>				

**125% FMR**

County	1-Br Unit	2-Br Unit	3-Br Unit	Total Units
<b>Totals</b>				

**150% FMR**

County	1-Br Unit	2-Br Unit	3-Br Unit	Total Units
<b>Totals</b>				

**V. Needs Analysis:****A. Current Needs:**

How many households have a verified housing need to date? This discussion should include, but not be limited to: the number of registrants; the number of destroyed homes versus the number determined eligible for housing assistance; and the number of P4s (from the Pre-PPI survey).

**B. Projected Total Need:**

How many households are projected to have an interim housing need once all FEMA intake and eligibility processes have completed? This section should

begin with the logic used to calculate the projected total need from the current need.

**C. Projected Unmet Need:**

Estimate the number of households that will have unmet disaster-related housing needs if federal Individual Assistance programs are not activated.

**VI. Analysis of Options:**

Identify any additional programs or resources which can be activated to meet any projected unmet needs. Evaluate the suitability of these options, based on the unmet housing needs of the disaster. The evaluation discussion should take into account cost effectiveness and speed of delivery.

The analysis should include discussion of various federal, state and local housing programs that may be options. Examples may include HUD, USDA-Rural Housing Assistance, or Veteran Affairs Housing. The National Disaster Housing Strategy, Annex 1 and the Catalog of Federal Domestic Assistance<sup>2</sup> are excellent resources that provide information regarding the various federal disaster programs that may be available.

**VII. Recommendations:**

Clearly list each recommendation separately, including the justification of the recommendation.

If a direct housing mission is recommended, the recommendation should include a justification of explaining why preceding forms of assistance are infeasible.

The recommendation should also include any special requests that the State may have regarding the THUs i.e., “The State does not want Travel Trailers deployed within its borders,” or “Green County does not want any THUs within its jurisdiction; however, the rest of the State is allowing THUs.”

**3. Signatures:**

The Plan should be signed by the FCO and the SCO once the SLDHTF has concurred and the FCO has approved.

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<sup>2</sup> [www.cfda.gov](http://www.cfda.gov)

3151 **ANNEX:**  
3152 **Innovative Approach Review Template**

Innovation Review Template DRAFT	
Innovation: _____	
Type of Innovation: _____	
Applied/Tested (e.g. yes, no): _____	
Description	
Size of Disaster (e.g. catastrophic, smaller scale, etc.): _____	
Description	
Type of Disaster (e.g. all, tornado, hurricane, earthquake, etc.): _____	
Description	
Phase of Housing Provision (e.g. Temp, Interim, Permanent, multi): _____	
Description	
Level of Government (e.g. Federal, State, local): _____	
Description	
Time to Implement (e.g. 0-3 months, 3-6 months, etc.): _____	
Description	
Intended Recipient (e.g. business, gov't employee, individual/household): _____	
Description	

12/6/2009

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3156 **ANNEX:**

3157 **Stafford Act Housing Programs**

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3160 **In Development**

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## ANNEX:

### Sample Best Practices

Examining the past experiences, successes, and failures of existing housing programs will aid in preparing for future disasters. The following summarizes programs and approaches that were used in previous events that can be incorporated as best practices and included in future disaster housing plans.

#### **Innovative Approaches to Providing Housing**

Housing programs should be strategically designed to be connected with wrap-around services. During the planning process for identifying and selecting housing solutions, it is essential that access to infrastructure, essential services, and services to address disaster-related needs of affected residents living in temporary housing sites are considered. This is especially critical in the selection of community site locations. Whenever possible, sites should be selected that are within close proximity to the resources.

#### **Lessons Learned behind the HOPE VI Program**

A number of best practices have been identified from the HUD HOPE VI program, and many can serve as touchstones for any disaster housing program. These lessons, therefore, should be helpful to anyone engaged in community-building efforts in any low-income, distressed community.

- **When used effectively, local employment can be both a training ground for workers and an asset to the community.** Communities can become effective training grounds and launching pads for underprivileged or marginalized citizens who want to become self-sufficient and a catalyst for the revitalization of the larger neighborhood. Additionally, the flow of public revitalization dollars into a neighborhood can generate opportunities for on-the-job training for residents. These jobs, although temporary, may be structured to provide entry to labor union jobs or other private-sector employment. Revitalization itself can be the source of jobs and even the beginning of a profitable career.

Assessing the services needed by area residents and businesses is a good way to generate ideas for resident-owned enterprises. Community needs such as childcare or an affordable outlet for food or essential supplies can be a source of jobs for residents, perhaps even leading to full-time positions in the private sector. Work that might once have been contracted out by the housing authority can provide jobs and experience for new employee-owned companies, helping them to establish a record of accomplishment of contract fulfillment and competent performance.

- **A comprehensive overall strategy is needed.** Having a strategy is essential. This includes making a detailed inventory of community assets and resources, potential partners, long-and short-term goals, and the kinds of resident activities that should be supported in order to achieve those goals. There may be pressure for expedient, but not necessarily smart, solutions. Such pressure must be recognized and resisted, and will likely require leadership engagements.
- **If disaster survivors are relocated to an area, local residents should be involved in plans for incorporating them into the community.** Residents should be actively involved from the start in identifying the needs and priorities of the community and shaping and implementing the strategies for addressing them. Housing providers must identify appropriate community partners and identify those responsible for liaising and coordinating those partnerships. Residents should help to design and implement these programs. Ideally, the residents should be an active participant from the community-building programs that will affect their lives. Residents should be involved in the planning for rehabilitation of units, demolition, and construction matters; all of which generate employment and the need for ancillary services. Without resident involvement, projects risk facing distrust and public rejection. Additionally, housing providers must create the context to support such resident involvement or it will be extremely difficult for it to take place.
- **Resident advocates need to be involved in the entire process of assimilating disaster survivors into their communities.** Resident advocates can provide a valuable link between disaster survivors and prospective contractor providing employment, asking contractors such questions as:
  - How many workers will you need to perform each task?
  - Where will you get those workers?
  - What kind of training will residents need to take advantage of these opportunities, and how and where can this be arranged?
  - What services or tasks will be sub-contracted?
  - What companies or unions do you usually work with?
  - How many residents will you commit to hiring as workers or trainees?
  - Where can residents acquire the skills they'll need?

Disaster survivors incorporated into a community can also benefit from resident advocates with technical advising abilities, such as attorneys representing their interests.

- **Progress and development may occur at a slower pace than first anticipated.** Progress does not always proceed in a straight line but often advances in fragments where even disappointing setbacks and failures can teach valuable lessons. Building the capacity of people and institutions to take on new responsibilities is never a simple task. Though the shared vision must be kept central, new strategies and stakeholders may be introduced as it develops.

- 3273 • **The housing provider and its partners must be prepared to stay the course.**

3274 It is important to set short-term, more easily achievable goals as well as long-term

3275 goals. It is also important to celebrate even modest accomplishments (for

3276 example, through newsletters, bulletin boards, graduation ceremonies, awarding

3277 simple plaques, or other community events).

3278
- 3279 • **Seeking out and forging partnerships with experienced nonprofit and for-**

3280 **profit institutions in the larger community is crucial.** Partnership with entities

3281 such as police, social service agencies, civic groups, area businesses or business

3282 associations, local school systems, and community colleges is key to delivering

3283 the supportive services—and developing the opportunities—residents need to

3284 become self-sufficient. Major employers should be introduced to the labor pool

3285 of HOPE VI-like housing program residents. HOPE VI supportive services and

3286 similar programs help prepare residents for employment and assist them in

3287 overcoming barriers to work, such as the need for childcare services.

3288
- 3289 • **Initiatives should be localized when possible and efforts should be focused on**

3290 **an area of manageable size.** Programs and plans are most effective in

3291 communities whose residents and other stake-holders can know each other, feel

3292 some measure of control over their environment, and have input into the decisions

3293 that affect their lives.

3294
- 3295 • **Social networks that tie residents to actual job opportunities and to stake-**

3296 **holders are critical parts of a job-linkage strategy.** In general, low-skilled

3297 workers benefit more from more formal networks. In the most effective

3298 employment programs, housing providers identify prospective employers and tie

3299 the training process to job commitments.

3300
- 3301 • **Employment-readiness training is critical for persons seeking employment.**

3302 To be truly employable, individuals need not only be able to demonstrate

3303 competency in performing some type of work, but they need to have appropriate

3304 attitudes and work-place habits. Through mutual support groups or ongoing

3305 mentoring programs, follow-up counseling or support is often helpful. Access to

3306 computer technology can also provide residents with marketable skills and access

3307 to job-related information, job training programs, GED or literacy programs, and

3308 other resources. Access to a personal computer can become a powerful incentive

3309 for residents to participate in an educational program. Part-time jobs can become

3310 a bridge for graduates from a computer program to work while they continue to

3311 perfect their skills. FBCOs, businesses, and civic volunteer organizations can

3312 provide mentoring and leadership programs for residents.

3313
- 3314 • **Given reasonable caseloads, the case management approach can help pull**

3315 **together a variety of needed services at the local level in the service of a**

3316 **larger vision.** However, larger system changes that are supportive of the

3317 integrated approach to service provision should be sought.

3318

### Lessons Learned from FEMA’s Alternative Housing Pilot Program (AHPP)

The AHPP is a four year program designed to identify, implement and evaluate disaster housing alternatives to the FEMA travel trailer. Although the AHPP effort is still in its infancy, FEMA has already learned several key lessons from this pilot.

- **Comprehensive planning is critical.** The amount of planning time the States would need to implement these grants was severely underestimated. While there is an abundance of alternative housing designs available, the AHPP experience to date has made it abundantly clear that identifying an appropriate replacement (or replacements) to the FEMA travel trailer is the relatively easy part. The more difficult aspect is negotiating with a variety of local jurisdictions over placement, permitting, zoning, disposition, maintenance, etc. The lack of sufficient time allocated specifically for planning resulted in delays in implementation for three of the four grantees. Future projects would benefit from a pre-defined timeframe during which many implementation issues could be anticipated and planned for.
- **Community acceptance is critical.** Each of the Grantees has experienced significant difficulty with locating sites for AHPP placement due to NIMBY issues. Securing community buy-in proved to be more difficult than expected. In many cases, local government officials were more resistant than residents. In the AHPP experience, not enough time was dedicated to educating local jurisdictions on the objectives and expected outcomes of the project. As a result, Grantees encountered significant resistance. While having a solid plan does not guarantee community acceptance, the lack of a comprehensive plan almost guarantees resistance. Local communities and their governing officials must be educated on the project from the start and must be engaged in helping to find mutually agreeable solutions. In the Mississippi AHPP, Mississippi Emergency Management Agency (MEMA) convinced their jurisdictions to allow them to place the units temporarily for two years. In this way, MEMA was afforded an opportunity to demonstrate the units to both local officials and residents. A clear understanding of any potential follow-on requirements is also critical, as some communities will have housing requirements well beyond the original deadlines and families needing housing may be again displaced in an effort to comply with a deadline.
- **Streamlining is critical.** Many Grantees struggled with navigating the myriad of confusing and occasionally conflicting regulations governing such items as the Uniform Federal Accessibility Standards (UFAS) and environmental review processes. Regarding UFAS, it was beneficial to discover that the Department of Justice (DOJ) has UFAS experts under contract. As a result, FEMA was able to utilize the knowledge and expertise free of charge, and by using a third-party, additional legitimacy was brought to the process. Additionally, it was learned that environmental assessments by various agencies were conducted very differently. At one site, severe frustration was experienced when the property owner realized that FEMA would not accept the environmental review that the Department of Defense (DOD) had previously conducted. Similar situations have arisen

3365 whereby FEMA did not accept an environmental review conducted by HUD.  
3366 Finding ways to reduce duplication and streamline common processes will  
3367 contribute greatly to future housing efforts.  
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3372 **ANNEX:**

3373 **Best Practices Template**

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3375 **In development**

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**ANNEX:**  
**Definitions**

1. **Alternative Housing Resource**: Any housing that is available or can quickly be made available in lieu of permanent housing construction and is cost-effective when compared to permanent construction costs. Some examples are rental resources, mobile homes and travel trailers.
2. **Community Sites**: Option for interim housing when extensive construction and building of an entire community, including such things as building roads; laying water, sewer, electrical, and telecommunications lines; and arranging for public transportation, police, fire, and emergency medical services is involved
3. **DHAP Case Management**: DHAP case management focuses on service connections for families related to housing self-sufficiency goals. Because DHAP is a temporary program, DHAP case managers work with families on an exit strategy from DHAP assistance to permanent housing. DHAP case managers establish a needs assessment for each family, an Individual Development Plan (IDP) with permanent housing as a final goal, and service connections related to needs and IDP goals. DHAP case managers monitor progress across IDPs, ensure compliance with the DHAP case management requirement, serve as the primary liaison between the PHA and other social services providers assisting the family, collect and report data to HUD on the family across needs assessments, IDPs, and service connections. DHAP case managers also ensure that families are referred to FEMA supported case management providers for post disaster assistance, mental health services, health services and other social services that require specialized case management.
4. **Direct Housing Assistance**: Temporary housing units, acquired by purchase or lease, provided directly to individuals or households who, because of a lack of available housing resources, would be unable to make use of the temporary housing financial assistance.
5. **Disaster Housing Assistance Program (DHAP)**: A Federal disaster housing assistance pilot program funded by FEMA whereby HUD's Public Housing Agencies, PHAs are implementing and administering a form of rental assistance directly to a landlord, including security and utility deposits, lease termination payments and DHAP case management services pursuant to a Presidential declaration of a major disaster under the Stafford Act where Individual Assistance programs have been authorized. HUD will administer this program on behalf of FEMA. The FEMA Assistant Administrator for Disaster Assistance will determine when the scope of the

disaster requires leveraging the PHAs to help applicants meet their long-term housing needs.

6. **Disaster Information System (DIS)**: The Disaster Information System is the DHAP system of record. The system tracks all FEMA referrals for DHAP assistance, household information, housing assistance payments made on behalf of the family, where the family is in the DHAP process and end of participation information.
7. **Disaster Rent Subsidy Contract (DRSC)**: The Disaster Rent Subsidy Contract is the document that authorizes a PHA to make a subsidy payment to a landlord on behalf of a DHAP participant. The DRSC includes landlord obligations as well as the terms and the subsidy payment schedule, including the implementation of the Incremental Rent Transition (IRT). The DRSC is an addendum to the lease between the landlord and the tenant. The PHA is not a party to the tenant's lease. The DRSC automatically terminates 18 months from the date of the disaster declaration, or at such time that the subsidy paid on behalf of the family equals \$0. If the subsidy paid on behalf of the family equals zero and the DRSC terminates, the family's participation in DHAP ends.
8. **Essential Services**: Services necessary to a basic standard of living and the general welfare of society. Services may include and of the following: electricity services, gas services, water and sewerage services, etc.
9. **Fair Market Rent (FMR)**: Housing market-wide estimates of rents that provide opportunities to rent standard quality housing throughout the geographic area in which rental housing units are in competition. The fair market rent rates applied are those identified by HUD as being adequate for existing rental housing in a particular area.
10. **Family or Families**: Individuals and households deemed eligible by FEMA who become part of DHAP.
11. **Grants**: The mechanism by which funds will be provided to PHAs so that the PHAs may administer DHAP and provide rental assistance, including security and utility deposits, lease termination payments, and DHAP case management services for the benefit of individuals and families referred by FEMA to HUD.
12. **Hardship Waivers**: In order to be eligible for a hardship waiver, a family must have complied with all case management services requirements and must demonstrate that the applicable incremental rent transition amount will exceed 30 percent of the family's monthly income. The 30 percent threshold only concerns the amount the family is required to pay as the result of the rent transition requirement and does not take into consideration any amount the family pays because the monthly rent exceeds the monthly rent subsidy prior to the application of the incremental rent transition requirement. The family must provide any information required by the PHA to



determine and verify the hardship exception and any information supplied by the family must be true and complete.

13. **Housed Applicant:** An applicant is considered housed after obtaining a signed Disaster Rent Subsidy Contract (DRSC) and occupying a housing unit.
14. **Household Composition:** Household composition is all persons (adults and children) who lived in the pre-disaster residence, as well as any persons, such as infants, spouse, or part-time residents who were not present at the time of the disaster, but who are expected to return during the assistance period.
15. **Housing Costs:** Housing costs mean rent and/or mortgage payments, including principal, interest, real estate taxes, real property insurance, condo fees and the cost of utilities.
16. **Incremental Rent Transition (IRT):** Families participating in DHAP are required to pay a portion of the rent (in addition to any existing family share in cases where the monthly rent already exceeds the monthly rent subsidy) in preparation towards self-sufficiency when DHAP ends with the final subsidy payment. PHAs implement the incremental rent transition (IRT) by reducing the rental subsidy payment by \$50 for the third rent subsidy payment after the DRSC is signed. This reduction shall be incrementally increased by an additional \$50 each month thereafter until the family's participation in DHAP ends, the rent subsidy amount equals \$0, or the program ends with the final subsidy payment, whichever comes first. Families may request a hardship waiver from the IRT requirement. The hardship waiver will not exceed beyond the stated DHAP end date.
17. **Inter-Agency Agreement (IAA):** A written agreement entered into pursuant to 31 U.S.C. 1535 between two Federal Agencies, or major organizational units within an agency, which specifies the goods to be furnished or tasks to be accomplished by one agency (the servicing agency) in support of the other (the requesting agency).
18. **Interim housing:** Safe and secure temporary housing that meets the physical accessibility needs of the household and includes essential utilities, access to areas for food preparation, and bath facilities in a context that allows a family to live together with a reasonable amount of privacy for a period generally up to 18 months.
19. **Lease Termination Payments:** Payment that may be made to the landlord if the lease is terminated early and the unit is vacated in order to facilitate the applicant's transition to a permanent housing solution. The vacancy payment will not exceed the equivalent of two months of rent and may be paid to the Landlord in order to terminate the applicant's lease. This should only be used when the applicant has found permanent housing and will not require further FEMA housing assistance.
20. **Preliminary Damage Assessment:** A FEMA/state joint assessment used to determine the magnitude and impact of an event's damage and assess estimate of

3535 repair costs. The PDA also identifies any unmet needs that may require immediate  
3536 attention.

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- 3538 21. **Pre-Placement Interview:** interview with applicant to determine housing needs  
3539 including any special needs to ensure the correct accommodation is provided.  
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- 3541 22. **Public Housing Agencies (PHAs):** Refers to those organizations, as used in the U.S.  
3542 Housing Act of 1937, 42 USC § 1437a.  
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- 3544 23. **Readily Fabricated Dwelling:** a unit that is factory built or built on site from  
3545 modular parts and generally does not have wheels.  
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- 3547 24. **Recertification:** Process for determining an applicant’s need for continued interim  
3548 housing assistance.  
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- 3550 25. **Recreational Vehicle:** A vehicle built on a single chassis, 400 square feet or less,  
3551 designed to be self-propelled or permanently towable by a light duty truck, and  
3552 designed as temporary living quarters for recreational, camping, travel, or seasonal  
3553 use.  
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- 3555 26. **Rental Assistance:** preferred form of interim housing when suitable rental property is  
3556 available. Funds are provided either directly to disaster survivors or to landlords on  
3557 behalf of survivors.  
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- 3559 27. **Repair/Replacement Assistance:** Following inspection and verification of damages,  
3560 FEMA will provide eligible homeowners up to IHP grant limit for repairs to make  
3561 their home habitable, or to replace a destroyed or condemned home.  
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- 3563 28. **Requesting Agency:** The U.S. Department of Homeland Security’s (DHS) Federal  
3564 Emergency Management Agency (FEMA) is the requesting agency for this  
3565 agreement.  
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- 3567 29. **Servicing Agency:** The U.S. Department of Housing and Urban Development  
3568 (HUD) is the servicing agency for this agreement to assist in administering the grants  
3569 that FEMA enters into with the PHAs.  
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- 3571 30. **Short Term Housing:** This refers to the states of “sheltering” and “interim housing.”  
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- 3573 31. **Temporary Housing:** Temporary accommodations provided by the Federal  
3574 Government to individuals or families whose homes are made unlivable by an  
3575 emergency or a major disaster. *44 CFR 206.111*  
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- 3577 32. **Temporary Housing Unit:** Manufactured housing, recreational vehicle, or other  
3578 readily fabricated dwelling (e.g., pre-fabricated dwelling).  
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3580 33. **Wrap-Around Services:** The delivery of infrastructure and additional essential  
3581 services to address disaster-related needs of affected residents living in temporary  
3582 housing sites. These services go beyond the physical need for housing or political  
3583 subdivision of a State and typically include basic social services and access to  
3584 utilities, transportation, grocery stores, and medical and employment facilities

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