



## ANNEX E: Disaster Housing

### (Federal ESF #6 – Mass Care <sup>1</sup>)

#### Introduction

Because of the potential yet anticipated widespread loss of housing and building stock associated with a catastrophic event and an anticipated significant delay in the post-event rebuilding process, the housing of displaced populations of persons is problematic at the very least.

According to Welsh and Esnard<sup>2</sup>, severe hurricane disaster events can leave the most vulnerable and disadvantaged households of a community displaced and in limbo for several years following the storm. According to the authors, long-term recovery coalitions and committees with roots in voluntary nonprofit and faith-based organizations are springing up nationwide to fill unmet needs of displaced households after local, state, and federal agencies have completed their initial recovery missions. In South Florida, for example, Broward County's recovery experience following Hurricane Wilma in 2005 demonstrated the valuable role that these coalitions play in reintegrating displaced households into strong, recovering communities. Scaling this success to deal with severe and damaging storms that displace far more disadvantaged households requires a coordinated pre-disaster recovery planning framework. Long-term recovery coalitions, as currently structured, cannot design such planning frameworks.

Similarly, the effects of Hurricane Katrina brought intense public scrutiny on the Federal Emergency Management Agency to the extent that FEMA had to radically re-engineer the processes and protocols that were utilized in a catastrophic hurricane scenario, especially in terms of the way that the agency addressed the issue of post-disaster housing shortages. Subject to changes being made in the overall operations of that agency, the Inspector General issued a Management Advisory Report in 2009 pertaining to FEMA's housing strategy for future disasters. The Inspector General's report focused on six different key housing areas:<sup>3</sup>

- the high cost of FEMA's current housing options;
- the critical elements of housing stocks;
- the importance of communications in the aftermath of a disaster;
- the National Disaster Housing Strategy and the Joint Housing Solutions Group;
- the importance of state and local government officials' involvement and leadership; and,
- the need for innovation in addressing the intractable disaster housing issue.

The conclusion of the Inspector General's report emphasizes the need to systematically develop creative and alternative strategies to address the housing shortage issue. The report further

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<sup>1</sup> Catastrophic Incident Supplement to the National Response Plan (2005)

<sup>2</sup> Welsh, Mark and Ann-Margaret Esnard, 2009, *Closing Gaps in Local Housing Recovery Planning for Disadvantaged Displaced Households*, Cityscape 11: 195-212.

<sup>3</sup> Office of the Inspector General, 2009, Management Advisory Report: FEMA's Housing Strategy for Future Disasters (OIG-09-111).



argues that even though catastrophic disasters are low-probability, high-consequence events and that preparing for these events is extremely complex and difficult,

*“FEMA’s greatest housing challenge is helping disaster survivors remain in their communities following catastrophic disasters. To meet this challenge, FEMA needs flexible, innovative, and cost-effective ways to help repair housing stocks. But when restoration of housing stocks is not possible and temporary housing is not available, FEMA, state, and local officials need to effectively communicate the need for individuals to consider relocation.”<sup>4</sup>*

Ironically, FEMA’s challenges in addressing the post-event housing shortages that will inevitably occur are the very same challenges that will be faced by local government officials when massive numbers of residents will be displaced as the result of a catastrophic hurricane. Storm-related housing shortages following a catastrophic hurricane will be significant and their effects widespread. For example, data estimates predict that in the event of a Category 5 hurricane, over one *million* residential structures will sustain some type of wind-related damage.<sup>5</sup> This represents some degree of wind damage to 75 percent of all residential housing stock in the nine-county region. Of those wind-damaged residential structures, nearly 800,000 of them will sustain either severe wind damage, or be totally destroyed. This represents 75 percent of the housing stock that sustains severe wind damage or total destruction. Moreover, it represents 55 percent of *all* of the existing housing stock in a nine-county region.<sup>6</sup>

Data regarding shelter and housing requirements for displaced persons as a result of a Category 5 hurricane indicate that 220,000 persons will require short term shelter. Moreover, there will be a projected 840,000 displaced households in the nine-county region. Assuming that there are 2.46 persons per household<sup>7</sup>, nearly 2.1 million people over the nine-county region will be displaced from housing as a result of a Category V hurricane.<sup>8</sup>

For planning purposes, the Standard Operating Guide regarding Disaster Housing published by Florida’s State Emergency Response Team (SERT) is instructive as far as this planning process is concerned. Accordingly, this SOG

*...should be used in conjunction with federal regulations on disaster assistance, local disaster housing plans, and nongovernmental support agency work agreements. It is intended to provide leadership to engage and coordinate the full range of partners and stakeholders when implementing integrated housing efforts. Clear demarcation of authority, roles, procedures, and good liaison are defined as a balance is struck in*

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<sup>4</sup> Office of the Inspector General, 2009, Management Advisory Report: FEMA’s Housing Strategy for Future Disasters (OIG-09-111), p.8.

<sup>5</sup> Tampa Bay Regional Planning Council, 2009, *The Tampa Bay Catastrophic Plan*.

<sup>6</sup> Industrial and commercial structures will fare even worse from wind damage. Of the projected 87,000 industrial and commercial structures that sustain wind damage, 80 percent will be either severely damaged or destroyed. This represents 63 percent of all industrial and commercial structures in the nine-county region.

<sup>7</sup> *Florida Estimates of Population 2009*, State of Florida Bureau of Economic and Business Research, University of Florida, 2010.

<sup>8</sup> Tampa Bay Regional Planning Council, 2009, *The Tampa Bay Catastrophic Plan*.



*providing housing assistance rapidly during the wake of a disaster and meeting the diverse needs of communities, individuals and households.*

State and local disaster housing plans should detail the full array of disaster housing options available to the region in the aftermath of the disaster. Based upon the severity and magnitude of the impact, decision makers will have the flexibility to select the appropriate disaster housing strategies from a variety of options. In minor incidents, disaster survivors may have the option of remaining in hotels, motels, or rental units until home repairs are complete. In the aftermath of major disasters, the placement of mobile housing units (i.e. travel trailers or mobile homes) on individual residential lots may be the most advantageous option for homeowners since this allows families to remain close to their residence during reconstruction. Existing mobile home parks and recreational vehicle parks may also provide additional commercial pads for placement of mobile units. If all of these options are exhausted, then federal, state, and local decision makers may cooperatively decide to set up group disaster housing sites at appropriate locations throughout the county.

Obviously a catastrophic event will necessitate the implementation of a myriad of housing strategies in order to minimize the displacement of residents as well as to provide some type of temporary shelter/housing to emergency workers and volunteers. Local disaster housing strategies detail the diverse range of disaster housing options as well as the regulatory barriers which may inhibit implementation in the post disaster environment. While each disaster brings its own unique set of challenges, this comprehensive framework will allow regional leadership to pool resources from all levels of government, non-profit and private sector partners to evaluate and implement the full range of disaster housing options to meet the needs of disaster victims and ensure long-term viability of the county.

Currently the state is revamping its State Disaster Housing Plan. As part of this initiative, the State will also produce guidance for local disaster housing plans and a disaster housing curriculum and training exercise. The information on this project is located at [www.disasterhousing.org](http://www.disasterhousing.org)

### **Roles and Responsibilities**

At the state level, there are two different identifiable roles associated with the disaster housing function identified by the State Emergency Response Team:

#### **(A) Disaster Housing Program Administrator**

##### *Preparations and Planning*

The primary role of the State Program Administrator is to provide a platform for the execution of a disaster housing mission. Overall responsibilities encompass providing a roadmap for operations and a systematic means for stakeholders to contribute efforts, inputs and resources necessary in a collaborative effort which engages all levels of government, the nonprofit and private sectors, and individuals to meet urgent housing needs. Additionally, the administrator maintains overall responsibility and is responsible to:



- Supervise and implement the State's Scope of Work.
- Support and manage the Disaster Housing Program within the State of Florida's 67 counties
- Oversee the implementation of SharePoint (pending approval of use) within the state response system.
- Establish and enforces procedures for plans that assure maximum safety considerations during deployment and operations.

#### *Response and Recovery*

- Activation role is Disaster Housing Branch Director. Coordinate with Individual Assistance Branch Director emergency/interim housing needs. This position requires a direct interface between the Housing Operations Center (HOC) and relevant agencies. This position is the primary agent and coordinator of communication functions and responsibilities of the HOC to support the housing mission in partnership with the FEMA counterpart.

#### **Disaster Housing Coordinator**

##### *Preparations and Planning*

- Facilitate the Disaster Housing Program in the responsible counties.
- Implement the State's Scope of Work.
- Implement SharePoint (pending approval of use) as the communications platform and invite all counties to the workspaces.
- Ensure entry of resources, key personnel, plans and procedures of the assigned counties.
- Ensure adequate training is made available to the counties and essential stakeholders (coordinate Regional Coordinator assistance).
- Ensure follow-on training is made available on an as needed basis to the county Emergency Managers and their staffs.

##### *Response and Recovery*

- Housing coordinators are assigned in impact communities as state leads and are located within the HOC in partnership with FEMA as members of *Divisional Housing Coordination Teams*.
- The primary duty of the coordinator in this capacity is to gain "good" field intelligence on local housing needs and resources.
- The tri-member teams of local, state and federal government agents are designed to provide the headquarters located at the JFO immediate, clear, and concise access to the local housing situation.
- Coordinators are liaisons serving as conduits to local governments and nongovernmental agencies assisting in improving communications and collaborations amongst all stakeholders assisting in providing housing to displaced citizens in implementing a housing mission.



### **Disaster Housing Coordinators as IA PDA Team Members**

Under the direction of the IA PDA coordinator, the activation role of housing coordinators is that of a damage assessment team member. Housing coordinators are deployed to impact areas as part of an official joint team comprised of representative(s) from State, FEMA, SBA, and County. As a unified team, members assist in the assessment of state and county eligibility for disaster relief from the federal government. Damage assessment provides a basis for determining the types of assistance needed and the assignment of priorities to those needs. Information collected is used by the state as a basis for the Governor's request, and by FEMA to document the recommendation made to the President in response to the Governor's request for a Presidential Declaration of a major disaster or incident.

### **Disaster Housing Coordinators as Liaisons to Government and Non-Governmental Organizations**

A primary role of the Disaster Housing Coordinator is to engage all levels of government, the nonprofit and private sectors, and individuals to collectively meet the urgent housing needs of disaster survivors. As liaisons, coordinators manage expectations, proactively plan, and provide a clear delineation of roles and responsibilities when guiding stakeholders in disaster housing readiness response, and recovery from a local perspective. Liaisons bring together key partners that have the expertise, experience, and resources required to meet a disaster housing effort. Coordinators integrate collaboration of disaster housing assistance with related community support services and long-term recovery efforts as found within Long Term Recovery Organizations (LTRO) and state offices managing Community Development Block Grant (CDBG), State Housing Initiative Partnership (SHIP), and HOME Investment Partnerships funds that local governments may use for community and economic development and affordable housing.

The Division of Emergency Management states that there are many groups of people involved in coordinating a disaster housing mission. The Housing Task Force Operations team creates an official managing body that is responsible for setting the overall direction when temporary housing is required. Below is an outline of the roles and responsibilities of the four key functional positions identified by the Department of Emergency Management in order to address the issue of disaster housing:

#### **County Disaster Temporary Housing Coordinator**

Local Disaster Temporary Housing Coordinators are pre-identified by the county or municipality and serve as part of a tri-member county, state, and federal Housing Task Force Operations team. Local Disaster Temporary Housing Coordinators are responsible for gathering county and municipal-specific information. Local coordinators work with local officials to develop potential housing solutions and meet the unmet needs. Coordinators are knowledgeable of local housing capacities, legal requirements, resources, and the permitting and building codes. Pre- and post-disaster duties include:

- Develop/implement County Disaster Housing Plan;
- Collect/maintain the telephone and addresses of key contacts such as the County Manager, County Emergency Manager, Supervisory Building Inspector, health officials,



local Voluntary Agency (VOLAG) Representatives and Long Term Recovery Organizations (LTRO);

- Chair meetings with stakeholders to develop county strategies and housing solutions;
- Create and manage databases of commercial or private properties, land, mobile homes and RV parks, as well as collecting the owner's contact information;
- Estimate county temporary housing needs during disaster;
- Identify alternate disaster housing solutions;
- Identify possible Emergency Group Site (EGS) locations pre and post landfall;
- Expedite county-permitting process to facilitate housing operations; and
- Keep the county informed as to the progress of the housing program.

### **State Disaster Temporary Housing Field Coordinator**

The State Disaster Temporary Housing Field Coordinator is a key bridge between the federal and the county level partners. As a member of the Disaster Temporary Housing Task Force Operations Team, this person is responsible for representing the interest of the state's senior leadership under the direction of the State Housing Officer. Housing coordinators are responsible for engaging local governments and human service programs to best meet community needs and identify vulnerable populations. Working in concert with the county and federal agencies, the State Disaster Housing Coordinator duties include:

- Determining housing needs, affected populations, and housing stock via Preliminary Damage Assessments (PDA);
- Communicating with potential impacted counties to activate County Disaster Temporary Housing Task Force Operations Team members to the County EOC or designated location as identified by temporary housing plans;
- Determining a common housing requirement picture with the local and federal disaster temporary housing coordinators;
- Acquainting community leaders with housing programs and processes;
- Working with the county to resolve permitting and inspection issues;
- Coordinating key-member participation of state or locally-based, non-governmental stakeholders;
- Being the key conduit of state-wide prerogatives;
- Working with utility companies to resolve utility issues in specific areas;
- Meeting with housing stakeholders to develop housing solutions;
- Maintaining operational status until housing operation is complete;
- Coordinating housing strategies, solutions, and resources;
- Identifying, prioritize, and coordinate housing resource databases;
- Maintaining focus on overall challenges and issues with the avoidance of organization/individual specific agendas; and,
- Working with the county to identify issues. (If the county cannot resolve the issue the State Disaster Housing Coordinator sends it to the HOC at the JFO. The issue is forwarded as part of the Daily Incident Action Plan (IAP)).



### **Federal Disaster Temporary Housing Field Coordinator**

Responding to emergencies requires effective action from state and local governments, private-sector and voluntary associations, communities and individuals, and federal officials. The Federal Disaster Temporary Housing Field Coordinator works with local and state governments to determine resources to provide temporary housing. Additional responsibilities of the Federal Disaster Temporary Housing Field Coordinator include:

- Assisting with the identification of county specific concerns and forward these concerns to the Housing Operations Center (HOC) located at the Joint Field Office (JFO);
- Providing federal guidance for the type and format of information needed;
- Ensuring information is gathered in the proper timeframe and sent to the JFO HOC;
- Following up with local requests for resolution sent via the HOC to the JFO;
- Assisting with the formulation of the strategic housing plan;
- Meeting with housing stakeholders to develop housing solutions; and
- Working with federal partners that may assist with providing housing solutions. (This could include Housing and Urban Development (HUD), Department of Agriculture, and Veteran Affairs (VA)).

### **State Housing Officer**

- Coordinating the communication functions and responsibilities of the HOC to support the housing mission in partnership with its FEMA counterpart Interface between the HOC and other relevant state agencies;
- Coordinating daily conferences; review incoming and outgoing reports;
- Oversee the training and functions of the Disaster Temporary Housing Task Force Operations Team;
- Facilitating participation of the impacted counties;
- Fostering the corporate culture needed to encourage sharing of information – including bad news;
- Strengthening the relationship between FEMA and State via the HOC functions and its FEMA HOC counterpart;
- Helping to resolve issues reported by the Disaster Temporary Housing Task Force Operations Team by timely directing them to the appropriate entity for response;
- Managing the State Housing Field Coordinators;
- Reviewing the IAP and Situation Reports;
- Conducting the daily conference call; and
- Reporting on the housing program progress to the state.

### **Partners in Disaster Response and Recovery**

#### **Volunteer Agency Liaison**

The liaison coordinates with the State/Local VOAD in information exchange and identification of resources. Donations Management personnel also work closely with the Voluntary Agency Liaison.



### **Federal Emergency Management Agency (FEMA)**

In a Federal Declared disaster, FEMA coordinates resources required to assist the Local and State authorities in responding to and recovering from the disaster. Agency will also assist in developing plans and training for emergency preparedness.

### **American Red Cross (ARC)**

Work closely with local/state/federal EMA staff in planning and preparedness for disaster response. The ARC can assist in the following manner:

- Can provide damage assessment, emergency shelters, and emergency communications
- Distributes emergency supplies (i.e. personal care kits, clean-up kits)
- Provides for feeding victims and emergency workers at both stationary and fixed sites
- Responds to disaster welfare inquiries and provides information services
- Provides emergency financial assistance for food, clothing, rent, bedding, selected furnishings, medical needs, temporary home repairs, occupational supplies, and other essentials on an individual or family basis

### **Long Term Recovery Organizations (LTROs)**

LTROs help affected families to develop a plan and receive adequate assistance for their recovery. The committee is a working group with decision making authority where all participating organizations are equal partners. Its composition includes representatives from disaster response and recovery agencies.

The mission is to strengthen area-wide disaster coordination by sharing information, simplifying client access, and jointly resolving cases with unmet needs.

### **Inter-faith**

Faith-based Organizations who come together in specialized roles in disaster response.

- May provide casework oriented toward a unique client base
- May provide service and assistance to individuals and families that do not qualify for local/state/federal assistance
- Separate from LTRC but representatives may serve on the LTRC.



## Other Partners – Governmental/Nongovernmental

There are many agencies who work in conjunctions with disaster response and recovery in a Presidential declared disaster. There are four areas of focus during the recovery process. They are (1) temporary and long term housing, (2) Financing for Housing Repairs & Recovery, (3) community support services, and (4) infrastructure recovery. Partnerships from each of these groups are define below:

### Temporary & Long-Term Housing

Facilitate both temporary and long-term housing solutions development and delivery by enabling laws/regulations/policies, expediting resources, increasing efficiency, and exploring alternatives.

- (1) State Government Designees
- (2) Federal Emergency Management Agency (FEMA)
- (3) Housing & Urban Development (HUD)
- (4) US Department of Agriculture – Rural Development (USDA-RA)
- (5) White House Task Force on Housing
- (6) DHS Private Sector Office (DHS-PSO)
- (7) National Voluntary Organization Active in Disaster (NVOAD)
- (8) American Red Cross (USA-ARC)
- (9) US Chamber of Commerce
- (10) Home Depot & Lowes
- (11) National Association of Realtors (NAR)
- (12) National Association of Homebuilders (NAHB)
- (13) Manufactured Housing Institute (MHI)
- (14) Modular Building Systems Association (MBSA)
- (15) Mennonites Disaster Services
- (16) US Army Corps of Engineers (USACE)
- (17) US Dept of Veterans Affairs (VA)
- (18) Local Housing Authorities
- (19) Real Estate Roundtable (RER)
- (20) American Hotel & Lodging Association (AH&LA)
- (21) Habitat for Humanity
- (22) American Planning Association (APA)
- (23) International City/County Management Association (ICMA)
- (24) Florida-Caribbean Cruise Association (F-CCA)
- (25) The National Affordable Housing Management Association (NAHMA)
- (26) State Government Designees

### Financing for Housing Repairs & Recovery

- Innovate individual home financing packages using government,



commercial, and donated assets to facilitate individual home repairs and constructions

- Develop a funding strategy to identify, allocate, generate, combine, and leverage funds – both public and private - that can be made available for rehousing mission (i.e., municipal bonds, charitable private donations)

Charitable Foundations (Note: they are significant but often overlooked partners)

- (1) Fannie Mae
- (2) Freddie Mac
- (3) National Association of Housing & Redevlopment Officials (NAHRO)
- (4) Neighborhood Reinvestment Corporation
- (5) Small Business Administration (SBA)
- (6) USDA – Rural Development
- (7) State Government Designees
- (8) American Bankers Association (ABA) & state counterparts
- (2) Mortgage Bankers Association (MBA) & state counterparts
- (3) Credit Union National Association (CUNA) & state chapters
- (4) Independent Community Bankers of America (ICBA)
- (5) Economic Development Administration (EDA)
- (6) Housing & Urban Development (HUD)
- (7) American Insurance Association (AIA)

### **Community Support Services**

Facilitate jobs and business training and development, health and human services, and education and recreational services

Facilitate the re-formation and/or emergence of community structures

- (1) LA & MS Departments of Social Services
- (2) US Dept of HHS
- (3) US Dept of Labor (DOL) and state counterparts
- (4) State Department Bureau of Population, Refugees and Migration
- (5) National Voluntary Organizations Active in Disaster (NVOAD)
- (6) American Red Cross (USA - ARC)
- (7) State Department of Social Services
- (8) Salvation Army
- (9) State Government Designees
- (10) United Jewish Communities
- (11) Church World Services
- (12) Southern Baptists



- (13) Lutheran Social Services
- (14) Refugee Council USA
- (15) Urban League
- (16) NAACP
- (17) US Dept of Education and state counterparts
- (18) American Federation of Teachers
- (19) Local Universities

### **Infrastructure Recovery**

Focus on facilitating best solutions in the areas of transportation, energy, and telecommunication

- (1) US DOT & state counterparts
- (2) US Dept of Energy & state counterparts
- (3) Telecommunication companies (phones & cables)
- (4) Microsoft
- (5) Apple Computer
- (6) Port Authorities
- (7) Air Transportation
- (8) State Government Designees

### **Basic Disaster Housing Functions and Responsibilities**

The Division of Emergency Management (DEM) in the state of Florida has as its mission statement to “coordinate federal, state and local resources necessary to facilitate the planning, implementation and occupancy of interim disaster housing throughout the four phases of emergency management.” These processes include mitigation (planning), preparedness (evacuations and sheltering), response (interim), and recovery (rebuilding). Within the recovery process, there are four areas of focus – temporary and long-term housing, financing for housing repairs and recovery, community support services, and infrastructure recovery.

Mission-Critical Information	
1	Post event housing damage and needs
2	Local short and long-term housing resources and capacities for recovery
3	Temporary and permanent housing opportunities and obstacles
4	Operational issues surfaced and resolutions applied
5	Housing options and strategies chosen or developed
6	Status of the housing mission’s progress and effectiveness

In addition, the Disaster Housing Mission of the Federal Emergency Management Agency (FEMA) is instructive for purposes of planning for the disaster housing function. It is vital that disaster housing coordinators become familiar with FEMA’s Disaster Housing Mission and understand the underlying principles that guide its approach:



### 1. Bypassing Temporary Housing

Bypass temporary housing, if feasible, by assisting displaced survivors to some form of permanent housing. Although the disaster housing mission shows three phases from sheltering to temporary housing to permanent housing, this does not mean that all displaced survivors must progress through the stages. Instead, the focus is on assisting displaced survivors back to permanent housing through private resources and public support (e.g. the FEMA Individuals and Households Program). The Resource Group can help achieve this goal by facilitating private and governmental resources such as rental units from the apartment associations, voluntary labor (e.g. Habitat for Humanity, the Mennonites), and financial advisors and assistance (e.g. Fannie Mae, Housing Urban Development (HUD), Community Development Block Grant (CDBG), State Housing Initiatives Partnership (SHIP) program).

While temporary housing is to be provided only if immediate and direct return to permanent housing is not possible, in the catastrophic scenario, that assumption is not assumed. It is assumed that a multitude of housing options will be sought and, although it is not desired, a certain number of residents will relocate – some permanently.

### 2. Shorten the Duration

If temporary housing is absolutely necessary, the goal is to minimize its duration. This means assisting the disaster survivor in rebuilding or relocating their permanent homes quickly. The Resource Group can assist in this matter as previously discussed in the first principle.

### 3. Minimizing the Disruptions

It is imperative to minimize the number of times a displaced family must move from one place to another under the temporary housing phase; this can be extremely disrupting to a family's effort to regain stability and normalcy. Through applicant interviews and dwelling damage inspections, families can be grouped based upon their need for temporary or permanent housing. For example, anyone needing temporary housing for 60 days or less may only require hotel lodging rather than a travel trailer, thus allowing focus to be placed on commercial park sites or other longer term rental units for those who may require 90 days to 18 months of assistance. As before, the Resource Group can assist this matter by facilitating, categorizing and quantifying resources such as rental units based on their maximum length of availability.

## **Housing Strategies**

Below is a list of housing strategies discussed through this project.

- Hotel & Motel Placement depending on what inventory is left standing and can be renovated for short-term use.
- Rental Property necessitating agreements with local Boards of Realtors and Property Managers
- Tents and Tent Cities would probably be a necessity in this scenario at least for the short-term recovery period



- Direct Housing on Private Lot – Local governments are reviewing zoning restrictions and preparing emergency ordinances where appropriate
- Universities & Colleges and Student Housing (State and Private)
- Direct Housing on Business and Commercially Owned Property
- Existing Mobile Home Parks & Recreational Vehicle Sites – Inventories of Owner-occupied and single-owner parks are being developed as well as contact information
- New Disaster Housing Group Sites and appropriate criteria for site selection
- Planned Unit Developments – Vacant PUDs with/without infrastructure already in place are being identified
- Floating Disaster Housing Options such as cruise ships may be an option; although the shipping channels may be blocked by debris for a significant period of time.
- Big Box – vacant warehouses or storage facilities may
- Properties in Foreclosure - a difficult strategy to implement because of lender restrictions; however, it could be an option for residents who contact their realtor.
- Alternative Disaster Housing Options (PODs, etc.)
- Existing Federally Owned / Government-Owned Housing Projects
- Existing State / County Owned Facilities (e.g. RV Parks, State and local Parks, Fairgrounds)

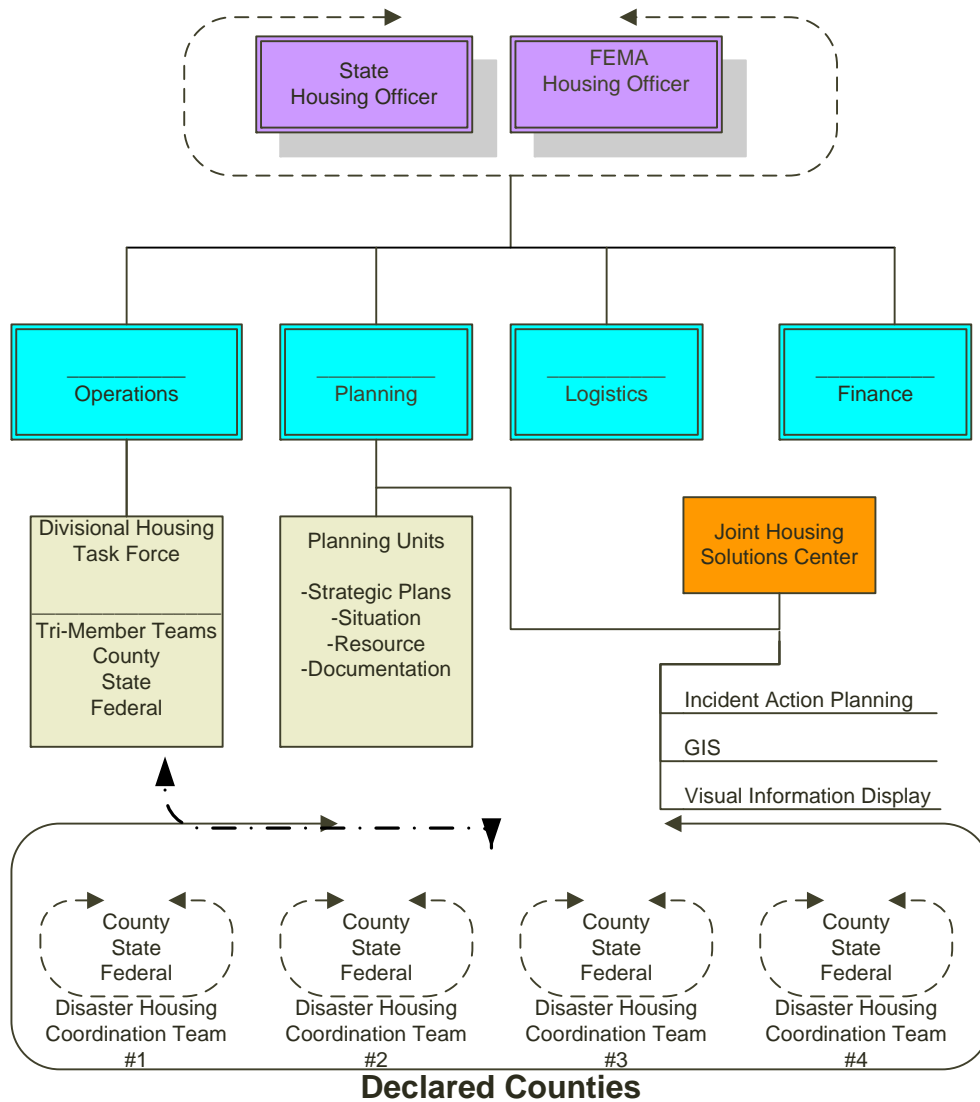
In addition, special issues were identified which must be addressed in State and local plans including :

- Pets and Service Animals
- Affordable Housing Issues
- Health Issues (Mold remediation, contamination, etc.) for Repair and Rebuild

### **Command and Control**

At the Department of Emergency Services, the Joint Housing Operations Command (JHOC) is located in the Joint Field Office (JFO). The JHOC is comprised of four major operational components: (1) the Housing Operations Center (HOC), (2) the State Led Disaster Temporary Housing Task Force Operations Team, (3) the Housing Planning Section, (4) and the Joint Housing Solutions Center. The Disaster Temporary Housing Task Force Operations Team's location is within the declared areas of impact.

The local Disaster Temporary Housing Task Force Operations Team is the link between the county and the JFO. They are the “eyes and ears” on the ground. Teams will form and establish a broad network of local governmental officials and housing stakeholders that will aid in the process of collecting information, identifying resources, providing expedited permits and building codes information, and helping identify housing needs. The data collected will aid in creating a county specific Strategic Housing Plan as well as an overall Statewide Strategic Housing Plan.



**Existing MOUs/MOAs**

None currently identified.

**Suggested Support Partners:**

Federal Emergency Management Agency (FEMA), State Emergency Response Team (SERT), Florida Department of Community Affairs (DCA), Florida Department of Health (DOH), Department of Housing and Urban Development (HUD), Small Business Administration (SBA), Substance Abuse and Mental Health Services Administration (SAMHSA), Florida Housing Finance Corporation, Environmental Protection Agency (EPA), private sector corporations supporting housing replenishment operations, long-term recovery non-governmental organizations (NGOs).



### Basic Planning Assumptions – Disaster Housing<sup>9</sup>

1. The nature and scope of a catastrophic incident will immediately overwhelm State and Local response capabilities, this requires that counties understand and be able to clearly articulate their resource needs.
2. A large number of people are homeless. Primary dwellings are destroyed, heavily damaged, unlivable, and/or inaccessible.
3. There will be significant disruption of infrastructure that impacts residential areas and endangers public health and safety.
4. The ability to reenter and reoccupy dwellings will be dependent upon the incident.
5. Existing shelter and temporary housing resources will not be sufficient to address the number of individuals in need.
6. There will be other disasters elsewhere in the country during response and recovery operations.
7. Current means disbursing and delivering disaster assistance will be inadequate to overcome disaster related disruptions in banking and/or mail delivery services.
8. The assets outlined in response strategies may not be available at the time of a catastrophic event due to needs at their home institution, family requirements, etc.
9. A catastrophic incident will present a dynamic response and recovery environment requiring that response plans and strategies be flexible enough to effectively address emerging or transforming needs and requirements.

### Checklist: Daily Tasking & Protocol<sup>10</sup>

The table below proposes a list of information that the housing task force at the divisional level. Post recovery work will comprise of ongoing assessment of housing needs, facilitation of local resources, and support to implementation of the disaster housing assistance programs and planning. It is assumed here that PDA has been completed prior to the Disaster Declaration and Damaged Dwelling inspection has begun.

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<sup>9</sup> Catastrophic Incident Supplement to the National Response Plan (2005)

<sup>10</sup> State of Florida Disaster Housing Manual, 2010



Information Requirement	Source/ Member Responsible
<ul style="list-style-type: none"> <li>• County Disaster Housing Plan</li> <li>• Contact list for utilities, codes, permits and emergency management</li> <li>• Permitting and inspection code guidelines</li> </ul>	County Emergency Manager. County Emergency Management Website; County Code Enforcement Office
<ul style="list-style-type: none"> <li>• Local policy and preference; and any other cultural or locally unique issues</li> <li>• List of commercial mobile home parks and contact information</li> <li>• Potential Housing Resources</li> </ul>	County
<ul style="list-style-type: none"> <li>• Confirm post event housing assessment strategy, tactics and process</li> </ul>	County, State, FEMA
<ul style="list-style-type: none"> <li>• Types of post event disaster housing needs based on field assessment of disaster impact on housing and availability of resources</li> <li>• List of damaged subdivisions, congregate care and/or housing facilities and contact information</li> <li>• Red Tag Lists</li> </ul>	Using data from the PDA and the damaged dwelling inspections as well as input from the county, provide assessment of the number of dwellings that are destroyed or have major damage. Use the percent of homes insured from the Human Services Operation Plan
<ul style="list-style-type: none"> <li>• Continue on Red Tag Lists and other housing damage and assessment work</li> <li>• Report on local housing resources</li> <li>• List of meetings scheduled</li> </ul>	County, State (As the County begins red tagging dwellings, the Divisional Housing Coordinator forwards this information)
<ul style="list-style-type: none"> <li>• Updates on Shelter conditions</li> <li>• Critical unmet needs</li> </ul>	ARC, County, State, FEMA
Continue housing needs assessment and network building	County, State, FEMA
Forward any County Housing issues; continue to refine the housing needs. Work with the County and State to resolve permitting issues.	Code Enforcement, County Administrator
<ul style="list-style-type: none"> <li>• Updates on Shelter conditions</li> <li>• Updates on which communities remain closed to residents returning</li> </ul>	
<ul style="list-style-type: none"> <li>• Updates on local plans for extended sheltering, temporary housing needs (if any)</li> </ul>	