



# Leon County Disaster Housing Strategy Local Post-Disaster Redevelopment Plan Housing Guide

Final Plan July 2012



Images from Hurricane Kate 1985

## **Executive Summary**

As a result of recent disasters such as Hurricanes Katrina and Irene and the tornadoes in Jasper, Alabama, our nation has witnessed the suffering of many people as a result of the loss of their homes and businesses. This level of destruction can lead to an overwhelming sense of loss and subsequently may result in relocation of large portions of the population. Regardless of the type of hazard, an extensive loss of residents will severely hamper the ability of the community to recover and rebuild. This housing strategy provides policies and tactics which may be employed to retain the population and offer hope to survivors when their homes and businesses have been damaged or destroyed. By pooling local resources, state expertise and federal support, temporary housing and support services can be provided to displaced families and individuals. Rapid recovery requires that all segments of the community, including businesses and government agencies, quickly reconstruct infrastructure facilities, and structures. The provision of interim disaster housing in the post-disaster environment is essential to the long-term recovery and economic viability of the impacted community.

This strategy details the full array of interim housing options available to the leadership 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 interim housing strategies including placement of displaced residents within local hotels, vacant rental units, or within mobile housing units. This strategy will also ensure that the needs of special populations within our community are addressed.

Leon County and the City of Tallahassee would like to thank the many agencies and organizations that supported the development of the disaster housing strategy. Their ongoing dedication before, during, and after a large-scale disaster will ensure the long-term viability of our community.

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## **I. Introduction**

### **A. Mission**

In an efficient and coordinated manner provide interim housing and supportive services to the impacted community. Leon County and City of Tallahassee leadership is dedicated to supporting a safe, sanitary, and functional living environment for all community members in the aftermath of a disaster. The intent of the Disaster Housing Strategy is to foster consensus and collaboration among stakeholders with the aim of a common approach for carrying out the disaster housing mission and, thereby, expediting community recovery.

### **B. Purpose**

In the aftermath of natural or manmade disasters, community members may be displaced due to damage or loss of residential structures, environmental contamination, or other environmental factors. This strategy details a framework for providing safe, sanitary, functional and accessible temporary housing options for displaced residents in order to expedite long-term community recovery. Within the broader recovery framework, this strategy primarily addresses the **interim housing solutions** for residents. This document details a full range of temporary interim housing options which may be employed based upon the severity and magnitude of the disaster. This includes assistance with the transition from emergency to more permanent housing.

### **C. Disaster Housing Planning Goals**

- Detail a comprehensive framework for providing interim housing solutions for displaced community residents, as well as emergency home repair or relocation assistance, if necessary.
- Develop procedures to address the comprehensive client case management system which engages service provider organizations in order to address post-disaster needs within the community.
- Enhance the coordination, design and delivery of state and federal disaster housing assistance through an ongoing partnership with internal and external stakeholders including non-profit agencies and faith-based partners and the private sector.
- Provide an overview of the regulatory environment which may impact interim housing solutions in the post-disaster environment
- Ensure the integration of the disaster housing strategy with related operational plans and policy documents such as the Local Mitigation Strategy (LMS), the Comprehensive Emergency Management Plan (CEMP), the Post-Disaster Redevelopment Plan (PDRP), the local Comprehensive Plan and the Land Development Code (LDC).



To achieve this vision, the Strategy provides a framework to help integrate existing disaster housing efforts and focuses on the following six goals consistent with the National Disaster Housing Strategy (January 2009):

1. **Support individuals, households, and communities in returning to self-sufficiency as quickly as possible.** This is vital for the recovery of the community and the region following a disaster.
2. **Affirm and fulfill fundamental disaster housing responsibilities and roles.** This includes enhancing coordination and developing partnerships across all levels of government, nongovernmental organizations and the private sector.
3. **Increase our collective understanding and ability to meet the needs of disaster survivors and affected communities.** Individual needs affect housing choices and shape the demands for assistance including those with medical needs, disabilities and/or service animals, pet owners, cultural diversity, languages, etc.
4. **Build capabilities to provide a broad range of flexible housing options, including sheltering, interim housing, and permanent housing.** The strategy should incorporate a comprehensive, innovative and flexible set of options which can move community recovery forward and meet the needs of our residents.
5. **Better integrate disaster housing assistance with related community support services and long-term recovery efforts.** Best practices and disaster housing success stories highlight the need to incorporate the community/institutional support in the provision of disaster housing. Survivors will need health and human services in order for the community to rebuild.
6. **Improve disaster housing planning to better recover from disaster, including catastrophic events.** The Disaster Housing Strategy should be flexible and expandable to provide direction in local emergencies such as an isolated tornado to major or catastrophic events.

## II. Overview

### A. City/County Composition

Leon County is located in the northwestern portion of Florida. According to the Leon County Comprehensive Emergency Management Plan (CEMP), Leon County encompasses a total land area of 671 square miles. The City of Tallahassee is the only incorporated municipality in Leon County and covers more than 102 of those square miles. According to the 2010 Census the total population is 275,487 and there are approximately 124,000 housing units. In addition, there are 59 schools, four hospitals and three Universities/Colleges. These sites may support the disaster housing mission by providing short- to long-term housing resources.

### **1. Demographics**

The 2010 Census states that the total population is 275,487. The City of Tallahassee has a high university population during the spring, fall and winter seasons. Approximately nine percent of the population is elderly (65 years old and over), and as of 2011 430 residents have registered with the county as having special needs. Special needs populations are those that require assistance for their disabilities; medical, mental, or psychological disabilities. There is one special needs designated shelter which serves a regional population.

### **2. Economic Profile**

The main employers in Leon County are health, education and public administration. The City of Tallahassee serves as the capital of Florida and local and state government accounts for more than 20 percent of the employment base. The 2010 unemployment rate in Leon County was 8.2% which is in line with the national average, but higher than in previous years as the impacts of the recession did not immediately impact the community.

### **3. Environment**

As described in the Leon County LMS, Leon County is located in the northwest region of Florida traditionally known as the "Florida Panhandle". The county is bordered by Georgia to the north, Jefferson County to the east and Wakulla County to the south. The Ochlockonee River runs along the entire western edge separating Leon from Gadsden and Liberty counties. The county is comprised of three physiographic divisions; the Northern Highlands, the Gulf Coastal Lowlands and the River Valley Lowlands. Each of these unique environmentally sensitive areas must be observed when evaluating options for the placement of community sites. When identifying potential sites, it is important to analyze environmentally sensitive areas where human interference may cause irreversible damages to the natural ecosystem and habitat. Chapter 2 of the LMS provides an in depth analysis of current and future land uses including sites which lie outside of the 100-year floodplain and have adequate storm water drainage systems. In addition both the Leon County CEMP and PDRP provide in depth hazards and vulnerability analyses. The Leon County PDRP also provides an economic loss estimate which indicates that the majority of damage from a hurricane will impact residential structures.

Hazardous conditions may be present prior to a disaster and these hazardous conditions may increase following a disaster. Contamination in areas located in a commercial, industrial, or landfill area could spread to other surrounding areas. Areas which have been identified as Brownfield sites or Superfund sites should be avoided. A thorough site inspection is required before housing initiatives are implemented. Adjoining land uses including industrial uses, agricultural uses, and others could introduce the potential for hazardous materials in air (smokestacks, pesticides/herbicides), water (industrial sewage, wastewater,

disease), or land (contaminated soil, gas tank leaks) that could affect the health of future residents. Addressing the aforementioned environmental and safety concerns will be critical in temporary housing strategy development.

#### **4. Housing Supply**

Approximately 500 residential units in the City of Tallahassee and Leon County are manufactured homes (not mobile homes). A map of mobile homes is provided in Appendix F. The residential housing stock is more concentrated in the city limits with 89% of all structural units located in the City of Tallahassee being residential. In comparison only 56% of structural units in Leon County are residential. The average age of the homes in Leon County and the City of Tallahassee is 30 years which means that many homes were constructed prior to the implementation of the more stringent building codes. The population of Florida State University and Florida Agricultural and Mechanical University account for approximately 15% of the population and greatly decreases during the summer months. This decrease in population may lessen the impact on emergency sheltering and available housing supply during part of hurricane season.

#### **B. Hazard Vulnerability Affecting Housing**

Leon County and the City of Tallahassee are at risk to numerous natural and man-made disasters as detailed in the CEMP, the LMS and the PDRP. Hurricanes present the highest risk due to the impacts from high winds and generalized flooding. As was demonstrated during the 2004 hurricane season, impacts from multiple hurricanes may occur within a single season. Placement of mobile housing units should consider potentially dangerous flooding conditions as well as the need for stringent adherence to mobile unit tie down requirements where appropriate. The flood hazard areas within Leon County can affect population placement.

#### **C. Planning Assumptions**

- While the magnitude and severity of damage will typically trigger a Presidential Disaster Declaration, it may be necessary to implement all or portions of the disaster housing strategy without a federal disaster declaration.
- In order to activate the disaster housing strategy, a determination must be made whether the housing demand will exceed the housing supply through the provision of existing residential structures and/or vacant residential units.
- The ability to provide interim housing is contingent upon the availability of utility infrastructure services as well as healthcare, fire, emergency medical services, law enforcement, school, transportation, retail and other essential governmental services.
- Households should be placed in temporary housing as close as possible to their original home or neighborhood, whenever possible.

- Persons with low income, living in mobile homes, migrant farm workers, and persons with functional needs are likely to require greater levels of post-disaster assistance including provisions for interim housing. This effort may require a combined effort of additional community resources and the efforts of the private sector and community non-profit agencies.
- Urgency must be balanced with informed decisions.
- Significant damage will trigger a Presidential Disaster Declaration (Individual Assistance Declaration and Public Assistance).
- A substantial quantity of displaced disaster survivors, as determined by percentage of housing losses, is expected in disasters of major or catastrophic levels.
- An incident may occur with little to no warning.
- A disaster may cause significant disruption to critical infrastructure.
- Response in the immediate aftermath of the event must begin with the rapid damage assessment (without the benefit of detailed/complete assessments.)
- A large number of people may be left displaced.
- Demographics and socioeconomic characteristics will create unique challenges.
- The success of the housing mission will depend on how timely mission-critical information and issues can be collected, confirmed, and circulated in a consistent format and with a frequency to make them readily accessible and useful to all key stakeholders.
- Leon County and the City of Tallahassee may be called upon to host evacuees.

#### **D. Overview of the Federal Emergency Management Agency’s Disaster Housing Assistance Programs**

Under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288), FEMA serves as the primary coordinating agency for disaster response and recovery activities. FEMA processes the Governor’s request for disaster assistance and coordinates Federal operations under a Presidential Disaster Declaration. In addition to providing various types of response and recovery aid to public entities and nonprofit relief agencies, FEMA also provides disaster relief assistance to persons, families, and businesses on an individual basis through the Federal Assistance to Individuals and Households Program. People can access this help by registering for assistance or visiting the Disaster Recovery Center (DRC), if available. The Federal Assistance to Individuals and Households Program has two major components: Housing Assistance, which is 100% federally-



funded and Other Assistance, which is 75% federally-funded. Housing Assistance provides more flexible assistance to individuals through the following four categories:

- Temporary Housing
- Repairs
- Replacement
- Permanent Construction

This plan addresses the four categories of the Housing Assistance component of the FEMA program. The rule for Housing Assistance authorizes individual eligibility in more than one category of assistance. FEMA's Temporary Housing category ensures that persons whose homes have been damaged or destroyed during a disaster are provided with a safe place to live until repairs are complete, the homes rebuilt, or other permanent residence secured. The Housing Assistance program is designed primarily for persons without insurance or those having inadequate insurance, and is available only to homeowners and renters who are legal residents of the United States and were displaced by the declared disaster event.

**1. The Temporary Housing Category authorizes:**

- a) Financial assistance to eligible individuals and households to rent alternate housing resources such as existing rental units, manufactured housing, recreation vehicles and other readily fabricated dwellings.
- b) Financial assistance for transportation of the rental unit, utility hook-ups and installation of the unit.
- c) Financial assistance for reimbursement of reasonable short-term lodging expenses that individuals or households incur in the immediate aftermath of a disaster.
- d) Direct assistance in the form of purchased or leased temporary housing units to individuals and households who lack available housing resources and who are unable to make use of the financial assistance.
- e) FEMA will charge Fair Market Rent after 18 months for any housing unit it has provided as Direct Assistance to an individual or household.
- f) FEMA will sell purchased housing units that it provided as Direct Assistance to individuals and households, and will deposit the proceeds from such sales into the Disaster Relief Fund.

**2. The Repairs Category Authorizes:**

- a) FEMA to provide financial assistance for the repairs of uninsured disaster-related damages to an owner's primary residence. The funds are to help return owner occupied primary residences to a safe and sanitary living or

functional condition. Repairs may include utilities and residential infrastructure.

- b) FEMA to provide financial assistance for eligible hazard mitigation measures that reduce the likelihood of future damage to the residences' utilities or infrastructure.
- c) Eligible individuals and households to receive assistance of up to \$5,000 (note: this amount may be adjusted annually based upon the Consumer Price Index) to repair damages to their primary residence without first having to show that the damages cannot be repaired through other means, except insurance proceeds.

**3. The Replacement Category Authorizes:**

- a) FEMA to provide financial assistance to replace the primary residence of an owner-occupied dwelling damaged by the disaster event when there was at least \$10,000 of damage (note: this amount may be adjusted annually based upon the Consumer Price Index). Assistance is limited to \$10,000 (note: this amount may be adjusted annually based upon the Consumer Price Index).
- b) The use of replacement financial assistance towards the cost of acquiring a new permanent residence that is greater in cost than \$10,000 (note: this amount may be adjusted annually based upon the Consumer Price Index).

**4. The Permanent Housing Construction Category** authorizes FEMA to provide financial or direct assistance to applicants for the purpose of constructing permanent housing in insular areas outside the continental United States and in other remote areas. This category is not available to city or county residents.

In general, to be eligible for Housing Assistance under the Individuals and Households Program three conditions must be met:

- The home must have been the applicant's primary residence;
- The home must be inaccessible or have been damaged and rendered uninhabitable as a result of the disaster; and
- The insurance, if any, covering the dwelling does not fully cover the applicant's additional disaster-related living expense and/or cost of home repairs.

Because FEMA's Individual Assistance programs are designed for persons and families seeking assistance, each household must individually apply and establish its eligibility. To apply for assistance, disaster survivors must call one of FEMA's National Processing Service Centers at the toll-free registration number, **1-800-621-FEMA (or TTY 1-800-642-7585)**. After an application is submitted to FEMA through

the official application process, a local FEMA-contracted inspector will assess the damage to the applicant's property and will file a report with FEMA. FEMA will then make an eligibility determination and may issue a check within 10 days of receiving the initial application for assistance<sup>1</sup>. However, response times may vary depending on the volume of demand for assistance.

## 5. Housing Priorities

FEMA's Disaster Housing Assistance for those displaced by disasters includes the following forms of assistance based on the following priorities<sup>2</sup>:

- Maximize the Use of Available Local Housing Resources
- Use Manufactured Temporary Housing
- Employ Innovative Alternative Forms of Temporary Housing
- Authorize Semi-Permanent or Permanent Construction

### a) Maximize Use of Available Local Housing Resources

- **Emergency Sheltering.** In the face of an approaching disaster, or after a disaster strikes, individuals and households may be forced to leave their homes to seek shelter. Regardless of eligibility for assistance programs in general, a shelter provides disaster survivors with a safe, sanitary and functional environment, including life-sustaining services, when they are displaced from their primary residences due to natural or man-made disaster. For declared disaster, shelter expenses may be eligible for reimbursement from FEMA under Section 403 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act. FEMA can also provide financial assistance to eligible applicants for critical disaster-related needs such as water, food, first aid, prescriptions, infant formula, diapers, personal hygiene items and fuel for transportation through Critical Needs Assistance under the Other Needs Assistance provision of the IHP.
- **Congregate Shelters:** Shelters can be operated in hard facilities (such as schools, churches, community centers, unused warehouses and stores, barracks and berthing ships) or in soft-sided facilities (such as tents or domes). Types of congregate care shelters include general population, medical support, emergency household pet, ad-hoc/spontaneous, and evacuation.
- **Transitional Sheltering Assistance:** If emergency shelters are overwhelmed or if state and FEMA disaster leadership determine that shelter residents and evacuees will not be able to return to their homes

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<sup>1</sup> The aggregate amount of assistance provided through FEMA's Individuals and Households Program in 2010 is an amount not to exceed \$30,200 per household (note: this amount is adjusted annually based upon the Consumer Price Index).

<sup>2</sup> DRAFT *Disaster Temporary Housing Operational Guide*, FEMA, 2010

for an extended period of time, the State may request that FEMA authorize eligible disaster survivors to receive Transitional Sheltering Assistance (TSA). If TSA is authorized, FEMA will approve, fund and administer the use of hotels and motels as transitional shelters, which is not charged against disaster survivors' maximum amount of IHP financial assistance. (Note: FEMA can also provide reimbursement for hotel/motel accommodations to eligible applicants through the Housing Assistance Program, which is subject to the IHP financial assistance limit.)

- **Rapid Temporary Roofing.** Government assistance making exigent repairs to damaged dwellings. These repairs include installing plastic sheeting (Blue Roof) on damaged roofs and repairing accessibility fixtures such as ramps or railings. To qualify homes must be inspected by qualified officials and determined to be structurally sound and free from health and safety risks. This type of work generally begins within a week of Presidential Disaster Declaration. Voluntary agencies, by coordinating with the USACE, may assist with the installation of plastic sheeting in areas that are not heavily populated or may assist homeowners with installing tarps.
- **Rapid Temporary Repairs:** Similar to the Blue Roof program, FEMA is also partnering with the USACE on a new pilot initiative to make rapid temporary repairs to doors and window to allow families to shelter in their homes until permanent repairs can be made.
- **Financial Assistance for Rent.** This is the preferred form of interim housing. It includes financial assistance and help locating vacant privately-owned apartments, condominiums, and single-family homes, as well as Federal or state-owned residential property. This interim housing support is provided within a few weeks following a Presidential Disaster Declaration and is used for those survivors whose homes have been rendered uninhabitable.
- **Financial Assistance for Repair and Replacement of Damaged Residences.** This assistance is available following the inspection and verification of damages, FEMA will provide eligible homeowners financial assistance for repairs to make their home habitable restoring the home to a condition that is safe, sanitary and functional. It may also be used toward replacement of a destroyed or condemned home; however, it may not be sufficient to restore the home to its pre-disaster condition. This

assistance will take several weeks to several months before it is made available.

b) Use of Manufactured Temporary Housing

When other housing options have been exhausted, temporary housing units may be used to house disaster survivors. Once the appropriate options have been determined by the State, temporary housing may be placed on an eligible family's private property, on a pre-existing commercial pad, or as a last resort, on a new community site approved by local officials and constructed and maintained by FEMA. The development of local ordinances to facilitate the placement of temporary units on private property, where appropriate, as well as the pre-identification of potential community sites helps to expedite the placement process.

c) Employ Innovative Alternative Forms of Temporary Housing

New materials and innovations in design have the potential to provide a much broader array of temporary housing than FEMA's current inventory of manufactured housing options. Through the Joint Housing Solutions Group and the Alternative Housing Pilot Program, FEMA is exploring alternative options for temporary housing units such as alternative forms of direct housing which may include such examples as modular units which were employed after Hurricane Katrina.

d) Authorize Semi-Permanent or Permanent Construction

This includes financial or direct assistance to individuals and households. Programs administered through FEMA and the Department of Housing and Urban Development (HUD) may provide for the development of housing options that allows for renters to obtain a permanent housing solution or for the selling of manufacture or modular temporary homes to a homeowner if repair/rebuilding is not in the financial interests of the homeowner.

### III. Housing Strategies

It is vital to transition displaced families to a more stable and secure housing alternative in the aftermath of the disaster. As disaster situations improve, all local, state and federal partners will focus their efforts on transitioning displaced residents back to their pre-disaster dwellings or, if those dwellings cannot be re-inhabited, other permanent housing options.

| Phase            | Shelter<br>0-21 days   | Transitional<br>Up to 60 days  | Interim<br>Housing<br>Up to 18 months  | Permanent<br>18 months >   |
|------------------|--|--|--|--|
| Housing<br>Types | Friends & Family<br><br>Shelters<br><br>Hotel/Motel  | Friends and Family<br>Hotel/Motel<br>Apartments/Rental/Sea<br>sonal Housing<br>Travel Trailers<br>Mobile Homes<br>Commercial Space   | Apts./ Rental<br>Housing / Seasonal<br><br>Travel Trailers<br>Mobile Homes<br><br>Community sites  | Lease or purchase of<br>Single Family<br>Multi-family<br>Mobile Homes  |
| Resources        | Insurance<br>ARC & voluntary<br>and faith-based<br>organizations<br><br>State/Local<br>Government<br><br>US Army Corps<br>of Engineers<br>Blue Roof or<br>similar<br>emergency<br>repair program | Insurance<br><br>FEMA housing<br>assistance:<br><ul style="list-style-type: none"> <li>• Repair grants</li> <li>• Replacement grants</li> <li>• Rental grants</li> <li>• Hotel/Motel<br/>Vouchers</li> </ul><br>American Red<br>Cross/Others | Insurance<br><br>FEMA housing<br>assistance:<br><ul style="list-style-type: none"> <li>• Repair grants</li> <li>• Replacement<br/>grants</li> <li>• Rental grants</li> <li>• Direct Housing</li> </ul><br>Local Gov't/ Wrap<br>around services<br><br>Nonprofit,<br>Voluntary and faith-<br>based<br>organizations | Private Insurance<br>FEMA Other Needs<br>Assistance (ONA) <ul style="list-style-type: none"> <li>• SBA Loans</li> <li>• HUD</li> <li>• VA</li> <li>• USDA Rural<br/>Development</li> <li>• Replacement<br/>grants</li> <li>• Rental grants</li> </ul><br>Voluntary and faith-<br>based organizations<br><br>Unmet Needs<br>Committee |

#### A. Emergency Shelters

Leon County has a total of 14 risk shelters (please see Appendix G) which serve as emergency evacuation refuge prior to, during and to a limited capacity, in the post-disaster environment. These shelters have sufficient capacity and support services to accommodate numerous vulnerable individuals and families. In addition, these facilities are dispersed throughout the community and their location is generally known to the immediate community members. All evacuation shelters in Leon County are constructed to meet the Enhanced Hurricane Protection Area Standard and the American Red Cross 4496 Standard. These facilities can be efficiently secured and are handicapped accessible. Risk shelters also have kitchens for meal preparation and sanitation. These shelters, however, offer limited privacy for the



family unit because individualized space is not practical; and although they can potentially house a large number of people, evacuation shelters should not be utilized for long-term housing needs due to the need to reopen those facilities, particularly schools for their primary use. Returning children to school allows parents to return to work. This is a vital step in the community recovery process.

Detailed operational procedures for the management of evacuation shelters may be referenced in the Leon County CEMP and the American Red Cross Standard Operating Procedure.

## **B. Transitional Shelters**

When emergency shelters are no longer sufficient or available but traditional interim housing is not yet available, communities may use hotel/motels or facilities such as arenas or convention centers. These facilities may be altered to provide the additional space and privacy. Appendix G displays the shelters identified in Leon County.

### **1. Hotel & Motel Placement**

Placement of survivors in hotel and motel accommodations is the preferred and most immediate transient housing solution. There are approximately 65 hotel and motel accommodations throughout Leon County and the City of Tallahassee with a total capacity of close to 6,000 units.

As part of the damage assessment process, the Capital Area Chapter of the American Red Cross with the assistance from the Big Bend Community Organizations Active in Disaster (COAD) will contact all hotel/motel management to determine their damage status and the availability of rooms. Power will need to be restored in order for the rooms to be available for disaster survivors, emergency response workers or disaster volunteers.

Initial payment of the survivor's occupancy in the hotels and motels will typically be made by the American Red Cross until the Stafford Act's Individual Assistance Program from FEMA is activated. Funds are then transferred directly to the survivor. Direct payment by FEMA to the hotel may be possible but is less likely.

Throughout the placement process it is vital to consider the functional needs of the survivors. Priority placement of persons with disabilities and special needs clients should be assigned to handicap accessible units within hotels and motels when possible. Similarly, survivors may also have to accommodate their pets. The State Tourism Department maintains a list of

hotels that will accept pets. Hotels and motels may also choose to temporarily waive prohibitions against pets during the initial disaster period. The ARC should determine this when contact is made regarding status and room availability.

## **2. Convention Centers/ Community Centers (Congregate Shelters)**

If necessary, transitional housing may be located at the Leon County Civic Center. This location may be beneficial for short-term solutions, but it is generally not a suitable long term housing solution for families.

### **C. Transitional Repair Programs**

During this time period (21-60 days), some survivors may be able to transition back to their primary residence with minimal repairs. Several emergency repair programs exist for both insured and uninsured survivors to make the necessary repairs for their homes to be inhabitable.

#### **1. Emergency Repair Program: Temporary Roofing Program/Blue Roof**

Leon County's Temporary Roofing Program is under the authority of the Leon County Division of Emergency Management. The United States Army Corps of Engineers (USACE) liaison and its' trained contract staff will report directly to the Leon County Emergency Management Director who will activate the blue roof mission for the impacted community. Under this program, the USACE provides temporary roof coverings (i.e. blue tarps) to cover damaged roofs of private homes. The temporary roof coverings are applied directly to damaged roofs by USACE contracted personnel. Following is a list of actions which must be performed to implement the Blue Roof Mission:

- **Identify and Prioritize:** Upon completion of the initial damage assessment process, teams will identify and prioritize severely impacted geographic regions within Leon County.
- **Installation:** Personnel will be tasked to apply the tarps to damaged roofs in the most severely impacted areas first on single and multi family homes with asphalt or shingle type of roof covering. Metal roofs, tile roofs, and mobile homes are not eligible.
- **Right of Entry:** In order to install tarps, homeowners must complete a right of entry form.
- **Information Coordination:** A daily briefing will be conducted providing a status update of the number and location of temporary roof installations conducted.
- **Staffing:** The USACE also teams with local partners to assist in the blue roof mission. The Volunteer Florida, working with the local Emergency

Support Function (ESF) 15 Volunteers and Donations, may identify and train volunteers to support the temporary roofing/blue roof mission.

- **Bulk Distribution:** If necessary, the state EOC may decide to distribute temporary roof coverings to citizens with significant roof damage after a large scale disaster. If the roof coverings are provided to Leon County for distribution from state and/or federal resources, the supplies will be received at the Community Staging Area and distributed to local Points of Distribution (POD) as supplies are available. Residents will be able to pick up these state/federally supplied resources at their closest POD. For additional information related to Bulk Distribution reference the Leon County Logistics Section Standard Operating Procedure.

#### **D. Interim Housing**

The interim housing solutions should immediately focus on strategies that provide safe, sanitary and functional housing for individuals for up to eighteen months. This may include the use of all of the options listed below:

##### **1. Other Lodging**

A complete listing of data on transient lodging of all licensed lodging establishments may be located on the website of the Business and Professional Regulations website at:

[www.myfloridalicense.com/dbpr/hr/reports/statistics/documents/licensesunitsbycounty.pdf](http://www.myfloridalicense.com/dbpr/hr/reports/statistics/documents/licensesunitsbycounty.pdf)

Lodging types included in the data are not only commonly known facilities such as hotels and motels but also includes non-transient apartment facilities which account for 80% of the lodging units in Leon County and may be utilized during the disaster housing process.

##### **2. “Big Box” Options, Warehouses (Congregate shelters)**

The City of Tallahassee and Leon County have several vacant large retail stores located along primary roadways such as Apalachee Parkway and Monroe Street. Vacant retail stores may serve a number of purposes in the aftermath of a disaster including disaster housing. Through the customization of prefabricated pods, aluminum framing systems, and structural insulated panels, it is possible to transform the existing infrastructure of an abandoned big box into a personalized interim home. Big Box structures are simple in design with a large open floor plan and are located in either a strip of retail stores or stand-alone site. The isolated site avoids sandwiching the residents’ homes between a retail center and a parking lot. However, the isolated site may also be at a geographic distance

from other necessary services including retail providers, medical care and schools. Through the installation of prefabricated pods which include fixtures, plumbing and electrical capabilities encompassed within its own shell, the big box could be expediently retrofitted to accommodate families.

### **3. Private Rental Properties**

Based upon available vacancy rates, and affordability, rental properties may be available to provide survivors Interim Housing options. The amount of rental assistance is based on the fair market rate as determined by Housing and Urban Development (HUD) and may be viewed at [http://portal.hud.gov/app\\_nhls](http://portal.hud.gov/app_nhls) on the National Housing Locator (NHL), which is also a searchable, web-based clearinghouse of available rental housing nation-wide after a disaster. The Florida Housing Finance Corporation can also provide a list of local available rental properties. In the aftermath of Hurricane Katrina, the policy of Fair Market Rent was redefined to include not only the HUD stipulated fair market rent but to also include the cost of any transportation, utility hook-ups and unit installation.

Data related to vacant rental and seasonal property can be located at numerous sources including:

- The Leon County Property Appraiser, which has a database listing all commercial income-producing properties.
- Property Management Companies, which maintain comprehensive lists of properties that are available for rent, and
- Realtors, which have access to multiple listing databases.
- Information on the availability of commercial/industrial structures at a specific time is available from several websites:
  - Loopnet at [www.loopnet.com](http://www.loopnet.com) - Loopnet is a listing service for commercial properties only. Loopnet permits non-subscribers limited browsing access and full access to subscribers (\$39.95 per month). Properties, which have been listed for less than 30 days, are available to subscribers only.
  - [www.propertybbs.com](http://www.propertybbs.com) – This website provides a listing service for commercial properties in the State of Florida. The service does allow unrestricted access to all listings.

### **4. Properties in Foreclosure**

Leon County and the City of Tallahassee are committed to identifying and exploring all potential disaster housing options regardless of whether they are ultimately employed by decision makers in the aftermath of the disaster. The utilization of vacant homes which are currently in foreclosure is highly

controversial and may not be viewed favorably by the financial industry. There are many potential legal, financial and long-term economic implications of tapping into the foreclosure real estate assets as disaster housing options. Leon County, FDEM and FEMA would not typically provide programs or services associated with subsidized post-disaster housing programs with single family homes currently in some level of foreclosure. The utilization of foreclosed property would be established, as a last resort, only as a referral program by Leon County placing disaster survivors in contact with property owners, banks, or a property manager who might offer the property for rental. The issues of property condition, unpaid liens, rental arrangements, etc would be too manpower intensive to address as a primary resource for temporary post-disaster housing.

The foreclosure process entails a multitude of steps which may last in excess of two years. Post-disaster, some homes may be vacant while others may be occupied. Ideally, the federal, state, and local partners would work cooperatively to identify vacant homes where the lender has already officially filed a Lis Pendens. Some homes may require repairs while others would be available for immediate occupancy if permission were granted. Under these circumstances, the lender has the ultimate decision whether the home may be leased to disaster survivors.

#### **5. Universities Student Housing**

In the event of a disaster, colleges and universities may be used to temporarily house survivors. Many campus housing units are left unoccupied for several months during the year. Leon County has two major universities, FSU and FAMU that may be evaluated for use in the post-disaster environment.

#### **6. Existing Government-Owned Housing Projects**

The Tallahassee Housing Authority owns and operates a number of government-funded residential public housing units within the City of Tallahassee and Leon County. These units may be used for disaster housing purposes; however, most public housing is at capacity and has a waiting list for qualified potential residents.

### **E. Permanent Housing**

#### **1. Direct Housing on Private Lot**

The primary method of providing direct housing assistance is to install a mobile housing unit on an applicant's private lot or driveway and temporarily connect it to existing utilities. This allows homeowners to remain within close

vicinity of their home during the repair process, allows children to remain within their existing schools/daycare centers and provides survivor's access to their customary social setting, existing medical services and retailers. Furthermore, this strategy takes advantage of the existing infrastructure capacities for the community. Both, the City of Tallahassee and Leon County have passed Resolutions permitting disaster survivors to use this strategy. The goal is to place up to 70% of the direct housing mission on survivors' private property. With 53% of the overall population owning their homes, this may be a reasonable goal.

Some environmental and regulatory obstacles may hinder the implementation of this strategy. There are several communities within Leon County and the City of Tallahassee which are gated communities with restrictive homeowner association policies limiting where a mobile housing unit may be placed and how long this unit may remain onsite. It would be a decision of the homeowner's association to waive any restrictions limiting the use of mobile housing units on private homeowner lots. In addition, some communities lie within flood zones; therefore, placement of mobile units is generally not recommended unless catastrophic level conditions mandate extreme measures.

Following are the basic steps that should be followed when requesting a mobile unit for a private lot:

- The Disaster Housing Coordinator or designee notifies Joint Housing Operations Command and requests a mobile housing unit for a private site.
- Contractor provides a unit tracking form with an identification number for the unit.
- Contractor sends an inspector to check private site for debris, utilities and size and determines necessary permits.
- If site is approved, then the inspector notifies the Contractor and provides the field coordinate units (GPS) to the Contractor.
- Contractor determines if permits are necessary the Contractor applies for any necessary site permits.
- Once necessary permits are received, the Contractor's logistics structure is notified and a unit is assigned to the site from a staging area. The unit's serial number is assigned to the unit tracking form.
- Unit leaves the staging area site and meets the inspector making the initial assessment of the site and assures that the following set up steps are taken:



- Blocking
- Skirting
- Anchors
- Access built
- Clean up and ready for occupancy
- Once site is approved, the unit tracking form is completed with the address and serial number of the unit, as well as a picture of the unit on site.

## **2. Direct Housing on Business and Commercially-Owned Property**

Economic redevelopment is vital to community restoration in the aftermath of a large-scale disaster. The business community must immediately resume activities in order to provide necessary goods and services to the residents. When feasible, business owners may choose to place temporary mobile units on their commercial property in order to permit employees and their families to continue to work. While it is preferable to place all mobile units on privately-owned residential lots, many employees may not have this option because they do not own a residential lot, they do not have the ability to safely access their home or business site, or other public safety or utility challenges preclude this option. On a case by case basis, Leon County and the City of Tallahassee may choose to temporarily waive zoning restrictions on business and commercial property to temporarily allow disaster housing options.

Various commercial or industrial structures may be suitable for conversion to temporary housing in a worst-case scenario in which all other temporary housing resources are exhausted. In addition, some partially developed or undeveloped commercial/industrial properties may be suitable for setting mobile homes or travel trailers. In addition, vacant office space in surrounding businesses may serve as appropriate means to temporarily house individuals if mobile homes or travel trailers prove to be overly problematic. The Disaster Housing Team will make every effort to consider these options in their housing strategy.

## **3. Direct Housing on Existing Mobile Home Parks & Recreational Vehicle Sites**

Leon County has about 120 mobile home housing parks with a total of 6,000 lots. These mobile home parks have existing utility hook-ups, infrastructure and available community services. In parks where there are vacancies, FEMA may lease the pad and install the housing unit. Considering that over

45 percent of the mobile home parks in are rental properties, these mobile home parks may become an important immediate housing alternative until community sites can be established.

In the event of a significant wind event, a large portion of the existing mobile home and recreational vehicle stock could be destroyed or otherwise rendered uninhabitable. Once the debris of the former housing units has been cleared, additional vacant spaces over the current estimated number may become available. However, in all likelihood, any spaces, which become available due to the destruction of units, will be used by the former resident households of the space for the location of a new housing unit. Therefore, the number of spaces, which would be available to disaster survivors who are not currently mobile home or Recreational Vehicle Park residents, should be estimated at the current vacant number. When possible, it may be advantageous to expand existing mobile home parks and travel trailer parks on a temporary basis in order to increase the total number of mobile units at the site.

Mobile home parks remain politically and socially controversial in the State of Florida. Mobile homes represent a low cost housing alternative and are largely occupied by elderly populations and low income residents. These populations are particularly vulnerable in the post-disaster environment. When evaluating the use and/or expansion of existing parks, the stress factor that this places on the existing population must be considered as well. Compromises to unit spacing and overall size should be considered.

#### **4. Establishing New Disaster Housing Community sites**

As a last resort, Leon County, in partnership with state and federal agencies, may decide that the development of community sites may be the best available option to meet the needs of displaced renters or homeowners who cannot place a mobile housing unit on their private property. The following factors will be considered:

##### **a. Preliminary List of Public/Private Land**

Leon County has developed a list of public and private owned properties which may be evaluated for use as community sites in the aftermath of a disaster. A map of these sites is shown in Appendix E. As funds and resources permit, Leon County will conduct preliminary evaluation based upon the criteria listed below and rank the properties most likely to be used in the aftermath of a disaster. The final selection of actual

community site locations will be based upon the magnitude of the disaster, the geographic location of the most severely impacted areas and economic and political considerations in the immediate post-disaster environment. The following organizations have information to support the property inventory: Leon County Property Appraiser and Tallahassee/Leon County GIS Department.

**b. Recommended Site Criteria:**

- **Size:** It is less desirable to place a large disaster housing site on a single large piece of property. Smaller sites of about 4 to 5 acres each are preferable. The preferred manufactured home size is 14' X 60. Six to ten units can be planned per acre. Trailer emergency community sites can consider using 8' X 32' trailers and should plan five acres per 100 trailers.
- **Location:** Sites should preferably be located near their pre-disaster home neighborhoods and accessible to human support services such as grocery stores, schools and daycare centers, transportation routes, medical services, etc.
- **Topography:** The existing topography of the area will impact unit placement, drainage and other factors.
- **Ownership:** Land that is publicly owned will be under the direct control of the governing body. Privately owned lands will only be used with the permission of the land owner and will require lease agreements and payment among other legal issues. Examples of private property that may be considered include future housing developments, shopping centers, business parks and agricultural fields.
- **Environmental Impacts:** Community site locations are evaluated for environmental impacts including contamination (Brownfields), floodplain and wetland rules and restrictions and protected habitats and endangered species compliance.
- **Hazardous Materials:** Contamination could be prevalent in areas located in a commercial and industrial areas or on property around compromised utilities (waste-water/solid waste disposal). The sites should also be evaluated as to whether or not above-ground or underground storage tanks exist in the vicinity which could cause contamination. Adjoining land uses including industrial uses, agricultural uses, and others could introduce the potential for hazardous materials in air (smokestacks, pesticides/herbicides), water (industrial sewage, wastewater, disease), or land (contaminated soil,

gas tank leaks, superfund sites, Brownfield sites) that could affect the health of future residents.

- **FEMA Flood Zone:** The location with a FEMA Flood Zone and/or surge zone could impact the safety of the site selection. Sites outside of the 100-year floodplain that have adequate storm water drainage systems will be considered first.
- **Open water and wetlands:** Open water bodies could be a source of water-borne disease, or present challenges for child safety and other hazards, and can often create costly construction difficulties.
- **Compatibility of Surrounding Uses:** The uses which surround the site may also impact the feasibility for a disaster housing site.
- **Utilities:** Adequate utilities are essential and an evaluation must be made as to whether the utilities should be installed above ground or below the ground. If an event is large enough to mandate that infrastructure be installed into the ground, Class A permanent infrastructure at an appropriate density for permanent housing after the disaster is over should be used. An evaluation must also be made whether sufficient capacity exists in the utility infrastructure.
- **Livability:** The overall evaluation should also include a consideration of the likelihood that applicants will want to live at the community sites and the surrounding land uses. If the location is too undesirable, then survivors may choose alternatives.
- **Ingress and Egress:** Transportation resources must have adequate capacity on the roadway, as well as safe ingress and egress.
- **Site Set-up:** Following is a list of the basic steps to set-up a community site:
  - Site Selection
  - Site Design, Inspection and Approval
  - Site Preparation
  - Utility Installation
  - Unit Arrival
  - Set-up Completion
  - Blocking
  - Skirting
  - Anchors
  - Access construction
  - Furniture installation
  - Occupancy
  - Site Clean up
  - Certificate of Completion

**c. Wrap-around Services:**

Beyond basic housing, residents may require extensive human support services in the immediate aftermath of a disaster including public transportation assistance, official document replacement, job counseling, mental health services, mail services, first response for fire and medical services, activities for children, storage, trash collection, security, outdoor recreation, and mail collection. As much as possible, shopping, transportation, consumer services, and utilities should be provided by existing systems. Remote locations may require supplementary public transportation to schools, jobs, and shopping. If retail trade is seriously affected, mobile services may be required to deliver food and other goods. If site residents have lost much of their clothing, remaining items will have to be laundered more frequently. Laundry facilities must be accessible. Additional on-site facilities, such as recreation and communal spaces, should be provided within all but small sites. Recreation and social services such as day-care should be available.

FEMA, the State of Florida, Leon County and the City of Tallahassee will be ready to respond to requests for wrap-around services for temporary housing residents in the following areas:

1. Site Security and Safety – Public Safety, Site Security, Traffic Redirection and Restoration of Access
2. Infrastructure to Support Site – Public Utilities/Public Works, Public Transportation, Recycling and Solid Waste
3. Centralized Services/Mass Care – Access to Healthcare/Medical Services, Counseling, Employment, Business and Legal Services, Food Availability, Laundry Facilities and Retail
4. Community and Family Supports – Community Services, Childcare and Playgrounds/Pet Area

## **5. Maintenance and Recertification**

- Maintenance of travel trailers and mobile home units will initially be accomplished by USACE designated contractors for the first thirty days.
- Recertification begins one month after a unit is occupied and continues on a monthly basis until the applicant locates other housing or repairs are complete.

## **6. Vacant Developments and Vacant Cleared Lands**

If, at the time of the disaster, there are vacant development/subdivisions in Leon County it can be advantageous too if these lands are located in close vicinity to transportation corridors, have potential access to basic utility services, and are in close proximity to other community services. For those that are privately owned, there may be significant incentives for private land developers to work with the community, state, and FEMA officials to utilize these properties for disaster housing. FEMA may be willing to install permanent infrastructure or improve the land to make it habitable if the formula is sufficiently cost effective for disaster housing purposes. Private landowners may be willing to consider an agreement or Memorandum of Understanding (MOU).

Some vacant development/subdivisions may also be in the state of foreclosure and have outstanding bonds in place for the development of infrastructure. In the post -disaster environment, these properties could become attractive for use as disaster housing sites. The USACE may be willing to install infrastructure components in order to make the land viable for disaster housing use.



## IV. Concept of Operations

### A. Goal

The goal of the Disaster Housing Strategy is, in an efficient and coordinated manner, to provide interim housing and supportive services to the impacted community. The Housing Strategy also lays out a plan to transition displaced survivors to permanent housing as efficiently as possible. The disaster housing mission can progress through all four disaster housing phases and each phase may overlap or may be excluded if unnecessary.



### B. Organization and Responsibilities

#### 1. Disaster Housing Coordinator

The role of Disaster Housing Coordinator is filled by the City Housing and Grants Administrator and the County Division Director of Housing Services. In the event of a disaster requiring shelter beyond the emergency sheltering phase, the Disaster Housing Coordinators will direct the activation of the Disaster Housing Team. The Disaster Housing Coordinators will participate with the conference calls coordinated by the Leon County Division of Emergency Management. Based upon the results of the Preliminary Damage Assessment Report and the Habitability Assessment Reports provided by the Capital Area Chapter of the American Red Cross, and information provided during the conference calls, the Disaster Housing Coordinators and the Disaster Housing Team, if activated, will determine the priorities of the disaster housing mission and activation of this Disaster Housing Strategy. When advance notice is available, the Disaster Housing Coordinators may decide to activate core members of the housing team in

advance of the disaster event (e.g. hurricane) in order to begin planning, notifications and coordination activities.

## **2. Disaster Housing Team**

The Disaster Housing Team will begin coordination efforts with the Long-term Recovery Coordination Group. They will rely on resources and program support from the Tallahassee-Leon County Department Economic and Community Development for housing and human services support. They may also draw resources and program support from the Tallahassee-Leon County Planning Department, primarily on land use, emergency permitting, site availability and code issues. The Disaster Housing Team will also ensure timely communication of mission-critical information and issues between and among all levels of government, the private sector and with the agencies of ESF 6 and ESF 15. The Coordinated Assistance Network will be activated on an as-needed basis as the need for social services escalates. The agencies, departments and organizations which make up the Disaster Housing Team can be found listed in Appendix D.

In the event of a catastrophic disaster, the Tallahassee-Leon County Planning Department will direct the implementation of the Leon County Post-Disaster Redevelopment Plan by the Long-Term Recovery Coordination Group. The Leon County PDRP addresses land use, non-conforming uses, permitting, health and human services, financial administration, public information and disaster housing.

## **3. Housing Situational Reporting**

In preparation for, response to and recovery from disasters, the Leon County Division of Emergency Management hosts local and regional conference calls. The primary purpose of these conference calls is to share information amongst the responding entities in order to maintain situational awareness. The Disaster Housing Coordinators will participate with these conference calls to gain and share information regarding the housing mission. Once state and federal officials become involved in the recovery process, the Disaster Housing Coordinators, in coordination with local, state and federal partners, will review the current Disaster Housing Strategy and develop a Housing Action Plan specific to the survivor needs. The first disaster Housing Action Plan should be developed within two weeks of the disaster impact followed by a major update within thirty days of the disaster impact. Updates will be developed in monthly increments thereafter (D+15, D+30, D+60, D+90, etc).

As the disaster housing mission progresses through the four major disaster housing phases listed in the table below, the plan shall be expanded based on the mission. The table also summarizes housing resources by class and timeframe.

**Focus of Strategic Disaster Housing Incident Action Plans**

| Strategic Housing Plans | Focuses   |
|-------------------------|---|
| D+15                    | <ul style="list-style-type: none"> <li>▪ Focus on the needs for extended sheltering</li> <li>▪ Assess damage impact on housing</li> <li>▪ Establish initial ball park forecast on temporary housing needs</li> <li>▪ Identify county-specific temporary housing options (with focus on population retention)</li> </ul> |
| D+30                    | <ul style="list-style-type: none"> <li>▪ Update initial forecast on temporary housing needs</li> <li>▪ Confirm and incorporate changes to the county-specific strategies</li> <li>▪ Review and refine the overall temporary housing efforts</li> </ul>  |
| D+60                    | <ul style="list-style-type: none"> <li>▪ Status review of temporary housing mission</li> <li>▪ Validate temporary housing needs forecast and mission timeframe based on FEMA Applicant Registrations</li> <li>▪ Confirm and review progress of county-specific strategies</li> </ul>                                    |
| D+90                    | <ul style="list-style-type: none"> <li>▪ Focus on the long-term housing needs assessed</li> <li>▪ Provide a strategy for long-term housing recovery (local repopulation strategy)</li> <li>▪ Mark a transition of focus from temporary housing to long-term housing</li> </ul>  |

**4. Coordination of Survivor Information and Needs**

Mass care and human services are necessary to provide for the most immediate and long-range needs of disaster survivors: shelter and feeding; transient and interim housing; care of unaccompanied children, the aged, and others unable to care for themselves; disaster welfare inquiry; and provision of various types of human services assistance to survivors. All of these services are provided through the coordinated efforts of governmental, non-profit and volunteer agencies. The purpose of this section is to outline guidelines for planning and coordination of mass care, disaster housing and related emergency human services in the short and long term recovery phases.

In the event that the President declares a Federal disaster, which allows Federal funds to be used to assist recovery, the following steps must be taken to activate disaster housing assistance:

- Residents in the declared area apply for FEMA Housing Assistance by registering with FEMA through the Tele-registration system (1-800-621-3362) or by visiting a Disaster Recovery Center (DRC).
- Most applicants may be referred to the Small Business Administration for a low interest loan or other Federal agencies for additional aid. (see [www.disasterassistance.gov](http://www.disasterassistance.gov))
- If an applicant cannot qualify for the SBA Loan, they may be eligible for a disaster assistance grant.
- Once the citizen has applied for assistance, an inspector will conduct a site visit and verify the loss of the damaged property.
- Following review, the applicant receives a determination letter from FEMA with the eligible/ineligible decision.
- Direct Housing Assistance: When local existing housing options have been exhausted or are infeasible, temporary housing units may be used to house disaster survivors including travel trailers, mobile homes, park units, etc. Once the appropriate options have been determined by the appropriate state agency, temporary housing may be placed on an eligible family's private property, on a pre-existing commercial pad or, as a last resort, on a new community site approved by local officials and constructed and maintained by FEMA.

## **5. Coordinated Assistance Network**

The Disaster Housing Coordinators in collaboration with the Disaster Housing Team and the Long-Term Recovery Coordination Group is considering using the Coordinated Assistance Network (CAN) to address comprehensive disaster-related housing recovery needs and the coordination of available resources in the community. The Capital Area Chapter of the American Red Cross will conduct the following tasks to capture the needs, assistance provided and any gaps in resources:

- Screening and interviewing of Client/Survivor needs in order to determine whether a disaster-related need exists,
- Verification of information to ensure loss suffered and to help prevent duplication of benefits,
- Unmet Needs Committee Gap Analysis and Recovery Plan to address how to bridge the gaps between what the survivor is able to accomplish and what is actually required from outside sources to stabilize and become self-sufficient,
- Commitments by agencies to provide assistance and resources available including a date, and

- Follow Up and Case Closure to ensure the survivor understands any commitments for assistance.

### **C. Command and Control**

**Shelter Phase:** The Emergency Shelter Phase of the disaster housing mission will be managed by the Capital Area Chapter of the American Red Cross at the Leon County Emergency Operations Center. For additional information reference the Leon County CEMP and the American Red Cross Disaster Plan.

**Transitional Shelter Phase:** The transitional shelter phase will be managed initially by the Capital Area Chapter of the American Red Cross in close coordination with the Disaster Housing Coordinators. The initial stages of this phase will continue to be coordinated at the Leon County Emergency Operations Center.

**Interim Shelter Phase:** The interim shelter phase will be managed by the Disaster Housing Coordinators and the Disaster Housing Team at the Leon County Emergency Operations Center in close coordination with the Joint Field Office (JFO). The Disaster Housing Coordinators are responsible for directing these efforts and coordinating with state and federal disaster housing partners. ESFs 6 and 15 and/or Long Term Recovery Coordination Group will assist by providing volunteers and donated resources to help meet unmet needs. The Disaster Housing team can meet at the Leon County Office of Human Services and Community Partnerships offices at the Amtrak Station to meet and coordinate activities.

### **D. Maintaining Operational Readiness**

Due to the need for complex decision coordination and time sensitive nature required in the implementation of the disaster housing mission, it is essential to engage in ongoing planning activities in order to maintain the operational readiness of the disaster housing program. Preparedness efforts should include the maintenance of policies, inventories and vital information needed in the immediate post-disaster environment including:

- A process for the real-time identification of vacant habitable hotel, motel, and seasonal units.
- Advance coordination with real estate representatives/property managers for identification of vacant rental properties, as well as property owners of vacant land.
- Initial planning, mapping, and design for post-disaster prioritized vacant lands for potential disaster housing groups sites.

- Preparation of emergency authorities related to the disaster housing mission including expedited permitting procedures, or temporary waiver of zoning restrictions which may inhibit the disaster housing mission.
- Ongoing training and exercise of key disaster housing core team members including temporary roofing program, emergency repairs, temporary housing and stakeholder coordination with local, state and Federal partners.
- Maintenance of pre-identified disaster housing command and control facilities, staging areas, data connectivity systems, personnel inventories, equipment and supplies.
- Development of a Standard Operating Procedure led by the Disaster Housing Coordinators and supported by the city and county officials to provide a process for client intake and case management to ensure residents receive information and resources provided by state and federal disaster programs as well as those available through non-profit/ faith-based partners.

## Appendix A: Acronyms

|         |   |
|---------|---|
| ABA     | Architectural Barriers Act                              |
| ABA     | American Bankers Association                            |
| ADA     | Americans with Disabilities Act                         |
| ADD     | Administration on Developmental Disabilities            |
| AHLA    | American Hotel and Lodging Association                  |
| AHPP    | Alternative Housing Pilot Project                       |
| AIA     | American Insurance Association                          |
| APA     | American Planning Association                           |
| ARC     | American Red Cross                                      |
| ASD     | Animal Service Department                               |
| CDBG    | Community Development Block Grant                       |
| CDCs    | Community Development Councils                          |
| CDHC    | County Disaster Housing Coordinator                     |
| CDHT    | County Disaster Housing Team                            |
| CEMP    | Comprehensive Emergency Management Plan                 |
| COAD    | Community Organizations Active in Disaster              |
| COOP    | Continuity of Operations                                |
| CPI     | Consumer Price Index                                    |
| CUNA    | Credit Union National Association                       |
| CVB     | Convention and Visitors Bureau                          |
| DCF     | Department of Children and Families                     |
| DCM     | Disaster Case Management                                |
| DHC     | Disaster Housing Coordinator                            |
| DHS     | US Department of Homeland Security                      |
| DHS-PSO | Department of Homeland Security - Private Sector Office |
| DHSMV   | Department of Highway Safety and Motor Vehicles         |
| DOD     | (United States) Department of Defense                   |
| DOH     | Department of Health                                    |
| DOL     | United States Department of Labor                       |
| DRC     | Disaster Recovery Center                                |
| EDA     | (United States) Economic Development Administration     |
| EGS     | Emergency Community Site                                |
| EOC     | Emergency Operations Center                             |
| ES      | Emergency Shelter                                       |
| ESF     | Emergency Support Function                              |
| FDEM    | Florida Division of Emergency Management                |
| FEMA    | Federal Emergency Management Agency                     |
| FHAA    | Fair Housing Amendments Act of 1988                     |

|       |   |
|-------|---|
| FMR   | Fair Market Rate  |
| GIS   | Geographic Information System                               |
| GSA   | General Services Administration                             |
| HIC   | Housing Information Center                                  |
| HUD   | Housing and Urban Development Agency                        |
| IA    | Individual Assistance                                       |
| IAP   | Incident Action Plan  |
| ICBA  | Independent Community Bankers of America (ICBA)             |
| ICMA  | International City/County Management Association            |
| IHP   | Individual and Households Program                           |
| JDHTF | Joint Disaster Housing Task Force                           |
| JFO   | Joint Field Office  |
| JHSC  | Joint Housing Solutions Center                              |
| JIC   | Joint Information Center                                    |
| LDR   | Land Development Regulations                                |
| LTRO  | Long-Term Recovery Organization                             |
| MBA   | Mortgage Bankers Association                                |
| MBSA  | Modular Building Systems Association                        |
| MHI   | Manufactured Housing Institute                              |
| MHP   | Mobile Home Park  |
| MOU   | Memorandum of Understanding                                 |
| NAHB  | National Association of Homebuilders                        |
| NAHMA | National Affordable Housing Management Association          |
| NAHRO | National Association of Housing and Redevelopment Officials |
| NAR   | National Association of Realtors                            |
| NDHTF | National Disaster Housing Task Force                        |
| NEMIS | National Emergency Management Information System            |
| NEPA  | National Environmental Protection Act                       |
| NFIP  | National Flood Insurance Program                            |
| NFPA  | National Fire Prevention Association                        |
| NHL   | National Housing Locator                                    |
| NIMS  | National Incident Management System                         |
| NVOAD | National Voluntary Organizations Active in Disaster         |
| ODA   | Office of Disaster Assistance (SBA)                         |
| ONA   | Other Needs Assistance                                      |
| OPS   | Other Personnel Services                                    |
| PDA   | Preliminary Damage Assessment                               |
| PDRP  | Post-Disaster Redevelopment Plan                            |
| PETS  | Pets Evacuation and Transportation Act of 2006              |
| PPI   | Pre-Placement Interview                                     |



|         |   |
|---------|---|
| POD     | Points of Distribution                                      |
| PUD     | Planned Unit Development                                    |
| PSA     | Public Service Announcement                                 |
| RER     | Real Estate Roundtable                                      |
| RV      | Recreational Vehicle  |
| SBA     | Small Business Administration                               |
| SDHC    | State Disaster Housing Coordinator                          |
| SEOC    | State Emergency Operations Center                           |
| SERT    | State Emergency Response Team                               |
| SHP     | Strategic Housing Plan                                      |
| SDHTF   | State Disaster Housing Task Force                           |
| SITREP  | Situation Report  |
| THU     | Temporary Housing Unit                                      |
| UC      | Uniform Command   |
| UFAS    | Uniform Federal Accessibility Standards                     |
| USDA    | United States Department of Agriculture                     |
| USACE   | United States Army Corps of Engineers                       |
| USDA    | United States Department of Agriculture                     |
| USDA-RD | United States Department of Agriculture – Rural Development |
| USDOT   | United States Department of Transportation                  |
| VA      | United States Department of Veterans Affairs                |
| VAL     | Volunteer Agency Liaison                                    |
| VOAD    | Voluntary Organizations Active in Disaster                  |
| VOLAG   | Voluntary Agencies  |

## Appendix B: Definitions

**Commercial Site:** A site customarily leased for a fee, which is fully equipped to accommodate a housing unit with existing water, sewer, and power connections.

**Community Site:** A site provided by the state or local government that accommodates two or more units and is complete with utilities.

**Direct Assistance:** Assistance provided to disaster survivors by the federal government in the form of physical resources; essentially all assistance that is not provided monetarily. This includes housing units that are acquired by purchase or lease, directly for individuals or households who, because of a lack of available housing resources, would be unable to make use of financial assistance as well as direct activities by the government to repair or rent units, such as contracting with a company to repair a rental property.

**Essential Services:** Services necessary to a basic standard of living and the general welfare of society. Services may include any of the following: electricity services, gas services, water and sewerage services, etc.

**Fair Market Rent (FMR):** An amount determined by the U.S. Department of Housing and Urban Development (HUD) to be the monthly cost of modest, non-luxury rental units in a specific market area, plus the cost of utilities, excluding telephone service.

**Financial Assistance:** Monetary assistance provided to individuals and households to rent alternative housing accommodations, existing rental units, manufactured housing, recreational vehicles, or other readily fabricated dwellings. Such assistance may include the payment of the cost of utilities (excluding telephone service) or funds to be used for repair and replacement of housing and/or personal property.

**Government Owned Property:** Property that is owned by government for reasons including foreclosure and prior ownership. This applies to governments at all levels, including local, state and federal, and applies to single family units as well as multi-family units.

**Interim Housing:** The intermediate period of housing assistance that covers the gap between sheltering and the return of disaster survivors to permanent housing. Generally, this period may span from the day after the disaster is declared through up to 18 months.

**Long-Term Housing:** Safe, sanitary, and functional housing that can be sustained without continued disaster-related assistance.

**Major Disaster:** Any natural catastrophe (including any hurricane, tornado, storm, high water, wind driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought), or, regardless of cause, any fire, flood, or explosion, in any part of the United States, which in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster assistance under this Act to supplement the efforts and available resources of states, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.

**National Emergency Management Information System (NEMIS):** An integrated data management system that automates management of disaster response and recovery operations, including application registration, processing, and payment of assistance to disaster survivors.

**Permanent Housing:** Refers to the state of long-term housing.

**Post-Disaster Temporary Housing Incident Action Plan:** A document that details a full range of temporary disaster housing options which may be employed based upon the severity and magnitude of the disaster. It also provides an introduction of permanent housing solutions.

**Shelter:** A place of refuge that provides life-sustaining services in a congregate facility for individuals who have been displaced by an emergency or a disaster.

**Short Term Housing:** This refers to the states of sheltering and interim housing.

**Special Needs Populations:** As defined in the National Response Framework, special needs populations are those whose members may have additional needs before, during, and after an incident in functional areas, including but not limited to: maintaining independence, communication, transportation, supervision, and medical care. Individuals in need of additional response assistance may include those who have disabilities, live in institutionalized settings, are elderly, are children, are from diverse cultures, have limited English proficiency or are non-English speaking, or are transportation disadvantaged.

**Temporary Housing:** Temporary accommodations provided by the federal government to individuals or families whose homes are made unlivable by an emergency or a major disaster.

**Unmet Needs:** The deficit between verified disaster-caused damages and obtainable disaster aid, including insurance assistance, federal and state assistance, and personal resources.

**Wrap-Around Services:** The delivery of infrastructure and additional essential services to address disaster-related needs of affected residents living in temporary housing sites. These services go beyond the physical need for housing or political subdivision of a state and typically include basic social services and access to utilities, transportation, grocery stores, and medical and employment facilities.

**Post-Disaster Redevelopment Plan:** Provides a comprehensive strategy for massive community rebuilding and redevelopment in the post-disaster environment.

## Appendix C: Authorities

### **Authorities: Federal Disaster Housing**

**The Stafford Act.** The Federal Emergency Management Agency (FEMA) has set the standard for housing assistance as identified in the Robert T. Stafford Disaster Relief and Emergency Assistance Act. The Stafford Act enables the Federal government to assist states affected by a disaster to expedite the delivery of aid and emergency services as well as the reconstruction of devastated areas. It provides statutory authority for most federal disaster response activities especially as they pertain to FEMA programs including disaster housing.

**The Architectural Barriers Act (ABA).** This Act requires that all buildings and facilities designed, constructed, or altered with federal funds, or leased by a federal agency, comply with federal standards for physical accessibility. These requirements are limited to architectural standards in new and altered buildings and in newly-leased facilities. Federal funds used to provide shelter, interim, or permanent housing after a disaster must comply with ABA requirements. Guidelines for meeting ABA requirements are provided through Uniform Federal Accessibility Standards.

**Uniform Federal Accessibility Standards (UFAS).** UFAS is authorized under the Architectural Barriers Act of 1968, as amended, Pub. L. No. 90-480, 42 U.S.C. 4151-4157. UFAS establishes requirements for the design, construction, and alteration of buildings to ensure that individuals with disabilities will have access and use of them.

**The Americans with Disabilities Act (ADA).** The ADA prohibits discrimination on the basis of a disability and defines a person with a disability as an individual who has a physical or mental impairment that substantially limits one or more major life activities. All programs that receive federal funds must be ADA compliant.

**Section 504 of the Rehabilitation Act of 1973.** Section 504 prohibits discrimination on the basis of disability in any program or activity that receives federal financial assistance, including federally subsidized housing programs.

**The Fair Housing Amendments Act of 1988 (FHAA).** The FHAA extends protection against housing discrimination to persons with disabilities. It requires housing providers to permit, at the expense of the individual with a disability, reasonable modifications of existing premises.

**Developmental Disabilities Assistance and Bill of Rights Act of 2000.** The Developmental Disabilities (DD) Act requires the Administration on Developmental

Disabilities (ADD) to ensure that people with developmental disabilities and their families receive required services and support.

**Executive Order 13347.** This executive order became a policy of the federal government to ensure that the support needed by individuals with disabilities is integrated into the development and implementation of emergency preparedness plans by federal, state, tribal, and local governments and private organizations.

**Civil Rights Act of 1964, Title VI.** This title prohibits discrimination on the basis of race, color, and national origin by recipients of federal financial assistance.

**Age Discrimination Act of 1975.** This Act prohibits discrimination on the basis of age in programs and activities receiving federal financial assistance.

**Pets Evacuation and Transportation Act of 2006.** This amended the Robert T. Stafford Disaster Relief and Emergency Assistance Act to ensure that state and local emergency preparedness operational plans address the needs of individuals with household pets and service animals following a major disaster or emergency.

**National Fire Protection Association 501 A: Standard for Fire Safety Criteria for manufactured Home Installations, Sites, and Communities.** This standard provides minimum requirements for the installation of manufactured homes and manufactured home sites, including accessory buildings, structures and communities.

**National Flood Insurance Program:** Includes clause related to substantial damage. Limitation on what may be placed in the flood zone.

**Authorities: State of Florida Disaster Housing**

**Florida Statutes Chapter 513: Mobile home and Recreational Vehicle Parks:**

Regulates the establishment of mobile home and recreational vehicle parks.

**Florida Statutes Chapter 320.8285 Onsite Inspection:** Mobile home park and recreational vehicle park site design and inspection standards are established in this statute.

**Rule Chapter 69A-42 Uniform Fire Safety Standards for Mobile Home Parks and Recreational Vehicle Parks:** This rule establishes a uniform requirement of safety from fire in mobile home parks and recreational vehicle parks for both new and existing parks.

**Authorities: County/Municipal Disaster Housing**

**Post-Disaster Redevelopment Plan (PDRP).** This document details the organizational structure, policies, priorities and vision for community redevelopment in the post-disaster environment. The plan should address the myriad of recovery issues including disaster housing; although each jurisdiction should have their own disaster housing strategy consistent with their PDRP. The PDRP planning process should also address emergency ordinances related to disaster housing mission including a disaster housing ordinance which would implement the strategy and provide for the placement of temporary units, if necessary. It may also include an emergency permitting procedure to facilitate immediate minor or temporary repairs, provide for more thoughtful review of permits for non-conforming units as well as address additional mitigation in severely-damaged neighborhoods.

**Comprehensive Emergency Management Plan (CEMP).** This plan outlines the organizational roles and responsibilities as well as policies and procedures which will be employed by the local jurisdiction during the disaster response and recovery phases of all hazards disasters.

**Flood Prevention Ordinance.** This ordinance is required under the National Flood Insurance Program and details regulatory guidance for development within the flood hazard areas. Certain policies related to placement of temporary mobile temporary housing units may be incorporated in this ordinance.

**Local Government Comprehensive Plan and Land Development Regulations.** The Comprehensive Plan provides a vision for the future of the jurisdiction presenting goals and policies to address sustainability, resiliency and quality of life. Land development regulations (LDRs) including building codes, floodplain management regulations and coastal setbacks, etc. provide the specific requirements for development incorporating safety, mitigation and design.

## **Appendix D: Members of the Disaster Housing Team**

### **Primary Agencies**

City of Tallahassee Economic and Community Development (Housing, Human Services, Code Enforcement)

Leon County Office of Human Services and Community Partnerships (Housing, Health, Human Services)

Leon County Environmental Health

Tallahassee Housing Authority

Tallahassee Builders Association

American Red Cross

Big Bend Community Organizations Active in Disasters

Capital Area Community Action Agency

Local Building Inspectors

Big Bend Homeless Coalition

### **Support Agencies**

Leon County Division of Emergency Management

City of Tallahassee Emergency Management

Realtors Association

Apartment Manager's Association

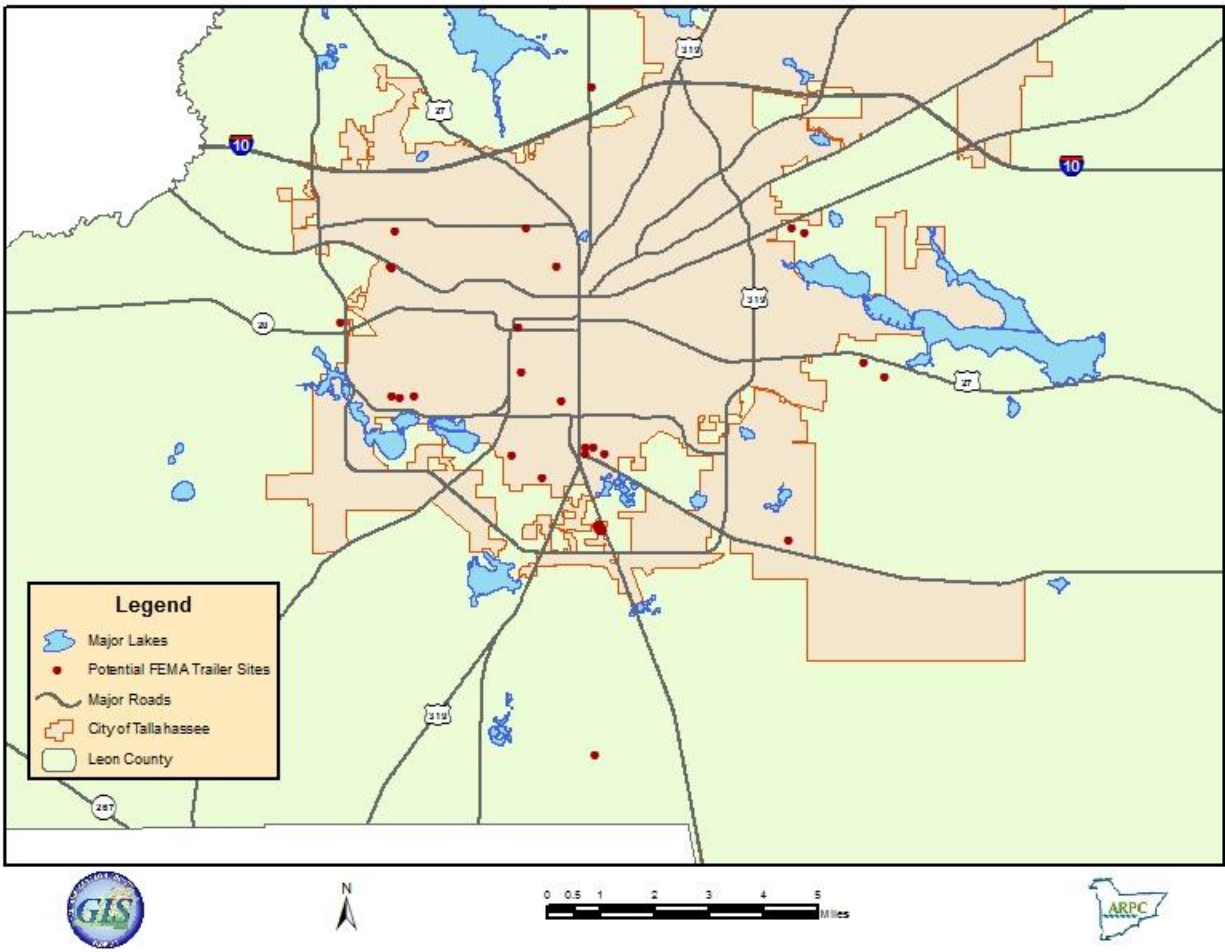
Hotel Motel Associations

Homeless Shelter

Landlords Association

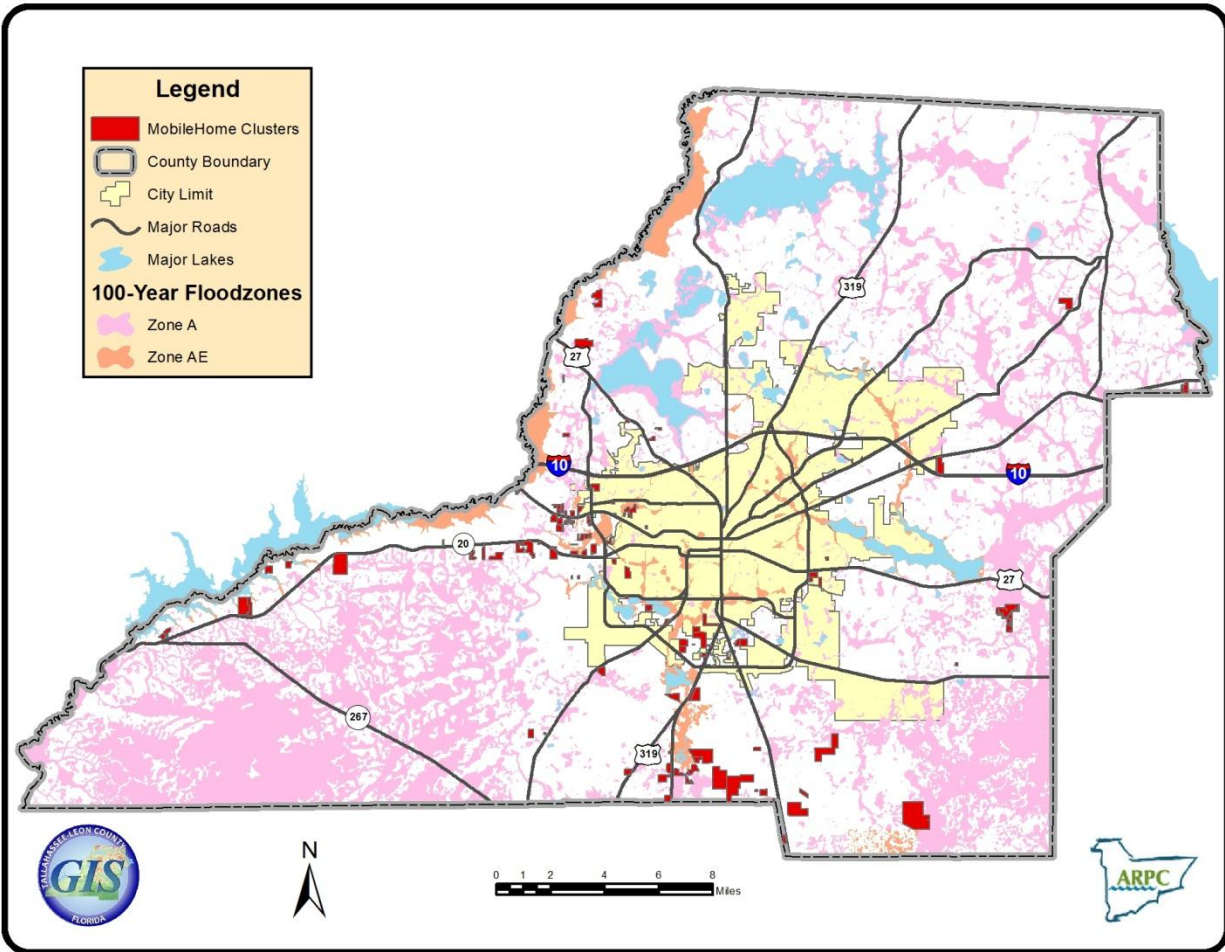


## Appendix E: Vacant Land Parcels for Community Sites



Source: Tallahassee/Leon County GIS

## Appendix F: Mobile Home Clusters in Leon County



Source: Tallahassee/Leon County GIS

# Appendix G: Risk Shelters in Leon County

