



Catastrophic Housing Annex

to the 2012 Federal Interagency Operations Plan - Hurricane

August 2012




FEMA



FEMA

August 10, 2012

MEMORANDUM FOR: Craig W. Fugate
Administrator

FROM: William L. Carwile 
Associate Administrator
Office of Response and Recovery

SUBJECT: Catastrophic Housing Annex

I am pleased to present the attached Catastrophic Housing Annex (the Annex) to the 2012 Federal Interagency Operations Plan-Hurricane. The restoration of widespread sustainable housing after a disaster provides a foundation for stability and growth and is a critical factor in a community's ability to recover. The Annex describes options for how FEMA, in collaboration with the Whole Community, may provide temporary housing for up to 500,000 eligible households to help disaster survivors recover and transition into sustainable or permanent housing.

Timely restoration and revitalization of infrastructure and housing of communities affected by a catastrophic incident directly support Presidential Policy Directive 8: National Preparedness (PPD-8) through the National Preparedness Goal. Housing is the cornerstone to a community's disaster recovery. A FEMA task force, along with its partners, evaluated how to support the temporary housing needs of disaster survivors after a catastrophic incident.

The Annex describes a paradigm shift for response and recovery operations in the event of a catastrophic disaster. Response support will now seek to remove survivors from the most heavily impacted area while recovery support begins at the least impacted areas, and progresses inward toward the most heavily impacted area. Additionally, the Annex also identifies the considerations necessary to implement housing options in the most efficient and effective manner possible by working with the Whole Community. The concepts and options described in this Annex increase capacity, improve efficiency, and mitigate rapid depletion of limited resources while transitioning households out of congregate and non-congregate sheltering to temporary housing or directly into long-term sustainable or permanent housing.

This plan represents a realistic approach to temporary housing assistance following a catastrophic disaster and will be essential to our success in providing the needed assistance to disaster survivors beginning this hurricane season, if warranted. Should you have any questions regarding the Catastrophic Housing Annex, please contact Federal Emergency Management Agency, Recovery Directorate, Individual Assistance Division at 202-212-1000.

Attachment: Catastrophic Housing Annex

Contents

| | | |
|-------|--|----|
| 1.0 | Situation | 6 |
| 1.1 | Purpose..... | 6 |
| 1.2 | Background..... | 7 |
| 1.3 | Authorities..... | 12 |
| 1.4 | Threat | 13 |
| 1.5 | Critical Considerations..... | 13 |
| 1.6 | Assumptions..... | 14 |
| 2.0 | Mission..... | 14 |
| 3.0 | Execution | 14 |
| 3.1 | Senior Leader’s Intent..... | 14 |
| 3.2 | Concept of Operations | 14 |
| 3.2.1 | Pre-Landfall | 15 |
| 3.2.2 | Initial Actions Post-Landfall and Decision to Implement Annex..... | 16 |
| 3.2.3 | Sheltering | 19 |
| 3.2.4 | Registration | 19 |
| 3.2.5 | Eligibility Determination | 20 |
| 3.2.6 | Temporary Housing | 20 |
| 3.2.7 | Sustainable Housing and Long-Term Community Recovery | 22 |
| 3.3 | Key Federal Roles and Responsibilities..... | 24 |
| 4.0 | Resources | 25 |
| 4.1 | Concept of Logistics Support..... | 25 |
| 4.1.1 | Response Support (Life Saving/Life Sustaining Resources) | 25 |
| 4.1.2 | Recovery Phase (Temporary Housing Support) | 25 |
| 4.2 | Surge Staffing | 25 |
| 5.0 | Oversight, Coordinating Instructions, and Communications | 26 |
| 5.1 | Oversight..... | 26 |
| 5.2 | Coordinating Instructions..... | 26 |
| 5.2.1 | Decision Support Matrix..... | 27 |
| 5.3 | Communications | 31 |

| | |
|--|----|
| APPENDIX A: SHELTERING OPTIONS | 33 |
| A1. Pre-existing Shelter Facilities | 34 |
| A2. Large Venue Sheltering..... | 36 |
| A3. Soft-sided Survivor Support Camps..... | 38 |
| A4. Social Services Shelters (e.g., Homeless, Halfway Houses, etc.) | 40 |
| A5. Shelter in Place – Soft-sided Sheltering (Distribution of Tents)..... | 42 |
| A6. Shelter in Place – Rapid Temporary Repairs (Blue Roof, RTR) | 44 |
| A7. Soft-sided Single Household Support Camps | 46 |
| A8. Hotel/Motel – Funded by FEMA (Transitional Sheltering Assistance)..... | 48 |
| A9. Hotel/Motel – Reimbursed by FEMA..... | 50 |
| A10. Retreats / Conference Centers..... | 52 |
| A11. Dormitories / Group Quarters and Other Vacant Institutional Facilities | 54 |
| A12. Cruise Ships and Other Recreational Vessels | 56 |
| A13. “Flotels” Floating Hotels..... | 58 |
| A14. Pop-up Soft-sided Trailers | 60 |
| A15. Travel Trailers as Shelters..... | 62 |
| A16. Recreational Vehicles as Shelters | 64 |
| A17. Seasonal and Commercial Recreational Camps..... | 66 |
| A18. Modified Vacant Buildings (Malls, etc.)..... | 68 |
| A19. Unused Government Facilities (Federal, State, Tribal, Local, etc.)..... | 70 |
| APPENDIX B: TEMPORARY HOUSING OPTIONS..... | 72 |
| B1. Rental Units – FEMA Financial Rental Assistance | 73 |
| B2. Rental Units – Disaster Housing Assistance Program (DHAP)..... | 75 |
| B3. Rental Units – Unused Federal Residential Properties, Some Requiring Repairs (HUD, USDA, VA, Fannie Mae, etc.)..... | 77 |
| B4. Rental Units – Direct Leasing by FEMA | 79 |
| B5. Rental Units – Multi Family Repair Program (Direct Leasing)..... | 81 |
| B6. Foreclosed Homes Requiring Limited Repairs | 83 |
| B7. Host Family Support for Extended Stays | 85 |
| B8. Residential Care Facilities (Nursing Homes, Assisted Living, Retirement Communities)..... | 87 |
| B9. Temporary Housing Units (Manufactured Housing) in Inventory..... | 89 |
| B10. Temporary Housing Units (Manufactured Housing) Off the Lot Purchases..... | 91 |
| B11. Alternative Housing Units – Park Models..... | 93 |

| | |
|---|-----|
| B12. Alternative Housing Units – Modular Construction | 95 |
| B13. Alternative Housing Units – Panelized Construction..... | 97 |
| B14. Alternative Housing Units – Mississippi Cottages..... | 99 |
| B15. Housing Barges | 101 |
| B16. Limited FEMA Permanent Housing Construction Authority (Multi-family) | 103 |
| APPENDIX C: SUSTAINABLE HOUSING OPTIONS | 105 |
| C1. Damaged Dwelling – IHP Financial Repair/Replacement Assistance..... | 106 |
| C2. Construction of Kit Homes with Voluntary Labor..... | 108 |
| C3. Limited FEMA Permanent Housing Construction Authority (Single Family) | 110 |
| APPENDIX D: FACT SHEETS | 112 |
| D1. Voluntary Organizations | 112 |
| D2. Department of Defense (DOD) | 120 |
| D3. Private Sector | 121 |
| APPENDIX E: EXECUTION MATRIX..... | 123 |
| APPENDIX F: IMPLEMENTATION TIMELINE | 129 |
| APPENDIX G: IMPLEMENTATION MATRIX | 131 |
| APPENDIX H: DECISION SUPPORT MATRIX..... | 134 |
| APPENDIX J: LEGAL AUTHORITIES..... | 137 |
| APPENDIX K: COMMUNICATION STRATEGY | 140 |

1.0 Situation

1.1 Purpose

This Annex to the 2012 Federal Interagency Response Plan – Hurricane, describes a concept of operations implementing a paradigm shift for response and recovery operations which focuses on transitioning 500,000¹ eligible households from sheltering to temporary housing and support for their transition to sustainable housing following a catastrophic hurricane.

The concepts and options found in this Annex focus on increasing capacity and adjusting timelines to improve efficiency of transitioning households out of congregate and non-congregate sheltering to temporary housing or directly into long-term sustainable or permanent housing. This Annex also identifies the considerations necessary to implement options in the most efficient and effective manner possible by working with the whole community as described in *A Whole Community Approach to Emergency Management: Principles, Themes, and Pathways for Action*².

Emphasis of recovery support will initially be conducted in the least impacted areas and progress inward toward the most heavily impacted area as accessibility allows. Recovery support for survivors living in the most heavily impacted area will emphasize sheltering/temporary housing solutions provided in locations outside of the impacted area. Life-sustaining support for essential personnel performing critical functions and recovery operations will be provided in all areas.

This Annex is currently built around FEMA's plans to increase its housing capabilities. Implementation of the concepts presented in this document will be coordinated with external partners for continued development. The information presented in this Annex provides the foundation for Phase I and sets the stage for Phase II catastrophic planning. Phase I encompasses mass care and sheltering. Phase II will focus on the Whole Community, including other Federal agency participation, resources, and authorities, in the development of a plan to provide long-term sustainable or permanent housing. These Phases are illustrated in Figure 4 on page 14.

The planning concepts and options provided herein are guidelines only. Every disaster will be unique in scope and magnitude. The needs of a particular community will drive the response and recovery actions. This document is not intended to be binding, nor are the housing options limited to those identified or designed herein.

¹ The 500,000 households requiring temporary housing is derived from the Federal Interagency Operational Plan scenario.

² FDOC 104-008-1/December 2011, <http://www.fema.gov/library/viewRecord.do?id=4941>

1.2 Background

The Federal Government, coordinated through FEMA, supports an average of over 70 disasters per year in the United States, Territories, and Tribal Lands from 2005 to 2011. Approximately 40% of these disasters have included the authorization of Individual Assistance (IA) Programs. Hurricane Katrina is the largest disaster in recent history with scope and magnitude of a catastrophic disaster. All of these events, including Hurricane Katrina, have informed the strategies and options included in this Annex.

The National Disaster Recovery Framework (NDRF) defines a catastrophic disaster as:

“Any natural or manmade incident, including terrorism, that results in extraordinary levels of mass casualties, damage, or disruption severely affecting the population, infrastructure, environment, economy, national morale, and/or government functions.”

To draft this Annex, FEMA assumed that the event resulting in the catastrophic damage was a hurricane after which:

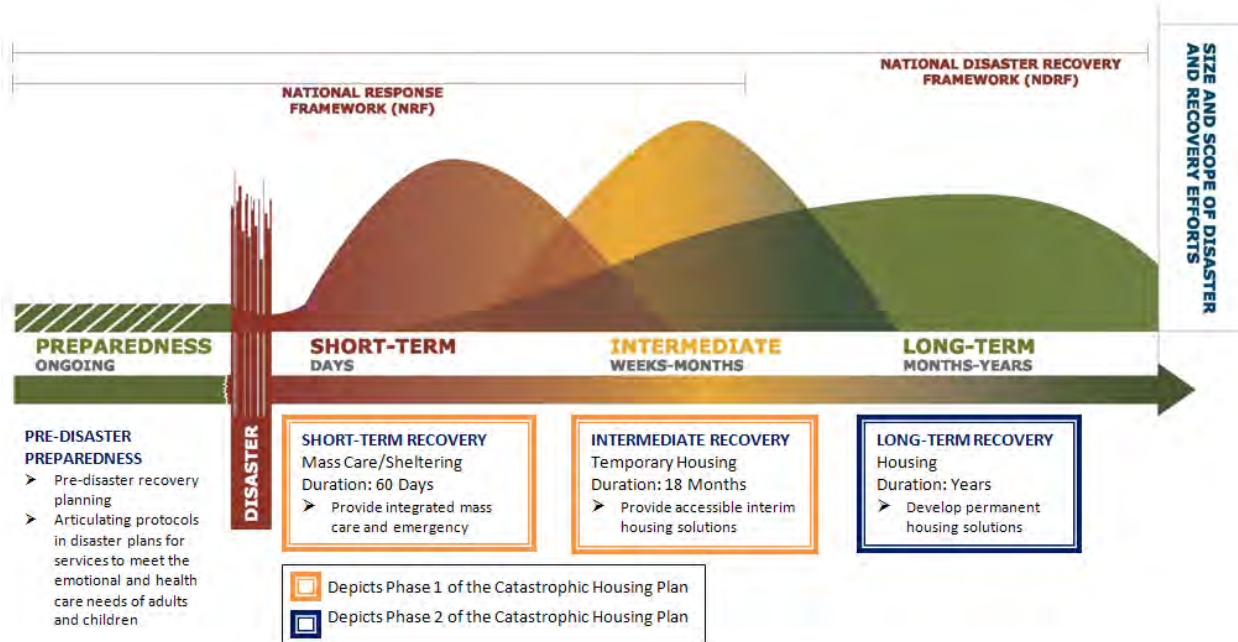
- 1,750,000 survivors require emergency sheltering
- 265,000 survivors require emergency medical care
- 500,000 households move to non-congregate sheltering within 60 days
- 500,000 eligible households have a need for temporary housing

As an historical example, FEMA provided an unprecedented amount of assistance, in various forms, following Hurricanes Katrina and Rita in 2005.

- Just over 250,000 individuals in congregate sheltering
- 2,560,027 individuals registered for assistance
- \$7.851 billion distributed to individuals and households
- \$5.95 billion reimbursed to the states to save lives, protect property, and remove debris
- \$7.44 billion obligated to help communities to repair and rebuild
- \$964.2 million to mitigate against future disasters
- 708,209 households provided with rental assistance
- 143,123 individuals and households resided in FEMA-provided temporary housing units (THU's)

IA programs, including the Individuals and Households Program, Crisis Counseling, Disaster Unemployment Assistance, Disaster Case Management, and Disaster Legal Services, are typically implemented when a situation is beyond State and local government capabilities to respond and recover. The figure below describes timelines for sheltering, temporary housing, and sustainable housing in a non-catastrophic event.

Figure 1 – Continuum of Recovery



In a catastrophic disaster, response operations will extend far longer than the timeframes depicted above. Those involved in a community’s recovery will need to coordinate closely with those involved in the response to ensure that recovery activities do not impede response activities, and vice versa.

A catastrophic disaster will require extraordinary resources beyond FEMA’s standard implementation of IA programs. Addressing the needs of the volume of survivors affected by a catastrophic disaster requires developing alternative solutions, comprehensively integrating stakeholders, and strategically prioritizing where limited Federal resources should be targeted.

Zone Approach to Recovery

In a catastrophic disaster, this Annex adopts a Zone Approach for categorizing areas of damage and prioritizing Federal resources and services to support disaster survivors. A Zone Approach will be used to prioritize areas where deviation from standard processes will be necessary in order to avoid rapid depletion of limited resources and ensure disaster survivors are assisted as quickly as possible.

Description of Zones

The affected area is categorized into four Zones based on the degree of damage. Zones will be structured according to the National Grid, and may include multiple jurisdictions such as municipalities, counties, or even states. Zone 1 encompasses the most heavily impacted area, with a steady decrease in the degree of damage as the Zones expand outward to Zone 4.

The following factors can be used to help define Zones:

- Are utilities functioning? If not, how long until expected restoration?
- Are police/fire protection sufficiently staffed to provide support to disaster survivors in temporary housing, or will additional personnel be needed?
- Are transportation routes clear of debris?
- Are transportation options available for disaster survivors without privately owned vehicles?
- Are businesses such as grocery stores, pharmacies, and banks open?
- Are schools open?
- Are medical facilities open?

Table 1 describes the four Zones and the initial services provided in each. Degrees of damage identified within each Zone represent structural damage (e.g. dwellings, infrastructure, retail, medical facilities, etc.), are notional, and serve as a guide for approximating and categorizing level of damage. The table also describes characteristics of each Zone, including life-saving activities, short-term evacuation enforced by state or local governments, relocation provided by the Federal government, life-sustaining activities provided by the Federal government, and housing and wrap-around services available in each Zone.

Table 1 – Description of Zones

| Zone | % Structures and Infrastructure Severely Damaged | Characteristics | | | | | Description |
|--------|--|-----------------|-------------------|----------------------------|--|--------------------------------|--|
| | | Life Saving | Evacuation | Relocation Necessary? | Life Sustaining | Housing & Wrap-Around Services | |
| Zone 1 | 66% - 100% | Yes | Out of area | Yes, long term | Essential personnel only and limited for those who will not relocate | No | <ul style="list-style-type: none"> Individuals remaining will not be prioritized for receiving Federal resources. Significant volume of debris will inhibit transportation, assistance, and re-habitation. Loss of Community Services |
| Zone 2 | 40% - 65% | Yes | Out of area | Yes, short term | Yes, if infrastructure permits | Yes, limited & slow | <ul style="list-style-type: none"> Living conditions adverse at best. |
| Zone 3 | 15% - 39% | Yes | Based on Disaster | May be limited, short term | Yes | Yes | <ul style="list-style-type: none"> Networks strained by staged resources to support activities in Zones 1-2. IA needs addressed through additional resources and traditional recovery programs. |
| Zone 4 | ≤ 14% | Yes | Based on Disaster | No | Yes | Yes | <ul style="list-style-type: none"> Area heavily utilized to support ongoing operations. IA needs primarily addressed through traditional recovery programs. May extend beyond the Presidentially-declared disaster area. |

The Concept of Operations section of this document describes how the Zone Approach will be applied to response and recovery operations. However, based on the above table, response and recovery support efforts can be organized to make the most efficient use of the limited resources that will be available. Support to Zone 1 will initially be limited to response activities including life-saving and life-sustaining support, while in Zone 4, support will include the full range of recovery options. **In order for response and recovery efforts to be efficient and effective, State and local officials must agree to implement this concept and support the temporary relocation of disaster survivors from the most heavily impacted areas to where resources are more readily available to meet their needs.** Figure 2 shows a hypothetical assessment of Zones following a Hurricane’s impact. Figure 3 highlights several operational actions taken by Zone.

Figure 2 – Hypothetical Depiction of Zone Damage

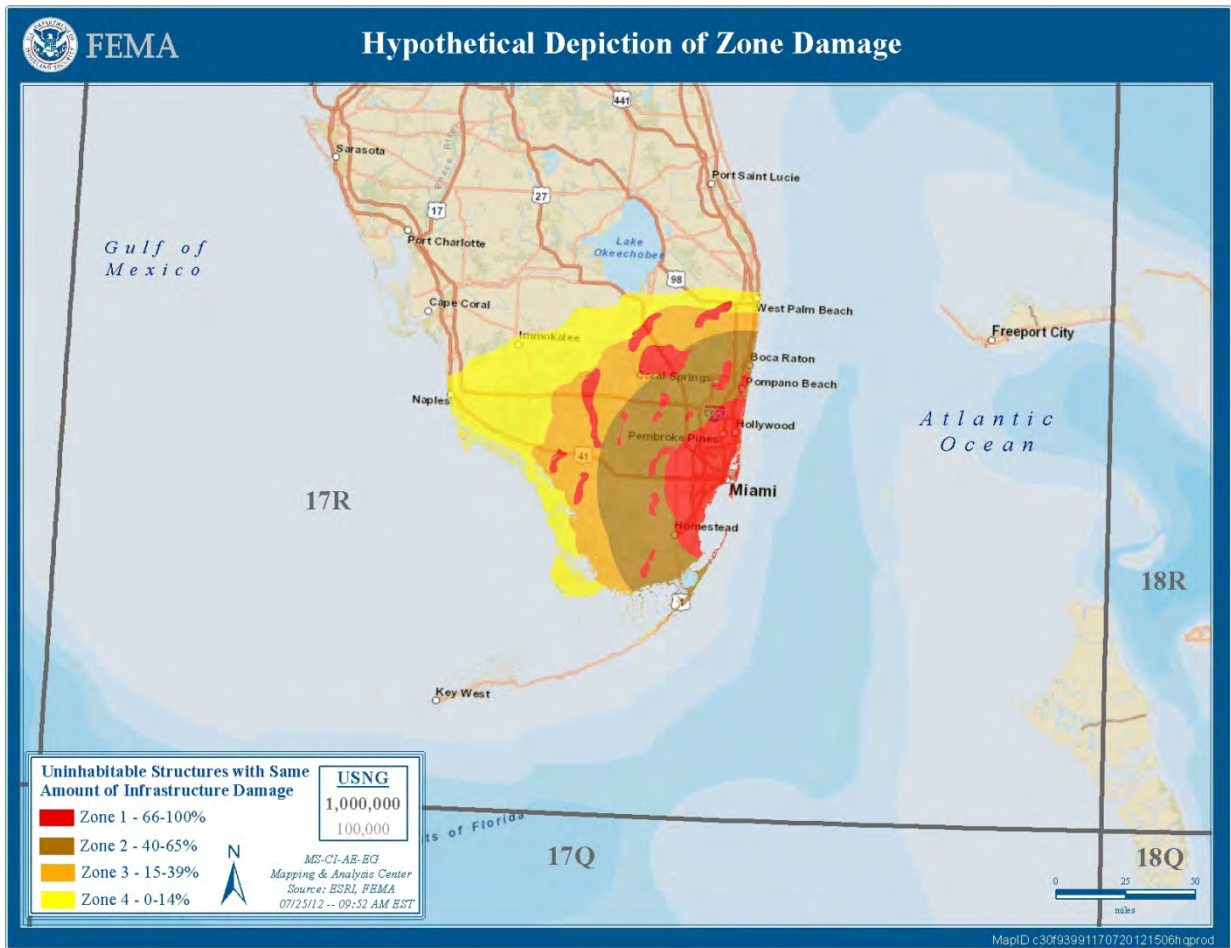
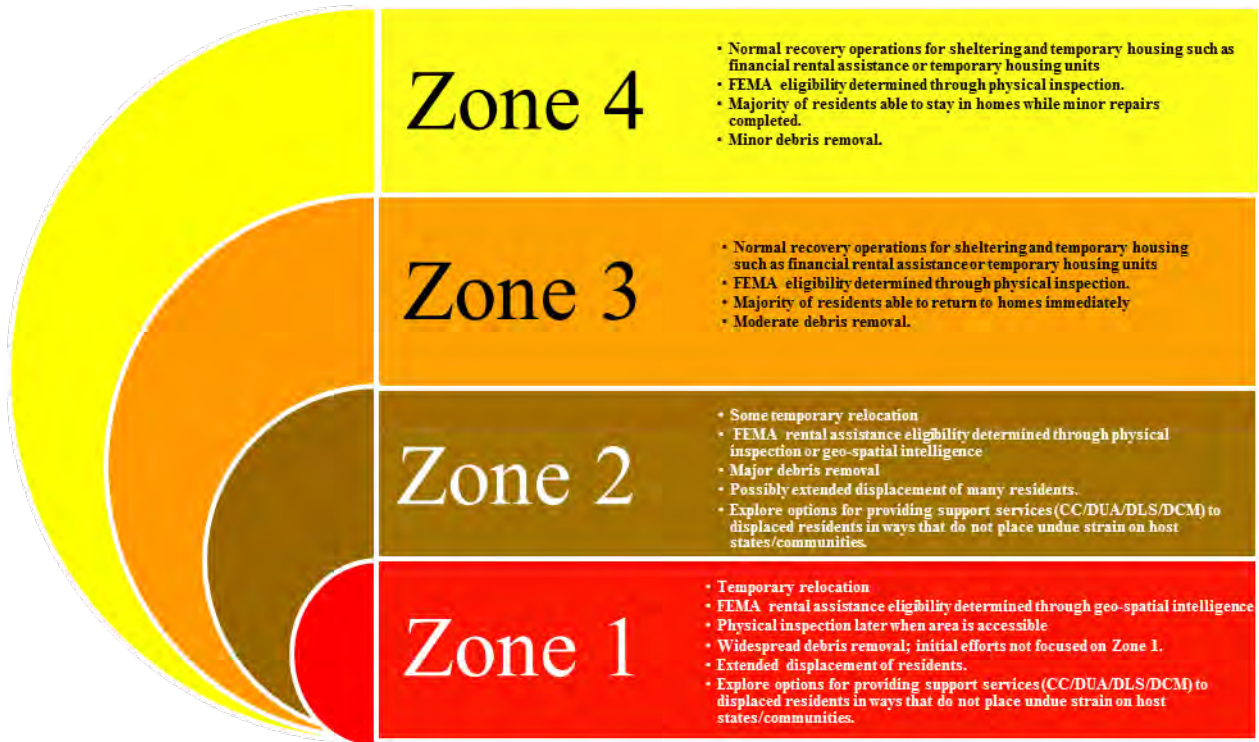


Figure 3: Recovery Activities by Zone



1.3 Authorities

As outlined below and discussed in detail in Appendix J: Legal Authorities, FEMA has broad authority to provide emergency assistance, to state, local, and tribal governments in advance of, response to, and recovery from Presidentially-declared emergencies and major disasters. Examples of some types of emergency assistance provided include search and rescue, mass care, emergency shelter, temporary housing, and essential assistance to meet immediate needs. FEMA’s primary authorities to provide emergency assistance are located in the following Acts:

- Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act), Pub. L. No. 93-288, as amended, 42 U.S.C. 5121-5207.
- Homeland Security Act of 2002, Pub. L. No. 107-296, as amended, 6 U.S.C. 311-321j.
- Post-Katrina Emergency Management Reform Act of 2006, Pub. L. No. 109-295 (PKEMRA), 6 U.S.C. 701 et seq.
- Pet Evacuation and Transportation Standards Act (PETS Act), Pub. L. No. 109-308, 42 U.S.C. 5121 note.
- Defense Production Act of 1950 (DPA), Pub. L. No. 81-774, as amended, 50 U.S.C. §§2061-2172.
- Department of Homeland Security Delegation No. 9001.1 “Delegation to the Administrator of the Federal Emergency Management Agency.”

Under the above referenced authorities, FEMA may also partner with, and coordinate the resources of other Federal Agencies to provide emergency assistance. Expanded descriptions of these legal authorities are found in Appendix J.

1.4 Threat

For the purposes of this annex, it is important to reiterate the various threats that hurricanes pose:

- Sustained winds, storm surge, and flooding cause catastrophic damage;
- The affected population requires emergency food, water, shelter, and medical care, as well as temporary housing;
- Access to the most critically damaged areas is limited or nonexistent; and
- Critical infrastructure is severely damaged within the most heavily impacted areas, limiting recovery efforts.

Hurricanes can also spawn tornadoes and microbursts, create storm surges, cause extensive flooding from heavy rainfall, and trigger landslides or mudslides far from the coast, producing a strain on resources and their transportation. These conditions may continue to persist for several days after the hurricane.

1.5 Critical Considerations

The following represent critical considerations that must be understood prior to and during the implementation of this Annex.

- Using atypical resources and processes will require delivery of training to supporting personnel, as well as a coordinated roll-out through External Affairs.
- Implementing non-traditional housing programs may necessitate the use of non-traditional eligibility verification methods. These methods can lead to an increased error rate in eligibility determinations resulting in improper payments or improper delivery of assistance. Such errors will result in debt collection actions against recipients who were not eligible for the assistance received.
- Limited resources within Zone 1 will be prioritized for essential personnel. Federal life-sustaining resources will not be provided in Zone 1.
- Community planning factors, including land use, permitting, and floodplain issues, may impact the locations and timelines for providing housing assistance.
- Decision-making processes in territories, tribal lands, home rule, and commonwealth states may require coordination with multiple jurisdictions rather than directly with the State.
- Host States will need to be informed about the declaration process, sheltering, feeding, and the possibility of implementing FEMA Individual Assistance programs such as

Crisis Counseling (CC), Disaster Unemployment Assistance (DUA), Disaster Legal Services (DLS), and Disaster Case Management (DCM).

- When implementing multiple options, program management and oversight of all options is essential for maintaining visibility of costs and timelines.
- Early coordination between ESFs and RSFs is essential to ensure successful long-term recovery and return to normalcy of disaster survivors and community.

1.6 Assumptions

Planning assumptions represent information that is necessary to continue planning.

- Immediate congregate sheltering plan for 500,000 households (1.75 million people) has been developed by ESF 6 Mass Care.
- Capacity for registration, including both call center and internet registration, is over 500,000 households within 21 days.
- Self-evacuation and State /local mandatory evacuations are ordered.
- States are using National Mass Evacuation Tracking Systems (NMETS) and/or other methods to track and communicate with their constituents.
- Affected States support the Zone Approach concept.

2.0 Mission

FEMA, in collaboration with the whole community, will provide temporary housing for up to 500,000 eligible households (1.75 million individuals along with pets and service animals) to help disaster survivors recover and transition into sustainable housing.

3.0 Execution

3.1 Senior Leader's Intent

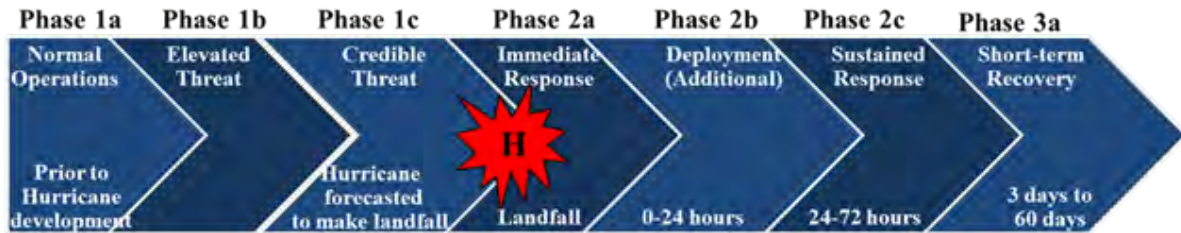
Through a common situational understanding, identify and provide timely, appropriate temporary housing assistance where resources and infrastructure can support the volume of disaster survivors and their needs following a catastrophic hurricane.

3.2 Concept of Operations

The operational phases in this Annex align with the “Three Operational Phases Approach” described in the **2012 Federal Interagency Response Plan – Hurricane**. This document

focuses on a synchronized, integrated approach, in which recovery planning for Phase 3, Recovery, begins early in Phase 1, Pre-Incident.

Figure 4: Operational Phases



Decisions made and priorities set early in the recovery process by a community will have cascading effects on the nature and speed of the recovery progress. Housing is one of the top priorities after a disaster. Pre-disaster planning by the community, particularly when a credible threat has been identified, will promote more effective recovery implementation post-disaster.

3.2.1 Pre-Landfall

When a hurricane is projected to cause catastrophic levels of damage, FEMA’s Regional offices, supported by the pre-designated Federal Coordinating Officer (FCO), Federal Disaster Recovery Coordinator, (FDRC), and Incident Management Assessment Team – Team Lead (IMAT - TL), will coordinate closely with FEMA Headquarters to prepare for the possible need to implement this Annex and determine where impact zones are likely to fall. This helps determine what options may be necessary and how, and where, to implement them.

FEMA will begin communicating its initial intent with states, voluntary organizations active in disaster, and other disaster recovery partners to allow them to begin developing strategies and incident action plans utilizing the concepts within this Annex. When projections are completed, evaluating the potential impact will further assist these conversations and planning response/recovery efforts. The communication of how the Zone Approach will drive recovery efforts will be essential to encourage individuals in the most heavily impacted area to temporarily relocate out of the area.

Since the Zone Approach will require a significant relocation effort, the National Mass Evacuation Tracking Systems (NMETS) and Host State Policy should be implemented. NMETS will assist in tracking the movement of transportation-assisted evacuees, their household pets, medical equipment and luggage during multi-state, state-managed or local-level evacuation operations. NMETS is a set of manual and computer-based tools designed to assist States and local jurisdictions in this effort. The tools allow local government officials to locate and

communicate critical messaging to evacuated survivors. NMETS also provides a mechanism to provide damage assessment information to evacuees on the status of their homes.

Sections 501, 503 and 512 of the Post Katrina Emergency Management Reform Act of 2006 (PKEMRA), assign FEMA the responsibility of supporting State mass evacuation operations. To meet this requirement, FEMA's Mass Care/Emergency Assistance Branch has created three separate models that can operate independently or combine to support multi-state, state managed or local evacuation operations. See Appendix X for additional information regarding the three separate models for NMETS and implementation.

With a massive relocation effort, additional support mechanisms such as case management and crisis counseling will be required to help disaster survivors in their areas of relocation identify and achieve appropriate sustainable housing that will best meet their needs.

Existing Public Assistance Host State grant programs only cover evacuation and sheltering. In a catastrophic disaster, a Host State can offer a specific number of beds or other sheltering resources for disaster survivors from the impact state. If the Host State can justify the need for additional programs typically implemented only in the impact state, such as CC/DUA/DLS/DCMP, and the impact state agrees to the cost share, those programs can be provided in the Host State. These programs could also be provided to the Host State through a grant. While the Stafford Act requires that any CC/DUA/DLS/DCMP is limited to disaster survivors from a declared event, the implementation of the program does not have to be in the declared area. The Host State can request grant assistance directly from FEMA to help with the costs of assisting disaster survivors from out of state.

3.2.2 Initial Actions Post-Landfall and Decision to Implement Annex

FEMA will support state(s) efforts to assess the damage in order to identify jurisdictions requiring Federal assistance. At this time, information will be gathered and analyzed to classify impact zones by degree of damage in order to determine the most effective use of limited resources.

Recovery post-disaster planning efforts will commence immediately following the disaster. To assist with housing-related planning, the State-led Disaster Housing Task Force (SLDHTEF) will convene to share information and utilize community resources to make key decisions regarding disaster housing needs. These key decisions should be coordinated with the disaster's Operations Section and will eventually become part of the Disaster Housing Plan. If a state does not have a standing SLDHTEF, the Governor may establish one to support the recovery needs of the disaster. These planning efforts will also further inform leadership of the need to implement this Annex.

The decision to implement the Catastrophic Housing Annex will be made as soon as possible after landfall, but not normally before landfall.

The Unified Coordination Group (UCG)³ will review the analysis of the post-landfall assessment data and other impact factors to gain a common situational understanding of the incident and to determine whether to make a recommendation to implement this Annex. In most situations during that review, the community will have been evacuated. In order to rapidly assess the viability of a community and identify potential impact zones, the UCG will consider the following:

- Can evacuated residents come back to the area?
- Will the infrastructure support residents coming back to the affected area?
- Is the local government still able to function?
- If residents cannot come back, where are housing resources available?
- Can disaster survivors be housed more quickly outside of the disaster area?
- Can FEMA get housing inspectors into the area?
- Can FEMA deliver traditional programs effectively?
- What local businesses and community services, if any, are open and available?

The answers to the above questions will help the UCG start defining Zones 1 and 2 based on concentration of damage.

- If residents can return, can they stay in their homes, or will they need temporary housing until their homes can be repaired?
- Can existing resources meet the housing need?
- Can infrastructure support bringing in housing resources?
- Can survivors' needs be met through traditional IA recovery programs?
- Are wrap-around services available to sustain a safe, secure and sanitary environment for survivors?
- Are utilities operational?

The answers to the above questions will begin to define zones 3 and 4.

Upon recommendation by the UCG, the FCO will request implementation of this annex through the respective FEMA Region to the National Response Coordination Staff (NRCS) Director of Operations for approval. In the event multiple states are affected, the FCO(s) will work with the Region(s) and, as required with FEMA HQ, to adjudicate limited resources among each affected state and/or territory.

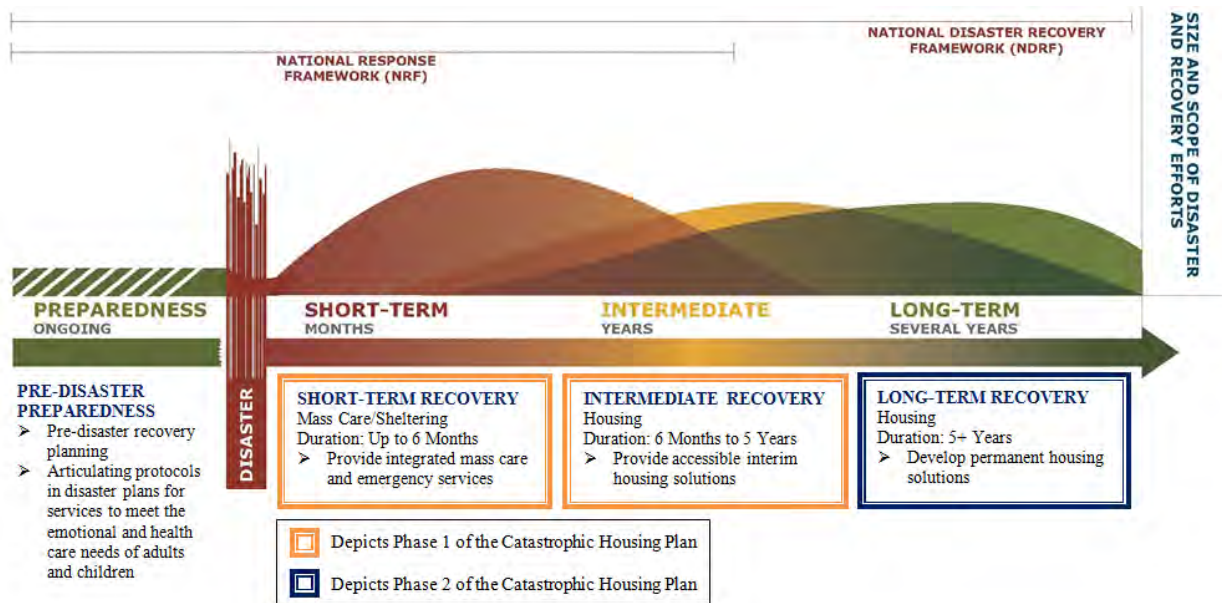
Immediately upon Annex approval for use, FEMA and the State will communicate the operational requirements impacting this decision to all internal and external stakeholders, including disaster survivors, to manage expectations and to ensure understanding and implementation of processes and procedures.

³ The Unified Coordination Group may include, but is not limited to, the Federal Coordinating Officer, State Coordinating Officer, the Senior Federal Official, Defense Coordinating Officer or other Department of Defense representation.

Annex implementation means executing the Zone Approach to determine how response and recovery activities will be prioritized. As stated in the Purpose section, emphasis of recovery support will initially be conducted in the least impacted areas and progress inward toward the most heavily impacted area as accessibility allows. Recovery support for survivors living in the most heavily impacted area will emphasize sheltering/temporary housing solutions provided in locations outside of the impacted area. Life-sustaining support for essential personnel performing critical functions and recovery operations will be provided in all areas. Not all of the sheltering and temporary housing options provided in the Annex appendices will be appropriate for every situation. The SLDHTF can use the options presented in this Annex to evaluate which options would be best implemented for the specific community affected. The SLDHTF should recommend appropriate housing options to the FCO and the State. In collaboration with the Region, the FCO and the State will determine what options will have the greatest impact on helping disaster survivors and communities recover as quickly as possible and move forward with implementation.

The predictive milestones and traditional timeframes for sheltering, transitional sheltering, temporary housing, and sustainable housing will be re-evaluated based on the magnitude, complexity, availability of resources, and disaster-specific situation. This re-evaluation will assist in the decision-making process to execute appropriate sheltering and housing options as listed in the Summary Option Sheets in the appendices of this Annex. An example of a re-evaluated timeline is illustrated in Figure 4: Continuum of Recovery – Catastrophic.

Figure 5: Continuum of Recovery – Catastrophic



A discrete and well-resourced recovery focus, operating at the same time as response activities, must be established to ensure that communities transitioning out of the response phase are well positioned to organize and plan for major reconstruction and redevelopment.

3.2.3 Sheltering

FEMA's and the State's goal is to ensure that every disaster survivor is in a safe and secure sheltering option as soon as possible. Once disaster survivors are sheltered and their immediate needs are being met, FEMA will begin determining eligibility and transitioning eligible disaster survivors into temporary housing solutions. Due to the catastrophic nature of the disaster, this transition may take time. Disaster survivors may need to remain in transitional or non-congregate sheltering for an extended period of time while resources are made available.

Various sheltering options are outlined in this Annex, which will provide a wide range of both congregate and non-congregate sheltering options for more than 1.75 million disaster survivors. FEMA's goal will be to provide mechanisms for rapid registration in order to determine eligibility and transition disaster survivors into non-congregate sheltering or temporary housing.

To the extent that sheltering can be provided near Zone 1, essential personnel and first responders will be prioritized for these shelters and it will be essential that residents in this area relocate. This will ensure that disaster survivors in these areas can be assisted in a timely manner and have the infrastructure and wrap-around services needed for the time that they will require assistance.

Many disaster survivors in less impacted areas (e.g. Zones 3 and 4) who evacuated will be able to return to their homes quickly after the disaster, if not immediately. Disaster survivors whose homes suffered minor damage may be able to stay in their homes while repairs are being made.

Appendix A contains information regarding specific congregate and non-congregate sheltering options, which provides a vast array of sheltering options that can and should be used for the specific needs of populations located in different Zones.

3.2.4 Registration

Once the areas for disaster declaration have been identified, it is important to communicate that disaster survivors should register with FEMA. All forms of registration will be used, including but not limited to teleregistration, internet registration, smart phone registration, and shelter registration. Current processes can accommodate registration of more than 500,000 households within 21 days of declaration.

Information gathered from registrations will be used to augment needs analysis to determine what resources will be most appropriate for transitioning disaster survivors from congregate and non-congregate sheltering into temporary and eventually sustainable housing. Even though the majority of disaster survivors will need some form of Federal assistance following a catastrophic disaster, it is important to note that some disaster survivors may be able to move from sheltering directly into sustainable housing.

3.2.5 Eligibility Determination

The accessibility of many areas requiring housing assistance will be limited or nonexistent for extended periods of time. In these areas, which are most likely to be located in Zone 1 and segments of Zone 2, traditional on-site inspections will likely not be possible due to inaccessibility and survivor displacement. In response to these conditions, traditional on-site housing inspection activity will begin primarily in Zones 3 and 4 in the days and weeks following landfall. Traditional on-site inspection activities will support the delivery of the full range of Individuals and Households Program assistance. Since these survivors did not have to evacuate or relocate for long periods of time and will be able, in many cases, to begin rebuilding quickly, it is important to focus the traditional recovery programs, inspections, and assistance in these areas first.

During this same period, non-traditional verification methods, such as use of geospatial technology, will be implemented in Zone 1 and Zone 2, as appropriate. Geospatial inspections will allow FEMA to begin other verification processes to support timely delivery of rental assistance funds through the Individuals and Households Program.

Initial rental assistance will be the only form of financial assistance provided to disaster survivors whose homes are determined uninhabitable or inaccessible via geospatial technology because these survivors were encouraged to relocate out of the impact area. This provides the necessary and appropriate form of assistance as quickly as possible to this population. As response efforts begin to decrease and the most heavily impacted areas become more accessible, traditional on-site inspections will be conducted in order to support the delivery of repair and replacement assistance.

3.2.6 Temporary Housing

FEMA will provide or support multiple forms of assistance for disaster survivors, based on the needs of the communities affected and specific factors associated with implementation. Housing assistance is typically provided according to the following order of priority; however, in a catastrophic disaster, all options will be considered.

- Maximize use of available housing resources.
- Augment existing resources.
- Deploy temporary housing resources.
- Employ atypical housing methods.

Once disaster survivors register and are determined eligible for FEMA housing assistance, temporary housing options may be provided. *Appendix B contains information regarding specific temporary housing options that may be implemented.*

Households returning to the affected area as communities recover may require some form of temporary housing. Considerations for determining temporary housing solutions include

implementation timelines and availability of resources. This Annex contains several tools to help develop temporary housing solutions, including:

- Appendices A – C - Detailed summaries of sheltering, temporary housing, and sustainable housing options.
- Appendix E - Execution Matrix. This can be used to determine necessary actions and mechanisms to implement options listed in Appendix A – Appendix C.
- Appendix F - Implementation Timeline. This gives a general visual representation of the relative timeframes in which the options can be implemented.
- Appendix G – Implementation Matrix. This gives a detailed representation of the timeframes within which the options can be implemented.
- Appendix H – Decision Support Matrix. This can be used to evaluate and prioritize various options to determine which may be most appropriate for the disaster.

Even though there will be significant pressure to return individuals and households to their communities as soon as possible, it is important to evaluate the availability of basic social and community services before employing temporary housing options.

- Are utilities functioning? If not, how long until expected restoration?
- Are police/fire protection sufficiently staffed to provide support to disaster survivors in temporary housing, or will additional personnel be needed?
- Are transportation routes clear of debris?
- Are transportation options available for disaster survivors without privately owned vehicles?
- Are businesses such as grocery stores, pharmacies, and banks open?
- Are medical facilities open?
- Are schools open?

These necessary support services are commonly referred to as wrap-around services.

Recovery planners should consider the same factors used to establish Zone designations.

Communities and States can further support and plan for the effective return of individuals and households by communicating the status of recovery efforts and the availability of the services listed above. This will ensure that individuals are coming back to a community that is ready to sustain their return.

This Annex outlines FEMA’s authority to provide temporary housing assistance and the mechanisms to increase capability after a catastrophic disaster; these options may not meet the sustainable housing needs of many disaster survivors. Support mechanisms such as case management can be used to help disaster survivors identify and achieve appropriate sustainable housing that will best meet their needs.

3.2.7 Sustainable Housing and Long-Term Community Recovery

Housing recovery is the cornerstone to a community's recovery. By helping disaster survivors achieve sustainable housing after a disaster, state and local leaders reestablish the foundation for stability and growth in their communities and begin to focus on improving resiliency for future events. Achieving widespread sustainable housing after a disaster is a determining factor in community's true ability to recover. In order to achieve this goal, post-incident recovery mission activities should occur simultaneously with response mission activities.

Recovery planners should consider the same factors used to establish Zone designations.

Housing recovery planning and operations will begin soon after the disaster while the response is still in full operation. To ensure the most effective and efficient delivery of short term and long term housing support, it is critical that both Emergency Support Function #6 and the Housing Recovery Support Function recognize the importance of close communication and coordination during this time. *Appendix C contains information regarding specific sustainable housing options that can be explored.*

The primary task of the Housing RSF is to collaborate with and work under the umbrella of the FDRC to support state or territorial level housing task forces established to lead community-based housing recovery efforts.

After a disaster of this scale and magnitude, the Federal Coordinating Officer will coordinate with the FEMA Regional Administrator to appoint a Federal Disaster Recovery Coordinator (FDRC) and some or all of the Recovery Support Functions (RSF), including the Housing RSF. The National Disaster Recovery Framework (NDRF) is activated in conjunction with the National Response Framework (NRF) and utilizes Recovery Support Functions (RSFs) to achieve disaster recovery in a comprehensive and sustainable way.

The Housing RSF is coordinated by the U.S. Department of Housing and Urban Development (HUD) and includes over 13 partner departments, agencies, and organizations. Its mission is to coordinate the delivery of Federal resources and activities to assist local, State, and Tribal governments as they rehabilitate and reconstruct destroyed and damaged housing, when feasible, and develop new accessible, sustainable housing options. After a large scale or catastrophic disaster, full scale activation of the Housing RSF will support state and local efforts, with activation of a wide range of programs to help support long term housing recovery. This should also include deployment of housing and community development experts from Housing RSF partners to help support recovery efforts.

Proper planning and careful coordination of efforts are vital for a well-orchestrated recovery process at the local, State, Tribal and Federal levels. If there is not an active State led Disaster

Housing Task Force, coordination will take place with other state designee(s) for recovery such as an Individual Assistance Officer or a Recovery Commission.

The Housing RSF works in conjunction with State-Led Disaster Housing Task Force(s) to:

- Coordinate housing resources that address local, state, and tribal disaster recovery housing needs.
- Integrate planning for current and post-disaster requirements into the organizations at the local and state level that perform community planning and building code administration.
- Share research results related to the disaster recovery housing area.
- Share knowledge and expertise with the State-led Housing Task Force(s) to address disaster housing.
- Facilitate pre- and post-disaster interaction and problem solving among Federal agencies and stakeholders with a focus on reconstructing permanent housing, including affordable and accessible housing that incorporates resiliency, sustainability, and mitigation measures.
- Facilitate timely construction of housing that complies with local, state, and national model building codes, including accessibility standards.
- Minimize loss of historic buildings and resources.

There is no “one size fits all” strategy for facilitating a disaster survivors’ return to permanent housing. The size, location, and type of disaster play a very large role in defining the approach to permanent housing.

Post-disaster Housing RSF activities include the following six steps: 1) Convene Recovery Support Function; 2) Identify priorities and conduct assessment (as needed); 3) Coordinate with partners; 4) Identify available resources; and 5) Provide technical assistance.

The Housing RSF will provide the tools, training, and technical assistance necessary to help State, Territorial, Tribal and local governments address long term housing challenges and implement permanent housing options consistent with housing needs across impacted communities. Support will be provided based on the areas with the greatest impacts to housing infrastructure and related housing support services. In particular, the Housing RSF will promote the development of sustainable and accessible mixed-income communities with a range of affordable housing options that maximize return of displaced households regardless of income or functional needs.

These strategies will include links to employment, services, and transportation which are critical to the sustainability and inclusiveness of post-disaster communities. This coupled with a range of housing options and fair housing principles will provide a platform for improved quality of life and a stronger local housing market across the whole community. While household preferences may not align in all cases with the location and type of these options, the Housing RSF will promote processes that connect these household preferences with housing strategies to the extent that this is feasible. In situations where there are vacancies in existing Federal housing programs and displaced individuals are eligible for these units under statutory or other requirements, Housing RSF partners will also work with state and local governments to make these resources available.

In keeping with the Zone Approach, identifying clusters of less-damaged properties or areas to more easily and more quickly rebuild or build permanent housing can create a nucleus and catalyst for more permanent housing – a positive snowballing effect. This is especially critical when it is hard for property owners to decide whether or not to reinvest because they do not know if their neighbors will reinvest or whether there will be adequate community services or social support services. Building out from an area of strength, especially in areas that are relatively "safer" from a repeat event, can stimulate permanent housing recovery. This also can help the local community focus investment in the public utilities infrastructure.

The Housing RSF will further assist state and local governments to manage expectations and develop realistic permanent housing options consistent with the above principles that are in line with and linked to existing long term community plans and processes. Across all efforts, the Housing RSF will actively support State and local governments in their efforts to expedite development of permanent housing options within existing statutory and regulatory authorities.

The transition to steady state will involve the continuation of interim housing assistance as long term housing solutions are being implemented and monitored. Once state, territorial, tribal and local communities have recovery plans finalized and sufficient capacities in place to implement and manage long term housing recovery strategies, the Housing RSF will begin demobilization and monitoring support through steady state programs and resources.

3.3 Key Federal Roles and Responsibilities

Please refer to the following documents for key Federal roles and responsibilities:

National Response Framework

<http://www.fema.gov/emergency/nrf/>

National Disaster Recovery Framework

<http://www.fema.gov/pdf/recoveryframework/ndrf.pdf>

Presidential Policy Directive (PPD) 8: National Preparedness

<http://www.fema.gov/prepared/ppd8.shtm>

National Disaster Housing Strategy Resource Center (NDHS)

<http://www.fema.gov/emergency/disasterhousing/>

4.0 Resources

4.1 Concept of Logistics Support

4.1.1 Response Support (Life Saving/Life Sustaining Resources)

During the response phase of operations, Logistics' primary focus will be the provision of life-saving resources in all Zones and life-sustaining resources to survivors remaining in Zones 3 and 4 (support of state staging areas and points of distribution) and displaced survivors from Zones 1 and 2 (mass care and sheltering). Initially, the provision of life saving resources to an estimated 1.75 million disaster survivors will tax resources, as well as transportation capability. Until the forward life-saving resource posture is stabilized⁴, transportation resources will be mainly focused on the movement of these resources. Once the life-saving resource posture is stabilized, this will begin to free transportation resources to support requirements for the sheltering and temporary housing missions. At this time, Logistics will also begin other required actions to support temporary housing.

4.1.2 Recovery Phase (Temporary Housing Support)

Planning and follow-on actions, such as identification of staging areas, group site surveys, and execution of supporting contracts, required to support a temporary housing mission must begin early in the response phase. Based on projected Zones 1 and 2 damage, planning and actions associated with temporary housing should focus primarily on Zone 4 and beyond based on available space, infrastructure (utilities, road/bridge availability, etc), and wrap-around services. Planning for the placement of temporary housing must consider the type of housing requested, the availability of on-hand stocks, and contracting lead times for procurement, temporary housing staging area capacity, and installation capabilities.

4.2 Surge Staffing

Options for augmenting disaster staffing include, but are not limited to, FEMA Corps, Corporation for National and Community Services (CNCS, which includes Americorps), and local hiring.

⁴ "Stabilized" is defined as the placement and maintenance of a two-day supply of meals, water, and generators; over 1,100 trailer loads, staged at two designated Incident Support Bases in/around Zone 4.

5.0 Oversight, Coordinating Instructions, and Communications

5.1 Oversight

The normal protocol for evaluating resource requirements when multiple states/Regions are affected will be followed. The Region, in collaboration with the FCO(s), should manage the overall implementation across multiple states in a Region. If the disaster declarations include multiple Regions, then Headquarters, in collaboration with Regions/FCO(s) should also provide overarching Annex implementation oversight and management and provision of resources.

The implementation of this Annex will require significant additional oversight resources for the various options presented. Therefore, a significant expansion of oversight capabilities will be necessary due to the magnitude and complexity of the disaster. Management must take this into account and be prepared to ramp up additional capabilities and staffing resources, including from other Department of Homeland Security components, if needed.

5.2 Coordinating Instructions

This Annex goes into effect when authorized by the FEMA Director of Operations of the NRCS. In most cases, the request to implement this Annex will be initiated post-landfall/post-disaster declaration after damage assessments, infrastructure status reports, and other disaster impact factors have been reviewed and analyzed. However, the IMAT, the pre-designated FCO, and the FDRC, in collaboration with the potentially-impacted State(s), through their respective FEMA Region(s), may plan for the implementation of this Annex pre-landfall. This will ensure that the relevant response and recovery functions and stakeholders are prepared and are planning accordingly to execute various options as needed.

After a Presidential disaster declaration, the FCO, in cooperation with the UCG, directs field activities in the impacted jurisdiction(s). After gaining a common situational understanding of the incident and review of response and initial recovery activities, the UCG determines the applicability of this Annex to the incident. Upon recommendation by the UCG, the FCO will request implementation of this annex through the respective FEMA Region to the NRCS Director of Operations for approval. After Annex approval, any resource requirements that cannot be resolved in the field (Joint Field Office or Initial Operating Facility) will be adjudicated at the FEMA Region or at FEMA HQ, as required. This also includes general policy guidance for managing resources and consistent implementation of programs and options in execution of this annex in support of the incident.

5.2.1 Decision Support Matrix

The Decision Support Matrix is a tool to help evaluate and prioritize various options to determine which may be most appropriate for the disaster. The options in the Matrix are not static; the Matrix is a snapshot of conditions and availability at the time. These factors will change over time based on changing conditions in the affected area. The Matrix will help determine what actions need to be taken to make options viable for use. For example, a specific option may not have a contract or MOA; however, that may be the only thing preventing the option from being exercised, and development of the missing piece in the field may be critical if this is the best option for the area and conditions at the time.

Options: Name and option sheet number of the sheltering, temporary, or sustainable housing solution (from Appendix A, B, or C) being evaluated.

Each field will be used to quantify, where applicable, and assign a color corresponding to the factors described below.

- Operational Readiness: This refers to the status of the appropriate vehicle, such as a contract, and whether or not the vehicle is ready to execute. This may also include the availability of guidance, trained staff, COTRs/TMs, templates, SOW, etc.
- Housing Capacity: Total number of households an option can accommodate. Example: Less than 50 households = red; 51 – 100 households = yellow; over 100 households = green.
- Available Sources: Number of vendors and/or resources available to provide option. As recovery progresses, additional sources may become available.
- Implementation Timing: How quickly the option can be delivered or executed. Example: Over 1 month = red; 2 weeks – 1 month = yellow; less than 2 weeks = green.
- Duration: How long the option can be available. Example: 30 days = red; 6 months = yellow; more than 6 months = green.
- Risk: Factors that will need to be mitigated prior to implementation, such as political sensitivity, cost, reliability, safety, complexity, competing interests, etc.
- Limitations: Limiting factors to option implementation, such as infrastructure, land use, permitting, transportation, environmental, location, ownership, demographics, accessibility, etc.

Figure 6: Decision Support Matrix

This matrix is designed to assess the operational and implementation readiness of the options presented. This matrix is also found in Appendix H.

| Options | Operational Readiness | Housing Capacity | Available Sources | Implementation Timing | Duration | Risk | Limitations |
|---|-----------------------|------------------|-------------------|-----------------------|----------|------|-------------|
| APPENDIX A: SHELTERING OPTIONS | | | | | | | |
| A1. Pre-existing Shelter Facilities | | | | | | | |
| A2. Large Venue Sheltering | | | | | | | |
| A3. Soft-sided Survivor Support Camps | | | | | | | |
| A4. Social Services Shelters | | | | | | | |
| A5. Shelter in Place – Soft-sided Sheltering | | | | | | | |
| A6. Shelter in Place – Rapid Temporary Repairs | | | | | | | |
| A7. Soft-sided Single Household Support Camps | | | | | | | |
| A8. Hotel/Motel Funded by FEMA | | | | | | | |
| A9. Hotel/Motel – Reimbursed by FEMA | | | | | | | |
| A10. Retreats / Conference Centers | | | | | | | |
| A11. Dormitories / Group Quarters and Other Vacant Institutional Facilities | | | | | | | |
| A12. Cruise Ships and Other Recreational Vessels | | | | | | | |
| A13. “Flotels” Floating Hotels | | | | | | | |
| A14. Pop-up Soft-sided Trailers | | | | | | | |
| A15. Travel Trailers as Shelters | | | | | | | |
| A16. Recreational Vehicles as Shelters | | | | | | | |
| A17. Seasonal and Commercial Recreational Camps | | | | | | | |
| A18. Modified Vacant Buildings | | | | | | | |
| A19. Unused Government Facilities | | | | | | | |

| Options | Operational Readiness | Housing Capacity | Available Sources | Implementation Timing | Duration | Risk | Limitations |
|--|-----------------------|------------------|-------------------|-----------------------|----------|------|-------------|
| APPENDIX B: TEMPORARY HOUSING OPTIONS | | | | | | | |
| B1. Rental Units – FEMA Financial Rental Assistance | | | | | | | |
| B2. Rental Units – DHAP | | | | | | | |
| B3. Rental Units – Unused Federal Residential Properties, Some Requiring Repairs | | | | | | | |
| B4. Rental Units – Direct Leasing by FEMA | | | | | | | |
| B5. Rental Units – Multi Family Repair Program | | | | | | | |
| B6. Foreclosed Homes Requiring Limited Repairs | | | | | | | |
| B7. Host Family Support for Extended Stays | | | | | | | |
| B8. Residential Care Facilities | | | | | | | |
| B9. Temporary Housing Units in Inventory | | | | | | | |
| B10. Temporary Housing Units Off the Lot | | | | | | | |
| B11. Alternative Housing Units – Park Models | | | | | | | |
| B12. Alternative Housing Units – Modular Construction | | | | | | | |
| B13. Alternative Housing Units – Panelized Construction | | | | | | | |
| B14. Alternative Housing Units – Mississippi Cottages | | | | | | | |
| B15. Housing Barges | | | | | | | |
| B16. Limited FEMA Permanent Housing Construction Authority (Multi-family) | | | | | | | |

| Options | Operational Readiness | Housing Capacity | Available Sources | Implementation Timing | Duration | Risk | Limitations |
|---|-----------------------|------------------|-------------------|-----------------------|----------|------|-------------|
| APPENDIX C: SUSTAINABLE HOUSING OPTIONS | | | | | | | |
| C1. Damaged Dwelling – IHP Financial Repair/Replacement Assistance | | | | | | | |
| C2. Construction of Kit Homes with Voluntary Labor | | | | | | | |
| C3. Limited FEMA Permanent Housing Construction Authority (Single-family) | | | | | | | |
| APPENDIX D: FACT SHEETS | | | | | | | |
| D1. Voluntary Organizations | | | | | | | |
| D2. Department of Defense | | | | | | | |
| D3. Private Sector | | | | | | | |

5.3 Communications

When a disaster is imminent, FEMA will begin to re-emphasize the Zone Approach concept to internal components in order to prepare for possible implementation of the Catastrophic Housing Annex.

Simultaneously, FEMA External Affairs will re-emphasize these concepts to external partners, including other emergency management stakeholders, Congress, the media, and citizens in the projected impact areas.

When the decision has been made to implement the Annex, FEMA will direct its internal components to take necessary actions to deliver assistance as described in this Annex.

The FCO, the State, and Region (s) will announce the decision to implement the Annex publicly and begin working to manage expectations, assess options, and move disaster survivors from sheltering to appropriate temporary housing options by Zone as efficiently as possible.

Goals:

- Promote awareness, acceptance, and implementation of the Catastrophic Housing Annex concepts internally to the Office of Response and Recovery; Mission Support Bureau; Office of the Chief Procurement Officer; the Office of Disability Integration and Coordination; Regional Administrators; and field leadership.
- Promote awareness, acceptance, and implementation of the Catastrophic Housing Annex concepts externally to the affected State(s), communities, territories, and Tribes; Recovery Support Functions represented in the National Disaster Recovery Framework; and most importantly, disaster survivors.

Overarching Messages:

- The goal of the Catastrophic Housing Annex is to transition disaster survivors from shelters to temporary housing and/or sustainable housing as quickly as possible following a catastrophic hurricane by engaging the whole community in disaster recovery.
- The concepts and options found in the Annex focus on increasing capacity and adjusting timelines to improve efficiency.
- The Catastrophic Housing Annex complements the 2012 Federal Interagency Response Plan – Hurricane and provides a scalable, understandable approach to how the Federal government will support State, local, Tribal, and Territorial temporary housing needs.
- The Annex describes a paradigm shift for response and recovery operations. Emphasis of recovery support will initially be directed from the least impacted areas and progress inward toward the most heavily impacted area as accessibility allows. Recovery support to the most heavily impacted area will emphasize sheltering/temporary housing solutions

provided in locations outside of the impacted area, except for those activities that provide life-sustaining support to essential personnel.

- A Zone Approach will be used to prioritize areas where deviation from standard processes will be necessary in order to avoid rapid depletion of limited resources and ensure disaster survivors receive assistance as quickly as possible.
- Since resources are expected to be limited or non-existent within the most heavily impacted area (e.g. Zone 1), relocation will likely be essential to meet the needs of disaster survivors.
- Communities and States can support and plan for the effective return of households by communicating the status of recovery efforts and the availability of infrastructure, support services, and local businesses. This will ensure that individuals are coming back to a community that is ready to sustain their return.

The Communications Strategy is detailed in Appendix K.