

ANNEX 1:

Overview of Disaster Housing Programs for Federal, State, Tribal, and Local Government and Nongovernmental Organizations

Introduction

Disaster housing responsibilities, capabilities, and resources cross a diverse array of organizations that have varied missions and vested interests in providing disaster housing assistance. The variety of housing programs offered by different government and nongovernmental organizations (NGOs) presents planners with a significant challenge, as they need to maintain a broad knowledge base and quickly identify programs that are most appropriate for use following a major disaster. A program's applicability to a given disaster scenario can be assessed upon identification of its intended use, funding, population served, end state, agencies supported, activation requirements, and authorities. Nevertheless, there are many similarities among programs, and distinguishing characteristics are sometimes overlooked. Other challenges exist when planners attempt to estimate which short-term and long-term housing programs available will be both efficient and cost effective for the population being served. It is especially difficult to define, measure, and compare 'efficiency' and 'cost effectiveness' in the context of disaster housing, as there are a multitude of variables involved, such as region, demographics, and market conditions.

Lessons learned from Hurricane Katrina identify the need to provide planners with a comprehensive resource of government and nongovernment programs that can be utilized to provide disaster housing in times of major or catastrophic events. Previous disaster housing efforts could have benefited from a better understanding of valuable programs across the entire Federal government spectrum, as opposed to within merely one agency's authorities. This is important to note because one agency's programs may not be the best suited to meet some or all of the housing needs following a disaster. It is also important to consider that some programs can be made available without a major disaster declaration. Collectively raising the level of awareness concerning the broad range of available programs will strengthen the baseline capabilities of all stakeholders, who will be able to anticipate and meet disaster housing needs under an all-hazards approach for diverse populations.

By outlining the various housing programs available, each program's relative strengths and weaknesses, as well as the circumstances in which each program is most useful, can be directly compared and assessed. A number of other conclusions can also be drawn, especially with respect to program funding, efficiency, and cost effectiveness. For instance, in the aftermath of a disaster, it is likely that planners will choose a program, or a basket of programs, that offers the most appropriate solution available but is not the most efficient *and* cost-effective option. The planner may find that this solution is appropriate because it incorporates a reasonable balance of these key factors. In general, Federal disaster housing programs are most

effective when they complement the efforts of State and local governments, who are most familiar with the populations they serve. The Federal government plays an important role by providing funds, coordination, and technical support, but State and local governments will ultimately lead the effort and implement many of the recovery programs.

A broader understanding of the capabilities of each entity providing disaster housing assistance empowers planners to develop more effective disaster housing plans. This Annex aims to help planners quickly identify programs that are tailored to their communities and the incident for which their plan is developed. The purpose of this Annex is not to offer a “how to” guide for planners or a repository of “off the shelf” disaster housing plans. However, it should provide the building blocks for a disaster housing strategy, taking into account that most disasters require a unique approach consisting of multiple programs and activities that are well integrated to ensure seamless delivery of disaster housing assistance. Moreover, using a number of key considerations and measures, planners will be able to reasonably estimate which disaster housing programs are cost effective and efficient for the populations being served.

Purpose

In conjunction with sections 683(b)(1)-(3) of the Post-Katrina Emergency Management Reform Act (PKEMRA) Sections, FEMA is required to outline the most efficient and cost effective Federal programs that will best meet the short-term and long-term housing needs of individuals and households affected by a major disaster. The National Disaster Housing Strategy (NDHS) or the *Strategy* – Annex 1: “Overview of Disaster Housing Programs for Federal, State, Tribal, and Local Government and Nongovernmental Organizations” outlines programs from Federal agencies and NGOs that assist in providing post-disaster housing, and examines each program’s intended use, funding, efficiency, cost effectiveness, population served, end state, agencies supported, activation requirements, and authorities. This Annex will allow planners to quickly identify programs that are tailored to their communities and anticipate how and when the programs will be used.

Program Considerations

Each of the programs discussed in this Annex will be examined based on the factors outlined below. A standardized criterion ensures a level of consistency, as all programs will be described within the same parameters. Each program will be initially described in terms of its general functionality and purpose. If a program was not exclusively created for the purpose of disaster response, special attention will be paid to its components that are most applicable to the topic of this Annex. If a Federal agency does not offer any formal disaster-related housing programs that operate under legal authorities, the agency will be discussed with respect to its general support in the disaster housing response; however, the criteria below will not apply.

Intended Use

Intended use will specify the housing phase (sheltering, interim, permanent, or a combination) for which the program is intended. The label for each of these housing phases adheres to the

terminology used in the *Strategy*. The PKEMRA requirement, however, uses the terms ‘short-term’ and ‘long-term.’ Designating the housing phase for which a program is intended is important. Disaster victims can have very different needs along different points on their path back to permanent housing. Therefore, as planners and responders seek resources that can assist victims, it is useful to understand when the program should be utilized.

Program Funding

A program’s funding must fall into one of the three broad categories below. The extent to which a program can offer assistance in times of need is heavily determined by its level of funding. For programs that are not fully funded, planners may have to look for additional or alternative resources if disaster-related needs far exceed what one particular program can provide.

- **Funding Category 1.** The program is fully funded and should be able to be executed in a given disaster.
- **Funding Category 2.** The program is funded with a set annual budget and may or may not be able to meet size or frequency needs.
- **Funding Category 3.** The program is intermittently funded and may not be effective.

Efficiency

Efficiency is defined as a program’s ability to move individuals and households on a path towards permanent, sustainable housing. With time and resources held constant, the most efficient program will serve the greatest population. To measure the relative efficiency of one program versus another, efficiency must also take into consideration:

- Time from decision to program execution.
- Time spent in housing phase.
- Time spent from sheltering to a housing solution that is sustainable in the long term without government assistance.
- Number of inputs required to produce a desired output, if applicable.

Efficient programs tend to share one or more of the characteristics listed below. The extent to which programs assessed in this Annex align with these characteristics will highlight the program’s degree of efficiency.

- **Methods exist to forecast and model future disaster scenarios.** Calculated planning allows resources and funding to be quickly and sufficiently allocated once a disaster occurs.
- **Key personnel and infrastructure are strategically positioned throughout the nation.** To ensure program response is immediate, assistance must be within short reach of the most disaster prone regions.
- **Framework is scalable and takes an all hazards approach.** No two disasters are identical. Program organization should be flexible so that responses are timely and effective regardless of the type of disaster.

- **Process by which disaster-related provisions are activated requires few measures.** Unnecessary layers of approval delays an immediate response and limits assistance when it may be needed the most. For example, if a Presidential disaster declaration is needed to activate the program's disaster-related provisions, an efficient response will occur if this program can then immediately redirect its resources.
- **Cumbersome registration processes are automated.** If an applicant can quickly and conveniently input information once, and then have his information follow him throughout the recovery process, a greater portion of time and resources will be spent moving him towards permanent housing, and less will be spent on purely administrative processes.
- **Communication processes among stakeholders is streamlined and fosters collaboration.** Lines of communication must be open not only between a program and the population it serves, but also between the agency administering the program and other agencies it supports. Effective communication will reduce overlapping efforts and ensure that stakeholder responsibilities are delegated appropriately.
- **Program responsibilities and roles are explicitly defined and carried out.** If a program's role is clear within the portfolio of disaster housing options, stakeholders can then easily determine it's applicability for a given scenario and leverage its resources accordingly.
- **Necessary program authorities are already in place.** If legislation is required for additional program funding or broader authority, the immediate response may be inadequate.

Cost Effectiveness

Cost effectiveness is defined as the ratio of dollars spent compared to the number of individuals and households sheltered or housed. This takes into account how cost effective a program is for the entire duration of its work and for all audiences the program is intended to serve. When measuring the relative cost effectiveness of one program versus another, a cost-benefit analysis should also take into consideration:

- Human benefits, which are harder to quantify, such as comfort or satisfaction.
- The difference in economies of scale concerning large and small disasters.
- How quality standards affect cost effectiveness in both the short and long terms.
- The cost of program modifications to accommodate persons with special needs.

Cost effective programs tend to share one or more of the characteristics listed below. The extent to which programs assessed in this Annex align with these characteristics will highlight the program's degree of cost effectiveness.

- **Funding directly meets needs of disaster victims, while operational or administrative costs are minimal.** Funding must be productive, such that it directly facilitates the victim's progression from an immediate state of sheltering to permanent housing.
- **Existing government infrastructure is leveraged.** When government owned property is available and appropriate for disaster victims, it should be utilized before turning to more costly alternatives.

- **Revitalization of existing property is encouraged and undertaken when possible.** This will create a multiplier effect by creating more jobs and stimulating the local economy. Moreover, property values will improve and individuals will be more likely to stay in their communities.
- **Mitigation techniques are incorporated to reduce future liability.** If left unchecked, existing vulnerabilities in high risk areas will perpetuate costly rebuilding efforts in the long term.
- **Controls are in place to limit the duplication of benefits and fraud.** As program funds are limited, funding that is incorrectly distributed hurts the pool of deserving applicants who have not yet been served.
- **Funding is ultimately distributed by those who are most familiar with an affected region.** A program that does not take into account the unique characteristics of a community runs the risk of misallocating resources.
- **Housing solutions meet quality standards.** A program that strives for quality might be more costly in the short term, but adhering to these standards will ensure that properties not only remain safe for their residents but also able to withstand future storms.
- **Private contracts are appropriately awarded; government leverages buying power.** In the wake of a disaster, total program spending can be considerable. However, proper planning will ensure that contracts are awarded prudently, especially if there is strong private and public sector cooperation and knowledge sharing prior to a disaster.
- **Volunteer assistance is efficiently utilized.** Services offered through volunteer organizations will be maximized when its representatives work closely with public and private sector officials to contribute where help is needed the most.
- **Recipients contribute sweat equity.** Cost savings occur when program recipients contribute to the labor required to complete a project. Furthermore, in areas that are susceptible to decreasing populations in the aftermath of a disaster, sweat equity can ensure that a citizen maintains a strong affiliation to his community.

Population Served

This section describes individuals and households who are eligible to receive the provisions of the program and for whom the program was intended to serve. In the event funds are authorized by the Federal government and administered by other levels of government or nongovernment, the population served would be the end user or ultimate beneficiary. A program's population served may be as broad as any individual or household affected by the disaster within a declared area, or may be more narrowly designated as a particular demographic group, such as low-income individuals, the elderly, rural Americans, etc. Some items in this Annex do not have a fixed population served. In these instances, historical context is provided where possible in order to facilitate adapting these programs or actions on a case-by-case basis.

Program End State

The program end state is the most advanced phase or state of housing in which the program can place applicants. For instance, if a program designed to provide interim housing includes provisions for the transition of applicants into permanent housing, the end state would be permanent housing.

Supporting Agencies

This section lists agencies and organizations whose efforts are supported by or work in conjunction with a program's mission. As an example, there are HUD programs that provide housing to disaster victims who have registered for FEMA assistance. In this instance, the HUD program complements FEMA's efforts, and FEMA would be listed as a supporting agency.

Notification and Activation Procedures

This section describes the procedures and measures that must be undertaken in order to activate the program's disaster-related provisions. For example, many disaster housing programs are available when an area has been declared a major disaster area by the President. Other programs require additional mechanisms following a declaration, and some do not require any declaration.

Program Authorities

This section lists the regulations and authorities under which the program operates. For instance, much of the disaster assistance provided by FEMA is authorized under the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

PKEMRA Identified Organizations and Their Programs

A variety of PKEMRA identified organizations administer housing programs for those affected by disasters. While general responsibilities and roles of overarching entities were addressed earlier in this Annex, this section will focus on the key players within the Federal government and the NGO community and highlight formal programs meant to address the needs of individuals and households as well as other partners in the disaster housing mission.

After a disaster strikes a community, many government and local agencies are mobilized to support the response efforts to help households and businesses recover from the incident. When disaster-caused needs are beyond the personal resources of the affected individuals and households, they are encouraged to seek assistance from local and State resources. If the disaster is of a magnitude that requires external assistance, States can request a Presidential declaration. After a Presidentially declared disaster, Federal housing programs may be made

available to the survivors and the community to begin the recovery process. Individuals that have suffered damage to their dwellings are encouraged to apply for these programs.

One program will not mitigate all disaster-related challenges, and planners will have to rely on a variety of interdependent programs to create a comprehensive solution. In planning or recovery, the descriptions and criteria displayed under each program in this section will provide guidance as to the applicability of a program relative to a disaster type. Upon determination of relevancy, planners must also determine if options available will be efficient and cost effective.

Based on the multitude of variables involved in estimation, a broad evaluation of a program's efficiency and cost effectiveness will be most appropriate for the purpose of this Annex. The qualitative information sets a foundation for consideration, and quantitative data, when available, can support the planner's assessment. It is also important to consider that relative strengths and weaknesses are most germane when a comparison is drawn between similar programs. For instance, it would be especially challenging to rate one program against another if each served a different population or pertained to a different housing phase.

Programs selected for inclusion in this Annex will directly provide, or help to provide, sheltering, interim, or permanent housing for individuals or households affected by a major disaster. These programs help individuals and households return to their pre-disaster state of sustainable, self-sufficient housing. Housing programs that are not applicable to disaster relief are not generally included.

Not all programs cited in the Annex are codified in a standardized form. Where applicable, a historical synopsis of their use is provided as a primer for possible structures based on past experience. Furthermore, several items are not full programs; these are better described as modifications to ongoing programs that can facilitate disaster response and recovery. In both cases, questions of their intended use, funding, efficiency, cost effectiveness, population served, end state, agencies supported, activation requirements, and authorities have no standard answers. Historical context is provided to the greatest extent possible in order to address these questions on a case-by-case basis.

Agencies and organizations are listed in an order that is consistent with the PKEMRA authority. Programs under each agency or organization are listed in an order that is based on significance and applicability.

Department of Homeland Security, Federal Emergency Management Agency

When a disaster strikes that exceeds local, State, and tribal capabilities, the Federal Emergency Management Agency (FEMA) is responsible for mobilizing and integrating the full range of Federal capabilities to meet individual and community needs for housing assistance. The primary mission of FEMA is to reduce the loss of life and property and protect the Nation from all hazards by leading and supporting the Nation in a risk-based, comprehensive emergency management system of preparedness, protection, response, recovery, and mitigation. FEMA dedicates a number of its resources to disaster preparation, helping individuals and households determine their risk, plan for emergencies, and ultimately reduce future loss of life and property. It serves as the lead Federal agency for emergency management, coordinating response and recovery with the State under the authority of the Stafford Act. This flexible and

robust authority ensures that FEMA is able to lead the Federal component of a unified Federal and State response. FEMA serves as the integrator of strategies and the coordinator of service delivery. It coordinates Federal sheltering assistance, partners with HUD to provide interim housing assistance, and supports HUD's role in permanent housing.

- **Section 403 Essential Assistance.** FEMA coordinates and leads Federal resources, as requested and authorized, to support State, local, tribal government and NGOs by providing assistance for emergency shelters, mass care, and emergency assistance in recovering from disasters. Funds are allocated from the Disaster Relief Fund for States to provide shelters in a designated emergency; individuals receive assistance directly from the State or through a State fund mechanism. Examples of shelters used include traditional congregate shelters, special events and conference centers, hotels and motels, tents, railroad cars, shipping containers, and cruise ships. Additionally, Section 403 authorizes FEMA's Transitional Sheltering Assistance (TSA), which provides lodging for disaster victims by paying hotels and motels directly for rooms to be used by pre-qualified individuals from designated disaster areas. Please reference Annex 7 for full details of sheltering assistance as authorized by the Stafford Act.
 - **Intended Use.** This program is intended to support and augment State and local sheltering resources for the affected population.
 - **Program Funding.** Category 1. The program is fully funded through the Disaster Relief Fund and should be able to be executed in a given disaster. By statute, the Federal share may not be less than 75 percent of the eligible costs.
 - **Efficiency.** Shelters can be opened before a notice event or immediately after a "no-notice" event. The most efficient response is provided when shelters are selected before the disaster occurs.
 - **Cost Effectiveness.** Nongovernmental organizations provide the most cost effective resource because the trained staff is comprised of volunteers, food commodities are provided by the USDA and are therefore free to the State, and equipment and other costs are typically covered by donations. Facilities used by NGOs include public buildings such as schools, community centers, and churches that have minimum to no rental costs. Governmental organizations incur expenses on factors such as staff, equipment, insurance, training, commodities, and contracts.
 - **Population Served.** Individuals via State and local government reimbursements in declared areas. This also includes persons with special needs, medical needs, disabilities, and households with pets. Assistance under this program is available to a broad population and not subject to eligibility or demographic restrictions.
 - **Program End State.** General population sheltering will be provided for disaster victims, many of whom will have continuing need for interim and permanent housing.
 - **Supporting Agencies.** USDA, State, local, and tribal governments, and NGOs.
 - **Notification and Activation Procedures.** Federal reimbursement for emergency sheltering is only available to States when the President declares an emergency or a major disaster.

- **Program Authorities.** **Section 403 of the** Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5170b), Public Law 93-288, 42 U.S.C. 5121 et seq.; Executive Order 12148; Reorganization Plan No. 3, 1978.
- **Further Information.** <http://www.fema.gov/about/stafact.shtm>

Section 408 Federal Assistance to Individuals and Households - Housing Assistance

Provision. Section 408 of the Stafford Act authorizes FEMA to assist affected individuals and households within Presidentially declared counties and/or parishes to address disaster-related housing and other necessary expenses that cannot be met through other forms of disaster assistance, insurance, or through other means. Four types of housing assistance are provided under Section 408 of the Stafford Act. To begin, temporary housing assistance is provided, either financially, through the provision of funds which allow disaster victims to rent a housing unit, or directly, where disaster victims are provided with rental properties acquired by government purchase or lease. FEMA may also provide financial assistance for the repair of owner-occupied primary residences that sustained damage by a major disaster. This is intended to return the primary residence to a safe, sanitary, and functional condition, not to the pre-disaster condition. FEMA may additionally provide financial assistance for the replacement of owner occupied primary residences destroyed by a major disaster. Finally, financial or direct assistance to individuals or households may be provided to construct permanent or semi-permanent housing. Please reference Annex 7 for full details regarding this assistance, including eligibility requirements and application procedures.

- **Intended Use.** This program is primarily intended for interim housing with some sheltering and permanent housing applications.
- **Program Funding.** Funding Category 1. The program is fully funded and should be able to be executed in a given disaster. Funds are allocated from the President's Disaster Relief Fund for use in a Presidentially declared emergency or major disaster area that is designated for Individual Assistance. The housing provision of the Individuals and Households Program is 100 percent Federally funded.
- **Efficiency.** Section 408 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5174) programs are especially efficient when key personnel and infrastructure are strategically positioned and ready for deployment. Following a major disaster declaration designated for Individual Assistance, temporary housing, replacement, and repair assistance will be automatically available to eligible applicants. Individuals and households may apply for assistance via telephone, internet, or in-person and their information follows them through the recovery process. In general, the level of efficiency regarding Section 408 rental assistance is highly dependent on the availability of housing stock within the area.

Direct assistance is less efficient because it requires an additional activation mechanism. The State, in coordination with the State-Led Housing Solutions Task Force, must submit a formal request to the FEMA Administrator. Direct assistance will be provided in areas subject to extreme resource scarcity; however, any property associated with a Special Flood Hazard Area (SFHA) presents numerous challenges.

Program efficiency is further enhanced as methods are applied to forecast and model program needs and capabilities, given decades of historical data.

- **Cost Effectiveness.** Section 408 programs are cost effective when funds are paid directly to applicants, or in some cases housing providers, with significant controls in place to limit duplication of benefits and fraud. Contracts for inspection services that play a key role in determining eligibility are competitively awarded and in place for activation as disaster activity requires. Contracts are also competitively awarded for the production of temporary housing units, which are provided to applicants under the direct assistance provision, and for technical assistance and operational support to the program.

The direct assistance provisions of Section 408 are considerably less cost effective than others due to the operational costs associated with purchasing, storing, installing, maintaining, and deactivating temporary housing units.

- **Population Served.** Section 408 offers assistance to eligible individuals and households whose primary residences are located in a Presidentially declared major disaster area where Individual Assistance is designated.
- **Program End State.** Though not the program's primary intention, residents who wish to remain in FEMA-provided temporary housing units longer than the 18-month period, would be tenants in permanent housing.
- **Supporting Agencies.** Small Business Administration (SBA) and State governments.
- **Notification and Activation Procedures.** The Housing Provision of IHP is available when the President declares a major disaster and designates Individual Assistance for a specific county/parish. All Presidential disaster declarations are published in the Federal Register. Once declared, individuals and households can apply for assistance with FEMA via a toll-free number, online, or by visiting a disaster recovery center.
- **Program Authorities.** Section 408 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended; 44 CFR 206.110-117.
- **Further Information.** http://www.fema.gov/media/fact_sheets/individual-assistance.shtm
- **National Flood Insurance Program (NFIP).** This program enables individuals to purchase insurance against losses from physical damage or loss of buildings and/or contents. The NFIP makes Federally backed flood insurance available to homeowners, renters, and business owners in these communities. Flood insurance is designed to provide an alternative to disaster assistance to reduce the escalating costs of repairing damage to buildings and their contents caused by floods, mudflow, or flood-related erosion. In addition to providing flood insurance and reducing flood damages through floodplain management regulations, the NFIP identifies and maps the Nation's floodplains. Mapping flood hazards creates broad-based awareness of the flood hazards and provides the data needed for floodplain management programs and to actuarially rate new construction for flood insurance.
 - **Intended Use.** The program is proactive in nature and not applicable to the three stages of post-disaster recovery – sheltering, interim housing, and permanent housing.

- **Program Funding.** Funding Category 1. The program is fully funded and should be able to be executed in a given disaster. It is funded by policyholders and is backed by the Federal government.
- **Efficiency.** The program's overall level of efficiency is contingent upon the accuracy of its methods to determine premium targets. NFIP aims to be self-supporting, paying losses and operating expenses out of policyholder premiums. Successfully managing risk allows resources and funding to be quickly and sufficiently allocated when a disaster occurs. However, calculating appropriate premium targets is a challenging task in dealing with high-severity, low-frequency events such as floods, hurricanes, and earthquakes, which do not lend themselves to traditional actuarial pricing techniques. Results vary dramatically from year to year and average results have little predictive value even when gathered over a long period of time. For example, the NFIP has paid more in flood losses from the single event of Hurricane Katrina than it has paid for all other events since its inception in 1968.

In the past, the NFIP has used the historical average loss year as a benchmark. However, the 2005 Gulf Coast hurricanes were so destructive that its losses would have distorted the data used to determine future benchmarks. In recent rate reviews, NFIP has opted for an interim benchmark that gives a special weight to the 2005 results, attempting to reflect these events without allowing them to overwhelm the pre-Katrina experience of the program. The NFIP and its contracted partner are currently in the process of determining a new, suitable benchmark that appropriately reflects Katrina and other potential large events.

- **Cost Effectiveness.** One of the NFIP's primary objectives is to guide development away from high flood risk areas. NFIP regulations minimize the damage of structures built in a Special Flood Hazard Area (SFHA) by requiring them not to cause obstructions to the natural flow of floodwaters. Also, as a condition of community participation in the NFIP, those structures built within SFHAs must adhere to strict floodplain management regulations enforced by the community. Furthermore, the Coastal Barrier Resources Act (CBRA) of 1982 relies on the NFIP to discourage building in fragile coastal areas by prohibiting the sale of flood insurance in designated CBRA areas. While the NFIP does not prohibit property owners from building in these areas, any Federal financial assistance, including Federally backed flood insurance, is prohibited.

The NFIP will be sustainable and self-supporting if losses and operating expenses are offset by premiums. FEMA determines a target level premium as part of its annual rate review. For periods when losses exceed the accumulated surplus, the NFIP has borrowing authority with the U.S. Treasury that can be drawn upon in order to pay those losses. However, given current annual revenue, it is unlikely that the National Flood Insurance Fund will be able to meet future interest payments on its rising debt, and therefore increases in NFIP's borrowing authority will be necessary.

As for the individual, the premium for an NFIP policy, averaging \$520 a year in 2008, can be less expensive than the monthly payments on a Federal disaster loan. In an effort to increase the number of insured properties and thus limit future Federal payments to the

uninsured, an individual who is uninsured and receives Federal disaster assistance after a flood must purchase flood insurance to remain eligible for future disaster relief.

- **Population Served.** Homeowners, renters, and business owners.
- **Program End State.** Payments provided through insurance claims can help victims return to permanent housing.
- **Supporting Agencies.** States and private sector.
- **Notification and Activation Procedures.** This program is continually active.
- **Program Authorities.** National Flood Insurance Act of 1968, 42 U.S.C. 4001 et seq.
- **Further Information.** <http://www.fema.gov/business/nfip/>.
- **Hazard Mitigation Grant Program (HMGP).** This program takes a percentage of the Federal money spent on recovering from a disaster and uses it for projects that reduce future risk. Grants are provided to States and local governments, who implement long-term hazard mitigation measures that will reduce the loss of life and property due to natural disasters. By law, FEMA can contribute 15 or 20 percent of a disaster's cost to this grant program. How this money is used is up to the State, which will prioritize mitigation programs with input from local communities. After Hurricanes Katrina and Rita, FEMA, the Louisiana Recovery Authority, and the Governor's Office of Homeland Security and Emergency Preparedness announced HMGP funding to elevate or reconstruct approximately 600 flood-prone properties throughout the State of Louisiana.
 - **Intended Use.** The program is proactive in nature and not applicable to the three stages of post-disaster recovery – sheltering, interim housing, and permanent housing.
 - **Program Funding.** Funding Category 3. This program is intermittently funded. As noted above, funds are limited to a percentage of a disaster's cost and may not fully mitigate future disaster-related damage.
 - **Efficiency.** Efficient implementation of the HMGP is derived from the State and local hazard mitigation plans that must be submitted and approved by FEMA prior to receiving a grant or subgrant. These plans, which are based on public participation, must identify the hazards and risks to the built environment, which serve as the justification for the specific mitigation projects funded by the program. These plans must also contain a work plan outlining the responsible organization(s) and staff that will carry out the HMGP projects. Planning in the pre-disaster period provides the framework on which post-disaster actions are carried out, resulting in faster delivery of assistance.
 - **Cost Effectiveness.** A Congressionally-mandated study conducted for FEMA revealed that mitigation saves society an average of \$4 for every dollar spent. Such defensive, preventative mitigation measures learned and implemented by Louisianans will contribute to a national floodplain management plan that saves taxpayers an estimated \$1.1 billion per year by preventing flood damages.

- **Population Served.** States and communities, as well as individuals in some cases via local or tribal governments. Additionally, residents and property owners in the affected community may be eligible, in the event States can insure municipal structures.
- **Program End State.** Not applicable.
- **Supporting Agencies.** States.
- **Notification and Activation Procedures.** This program is activated after a Presidential-declaration of a major disaster or emergency under the Stafford Act, designated for hazard mitigation assistance. Homeowners do not apply to FEMA for assistance; an application is prepared by local officials with input from the community. The State receives and reviews the application and submits those deemed appropriate to FEMA for review and approval. FEMA reviews the applications to ensure they follow the program rules, are environmentally sound, and are a cost-effective use of funds.
- **Program Authorities.** Robert T. Stafford Disaster Relief and Emergency Assistance Act, Section 404, 42 U.S.C. 5170c.
- **Further Information.** <http://www.fema.gov/government/grant/hmgp/>.
- **Cora C. Brown Fund.** This Fund was made possible by a bequest of funds from the late Cora C. Brown of Kansas City, Missouri, who left a portion of her estate to the United States for helping victims of natural disasters not caused by or attributed to war. Money from this fund may only be used to provide for disaster-related needs that have not been and will not be met by other assistance programs or insurance. The fund is not intended to replace or supersede these programs.
 - **Intended Use.** Funds may be used to assist disaster victims with remaining unmet disaster-related needs associated with any phase of housing.
 - **Program Funding.** Funding Category 2. The program is funded with a set annual budget and may or may not be able to meet size or frequency needs. The fund is limited to the initial endowment plus accrued interest, and this assistance program will cease when the fund is used up.
 - **Efficiency.** The Cora Brown Fund is a source of funds for disaster-related unmet needs that may not be considered efficient in that it does not serve a large population at one time. In fact, it is focused on meeting individual's disaster-related unmet needs that cannot be met in any other manner. However, because it is a rare program that is available to assist extreme hardship cases it is efficient in that it does move these clients on to a path towards permanent sustainable housing albeit one client at a time.
 - **Cost Effectiveness.** The Cora Brown Fund is a cost effective program that is based on a free donated source of financial assistance to meet verified unmet needs of disaster affected clients. Internal controls that govern the application process are standard practices that can be readily applied to a case producing verifiable results and include minimal operational or administrative costs. These internal controls include the identification of disaster-related unmet needs and the review for duplication of benefits

through the long term recovery committee and FEMA client information verification processes.

- **Population Served.** Individuals and households affected by a Presidentially declared disaster in need of disaster-related home repair and rebuilding, disaster-related unmet needs, and other services which alleviate human suffering and promote the well being of disaster victims.
- **Program End State.** Permanent housing.
- **Supporting Agencies.** None.
- **Notification and Activation Procedures.** The Cora Brown Fund is only available when the President declares that a major disaster or emergency exists under the Act. Applicants must live in areas designated as eligible for Federal disaster assistance through notice in the Federal Register. Activation will be at the discretion of the Assistant Associate Director, Office of Disaster Assistance Programs, FEMA.
- **Program Authorities.** Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended, 42 U.S.C. 5121 et seq.
- **Further Information.** <http://www.federalgrantswire.com/cora-brown-fund.html>.

Department of Housing and Urban Development

The Department of Housing and Urban Development (HUD) is responsible for offering disaster housing assistance using flexibilities allowed under its existing multi-family and single-family housing programs and through its disaster housing programs. It is the Federal expert on providing permanent housing assistance for low-income families and is uniquely positioned to assist those affected by a disaster. HUD's overall mission is to increase homeownership, support community development, and increase access to affordable housing free from discrimination. Immediately after a disaster, HUD will survey the entire HUD-assisted inventory to assess the availability of vacant units and vouchers for temporary housing for displaced families. It will also provide guidance to HUD field offices, owners, agents, and residents in multi-family housing regarding any established policies.

HUD's national network of Public Housing Agencies (PHAs) provide over a million units of subsidized housing and approximately two million housing vouchers to low-income families. Through this network, additional Federal funds can be funneled through PHAs who assist disaster-affected families. The PHA network gives HUD the ability to efficiently mobilize a housing response to large-scale disasters. Moreover, using flexibilities allowed under its existing authorities, HUD can provide waivers to facilitate the provision of temporary housing assistance. For example, it can provide PHAs with additional time to submit tenant verification, flexibilities in assessments and cost limitations, and waivers to increase the flexibility of existing grant programs.

Through its Federal Housing Administration (FHA), mortgage insurance is provided on loans made by FHA-approved lenders through the United States and its territories. It protects lenders

against losses as a result of homeowners defaulting on their mortgage loans, thus encouraging lenders to make mortgage credit available to borrowers who would not otherwise qualify for conventional loans on affordable terms. In response to major disasters, HUD may instruct servicers to temporarily halt foreclosure on homes with FHA-insured mortgages and explore all available loss mitigation options. The foreclosure relief provides servicers with additional time to confirm the mortgagor's intention and ability to repair the home, resume regular mortgage payments, and retain ownership.

As a sister agency to the FHA, the Government National Mortgage Association, or Ginnie Mae, is a U.S. government-owned corporation within HUD that provides guarantees on mortgage-backed securities backed by Federally insured or guaranteed loans. After a major disaster, it issues a memo, encouraging single-family, manufactured housing, and multi-family Ginnie Mae issuers to provide forbearance to mortgagors in areas affected by a Presidential disaster declaration.

- **Community Development Block Grants (CDBG) for Disaster Recovery Assistance.** HUD's CDBG program funds local community development activities such as affordable housing, economic revitalization, public services, and infrastructure restoration. CDBG funds are allocated to more than 1,200 local and State governments on a formula basis. The CDBG framework is often utilized as a distribution mechanism for disaster recovery funds made available by Congressional supplemental appropriations. These flexible grants help cities, counties, and States recover from Presidentially declared disasters. Because the Federal government provides disaster relief primarily through FEMA to meet emergency, short-term recovery needs, the most appropriate use of CDBG funds is generally for longer term needs such as economic redevelopment of affected areas.

Congress may appropriate emergency supplemental funding for the CDBG program as disaster recovery grants to rebuild the affected areas and bring crucial seed money to stimulate the recovery process. CDBG Disaster Recovery grants have the capacity to fund a broader range of recovery activities than most other Federal programs, and thus help communities and neighborhoods that might not otherwise recover due to limits on other resources.

Alternatively, communities may elect to reprogram previously awarded grants and use their CDBG funds for emergency short-term assistance, assuming such activities are not funded by FEMA or SBA. HUD may offer assistance by expediting grant awards for grantees that have approaching program start dates, permitting grantees to change their program start dates to an earlier date, or waiving regulatory and statutory program requirements to increase the flexibility of the funds.

As a provision of the CDBG program, Section 108 Loan Guarantees offer another source of assistance for the redevelopment of affected areas. This allows communities to borrow up to five times their most recent CDBG allocation in Federally guaranteed loans large enough to pursue physical and economic revitalization projects that can renew entire neighborhoods. Such public investment is often needed to inspire private economic activity, providing the initial resources or simply the confidence that private firms and individuals may need to invest in distressed areas. Section 108 loans are not risk-free, however; local governments borrowing funds guaranteed by Section 108 must pledge their current and future CDBG allocations to cover the loan amount as security for the loan.

- **Intended Use.** Permanent housing and other community development and economic revitalization activities.
- **Program Funding.** Funding Category 3. The program is intermittently funded specifically after disasters and may not be effective without additional or supplemental funding. While States, entitled cities, and urban counties receive annual CDBG allocations, that they may choose to use for disaster recovery, additional funding for disaster recovery is available only from supplemental appropriations. HUD determines the amount of each regular CDBG annual grant by using a statutory formula comprised of several measures of community need, including the extent of poverty, population, housing overcrowding, age of housing, and population growth lag in relationship to other metropolitan areas. CDBG Disaster Recovery Assistance is allocated based on measures of unmet recovery needs and other factors that may be indicated by appropriations statutes. States may carry out activities directly or distribute funds to units of local government.
- **Efficiency.** Grantees may designate funds from existing or future grants to address damage in a Presidentially declared disaster area; additionally, they may request the Secretary to suspend provisions of law or regulation for the purpose of making funds available for such activities. According to HUD, submitting disaster suspension requests directly to HUD field offices, as opposed to headquarters, will expedite the forwarding of reviews and recommendations regarding such requests. Utilizing an existing grant distribution program is far more efficient than creating a separate entity that would duplicate existing efforts to evaluate recipients and distribute funds.
- **Cost Effectiveness.** The existing CDBG framework supports activities that benefit low- and moderate-income people, the prevention or elimination of slums or blight, or other community development activities to address an urgent threat to health or safety for which other funding is not available. Block grants are designed to offer recipients flexibility in their use. This characteristic may be effective particularly in disaster area. The CDBG program receives continual oversight at the Federal level.
- **Population Served.** States, and in some appropriations, entitlement communities, within Presidentially declared disaster areas are the direct recipients of the funds. States and entitlement communities must spend at least 70 percent of their funds for activities that benefit low- and moderate-income persons; however, HUD may be able to extend the length of time that the recipient has to meet this requirement if needed to accommodate emergency activities that would not principally benefit such persons. Otherwise, HUD may modify this requirement.
- **Program End State.** Permanent housing.
- **Supporting Agencies.** FEMA and SBA.
- **Notification and Activation Procedures.** Supplemental appropriations to the CDBG program for disaster recovery are made by Congress. A Presidential disaster declaration is usually followed by an evaluation by Congress of disaster response and recovery needs. Supplemental funds may then be appropriated to HUD for allocation. HUD notifies Congress and potential recipients of the allocations, and invites submission of action plans describing the proposed use of funds. Alternatively, with respect to the

reprogramming of existing CDBG funds for use in a disaster recovery environment, grantees should evaluate their current CDBG allocations and communicate their requests for reprogramming to HUD.

- **Program Authorities.** 42 U.S.C. 5301 et seq., Title I of the Housing and Community Development Act of 1974, as amended; P.L. 109-148, the Department of Defense, Emergency Supplemental Appropriation to Address Hurricanes in the Gulf of Mexico, and Pandemic Influenza Act, 2006; P.L. 109-234, Emergency Supplemental Appropriations Act for Defense, The Global War on Terror, and Hurricane Recovery, 2006; P.L. 110-116, Further Continuing Appropriations, 2008, P.L. 110-252, Supplemental Appropriations Act, 2008, P.L. 110-329, Consolidated Security, Disaster Assistance, and Continuing Appropriations Act, 2009, and other supplemental appropriations.
- **Further Information.** <http://www.hud.gov/offices/cpd/communitydevelopment/programs/>.
- **HOME Investment Partnerships Program.** This program provides formula grants to States and localities to fund a wide range of activities that build, buy, and/or rehabilitate affordable housing or provide direct rental assistance to low-income people. The objectives are to offer decent affordable housing to lower-income households, expand the capacity of non-profit housing providers, strengthen the ability of State and local governments to provide affordable housing, and leverage private-sector participation. Much like CDBG funds, HUD may suspend a number of HOME regulatory requirements to facilitate the use of HOME funds for disaster recovery.

In addition, the American Dream Downpayment Initiative (ADDI) provides funds that are administered under this program. ADDI aims to increase the homeownership rate, especially among lower-income and minority households, and to revitalize and stabilize communities. ADDI will help first time homebuyers with the biggest hurdles to homeownership, including down payment and closing costs.

- **Intended Use.** Permanent housing.
- **Program Funding.** Funding Category 2. The program is funded with a set annual budget and may or may not be able to meet size or frequency needs. HOME funds are awarded annually as formula grants to participating jurisdictions. HUD establishes HOME Investment Trust Funds for each grantee, providing a line of credit that the jurisdiction may draw upon as needed. When a primary jurisdiction accepts HOME funds, it must incur a 25 percent matching obligation for HOME funds it expends. Additionally, 15 percent of the funds expended by primary jurisdictions must benefit activities for housing owned, developed, or sponsored by community housing development organizations.
- **Efficiency.** Similar to CDBG funds, the use of an existing grantee base and funds distribution framework is the most efficient method for delivering disaster recovery funding. The local reprogramming of funds on hand (or relaxing statutory/regulatory requirements relaxed) to **repair or replace** housing for *low-income households* damaged in a disaster can be **accomplished more readily** than **having to develop new sources of funding, associated rules, and the processing of awards.**

- **Cost Effectiveness.** The HOME program is a well-established mechanism for constructing or rehabilitating affordable rental housing and for providing Tenant-Based Rental Assistance to low-income households. The program is subject to routine oversight by Congress. Specifically, the authority available to states and localities under HOME to reprogram funds on hand to support housing for low-income households impacted by disaster is far more cost-effective than having to replicate that funding. HUD will assess program accomplishments using certain measures, including:
 - Total years of affordability provided for low-income households residing in units produced from the investment of HOME funds;
 - Number of low-income households that have purchased homes through the HOME or the American Dream Downpayment Assistance Initiative, a set-aside under HOME;
 - Number of newly constructed or rehabilitated rental units for low-income households; and
 - Number of existing low-income homeowner units rehabilitated.
- **Population Served.** The eligibility of households for HOME assistance varies with the nature of the funded activity. For rental housing and rental assistance, at least 90 percent of benefiting families must have incomes that are no more than 60 percent of the HUD-adjusted median family income for the area. In rental projects with five or more assisted units, at least 20% of the units must be occupied by families with incomes that do not exceed 50% of the HUD-adjusted median.
- **Program End State.** Permanent housing.
- **Supporting Agencies.** None.
- **Notification and Activation Procedures.** The HOME Investment Partnerships Program is a standing program. As with the reprogramming of CDBG funds and relaxation of statutory and regulatory requirements for use in a disaster recovery environment, States should evaluate their current allocations and communicate their requests for reprogramming to HUD for consideration.
- **Program Authorities.** HOME is authorized under Title II of the Cranston-Gonzalez National Affordable Housing Act, as amended. Program regulations are at 24 CFR Part 92.
- **Further Information.** <http://www.hud.gov/offices/cpd/affordablehousing/programs/home/>
- **Reprogramming of Public Housing Funds.** Public Housing Authorities may, with HUD approval, reprogram Public Housing Capital Funds to address damage to public housing property caused by the disaster. The funds help public housing agencies (PHAs) correct physical, management, or operating deficiencies and keep units in the housing stock safe and desirable homes for low-income families.
 - **Intended Use.** Permanent housing.
 - **Program Funding.** Funding Category 2. These programs are funded with a set annual budget and may or may not be able to meet size or frequency needs.

- **Efficiency.** As is the case with the reprogramming of CDBG and HOME funds, the aforementioned benefits in those programs apply here as well. This item does not represent a free-standing disaster program, but rather a reconfiguration of pre-allocated resources. Questions of efficiency with this measure are routinely addressed as part of its ongoing operations.
- **Cost Effectiveness.** As this is a reprogramming of funds, there is no need for supplemental funding from HUD or Congress. Redirecting or modifying existing funding is a cost-effective and expedient method to deliver aid to a community. The cost effectiveness of the Capital Fund program is subject to oversight at the Congressional level. Specific measures of cost effectiveness include:
 - Incidence of program errors and improper payments in HUD's rental housing assistance programs.
 - Decrease in the proportion of active participants who have been in HUD's housing assistance programs for longer than a given period of time.
 - The annual Federal cost of public housing per occupied unit remains less than the Federal cost of voucher per occupied unit.
 - Increase in the proportion of those who graduate from HUD's public housing and Housing Choice Voucher (HCV) programs.
- **Population Served.** Capital funds are used to make improvements that benefit public housing residents, who are predominantly families and elderly persons with incomes below 50 percent of the HUD-adjusted median income in their area.
- **Program End State.** Permanent housing.
- **Supporting Agencies.** None.
- **Notification and Activation Procedures.** The reprogramming of PHA funds must be determined on a case-by-case basis, and Public Housing Authorities interested in utilizing this tool as a component of disaster response and recovery must coordinate with HUD to determine its potential relevance in a given disaster area. There is no standard template, as it is not a formal program; however, it is an action that HUD may take to financially facilitate disaster recovery.
- **Program Authorities.** The Capital Fund is authorized under the Housing Act of 1937, as amended (42. U.S.C. 1437g(d)). It is regulated by 24 CFR Parts 905 and 968.
- **Further Information.** http://www.hud.gov/info/disasterresources_dev.cfm.
- **FHA Mortgage Insurance for Disaster Victims – Section 203(h).** HUD's Section 203(h) program provides FHA insurance to disaster victims who have lost their homes and are facing the daunting task of rebuilding or buying another home. Borrowers are eligible for 100 percent financing. This program provides mortgage insurance to protect lenders against the risk of default on mortgages to qualified disaster victims. Insured mortgages may be used to finance the purchase or reconstruction of a one-family home that will be the principal residence of the homeowner.

- **Intended Use.** Permanent housing.
- **Program Funding.** Funding Category 1. The program is fully funded and should be able to be executed in a given disaster. FHA mortgage insurance is not free to borrowers, however. Mortgagees collect from the borrowers an upfront insurance premium (which may be financed) at the time of purchase, as well as monthly premiums that are not financed, but instead are added to the regular mortgage payment.
- **Efficiency.** As a standing disaster insurance program with broad application for disaster-impacted housing, the program requirements allow HUD to efficiently address a need to protect against defaults on impacted assets. Qualification requirements are easy to assess, and it averts the need for lenders to contend with property-by-property issues of mortgage security. Provisions of the Section 203(h) program ensure efficiency by outlining program requirements that support disaster victims but also protect lenders.
- **Cost Effectiveness.** FHA programs can be extremely beneficial as a means to increase homeownership among moderate-income families and offer a cushioning effect for local housing markets in times of rising interest rates, downturns in the economy, or post-disaster recovery. Without the cost advantage FHA derives from the Federal guarantee, it is unlikely that private mortgage insurance providers would be interested in insuring the types of loans currently insured by FHA. Nevertheless, overall program costs will be driven by the effectiveness of FHA's underwriting policies. More conservative guidelines will undoubtedly decrease the risk of default, though guidelines that are too conservative defeat the purpose of the program, and thus underwriters must operate with a proper balance in mind. Factors associated with higher default and loss rates may include increases in the front-end ratio, which indicates what portion of an individual's income is used to make mortgage payments, the note rate, and the loan to value ratio, which weighs the mortgage amount against the appraised value of the property.
- **Population Served.** Individuals whose homes are located in the Presidentially declared area and were destroyed or damaged to such an extent that reconstruction or replacement is necessary.
- **Program End State.** Permanent housing.
- **Supporting Agencies.** FHA-approved lending institutions, such as banks, mortgage companies, and savings and loan associations.
- **Notification and Activation Procedures.** Anyone whose home has been destroyed or severely damaged in a Presidentially declared disaster area is eligible to apply for mortgage insurance under this program. A borrower's application for mortgage insurance must be submitted to the lender within one year of the President's declaration of the disaster. Applications are made through an FHA-approved lending institution, which make their requests through a provision known as "Direct Endorsement," authorizing them to consider applications without submitting paperwork to HUD. Mortgage insurance processing and administration for this and other FHA single-family mortgage insurance products are handled through HUD's Homeownership Centers.
- **Program Authorities.** Section 203, National Housing Act (12 U.S.C. 1709, 1715(b)).

- **Further Information.** <http://www.hud.gov/offices/hsg/sfh/ins/203h-dft.cfm>.
- **FHA Rehabilitation Mortgage Insurance – Section 203(k).** HUD's Section 203(k) loan program helps those who have lost their homes by insuring a single, long-term, fixed or adjustable rate loan that can cover both the acquisition and rehabilitation of a property that is at least a year old. Section 203(k) is one of many FHA programs that insure mortgage loans, and thus encourage lenders to make mortgage credit available to borrowers who would not otherwise qualify for conventional loans on affordable terms. It can be a valuable tool for promoting the revitalization of a community after a disaster occurs.
 - **Intended Use.** Permanent housing.
 - **Program Funding.** Funding Category 1. The program is fully funded and should be able to be executed in a given disaster. The cost of the rehabilitation must be at least \$5,000, but the total value of the property must still fall within the FHA mortgage limit for the area.
 - **Efficiency.** When a homebuyer wants to purchase a house in need of repair or modernization, the homebuyer usually has to obtain financing first to purchase the dwelling, additional financing to do the rehabilitation construction, and a permanent mortgage when the work is completed to pay off the interim loans with a permanent mortgage. Often the interim financing (the acquisition and construction loans) involves relatively high interest rates and relatively short amortization periods. The Section 203(k) program was designed to address this situation. The borrower can get one mortgage loan at a long-term fixed (or adjustable) rate to finance both the acquisition and the rehabilitation of the property. To provide funds for the rehabilitation, the mortgage amount is based on the projected value of the property when the work is completed, taking into account the cost of the work.
 - **Cost Effectiveness.** This program encourages the rehabilitation of existing damaged structures rather than the construction of new properties. Reclamation of damaged materials and resources is a cost-effective method for restoring communities as compared to complete demolition and reconstruction. The standard 203(k) program also supports the elimination of health and safety hazards and calls for cost-effective energy improvements to the existing structure.
 - **Population Served.** All persons who can make the monthly mortgage payments are eligible to apply. Cooperative units are not eligible; individual condominium units may be insured if they are in projects that have been approved by FHA or the Department of Veterans Affairs, or meet certain Fannie Mae guidelines.
 - **Program End State.** Permanent housing.
 - **Supporting Agencies.** FHA approved lending institutions, which include many banks, savings and loan associations, and mortgage companies.

- **Notification and Activation Procedures.** Applicants follow the standard application procedure for Section 203 (k) mortgage insurance. No other activation or notification must take place for this program to apply to a disaster recovery environment.
- **Program Authorities.** Section 101(c) (1) of the Housing and Community Development Amendments of 1978 (P.L. 95557) amends Section 203(k) of the National Housing Act (NHA). Chapter II of Title 24 of the Code of Federal Regulations under Section 203.50 and Sections 203.440 through 203.494.
- **Further Information.** <http://www.hud.gov/offices/hsg/sfh/203k/203kmenu.cfm>.
- **Loss Mitigation Program.** This program incorporates a process to avoid foreclosures, where borrowers who have been unable to make loan payments and are in danger of defaulting on their loans are assisted by lenders. The program is meant to minimize the foreclosure impact on the FHA insurance funds and homeowners themselves. Lenders have the option of offering borrowers a number of FHA-approved options for avoiding foreclosure, including special forbearance, mortgage modifications, partial FHA insurance claims, pre-foreclosure sale of property, and a deed-in-lieu of foreclosure, wherein the borrower deeds the housing back to the lender.
 - **Intended Use.** Permanent housing.
 - **Program Funding.** Funding Category 2. The program is funded with a set annual budget and may or may not be able to meet size or frequency needs.
 - **Efficiency.** Offering disaster victims the ability to pause mortgage obligations in the aftermath of a disaster facilitates a focus on community-wide recovery and reconstruction. At the discretion of HUD, these measures usually occur quickly in the aftermath of a disaster as a help to households whose properties are damaged or destroyed. Forbearances typically span up to 180 days; however, this is not a strict upper limit.
 - **Cost Effectiveness.** Foreclosure is not only a costly experience for the family losing a home, but can be a lengthy and expensive procedure for the loan investor, the servicer, and any insuring agency that is also involved. Contrary to popularly held beliefs, mortgage market participants lose money on nearly all foreclosures. The least costly workout options are those that keep borrowers in their homes, and the next best are those that assist borrowers in getting out of the now burdensome financial responsibilities of homeownership in a less costly manner than foreclosure, such as implementing advance claims, forbearance plans, or loan modifications.
 - **Population Served.** Homebuyers who have an FHA insured mortgage via direct assistance from their lenders.
 - **Program End State.** Permanent housing.
 - **Supporting Agencies.** FEMA and State agencies.
 - **Notification and Activation Procedures.** Eligible FHA mortgagees receive notification of forbearance or other measures from HUD; HUD also dispatches letters to other

lenders encouraging them to follow suit with similar measures for their borrowers. Activation of this measure is at the discretion of the Secretary.

- **Program Authorities.** 24 CFR, Section 203.501.
- **Further Information.** <http://www.hud.gov/offices/hsg/sfh/nsc/immiltrs.cfm>.
- **HUD-Owned Homes.** If necessary, HUD can sell or lease homes it owns at a discount to evacuees displaced by disasters. The homes are sold at a discount from their fair market value and HUD funds a repair and maintenance escrow equal to a percentage of the discounted purchase price to help pay for any repairs that may be needed to fix the home and to pay delinquent utility accounts. HUD will also pay up to a certain percentage of the discounted sales price toward reasonable and customary closing costs for the buyer. The buyer must typically purchase the property with an FHA mortgage or with all cash.
 - **Intended Use.** Interim and permanent housing.
 - **Program Funding.** Funding Category 2. The program is funded with a set annual budget and may or may not be able to meet size or frequency needs.
 - **Efficiency.** This program makes use of existing Federal housing stock. There is inherent efficiency in dispensing surplus foreclosure stock owned by HUD while fulfilling its mission in long-term disaster housing recovery.
 - **Cost Effectiveness.** As an alternative to long-term interim housing, this program facilitates the placement of disaster households into permanent housing. This program simultaneously offers victims the ability to regain a permanent residence at a discounted cost and allows HUD a method to dispense its stock of foreclosure properties. Given that many disaster victims whose residences are completely destroyed will relocate, this program offers them a financial advantage to regain a state of permanent residency.
 - **Population Served.** Individuals and households who have been displaced long-term by a Presidentially declared disaster.
 - **Program End State.** Permanent housing.
 - **Supporting Agencies.** FEMA, HUD Marketing and Management Contractors, and Mortgage Banking Industry.
 - **Notification and Activation Procedures.** There is no standard format for the implementation of this program, but precedent exists. In the aftermath of the 2006 Gulf Coast hurricanes, this program was put into effect by HUD and was known as the "Hurricane Evacuee Sales Program." Details on notification and activation of this program in a disaster are handled on a case-by-case basis.
 - **Program Authorities.** Section 203, National Housing Act (12 U.S.C. 1709, 1715(b)). Program regulations are in 24 CFR Part 203.
 - **Further Information.** <http://www.hud.gov/homes/homesforsale.cfm>.

Department of Agriculture

The Department of Agriculture (USDA) is responsible for providing emergency housing loans, grants, and other forms of relief to individuals and households living in rural America. In providing disaster assistance, USDA is a support agency under the *National Response Framework* for ESF #6 – Mass Care, Emergency Assistance, Housing, and Human Services and is a primary agency for ESF #14 – Long-Term Community Recovery. Title V of the Housing Act of 1949, as amended, authorizes USDA and its Rural Housing Service (RHS) to administer various programs to provide housing assistance opportunities to rural Americans.

When disasters occur, the USDA can leverage its existing housing programs and adjust provisions as needed to assist residents in the affected areas, including those who are already in various USDA rural housing programs. In general, the USDA housing assistance programs listed below are only available if funds from FEMA, SBA, other agencies, or insurers are inadequate to meet the housing needs of affected rural residents. Assistance is available to homeowners and homebuyers, apartment dwellers, and multi-family property owners.

USDA housing programs fall under one of two broad categories: Single-Family or Multi-Family. Sections 502 and 504 below pertain to the purchase or repair of single-family housing, while the remaining programs assist owners and tenants of multi-family housing.

In addition to the provisions described beneath each loan or grant program below, Rural Americans who participate in the Section 514 or 515 multi-family housing programs and are made homeless as a result of a Presidentially declared disaster are eligible for occupancy nationwide as “displaced tenants” at any USDA-financed multi-family housing project. They are given a letter of priority eligibility (LOPE), moving the disaster victims to the top of waiting lists for vacancies in other properties. The LOPE is good for 120 days, after which the family may remain on the waiting list but without priority. An expedited placement process waives maximum income limits, security deposits, and credit checks, streamlines month-to-month leasing procedures, and institutes telephone background checks.

- **Section 502 Direct Loan and Loan Guarantee Programs.** The Section 502 direct loan program is intended to provide qualified applicants the opportunity to acquire, build, rehabilitate, improve, or relocate dwellings in rural areas. Borrowers may either obtain direct loans from USDA or obtain loans from private lenders that are guaranteed by USDA. Borrowers whose homes have been damaged by the disaster may be eligible for a new Section 502 loan to pay for the necessary repairs.

Section 502 borrowers are eligible for a six-month moratorium on mortgage payments if properties are in areas designated as disasters by the President and if the owners provide verification that the property damage was a direct result of the disaster. If necessary, the moratorium may be extended, but the moratorium may not exceed two years. Upon resumption of scheduled payments, the loan is to be re-amortized to include the amount deferred with the possibility of flexible terms. After adjusting for any interest rate subsidy available to the borrower, all or part of the interest accrued during the moratorium may be forgiven to the extent that the new mortgage payment would exceed the borrower’s ability to pay. For Section 502 guaranteed loans, the USDA has no direct control over the actions of

lenders who participate in its housing programs, but it will ask lenders to cease foreclosures and offer payment forbearance to borrowers in Presidentially declared disaster areas.

- **Intended Use.** Permanent housing.
- **Program Funding.** Funding Category 3. The program is intermittently funded and may not be effective.
- **Efficiency.** USDA Rural Development (RD) maintains oversight of loan processing functions for approved borrowers of direct loans and ensures that processes are streamlined and at pace with industry standards. In terms of USDA RD guaranteed loan programs, most loan processing functions have been delegated to approved lenders, who must adhere to RD requirements and guidelines. RD requirements ensure that these processes are also streamlined and at pace with industry standards.
- **Cost Effectiveness.** When USDA RD loan funds are utilized, there are standard underwriter requirements for the borrower and viability of the loan to ensure cost effectiveness.
- **Population Served.** Very low and low-income applicants located in rural areas of approximately 10,000 but not in excess of 20,000 if not contained within a Metropolitan Statistical Area. Very low-income is defined as below 50 percent of the area median income (AMI); low-income is between 50 and 80 percent of AMI. Borrowers must have the means to repay the loan, but be unable to secure reasonable credit terms elsewhere. Borrowers with income of up to 115% of the area median may obtain USDA-guaranteed loans from private lenders. Guaranteed Section 502 loans may only be used to purchase existing dwellings or to construct new homes. Priority is given to first-time homebuyers, and USDA may require that borrowers complete a homeownership counseling program.
- **Program End State.** Permanent housing.
- **Supporting Agencies.** None.
- **Notification and Activation Procedures.** A Presidentially declared disaster will activate the special provisions of this program.
- **Program Authorities.** Title V, Housing Act of 1949 as amended. Disaster assistance is authorized in Section 541.
- **Further Information.** http://www.rurdev.usda.gov/rhs/sfh/brief_rhquar.htm.
- **Section 504 Home Repair Loan and Grant Program.** The Section 504 loan and grant program targets individuals and households with even lower incomes than those assisted by Section 502. Eligible rural homeowners use the Section 504 direct loans to repair their homes, while the proceeds must be used to remove identified health and safety hazards or to remodel the dwellings to make them accessible and usable for household members with disabilities. Loans are limited to \$20,000, set with a 1% interest rate, and may be repaid over a 20-year period. For homeowners 62 and over who cannot repay a loan, grant funds are available for needed repairs. Section 504 borrowers affected by a Presidentially declared

disaster are also eligible for the same mortgage payment moratoriums and/or potential forbearances as Section 502 borrowers and may be eligible for new Section 504 loans to pay for damage caused by the disaster.

- **Intended Use.** Permanent housing.
- **Program Funding.** Funding Category 3. The program is intermittently funded and may not be effective.
- **Efficiency.** USDA RD maintains oversight of loan processing functions for approved borrowers of direct loans and ensures that processes are streamlined and at pace with industry standards.
- **Cost Effectiveness.** When USDA RD loan funds are utilized, there are standard underwriter requirements for the borrower and viability of the loan to ensure cost effectiveness.
- **Population Served.** Rural areas with a population of approximately 10,000, or that is not contained within a Metropolitan Statistical Area with a population between 10,000 and 20,000 serving individuals with a very low-income. Very low-income is defined as 50 percent of the area median income (AMI) or less.
- **Program End State.** Permanent housing.
- **Supporting Agencies.** None.
- **Notification and Activation Procedures.** A Presidentially declared disaster will activate the special provisions of this program.
- **Program Authorities.** Title V, Housing Act of 1949 as amended. Disaster assistance is authorized in Section 541.
- **Further Information.** <http://www.rurdev.usda.gov/ia/rhs504.html>.
- **Sections 514 and 516 Farm Labor Housing Loans and Grants.** Both of these multi-family housing programs are meant to assist the development of housing for farm workers. Under Section 514, USDA is authorized to make direct loans for the construction of housing. Except for State and local public agencies or political subdivisions, the applicants must be unable to obtain financing from other sources that would enable the housing to be affordable by the target population. In contrast, Section 516 authorizes grants of up to 90% of the development cost to nonprofit organizations and public bodies seeking to construct housing. Applicants must demonstrate a “pressing need” in the area for housing and show there is reasonable doubt that it can be provided without the grant. The remaining 10% of the development cost may come from the applicant’s own resources, from other sources, or from Section 514 loans (*a lot of this information found in CRS Report for Congress*).

Owners of Section 514 properties in disaster areas are to be given a 90-day moratorium on mortgage payments. In order to qualify, applicants must have properties in areas designated as disasters by the President and provide verification that the damage to the property was a

direct result of the disaster. At the end of the moratorium, the loan may be re-amortized, refinanced, or subject to a work-out plan between the borrower and USDA.

- **Intended Use.** Permanent housing.
- **Program Funding.** Funding Category 3. The program is intermittently funded and may not be effective.
- **Efficiency.** USDA RD maintains oversight of loan processing functions for approved borrowers of direct loans and ensures that processes are streamlined and at pace with industry standards.
- **Cost Effectiveness.** When USDA RD loan funds are utilized, there are standard underwriter requirements for the borrower and viability of the loan to ensure cost effectiveness.
- **Population Served.** These programs are designed to benefit rural farmers, while eligible tenants are domestic farm laborers who receive a substantial portion of their income from farm labor and are citizens or legally admitted for permanent residence. Legally admitted temporary laborers, such as H-2A workers, are not eligible. Retired or disabled farm laborers may remain as tenants if initially eligible.
- **Program End State.** Permanent housing.
- **Supporting Agencies.** None.
- **Notification and Activation Procedures.** A Presidentially declared disaster will activate the special provisions of this program.
- **Program Authorities.** Housing Act of 1949, as amended, Sections 514 and 516, Public Laws 89-117 and 89-754, 42 U.S.C. 1484 and 1486.
- **Further Information.** <http://www.ruralhome.org/manager/uploads/RD514.516.pdf>.
- **Section 515 Rural Rental Housing Loan Program.** Rural rental housing loans enable developers to provide multi-family housing for the elderly, individuals with a disability, and families who cannot afford the purchase price and maintenance costs of their own homes. Except for public agencies, all borrowers must demonstrate that financial assistance from other sources will not enable the borrower to provide the housing at terms that are affordable to the target population. Grants are provided to public nonprofit organizations to assist rental property owners and co-ops with the repair and rehabilitation of their units.

Owners of Section 515 properties are subject to the same loan flexibility as owners of Section 514 properties, as described above.

- **Intended Use.** Permanent housing.
- **Program Funding.** Funding Category 3. The program is intermittently funded and may not be effective.

- **Efficiency.** USDA RD maintains oversight of loan processing functions for approved borrowers of direct loans and ensures that processes are streamlined and at pace with industry standards.
- **Cost Effectiveness.** When USDA RD loan funds are utilized, there are standard underwriter requirements for the borrower and viability of the loan to ensure cost effectiveness.
- **Population Served.** Rural Americans with very low-, low-, and moderate-income families, the elderly, and persons with disabilities. Very low-income is defined as below 50 percent of the area median income (AMI); low-income is between 50 and 80 percent of AMI; moderate income is capped at \$5,500 above the low-income limit. Those living in substandard housing are given first priority for tenancy. When rental assistance is used, top priority is given to very low-income households.
- **Program End State.** Permanent housing.
- **Supporting Agencies.** None.
- **Notification and Activation Procedures.** A Presidentially declared disaster will activate the special provisions of this program.
- **Program Authorities.** Housing Act of 1949, as amended, Sections 515 and 521, Public Law 102-550, 42 U.S.C. 1485, 1490a.
- **Further Information.** http://www.rurdev.usda.gov/rhs/mfh/brief_mfh_rrh.htm.
- **Section 521 Rural Rental Assistance Program.** Under this program, USDA is authorized to make rental assistance payments to owners of rental housing to enable eligible tenants to pay no more than 30% of their income in rent. The rental assistance payments, which are to be made directly to the property owners, are to make up the difference between the tenants' payments and the USDA-approved rent for the units. Owners must agree to operate the property on a limited profit or nonprofit basis. For residents receiving Section 521 rental assistance in units made uninhabitable by a Presidentially declared disaster, USDA permits the transfer of the rental assistance to another eligible Section 514 or Section 515 apartment complex. The transfer must be agreed to by all parties and be designed such that residents (and their rental assistance) return to the original complex and unit after the property has been restored. If the tenant chooses to stay instead of returning to the original complex, the tenant will not be assured rental assistance, and the owner would charge an appropriate rent based on any subsidy available to that property.
 - **Intended Use.** The disaster-related provisions of this program support interim housing efforts, while the program as a whole can help tenants achieve permanent housing.
 - **Program Funding.** Funding Category 3. These programs are intermittently funded and may not be effective.

- **Population Served.** Any very low and low-income individuals with disabilities or elderly persons who are unable to pay the approved rental rate for an eligible Rural Housing Service rental assistance unit within 30 percent of their adjusted monthly income.
- **Program End State.** Permanent housing.
- **Supporting Agencies.** None.
- **Notification and Activation Procedures.** A Presidentially declared disaster will activate the special provisions of this program.
- **Program Authorities.** Housing Act of 1949, as amended, Section 521, Public Laws 90-448 and 93-128, 42 U.S.C. 1490a.
- **Further Information.** http://www.rurdev.usda.gov/rhs/mfh/indiv_mfh.htm.
- **Section 538 Rural Rental Housing Guaranteed Loans.** Under this program, borrowers may obtain loans from private lenders to finance multi-family housing in rural areas, and USDA guarantees to pay for the lender losses in case of borrower default. Section 538 guaranteed loans may be used for the development costs of housing that consist of five or more adequate dwelling units and remains available to targeted population served for the period of the loan. Similar to Section 502 loans, the USDA will send letters to lenders holding Section 538 loans, suggesting that the lenders offer similar forbearance to borrowers in disaster areas.
 - **Intended Use.** Permanent housing.
 - **Program Funding.** Funding Category 3. These programs are intermittently funded and may not be effective.
 - **Efficiency.** Most loan processing functions for USDA RD guaranteed loan programs have been delegated to approved lenders, who must adhere to RD requirements and guidelines. RD requirements ensure that these processes are also streamlined and at pace with industry standards.
 - **Cost Effectiveness.** When USDA RD loan funds are utilized, there are standard underwriter requirements for the borrower and viability of the loan to ensure cost effectiveness.
 - **Population Served.** Housing units are available to renters whose income at time of occupancy does not exceed 115% of the median income of the area.
 - **Program End State.** Permanent housing.
 - **Supporting Agencies.** None.
 - **Notification and Activation Procedures.** A Presidentially declared disaster will activate the special provisions of this program.

- **Program Authorities.** Housing Act of 1949, as amended, Section 538, Public Law 106-569, 42 U.S.C. 1490p-2.
- **Further Information.**
<http://www.ruralhome.org/pubs/guides/section538/adescriptionofgrrhp.htm>.

Department of Veterans Affairs

The Department of Veterans Affairs (VA) is primarily responsible for providing disaster assistance to veterans, certain dependents, and beneficiaries of veterans who participate in its loan program. In addition to special provisions under its home loan program as discussed below, the Department leverages other resources to offer housing solutions in times of need, and beneficiaries are not always limited to Veterans. As stated in the National Response Framework's ESF #6 – Mass Care, Emergency Assistance, Housing, and Human Services, the VA assigns representatives to FEMA Disaster Assistance Centers to counsel eligible disaster victims on VA housing, and may assign single-family and multiple housing units for the purpose of providing interim housing options to eligible disaster victims. The units may also be used by a State when it administers the Temporary Housing Assistance program on FEMA's behalf. Upon request during declared emergencies, VA may make its properties available to provide space for the establishment of shelters. Moreover, VA may work with HUD to transfer VA properties to local urban homesteading agencies for use in a HUD-approved local urban homesteading program.

- **VA Home Loans.** This program assists veterans, certain service personnel (including certain Reservists and Guard members), and certain unmarried surviving spouses of veterans, in obtaining credit for the purchase, construction, or improvement of homes on more liberal terms than are generally available to non-veterans. Any home loan closed prior to the date of the declared disaster is eligible for a VA guaranty without regard to the disaster. VA encourages holders of guaranteed loans in disaster areas to extend all possible forbearance to borrowers who, through no fault of their own, are in financial distress. Although the loan holder is ultimately responsible for determining when to initiate foreclosure and for completing termination action, VA requests that holders establish a 90-day moratorium from the date of the declared disaster on initiating new foreclosures in the disaster areas. The exception to this is if a default is clearly insoluble and there is no likelihood of reinstatement during the period of moratorium or when a foreclosure sale was already scheduled prior to the disaster. It is the loan holder's responsibility to inspect damage to properties, counsel borrowers concerning assistance that may be available to them, and provide the applicable Regional Loan Center with a report that outlines the findings and actions for each damaged property.
 - **Intended Use.** Permanent housing*
**Although the primary use for VA's home loan program is permanent housing, VA may use properties acquired under the housing loan program as interim housing for disaster victims.*
 - **Program Funding.** Funding Category 1. The guaranteed loan program is fully funded and should be able to be executed in a given disaster. VA funding fees also are collected on VA guaranteed home loans, helping to defray costs of the programs, such as paying

claims on loans that do not perform*. In some instances, it is necessary for Congress to provide a subsidy to VA.

**Any VA-action that is not benefit-related, such as providing interim housing or interim housing counseling, is subject to Funding Category 2. The program may or may not be able to meet size or frequency needs.*

- **Efficiency.** VA has delegated most of the loan processing functions to private lenders who must adhere to VA credit guidelines. However, VA provides extensive oversight and ensures the processes are streamlined and at pace with industry standards.
- **Cost Effectiveness.** The intent of the home loan guaranty program is to assist veterans in obtaining home loans for properties for themselves and their families. It is possible that veterans who are displaced by a natural disaster may use this program to find new living accommodations. However, this is such a collateral aspect of the purpose of the VA home loan guaranty program, that VA collects no data measuring its use or cost effectiveness under those circumstances.
- **Population Served.** Veterans, service personnel, and unmarried surviving spouses of veterans.
- **Program End State.** Permanent housing.
- **Supporting Agencies.** None.
- **Notification and Activation Procedures.** The Secretary may initiate the special initiatives and provisions discussed above when the President declares a major disaster.
- **Program Authorities.** The VA home loan benefits are administered under the authority of 38 U.S.C. Chapter 37.
- **Further Information.**
http://www.homeloans.va.gov/docs/va_policy_regarding_natural_disasters.pdf

Department of Health and Human Services

The Department of Health and Human Services (HHS) supports disaster housing activities primarily through its roles and responsibilities under the National Response Framework's ESF # 6. The agency does not directly place affected individuals and households into housing facilities after a disaster, but it plays an integral role in facilitating the housing recovery process through the administration of wrap-around services, human services programs, and grants to impacted areas. In addition to the block grants described below, HHS resources can be particularly helpful in caring for special needs populations, including children and elderly persons. HHS programs focusing on these populations are discussed in greater detail in Annex 3.

- **Community Services Block Grants (CSBG).** Funding is provided through block grants to 50 States, the District of Columbia, six territories, and 66 Native American tribes, who then distribute CSBG monies to Community Action Agencies (CAAs) and other organizations serving low-income populations. Grant amounts are determined by a formula based on each

State's and Indian tribe's poverty population. Stakeholders work together to assess community needs and determine the kind of activities and services that will best serve the intended population. State, territories, and tribal governments provide guidance, ensure local managerial accountability, and encourage innovative responses to both persistent problems and new challenges. CAAs have the authority to design programs that assist people seeking affordable housing, including case management for the homeless, advice on securing rental assistance, or help with the process of becoming a homeowner.

States, territories, and tribal governments directly affected by the 2005 Gulf Coast Hurricanes, or indirectly affected as a result of providing services to displaced individuals, were covered by waivers or special provisions that modified the terms and conditions of their CSBG grant awards in order to redirect resources for disaster recovery.

- **Intended Use.** Permanent housing.
- **Program Funding.** Funding Category 2. The program is funded with a set annual budget and may or may not be able to meet size or frequency needs. A disaster occurring late in the Federal fiscal year may present challenges because States often expend or obligate all of their funds for the year by this time. Funding for disaster recovery would then be inadequate.
- **Efficiency.** The efficiency of grant operations is largely determined by States and Community Action Agencies (CAAs) who oversee and administer the funds. States are encouraged to streamline the eligibility determination process while taking into account any required disaster-related modifications. Individuals who receive CSBG-funded services must qualify as low-income, though in disaster situations consideration is made to individuals who may not have been low-income prior to the disaster, but whose income was severely affected by the disaster. Moreover, there are approximately 1,000 CAAs nationwide who leverage their strong relationships in the community to present services to low-income individuals and families affected by the disaster. They will efficiently contribute to the overall recovery mission when supporting Federal, State and local relief efforts with timely response and dedicated availability.
- **Cost Effectiveness.** The Community Services Network is uniquely positioned to reach out to displaced families, particularly those Community Action Agencies (CAAs) who have facilities and can provide services for displaced families. Local CSBG Program Directors at the local level are quick to respond to displaced individuals, families and children by providing physical resources such as kitchens, bed space and showers as well as professional assets to include physicians, social workers, mental health personnel and community workers. Local CAAs often maintain a large volunteer service population of churches, civic groups and individuals who actively participate in their community recovery efforts. Although CSBG often supports and coordinates with the Department of Housing and Urban Development (HUD) and the U.S. Department of Agriculture (USDA), the CSBG legislation, CSBG Act, Public Law 105-285 Section 678(a)&(2), does not directly support the purchase or permanent improvement to real property without a waiver approved by the HHS Secretary. Waivers are

generally granted when human suffering and destruction of property caused by natural disasters have been identified.

- **Population Served.** This grant program allows States to determine populations to be served within statutory limits. States make grants to qualified locally-based nonprofit community antipoverty agencies and other eligible entities which provide services to low-income individuals and families. The official poverty line, as established by the Secretary of Health and Human Services, is used as a criterion of eligibility in the Community Services Block Grant program. When a State determines that it serves the objectives of the block grant, it may revise the income limit, not to exceed 125 percent of the official poverty line.
- **Program End State.** Permanent housing.
- **Supporting Agencies.** While CSBG program does not directly support other Federal agency's post-disaster efforts, it does augment and fill-in gaps for activities and services provided by local and State levels.
- **Notification and Activation Procedures.** To direct funds to people specifically affected by a disaster, the program has the authority to exercise policy flexibility and provide expedited waivers for CSBG agencies who can promote the repair, renovation, and construction of housing. A Presidential disaster declaration is not necessarily required.
- **Program Authorities.** Community Opportunities, Accountability, Training, and Educational Services Act of 1998, Title II, Section 201 and Sections 671-thru 679; Public Laws 97-35, 103-252, Public Laws 106-554 and 98-502.
- **Further Information.** <http://www.acf.hhs.gov/programs/ocs/csbg/>.
- **Social Services Block Grants (SSBG).** These block grants are highly flexible and distributed to 50 States, the District of Columbia, and five territories and insular areas for the provision of social services directed towards achieving economic self-sufficiency, preventing abuse, preventing or reducing inappropriate institutionalization, and securing referral for institutional care. Under the program, each State has the flexibility to determine which social services will be provided, the eligibility limits to receive services, and how funds are distributed among various services within the State. However, States are to ensure that their eligibility criterion complies with Federal requirements for the SSBG program and that services are provided only to qualified individuals (often based on income). Funding may go towards housing services that assist individuals or families in locating, obtaining, or retaining suitable housing.

After major disasters, supplemental appropriations can be authorized. For instance, the Department of Defense Appropriations Act, 2006, also known as the Emergency Supplemental Appropriations Act, provided \$550 million in additional SSBG funding to address the social and health services of individuals affected by the 2005 Gulf Coast Hurricanes. States affected could use the one-time supplemental allotment to provide

services in any of the 29 SSBG service categories. States who were most significantly impacted by the hurricanes received the largest SSBG supplemental allocations.

- **Intended Use.** Permanent housing.
- **Program Funding.** Funding Category 2. The program is funded with a set annual budget and may or may not be able to meet size or frequency needs.
- **Efficiency.** SSBG is a flexible source of funds allocated to States to assist with the provision of social services to adults and children. This flexibility allows for a more efficient disbursement, in contrast to a process burdened by numerous restrictions. And according to HHS, States can more easily use SSBG funds to fill gaps in social services than other Federal funding streams.
- **Cost Effectiveness.** Various methods are in place to ensure that funds are being used appropriately. States are required to submit a pre-expenditure report each year, describing how they intend to use the SSBG funds, the type of activities to be supported, and the categories and characteristics of individuals to be served. The report is transmitted to HHS and made public within the State. The State is required to revise the report throughout the year as necessary to reflect substantial changes. After the end of the fiscal year, each State must submit a post-expenditure report, describing the activities actually carried out, and explaining the extent to which funds were spent in a manner consistent with the pre-expenditure report. Additionally, the Office of Community Services has implemented an accountability measure that is designed to decrease the percentage of SSBG funds identified as administrative costs by States to nine percent or less.
- **Population Served.** Under Title XX, each eligible jurisdiction determines the services that will be provided and the individuals that will be eligible to receive services. The goal is to enable each State to furnish social services best suited to the needs of the individuals residing in the State.
- **Program End State.** Permanent housing.
- **Supporting Agencies.** The SSBG program does not directly support the post-disaster efforts of other Federal agencies. At the State level, SSBG funds are frequently coordinated with programs funded by other Federal, State, and local sources.
- **Notification and Activation Procedures.** As noted in the description above, when a supplemental appropriations bill is passed, SSBG funds are then directed to meet the needs of people affected by a disaster.
- **Program Authorities.** Social Security Act, Title XX, as amended; Omnibus Budget Reconciliation Act of 1981, as amended, Public Law 97-35; Jobs Training Bill, Public Law 98-8; Public Law 98-473; Medicaid and Medicare Patient and Program Act of 1987; Omnibus Budget Reconciliation Act of 1987, Public Law 100-203; Family Support Act of 1988, Public Law 100-485; Omnibus Budget Reconciliation Act of 1993, Public Law 103-66; 42 U.S.C. 1397 ET seq.

- **Further Information.** <http://www.acf.hhs.gov/programs/ocs/ssbg/>.

Department of the Interior/Bureau of Indian Affairs

The Department of the Interior is responsible for the protection of property and mitigation of damages and impacts to the Department, individuals, and surrounding communities in preparation for or in support of response and recovery from a disaster. This includes rescue, evacuation, emergency medical treatment, emergency debris removal, and restoration of essential public services. DOI is also able to assist in the safeguarding, collecting, and distributing of food and essential supplies. When disasters affect land held in trust by the United States for American Indians, Indian tribes, and Alaska Natives, the Bureau of Indian Affairs (BIA) supports the Federal response as a partner through various mechanisms and authorities. BIA provides resources and staff in response to tribal government requests for assistance. However, with respect to the topic of this Annex, BIA does not maintain an emergency or disaster housing program. Any tribal government requests for housing are referred to and coordinated by HUD. One HUD program that particularly benefits Native Americans and tribal areas is the Indian Community Development Block Grant (ICDBG) Imminent Threat (IT) fund, which is discussed in detail in Annex 3.

Small Business Administration

The Small Business Administration (SBA) is generally known for its financial support of small business, but it is also responsible for assisting homeowners and business owners with the repair and/or replacement of disaster damaged real property by providing direct low-interest, long-term loans. As a signatory to the *National Response Framework*, the SBA is a part of the Federal government's single comprehensive approach to domestic incident management to prevent, prepare for, respond to, and recover from major disasters, terrorist attacks, and other emergencies. It has one Primary Mission Essential Function (PMEF), which is to collect and disseminate disaster-related information from declared disasters and be prepared to process disaster loan applications. The SBA has a comprehensive Continuity of Operations Plan (COOP), which ensures it will be able to perform this essential function even in the event of a disaster that adversely impacts SBA's operations. Through its Office of Disaster Assistance (ODA), the SBA will provide affordable, timely, and accessible financial assistance to eligible homeowners, renters, non-profits, and non-farm businesses following a disaster.

- **Home Disaster Loans.** The SBA offers low-interest, fixed-rate loans to disaster victims, enabling them to repair or replace property damaged or destroyed in declared disasters. These low-interest rates and long repayment terms make recovery possible for many individuals and households.
 - **Intended Use.** Permanent housing, which is accomplished by restoring pre-disaster housing rather than acquiring new permanent housing.
 - **Program Funding.** Funding Category 2. The program's annual funding is based on a ten-year average disaster loan volume, excluding extraordinary events. .
 - **Efficiency.** Like many organizations, SBA garnered a number of lessons learned after the 2005 Gulf Coast hurricanes. The cumulative damage of the storms was so extensive that the sheer number of disaster loan applications overwhelmed SBA's capacity to

process them. As a result, SBA made efforts to improve the level of efficiency at which it operates. In general, extensive pre-disaster planning allows SBA to position resources more effectively. For example, a new disaster scalability preparedness tool analyzes various potential application volume scenarios. By having strategic information on hand before a disaster occurs, the speed of SBA's response will dramatically increase.

SBA's Disaster Credit Management System (DCMS) now has an expanded capacity that supports a greater number of concurrent users, thereby maximizing output. And to ease the overall processing burden on the system, SBA uses new tools to refer applicants to grant providers more quickly. This lessens work for each applicant, reduces the volume of files pending a decision, minimizes the aging of such files, and provides funds to disaster victims more quickly.

In order to further enhance its capabilities after a major disaster, the Office of Disaster Assistance expanded its pool of Active and Ready Reserves and now has the ability to mobilize private sector contractors to assist with loan processing and loan closing activities as needed.

Lastly, an efficient SBA response will occur with integrated teams of case managers, attorneys, loan experts, and other support staff working collaboratively. A borrower is first assigned to the case manager, who serves as the primary point of contact and offers personalized assistance and clarification of outstanding issues. The team's goal is to limit confusion, errors, and duplicative work that would waste time and resources later in the process.

- **Cost Effectiveness.** Tangible benefits are realized by borrowers who receive loans that facilitate the housing recovery process. However, in order to maintain a sustainable program, SBA must be proactive about managing resources and controlling foreseeable operating costs.

SBA regularly incorporates historical data to increase the accuracy of its pre-disaster planning. In addition, it uses forecasting and modeling tools to predict loan volume and the corresponding resources needed for loan processing as soon as a disaster occurs. There are three models. The Internal Demand Forecast Model estimates the dollar amount of disaster assistance loans that will be made based on information available at time the disaster occurs. The Internal Resource Requirements Model forecasts staffing levels necessary for SBA to handle a wide range of disaster events. Finally, SBA leverages FEMA's HAZUS Model, which aids the decision-making process by projecting the impact of a disaster, including potential financial losses. HAZUS also helps SBA integrate with the operations of FEMA and other Federal, State, and local governmental organizations that use the program for their emergency response.

- **Population Served.** Homeowners, renters, non-profit organizations, and non-farm business owners.
- **Program End State.** Permanent housing.
- **Supporting Agencies.** SBA disaster loans often support and complement the efforts of FEMA's Individuals and Households program.

- **Notification and Activation Procedures.** Disaster assistance loans are possible upon a disaster declaration for Individual Assistance (IA) made by the President or a declaration made by the SBA Administrator. SBA publishes the availability of assistance in the Federal Register. The published notice identifies the kinds of assistance available, the date and nature of the disaster, and the deadline and location for filing loan applications.
- **Program Authorities.** Small Business Act of 1953, Section 7(b)(1), as amended, Public Law 85-536, 15 U.S.C. 636(B)(1); Disaster Relief Act of 1970, Sections 231, 234, 235 and 237, Public Law 91-606, 42 U.S.C. 4401; Public Laws 93-24, 94-305, 95-89, 96-302, 97-35, 98-166, 98-270, 99-272, 99-349, 100-590, 102-27, 102-395, and 103-75.
- **Further Information.** <http://www.sba.gov/services/disasterassistance/>.

Department of Defense/U.S. Army Corps of Engineers

The United States Army Corps of Engineers may be tasked with providing housing inspection, construction, or installation services as part of their lead role in Emergency Support Function (ESF) #3 – Public Works and Engineering. The USACE sheltering and interim housing support follows the direction of FEMA through Mission Assignments. With regards to sheltering, the USACE focuses on the planning of base camps mass care shelter site inspections, and construction of temporary shelter facilities. As for interim housing, USACE may be mission assigned to support FEMA's Direct Housing Operations (DHOPS) with QA support of haul and install missions and construction management for community sites. USACE may be mission assigned to perform haul and install operations or design, construction, and/or decommissioning of community sites utilizing USACE contracts.

USACE can also conduct or provide technical assistance on the expedited repair of damaged homes, to include temporary roofing or other repairs that facilitate reoccupation of minimally damaged structures. Through Pre-scripted Mission Assignments, USACE will activate and deploy the Temporary Roofing Planning and Response Team (PRT), as directed by FEMA, and implement the Advanced Contracting Initiative (ACI). USACE will coordinate the roofing activities of all organizations performing portions of the roofing mission, including the National Guard and voluntary organizations. This may include supplies, equipment, materials, and logistics support necessary to provide temporary roofing to homes.

In accordance with Joint Federal Travel Regulations, the Department of Defense ensures that military families, including those living on bases, have appropriate housing upon evacuation. They are authorized to select an alternate safe haven within the continental United States and receive safe haven benefits. Safe haven benefits include travel costs, actual costs of lodging, and allowances for meals and incidentals. Any additional housing provisions are at the discretion of the specific base or area officer.

General Services Administration

The GSA is responsible for providing essential products and services needed to help prevent, prepare for, and respond to emergency housing situations. Its assistance to relief

workers and victims of disaster includes food, shelter, cleaning supplies, comfort kits, first aid, clothing, personal items, emergency transportation, home repair, household items, and medical supplies. GSA can utilize the 'GSAAdvantage! Disaster Relief' section of its online shopping and ordering system, *GSAAdvantage!*, to provide Federal, State, and local agencies access to the acquisition of supplies and equipment needed to support requirements for disaster housing relief and emergency preparedness.

- **Federal Supply Schedules – Disaster Recovery Purchasing.** Federal Supply Schedules provide State and local governments with the ability to purchase products and services that facilitate recovery from major disasters and help individuals and households return to permanent housing. The Transportation, Delivery and Relocation Solutions (TDRS) Schedule 48, which is available through GSA's Multiple Award Schedules program, offers an array of solutions to assist in meeting the emergency response for transportation requirements. The TDRS Schedule offers three unique products and services to accommodate the *Strategy's* Interim Housing Program for Transportation Assistance. The first is Ground Transportation Services (GTS), which is available for activities such as shuttle transportation between and among buildings, transportation to community services, driver services, or airport transport within or between cities. The second is the Rental Supplemental Vehicle Program (RSVP), which supplements Federal fleets and/or official government business vehicular needs for travel purposes other than temporary duty. Typical rental requirements include transportation support for national disasters and/or continuity of operations tests training associated with supporting these events. Lastly, the Travel Services Solutions (TSS) Schedule 599 offers its Air Charter Services, which can be used for domestic transportation needs relating to emergencies. These sources must provide accessible transportation to serve individuals with disabilities.
 - **Intended Use.** This program supports sheltering and interim housing efforts.
 - **Program Funding.** Funding Category 1. The program is fully funded and should be able to be executed in a given disaster. The ordering agency is responsible for funding, which is obligated at the time the order is placed. Payment of services is between the ordering agency and the vendor.
 - **Efficiency.** Section 833 of the John Warner National Defense Authorization Act for fiscal year 2007 was amended to give State and local governments the authority to use Federal Supply Schedules for the purchase of products and services that will facilitate recovery from events including major disasters. This reduces ordering time and allows products and services to be delivered with shorter lead times.
 - **Cost Effectiveness.** State and local government entities are encouraged to use GSA's Schedule Ordering Procedures to ensure the benefit of best value from GSA Schedule contractors. These products and services can be delivered immediately with pre-qualified prices and from pre-qualified companies. Government entities will experience tangible benefits and save money by eliminating unnecessary negotiations and overpriced contracts.
 - **Population Served.** The following agencies and activities named may use contracts established under GSA Schedules: All Federal agencies and activities in the executive,

- legislative and judicial branches, government contractors authorized in writing by a Federal agency pursuant to 48 CFR 51.1, mixed ownership government corporations (as defined in the Government Corporation Control Act), the government of the District of Columbia, and other activities and organizations authorized by statute or regulation to use GSA as a source of supply (e.g., State and local governments under Section 833 Disaster Recovery of the Defense Authorization Act for FY 2007 amended 40 U.S.C. 502).
- **Program End State.** This program assists relief workers and disaster victims through the interim phase of housing.
 - **Supporting Agencies.** General Services Administration's (FSA) Federal Acquisition Service.
 - **Notification and Activation Procedures.** When products and services are required, ordering agencies have direct access to the Multiple Award Schedule program. Ordering activities will follow the streamlined ordering procedures in the Federal Acquisition Regulation (FAR) 8.405 when ordering Schedule contract items and services. The applicable products and services will be identified in Schedule publications and contractors' Schedule pricelists.
 - **Program Authorities.** 40 U.S.C. 501-611, 1301-1315; 50 App. U.S.C. 1622(d); 16 U.S.C. 667b-d; 42 U.S.C. 11411; 42 U.S.C. 3020d; Executive Order 12999, April 17, 1996.
 - **Further Information.**
http://www.gsa.gov/Portal/gsa/ep/contentView.do?contentId=22466&contentType=GSA_BASIC.
 - **Emergency Lodging Blanket Purchase Agreement.** GSA has established a Blanket Purchase Agreement (BPA) with Corporate Lodging Consultants, Inc. (CLC) to assist Federal agencies with emergency lodging accommodations. Emergency Lodging is designed to secure accommodations for disaster victims and emergency support personnel. Services available include property location and availability, reservation and booking support, check-in support, on-site lodging coordinator, vendor management and support, rate negotiation, subcontracting management, invoice analysis, audit, payment processing, reconciliation, management information, and reporting.
 - **Intended Use.** Interim housing.
 - **Program Funding.** Funding Category 1. The program is fully funded and should be able to be executed in a given disaster. The ordering agency is responsible for funding. Funds are obligated at the time the order is placed. Payment of services is made direct between the ordering agency and the vendor.
 - **Efficiency.** Commercial Lodging Consultants (CLC) maintains contracts with hotels in all 50 States and U.S. territories to ensure readiness for a potential disaster. They are on alert and ready to mobilize as soon as FEMA activates the program in any disaster location. The amount of time it takes from the point of the program's activation until

execution depends on how quickly evacuees register in the system. Hotels advise CLC electronically of their readiness and availability in receiving evacuees into the hotels.

Time spent in lodging is contingent on the disaster's severity, as assessed by FEMA, and will last until evacuees can be moved to more suitable permanent housing environments, such as apartments or the evacuees' homes. FEMA, at the request of the State, will activate its transitional sheltering initiative to allow eligible evacuees to stay in hotels or motels until it is safe for them to return home. This assistance is intended to provide evacuees with an extended sheltering environment until their neighborhoods are accessible or until their own properties are habitable again. The initial period of assistance is from 1 to 30 days, and then FEMA evaluates the need and extends the time of assistance as circumstances indicate.

- **Cost Effectiveness.** During the disaster housing response and when evacuees are often most in need, hotel costs are contained and controlled through CLC, who has negotiated prices with the hotels and has established a direct billing relationship for room and tax. Meals, other incidental charges, and any damages to room caused by the guest are the responsibility of the hotel guest. CLC will check bills for inaccuracies and ensures that it contains only allowable charges; CLC then invoices FEMA. Upon receipt of payment from FEMA, CLC will pay the hotel and keep rich management report data and an audit trail detail to support the emergency purchases. This process eliminates overcharges or misuse of the program. The program offers tangible benefits, as hotel rooms provides evacuees with privacy as well as facilities for showering and other everyday amenities. It also accommodates persons with disabilities.
- **Population Served.** This BPA is designed to assist Federal agencies when lodging accommodations are required as a result of an emergency and/or disaster. A victim can either be a Federal employee or citizen who has been displaced from their home by some disaster or emergency and, as a result, requires emergency lodging. Specific determinations of victim or emergency support personnel status will be determined by the ordering agency.
- **Program End State.** The end state occurs when evacuees must check out of the hotel and return to permanent housing. If necessary, the hotel stay can be extended past the end state of interim lodging for evacuees who require additional services due to a lack of facilities at home. Eventually, they can be moved into longer term facilities such as apartments, condos, or extended stay facilities, which provide a more normal way of family life and reduces the daily costs of lodging. If no facilities are available within the local area, evacuees will be transported to the closest facility possible.
- **Supporting Agencies.** General Services Administration's (GSA) Federal Acquisition Service.
- **Notification and Activation Procedures.** Ordering agencies should contact GSA to be added to the BPA for emergency lodging services. Once added to the BPA by GSA, ordering agencies place their order directly with the vendor for required services.

- **Program Authorities.** 40 U.S.C. 501-611, 1301-1315; 50 App. U.S.C. 1622(d); 16 U.S.C. 667b-d; 42 U.S.C. 11411; 42 U.S.C. 3020d; Executive Order 12999, April 17, 1996.

Further Information.

<http://www.gsa.gov/Portal/gsa/ep/channelView.do?pageTypeId=17110&channelPage=%2Fep%2Fchannel%2FgsaOverview.jsp&channelId=-24536>
and www.gsa.gov/lodging.

-
- **Donation of Federal Surplus Personal Property.** The program transfers surplus property to State and local governments for use in Presidentially declared emergencies or major disasters. With the proper authority, GSA may have the flexibility to provide these assets without screening for other Federal or donation requests, allowing the expeditious use of property in the areas most affected by a disaster.
 - **Intended Use.** Sheltering and interim housing.
 - **Program Funding.** Funding Category 2. The program is funded with a set annual budget and may or may not be able to meet size or frequency needs based on availability of property or equipment for donation. Appropriations support this Federal Acquisition Service effort to transfer property to the States for donation.
 - **Efficiency.** When a Presidential disaster is declared and impacted States identify needs, screening is done in GSA's automated disposal system, GSAXcess®. Based on the devastation, GSA can expedite screening for any property in GSAXcess® and process it for donation to the State requested.
 - **Cost Effectiveness.** Under the Title 40 provisions, when GSA makes surplus property available for donation purposes, it is required to work through a State Agency for Surplus Property (SASP) established in each State. The SASP is responsible under the law for making eligibility determinations for organizations wishing to participate in the surplus property donation program. If and when eligibility is established, the SASP is also responsible for assisting intended recipients with locating and acquiring needed surplus property. It is cost effective for the government to disburse unused but still useful property, as opposed to purchasing and distributing new property that would serve a similar purpose. The SASP's role can produce additional benefits, as they may be more familiar with the needs of the State's local communities.
 - **Population Served.** Eligible recipients include State and local government agencies, municipal activities, and specified non-profit organizations. Included are State and local emergency services, law enforcement and first responders, and providers of assistance to the impoverished and homeless.
 - **Program End State.** Donations of property and equipment continue until all excess or surplus is exhausted.
 - **Supporting Agencies.** State Agencies for Surplus Property (SASPs), established in each State, territory, and the District of Columbia.

- **Notification and Activation Procedures.** None – this is an ongoing program that can “elevate” its performance in responding to disaster situations. SASPs regularly screen available excess/surplus property in GSAXcess® for donation. Response to disaster situations may expedite their requests and impact the types of property requested, but this still operates under an existing, ongoing program.
- **Program Authorities.** 40 U.S.C. 549, 41 CFR 102-37.
- **Further Information.**
http://www.gsa.gov/Portal/gsa/ep/contentView.do?contentType=GSA_OVERVIEW&contentId=10055.

Department of the Treasury/Internal Revenue Service (IRS)

Special tax law provisions may help taxpayers recover financially from the impact of a disaster, especially when the President declares their location to be a major disaster area.

Depending on the circumstances, the IRS may grant additional time to file returns and pay taxes. Both individuals and businesses in a Presidentially declared disaster area can get a faster refund by claiming losses related to the disaster on the tax return for the previous year, usually by filing an amended return. In addition, in the wake of a major disaster, the IRS can permit the claim of additional exemptions for homeowners or renters who provide housing in their main homes to qualifying displaced individuals.

The Federal income tax laws also contain a number of credits designed to provide a long-term financial incentive to increase the supply of low-income housing. Congress or the Secretary of the Treasury may, at their discretion, extend these credits to persons who are assisting in with the long-term response to housing demands created by a disaster. For instance, administered by IRS and State tax credit allocation agencies, the Low-Income Housing Tax Credit Program (LIHTC) provides developers and investors with eligible affordable housing developments, a dollar-for-dollar reduction in their Federal taxes. In the wake of Hurricane Katrina, the Department of the Treasury participated in outreach events to help taxpayers take advantage of KETRA and the GO Zone Act, which were new laws that altered the tax code for disaster victims and made it easier for individuals and companies to engage in charity to benefit those affected by the hurricanes. These provisions do not apply in all federal disasters.

As of August 2008, the IRS has conducted 101 outreach events to assist and educate small business taxpayers and practitioners on the IRS administrative tax relief as well as legislative relief. 17 events focused on the new safe harbor valuation methods for computing casualty losses. 14 of these events were conducted with HUD and the Louisiana and Mississippi bankers associations to promote GO Zone Tax Incentives for investment opportunities.

Fannie Mae and Freddie Mac

In addition to providing liquidity and stability to the housing finance system, Fannie Mae and Freddie Mac can offer assistance in the days following a major disaster through mortgage payment relief to affected homeowners and helping lenders re-establish their operations. Fannie Mae and Freddie Mac may offer liberal forbearance policies for affected

homeowners, loan workouts for homeowners who wished to stay in their homes, and underwriting flexibilities to make it easier for families to qualify for new mortgages or refinance their existing mortgages. However, disaster-related assistance generally applies only to mortgages that the corporations own. Fannie Mae and Freddie Mac support Federal agencies such as HUD, FEMA, and SBA as well as State and local agencies and non-profit organizations, as needed and as requested.

A Presidential-declaration of a major disaster or emergency accompanied by the authorization of FEMA Individual Assistance indicates that the losses sustained by individuals and households in the affected areas may be severe enough for Freddie Mac to consider special efforts to help in recovery efforts. In the absence of Presidential action, however, it may intervene if local conditions, as reported by local authorities or on-site mortgage sellers or servicers, justify involvement. Freddie Mac absorbs the cost of special mortgage relief measures and special housing assistance as a normal cost of doing business, albeit under extraordinary circumstances generated by a disaster.

Depending on the circumstances, Freddie Mac may engage in additional forms of housing assistance, including freezing foreclosure actions in affected areas with the intent of minimizing the additional displacement of people, particularly in the midst of what can be a chaotic post-disaster recovery environment. Moreover, it may facilitate the release of insurance proceeds, such as increasing the amount of insurance proceeds that may initially be disbursed to the borrower. Freddie Mac may also direct loan servicers to not report delinquencies to credit repositories, thereby ensuring that borrowers without access to mail or other forms of communication are not penalized for failing to make their mortgage payments.

Lastly, Freddie Mac may donate single-family homes and apartment buildings through its real estate-owned properties and also employ employee time to help build shelters and assist homeowners.

Corporation for National and Community Service

The Corporation for National and Community Service (CNCS) is an independent agency of the United States government whose mission is to “support the American culture of citizenship, service, and responsibility.” The Corporation is the nation’s largest grant maker supporting service and volunteering. CNCS delivers several programs that are designed to help communities address poverty, the environment, education, and other unmet human needs. Leveraging its resources, the Corporation can be instrumental in meeting the housing needs of individuals and households in the wake of a disaster.

In 2007, CNCS and National VOAD completed a memorandum of understanding, as many State and local VOADs had benefited from CNCS programs for staff to assist in the formation, implementation, and continued activity of VOAD organizations. The formal agreement acknowledges the current working relationships between CNCS programs and VOAD members and gives both National VOAD and CNCS a foundation for future endeavors and mutual activities and support.

In 2008, CNCS and FEMA updated their 1999 memorandum of understanding recognizing the contributions of the many and varied programs across all CNCS divisions, and providing a mechanism for FEMA to fund disaster activities of these programs.

- **CNCS Programs.** The AmeriCorps program is split into three main divisions, including AmeriCorps State and National, Volunteers in Service to America (VISTA), and National Civilian Community Corps (NCCC). AmeriCorps National provides grants directly to national public and service programs, Indian tribes, and consortia formed across two or more States. AmeriCorps State works with Governor-appointed State Service Commissions to provide grants to public and nonprofit organizations that sponsor service programs around the country. AmeriCorps NCCC is a full-time, team-based residential program for men and women age 18-24. AmeriCorps VISTA provides full-time members to create and expand programs that ultimately bring low-income individuals and communities out of poverty. CNCS offers two additional programs that could offer disaster housing assistance. Learn and Serve America provides grants to schools, higher education institutions, and community-based organizations that engage students, their teachers, and others in service to meet community needs. And Senior Corps offers a network of programs that tap the rich experience, skills and talents of older citizens to meet community challenges.
 - **Intended Use.** Sheltering, interim housing, and permanent housing.
 - **Program Funding.** Funding Category 2 and 3. Some programs have a set budget, but may not have funding for disaster work, and others are intermittently funded.
 - **Efficiency.** National Service can respond quickly to most requests for assistance as programs operate in every State. Local programs can quickly respond for short-term assignments and there are many national programs that respond equipped with transportation, equipment, and training.
 - **Cost Effectiveness.** Most responding programs are partially funded through CNCS grants (average is 74% CNCS funding), carry a low overall cost, and do not expend full Federal per diem rates for travel. Members will stay in shelters, gymnasiums, or other low-cost housing, and typically require less than half of daily meal per diem. Most programs work 6 days per week and 10 hour days on disaster assignment and are not hourly so they do not incur overtime costs.
 - **Population Served.** General population affected by disaster.
 - **Program End State.** Permanent housing.
 - **Supporting Agencies.** CNCS is supported by hundreds of grantees, including American Red Cross, Habitat for Humanity, and Hands On Network.
 - **Notification and Activation Procedures.** CNCS can be activated by contacting the Office of Emergency Management (OEM) at OEM@cns.gov. For requests requiring additional funding, OEM will provide cost detail based on assignment and available resources.
 - **Program Authorities.** The National and Community Service Act of 1990, 42 U.S.C. 12651g(b); Executive Order 12148, as amended; and 44 CFR Part 206.
 - **Further Information.** <http://www.nationalservice.org/>

American Red Cross

The American Red Cross (Red Cross) utilizes a nationwide system of disaster planning, preparedness, and response to assist with post-disaster housing crises. Red Cross chapters form the most immediate response when a disaster occurs. If the disaster is so large that it exceeds the capacity of a chapter and its community, the Red Cross activates its broader network of people and resources available through its national headquarters structure. Red Cross relief services are provided to minimize the immediate, disaster-caused suffering of people affected by a disaster through the provision of services that includes sheltering (individual or congregate temporary shelters). The American Red Cross serves as a support agency for ESF #6 – Mass Care, Housing and Human Services.

- **Disaster Service Program.** The Red Cross delivers disaster housing assistance in three main forms: Mass Care, Rental Assistance, and Emergency Housing Repair, depending on the size and scale of the disaster and considering other resources available to disaster victims. Mass Care assists emergency managers and other sheltering partners to identify and manage emergency shelters for those affected by disaster. The Red Cross, with local governments, opens and operates shelters before a disaster, during disaster evacuations, and after a disaster occurs. Rental Assistance identifies and supports assistance for the short-term housing needs of disaster survivors. It collects data on housing resources potentially available within the impacted area, coordinates temporary housing resources needed to support sheltering shortfall, and provides rental assistance. Lastly, Emergency Housing Repair provides funding to disaster survivors for emergency home repairs.
 - **Intended Use.** Sheltering, interim, and permanent.
 - **Program Funding.** Funding Category 3. These programs are intermittently funded and may not be effective. Red Cross services are primarily funded by private contributions.
 - **Efficiency.** The Red Cross opens evacuation shelters in advance of incidents to provide safe haven for those potentially impacted by disaster. In most instances, shelters remain open for a relatively short period of time – typically closing within a week – as disaster victims return to their homes or into more stable interim housing
 - While the goal remains to move people from shelters to more stable housing, in very large events shelters may be open for extended periods of time, depending on damage to local infrastructure and other available housing stock. Evacuation shelters and longer-term general congregate shelters vary in standards and amenities. The Red Cross maintains a nationwide inventory of sheltering supplies enabling the organization to shelter upwards of 500,000 individuals. Shelter facilities typically consist of public buildings, such as local elementary and high school gymnasiums and convention centers. Additionally, the Red Cross partners locally with faith and civic groups, providing these non-traditional disaster responders with training and resources to enhance local sheltering operations.

- **Cost Effectiveness.** The Red Cross endeavors to make congregate sheltering as comfortable as possible for disaster victims. Together with its partners, the Red Cross offers health and mental health assessments, referrals and casework, feeding operations and “safe spaces” for children. Red Cross volunteers staff shelters and provide counsel and emotional support to shelter residents. Additionally, Red Cross partners are invited to shelters to provide referral information on assistance, including FEMA personnel, who help clients register for FEMA and other Federal assistance.
- **Population Served.** General population affected by disaster.
- **Supporting Agencies.** FEMA.
- **Program End State.** Permanent housing.
- **Notification and Activation Procedures.** American Red Cross chapters continually work to be prepared to respond when a disaster threatens or strikes. When a disaster is so large that it exceeds the affected chapter's capacity to respond, all of the resources of the organization – including those of the affected and supporting units within the affected State(s) and of national headquarters – combine to ensure that needed disaster services are provided to meet the needs of those affected.
- **Program Authorities.** U.S. Congress, act of January 5, 1905, as amended, 36 U.S.C.; Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988 (PL. 93-288 as amended) Sec. 30 (b) (3).
- **Further Information.** <http://www.redcross.org/services/disaster/>.

National Voluntary Organizations Active in Disaster

National Voluntary Organizations Active in Disaster (National VOAD) is the forum where organizations share knowledge and resources throughout the disaster cycle—preparation, response and recovery—to help disaster survivors and their communities. Members of National VOAD form a coalition of nonprofit organizations that respond to disasters as part of their overall mission. Each member has its own specific area of expertise, but together they foster more effective service by providing convening mechanisms and outreach for all people and organizations involved in disasters.

- **National VOAD Member Contributions.** Members provide critical services to disaster victims, including a range of skilled and unskilled volunteer labor to clean up, repair, and rebuild homes. They may also provide funding for utilities or rental assistance, and assist individuals regardless of race, creed, gender, or age. National VOAD members, working with FEMA's Voluntary Agency Liaisons (VALs), actively promote the formation of Long Term Recovery Organizations (LTROs) in communities after major disasters. These LTROs, which include leadership from the faith community, local government, and local non-profit organizations, take responsibility for helping those most in need return to permanent, safe and secure housing. Working with National VOAD members, the LTRO provides disaster case management, prioritizes the unmet needs in the community, raises additional funds needed to meet those needs, and attracts volunteers to carry out the work.

- **Intended Use.** The members of National VOAD involved in housing generally assist with sheltering and permanent housing repair and construction. The American Red Cross and the Salvation Army, with support from a number of other National VOAD members, are the primary providers of sheltering services.
- **Program Funding.** Funding Category 3. These programs are intermittently funded and may not be effective without additional or supplemental funding. Materials are generally acquired using FEMA Individual Assistance money, insurance, donated materials, or through other grants or donations made to the long term recovery effort. Specialized teams who work on homes are volunteers or sometimes funded through donations from sponsoring constituents. Frequently, LTROs are in need of additional funding for construction materials and/or administrative expenses. Funding is most limited in years with weak economies, which can affect costs of living and philanthropic priorities.

National VOAD Members Providing Disaster Housing Assistance

American Baptist Men
 Brethren Disaster Ministries
 Catholic Charities USA, Disaster Response Office
 Christian Disaster Response
 Christian Reform World Relief Committee
 Church World Service
 City Team Ministries
 Episcopal Relief and Development
 Friends Disaster Service
 Habitat for Humanity
 Lutheran Disaster Response
 Mennonite Disaster Service
 National Emergency Response Team
 Nazarene Disaster Service
 Presbyterian Disaster Assistance
 Samaritan's Purse
 Southern Baptist Disaster Relief
 United Church of Christ
 United Jewish Communities
 United Methodist Committee on Relief
 United Way of America

- **Efficiency.** The National VOAD response is most efficient when adequate funding is available. Adequate funding allows workers to begin rebuilding communities more quickly; if adequate funding is not available, time is lost while organizations are forced to raise funds for materials, travel, and supplies. The speed at which funds are provided to repair homes can expedite the rebuilding of lives, the stimulation of the local economy, and the decline of properties waiting for repairs. Funding can also be allocated to expenses for skilled laborers, who may not be able to afford travel costs or time off from work, but who are willing to volunteer their time on site and leverage their experience and talent to accelerate project lead times. Although beyond control of the organization, the number of disasters in a given year can also determine how efficient the National VOAD response is. The supply of funds available to National VOAD programs is finite, and a year with fewer disasters allows more funds to be allocated to each disaster response. Furthermore, an efficient response is delivered when National VOAD understands the overall capacity of its member organizations. There are numerous members, but work can be efficiently delegated with limited duplication of resources when there is a thorough understanding of membership capabilities.
- **Cost Effectiveness.** National VOAD delivers cost effective disaster housing assistance because its member organizations benefit the affected population using volunteer labor. Not only is the volunteer labor at no cost, but many volunteers also pay for their own travel expenses. Additionally, organizations continuously raise funds that are used to purchase construction materials and cover other costs associated with long term recovery. Benefits associated the long term sustainability of communities will be greatest

when labor pools include highly skilled workers who lower the probability of future housing repairs and when adequate support staff is available to deliver wrap-around services.

- **Population Served.** National VOAD members are expected to focus on disaster victims who have the greatest need for assistance. This is dictated by the National VOAD mission and donor consensus. Several National VOAD members do place special emphasis on segments of those in need, such as individuals with disabilities and the elderly. In contrast, LTROs do not provide assistance to homeowners with adequate insurance or other sufficient resources.
- **Program End State.** Permanent housing.
- **Supporting Agencies.** FEMA, through its Voluntary Agency Liaisons.
- **Notification and Activation Procedures.** Each organization will have its own activation standards, though National VOAD members generally respond when there are needs and most do not require a Presidential-disaster declaration. Nevertheless, the declaration can serve as a guide to indicate where resources are most needed. An exception involves communities that have a high density of supporting member constituencies. In these cases, the VOAD member will likely provide help even if there is no declaration.
- **Program Authorities.** National VOAD members are expected to comply with all regulations pertinent to the laws of the communities in which they serve.
- **Further Information.** <http://www.nvoad.org/>.

Other Matters Concerning the Cooperative Effort to Provide Housing Assistance during a Major Disaster

While each agency and organization plays distinct roles in disaster recovery, a number of interdependencies also exist in order to ensure comprehensive solutions are provided to those most in need. The section below cites specific examples of cooperate efforts to provide housing assistance during a major disaster. These initiatives primarily use tools such as Interagency Agreements (IAA), Pre-Scripted Mission Assignments (PSMA), Contracts, or Memorandums of Understanding (MOU) to partner with other government entities. As the lead Federal agency for emergency management, FEMA is often in a position to coordinate with other agencies for housing response and recovery.

- **Disaster Housing Assistance Program.** The Federal Emergency Management Agency (FEMA) and the U.S. Department of Housing and Urban Development signed an Interagency Agreement on July 26, 2006, under which HUD administered a pilot program to provide temporary long-term housing rental assistance and case management for Katrina/Rita households. HUD administers the Disaster Housing Assistance Program (DHAP) through its Public Housing Agencies for eligible Katrina/Rita households who were receiving rental

assistance from FEMA. Evacuees register through FEMA for Federal disaster assistance. When FEMA determines that they are eligible, displaced families decide where they would like to move. Upon arriving in their new community, the evacuated family meets the local public housing authority that helps them find a suitable place to live. Families are given a rental subsidy based on 100 percent of Fair Market Rent in that community. Eligible families included displaced public housing residents, Section 8 voucher holders, other HUD-assisted households, and pre-disaster homeless individuals who were directly affected by the hurricane. Additionally, individuals had to be eligible for FEMA IHP assistance in order to be referred to DHAP. Families initially contribute \$50 toward their rent. Every month thereafter, the family portion of the rent increases in increments of \$50 through the end date of the program. HUD and FEMA recently announced a similar initiative for families displaced by Hurricane Ike.

The DHAP format for addressing the temporary long-term housing needs of displaced disaster households has come into practice as a standard methodology for FEMA/HUD-coordinated housing efforts. However, a “standard DHAP” does not exist; as such, questions of population served, cost effectiveness, efficiency, etc. cannot be outlined specifically. As a corollary to this, a disaster area cannot request an “activation” of a DHAP per se; “DHAP” is a label given to an increasingly standard model for fulfilling temporary long-term disaster housing needs. States and localities should acquaint themselves with historical formats for a DHAP in order to determine its potential disaster response program in their areas.

- **Operation Blue Roof.** This program is funded through FEMA for all counties that have been declared by FEMA for the Individual Assistance program, and it is managed by the U.S. Army Corps of Engineers (Corps). As a program authorized for the disaster recovery, Corps contractors install plastic sheeting as a temporary solution that allows individuals to remain in their residence until they can make more permanent repairs. Residents must first sign a Right of Entry (ROE) form, which allows crews to come onto private property to install the free temporary roofing. The program is for primary residences or permanently occupied rental properties with less than 50 percent structural damage, while vacation rental properties are not eligible for the program. Once the blue roof is installed, the structure must be habitable.
- **Utilization of Government Owned Homes.** Homes owned by USDA, HUD, and VA can be made available to displaced victims of disasters. For example, after the 2005 disasters in the Gulf Coast, an Interagency Agreement (IAA) was signed between HUD and FEMA. The IAA set forth the conditions and protocol for the transfer of HUD Real Estate Owned (REO) properties held off the market and made available to FEMA for displaced families. This agreement identified and made available 5,600 single-family (HUD owned) homes within a 500-mile radius of the Gulf Coast.
- **Online Housing Databases.** Online databases help planners and recovery workers identify available housing in times need. Three examples include the National Shelter System (NSS), the National Housing Locator System (NHLS), and the Housing Portal.

FEMA works with Federal, State, and voluntary partners to build a robust system for evacuation, sheltering, and housing that involves national planning and includes national standards. A key initiative is FEMA's collaboration with the American Red Cross to

implement the National Shelter System (NSS). The NSS is a database that lists and provides key information on more than 46,500 shelters across the country, to include sheltering type and capacity. Outreach and training to Federal, State, and local authorities using the system is on-going, and the data is continuously verified and updated.

HUD's National Housing Locator System (NHLS) combines Federal housing resources with three commercial apartment locators and housing Web sites to offer one platform that allows housing agency personnel and emergency responders immediate accessibility to available rental housing resources nationwide. Using housing information from various Internet and government data providers, the NHLS allows users to set a number of search criteria to locate available housing in a one-stop forum. Search criteria include the desired location by city and zip code, price range, acceptance of housing vouchers, accessibility, assisted and elderly accommodations, and number of bedrooms. Once the criterion is set, a rapid search is conducted nationwide with designated partners, and the information about available housing is presented in a report format. In most cases, housing photos and contact information are also provided. Launched in January 2006, the NHLS has found particular applicability as a tool in past instances of DHAP.

FEMA's Housing Portal consolidates rental resources for evacuees identified by Federal agencies, private organizations, and individuals. Utilizing HUD's National Housing Locator System (NHLS), FEMA provides housing information in a consolidated format accessible to disaster survivors and FEMA housing staff. This program allows housing caseworkers to provide rental resources in the NHLS to the public and permits public access to the NHLS via the internet. The Housing Portal also provides FEMA staff the ability to pull reports on housing resource availability and to enter additional housing resources identified during the course of disaster operations.

- **Federal Government and Private Sector Working Together.** After Hurricane Katrina, HUD worked with Home Depot in cities across the Gulf to conduct workshops for homeowners on hurricane preparedness. The goal was to increase homeowners' understanding regarding do-it-yourself repairs or contract repairs. In addition, HUD released "Tech Sets" on storm resistant roofing and wind resistant openings for use by homeowners, builders, and community officials.
- **Engaging University Groups in Disaster Relief.** On November 1, 2005, HUD and the Corporation National and Community Service, launched the Universities Rebuilding America Partnership (URAP) at Louisiana State University. The new program offers resources and support to engage college and university students, faculty and staff in helping rebuild the Gulf Coast Region.

References

Additional documents and sources were used to develop this Annex and can provide further information on the topics discussed herein.

- Stafford Act, 42 USC §5170b, 5174 Sec. 403 and 408 respectively.
- The Code of Federal Regulations, 44 CFR 206.110-117.