Appendix F:

Transition to Alternate Sheltering and Housing Solutions Considerations

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Note: This document was authored and reviewed by subject-matter-experts from the national mass care community.

Introduction
In the disaster housing continuum of sheltering, interim housing, and permanent housing the transition of shelter residents from the congregate sheltering environment to interim or other appropriate housing can be challenging. Resolving the complex issues facing shelter residents can require the active engagement of multiple local, state and federal agencies as well as non-governmental organizations.

The U.S. Department of Homeland Security's 2016 National Preparedness report states: "According to a recent analysis of after-action reports from 12 exercises and six real-world incidents, emergency managers continue to cite challenges in the process of transitioning disaster survivors from temporary sheltering to permanent housing." No doctrine, written guidance or training (federal or otherwise) exists on transitioning survivors from sheltering to interim housing. This Appendix will begin to address this shortfall. The term "sheltering" when used in this Appendix refers to congregate and non-congregate sheltering.

Scope
The focus of this Appendix is on the transition of shelter residents from disaster shelters to more permanent housing.

Overview
The American Red Cross and other organizations open post-event, short-term shelters in the aftermath of disasters within the affected communities for people who are displaced from their homes to provide a place of safety to receive shelter, food, and other types of support. The length of time those congregate shelters are open varies, but typically ranges from a few days to several weeks. As disasters increase in size and complexity, the number and type of shelters generally increases along with the number of people in them. This typically results in long-term sheltering (sheltering for longer than two weeks).

As the disaster response and recovery progresses, multiple stakeholders have a need for the families in shelters to find alternative housing arrangements. The process of finding alternative housing can be difficult and confusing in the aftermath of a disaster. Many times, the last shelter residents do not qualify for disaster benefits or are unwilling or unable to use benefits for which they qualify. Additionally, the disaster may destroy or damage the community's available housing stock, including homeless shelters and affordable, accessible housing. A holistic casework process is needed to work with these shelter residents to move them to alternative housing arrangements, and therefore along the path of their own recovery. This casework process is not a Mass Care activity but requires close coordination with mass care service providers to effectively manage shelter services until all disaster shelter residents have transitioned to appropriate housing options.

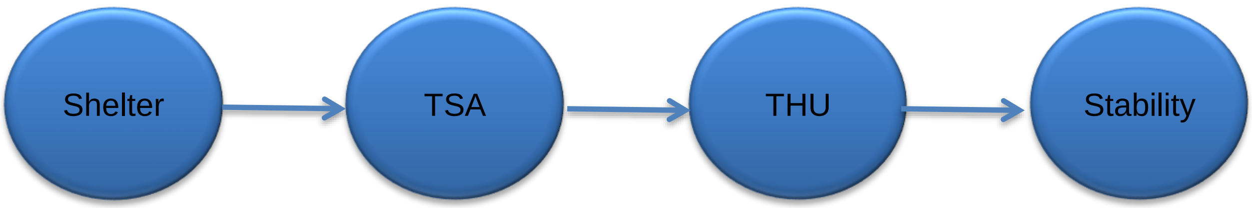
Involvement of local and state human services agencies can have a positive impact on helping Red Cross and other sheltering agencies to open, operate and close shelters. This includes helping shelter residents find housing placements once the emergency has passed and the recovery process is moving forward. Larger disasters may result in a Federal disaster declaration with accompanying federal support (e.g. temporary housing programs). Community and Faith Based Organizations with a vested interest in assisting the disaster shelter residents are often helpful in identifying resources to meet some of these shelter resident's needs.

As the sheltering activity is usually a local government responsibility, the participation of local emergency management in this process is critical to successful shelter transition. For many emergency managers, the challenge of shelter transition is presented during their first, biggest and last disaster.

Current State

After a Presidential Individual Assistance declaration, shelter transition is viewed as a continuum (see Figure 1, below), Shelter residents may move through various programs, some of which might not provide the shelter resident with an optimal housing solution for their individual needs, before achieving a stable solution.

Figure 1 – Current State



TSA – Transitional Sheltering Assistance; THU – Temporary Housing Unit

Future State

A recommended future state for shelter transition would provide a menu of options, instead of working through a continuum of options. Case workers would use the menu to assist the shelter resident to build a recovery plan that would best address their needs.

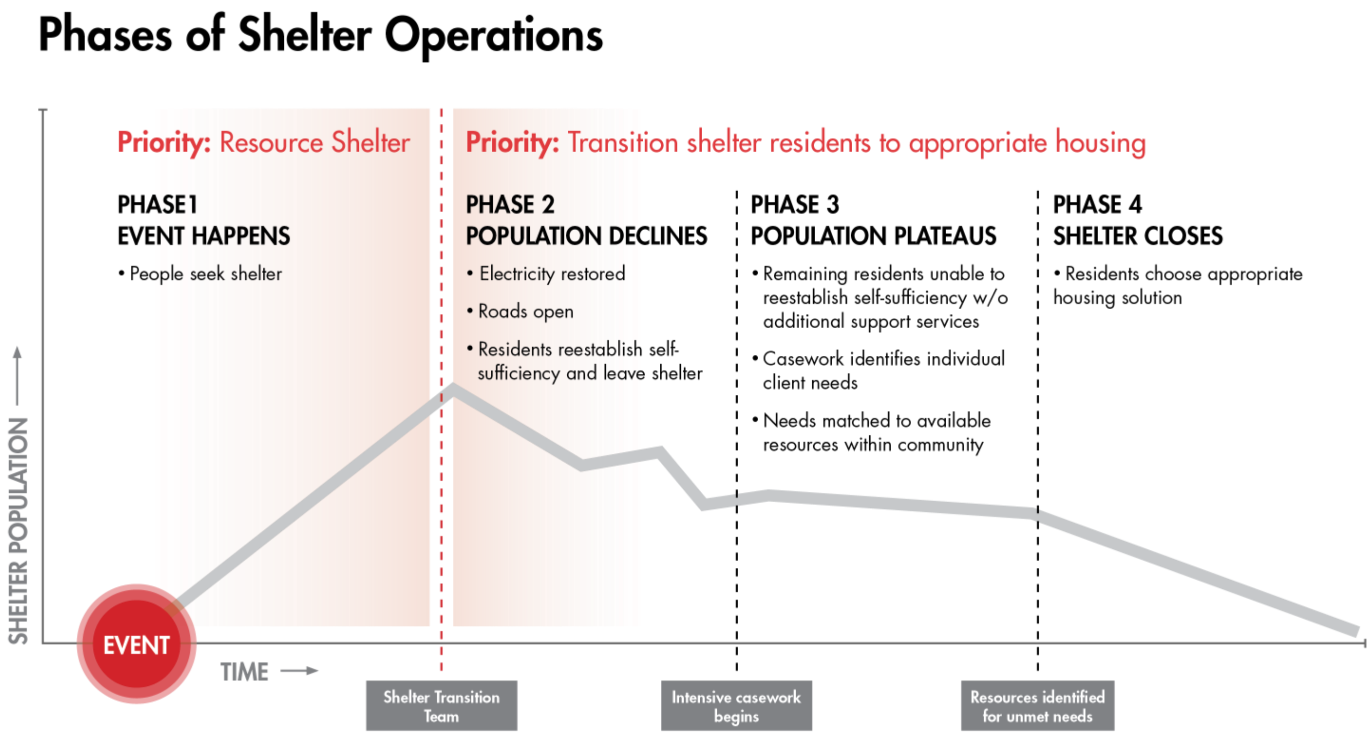
The Shelter Transition Model

The life-cycle of a congregate shelter can be divided into distinct phases (see Figure 2 below). This pattern occurs regardless of the type of event or size of the shelter.

In Phase 1, an event happens that causes people to seek shelter. The American Red Cross and other agencies identified in the local emergency plan direct shelter residents to pre-identified accessible and safe facilities where food, water and other services are available. The exact services provided in each shelter depends on the length of time the shelter residents remain in the shelter and their specific needs.

In Phase 2, the shelter population peaks and begins to decline as the hazard that caused the people to leave their homes diminishes. Some shelter residents can return to their homes. Other shelter residents are unable to return home because their dwellings have been destroyed or rendered unlivable. Shelter staff meet with the shelter residents to connect them with needed resources. Some find appropriate housing solutions quickly while others require more intensive casework. If there is a large shelter population and the community has lost a significant portion of their housing stock or there is a significant number of individuals who were homeless or precariously housed prior to the disaster, then creation of a Shelter Transition Team may be warranted (see Shelter Transition Team section below).

Figure 2: Shelter Transition Model Graphic



Phase 3 begins when the shelter population ceases to decline. In anticipation of this phase the Shelter Transition Team, working with the local jurisdiction and the principal stakeholders, ensures that an adequate number of caseworkers have been identified and deployed into the shelters prior to the beginning of Phase 3. In a federally declared disaster, all eligible shelter residents should be registered with FEMA.

Phase 3 is characterized by shelter residents that require additional support connecting to resources. These unmet shelter resident needs are barriers to their transition from the shelter. These barriers in many cases can be attributed to complex systemic, operational and individual factors (see Barriers to Shelter Transition below). Intensive casework, and the multi-agency coordination of the Shelter Transition Team are necessary to transition the remaining shelter residents to more permanent housing.

In Phase 4, the remaining shelter residents prioritize their needs, choose the available housing solution that is most appropriate for them, and then the shelter is closed. To achieve this successful outcome, the resources identified through the intensive casework and the efforts of the multi-agency Shelter Transition Team are matched to the unmet needs of the shelter residents.

Shelter Transition Services

The process of shelter transition depends upon the availability of services to meet the specific needs of the shelter residents. These services, including but not limited to those listed below, are available to adults and children alike. All services must be accessible to all shelter residents with and without disabilities or other access and functional needs.

- **Immediate Sheltering**: Provides community based, general population disaster sheltering.
- **Disaster Casework:** Provides emergency crisis assistance and referrals for disaster survivors and their families.
- **Disaster Case Management**: A time-limited process that involves a partnership between a case manager and a disaster survivor to develop and carry out a Disaster Recovery Plan. The federal program provides funding and technical assistance to ensure holistic services to disaster shelter residents.
- **Social and Support Services**: A broad range of community services that may assist with housing, healthcare, substance abuse/addiction, mental health and other supportive services.
- **Short Term Housing**: Non-disaster related housing including homeless shelters, Single Room Occupancy (SRO), and temporary sheltering programs.
- **Transportation services**: Includes fixed route transportation; para transit services; bus tokens; and subsidized programs.
- **Children's Services**: Includes counseling, advocacy, and getting shelter residents back to the pre-disaster routine of school.
- **Financial Assistance**: Financial help for disaster caused needs, including but not limited to: moving deposits, utilities, replacement fees (license, deeds, insurance), DME (Durable Medical Equipment), child care (limited to supporting a family's need while attending to health-related appointments or recovery-related activities), transportation, food, clothing and household items.
- **Area Agencies on Aging & Services**: Provides access to programs and services for older persons at the local level.
- **Disability Services**: Includes para transit information and referral; assistance with replacement of durable medical equipment and other assistive and adaptive technologies; restarting home and community-based services; case management support; integration into all programs currently available to disaster survivors; and technical assistance.
- **Feeding Assistance**: Includes mobile and fixed feeding, Federal Disaster Shelter Nutrition Assistance Program (DSNAP), Local Food & Nutrition Service (FNS) disaster feeding assistance, Food Banks, and bulk distribution of food supplies.
- **Unmet Needs**: Includes food, clothing, shelter, first aid, and long-term needs such as financial, physical, emotional or spiritual well-being.
- **Document Retrieval**: Includes retrieval of Drivers Licenses, Social Security Cards/Award Letters; Deeds, leases, and other lost documents that prevent shelter residents from transitioning out of the shelter.
- **Protection and Advocacy**: Includes support for adults and children with disabilities in exercising their legal rights, which help to ensure the health and safety of certain shelter residents.
- **Information Sharing**: Includes the exchange of relevant information between disaster relief agencies including legal doctrine between Federal, State, and NGO partners.

Multi-agency Shelter Stakeholders

Provision of shelter transition services can require the assistance of some or all of the following multi-agency shelter transition stakeholders.

Whole Community Partners:

- **State Welfare and Human Services**: These agencies assist residents with access to a variety of benefits including social service, food programs, employment assistance and other statewide programs.
- **Parish / County Social Services agencies**: Local versions of statewide programs that determine eligibility, perform screening or provide access to public assistance programs.
- **Homeless Coalition**: May provide homeless shelters, housing programs, clothes and other daily need support, or connection to mental health and substance abuse resources.
- **Child Welfare agencies**: Social, welfare, and education agencies that can provide support to families with children.
- **Area Agencies on Aging**: Established under the Older Americans Act (OAA) in 1973 to respond to the needs of Americans 60 and over in every local community. There are over 670 Area Agencies on Aging around the country. Services include Meals on Wheels; day programs and other aging services; Alzheimer’s support, information and referral; and elder abuse issues (Adult Protective Services.)
- **Independent Living Centers** (ILC/CIL): CILs are community-based, cross-disability, non-profit organizations that are designed and operated by people with disabilities. Services available at all ILCs include: peer counseling; housing assistance; assistive technology information; employment assistance; access to Protection and Advocacy agencies; and transition services, systems and self-advocacy tools.
- **Voluntary Organizations Active in Disaster/Community Organizations Active in Disaster** (VOAD/COAD): Work together prior to disasters to prepare for the needs of community members following a disaster and can be engaged to jump start the transition process. VOADs/COADs in many cases can quickly bring assistance to the table for shelter residents such as muck out, transportation, furniture, and assistance with other unmet needs.
- **State or Local Lead Housing Task Force**: These task forces in many cases have already been discussing systematic housing issues and needs of the community and may already have made progress at identifying housing options prior to the disaster.
- **Developmental Disabilities Council/Regional Center**: Agencies that traditionally provide resources and services to individuals with developmental disabilities.
- **Protection and Advocacy** (P&A): The Protection and Advocacy (P&A) System and Client Assistance Program (CAP) comprise the nationwide network of congressionally mandated, legally based disability rights agencies. P&A agencies have the authority to provide legal representation and other advocacy services, under federal laws, to all people with disabilities. They may provide these services to shelter residents with disabilities who may be at greater risk of abuse or transfer to a more restrictive setting following a disaster.
- **Department of Motor Vehicles** (DMV): Can provide copies of driver’s license and other government identification needed after being lost or destroyed following the event.

- **Veterans Services**: Organizations knowledgeable of veteran specific programs that may include transportation, housing, financial assistance, health care support, assignment of a service animal, access to durable medical equipment, employment assistance, or other crucial programs.
- **Local Housing Authority/State Housing Authority**: Provides access to housing programs such as HUD, Section 8, other specialized federal programs, rentals and subsidies.
- **American Red Cross**: Has congressional charter requirements to carry out responsibilities delegated by the federal government. Among these responsibilities is to maintain a system of domestic and international disaster relief, including mandated responsibilities under the National Response Framework coordinated by the Federal Emergency Management Agency (FEMA). Red Cross is the lead for Disaster Sheltering under the National Response Framework (NRF).
- **Catholic Charities**: Plays a major role in Recovery as one of the leading agencies providing Disaster Case Management. Catholic Charities has grown in capacity to collaborate with the wider community and provide recovery assistance to those impacted by disasters.
- **The Salvation Army**: Provides relief services to communities impacted by both natural and man-made disasters until the service is no longer needed by the community. When initiating a disaster relief operation, the first aim is to meet the basic needs of those who have been affected, both shelter residents and first responders.
- **FEMA Applicant Services**: Can access the shelter resident's case file in the FEMA System, and help shelter residents understand the status of FEMA application and assistance and assist throughout the grant process.
- **FEMA Mass Care**: Provides essential assistance, including life-sustaining services, after a major disaster to meet immediate threats to life and property, including congregate, non-congregate, and transitional sheltering; feeding; reunification services; distribution of emergency supplies; rescue, transportation, care, shelter and essential needs of household pets and service animals; mass evacuation; support to children and adults with disabilities and others with access and functional needs in congregate facilities; warehousing and distribution of donations; emergency residential roof covering; and emergency repair of primary residences damaged as the result of a disaster.
- **FEMA Voluntary Agency Liaison (VAL)**: Connects with community organizations and agencies that may be able to provide shelter residents with assistance to help return to the community.
- **FEMA Disability Integration**: Works closely with Red Cross Disability Integration to advise the sheltering team around the broad range of issues related to serving people with disabilities and those with access or functional needs requiring reasonable accommodation.
- **HUD (Housing and Urban Development**): Assists with shelter residents who may be displaced from subsidized homes and assist with rehousing.
- **Social Security Administration (SSA**): Provides shelter residents with copy of Social Security Card or SSI/SSDI award letters that may be needed for housing options.
- **USDA Rural Development**: Provides assistance through multiple programs including, but not limited to: Farm Labor Housing Direct Loans & Grants, Household Water & Well System Grants, Individual Water & Wastewater Grants, Multi-Family Direct Loans, Special Evaluation

Assistance for Rural Communities and Households, Single Family Housing Direct Home Loans, Socially-Disadvantaged Groups Grants to name a few.

- **Transportation providers**: Provide fixed route transportation (buses, trains) and paratransit services for individuals with disabilities; subsidized program application.
- **Faith Based Community**: Provides a wide range of support for shelter residents including immediate shelter, food and nutrition, clothing, household items, and partner with Long Term Recovery Groups.
- **VOADs via Long Term Recovery Group (LTRG)s**: Coalition of voluntary agencies that can assist throughout the sheltering process into long term recovery.
- **Businesses Associations**: Provide access to Chambers of Commerce, realtors & rental companies familiar with local housing availability, hotel rooms or other localized business services including availability of contractors for home repairs.
- **Legal Services**: Provide assistance with landlord/tenant issues; civil rights violations or other legal issue; and information and referral.

The Shelter Transition Team

A shelter transition team, comprised of representatives from multiple local, state, federal, non-governmental and private organizations, assists the shelter residents to prioritize needs and choose the most appropriate available housing solution. See Tab C – Shelter Transition Team.

Barriers to Shelter Transition

A barrier is an unmet need, whether systemic, operational, or individual, that prevents a person or household from departing the shelter and completing their own recovery process. Some disaster shelter residents have unmet needs in their steady-state, pre-disaster life. Regardless of whether the barrier is pre-disaster or event created, this unmet need prevents the shelter resident's transition out of the shelter. Relying solely on the most recent data from the last U.S. Census (2010) and the Centers for Disease Control (CDC), we can safely assume at least 20% of shelter residents – 1 in 5 - to be individuals with disabilities. Adding the number of individuals with other access and functional needs in a disaster can drive planning assumptions as high as 60%. (see Tab A, Barriers to Shelter Transition).

Glossary

<u>Accessible</u> - Refers to a site, facility, work environment, service, or program that is easy to approach, enter, operate, participate in, and/or use safely and with dignity by an individual with a disability.

<u>Access and Functional Need</u> **–** Those who may experience barriers to accessibility of shelter facilities, programs, services and communications represent a diverse cross-section of the whole community, including but not limited to:

- Individuals who have developmental or intellectual disabilities, physical disabilities, chronic conditions, injuries, limited English proficiency or are non-English speaking, older adults, children, people living in institutionalized settings, individuals and families with low or no income, those who are precariously housed or homeless and/or transportation disadvantaged (i.e., dependent on public transit), and those who are pregnant.

- Lack of access may give rise to some, all or even none of these functional needs: communication, maintaining health, independence, support, safety and self-determination, and transportation.

General Population Shelter - An accessible facility set up to provide shelter for everyone in the community, including individuals with access and functional needs, and including those with disabilities requiring supportive services to maintain independence and utilize the shelter and its programs and services.

Long-term shelter - A general population shelter typically lasting more than two weeks.

Short-term Shelter – A general population shelter typically lasting two weeks or less.

Single Room Occupancy - These are units that are one room, may have a dorm fridge or microwave, and share a common full kitchen and bathroom facilities.

TAB A – Barriers to Shelter Transition

TAB B – Toolkit for local jurisdictions faced with Shelter Transition

TAB C – Shelter Transition Team

TAB D – Principal stakeholders and their roles

TAB E – Standardized format for data collection Tool

Tab A to Appendix F – Barriers to Shelter Transition

Systemic Barriers

Systemic barriers involve legal, regulatory or institutional systems that inhibit the shelter resident's needs from being met:

- Data Sharing – Shelter resident data is collected by multiple agencies. Privacy concerns and the interoperability of the different information systems restrict the exchange of this information. Intensive and rapid casework requires the ability to share shelter resident information with other shelter transition team partners, which allows for a streamlined interview and review processes.
    - Interoperability of information systems – Different agencies use different case management systems that may not be able to 'talk' to each other (e.g. may not be able to export/import from one to another). In these instances, case information either has to be collected again from the survivor or manually entered
        - Recommendation – Shelter Transition Teams should identify a single system of record for each event early in the process. Ideally this system will facilitate transition of case information to the provider(s) conducting case management. Ensure that a system is in place to vet access and information storage in compliance with NARA, Privacy Act, HIPPA, etc.
    - Privacy and the mechanisms to share case information between agencies – There are significant legal challenges to allowing free exchange of an individual's private information. While traditional recovery partners tend to have their own release of information forms they are typically not drafted in a way that allows for sharing case information with a third party, especially nontraditional partners.
        - Recommendation – work with legal counsel prior to the event to develop a release of information that will allow partners on the Shelter Transition Team to share shelter resident information.
        - Recommendation – develop a method for removing personally identifying information from a case file to allow the Shelter Transition Team to discuss cases in a way that protects the shelter residents' identity, especially when incorporating partners or other officials not covered by the agreement.
- Federal assistance timelines - For federally declared disasters, the amount and types of federal assistance families receive can be an important factor in their personal recovery planning. Uncertainty regarding the type and timing of assistance makes recovery planning difficult for shelter residents.
    - Individual Assistance Funding – For some families' rental assistance is the only resource required for them to identify a long-term solution. Other families may not be able to decide whether to rebuild or relocate until the amount of their award is determined. This uncertainty can keep them in the shelter until they are able to make a more concrete recovery plan.
- State, Tribal, County, and local barriers – These barriers include codes inspection, enforcement requirements, building permitting and licensing of voluntary agencies/contractors to do repair/rebuild work.
    - Codes Inspection and Enforcement Requirements – Some properties were built under prior building code requirements. If the property sustains significant damage (generally

over 50%) that homeowner may be required to build back to the new standards, which increases the financial burden on the homeowner. Shelter residents need to be able to (1) identify the additional requirements for rebuilding and (2) obtain the necessary documentation to provide to FEMA so the increased requirements can be taken into consideration.
    - Building permitting – Generally, significant structural work to a residence requires appropriate building permits. When the permitting offices and its employees have also been impacted and they are receiving an influx of requests for building permits due to the disaster, their capacity to review and process these requests can be severely diminished. Jurisdictions need to determine payment policies for building permits after a disaster (e.g. would they waive the fees for disaster shelter residents or not).
    - Licensing of Voluntary Agencies/Contractors to be able to do repair/rebuild work – In some states, contractors working on home repair and rebuild (including those with voluntary agencies) need to be licensed. Since many voluntary agency partners bring in resources from out of state, it is important to work with state partners to identify ways to expedite the licensing process and determine which, if any, out-of-state licenses would be acceptable.
- Private entity barriers –
    - Insurance –The drastic influx of claims and potentially impacted adjusters may increase the time it takes to process and pay claims. Since insurance awards play a significant role in determining financial assistance, this can create a barrier for shelter residents.
    - Re-opening of stores – certain community resources need to be reconstituted prior to a survivor being able to return home such as those listed below.
        - Grocery stores
        - Home goods/home improvement
        - Schools, childcare,
        - Transportation services
        - Pharmacies
        - Urgent Care and other non-hospital medical care facilities
- Medicalization of disability – The tendency to view individuals with disabilities as patients in need of medical intervention, even though they are living independently in the community prior to the disaster. This can result in placement of an individual into a “special needs” shelter or skilled nursing facility which removes their right to make decisions for themselves, often with grave consequences.
- Training – the lack of coordinated, collaborative training for all those playing a role in transition.
- Mission Statements – differing mission statements amongst agencies and what designated donated funds can be utilized for.

Operational Barriers

In addition to Systemic Barriers, Operational Barriers can reduce the resources survivors have available to begin their recovery. Operational Barriers are challenges that must be navigated by emergency responders, social workers, and government administrators. Different types of disasters may create new and different Operational Barriers. Issues like the ease of referrals, rapid enrollment in projects, altered eligibility criteria, and data sharing all require professional organizational solutions to enhance a survivor’s opportunity to successfully recover.

- Data
    - Timely access to data to assist in identifying barriers to shelter transition
    - Ease privacy requirements: clarification of privacy policies based on federal regulation versus those not based on regulations
    - Gathering complete and consistent data from impacted individuals
- Impacted Individuals
    - Uncertainty about or resistance to using federal resources
    - Lacking the financial resources to afford housing
    - Landlords unwilling to confirm pre-impact occupancy so eligibility cannot be confirmed
- Resources
    - Timeliness in the availability of recovery resources
    - Limited staff resources commensurate with the level of work or time needed
    - Lack of dedicated, comprehensive case management

Individual Barriers

Individual Barriers are those challenges that only impact the individual household experiencing them. These barriers may be created by the disaster or exist before an event. For example, they may be grounded in health or disability-related concerns or could be caused by economic challenges. Almost any facet of a survivor's needs can become a barrier if it is a necessity to recovering and the correct resources cannot be identified to resolve it. For example, without diapers – whether due to lack of supply or lack of funds – a family with toddlers will be unable to focus on other aspects of their recovery due to the immediate health and safety concerns raised by this challenge.

TAB B – Toolkit for local jurisdictions faced with Shelter Transition

- Checklist for local officials
- Standardized format for data collection Tool.

Emergency Management Check List for Shelter Transition

Step 1: Learn and understand the emergency management mission in Shelter Transition

☐ Research the shelter transition sub-function (See Mass Care Emergency Support Function #6 and Recovery Emergency Support sub-functions that address shelter transition).

☐ Establish authority and policies to address shelter transition as an emergency manager

Step 2: Begin planning process for Shelter Transition.

☐ Begin the emergency management planning process:

- Create a shelter transition plan
- Resource the plan
- Train on the plan
- Exercise the plan
- Assess results
- Begin cycle again to improve
- Enhance the plan

☐ Plan with timeline, goals, objectives and outcomes.

Step 3: Execute major preparedness goals and objectives for Shelter Transition

☐ Identify threats, hazards, vulnerabilities, resources, needs, and gaps that pertain to sheltering, shelter transition and interim/long-term housing recovery.

☐ Identify resources:

- Resources - funding, grants, staff, volunteers and other wherewithal to follow through on planning process.
- Identify planning team
  - Shelter Transition Stakeholder: see Stakeholder TAB D – Principal stakeholders and their roles.
  - Identify other local stakeholder and resources.

☐ Form planning team and conduct planning meetings

☐ Develop draft plan (include as an appendix or attachment to the Mass Care Annex, ESF#6 Mass Care or as part of the Local Recovery Framework).

☐ Resource the plan (staff, work stations, equipment, supplies, etc.).

☐ Train on plan (orientations, tabletops, workshops, etc.).

☐ Exercise plan.

☐ Revise and update plan.

☐ Ensure Planning Team develops an operational component that will activate and deploy within the disaster operation during response, early recovery and in intermediate recovery as needed.
☐ Officially incorporate Shelter Transition Plan into the Local Emergency Operations Plan.

Step 4: Response – Shelter Transition

☐ Gain situational awareness of mass care, sheltering operations and potential shelter transition needs.
☐ If a need is determined, then activate and convene Shelter Transition Team (by conference call, or in person, or through briefing in the emergency operations center, etc.)
☐ Assess situational awareness of shelter transition needs
☐ Follow Team Checklist: see Team Checklist in Tab C – Shelter Transition Team
☐ Adjust plan to address current operational situation
- Adjust Stakeholder Team membership to reflect current operation.
- Ensure Stakeholder Team is resourced adequately to become operational.
- Assess current conditions and resources.
  - Assess shelter operation statistics (see Team Checklist)
  - Federal and state declarations and currently available resources.

☐ Develop Shelter Transition Plan for the larger Incident Action Plan or the Recovery Action Plan.
☐ Support and monitor the Shelter Transition Plan and ensure it is sustainably implemented in response.

Step 5: Recovery – Shelter Transition

☐ Ensure Shelter Transition Plan is continuously updated within Recovery Action Plan throughout the course of the recovery operation.
- Monitor and adjust emergency management administrative support for:
  - Shelter Transition Team.
  - Implementation of Shelter Transition Plan (operations).

☐ Develop benchmarks and end-points or benchmarks for achieving a successful shelter transition operation.
☐ When needed, then develop a demobilization component to the Shelter Transition Plan as part of the Recovery Action Plan.
☐ Schedule and organize an after-action review of the shelter transition operation and follow through with Shelter Transition Plan updates.

TAB C – Shelter Transition Team

Definition

A shelter transition team, comprised of representatives from multiple local, state, federal, non-governmental and private organizations, assists the shelter residents to prioritize needs and choose the most appropriate available housing solution.

Team Objectives

- Ensure the shelter transition team is integrated with Federal, local, state, NGO and private sector partners
- Assist individuals and families with determining appropriate and accessible housing.
- Identify barriers to the recovery for the shelter residents
- Identify resources and programs that can mitigate the identified barriers to the holistic recovery process.
- Maintain clear documentation of actions taken and assistance offered or provided to disaster survivors to minimize duplication of benefits
- Assist with the transfer of shelter casework information to an applicable Recovery Case Management system

Team Checklist

Situation

- Determine jurisdiction or jurisdictions for the Team's actions. (This can be City or County).
- Determine # of open shelters with total # residents.
- Determine status of IA/PA declaration and the available Federal housing programs.
- Determine State housing resources available.
- Determine County and local housing resources available.
- Determine Federal housing resources available (i.e., USDA Rural Development)
- Ensure information sharing processes/agreements are in place
- Determine if FEMA Applicant Services have visited all shelters and all occupants have registered with FEMA or do not wish to register with FEMA.
    - Determine % of all shelter residents that have registered with FEMA.
    - Of those who have registered:
        - Determine % are eligible for Transitional Sheltering Assistance (TSA)
        - Determine % that have received rental assistance and other forms of IHP financial assistance.
        - Determine % that are unable to provide proof of legal occupancy.
        - Determine % that are pre-disaster homeless
- Determine # and location of hotels participating in the TSA program, and how many applicants are in each.
- Ensure that a process has been established on how inspections will be prioritized for disaster Shelter residents to receive temporary assistance in support of the shelter transition.

- Determine agencies providing casework or case management in the shelters
    - American Red Cross caseworkers
    - State Disaster Case Management
    - Catholic Charities
    - FEMA Applicant Services

Coordination

- Determine what agencies are conducting casework in the shelters and the scheduled times for this casework.
- Identify shelter residents with immediate unmet needs, to include reasonable accommodations, so that they can be interviewed and provided the accommodations prior to broader casework effort(s)
- A team approach with each shelter resident is the key to success. Most effective if all members of team work together at same time with shelter resident.
    - Determine the composition of each team, designate team leads, and decide who will be physically present at the interviews vs those who will be in “reach back” mode.
    - Coordinate with shelter managers and/or hotel management to schedule visits with shelter residents.
- Establish scheduling protocols (e.g., format, work days/times, new schedule dates, etc.).
- Establish a conference call schedule with all identified stakeholders to discuss trends, issues and accomplishments.
- Monitor daily State & Local Situation Reports.
- Provide daily reports for distribution.
    - Determine report formats and key information to be collected and reported (e.g., owners vs. renters, barriers, resources/solutions provided, projected transition dates, etc.)
    - Establish reports routing and cut-off times.

Implementation

- Convene stakeholders to share information concerning the disaster and plans for recovery.
- Estimate resources required to support transition of shelter residents
- Identify local resources available to help shelter residents
- Coordinate with the Local/State Housing Task Force, if established.
- Assess, in coordination with shelter providers, requirements for household pet shelters for shelter residents
- Assess need for accommodation for applicants with a disability or access and functional needs and establish a process for providing services, resources, etc. to implement and/or provide the accommodation.
- Identify disaster-related unmet needs and coordinate resources to assist in recovery.
- Teams will set up in a designated area in or near the shelter to conduct private one on one assessments with applicants and assist them with the development of long-term and permanent housing plans
- All shelter residents will be required to meet with the shelter transition team as a condition of them continuing to reside in the shelter and a timeline established as to when this requirement will go into effect. Preferably, residents should work with the same team members throughout the process

- The team will coordinate to assess data collected and explore all housing options to determine best solution to meet applicants need.
- Local Homeless Coalitions and local and federal Housing Authorities must be brought in as soon as possible to be members of the transition team.

TAB D – Principal stakeholders and their roles

Stakeholders Roles	Immediate Sheltering	Casework / Case Management	Social and Support Services	Short Term Housing	Transportation services	Children Services	Financial Assistance	Aging Services	Substance Abuse Recovery Services	Disability Services	Feeding Assistance	Unmet Needs	Long Term Housing	Document Retrieval	Protection and Advocacy	Information Sharing
Agency																
State Welfare and Human Services		X	X	X		X	X	X		X	X	X	X			
Parish / County Social Services agencies		X	X	X	X	X	X	X		X	X	X	X			
Homeless Coalition (may also be NGO)	X	X	X	X	X	X		X	X		X		X			
Child Welfare agencies/CPS			X			X				X					X	
Area Agencies on the Aging/APS		X	X	X	X			X		X	X	X			X	
Voluntary/Community Orgs Active in Disaster (VOAD/COAD)		X	X	X		X	X				X	X				
State or Local Lead Housing Task Force				X									X			
Developmental Disabilities Council/Regional Center		X	X		X	X	X	X		X		X	X		X	

Stakeholders Roles	Immediate Sheltering	Casework / Case Management	Social and Support Services	Short Term Housing	Transportation services	Children Services	Financial Assistance	Aging Services	Substance Abuse Recovery Services	Disability Services	Feeding Assistance	Unmet Needs	Long Term Housing	Document Retrieval	Protection and Advocacy	Information Sharing
Protection and Advocacy (may also be NGO)								X		X					X	
Department of Motor Vehicles (DMV)														X		
Substance Abuse Service									X							
Veterans Services (may also be a NGO)	X	X	X	X	X		X	X		X	X	X	X	X		
Cross Disability Coalitions			X		X											
Local Housing Authority/State Housing Authority				X									X			
Red Cross	X	X			X	X	X			X	X	X				
Catholic Charities																
The Salvation Army	X			X		X	X			X	X	X				
FEMA Application Services		X		X			X			X			X			
FEMA Mass Care	X			X							X		X			
FEMA VAL		X				X		X		X		X				
FEMA EA/Congressional Service																X

Stakeholders Roles	Immediate Sheltering	Casework / Case Management	Social and Support Services	Short Term Housing	Transportation services	Children Services	Financial Assistance	Aging Services	Substance Abuse Recovery Services	Disability Services	Feeding Assistance	Unmet Needs	Long Term Housing	Document Retrieval	Protection and Advocacy	Information Sharing
FEMA ODIC										X						
HUD (Housing and Urban Development)		X	X			X		X		X			X			
Social Security Administration (SSA)										X				X		
USDA Rural Development				X			X						X			
Transportation providers (may also be state/regional)					X			X		X		X				
Faith Based Community	X	X		X	X	X	X	X		X	X	X	X			
Independent Living Centers			X			X		X		X		X	X			
Case Management Lead Agency		X	X	X			X			X		X	X			
Businesses Associations (realtors/hotel industry, contracting)				X	X								X			
Legal Services			X													

TAB E – Sample Standardized format for data collection Tool

Last Name (Primary Client)	First Name	Mobile Phone	Address	Zip Code	# Adults (18+)	# Children (Under 18)	Pets	Date In	Date Out (projected)	DA Major/Destroyed (Client-reported)	FEMA Registered (non-TSA)	FEMA Registered (TSA)	Has Vehicle	Additional Needs	Eligible for Gov't Programs	Insured	Type of Insurance	Pre-Disaster Housing Status	Recovery Gaps	Consent to Share	Action Plan	Action Plan Estimated Date	Notes
Sample	*Entry*	*xxx-xxx-xxxx or None*	*xxx Street, Unit*	*xxxxx*	*2*	*4*	*Y/N*	*xx/xx*	*xx/xx*	*Y/N*	*R=Received, P=Pending, N=Not registered, D=Denied*		*Y/N*	*HS, DMH*	*HUD, VA, Other*	*Y/N*	*F=NFIP R=Renters H=Home-Owners OT=Other*	*O=Owner, R=Renter, H=Homeless, PH=Precariously Housed, OT=Other*	*NH=Needs New Housing, TH=Needs Temp Housing, HR=Ongoing Home Repairs, T=Needs Transportation, U=Needs power/utilities, OT=Other*	*Y/N*	*TSA THU Family Return to Home*	*xx/xx for planned exit*	*xx/xx: follow-up notes or addt'l info*

Development and use of Shelter Casework Data Collection Tool

The purpose of the data collection tool is to have a standardized set of data to easily share across partners (when data sharing agreements are in place) and to produce standardized high level reports on shelter population and unmet needs. While casework recording tools will likely capture the full picture and narrative for each shelter client, this tool is designed to capture actionable information to support leadership decision making.

Suggested fields for the shared data collection tool

<u>Client Last Name, First Name</u> – usually the Head of Household, may be different than the HOH collected by government or other agencies, therefore will need to use address and/or phone to match records
<u>Mobile phone</u> – often clients/survivors do not have access to their phones, either temporarily or permanently, therefore, the data tool should capture the phone number that can be used to reach them in the shelter, but also useful to capture their pre-disaster phone number or alternate phone in the notes column
<u>Address/Zip</u> – Primary home or last known address; important to capture the unit number
<u>Adults/Children</u> – input the number of family members who will be living in the same home when they depart the shelter
<u>Pets</u> – input the number of pets who will be living in the same home when they depart the shelter

Date In/Date Out (projected) – input the dates they arrived and exited the shelter. You can input the projected dates using parenthesis or just input the projected date in *Action Plan Estimated Date*.
DA Major/Destroyed (Client reported) – input the client's response to the damage assessment to the home, may need to determine the level of damage by comparing to FEMA DA classifications.
FEMA registered (TSA and non-TSA) – input the client's response to the status of FEMA registration. If Transitional Sheltering Assistance (TSA) has been approved for the disaster, then add/keep the column for TSA and report status.
Has Vehicle – Yes should refer to has working, accessible vehicle. No can include those that has a vehicle that cannot be used due to storm damage or inaccessibility due to the event
Specific Individual Needs – open field; can refer to access and functional needs, health services, disaster mental health, etc
Eligible for Gov't programs – open field; can refer to gov't programs such as HUD assistance, Veteran's Affairs, or state programs
Insured/Type of Insurance – Refers to insurance on the pre-disaster dwelling, listing type of insurance; can be combined or separated for easier sort and analysis
Pre-Disaster Housing Status – input a code/letter for each type of status (e.g - O=Owner, R=Renter, H=Homeless, PH=Precariously Housed, OT=Other)
Recovery Gaps – input a code/letter for each type of status (e.g - NH=Needs New Housing, TH=Needs Temp Housing, HR=Ongoing Home Repairs, T=Needs Transportation, U=Needs power/utilities, OT=Other). Keep in mind that each client will likely have multiple recovery gaps; input the highest need/limiting factor that is preventing the client from leaving the shelter (most often lack of housing).
Consent to Share – ask the client if they consent to share their data with other partners providing support to disaster survivors; very Important as this consent is required to share the individual data for joint casework
Action Plan/Action Plan Estimated Date – input the client's action plan and estimated date for implementing plan for leaving the shelter; can be narrative or codes depending on the data needs; will need to be updated after each check in with the client
Notes – as needed, add additional narrative or explanation of recovery gaps or action plan