

Illinois Emergency Operations Plan

Annex 17 – Long-Term Recovery

Appendix 4 – Disaster Housing

Illinois Emergency Management Agency

August 2021





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Appendix 17-X4 – Disaster Housing

Primary Agency: Illinois Emergency Management Agency (IEMA)

Support Agencies: Illinois Capital Development Board (ICDB)
Illinois Department on Aging (IDoA)
Illinois Department of Human Rights (IDHR)
Illinois Department of Human Services (IDHS)
Illinois Department of Public Health (IDPH)
Illinois Department of Natural Resources (IDNR)

Support
Organizations: American Red Cross (Red Cross)

I. Introduction

A. Purpose

1. Provide operational guidance, coordinating processes and strategies for the provision of interim and permanent disaster housing by the ad- hoc Disaster Housing Working Group (ADHWG).

B. Scope

1. This appendix applies to state agencies and non-governmental organizations (NGO) having a role in the coordination and provision of interim and permanent disaster housing.
2. This appendix applies to a range of housing support strategies, including:
 - a) Rental assistance;
 - b) Manufactured home provision, and
 - c) Public housing.
3. This appendix does not apply to sheltering or housing provided during the short-term recovery phase, outlined in IEOP Annex 7, Mass Care.

C. Policy

1. Implementation of this annex will not supersede any authorities having jurisdiction (AHJ) administrative protocols or policy



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2. Procedures for utilization, control and use will incorporate operational priorities that include, but are not limited to:
 - a) Protection of life;
 - b) Public health and safety;
 - c) Property protection;
 - d) Environmental protection
 - e) Restoration of essential utilities;
 - f) Restoration of essential program functions, and
 - g) Coordination as appropriate.
3. At the direction of the governor or designee, state agencies may be tasked with providing agency personnel.
4. The ADHWG, in whole or in part, will be called upon when it is determined that state agency involvement is needed to meet the intermediate and long-term housing needs of disaster survivors.
5. The ADHWG will work with the National Disaster Housing Taskforce (NDHTF) and FEMA to leverage all available programs at the federal level.
6. Housing options and strategies will be identified quickly and provided efficiently to affected individuals, families and communities.
7. Housing options and strategies will advance community recovery efforts by meeting the post-disaster housing needs of individuals and families.
8. Housing options and strategies must be scalable and flexible in order to support small events as well as catastrophic events.
9. Housing options and strategies will be targeted to the whole of the community, including those with Access and Functional Needs (AFN):
 - a) Children;
 - b) Pregnant and nursing women;
 - c) Individuals supported by service animals;
 - d) Individuals with limited English proficiency;



- e) Low income populations;
- f) Pets;
- g) Renters;
- h) Senior citizens;
- i) Separated households;
- j) Veterans;
- k) Undocumented individuals, and
- l) The homeless.

D. Situation Overview

1. A disaster has occurred resulting in the need for interim and permanent housing.
2. The ADHWG has been assembled.

E. Assumptions

1. Disaster housing options and strategies will be coordinated with the local community to include, but not limited to:
 - a) Local government officials;
 - b) Public housing authorities;
 - c) Emergency management staff;
 - d) Private sector representatives from the affected jurisdiction, and
 - e) Individuals from schools, faith-based communities, NGOs and voluntary organizations.
2. Disaster housing options and strategies available for use will be affected based on the level and availability of police, fire, schools, jobs, businesses, utilities, transportation, and medical services to support individuals and families in need of housing.
3. Consideration of available disaster housing options and strategies should promote linkages between housing, transportation, the environment and



employment centers.

4. Disasters may result in widespread contamination of an area rendering it unable to host a disaster housing strategy.
5. Disaster housing options and strategies may have to consider the relocation of the whole community for an extended period or permanently.
6. Disaster housing options and strategies will be affected by the location of the disaster. Some areas may have less interim housing options available to them in the form of rental units needed by displaced individuals and families.
7. Population density will need to be considered when determining the types of disaster housing options and strategies to utilize.
8. Disaster housing options and strategies must address the needs of the entire community, including:
 - a) Children;
 - b) Individuals supported by service animals;
 - c) Individuals with limited English proficiency;
 - d) Individuals with disabilities and access and functional needs challenges;
 - e) Low income populations;
 - f) Individuals with Pets;
 - g) Renters;
 - h) Senior citizens;
 - i) Separated households;
 - j) Veterans;
 - k) Undocumented and homeless individuals.
9. Some of these individuals may be reluctant to participate in government-sponsored housing options.



10. Individuals, families, business leaders and local officials affected by the disaster will desire disaster housing options and strategies that are designed to keep their communities intact.
11. Rental resources will be extremely limited in an area that experiences a catastrophic disaster.
12. Supplies of construction materials and labor may be in short supply following a catastrophic disaster.
13. Infrastructure damage will affect the pace of rebuilding and recovery.
14. Facilities to accommodate individuals that require Functional Needs Support Services (FNSS) will be insufficient to house the number of individuals affected.
15. Catastrophic events will require innovative approaches beyond traditional housing methods to provide enough resources to meet the need.

II. Concept of Operations

A. General

1. IEMA will provide the primary coordination for the implementation of Individual Assistance Programs after a federal disaster declaration has been issued.
2. Support agencies will provide assistance in accordance with their plans and procedures developed in support of this annex.
3. Disaster Unemployment Assistance (DUA) may be requested by the state to provide unemployment benefits and re-employment services to individuals who have become unemployed because of the disaster.
 - a) The DUA benefit is available to individuals upon approval of the program for of up to 26 weeks.
 - b) Individuals are eligible if they worked, were self-employed, or were scheduled to begin work or self-employment, in a declared federal disaster area.
4. The Crisis Counseling Program may be requested to help relieve any grieving, stress, or mental health problems caused or aggravated by the disaster.



- a) These short-term services, provided by FEMA as supplemental funds granted to state and local mental health agencies, are only available to eligible survivors of a federal disaster declaration.
5. Individual assistance activities that may be coordinated through IEMA include, but are not limited to the following:
- a) Designating an IEMA staff member to be the Individual Assistance Officer (IAO) for the declared disaster to coordinate the individual assistance activities;
 - b) Locating and staffing Disaster Recovery Centers (DRCs) within the affected area;
 - c) Designating staff to work in conjunction with FEMA in implementing the Individuals and Households Program (IHP);
 - d) Providing information to FEMA for use by Disaster Survivor Assistance (DSA) staff who may contact potential applicants on a one-to-one basis due to the loss of life during a disaster;
 - e) Participating in the contractors briefing arranged by FEMA to inform the inspectors of disaster specific topics that may be encountered while completing inspections of damaged residences; and
 - f) Completing activities necessary to provide FEMA the essential set-up information for inclusion in the National Emergency Management Information System (NEMIS) application processing system.

B. Operational Priorities

1. The state has established the following goals for determining the disaster housing options and strategies to utilize during a disaster:
 - a) Affirm and fulfill fundamental disaster housing responsibilities and roles.
 - b) Increase our collective understanding and ability to meet the needs of disaster survivors and affected communities.
 - c) Better integrate disaster housing assistance with related community support services and long-term recovery efforts.



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- d) Evaluate and determine improvements to this annex to support individuals, families and communities in returning to their previous level of self-sufficiency as quickly as possible.
- e) Build capabilities to provide a broad range of flexible disaster housing options and strategies for the interim and permanent housing phases.
- f) Improve disaster housing planning to better recover from disasters.

C. Organization

1. Direction and Control

- a) State agencies and external organizations retain operational control of their damage assessment resources.
- b) The SEOC is the single point of coordination for state support for damage assessment operations.
- c) For the purposes of unity of command, coordination and management of the SEOC, the SEOC Manager will transfer command to the State Disaster Recovery Coordinator at the end of short-term recovery.
- d) The Governor's Authorized Representative (GAR) will be empowered by the governor to execute, on behalf of the state, all necessary documents for the disaster assistance programs.
- e) The Individual Assistance Officer (IAO) is responsible for the daily administration of the Individual Assistance Program.
- f) The State Public Assistance Group (SPAG) supervisor is responsible for the daily administration of the Public Assistance Program.
- g) The State Hazard Mitigation Officer (SHMO) is the person designated by the GAR as the individual responsible for all matters related to the administration of the Hazard Mitigation Grant Program (HMGP).
- h) The State Financial Management Officer (SFMO) is responsible for managing the financial activities of the programs.



2. Coordinating Elements

- a) Upon the declaration of a major disaster or emergency by the president, FEMA headquarters will appoint a Federal Coordinating Officer (FCO) to immediately take action to assure that federal assistance is provided in accordance with the declaration and applicable laws.
- b) A State Coordinating Officer (SCO) will be appointed by the governor to act in cooperation with the Federal Coordinating Officer (FCO) to coordinate disaster recovery efforts of the state.
- c) The IAO coordinates with FEMA to implement the various disaster assistance programs that are included under an IA declaration.
- d) The IAO coordinates the state agencies that are involved in the delivery of disaster assistance programs.
- e) The SFMO coordinates their work with the GAR.

D. Federal Coordination

1. The SEOC will coordinate with FEMA for the administration of disaster assistance programs.
 - a) Under a federal disaster declaration of a major disaster or emergency, state agencies may coordinate with their federal counterparts.
 - b) Programs available with a major disaster or emergency declaration will be coordinated through a Joint Field Office (JFO) established by FEMA.
 - c) Small Business Administration (SBA) loans may be available to individuals, families, and businesses that have incurred losses as a result of a disaster under a state or federal disaster declaration.

III. Roles and Responsibilities

A. Illinois Emergency Management Agency (IEMA)

1. Determine necessity for and type of federal assistance to request.
2. Coordinate with state and federal agencies at the time of a federal declaration to ensure resources are available to individuals, families, and



businesses.

3. Develop a request letter for the governor's signature and compile data to support the request.
4. Recommend SCO and GAR for the governor's consideration.
5. Assign staff to coordinate the delivery of disaster assistance programs.
6. Inform support agencies and local officials of request for and approval/denial of federal assistance.
7. Coordinate public information activities related to the request for federal assistance.
8. Staff the JFO.
9. Implement the Individuals and Households Program (IHP) to issue grants for individuals or families in the following program areas:
 - a) Housing assistance (HA):
 - i) Temporary housing;
 - ii) Housing repair;
 - iii) Housing replacement, and
 - iv) Permanent housing construction.
 - b) Other Needs Assistance (ONA):
 - i) Disaster-related medical and dental costs;
 - ii) Disaster-related funeral and burial cost;
 - iii) Clothing;
 - iv) Household items (room furnishings, appliances);
 - v) Tools (specialized or protective clothing and equipment) required for applicant's job;
 - vi) Necessary education materials (computers, schoolbooks and supplies);



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- vii) Fuels for primary heat source (heating oil, gas);
 - viii) Disaster damaged vehicle;
 - ix) Moving and storage expenses related to the disaster (moving and storing property to avoid additional disaster damage while disaster-related repairs are being made to the home);
 - x) Childcare expenses;
 - xi) Other necessary expenses or serious needs as determined by FEMA, and
 - xii) Other expenses that are authorized by law.
- 10. Monitor disaster application activity daily to ensure all potential applicants have been reached through media and other communication efforts about the timeline for filing for assistance and to request an extension to the application period.
- 11. Ensure that application packages are submitted (such as Crisis Counseling, Disaster Unemployment Assistance, Disaster Case Management and Disaster Legal Services) to FEMA to request additional assistance that may be needed and will be administered by support agencies.
- B. Illinois Department of Commerce and Economic Opportunity (IDCEO)
 - 1. IDCEO may provide recovery support to organizations through recovery grant assistance.
- C. Illinois Department of Employment Security (IDES)
 - 1. Coordinate the request for and distribution of Disaster Unemployment Assistance (DUA).
- D. Illinois Department of Human Services (IDHS)
 - 1. Coordinate the request for and implementation of the Crisis Counseling Program.
 - 2. Request and coordinate the administration of the Disaster Supplemental Nutrition Assistance Program (DSNAP).
- E. Illinois Department of Insurance (IDOI)



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1. Provide recovery support to the state’s insurance industry.
2. Provide recovery support to survivors with insurance problems.

F. Illinois Department of Natural Resources (IDNR)

1. Designate a State Historic Preservation Officer (SHPO).
2. Coordinate with FEMA staff to ensure that potential work is reviewed and approved by FEMA prior to any work being done on a historically significant structure.

IV. Authorities and References

A. Authorities

1. Disaster Food Stamp Program
2. Robert T. Stafford Disaster Relief Act and Emergency Assistance Act, P.L. 93-288, as amended
3. Disaster Mitigation Act of 2000, as amended
4. Post Katrina Emergency Management Reform Act of 2006 (P.L. 109- 295), as amended
5. The Illinois Emergency Management Agency Act (20 ILCS 3305/), as amended
6. The Disaster Relief Act (15 ILCS 30/1-3), as amended
7. National Environmental Policy Act of 1969 (PL 91-190), as amended
8. 44 CFR Part 206, Federal Disaster Assistance for Disaster declare on or after November 23, 1988, as amended
9. Sandy Recovery Improvement Act of 2013, as amended

B. References

1. Individuals and Households Program State Administrative Plan, as amended
2. USDA Food and Nutrition Service Plan
3. Implementation of a Major Disaster Declaration that includes Individual



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Assistance Program Guide

4. National Disaster Recovery Framework (NDRF), as amended
5. National Response Framework (NRF), as amended