

A Guide for Local Jurisdictions Assisting Displaced Individuals in Undeclared/Non-Disaster Events

Version 1 - December 1, 2023

Introduction

Displacement of individuals and families from their homes during non-disaster and/or non-declared events poses several distinct challenges. While the critical life-sustaining human services needs (food, water, shelter, other vital services) are the same as if the housing unit(s) were impacted by a disaster event, there is limited (if any) support available from Voluntary Organizations Active in Disaster (VOAD) and typically no disaster specific funding available.

To meet the needs in spite of these challenges requires emergency management and human services professionals to work together to leverage all available community resources, identify gaps, and request potential commonwealth support where available. Federal and state assisting/administering agencies may be able support local operations based on the incident conditions.

Keys to Success

- Identify the population to be served and crucial local partnering organizations. (Quick Tip: Fill in the green columns in the charts that follow to identify partnering organizations.)
- Describe the Authority Having Jurisdiction’s (AHJ) vision for action to meet displaced persons where they are and serve them equitably.
- Leverage emergency management systems (creation of Incident Command System (ICS) documents, facilitation of coordination meetings, filling of organizational structure) to organize key partners.
- Take advantage of blue-sky (non-disaster) programs and request flexibilities to maximize access. It may be necessary to reprioritize usage of locally administered funding to give preference to incident related needs.

Critical Task 1: Identify Demographics of Affected Population & Needs (Material Goods, Services, & Staffing)

Need ID'd?	Need/Demographic	Federal/Commonwealth Assisting Agency	Local Assisting Agency(ies)	Notes
<input type="checkbox"/>	Behavioral health	PADHS	Emergency Behavioral Health team	
<input type="checkbox"/>	Case management			
<input type="checkbox"/>	Cultural needs			
<input type="checkbox"/>	Disability needs/Chronic health conditions	PA Dept of Human Services (PADHS), DOH (SMEs, Bureau of Emergency Preparedness and	Self Determination Housing of PA, Center for Independent Living, Federally Qualified Health Center	

Need ID'd?	Need/Demographic	Federal/Commonwealth Assisting Agency	Local Assisting Agency(ies)	Notes
		Response, Office of Health Equity)		
<input type="checkbox"/>	Document replacement (Driver's License, Birth Certificate, Social Security card, immigration documents, other)	PennDOT, DOH, PADHS		Free photo ID process available for individuals experiencing homelessness. Options for individuals for free birth certificate replacement if affected by homelessness, opioid use disorder, and other special circumstances. County Assistance Office can pay for replacement documents in some circumstances
<input type="checkbox"/>	Domestic Violence Agencies/Crisis Prevention	PA Office of Victim's Services		
<input type="checkbox"/>	Donations Management	PEMA, PAVOAD		
<input type="checkbox"/>	Food	Feeding Task, PADHS Force, Dept of Ag, Dept of Ed	Food pantries, soup kitchens	
<input type="checkbox"/>	Household pests			
<input type="checkbox"/>	Housing Assistance recipients	HUD, DCED, PHFA		
<input type="checkbox"/>	Infants/Toddlers	PADHS OCDEL & OCYF		
<input type="checkbox"/>	Legal Services			
<input type="checkbox"/>	Limited English Proficiency			
<input type="checkbox"/>	Mail	PADHS County Assistance Office	Post Office	
<input type="checkbox"/>	Megan's Law Individuals			
<input type="checkbox"/>	Mold			
<input type="checkbox"/>	Older Adults (60+)	Dept. of Aging	Area Agency on Aging	
<input type="checkbox"/>	Pets, Service Animals, Emotional Support Animals	PA Animal Response Team (PART)	County Animal Response Team (CART)	
<input type="checkbox"/>	Replacement clothing			
<input type="checkbox"/>	Replacement household items			
<input type="checkbox"/>	School Age Children	Dept of Ed		

Need ID'd?	Need/Demographic	Federal/Commonwealth Assisting Agency	Local Assisting Agency(ies)	Notes
<input type="checkbox"/>	Spiritual care needs	PAVOAD	Local Federation of Churches, Interfaith Councils	
<input type="checkbox"/>	Substance Use Disorder	Dept of Drug and Alcohol Programs	Single County Authority	
<input type="checkbox"/>	Storage for belongings			
<input type="checkbox"/>	Transportation			
<input type="checkbox"/>	Veteran Services	DMVA	County Veterans Affairs	
<input type="checkbox"/>	Volunteer Management	PEMA, PAVOAD		
<input type="checkbox"/>				
<input type="checkbox"/>				

Action Steps

- Conduct a census of impacted individuals and collect basic demographics, need for services, and consent to share information. ([Template Intake Form](#), [Template Intake Spreadsheet](#))
- If a large number of individuals need to go through intake, consider partnering with a call center such as 211.
- Identify (fill in green column) and include assisting agencies in coordination to enable use of all available resources. Be sure to include County Housing Authority, Community/Economic Development, Human Services, Emergency Management, Community Action Agency, Continuum of Care.
- Determine how impacted individuals will be notified of situational updates and available resources. Flyers, phone, email? County Emergency Management may have a reverse 911 system where resident contact info can be uploaded.
- Determine how to record, store, and share impacted individual data securely and so partnering organizations can access it.
- Red Cross/Salvation Army may not be able to provide volunteer staffing for a sheltering operation, but they may be able to provide material goods including cots, blankets, and comfort kits.
- Commonwealth support for sheltering and other human services needs is available via official Resource Request to PEMA. Read more at www.dhs.pa.gov/masscare and review the [Resource Request Addendum](#).
- Utilize local faith leaders and their congregations as a source of donations and volunteers.
- Leverage voluntary organizations willing to help, for example, Lions Club, Kiwanis Club, or Rotary Club. If no local VOAD/COAD exists, PEMA Voluntary Agency Liaison can assist.

Critical Task 2: Identify Financial Resources

At play?	Program	Federal/ Commonwealth Administering Agency	Local Administering Agency	Usage Notes
<input type="checkbox"/>	Community Development Block Grant (CDBG)	DCED		CDBG uses include housing rehabilitation, public services, community facilities, infrastructure improvement, development and planning
<input type="checkbox"/>	Emergency Food and Shelter Program (EFSP)	FEMA	EFSP Grantees	EFSP uses include food, lodging in a mass shelter or hotel/motel, rent or mortgage payments, utility bills, equipment necessary to feed or shelter people
<input type="checkbox"/>	Emergency Rental Assistance Program (ERAP)	PADHS	ERAP Contacts	ERAP uses include rental assistance, utility bills, rehousing costs, and housing stability services
<input type="checkbox"/>	Emergency Solutions Grant (ESG)	DCED	ESG Contacts	ESG uses include rapid rehousing, street outreach, homelessness prevention, and emergency shelter
<input type="checkbox"/>	HOME	DCED		HOME funding assists with expansion and preservation of affordable housing. Uses include new construction and rehab of units for rental or homeownership, first-time homebuyer assistance, and assistance to Community Housing Development Organizations
<input type="checkbox"/>	Homeland Security Grant Program (HSGP)	PEMA	Regional Task Force/County EMA	Funds can be used for community resiliency and mass care projects (Enhancing Community Preparedness and Resilience priority area) – PEMA Fact Sheet
<input type="checkbox"/>	Homeless Assistance Program (HAP)	PADHS	HAP Contacts	HAP uses include case management, rental assistance, bridge housing, emergency shelter, and innovative supportive housing
<input type="checkbox"/>	Housing Choice Vouchers (HCV)	HUD		Public housing agencies may be able to assist voucher holders in locating new housing units
<input type="checkbox"/>	HUD Funding Navigator	Various federal agencies		Listing of open and upcoming funding opportunities under the Inflation Reduction Act (IRA), Bipartisan Infrastructure Law (BIL), and others across federal agencies to support efforts to enhance climate resiliency,

At play?	Program	Federal/ Commonwealth Administering Agency	Local Administering Agency	Usage Notes
				energy efficiency, renewable energy integration, healthy housing, workforce development and environmental justice.
<input type="checkbox"/>	PADHS benefits : Medical Assistance, SNAP, Emergency Shelter Allowances (ESAs), diversion (cash benefit), TANF, LIHEAP (energy assistance), LIHWAP (water assistance)	PADHS	County Assistance Office Contacts	County Assistance Office can conduct benefit reviews and take new applications
<input type="checkbox"/>	Pennsylvania Housing Affordability and Rehabilitation Enhancement Fund (PHARE)	PHFA	PHARE grantees	PHARE funding assists with creation, rehabilitation, and support of affordable housing
<input type="checkbox"/>	Section 811 Project Rental Assistance (PRA)	PHFA	Self Determination Housing of PA	Provides project-based rental assistance for extremely low-income persons with disabilities. SDHP manages wait list
<input type="checkbox"/>	Single Family Housing Repair Loans & Grants	USDA Rural Development		For health and safety repairs in Rural Development zones. Age 62+ can get up to a \$10,000 grant. Loans of up to \$40,000 are available
<input type="checkbox"/>	Small Business Administration (SBA) Disaster Loans	SBA, PEMA		For business owners, homeowners, and renters, for declared disasters
<input type="checkbox"/>	Weatherization Assistance Program (WAP)	DCED	Weatherization Agencies	On site energy audits assess home conditions and identify cost-effective energy saving measures. Weatherization services include air sealing, installation of attic, wall, basement and crawlspace insulation and ventilation, heating system modification or replacement, and minor repairs and/or health and safety measures to allow safe and effective installation of weatherization measures
<input type="checkbox"/>	Whole Home Repairs Program	DCED	Whole-Home Repairs Program Contacts	Whole Home Repairs Program uses include addressing habitability and safety concerns, improving energy or water efficiency, and making units accessible for individuals with disabilities

At play?	Program	Federal/ Commonwealth Administering Agency	Local Administering Agency	Usage Notes
<input type="checkbox"/>				
<input type="checkbox"/>				
<input type="checkbox"/>				

Action Steps

- NOTE: Not all programs will always apply in all areas for all residents and the chart above is not a comprehensive list.
- A municipal and/or county declaration of emergency may loosen purchasing requirements to facilitate faster standup of emergency shelter. This may also give temporary authority to suspend local ordinances such as parking, zoning, or to eliminate or reduce municipal fees. The AHJ should check with their legal counsel.
- Identify (fill in green column) and include administering agencies in coordination to enable use of all available resources and determine if there are flexibilities that may be granted to maximize access to programs.

Critical Task 3: Craft an Operational Plan & Contingency Plan(s)

- Create an Incident Action Plan, staffing plan, and establish a Meeting Schedule. Determine agency leads for critical tasks.
- Determine what it would take to make existing housing unit(s) livable and if this is a viable solution in the short term. Maintain contact with applicable licensing, fire safety, and code officials for regular status updates.
- Determine target capability for emergency sheltering.
- Consider proximity of shelter options to community locations impacted individuals regularly access.
- Determine if existing local organizations that are already equipped to offer shelter can add additional beds for any period of time.
- Determine most appropriate method of immediate shelter (congregate or non-congregate).
- Look for available facilities owned by the AHJ or otherwise vacant/underutilized. Contact real estate agents if needed.
- Connect with private sector partners such as hotels for non-congregate options.
- Plan for critical wrap around support (feeding, bathrooms, showers, laundry, disability services, emotional/spiritual care, etc.)
- Establish support for the plan.
- Communicate available options to impacted individuals.
- Reference: [Shelter Field Guide](#) (congregate shelter)

Critical Task 4: Develop a Vision for the Future:

- Develop/strengthen local [VOAD/COAD](#) (Voluntary Organizations Active in Disaster/Community Organizations Active in Disaster). PEMA's Voluntary Agency Liaison can provide guidance as needed.
- Envision large scale solutions to provide affordable housing and use momentum to move projects forward.
- Consider development of a local business Emergency Operations Center for continued coordination of public/private partnerships. PEMA's [Private Sector Integration Program](#) can provide guidance as needed.
- Conduct an After-Action Review to determine what went well and where the opportunities for growth lie.

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www.dhs.pa.gov/MassCare