

**US ARMY CORPS OF ENGINEERS**  
**EMERGENCY SUPPORT FUNCTION #3**  
**TEMPORARY HOUSING MANAGEMENT PLAN**  
**FEMA DISASTER 1378 DR WV**  
**FEMA MISSION # COE-LRH-07**  
24 July 2001

**I. General.** Following a declared disaster or emergency and in accordance with Executive Order, the Federal Emergency Management Agency (FEMA) is authorized to provide temporary housing to homeless residents of disaster stricken communities. Under the Federal Response Plan (FRP) FEMA has tasked the Corps of Engineers to assist in the temporary housing programs for the declared disaster stricken areas from the flooding in Southern West Virginia. The Corps of Engineers mission is to provide support to FEMA in the development of temporary housing for disaster victims. This mission will include but may not be limited to: design and development of new mobile home parks and purchasing, hauling, and installing mobile homes for new mobile home parks. Mission elements may also include providing engineering and construction management to do all work necessary to upgrade and renovate existing mobile home parks as required to accept new mobile homes in numbers and types determined by FEMA.

The most important thing is to get the temporary housing mission off to a successful start. Early progress that is visible to the public and the media will help win the public's confidence. The Corps management needs to be proactive in the dissemination of positive information. Anticipate adverse public interest stories that discuss the adverse impact of the temporary housing mission on the displaced people.

**II. Team Staffing.** The Emergency Support Function (ESF) for the Temporary Housing PRT (Planning and Response Team) staff is designed to provide the minimum number of personnel to effectively manage and execute a mission in concert with the responding division command and control structure or team. It is composed of a diverse group of individuals with technical skills that can either execute the temporary housing mission completely within the group, or manage the work of outside consultants who are doing the execution. The scope of the team expertise allows them to deal with the mission from the initial FEMA tasker through the planning, design, and construction phases, to the final turnover of completed housing sites.

The staffing of the Temporary Housing PRT is shown below.

ESF#3 Action Officer	Charles Barry (304) 561-3176	DFO
Mission Manager	David Humphreys (304) 528-7523	EOC
Mission Specialist	Wyatt Kmen (304) 529-5284	EOC
Environmental Engineer	Leo Arbaugh (304) 529-5284	EOC
Contract Specialist	James Grass (304) 529-5284	EOC
Electrical Engineer	Brian Porter (304) 529-5284	EOC
Cost Engineer	Jeremy Stevenson(304) 529-5284	EOC
Site Engineer	James Vassar (304) 529-5284	EOC
Data Base Engineer	Jan Mayes (304) 529-5697	EOC
Real Estate Specialist	Don McGraw (304) 529-5637	EOC
GIS Support	Terry Dawson (304) 561-3108	DFO
Design Team CADD	Jeff Rakes (304) 529-5282	EOC

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Resident Engineer	Dennis Hughes (304) 529-5282	EFO
QA Supervisor		EFO
QA Inspector		EFO

The Mission Manager is responsible for mission execution, with the assistance of the Mission Specialist, and the ESF#3 Action Officer, who is the team liaison at the Disaster Field Office (DFO). The Mission Specialist will act for the Mission Manager, in his absence.

**III. Mission Reporting.** A daily situation report will be prepared in ENGLINK and will contain the essential elements of information. The report will be prepared by the Mission Manager and sent to the EOC (Emergency Operations Center) for incorporation into the overall report and for release to higher headquarters. The essential elements of information are: Mission Budget, Design Status, and Number of units and types by site, Percent complete by site, Number of units/sites turned over to FEMA, and Command Issues.

**IV. Coordination With Other Agencies.** To successfully accomplish our temporary housing mission, it will be necessary to contact and work closely with various agencies. The collection of members from all the involved agencies will be considered the total housing team. Below is a list of some of the key agencies and their departments, which will have a significant input.

- FEMA Human Services Manufactured Housing Operations
- FEMA Environmental Operations
- West Virginia Housing Development Fund
- West Virginia Department of Mine Reclamation
- West Virginia Department of Environmental Protection

**IV. Safety.** Throughout all phases of the mission, the safety of personnel should be of utmost priority. The primary responsibility for safety within the Temporary Housing PRT rests with the Mission Manager. QA staff at the field construction sites will evaluate the contractor safety program at least once daily.

**V. Public Affairs.** During a disaster response, Federal and State agencies coordinate dissemination of media information through the Joint Information Center (JIC) located at the DFO. Field staff will avoid direct contact with the media, if possible, without appearing evasive or uncooperative.

**VI. Disaster Assessment.** When it arrives on site, the Initial Deployment Team will work with FEMA, the State, the ESF-3 Action Officer and local communities to identify the magnitude and scope of temporary housing need. Potential temporary housing sites will be evaluated based on four general categories. In order of preference they are (1) replacement of trailers at existing sites, (2) installation of travel trailers or mobile homes at private sites with temporary utilities, (3) temporary trailer parks on public sites using temporary septic tanks and utility lines, and (4) new trailer parks using temporary code requirements.

**VII. Initial Project Team Meeting.** The Project Team for a temporary housing mission consists of the Temporary Housing PRT and all Federal, State, and Local regulatory officials who must interface to complete the mission. The intent of the initial meeting is to define the

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regulatory requirements and local codes that must be considered in the design in order to minimize amendments or modifications.

**VIII. Design Considerations.** Once site selections are made, FEMA will request, by tasker, that a specific number of temporary housing units be made ready for occupancy. The request will specify existing, individual, and/or group sites to be made ready, and gives the Corps authority to take all necessary actions to provide the requested units. The team should be aware that this includes the following: legal documents from the local community or other property owners to allow development and use by FEMA and the State as a travel trailer and manufactured home park. This will include easements and Right-of-Way agreements for the subject properties.

Plans, specifications, contract, and bid packages for the engineering and development of the proposed site including cost estimates and project schedule.

The ESF will provide on-site construction/project management for all work. Furnish FEMA with daily progress reports including financial expenditures and a final package containing all plans, specifications, drawings, contracts, agreement, warranties, operating manuals, etc.

The actual design and preparation of contract documents for temporary housing is not particularly difficult or complex, but the fast pace of development and execution demands that the team pay close attention to details at all times. Issues left unresolved for hours or days could easily derail delivery schedules. Readily available data, and a well thought out design process will pay off in the ability to deliver useable housing units quickly. Selection of group sites, along with their design and development, must be closely coordinated to tie into, and make maximum use of, existing off-site utilities. If the housing mission is to be successful, this coordination must start at the beginning of the selection process, and be continuous throughout the design and construction phases. Coordination of utilities for installing manufactured homes on individual property owner's lots or in existing mobile home parks is also important. The Corps of Engineers is responsible for coordinating all utility development activities, including adequacy and type of service available, tie-ins, materials required, metering, fees and design requirements. All of these should be considered before proceeding with design at individual sites. A highly competent person with experience in utilities will be given the sole responsibility for this coordination.

The PRT design team may be asked to generate the as-built drawings at construction completion. After construction is completed, any corrections will be incorporated into the electronic drawing files. Follow the Corps drafting standards in executing the drawing corrections. Archive files will be generated and copies furnished to FEMA, Local Officials and to the Temporary Housing Lead Division for inclusion in future Temporary Housing PRT resource CDs.

**IX. Contract Documents.** The final deliverables for the PRT design team are the technical plans and specifications for the project. Final plotted drawing size will depend on equipment availability. In emergency situations, 8-1/2 x 11" sketches generated in Microstation may be a common means of communicating designs to the contractor.

Specifications will be generated in MS Word or Specsintact. If the design team has a contract specialist and access to SAACONS, the Standard Contract Clauses will be prepared on

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site. If access to SAACONS is unavailable in the field, it will be necessary to electronically transmit documents to the support district for completion of contract clauses. If necessary, the entire plan and specification contract set may need to be transmitted to the District office for reproduction and advertisement.

**X. Types of Solicitations.** Invitation for bids (IFB) can be used when discussions are not required, there is a probability of receiving at least 2 bids, sufficient time is available to design, mail, receive and evaluate bids, and award will be made on price related factors.

Request for proposal (RFP) may be used when discussions are required, factors other than price may be considered, and time is available to design, mail, receive and evaluate proposals.

**XI. Types of Contracts.** Firm Fixed Price type of contract should be used when a fixed price can be established at inception of the contract based on a clearly defined design or performance specification. This is the most preferred type of contract, and is the easiest and least costly type of contract to administer.

Letter Contract is the least preferred contract method and should be used only in extreme cases when time is not available to negotiate a definitive contract. Contract must contain a definite schedule. Close contract administration is required to ensure that the contractor utilizes adequate cost controls.

Indefinite Delivery Type will be used when the exact times and/or quantities for delivery are not known at the time of contract award. Deliveries are scheduled by placement of delivery orders against the contract once requirements materialize. This permits flexibility in both quantities and delivery scheduling.

Indefinite Delivery/Indefinite Quantity Type is to be used when the exact times and type of construction and quantities for delivery are not known at the time of contract award.

Small Purchases contracts are for small items of work (up to \$2,000) can be handled using SF44 or government credit card. This method and limitations change with different contracting agencies.

An out of scope modification may be written against an existing construction contract in emergency situations. The modification can be justified, even when work is unrelated to the original contract, by citing 'urgent and compelling' reasons.

There are existing IDIQ for both A/E and construction contracts that may cover the area of the mission. These may be used to provide sufficient time and contract price limit is not exceeded.

**XII. Construction Considerations.** In the disaster environment, time is of the essence. If an IDIQ contract is not used for construction contracts, then a Firm Fixed Price Contract will be necessary. Advertisement of the solicitation documents will be done. Advertisement usually begins by identifying capable contractors in the surrounding area. This effort may include having the Contract specialist calling these qualified contractors to determine if they are interested in bidding or submitting proposals on the solicitation and to find out if they can provide their bid or solicitation within the prescribed time frames.

Contract award should then follow within 24 to 48 hours after receipt of acceptable bids/proposals. After award of the contract and prior to the beginning of any construction

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activity a pre-construction conference shall be held. Attending this conference should be the Corps of Engineers, the prime Contractor, subcontractors, affected utilities, and representatives from other interested state, county, and local agencies. The purpose of this conference is to develop a mutual understanding of the contract requirements by all parties. The Corps of Engineers will convey to the Contractor the contract administration and safety requirements of the contract. This meeting is especially important when working with contractors who have not previously worked on contracts with the Corps of Engineers or the Federal Government.

Upon notice to proceed, the Contractor will mobilize and begin construction. The QA staff will review submittals. QA staff will insure construction meets minimum requirements of the contract. Progress payments will normally be made monthly. The contractor will at times need clarification regarding design features. The Resident Engineer will respond to these inquiries. The Resident Engineer will, in many cases, coordinate with the design engineering staff for assistance. Inspections conducted by local agencies will be coordinated with the Resident Engineer. In most cases FEMA will require partial occupancy of a site as trailers are completed. Prior to turning over any portion of the contract, a joint inspection between the Contractor and the QA staff, and between the QA staff and a FEMA representative, will be conducted. The contract is complete only after the Resident Engineer certifies that all work has been completed in accordance with the contract. It is the goal of the Corps of Engineers to turn over completed sections of group sites to FEMA as soon as possible.

**XIII. Operation and Maintenance.** The Corps will not be doing maintenance or operation of the mobile home parks. As a practical matter some maintenance may be required on mobile homes or utility systems before they have been officially turned over to FEMA. The operation and maintenance functions will be the responsibility of FEMA or the local sponsor who may perform these duties and bill FEMA for their services.

**XIV. Final Mission Close Out.** Meet with FEMA representative at temporary housing sites and inspect each individual home. Turn each home over to FEMA and obtain property accountability data. Obtain approval and release constructed mobile home parks to FEMA. Update design drawings with as-built data. Provide finalized as-built drawings to local governments. The Mission Manager writes a physical closeout letter and provides it to the ESF #3 Team Leader through the Action Officer. The Team Leader signs the letter and coordinates with FEMA and state government for signature. Fiscal close out will occur when all travel vouchers, overtime, and all contracts are paid.

**XV. After Action Requirements.** Upon completion of a temporary housing mission, each PRT is responsible for documenting the activity and providing the information to the Lead Division. The After Action Report should discuss lessons learned, and describe any other unique items encountered during the mission. After action reports will be included in the Temporary Housing database for reference by PRTs preparing for subsequent missions. This database will reside with the Temporary Housing PRT Web Site, and will be accessible by a link from ENGLink.