

Temporary Emergency Accommodation (TEA) Plan

June 2025

Version Control

Formatting text is straight forward if you use the style palettes that have been provided. The Microsoft Word style palettes are set in Arial, one of the Queensland Government's corporate identity fonts. Using styles for your copy aids in accessibility, so screen readers can understand the hierarchy of headings and body copy. Amend these styles to suit your document.

Version	Date	Comments
0.1	21/08/2023	<i>First version of the Department of Housing (DOH) plan.</i> <ul style="list-style-type: none"> Adopted from the former Department of Communities, Housing and Digital Economy. <i>Updated roles and responsibilities of the DOH.</i>
0.2	04/09/2023	<i>Reviewed by A/Director, Business and Service Support for consultation across the department.</i>
1.0	28/09/2023	<i>Consultation feedback incorporated for A/Director, Business and Service Support consideration.</i>
1.1	10/10/2023	<i>Endorsed by A/Director, Business and Service Support for progression to Deputy Directors-General and Director-General approval.</i>
2.0	23/10/2023	<i>Plan approved by Director-General.</i>
2.1	23/06/2025	<i>Reviewed by A/Director, Disaster Coordination Unit (Housing Rapid Response) for consultation across the department.</i>

Authorisation

The [Disaster Management Act 2003](#) forms the legislative basis for disaster management arrangements within all levels of government in Queensland. Queensland's whole-of-government disaster management arrangements are based upon partnerships between federal and state government agencies, local governments, government owned corporations, non-government organisations and commercial providers. These partnerships recognise the need for agency collaboration and co-operation to ensure effective coordination of planning, transfer of information and provision of resources to support comprehensive, all-hazards disaster management.

The state disaster management arrangements are described in the Interim Queensland State Disaster Management Plan 2024-25: [Plans | Disaster Management | Queensland Government](#), and the Queensland Recovery Plan: [Plans, strategies, guides and reports | Queensland Reconstruction Authority](#) for the provision of temporary emergency accommodation for displaced people after a disaster event.

The Deputy Director-General Housing and Homelessness Services, Department of Housing and Public Works (DHPW), approves the Temporary Emergency Accommodation (TEA) Plan as a sub-plan under the DHPW Disaster Management Plan.

Approved

Matthew Nye
Deputy Director-General
Housing and Homelessness Services

Date: Approval date

Table of Contents

Authorisation.....	2
1. Introduction.....	4
2. Aim and Scope	5
3. Management of Disaster Recovery Funding Arrangements requirements	5
4. Phases of accommodation support.....	6
4.1. Phase One – Immediate disaster response activation	6
4.2. Phase Two – Emergency housing response	6
Identification of need - Emergency Housing Assistance Request (EHAR).....	7
Local Accommodation Support Options – preferred option	7
Locality Specific Housing Recovery Plans (LSHRP)	7
4.3 Phase Three – Temporary housing recovery	8
Temporary emergency mobile accommodation (TEMA) support options	9
Transition.....	9
4.4. Phase Four – Housing Stabilisation	9
4.5 Phase Five – Housing recovery activation review	9
5. Long Term – Extraordinary housing relief measures	10
Attachment 1 – Tea process flowchart.....	11
Attachment 2 - Roles and responsibilities – partner entities	12
Attachment 3 – Five phase accommodation options	13

1. Introduction

As detailed in the State Disaster Management Plan (SDMP), the Department of Housing and Public Works (DHPW), has responsibility for the *provision of temporary accommodation solutions and services for impacted members of a community and/or government response/recovery staff (in circumstances where local capacity has been exhausted)*.

This Plan describes how DHPW supports Local Disaster Management Group's (LDMGs) to discharge their responsibilities under the [Queensland Disaster Guideline, Evacuation Manual 1.190](#), to plan for and support the evacuation of a community when appropriate.

For the purpose of this plan, post-disaster Temporary Emergency Accommodation (TEA) refers to the short- to medium/longer term housing solutions provided to individuals and households who have been displaced from their primary residence as a direct result of a disaster event.

This form of accommodation serves as a transitional support measure, bridging the gap between forms of emergency shelter and the return to permanent housing, whether through rebuilding, repair, or securing alternative long-term accommodation. Timeframes are dependent on the scale of the disaster and available resources (AIDR, 2021)

TEA is typically activated following a state government declaration of a disaster event and may be jointly funded under the Australian and Queensland Government Disaster Recovery Funding Arrangements (DRFA) 2018, as described in the Queensland Disaster Funding Guidelines (QDFG) December 2024.

In such cases support is subject to an allowable time limit (ATL) of 24 Months after the financial year in which the eligible event occurred. Locality specific Housing Recovery Plans are a tool used by the department to support achievement of recovery outcomes within the context of time limited support.

DHPW is responsible for and not limited to:

- Fulfilling landlord obligations for social housing tenants under the *Residential Tenancies and Rooming Accommodation Act 2008 (RTRAA)*
- A critical responsibility to directly respond to all residents in the affected areas who are seeking assistance as a result of being displaced from their housing; and
- Leading or participating in a coordinated approach between agencies that have housing related strategies in relation to medium and long-term community recovery.

Depending on the scale and geographical spread of the disaster event, the volume of households impacted by the disaster and the available housing options both within the social housing system and the broader private market, the required response includes:

- working collaboratively with LDMGs to transition people using evacuation centres to other accommodation support if required.
- identifying the appropriate emergency/short term housing options for impacted social housing tenancies and for impacted households in the private market (renting or home owners)
- reviewing short term housing arrangements to transition people from emergency/short term housing into medium/long term housing solutions when necessary
- working with key partners such as QBuild to assess and remedy property damage to social housing properties
- working with community housing organisations to provide a coordinated housing response and to maximise the available housing options for impacted clients

Should the disaster event occur in a pandemic environment, DHPW staff will continue to observe and apply all necessary personal protective measures to contain the virus in accordance with Queensland Health advice

Should a life-threatening situation occur the department's response would prevail over pandemic protection measures until that threat subsided.

The department also works with retirement villages, residential services, manufactured home parks, community housing providers and specialist homelessness services to check on the welfare of their residents and condition of their properties.

In collaboration with the Residential Tenancies Authority (RTA), Tenants Queensland (TQ) and the Real Estate Institute of Queensland (REIQ), the DHPW works actively to understand the impact of disaster on the private rental market and initiates key actions to ensure housing options and tenure are not adversely impacted.

2. Aim and Scope

This Temporary Emergency Accommodation (TEA) Plan (the Plan) describes the arrangements and the roles and responsibilities of key organisations critical to supporting displaced community members through the implementation of this plan.

The Plan details the arrangements required to provide the most appropriate options for those displaced as a result of a disaster event, **after the closure of evacuation centre/s**.

In line with the [Evacuation Manual](#), the arrangements detailed in the Plan are designed to be implemented after the initial sheltering phase in an evacuation facility or safer location, to support those who cannot return home. The figure below shows the typical three phases of post disaster housing.

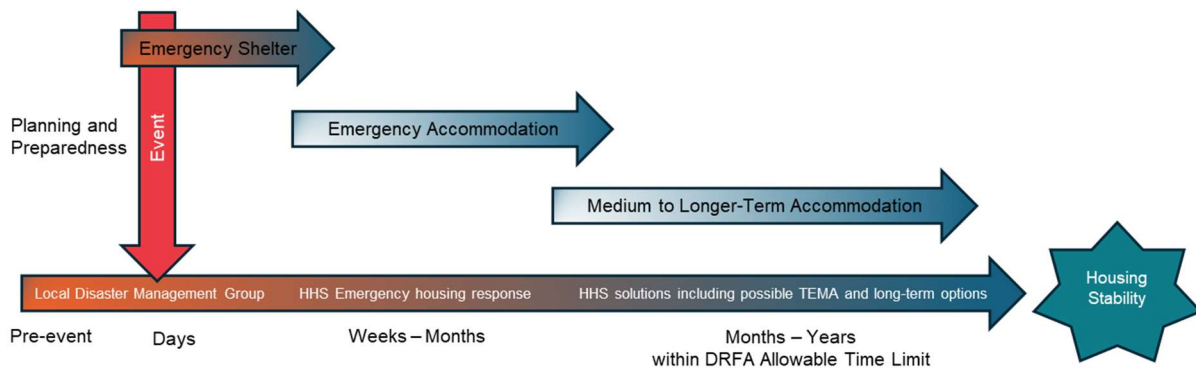


Figure 1. Three Phases of Post Disaster Housing

DHPW works closely with impacted councils (and other relevant stakeholders) to ensure options are available to support those who cannot return home. The provision of accommodation for quarantine purposes during a pandemic is out of scope for this plan. The Department of Health is the lead agency responsible for quarantine during an event.

DHPW provides Emergency Housing Assistance Response (EHAR) services in the event of a pandemic. The department will identify short-term accommodation providers and other housing options to support vulnerable individuals and families who need to self-isolate as part of an immediate accommodation solution.

DHPW's approach to providing EHAR during a pandemic includes support for people rough sleeping, couch surfing and living in inappropriate congregate accommodation to relocate to both suitable hotel accommodation and long-term housing solutions, where possible. Such a response also provides the opportunity for those experiencing housing vulnerability, with self-contained accommodation to appropriately observe public health directives during a pandemic and reduce the chances of infection and community transmission.

Under the Queensland Reception Plan (QRECEPLAN) 2024, the department is responsible for providing emergency accommodation for repatriated Australian citizens under Commonwealth-supported arrangements, following the Guideline for Response to QRECEPLAN Activation. Strategies outlined within the TEA Plan may also support these arrangements.

3. Management of Disaster Recovery Funding Arrangements requirements

Implementation of activities under this plan are enacted under the coverage of the State and Australian Government jointly funded Disaster Recovery Funding Arrangements (DRFA), specifically, Category A Counter Disaster Operations (CDO).

CDO activities are undertaken by local governments and state agencies immediately before, during or after an eligible event, in order to assist and protect people by:

- alleviating personal hardship and distress
- addressing the immediate emergency needs of individuals
- protecting the general public.

Consideration of financial risk must include consideration of requirements, including eligibility, as defined under the [Queensland Disaster Recovery Funding Guidelines \(QDGF\) June 2021](#).

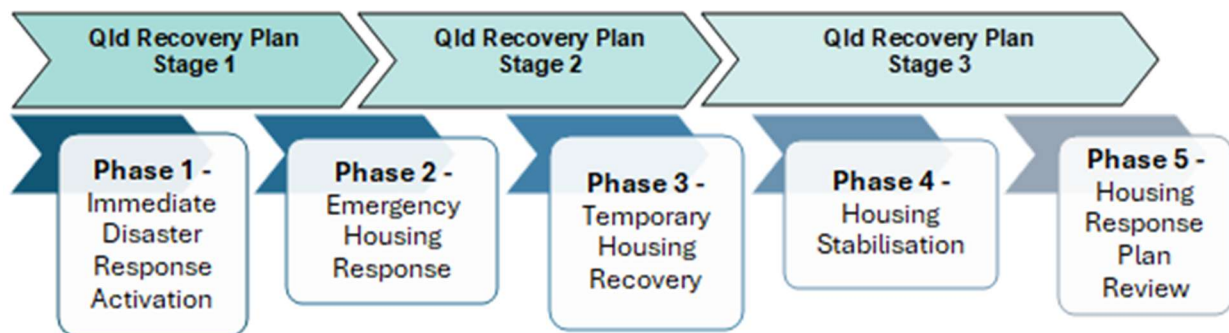
A robust approach to financial management, including decision making, application of delegations and record keeping is essential in the management of financial risk and successful recoupment of costs under DRFA.

Further advice on these matters is contained in the departmental *Disaster Management Reference Guide*.

4. Phases of accommodation support

There are five phases in the provision of accommodation support which align to the identified stages in the [Queensland Recovery Plan | Queensland Reconstruction Authority](#).

These phases recognise the changing needs and information available for impacted communities. It provides a framework for delivering housing outcomes across the key phases of the disaster response and recovery cycle. Accordingly, the Temporary Emergency Accommodation Plan is organised into five phases which may run consecutively or may need to overlap or be extended, depending on the level of community resilience across the economic, infrastructure and human social domains.



4.1. Phase One – Immediate disaster response activation

The Plan is automatically activated when the DHPW is advised a disaster is occurring, is likely to occur or has occurred.

The DHPW will immediately undertake an analysis of available accommodation options through their usual providers and in vacant hotels, motels and caravan parks across the identified Disaster District/s to understand potential available capacity to accommodate displaced community members.

In the lead up to a known or suspected disaster, the department undertakes the following:

- contact vulnerable tenants in the disaster area to ensure tenants and providers are aware of any possible impacts
- contact funded Specialist Homelessness Services and Community Housing Providers to ensure that they are aware of any possible impacts and have activated business continuity plans
- establish contact with Residential Services providers to confirm awareness and impact.
- Staff deployment lists are confirmed and scripts for Smart Service Queensland (SSQ) are activated.

As soon as the impact of the disaster becomes apparent, DHPW will work with all key stakeholders, particularly the Local Disaster Management Group (LDMG) nominated officers, to identify short term, medium and longer-term needs. This will continue as the housing response moves through Phases 2, 3, 4 and 5 as outlined in this plan.

Factors to consider when determining need include potential future requirements are linked to the resolution of insurance claims, the availability of external tradespeople and materials necessary for reconstruction, and the current state of the housing market, including the availability of both owned and rental properties.

4.2. Phase Two – Emergency housing response

Although this Plan is focused on the support of displaced residents it is critical to ensure that all actions associated with the support of one area do not disadvantage another.

Critical to wholistic recovery of impacted communities is the support of local economic recovery across all other support considerations. To ensure the appropriate accommodation options are provided a clear identification of need and an understanding of local solutions is developed in conjunction with the LDMG.

Identification of need - Emergency Housing Assistance Request (EHAR)

The EHAR process is activated in response to disaster events to enable identification of displaced persons who require accommodation support as a result of the disaster and the closure of the LDMG's evacuation centre/s.

EHAR data provides accurate information on the number of displaced members of the community who have registered as requiring temporary emergency accommodation with the DHPW. The EHAR data assists in identifying the requirement for the provision of accommodation infrastructure to supplement any shortfall in locally available accommodation.

The effectiveness of the EHAR process is dependent on displaced residents registering their requirements with the DHPW. Local governments, the Community Recovery branch of Department of Families, Seniors, Disability Services and Child Safety (DFSDESCS), and non-government organisations play a critical role in supporting this process by actively referring displaced residents from the impacted community to the website, the smart phone app, the 13 QGOV (13 74 68) call centre, or DHPW staff at Recovery Hubs or Housing Service Centres to register an EHAR.

Local Accommodation Support Options – preferred option

Housing Service Centres, First Nations Housing and Homelessness tenancy management teams have several options available which support the temporary accommodation requirements of displaced members of the community and the economic recovery of the impacted regions.

In the first instance, individuals are encouraged to pursue arrangements through their own networks, including family and friends, non-government organisations and insurance company provisions, if available. This allows those with the most need to rapidly access available services.

Where personal network and insurance accommodation options are unavailable, the department will access a variety of local solutions including temporary accommodation in hotels, motels, caravan parks or serviced apartments.

Should local capacity be exhausted and a Request for Assistance received DHPW will work with LDMG and DDMG to access and provide other temporary emergency accommodation arrangements suitable for the needs of impacted communities.

Throughout the delivery of accommodation options, all efforts are made to source local suppliers of services to mitigate the impacts of the disaster on the economy and community. Work to build housing supply options will occur concurrently with engagement locally, to determine the quantum and characteristics of housing need.

Many building contractors will support the economic recovery of the area and will provide long term tenancies as they complete the work on the ground. The impact of government workers and contractors on the availability of temporary hotel accommodation will be monitored, particularly in Phases 1 and 2 to ensure impacted residents are not disadvantaged.

The DHPW will maintain close contact with both the local government and Community Recovery branch, DFSDESCS, through relevant recovery groups including local and district Human and Social Recovery Group/s (if stood up) to ensure clarity around which locations and facilities are available and can be used.

This collaboration and sharing of situational awareness will ensure consistent information is provided to decision makers across all stakeholders.

Locality Specific Housing Recovery Plans (LSHRP)

The initial development of a locality specific Housing Recovery Plan will be triggered once it has been identified that the impacted community will face a complex and protracted recovery. The departmental District Liaison Officer (DDLO) Service Delivery, supported by DCU (Housing), will work with the relevant LDMG/s and Local Council/s to develop, implement and monitor the plan.

LSHRPs will assess community profiles, demographics, and event impact to identify emergency housing solutions based on local needs, as requested by the LDMG or council. They will outline high-level actions and timeframes for delivering the preferred solution, using information from sources such as:

- Council and DDMG insights
- Damage impact imagery
- QRA Damage Assessment and Reconstruct Monitoring (DARM) data
- EHAR data
- Community Recovery grants data (e.g., Structural Assistance Grant Applications)

4.3 Phase Three – Temporary housing recovery

The transition period between the immediate needs of displaced residents and medium to longer term accommodation requires a multifaceted approach led by the DHPW in close consultation with the LDMG, relevant Human and Social Recovery and Resilience functions (District and/or Local), industry groups and local agents, to help source an appropriate supply of sustainable accommodation solutions.

The DHPW Communication Plan and Schedule will detail the communication channels that will be used to ensure that messaging to the community begins. This may include radio, print and social media posts as well as information available at Recovery Hubs and on local government's disaster dashboards.

All impacted residents are reminded that they can apply for emergency housing if they are affected by the disaster. Access to TEA support products recognises that some people will be able to source their own solutions initially, but the longer-term impacts of the event may evidence at a later date. Temporary arrangements used to support the transition of people experiencing displacement to longer-term arrangements can be eligible under DRFA as long as:

- DRFA eligibility is evidenced
- support is for the transitional phase, not the permanent arrangement
- support is finalised within the ATL

DHPW staff proactively follow-up with EHAR applicants who are staying with family and friends, to confirm the length of this support arrangement and to plan for alternative housing for these people, if required.

The DHPW may pause social housing allocations in the affected area or statewide and tenants with pre-existing transfer applications may be able to be prioritised to open up additional capacity within the disaster area.

The DHPW may relax the eligibility criteria so Housing Service Centres can provide a variety of solutions to assist impacted residents to return to the local private housing market. These include:

- RentConnect support
- Bond loans and rental grants
- Home Assist Secure
- Mortgage relief loans
- Access to homelessness services
- Serviced apartments
- Head leasing in the private market
- Retirement villages
- Public housing vacancies
- Community Housing provider vacancies

The relaxed eligibility criteria also allow affected residents to access commercial solutions through real estate agents with approved bond loans and rental grants provided by the department.

The DHPW staff will work directly with local real estate agents to help source an appropriate supply of rental accommodation to meet the diverse needs of the community impacted by the event. The department may provide 6 months' rent in advance, as an incentive to agents so that we can secure head-leasing arrangements on properties

Real Estate agents are asked to do all they can to offer and support flexible leasing arrangements for those people during the disaster recovery period. In particular, they are encouraged to support short-term leases, as some households may only need a short-term lease while their homes are being repaired.

Landlords and property managers are asked to take a compassionate and flexible approach when dealing with impacted community members.

Social housing tenants who have significant damage to their properties are matched to vacant social housing dwellings, to provide long term accommodation while repairs are undertaken.

As the community transitions through the phases of the disaster response and recovery housing needs will change, i.e. housing demand may increase and/or decrease. To manage these cycles, DHPW will work with local government and collaborate with partners through the Human and Social Functional Recovery and Resilience function to identify any known or perceived demand to inform future housing/accommodation strategies. This will include but will not be limited to, understanding future major events in the disaster area, increase in trades (as known by key bodies), rental availability from organisations like the Real Estate Institute of Queensland, Caravan Parks etc.

It is understood that accommodation data is point in time and in some circumstances difficult to obtain. The department will endeavour to use every available means to identify vacancy and demand and scenario plan accordingly.

Temporary emergency mobile accommodation (TEMA) support options

If the EHAR process identifies the accommodation need is likely to significantly exceed the Disaster District available solutions, the local government, in consultation with the DHPW, would forward a formal request for assistance (RFA) to the DDMG for the provision of TEMA.

The provision of TEMA infrastructure is only considered when all other practical and timely options to accommodate displaced persons within the Disaster District have been exhausted.

The activation of TEMA solutions carries additional risks including financial impacts if the accommodation need is not accurately understood prior to procurement, social risks if the management of the facility is not correctly undertaken, and the risk of long term unsustainable future community expectation.

Additionally, transporting accommodation into a community adds the further complexity of identifying appropriate sites to locate the new infrastructure. Requirements such as the size of land required, the availability of utilities and services, access and egress availability, land ownership and ongoing site and tenancy management all need to be considered.

For these reasons it is imperative that councils identify locations where transportable accommodation may be placed. DHPW liaison officers will work with Councils to ascertain the best fit solution for the impacted community.

Transition

Decommissioning of the transportable accommodation facilities may be undertaken as a staged process or as a single activity. As residents transition out of the facility to longer term accommodation solutions, parts of the facility such as accommodation units may become redundant.

DHPW, in conjunction with key partners, will advise on the need to maintain the facility infrastructure in full or whether parts of the facility can be decommissioned and removed.

The DHPW is responsible for coordinating the decommissioning of the transportable accommodation facility in conjunction with the supplier. As required, restoration of the site will occur to pre-disaster standard and be carried out in conjunction with the asset owner.

4.4. Phase Four – Housing Stabilisation

DHPW will continue to assist impacted residents to return to economic and social independence by assisting them to maintain stable housing.

DHPW will support impacted residents with an individualised pathway planning approach to determine longer term housing solutions. This will involve establishing place-based housing case coordination, ensuring people are connected to appropriate local support services. Social housing tenants will be supported to reconnect with the community through Tenant Connect.

Some of DHPW's key objectives during this phase are to resolve individual cases, complete social housing repairs, and assist to address any remaining systemic local housing issues.

DHPW will continue to engage with local and/or district recovery planning processes to ensure housing solutions are managed in a collaborative and cooperative manner, thus ensuring the most effective recovery outcomes for impacted individuals and communities.

Ongoing collaboration with local government and other recovery stakeholders including Community Recovery ensures a coordinated response to disaster impacted residents temporary housing needs, whilst they settle longer term arrangements, including but not limited to insurance, Structural Assistance Grants and other complex repair/rebuild matters

4.5 Phase Five – Housing recovery activation review

This review will consider both the internal and external strategies and approaches used to support recovery across impacted communities in relation to specific event/s and will consider the stage of recovery in those communities to understand if there is an ongoing need for assistance.

DHPW will undertake a review of the decisions, processes and protocols of any emergency planning arrangements after an event.

Through a series of debrief processes, stakeholders will be asked to contribute any identified successes and areas for improvement. This continuous improvement cycle ensures the effectiveness of outcomes for displaced residents are increased and lessons learned for future events

5. Long Term – Extraordinary housing relief measures

Informed by the intelligence gathered during the delivery of the TEA Plan, and in consideration of insights from District and State Human and Social Functional Recovery and Resilience Groups, the department may consider a need to apply for extraordinary relief measures under DRFA Category C extraordinary relief measures.

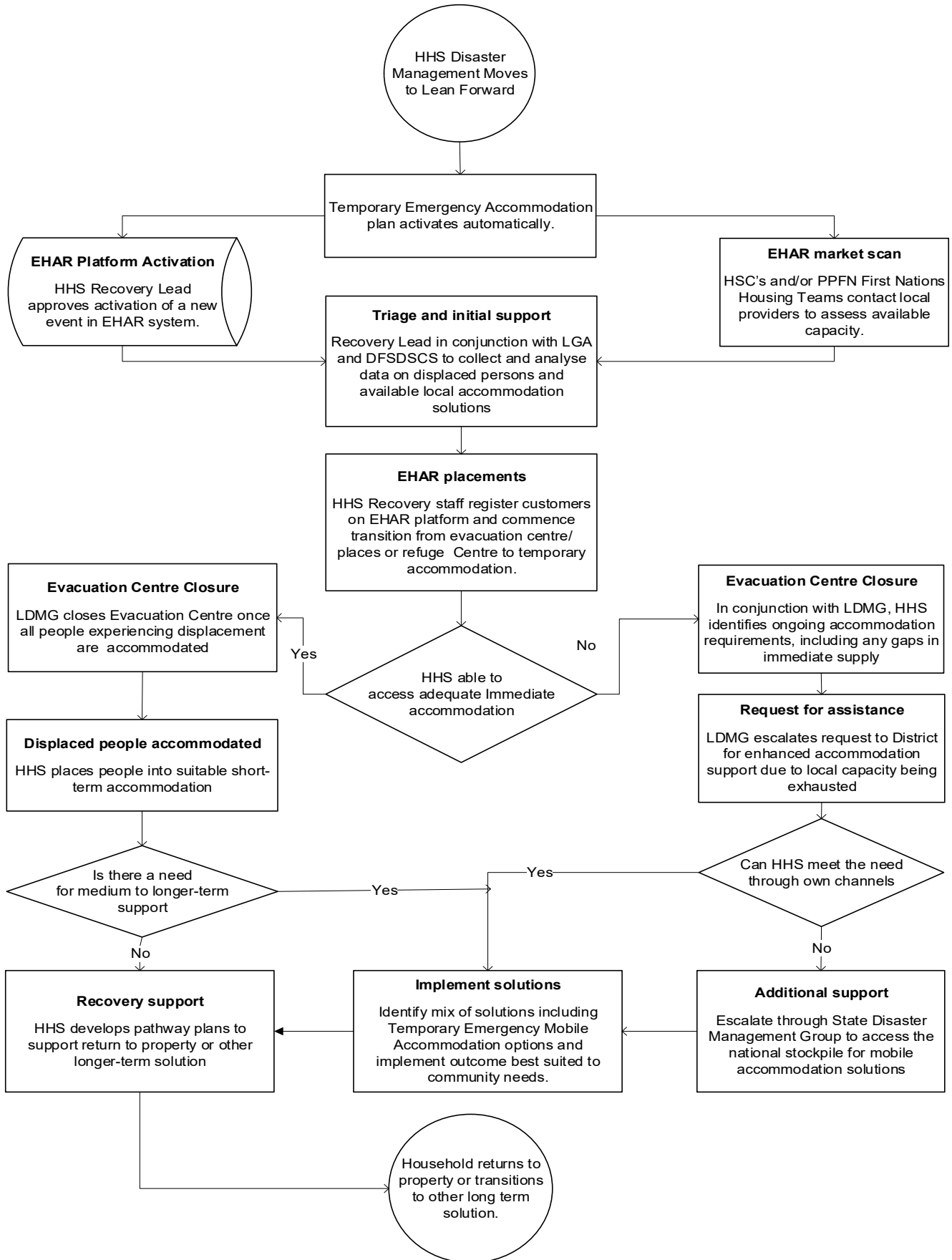
Category C relief measures may be made available where the community is severely affected by an eligible event and existing standard DRFA relief measures are insufficient to support community recovery. Category C is only available in exceptional circumstances. Approval is by the Prime Minister and the Premier.

The primary objective of a potential Category C Accommodation Package will be to assist in ensuring *adequate housing is available to community members at appropriate times in the recovery process*.

This program will set out to achieve the following recovery outcomes:

- Displaced households can remain within their community during their recovery
- The needs of vulnerable groups are addressed
- Community members have access to appropriate and affordable housing.

Attachment 1 – Tea process flowchart



Attachment 2 - Roles and responsibilities – partner entities

Organisation	Roles and responsibilities
Local Government	<ul style="list-style-type: none"> In accordance with <i>Disaster Management Act 2003</i>: <ul style="list-style-type: none"> Sec 4A(d) local governments should primarily be responsible for managing events in their local government area; and Sec 4A(e) district groups and the QDMC should provide local governments with appropriate resources and support to help the local governments carry out disaster operations. To achieve this local government will: <ul style="list-style-type: none"> Promote and refer impacted community members to register with EHAR. Maintain operations within evacuation centre/s until the assessment of further accommodation need has been assessed. Coordinate the transition of displaced residents from evacuation centres into the alternate accommodation, in conjunction with the Department of Housing and Public Works and DFSDSCS Provide a liaison officer to work with the Department of Housing and Public Works if transportable accommodation is required.
DFSDSCS	<ul style="list-style-type: none"> Lead agency Human and Social Functional Recovery and Resilience Group (District and State): <ul style="list-style-type: none"> Component that relates to the emotional, social, physical and psychological health and wellbeing of individuals, families and communities following a disaster. The State Human and Social Recovery and Resilience Group is chaired by the Director-General DFSDSCS Queensland Recovery Plan June 2023 Promote and refer impacted community members to register with EHAR. Promote EHAR process through Local and District Human and Social Recovery and Resilience functional partners.

Attachment 3 – Five phase accommodation options

The accommodation options identified in the table represent the starting point when demand needs are identified.

The suggested short-, medium- and long-term accommodation options to be considered over the five phases of accommodation support are listed in the table below.

Short Term (Phases 1 - 2)	Medium Term (Phase 3)	Long Term (Phase 4 onwards)
<ul style="list-style-type: none"> • Motels and hotels • Serviced apartments • Head leasing private market • Caravan parks • Retirement villages • Other regional locations 	<ul style="list-style-type: none"> • Serviced apartments • Head leasing private market • Retirement villages • Public housing vacancies • Community Housing provider vacancies • Temporary emergency mobile accommodation arrangements on individuals' own or third-party properties • Other regional locations 	<ul style="list-style-type: none"> • Public housing vacancies • Community Housing provider vacancies • Potential DHPW redevelopments, some in partnership with Community Housing providers, including Recovery Accommodation Parks • Temporary emergency mobile accommodation arrangements on individuals own or third-party properties • Other regional locations